

2009

UNDP Cambodia
Country Programme Action Plan

RESULTS ASSESSMENT 2006-2008

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SUMMARY

After a brief introduction of the Country Programme Outcomes (below), a more detailed review is offered, firstly of the inputs, and then of each of the outcomes, and of the related outputs. To conclude, an assessment is made of the relative strengths of the outcomes, leading finally to recommendations for the country office to consider. A list of key abbreviations and their meanings is provided at the end.

During the CPAP period from 2006 to 2008, UNDP has been successful in achieving significant progress towards six of its ten outcomes:

- **OUTCOME 3:** The **environment for democratic local governance and development** has **steadily improved**, characterized by the endorsement of the Organic Law, the current drafting of the rules and regulations to implement the law, and especially the existing high level commitment for governance reforms that are taking place. UNDP has played an important role in establishing the national systems and procedures for Deconcentration and Decentralization (D&D) and in developing the capacity for actual planning and implementation by the Commune Councils and District/Provincial local governments.
- **OUTCOME 4:** Protection of **protected areas and protected forests** has improved, with protection of forests and wildlife sanctuaries located in Cardamom, Northern Plains and Tonle Sap, in all accounting for approximately 30% of the total protected areas in the country.
- **OUTCOME 5:** Cambodia's policy and planning framework now incorporates a comprehensive approach to and specific targets for poverty reduction and employment generation. With UNDP's support, the government now has a **pro-poor Trade Integration Strategy** in place and a **mechanism for a Sector Wide Approach** established.
- **OUTCOME 6:** Processes in mine action have been significantly strengthened over the past years. The capacity of the **Cambodian Mine Action Authority** as a regulatory authority has greatly improved. The **guidelines on socio-economic management of mine clearance operations** provide a basis for clearing land according to local requirements, and are complemented by technical instructions and guidelines on village mine clearance planning. **Post-clearance monitoring missions** are increasingly conducted.
- **OUTCOME 8:** With UNDP's support, a number of national policies are **gender-responsive** (Organic Law on Decentralization, Public Financial Management reform programme, Affirmative Action and Equal Opportunities initiative of the Civil Service). Several line ministries now have their own **Gender Mainstreaming Action Plans** in place.
- **OUTCOME 10:** Government's leadership of aid dialogue has increased and both donors and government have built up evidence of current **aid practice**. In some areas policy change has been instigated to improve the performance of aid in pursuit of development results.

Summary Results Assessment by Outcome and Output

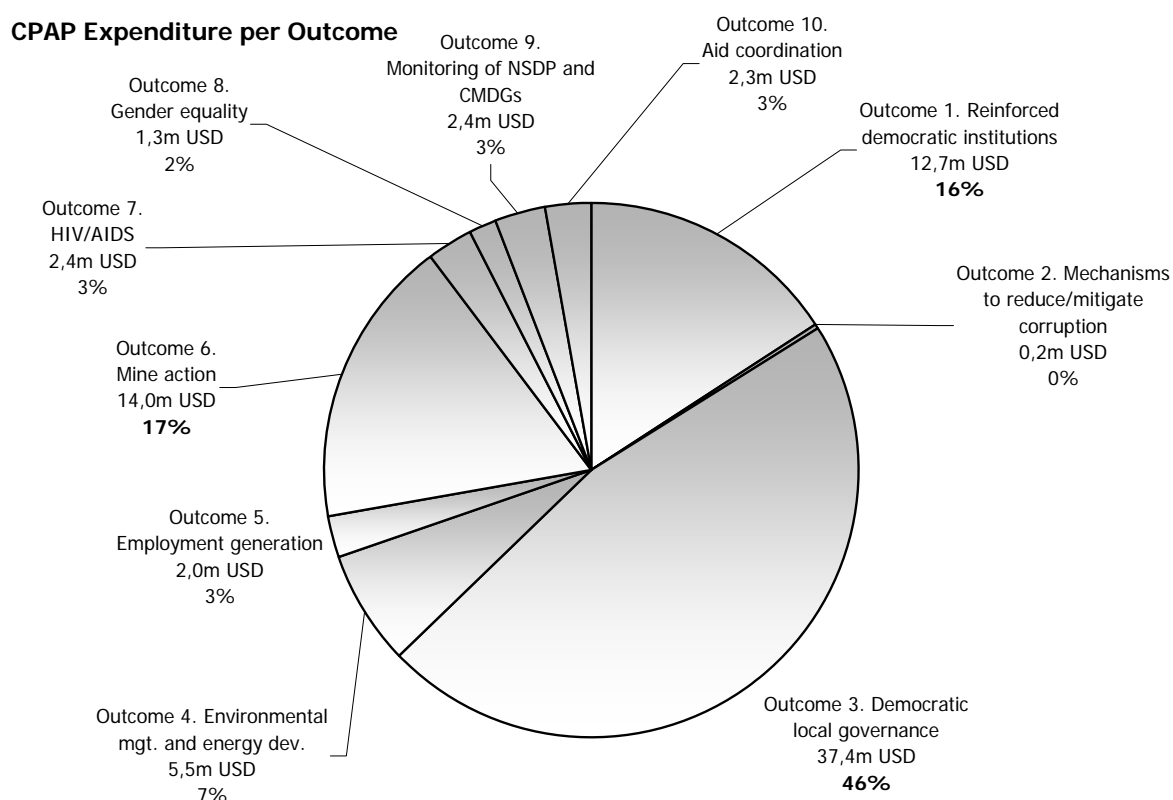
OUTCOMES	PROGRESS TOWARDS OUTCOMES	DELIVERY OF OUTPUTS
Outcome 1: Reinforced democratic institutions which help create checks and balances on the executive power	Below expectations	1.1 Exceeds expectations 1.2 Not satisfactory 1.3 Below expectations
Outcome 2: Mechanisms to reduce/mitigate corruption introduced	Not satisfactory	2.1 Not satisfactory
Outcome 3: Enhanced enabling environment for democratic local governance and development	Exceeds expectations	3.1 Below expectations 3.2 Exceeds expectations 3.3 Below expectations
Outcome 4: Improved capacity of national/sectoral authorities to plan and implement integrated approaches to environmental management and energy development that respond to the needs of the poor	Exceeds expectations	4.1 Exceeds expectations 4.2 Below expectations 4.3 Below expectations
Outcome 5: The policy and planning framework of the country incorporates a comprehensive approach to and specific targets for reduction of human and income poverty through employment generation	Exceeds expectations	5.1 Exceeds expectations
Outcome 6: Strengthened processes in mine action with emphasis on making land and infrastructures available to the rural poor men and women	Exceeds expectations	6.1 Exceeds expectations
Outcome 7: Strengthened HIV/AIDS response across sectors from central to local levels	Not satisfactory	7.1 n/a
Outcome 8: Policy statement and strategies incorporate gender equality dimension	Outstanding progress	8.1 Exceeds expectations
Outcome 9: Improved monitoring of NSDP and CMDGs including broad-based policy dialogue and participatory reporting	Below expectations	9.1 Exceeds expectations 9.2 Not satisfactory
Outcome 10: Effective ownership of external resource mobilization and aid coordination by the government focal point and sectoral ministers/agencies, in line with the Strategic Framework	Exceeds expectations	10.1 Outstanding progress

The results assessment shows that the Country Programme Action Plan of UNDP Cambodia is in need of a stronger focus. Currently, UNDP Cambodia is working to achieve ten short-term outcomes. This is potentially reducing the effectiveness and efficiency of UNDP's operations in Cambodia by spreading resources and management capacity over too many very different areas of work. The high number of CPAP outcomes also poses a challenge for effective outcome monitoring and for credibly demonstrating results. **As part of a Mid-Term Review of the CPAP, a reduction from ten to five CPAP outcomes is recommended.** The process of reducing CPAP outcomes needs to be rational and transparent.

1. INPUTS

During the CPAP period from 2006 to date, UNDP has disbursed around **80,1m USD** in funds which can be directly attributed to country programme outcomes and outputs.¹

An aggregation of UNDP's investments during the CPAP period from 2006 to date **per outcome** shows an uneven pattern: UNDP invested nearly half of its budget (37,4m USD) in activities which support outcome 3 on democratic local governance. Strong also was the investment in the outcomes on mine action (17% or 14m USD), reinforced democratic institutions (16% or 12,7m USD) and environmental management and energy development. UNDP invested a significantly smaller amount of funds (between 0% and 3%) in each of the remaining six outcomes.



¹ This excludes overhead costs and other costs which cannot be attributed directly to a project and subsequently to an output and an outcome. It also excludes 6,5m USD for HIV/AIDS, since UNDP was not directly involved in the implementation of activities.

2. OUTCOME AND OUTPUT

The CPAP results assessment is an attempt to answer two key questions for each of UNDP's ten outcomes:

- **What progress has UNDP made towards the CPAP outcome?**
- **What progress has UNDP made in delivering the CPAP outputs?**

The **method** to assess progress consists of three steps:

- *First*, the assessment team consisting of 12 area experts carefully **analyzed the outcome and output statements**, defined key phrases and key words and established the framework for analysis.
- *Second*, the team collected updated **data for the outcome and output indicators**. Indicators were used as an important tool to arrive at a judgement on progress towards results. The current data for the indicators was compared to the baselines and the planned targets.²
- *Third*, going beyond a mere quantitative assessment of results using indicators, the team conducted a **qualitative assessment** to arrive at a judgement on progress. Area experts used a variety of qualitative tools, but most commonly key informant interviews and desk reviews. The number and extent of interviews was determined by each area specialist. In some cases, the quantitative assessment could build on previous or sometimes recent project or programme evaluations and reviews.

The **rating system** for both questions was on the basis of four possible answers: "outstanding progress", "exceeds expectations", "below expectations" and "progress not satisfactory". The rating system deliberately does not allow an "average" rating, to encourage the assessment team members to make a clear judgement of progress. "Expectations" refer to the expected progress at the planning stage, typically defined in planning documents such as project documents. Ratings are given for both output and the outcome levels, since progress can differ considerably.³

In addition, the results assessment by outcome tries to answer the following **questions** for each outcome:

- To what extent are CPAP outputs clearly linked to CPAP outcomes?
- Does UNDP engage with the right partners to deliver outputs and to achieve outcomes?
- To what extent has UNDP integrated gender equality, national ownership, South-South cooperation? To what degree does UNDP share knowledge?
- What are the operational issues and bottlenecks in the delivery of outputs?
- What are potential areas of engagement for UNDP's next Country Programme / CPAP?

² The assessment team did not always find the indicators in the CPAP to be useful to arrive at a judgment on progress. In some cases, the indicators did only capture limited aspects of the outcome and the output. In some cases, the indications of progress from indicators could not be sustained through the qualitative analysis. In those cases, the qualitative analysis took precedence over the trend identified by the indicators.

³ In some cases, outputs are rated above average, while work has not yet translated into progress towards the outcome (rated "below expectations"). Further, outputs might be below expectation while external influences have led to an improvement on the outcome level.

The **ten outcomes of UNDP's Country Programme Action Plan for 2006-2010** are:

Outcome 1:	Reinforced democratic institutions which help create checks and balances on the executive power
Outcome 2:	Mechanisms to reduce/mitigate corruption introduced
Outcome 3:	Enhanced enabling environment for democratic local governance and development
Outcome 4:	Improved capacity of national/sectoral authorities to plan and implement integrated approaches to environmental management and energy development that respond to the needs of the poor
Outcome 5:	The policy and planning framework of the country incorporates a comprehensive approach to and specific targets for reduction of human and income poverty through employment generation
Outcome 6:	Strengthened processes in mine action with emphasis on making land and infrastructures available to the rural poor men and women
Outcome 7:	Strengthened HIV/AIDS response across sectors from central to local levels
Outcome 8:	Policy statement and strategies incorporate gender equality dimension
Outcome 9:	Improved monitoring of NSDP and CMDGs including broad-based policy dialogue and participatory reporting
Outcome 10:	Effective ownership of external resource mobilization and aid coordination by the government focal point and sectoral ministers/agencies, in line with the Strategic Framework

CPAP OUTCOME 1: DEMOCRATIC INSTITUTIONS

Reinforced **democratic institutions** which help create checks and balances on the executive power

Outcome Indicators	Baseline	Target	Current status
# of people accessing legal aid services through formal justice system	N/A	18	6
# of services and legal information through the ADR system	0	11,680	6,413
# of MPs interventions/inputs in debating legislation	N/A (2007)	18 (2010)	2 (2008)
Expenditure to date (since 01/2006):			12,7m USD

This outcome focuses on strengthening **democratic institutions**, which is understood primarily as the three main branches of government: the executive, the legislative and the judicial democratic institutions. Because the outcome refers to checks and balances on the executive power, the outcome formulation implies that the main targets are the **legislative** and the **judiciary institutions**.⁴

LEGISLATIVE INSTITUTIONS

There is evidence that, with UNDP's support, Cambodia has strengthened its **management capacity for free and fair elections**. Progress has also been made, although to a somewhat lesser degree, in improving the enabling environment for free and fair elections. Concrete results have been registered in establishing a viable **national elections commission** (NEC) to operate elections as an event. However, the NEC still needs to enhance its constitutional and financial independence to adequately contribute to the goal of providing "checks and balance" on the executive power, but this goes beyond the NEC, since the issue of its independence has been pushed as far as possible within the confines of the institution itself.

UNDP has started to address **critical needs for the National Assembly and Senate of Cambodia** to deliver its three core functions (representation, law making and oversight), and hence be able to provide another "check" on the executive power. Capacity development of democratic institutions is a long term endeavour. At the moment, it is too early to determine concrete results within just a few months of the start of actual project implementation, but early indications are promising with the focus on building the capacities of the Parliamentary caucuses and the technical coordination secretariat.

JUDICIARY INSTITUTIONS

UNDP's support to meet the demand for access to justice by rural poor (with a focus on women) and indigenous peoples focuses on alternative conflict resolution. Therefore, UNDP's current work on improving **access to justice** does **not contribute directly to the outcome** of providing "checks and balance" to executive power.

While progress has been considerable with regard to the management and environment for free and fair elections, the limited progress to strengthen the National Assembly and the Senate of Cambodia and the lack of progress to strengthen the judiciary results in a rating "below expectations".

RATING: *below expectations*

⁴ Two of three indicators for this outcome do not reflect progress towards reinforcing legislative institutions, which is the key area of UNDP's support under this outcome. Therefore, they can not be used to assess progress.

CPAP OUTPUT 1.1.: Capacities of civil society, Ministry of Interior and Information, the National Election Committee and political parties strengthened to meet international electoral standards			
Output Indicators	Baseline	Target	Current status
No. of national ID cards issued before 2008 election	4.5 m (2006)	9.5 m (2010)	7.6 m (2008)
No. of grass-root electoral stakeholders and NEC staff trained in election procedures and impartiality	0 (2006)	25,000 (2008)	25,000 (2008)
Production hours of current affair programmes and election campaign news for national TV	0 (2006)	4,000 (2008)	3,680 (2008)
Expenditure to date (since 01/2006):			3,2m USD

UNDP's support originally intended to address the period immediately following the national elections of 2003 and help prepare the ground over the longer-term for the 2007 commune council and the 2008 national elections. As such, it was one of the first genuine **between-the-ballot-boxes** initiatives – an approach that has now become standard in UNDP. However, due to a number of factors, the project took **longer** than expected to start implementation⁵ and ended up directly addressing both the **commune council and national elections** during implementation. This distracted attention from the longer-term support to laws, institutions and processes that was originally intended.

Under this output, UNDP has implemented a large number of activities, particularly during the past two years. Most of them have been appreciated by the stakeholders and have been described as of good quality and useful. However, some stakeholders expressed the view that at times **too much of a focus was on activities and outputs without the necessary link to the larger development outcomes** originally identified by the project.

Related to this, the multiple stakeholders and wide range of activities meant that UNDP covered a lot of ground but also suffered from a **dispersion of effort and lack of synergy** between activities. There is a need in the future to **consolidate** some activities, focus effort and promote more synergies within the project and between the project and other democratic governance initiatives such as those in parliamentary development and decentralization/local governance.

During the national elections of 2008, UNDP's support included support to **resource mobilization and management**; **coordination** of donor activity in support to the national elections of 2008; and direct **budget support to the NEC**. UNDP helped to **mobilize 40 percent of the total election budget**, and held briefing meetings prior to Election Day as well briefing sessions for international observers. UNDP received good feedback for its role in coordinating activity around the national elections of 2008, particularly from the diplomatic community and development partners.

Overall, UNDP has **regained a degree of impartiality** in this output that had somehow been lost in the past. Civil society organizations and opposition parties in particular spoke of the enhanced credibility of UNDP's work in the sector over the last two years, and a sense of balance that they felt had been missing in the past. There seems to be a new moment of opportunity for continuing the momentum and building on UNDP's good reputation as an honest broker on electoral issues.

RATING: *exceeds expectations*

⁵ Mid-Term Review of SDEP, Report of Mission, final version dated 17 July 2007.

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES? ⁶

The capacity of civil society, the Ministry of Interior and Information, and the National Election Committee and political parties links clearly with the outcome on creating checks and balance to the executive power.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

Recommendations how to improve UNDP's partnership strategy:

- Phase 2 of the project SDEP should devise a **partnership strategy** that goes beyond searching for financial donors to the project, and maps out areas of converging interest among development partners. For example, there are many potential synergies between work in anti-corruption and civil service reform, decentralization and local governance, and parliamentary development that may be undertaken by other development partners who are not considering a financial contribution to SDEP.

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

SDEP also focused on enhancing the participation of **women as candidates** and voters through a joint initiative with UNIFEM and the Committee to Promote Women in Politics. While the effects of these activities may have been limited in terms of actual numbers of women, the long-term effects of advocacy conducted by the project should not be underestimated. The project document for SDEP and the concept paper of July 2008 both say that **gender advocacy** should be mainstreamed into each area of activity. There is little explanation, however, of how this will be done. In addition, the project relied to a certain extent on South-South cooperation (e.g. short-term assistance to UNDP's election project in Afghanistan, journalists from East Timor visit Cambodian National TV weekly current affairs programme, etc.)

Recommendations:

- **UNIFEM** should provide its expertise on the proposed work plans of SDEP phase two and offer its help in implementing activities to ensure that a gender perspective is being considered. Gender can be addressed in a number of ways through the project – from tackling gender differences in Equity programming, to working with the NEC to advise them on strategies to boost the number of female electoral administrators; from working with female political party organizers, to covering MDG3-related issues in local dialogue processes.

WHAT ARE THE OPERATIONAL ISSUES AND BOTTLENECKS IN THE DELIVERY OF THESE OUTPUTS?

Foremost among the issues are the recurring **delays in procurement (goods and services)**, which have further exacerbated implementation problems in all the projects under this outcome area.

Recommendations:

- The project should continue the **good practices** developed over the past 18 months of housing all of the advisors and administrative staff serving the project in one location or promoting their regular meeting as a team (the TVK Equity staff are in a different location). Advisors to national institutions such as the NEC or media or the national ID card process should spend the vast majority of their time in the national institution but should also take time to check in with the project management

⁶ For Outcome 1 (only), the questions are addressed for each output in turn

- **Sharing** good practices with other projects in the governance outcome area to foster exchange and learning
- There is some criticism that the project made too much use of **short-term experts**. While this was certainly of value periodically, it is recommended to make use of fewer, high quality consultancies and products that take place over a longer period of time.

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP's NEXT COUNTRY PROGRAMME AND CPAP?

It is uncertain whether **further legal advisory capacity** is needed or wanted on strengthening the financial and constitutional independence of NEC. Work done with the NEC through the policy advisory window should continue to encourage and promote the NEC-political party fora. Linkages could be sought and promoted with the LEAP on electoral law reform, which would eventually be taken up by the Standing Committee as well as the Committee responsible for Legislation and Justice in the National Assembly.

The work on civic engagement, participation and democratic culture showed both significant results and promise for future engagement. These can be strengthened with dedicated media development expertise to **improve the media environment** in Cambodia to work on **legal framework and self-regulation**, including Freedom of Information Act, as well as Equity programming. The Equity brand should not exist as a stand-alone component but rather should be combined with other media development areas.

Recommendations

- **Dialogue, civic engagement and political party support** - There are strong potential linkages between such work and the decentralization and local governance commune-level work and the LEAP work within the Legislature and with its constituency outreach work. UNDP through the project should focus on improving the overall political party system. Activities could include promoting party roundtables on strengthening the enabling environment for a democratic multi-party system, development-related topics, **and promoting women's role within parties while linking to the work LEAP is doing in the legislature with women's caucuses. Decentralized work can be done with parties to, for example, establish resource centres that they can use to access information.** However this should be considered for the post-SDEP programming as the next cycle of commune and national elections get closer. Mobile resource centres could be considered as part of the dialogue process and/or linking activities to UNDP's Decentralization, Deconcentration and Local Governance (DDLG) project. The work done during phase one of the project, to broker dialogue and improve channels of communications between political parties and the NEC, should also continue. Any assistance would need to be offered to *all* political parties.
- The CPAP may **benefit** from a **broadier definition of democratic institutions**, to include how to engage with civil society and other non-governmental actors, including media, as a mechanism to create the demand side of accountability and transparency. The CPAP outcomes do not have a specific entry point for involvement of civil society (bottom up approach) and most of the interventions are driven from the top and by state interlocutors. Establishing stronger voice and accountability mechanisms within each of the outputs will contribute tremendously to the achievement of governance outcomes.
- Prior to the next CPAP period as well, UNDP and DPA should undertake a **comprehensive review of electoral assistance** in Cambodia within the wider context of democratic governance. The electoral cycle and democratic **governance** in Cambodia could benefit from a step back in the form of a strategic visioning exercise, the results of which could then be used as an input to the next CPAP.

CPAP OUTPUT 1.2.: Capacity of the Ministry of Justice and local authorities developed to increase access to justice			
Output Indicators	Baseline	Target	Current status
#. of women and indigenous people who have received free legal aid services	0 (2007)	18 (2010)	6 (IPs), 88 (women)
#. of issues mediated between indigenous peoples and state actors in Mondulkiri and Ratanakiri	0 (2007)	16 (2010)	8 (2008)
#. of mediations per quarter by the Commune Dispute Resolution Committees	0 (2007)	210 (2010)	175 (2008)
#. of people provided with legal advice by the Maisons de Justice	0 (2007)	310 (2010)	238 (2008)
#. of Community Conversations led by community facilitators	105(2007)	372 (2010)	368 (2008)
Expenditure to date (since 01/2006):			1,4m USD

The initial duration of UNDP's Access to Justice project was from 2007 to April 2009. However, there were delays in starting the project and it only began in November 2007. Only **one component out of four** – although the most important one - has been delivered so far. As part of component 1, a human rights training database was developed, but no information has been entered. Components 2 and 3 on disseminating judicial decisions and official gazettes have been suspended due to lack of commitment and agreement on how to move forward.

Component 4 on **Alternative Dispute Resolution (ADR)** was expanded in 2007 with funds from the Government of Spain and UNDP to enhance access to justice for the poor, women and indigenous peoples and is being implemented in partnership with the Ministry of Justice and Ministry of Interior. With UNDP's support, the project has been successful in setting up Alternative Dispute Resolution mechanisms at the district and commune levels with 20 **Maisons de la Justice** and 56 **Commune Dispute Resolution Committees (CDRC)**. In 2008, 597 cases were received at the district level and 1192 cases submitted to the commune level. Funds have been provided to Legal Aid Cambodia to provide **legal aid** to women in 3 provinces. In 2008, LAC received 88 cases from women and have completed 24 cases and 64 are pending. 231 village facilitators have been trained to engage in **community conversations (CCE)** on domestic violence and 77 villages have conducted CCE dialogues. The indigenous peoples component works in partnership with Community Legal Education Center (CLEC) and have received 6 legal aid cases.

In 2008, delivery has been acceptable: **80% of funds** earmarked for this year have been disbursed. However, there have been **delays in recruitment and procurement procedures**. The elections in May also caused delays and the new project activities began in mid-2008. The new *Maisons*, for example only began operations towards the end of November 2008 and currently, out of the 20 *Maisons*, only the original 4 are fully functional. The community conversations were delayed in recruiting village facilitators for similar reasons and are working in 71 villages rather than their target of 80 villages.

The most serious challenge facing the project is the issue of **national ownership and commitment to the project**. There has been some discussions initiated on allocating a portion of the national budget towards promoting ADR and there has been significant support for the project at the local level. However, the gains from this have been limited since at the project management level there has been decreasing commitment by government counterparts working on the project. This has been illustrated by lack of cooperation and resistance (especially towards the end of 2008) in moving the project forward. Communication lapses, bureaucratic delays and dissatisfaction on DSAs and salary supplements were cited as reasons for the increasing level of frustration with UNDP and unwillingness to support the project. As a result, the relationship at the national level between UNDP and the government has deteriorated leading to deadlock and slow progress of activities. While at the local level, the project seems to be working to strengthen both demand and supply of justice remedies, at the national level the unfavourable enabling environment characterized by the lack of political will and cooperation in the project implementation severely affects the ability of the project to achieve its goals of enhancing access to justice for women, indigenous peoples and the poor.

Without political will and national ownership of government staff over the activities, it is difficult to see how the output can be delivered. However, the donor is still interested in supporting the project as long as clear lessons learned are developed and impact is shown on the ground especially for women and indigenous peoples. As this is a **pilot project**, investment needs to be made in order to **identify the**

impact and lessons in enhancing people's awareness of their rights and ability to resolve disputes through community-based ADR, indigenous peoples dispute resolution mechanisms, community conversations on domestic violence and legal aid for IPs and women.

The overall recommendation is to **extend the project for one more year, focus on gathering lessons from the activities and develop an exit strategy** where the various components of the projects can be taken up by the government or else mainstreamed into other UNDP project areas.

RATING: *Not satisfactory**

** For the overall project, including the first three components, the rating is 'not satisfactory'. The rating would be 'below expectations', however, for the ADR component of the project (which is what the 2008 work plan and the addendum for the project document focus on). While there have been constraints at the national level, at the local level there has been commitment demonstrated by local authorities and the project, though delayed, seems to be moving forward.*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

The CPAP output 1.2 is **not clearly linked** to the CPAP outcome 1 since building the capacity of the Ministry of Justice and the local authorities strengthens rather than checks the executive power. It is true that part of the project does support the establishment of democratic institutions to empower local communities, e.g. the CDRC members are now elected rather than appointed, the legal aid components enable women and IPs to access the court system, the Maisons and CDRCs are responsible for legal awareness, the 'Peace tables' provide a forum to engage in dialogue with the government on IP issues. However, structurally, the Maisons and CDRCs are placed under the jurisdiction of the Ministry of Justice and Ministry of Interior and under the authority of the district governor, which limits the contribution of the project towards the outcome of 'checking the power of the executive'.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

The project currently has the Project Management Unit of the Council for Legal and Judicial Reform as the **National Project Director** (NPD) who is supposed to play a coordinating role between the PMU, the Supreme Court, the Council of Ministers and the Ministry of Justice (MoJ) and Ministry of Interior (MoI) who are the main implementing partners of the different components. However, since the first three parts of the project are not active, the NPD has a very limited role.

For the fourth component of the project, the main implementing partners are the NGOs LAC and CLEC, and the MoJ and MoI. However there is little communication between the NGOs and government partners. The project has also not been able to communicate and coordinate work with other organisations working on legal aid, women's rights and rights of IPs.

Recommendations how to improve UNDP's partnership strategy:

- Ensure that all components of the project are **linked** to each other (i.e. the IP sub-component works with the ADR sub-component) and to other projects within UNDP such as gender or local governance
- Explore the possibility of working in **partnership** with other organisations working on similar thematic areas and share information and findings with them, e.g. GTZ, Adhoc, etc. (e.g. other organisations have expressed interested in building the capacity of the CDRC and Maisons members, share findings from baseline surveys, share and disseminate advocacy information)
- Establish clear referral system and linkages with the **formal justice system**, i.e. provincial/municipality courts, so that they are aware of and understand the role of the ADR mechanisms at the commune and district levels.

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

The project includes components on ensuring legal aid to women and engaging in community dialogue on domestic violence. However, recruitment of **female staff** in the project has been limited in UNDP and the government counterparts as well as the Maisons. At the CDRC level they have sought to have women compose 30% of the committee and the CCEs recruit 2 women and 1 male facilitator.

The project is a NEX project, but the **funds** are still being managed by UNDP since an external evaluation found that the MoJ did not have sufficient financial management capacity. UNDP can help in building the capacity of the MoJ so that it can handle the funds and have more ownership over the project.

Recommendation:

- Additional focus is needed on the component on **national advocacy** to push forward the development and adoption of national laws, guidelines and policies on community-based ADR,

domestic violence and indigenous peoples (traditional dispute resolution as well as registry of communal ownership and land and natural resource management)

- **Capacity development of the MoJ staff** to be able to manage of the finances of the project should be pursued systematically by both the MoJ and UNDP. Additionally project management and planning skills also need to be developed along with monitoring and evaluation skills.
- As this is a pilot project, it is necessary that the project **consolidate experiences and lessons learned** not just for internal use but share with the government and external partners as well. Sharing of lessons with the government and other development partners can also be useful as it would allow for replication as well enable future fundraising.

WHAT ARE THE OPERATIONAL ISSUES AND BOTTLENECKS IN THE DELIVERY OF THESE OUTPUTS?

The major operational issues refer to **delays in recruitments of personnel** due to difficulty of identifying qualified staffs, procurement procedure, and disbursement of fund which delayed the project works. In addition, there has been a **lack of government ownership and commitment** to move the project forward, bureaucratic delays and dissatisfaction on DSAs/salary supplement incentives which resulted in lack of participation by staffs of government counterparts.

Recommendations how to improve delivery:

- In order to engage better with the government and open clear channels of communication, a solution is needed involving the Minister of the MoJ, UNDP and the project staff on **DSA and salary supplement incentives**.
- The project also needs to review the qualifications used to **recruit staff for the Maisons** so that it is not limited to people who have a background in law, which would also help in recruiting more female staff members.
- Due to the delays in setting up the **Maisons**, it is recommended that more time be given to ensure that the newly set up Maisons are given an opportunity to function and so that lessons can be gathered from their experience

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP's NEXT COUNTRY PROGRAMME AND CPAP?

For the future, UNDP needs to take stock of what its priorities are in terms of work in the field of access to justice. If the focus for UNDP is on **delivering access to justice at the local level**, once the current project is fully functional, it has the potential to make large strides in the area. However, if UNDP seeks to work on justice from a standpoint of **enhancing the rule of law and 'checking the power of the executive'**, then it will be necessary to engage further with the formal justice system through capacity building and enhancing support for legal aid.

CPAP OUTPUT 1.3.: Capacity of individual MPs, commissions and General Secretariat of both Houses strengthened in legislation, oversight and representation			
Output Indicators	Baseline	Target	Current status
# of dialogues between Parliament and Civil Society	Unknown	30 (2010)	10 (2008)
# of stakeholders attending plenary sessions	None	70	0 (2008)
# of stakeholders receiving TCS newsletter	None	100	0 (2008)
# of women MPs, secretariat staff and members of civil society who participate in LEAP activities	Unknown	250	75 (2008)
Expenditure to date (since 01/2006):	0,6m USD		

UNDP's delivery of this output was planned to start in late 2007, but the respective project (Legislature Assistance Project, 'LEAP') became effectively operational only in the second half of 2008. The delays in the mobilization of the project team have been attributed to lengthy recruitment process for two key project positions. By the time these two positions were filled in July and November 2008, respectively, the project was already **9 months behind schedule**.

Despite significant delays, a number of promising **activities** have been implemented in the second half of 2008:

- Orientation programme for new and returning MPs conducted, which was considered the most comprehensive to-date and conducted in collaboration with other partners
- Series of workshops on human trafficking, budget analysis held
- Training programmes on information technology, management, shorthand and legal analysis organized
- Field trips organized (mainly with the Senate) by the TCS in 14 provinces, which aimed to strengthen consultation process beyond usual local government counterparts and improve engagement with civil society

However, UNDP's delivery of this output faces significant **challenges** on a number of levels:

- Difficulties in finding avenues to engage and support the **opposition** in a parliament dominated by a ruling party (critical to achieving outcome on "checks and balance")
- **Competing demands placed by individual MPs** require better process for identifying and generating consensus around strategic priorities for LEAP to pursue. The current LEAP board structure may not be the best avenue to determine strategic priorities, and some work may need to be done to also "fix" the issue of "absent" opposition voice in the project board.
- LEAP needs to demonstrate its **credibility** very early in the process in order to convince other partners to join forces, although some progress has been made in leveraging support and partnerships with UNIFEM, UNAIDS, IPU and NDI. In this process, TCS should raise its profile as a viable institution. Relatedly, the secretariat needs to be impartial and LEAP needs to further advocate for this.
- **Parliament remains closed off to the public** and there is little access to information and zero engagement with CSOs. Building a more open Parliament (physically and conceptually) will be important to facilitate the creation of a demand side of accountability and ensuring that there is transparency in conduct of legislature's business)

RATING: *below expectations*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

The output directly addresses the CPAP outcome.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

The inherent ambition of UNDP's approach through the LEAP project is to function as a basket fund for donors who want to support parliamentary strengthening. In this sense, the output strongly relies on partners.

Recommendations how to improve UNDP's partnership strategy:

- Stronger linkages need to be made with other UNDP projects, particularly in the governance outcome area, as many of the operational (e.g. procurement) and substantive challenges (integrating **gender equality** and anti-corruption as cross cutting concerns, more strategic approach to common issues of **domestic violence**, human trafficking and women's political participation, as well as extending the outreach and consultative process at the local levels) are common to all.
- For external linkages, a **mapping of thematic issues** that need to be tabled as a priority in the Parliament should provide LEAP with a framework to assess strategic priorities, vis-à-vis demands from national counterparts.

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

LEAP holds strong promise for a truly genuine contribution to national ownership, similar to how SDEP has supported NEC to become a viable institution. But there is tremendous potential in proactively integrating gender equality and South-South cooperation that does not come across as purely add on to the project. The current LEAP team is already building a strong women's caucus that taps experience from countries in the region.

Recommendation

- Stronger linkages with Global Programme on Parliamentary Strengthening (GPPS), which has a solid track record on demonstrating results in women's political empowerment and gender equality.

WHAT ARE THE OPERATIONAL ISSUES AND BOTTLENECKS IN THE DELIVERY OF THESE OUTPUTS?

Now that the project team is on board the major bottlenecks for implementation have been addressed

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP'S NEXT COUNTRY PROGRAMME AND CPAP?

LEAP needs to solidify delivery (and establish credibility) on its current work programme, and be able to anticipate the need to address critical issues as they emerge. A number of ideas have already been mentioned, such as NEC financial and constitutional independence, building better accountability and oversight mechanisms in existing institutions to foster a culture that is not tolerant to corruption, and helping to create demand for accountability through public participation. There is a tremendous role for LEAP in leading the work on women's political empowerment and leadership.

Recommendations on adjustments in outputs and outcomes:

- Reinvigorate focus on creating avenues for **voice and participation** in the Parliament, whether through providing opportunities to engage opposition, improving access to information, enhancing public participation in the deliberations of the institution

CPAP OUTCOME 2: CORRUPTION

Mechanisms to reduce/mitigate corruption introduced

<i>no outcome indicators defined</i>	<i>Baseline</i>	<i>Target</i>	<i>Current status</i>
Expenditure to date (since 01/2006):			0,2m USD

On 5 September 2007, the Royal Government of Cambodia acceded to the UN **Convention against Corruption** (UNCAC). Although it has still to ratify the UNCAC and become party to the Convention, this move provided a window to push the much needed agenda to improve accountability, transparency and integrity in governance in Cambodia, which has been pushed back many times over the last decade. However, critical reforms to fight corruption have not yet been undertaken in Cambodia. Even with significant recent donor support to prepare the ground for the drafting of a comprehensive anti-corruption law, including extensive assistance to develop an equally far-reaching and detailed draft implementation plan once the law is passed, activities have essentially **ground to a halt** at this stage. Although an **Anti-Corruption Unit** was established in 1999 and reorganized in 2006 to support the existing inspection bodies in handling allegations of corruption, the problem of corruption remained and undermined efforts in establishing effective governance mechanism and development in Cambodia. Given this context, UNDP decided to pursue the government's fight against corruption through **other channels**.

RATING: *not satisfactory*

CPAP OUTPUT 2.1.: Implementation strategy of the Anti-Corruption Law formulated and effective mechanisms in place to promote transparency, accountability and integrity			
<i>no output indicators defined</i>			
Expenditure to date (since 01/2006):			0,2m USD

UNDP drafted a multi-donor project designed to support government activities in a number of different sectors and agencies, **SACHARIT**⁷, in July 2006. The project sought to promote transparent, honest, and accountable public sector as intended in the overarching National Strategic Development Plan (2006-2010) which guides development activities in Cambodia to reduce poverty. It sought to leverage the passage of the anti-corruption law as an opportunity to create the necessary momentum to deepen commitment and ownership to the anti-corruption agenda. But it also provided opportunities for building the demand side of accountability, should required government actions fall short of target.

However, despite extensive consultations with government counterparts, this was never approved. Had there been **sufficient political commitment** (as well as appropriate champions) to initiate the project, various components of the project could have been integrated closely with existing outputs in the governance outcome area, particularly in parliamentary oversight, access to information, evidence based research, creating a viable demand side for accountability through civic engagement, as well as dedicated support to an anti-corruption agency and linkages with judicial structures necessary for rule of law and enforcement.

In addition to SACHARIT, UNDP engaged closely in the technical working team convened to prepare the **implementation plan of the anti-corruption law**. This process was led by the National Assembly-Senate Relationship and Inspection (MONASRI), which established the team comprised of 13 members of MONASRI, one member from the Council of Jurists, one member from the Ministry of Justice, and two UNDP technical advisers.

RATING: *not satisfactory*

⁷ SACHARIT is a Khmer word which means integrity, trustworthy and honesty. In its long form, this word in English stands for Strengthening Accountability, Honesty, Responsiveness, Integrity and Transparency.

RECOMMENDATIONS

The prolonged delays in the passage of the draft Anti Corruption law, which has gone through a laborious and intense preparation process, suggests that **support from the supply side is not forthcoming**. Measures to ensure that this new legislation is in line with international guidelines have been complied with. In addition, it also takes into account the outcome of a broad consultation process with a large number of stakeholders. Furthermore, it benefited from technical inputs provided by a variety of experts from different legal systems and traditions, to ensure that it is not in contradiction with the Constitution of Cambodia and with the penal code and code of penal procedures. Notwithstanding all these extensive and detailed interventions, there is still no movement on this front.

UNDP could **explore other entry points** in existing governance outputs that will also contribute to the outcome of mitigating corruption. However, there is no need to start from scratch. The current draft of SACHARIT could provide the framework, and concrete ideas for how anti-corruption can be mainstreamed in each of the existing and possibly new areas under the governance outcome area. Components 1 and 2 of the draft SACHARIT programme already point to clear linkages with LEAD on parliamentary oversight and access to information, as well as internal inspection roles of line ministries at the national and local levels. In addition, building the demand side of accountability and transparency through civil engagement, dialogue and public participation are consistent with the recommendations for moving forward under SDEP, LEAP and D&D.

Recommendations:

- **Mainstream** anti-corruption measures into the other governance outputs and outcomes.
- **Revisit SACHARIT** and integrate appropriate components in the other governance outputs.
- If anti-corruption mechanisms will be mainstreamed in the other governance output and outcomes, a **broader approach to partnership** is necessary and would entail working with other governance project teams as a start, but also interface with national counterparts that are seen as aligned and non-threatening to existing interventions in D&D, SDEP, LEAP, etc. UNDP CO management may need to place this responsibility under the governance team leader as he would have a comprehensive oversight of the ongoing projects.
- Mainstreaming anti corruption will require **specific output indicators** under each of the other governance outputs and may need to be closely aligned with similar efforts to build in gender equality indicators in the CPAP outcomes.

CPAP OUTCOME 3: LOCAL GOVERNANCE

Enhanced enabling environment for **democratic local governance and development**

Outcome Indicators	Baseline	Target	Current status
% increased development partner funding channelled through national D&D mechanism	\$45 million	\$150 million ⁸	\$60 million
% increased in implementation of local development projects identified through the commune planning process	none	50%	41%
Expenditure to date (since 01/2006):			37,4m USD

The **environment for democratic local governance and development** has **steadily improved**, characterized by the endorsement of the Organic Law, the current drafting of the rules and regulations to implement the law; and especially the existing high level commitment for governance reforms that are taking place. UNDP has played an important role in establishing the national systems and procedures for D&D and in developing the capacity for actual planning and implementation by the Commune Councils and District/Provincial local governments.

The structures that have been established with UNDP's support are aimed at improving the **sub-national administrative, political and financial systems** and this has occurred to a large extent. For example, the procurement system at the commune level works through these established structure, indicating a trend toward sustainability and ownership of the systems, which have laid a strong foundation for the future phases of local governance reform in Cambodia.

There are two issues that need to be addressed when referring to the enabling environment: Firstly, it would be for **government service providers at various levels to take note of the local development priorities** as defined in the Commune Investment Plan, and use that information as a basis to provide both technical and financial support to implement those plans (i.e. the planning system of the decentralized structure feeding into decision-making in the deconcentrated arm of government with the overall D&D strategy in Cambodia). This would indicate a more responsive system across all levels, and would in turn ensure that priorities, as identified by the target population, are addressed.

The issue of **service delivery overall still remains a challenge**. Firstly, the resources and capacity that service providers have is limited; the inadequate level of service delivery is pervasive, and goes beyond what UNDP's support in governance aims for. Secondly, despite a number of established monitoring systems at the national level (government led), there is either a lack of systematic use of information, or, there is inadequate information to give enough evidence about the linkages between D&D and improved service delivery. This may improve once further decentralization and deconcentration of line ministries take place over the next few years. However, currently, the missing link in UNDP's support has been the lack of a systematic way of measuring the impact on the quality of lives of Cambodians. There is no clear evidence that the changes brought about in the lives of ordinary Cambodians is a result of, or is helped by, the changes in the decentralization process. This is not necessarily because there are no linkages, but there have not been any systematic efforts to showcase any such linkage.

Secondly, and this is more fundamental to the idea of local governance and democratic development, is **the lack of established systems to ensure voice and downward accountability**. In fact, both PSDD and DDLG projects highlight – to varying degrees – the need to strengthen voice and accountability at the sub-national level, but this has in effect been sidelined in favour of establishing systems for the 'supply side' to improve. In the design, the DDLG project outlines a strategy with emphasis on accountability but the actual output focus very narrowly on a few select issues. The predecessors to the PSDD project have been instrumental in creating a number of mechanisms to strengthen participation and accountability (e.g. the Planning and Budgeting Committees bringing one woman and one man from each

⁸ The review team would like to note that the set target may have been too ambitious, and that the inability to meet the target may be more a reflection of an unrealistic target, rather than a weakness in the systems/procedures per se.

settlement/village into Commune Council discussions), but the current programme needs to emphasise the need to strengthen the mechanisms allowing people to hold their government to account as part of the overall institutional development effort. This is a missed opportunity; the PSDD would have been very well placed to support such mechanisms and the DDLG could have been an important vehicle for strengthening the oversight role of elected councils as well their relations and accountability to their constituencies – the two projects, as such, working effectively in tandem to support the short and long routes of downwards accountability.

Similarly, **development partners and donors** working in Cambodia also use these systems and structures to meet their programme objectives. This is positive because a) the ultimate purpose of establishing well-working systems and structures is to improve the delivery of services at the local level; and b) the use of the system by actors beyond the concerned donors imply that there is a trust in the system's efficiency, which also increases the likelihood for sustainability. It is hoped that the government ministries will increasingly channel their funds through these systems, which would further consolidate and validate the achievements made so far.

Participatory systems, such as the commune level planning process and the Provincial Investment Fund that have been developed, offer an important mechanism for communities to articulate their priorities and needs. While it has been noted that the process is time consuming (although it has been simplified from 11 to 5 steps), it is lauded as a significant factor of an enabling environment for democratic local governance. Another concern is that given the limited amount of discretionary funds that the communes have - a planning figure in the range of USD 10,000 is simply insufficient to pilot and demonstrate the developmental role of the Commune Councils - the inability to respond to more than a fraction of demands from the constituencies might lead to frustration in the democratic process. Having said that, the current process and participation levels show people's faith in the process, and their engagement is an encouraging sign that points towards a more democratic local governance process.

RATING: *exceeds expectations*

CPAP OUTPUT 3.1.: Local government systems and structures strengthened to deliver pro-poor services			
Output Indicators	Baseline	Target	Current status
% of disbursement made (against the annual budget) by the three levels of sub-national governments	n/a	95%	75%
# of personnel at sub-national level trained on systems and procedures	not defined	not defined	not available
Expenditure to date (since 01/2006):	<i>disaggregated expenditure data not available</i>		

75% of **disbursements** against the annual plan have been made at the commune level. This is expected to rise once the district and province councils are established. The trend in expenditure levels has not been as high as it could have been. This is firstly due to the recent rise in commodity prices, but also due to more systemic issues. Budgets are approved late, cash flow is consequently affected, and by the time the project starts, it is often the monsoon, which delays implementation, and once the work is picked up again, it is already in the last quarter of the financial year. The details and the lengthy procedures for contracting and procurement further exacerbate timely implementation and results. The option of setting up commercial bank accounts has been explored. This would have implications only on the cashier function, as the treasury function would remain with the government. Such a set-up would lead to faster transactions, thereby increasing efficiency to some extent. Supporting efforts to increase efficiency in these government-wide challenges would greatly help the delivery of timely services at the sub-national level, but the support of PSDD has not changed the fundamental of these systems and structures.

The **training** method that has been used until now, Training of Trainers, has not been effective, as the capacity of the trainers remains limited. The process used to train is not engaging, and thus the absorption of the information is minimal. Support to learning-by-doing, mentoring and coaching over a longer period of time would be a more effective manner to complement these formal, conventional training. At the moment, the presence of project advisors has not been used optimally, as they are focused on meeting deadlines and realizing other project deliverables, while they could play a significant role in coaching, mentoring, and provide capacity development support that would be more far-reaching.

The **participation** level of people in the development process has steadily increased. Many small scale projects are implemented at the local level, and more importantly, decisions relating to these projects are taken locally. And as stated earlier, sector specific donors use the existing systems to deliver outputs.

RATING: *below expectations*

CPAP OUTPUT 3.2.: Organic law drafted and capacity of local and national government built to implement it			
Output Indicators	<i>Baseline</i>	<i>Target</i>	<i>Current status</i>
Organic law drafted	No	Yes	Yes
Guidelines/regulations drafted and mechanisms put in place for organic law implementation	No	Yes	No
# of provincial and district councillors and staff trained to carry out their new functions entailed in the organic law and its regulations	0	not defined	0
D&D National programme formulated	No	Yes	No
Expenditure to date (since 01/2006):	<i>disaggregated expenditure data not available</i>		

As the indicators confirm, UNDP is well under way to deliver this output: The Organic Law was drafted and endorsed in early 2008. Efforts are currently underway to develop guidelines, rules and regulations to implement the Organic Law. The design for the National Programme for Sub-National Democratic Development has also started in earnest, and it is expected that the major framework for this next stage of governance reform will be ready by mid-2009. The PSDD mid-term review highlighted that UNDP had not taken the lead as expected in providing the necessary policy inputs in the processes leading up to the drafting of the Organic Law, as well as for other dialogues and discussion on governance reforms. However, in the various consultations held with government stakeholders, as well as with development partners, it was re-affirmed that UNDP has played an important role in providing **technical inputs through their technical advisors**, and that generally, UNDP's long term support in the area of D&D has significantly contributed to the current positive environment.

Training for the provincial and district councillors has not yet taken place as these are not yet in place (elections are expected in May 2009). If lessons are to be taken from the training provided to the commune councillors, the training methodology and quality need to be revised and adapted (refer to 3.1).

RATING: *exceeds expectations*

CPAP OUTPUT 3.3.:

Operational mechanisms and capacity in place for good communications, accountability and partnership between **commune councils, civil society, and other stakeholders** at district, provincial and national levels.

Output Indicators	<i>Baseline</i>	<i>Target</i>	<i>Current status</i>
# of Provincial Associations of Commune/Sangkats (PACS) established	0	24	24
National League of Communes/Sangkats (NLCS) established	No	Yes	Yes
# of communes involved in inter-commune cooperation projects	133	not defined	556
Expenditure to date (since 01/2006):		<i>disaggregated expenditure data not available</i>	

Despite many delays in the implementation of activities for this output, the pace has picked up well in the past few months, largely due to the fact that there are staff and advisors to take the work forward. Currently, the output targets have either been met, or are showing a positive trend. The **Provincial Associations of Commune/Sangkats have been established in all 24 provinces as planned, and the National League of Commune/Sangkat is also in place.** Overall, the PACS and NLCS are perceived to be institutions that can play a significant role in improving the communication between the different levels of government, as well as representing and advocating for the needs and priorities of the commune councils. This role has been recognized by their inclusion as a stakeholder in the team that is overseeing and designing the new NPDD. The capacity of these two institutions however remain weak, and there is still a need to enhance the councillors' understanding of their mandates, so that they can fulfil their roles and make an impact in inter-commune cooperation, and undertake their oversight role. This is a concern that has also been highlighted in the draft DDLG mid-term evaluation.

At the moment, targeted and on-going **capacity building** (advocacy, clarity on role, planning, on-the-job training) is being provided to the first 6 PACS that were established, and the plan is to expand this to a further 6 in the near future. Seeing that capacity gaps are the major concern of these newly established institutions, it is promising to have this focus.

The **voice and accountability** component of the DDLG is centred around the regional fora that take place regularly, where commune councillors have the opportunity to put forth issues and questions to the Senate members and high-level line ministry officials, which the latter respond to, and resolve, where necessary. A way to enhance this component of the governance support would be to have similar fora where the councillors are made accountable to their constituencies, by giving them the opportunity to raise issues, and responding to them.

The **Inter-Commune Cooperation** is specific to DDLG (different from the Inter-Commune projects under the District Initiative). This ICC component is expected to be integrated in the Project Implementation Manual, which would institutionalize it. As long as the decision-making roles remained in the hands of the commune, this would be a very good development, but if the decision-making responsibility was delegated to the district, it would be an unfortunate reverse in terms of the ownership of the communes over their development projects.

RATING: *below expectations*⁹

⁹ In rating this output as *below expectations*, the review team would like to highlight and acknowledge that much progress has been made in the last year, and there is a positive trend, in terms of the activities that are taking place currently to address the identified challenges. Having said that, DDLG firstly faced many operational obstacles, which delayed the implementation of the project significantly. Secondly, DDLG is only one component that is aimed at contributing to this output, and it is felt that more could have been done through the PSDD as well to address the issue of downward accountability. As such, while there are positive changes, more could have taken place, given the entry points for linkages and synergies between the two programmes.

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

The CPAP outputs link to the CPAP outcome.

However, the outcome does not portray a comprehensive picture of local governance, as it is only focusing on the systems and structures, and disregards another key element – the **demand side** of governance. The demand side of governance is subsequently also not reflected in the output and indicators under this outcome.

Recommendations on adjustments in outputs and outcomes:

- The CPAP outcome should reflect better the demand side of governance, and these can be integrated through existing programmes across the governance cluster and not only with regard to this outcome.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

A key factor in is UNDP's relationship with partners in the **government**. The presence of UNDP advisors in the counterparts' office, and the strong partnerships that they are able to nurture as a result of that, has played an essential role in strengthening the linkages between the priorities of the government and the support that UNDP can provide. While relationships with other **donors** are not always without friction, UNDP's mix of technical assistance and the financial support by donors like the EU, SIDA and DFID is a suitable combination.

Recommendations how to improve UNDP's partnership strategy:

- A stronger emphasis on the "demand" side of local governance might strengthen the cooperation with other donors (e.g. Nordic countries or DFID)
- Stronger advocacy for decentralization and de-concentration in some key sectors (e.g. health and education) could result in more effective activities and new collaborations with development partners.

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

UNDP's interventions under this outcome have been **gender-blind**, and lack a clear strategy to support women leadership. There needs to be a much more assertive stance and action taken to address this systematically, and across all the components. The role of the Planning & Budgeting Committees – comprising of one woman and one man – would have been one of many entry points for supporting the direct participation of women. At 16.7% (figure from last term), the representation of women in local councils is one of the highest in Asia achieved without affirmative action. As such, major D&D programmes should arguably have been designed with a clear component strengthening the capacity of elected women councillors and nurturing women leadership to move Cambodia further towards parity – as such having also a clear strategy on participation of women through representation.

Given UNDP's long history and partnership in the D&D sector, **knowledge sharing** is **weak**. Lessons learned and best practices have not been captured in a systematic manner, and there is a risk of losing the institutional memory if individuals who have been long affiliated to the process leave. Similarly, there has **not been an evaluation** of UNDP's support in the governance/D&D sector.

Recommendations:

- Undertake a **gender assessment** of the project and see where activities can be integrated.
- Undertake a comprehensive exercise reviewing UNDP's inputs in the D&D agenda in Cambodia, supported by **lessons learned and best practices**.
- Review lessons learned from other agencies' support for **participation of women through representation** (e.g. support for women elected councillors by Oxfam) and strategies for support to women's direct participation, and reflect lessons learned in a comprehensive strategy and partnerships.

WHAT ARE THE OPERATIONAL ISSUES AND BOTTLENECKS IN THE DELIVERY OF THESE OUTPUTS?

The major operational bottlenecks are **delays** in recruitment of personnel, untimely procurement of good and services, and delayed studies/evaluations.

Whereas a separate project was needed to move forward the establishment and capacity of the Commune Council association, the **separation of the two programmes** has to some extent undermined the effectiveness of other DDLG outputs, in particular the policy relevance and institutionalization of the ICC pilot, and the development of an effective strategy on oversight and constituency relations.

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP's NEXT COUNTRY PROGRAMME AND CPAP?

Recommendations:

- There is an urgent need to address the less tangible, but equally essential, aspect of local governance: the **demand side**. This can be done through supporting mechanisms to increase participation of people; mechanisms to increase access to information for citizens; mechanisms and skills to bring forth issues of concern.
- The Organic Law and its consequent rules and regulations will be more difficult to implement than the Commune Laws (the 1st stage of Organic Law that spelled out the roles of the Communes) as it involves roles, responsibilities, functions and accountability issues across many of the line ministries. It must be made clear that the **current structures and lines of accountability are not the right systems for effective decentralization and deconcentration**. As such, training programmes should include awareness on the implications of decentralization and deconcentration. There should be sensitization activities that explain why line ministry staff will need to be responsive to the Provincial Governor, as opposed to their respective ministries (although at the time of reviewing, the functions are still being discussed). Training plans should also impart skills on integrated planning and budgeting at the local level.
- To support the upcoming phases of governance reforms led by the government, it would be beneficial to move away from a fragmented, project centred modality, and have a more **strategic comprehensive vision on governance support**. These could include a) Support to long term capacity development, b) Support for leadership training and development at the sub-national levels – not solely through structures and systems, but at the human resources level, c) Focus on increasing the voice and accountability elements of governance – at the individual, but also institutional level
- UNDP should **link** the work being undertaken in D&D with UNDP's support to **aid effectiveness** - given that a major focus of PSDD has been on the harmonization of aid - or with the work on **Natural Resources Management**. Within the governance portfolio, options should be

explored to assess the potential to establish a strategy for support to representative bodies, thereby creating synergies between parliamentary and sub-national councils support; integrating accountability and transparency elements (anti-corruption) in D&D.

- A **strategic and long-term approach to capacity development** is needed to address less tangible, but important issues. The analytical skills of councillors and staff must improve; the leadership qualities and confidence of councillors should improve, so that they are able to represent their constituencies' priorities in an efficient manner. Problem solving skills need to be enhanced. At the moment, the support given is not very innovative in terms of addressing challenges faced at the commune level. Part of capacity development should be letting the concerned entities come up with their own solutions, and only acting as facilitators, rather than presenting them with solutions. That is in fact the essence of decentralization, as locally derived solutions will always be more sustainable, more responsive and owned by concerned communities. Such skills will play an important role in equipping individuals with the rights tools, techniques and skills to keep the pace with, and address new challenges as they emerge in the up-coming phases of governance reform in Cambodia.
- The level of **political awareness** is low, as highlighted in some baseline studies, and also in the consultations with development partners, and the government. The focus on the decentralization process has been concentrated on establishing the right systems and mechanisms, (which have been successful), and has sidelined the less tangible side of the governance agenda – political awareness and participation of people, their access and understanding of information provided to them (where and when they have access to it). The provision of information is an important area that has been missing completely from UNDP's governance support, and should be tackled in the future support to D&D.

CPAP OUTCOME 4: ENVIRONMENT & ENERGY

Improved capacity of national/sectoral authorities to plan and implement integrated approaches to environmental management and energy development that respond to the needs of the poor

Outcome Indicators	Baseline	Target	Current status
Population of targeted species in IUCN red list reported to have increased in project areas	2 (2004)	10 (2010)	8 (2008)
% of project-supported conservation sites that score over 48% on site conservation effectiveness scorecard	0 (2005)	90% (2010)	100% (2008)
Government endorses National Action Plan for sustainable land management	No (2008)	Yes(2010)	No (2008)
No. of national reporting obligations to international environmental agreements	1 (2005)	5 (2010)	3 (2008)
No of Ministries with strategies which explicitly refer to climate change mitigation/ adaptation	0 (2005)	5 (2010)	2 (2008)
No. of Ministry plans which explicitly recognise the link between climate and gender	0 (2005)	4 (2010)	0 (2008)
No. of pro-poor CDM projects approved by the Executive Board	0 (2005)	5 (2010)	3 (2008)
Expenditure to date (since 01/2006):			5,5m USD

Protection of protected areas and protected forests has improved (protected forests and wildlife sanctuaries located in Cardamom, Northern Plains and Tonle Sap) that account for approximately 30% of the total protected areas in the country. This includes an increase in the population of 8 critically endangered and vulnerable species. Pressures from competing development priorities and land grabs continue in these areas, but improved responses are being provided by trained forest rangers, and an expanding network of community-based natural resource management (CBNRM) sites and participating communes. The ecological improvements have been recorded through the WWF-GEF Tracking Tool for assessing site level protected area management.

Commune level resources in agriculture and natural resource management are increasing, in support of the 8 Protected areas and 149 CBNRM sites. Local government efforts include assistance in boundary demarcation, land-use planning, land conflict resolution and provision of agricultural extension services. This trend has been made possible by a) field level facilitation efforts that proactively involve local governments in resource management planning, and b) provision of technical assistance and counterpart resources towards donor assisted programmes (like IFAD and DANIDA/DFID) to help improve commune level planning, and resource mobilization for natural resource management and agriculture productivity improvements. Improved dialogue between Ministries (Ministry of Agriculture, Forestry and Fisheries, and Ministry of Environment) and local actors (communities and local governments) is occurring at the national and provincial level offices that support better institutional understanding of the requirements of CBNRM approaches.

Obtaining high level commitment to **mainstreaming environment for poverty reduction** in other sectoral programmes **continues to be a challenge**. The importance of climate change is not widely recognized despite the sensitivity of the economy and the rural poor to the changes in the flows of Tonle Sap and Mekong, and other weather related impacts. Overall, environmental management, including climate change, remains largely limited to the two line Ministries. The Government has produced the national plan of action for adaptation to climate change, and an Agriculture and Water Strategy has been produced. But, more work is necessary to translate these into real actions. Mitigation is still focused on obligatory reporting.

RATING: *exceeds expectations*¹⁰

¹⁰ Since almost 75% of UNDP's support has been focused on biodiversity, natural resource management and obligatory reporting, the rating refers to biodiversity and natural resources and management rather than climate change.

CPAP OUTPUT 4.1: National Capacity developed to conserve biodiversity and promote sustainable land management for livelihood improvements.			
Output Indicators	Baseline	Target	Current status
Number of rangers engaged and trained in biodiversity conservation(CALM, TCSP, CDM)	50 (2003)	208 (2010)	208 (2008)
Number of conservation sites with boundary delineation	1 (2005)	7 (2008)	6 (2008)
Number of staff deployed in the conservation site management centres	60 (2003)	200 (2010)	278 (2008)
Number of communes that participate in environmental awareness programme	30 (2005)	200 (2010)	142 (2008)
Number of community based NRM (CBNRM) sites supported	36 (2005)	100 (2010)	149 (2008)
Sustainable Land Management National Action Programme (NAP) prepared	No (2005)	Yes (2010)	No (2008)
Expenditure to date (since 01/2006):			4,0m USD

Improved protection efforts in the 8 UNDP project-supported sites are guided by agreed upon **management plans** that are being enforced by 250 trained personnel and by communities in at least 30 CBNRM sites, involving 142 participating communes. At least another 110 CBNRM sites in the provinces adjacent to the protected area (PA) sites have been catalyzed by the Small Grants Programmes.

Best practice and lessons learnt from the PA sites plus those from 149 other CBNRM sites were shared with: a) policy makers (3 key events including one with the National Assembly and Prime Minister); b) practitioners, support groups and donors (NGO and Local Government Reflection workshops and events of the National Forestry and Environment Working Group); and c) selected groups of the general public (e.g. Youth Environmental Debate Series). Key innovations and learning shared include: a) protected area planning and demarcation (inputted to PA law); b) PA and wildlife monitoring, and c) partnership between communities and local governments. Despite, these efforts, benefits to the poor are not properly monitored. Notable gains in supporting livelihood systems (livelihood improvement practices and savings /revolving funds) are reported, particularly through the SGPs, but monitoring can be improved.

The **Ministry of Environment** (MoE) and the **Forestry Administration** (FA) are now more committed to community-based natural resource management, but coordination between them can be improved upon. The draft **National Action Plan** to improve land management and agricultural productivity is under review. Gaps have been identified and discussed with the Government preparation team to improve, among others, the functional link between protected areas, forests, agriculture and climate change.

RATING: *exceeds expectations*

CPAP OUTPUT 4.2.: Capacity development of the Ministries of Environment and Agriculture to report on International Environmental Agreements and develop Action Plans			
Output Indicators	Baseline	Target	Current status
Number of national reporting obligations to international environmental agreements supported and completed	2(2005)	5(2010)	3(2008)
Number of action plans developed on climate change	0(2005)	3(2010)	1(2008)
Expenditure to date (since 01/2006):	1,5m USD		

The Government has produced the required **reports for multilateral environment agreements** with extensive UNDP support, but there is limited evidence of its own capacity development. The National Adaptation Action Plan (NAPA) for Climate Change and the Third National Report to the UN Convention to Combat Desertification were completed during the review period. Work on the Second National Communication on Climate Change and the Montreal Protocol National Report is on-going. The NAPA preparation's extensive consultation helped raise awareness of climate change and developed a set of 20 priority investments for financing. However, while these reports have been produced, there is limited evidence that Government institutions have significantly enhanced their own **in-house capacity** to prepare these documents. Capacity and knowledge on the preparation of the documents reside in a selected few staff members in the Ministry of Environment (MoE), many funded through UNDP.

RATING: *below expectations*

CPAP OUTPUT 4.3: Capacity development of national and sub-national government agencies, civil society and private sector to mitigate and adapt to climate change			
Output Indicators	Baseline	Target	Current status
National framework on climate change drafted	No (2005)	Yes (2010)	No (2008)
Sustainable Forest Management initiative in climate change framework	No (2005)	Yes (2010)	No (2008)
NHDR on climate change published	No (2005)	Yes (2010)	No (2008)
"Cost of inaction" climate change report drafted	No (2005)	Yes (2010)	No (2008)
Number of NAPA priority actions funded	0 (2005)	4 (2010)	1 (2008)
Expenditure to date (since 01/2006):	0 USD		

Work under this output is still at its **formulation stage**. Climate change work is affected by the limited awareness and national interest, also among donors. There is a need to engage with higher level decision-makers and the wider public, showing how increased weather changes due to climate change relate to the emerging impacts. A Climate Change Initiation Plan, focusing on adaptation and mitigation, and using a programmatic approach is completed and awaits formal notification of endorsement from the Ministry of Environment. It is being designed to provide donor coordinated support at national, sectoral and ground level, involving national and local governments, private sector, civil society and communities.

RATING: *below expectations*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

Output 1: Needs to include clear indicators on livelihoods in terms of reduced poverty. The current indicators fail to capture the gains being made in increased government resources allocated to support natural resource management governance.

Output 2: Some indicators focus on documents produced rather than wider capacity development issues.

Capacity assessments need to look at wider structural changes and wider impacts such as clear organizational roles, effective monitoring and reporting and ability to engage wider policy processes through policy change and generate additional investments.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

UNDP has built up strong partnerships with MoE and Forestry Administration. But the strong links with MoE need to be widened to other sectors and taken to higher levels to mainstreaming environment and climate with more powerful units of government (e.g., Ministry of Finance, Planning), as well as with Provincial governments.

UNDP's biodiversity support has benefited from collaborating with dynamic international conservation NGOs. But there is a concern that while UNDP's support through INGOs has brought about valuable changes, there needs to be a conscious strategy to ensure that these INGOs develop clear exit strategies which empower progressive elements and individuals within central and local government and Cambodian civil society. UNDP could - with other donors - facilitate more information exchange between conservation INGOs and a more focused effort on how and when INGOs can "exit."

With good CBNRM models developed through the GEF and SGP projects, it is time to do upstream policy work with central agencies to sustain these success models and mainstream environment into poverty reduction. The Poverty-Environment Initiative provides useful guidance to take a programmatic approach.

WHAT ARE THE OPERATIONAL ISSUES AND BOTTLENECKS IN THE DELIVERY OF THESE OUTPUTS?

Too many projects, each being implemented as "projectised" work, reduces the capacity to take a programmatic approach, linking with other development partner efforts.

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP'S NEXT COUNTRY PROGRAMME AND CPAP?

The new programmatic approach for climate change is promising and its implementation over the next 2 years will provide guidance for new areas of engagement. As for climate change, a similar programmatic approach needs to be adopted for biodiversity and natural resource management – the Poverty-Environment Initiative presents a useful model on this. This will also help protect the gains achieved on the ground against competing priorities and land grabs.

CPAP OUTCOME 5: EMPLOYMENT GENERATION

The national policy and planning framework incorporates a comprehensive approach to and specific targets for the reduction of poverty through employment generation

Outcome Indicators	Baseline	Target	Current status
Number of sub-decrees on trade strategy & implementation signed by the Prime Minister	0 (2006)	2 (2010)	1 (2008)
Resources channelled through Trade SWAp (Millions \$)	0 (2006)	not defined	0 (2008)
Number of bilateral donors contributing funds for trade SWAp implementation	0 (2006)	15 (2010)	12 (2008)
Expenditure to date (since 01/2006):	2,0m USD		

As per the National Strategic Development Plan (NSDP) 2006-2010, trade is one of the most important factors contributing to the macro-economic stability of Cambodia today. It is also a major source of economic growth and therefore the Royal Government of Cambodia (RGC) recognises **trade as a high potential segment that can have a significant impact on poverty reduction**. In 2000, Cambodia was designated as a pilot country under the Integrated Framework – a programme supported by a number of bilateral and multi-lateral partners that assists Least Developed Countries to integrate more effectively into global trade and **turn trade into a driver of national development**. Under this programme, the first Diagnostic Trade Integration Strategy (DTIS) was prepared. Subsequently, following its accession to the World Trade Organisation in 2004, Cambodia further committed itself to significant regulatory and legal reforms in trade governance to improve its competitiveness in the global economy.

The **key achievement** under this outcome has been the development of the **Diagnostic Trade Integration Strategy**. UNDP provided support to the Ministry of Commerce to formulate this updated strategy which includes identification and definition of mechanisms and frameworks for planning, implementation and monitoring of trade related activities to achieve pro poor outcomes.

As part of the legal and institutional reforms proposed in the Cambodian Trade Integration Strategy (CTIS), the **Sub-Committee of Trade Development and Trade Related Investment** (under MoC) has been identified as the focal point that will provide oversight for all the trade related activities. A **Trade Sector Wide Approach or a Trade SWAp** has been developed as the main mechanism for coordinating all trade related assistance (of various development partners) in Cambodia. The Trade SWAp mechanism is expected to facilitate a more effective use of limited human, institutional and financial resources and marks a shift from a piece-meal approach to trade activities to a more comprehensive and coordinated programme approach, with a potential to have a wider and deeper impact on poverty reduction. A decree to this effect is awaiting the PM's signature. Once signed, the Trade SWAp will become the formal mechanism through which donor harmonization for trade related issues will be achieved.

The CTIS also recognises that **export diversification** is imperative to ensure broad-based and inclusive growth. It highlights that expanding demand by exploring new markets and expanding supply by developing new product lines and enhancing value addition for existing product lines will give rise to additional employment opportunities for the poor and possibly result in poverty reduction.

However, to truly have an impact on the poverty profile and livelihood security of the poor and the excluded in the selected value chain, a number of **risks and vulnerabilities** have to be managed simultaneously as well as consistently over a reasonably long period of time (at least 5 years) to ensure that the target group has actually been uplifted out of poverty once and for all. Unless all the major risks are managed concurrently, the probability of one unmanaged risk or vulnerability jeopardizing the viability of the entire value chain is very high.

In addition to the above and in alignment with the RGC's Rectangular Strategy, UNDP has prepared an Initial Plan for Preparatory Assistance to strengthen supply capacity and export development facilities through private sector development and engagement at the provincial level.

RATING: *exceeds expectations*

CPAP OUTPUT 1.1.: Strengthened national capacity of Ministry of Commerce and relevant line ministries to formulate, implement and monitor the Cambodian Trade Integration Strategy			
Output Indicators	Baseline	Target	Current status
Cambodian Trade Integration Strategy drafted	No (2005)	Yes (2007)	Yes (2008)
Number of staff in DoI and MoC coached on trade related issues	0 (2005)	20 (2005)	10 (2008)
Implementation mechanism for the Cambodian Trade Integration Strategy (CTIS) drafted	No (2006)	Yes (2008)	Yes (2008)
Number of annual log frames to implement the CTIS	0 (2006)	2 (2010)	2 (2008)
Expenditure to date (since 01/2006):			2m USD

UNDP has been successful in providing effective support to the MoC in **formulating** the Cambodian Trade Integration Strategy evidenced by the launch of the government endorsed CTIS in 2007. UNDP has also successfully supported setting up an **institutional mechanism for implementing the CTIS**, namely the **Trade SWAp mechanism**. In addition, UNDP has also facilitated the identification of a main focal point within the MoC that would provide general oversight to the trade related activities.

While all of the above are very significant achievements and constitute important first steps in developing trade as a driver of inclusive growth and poverty reduction as prioritised by the NSDP 2006-2010, **the actual implementation of the CTIS at the grassroots level remains an important next step.**

RATING: *exceeds expectations*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

Overall, the CPAP output is well linked to the CPAP outcome.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

Yes. UNDP is supporting the MoC as well as other relevant line ministries to build their capacity for trade integration. It is also engaging with other development partners through the Trade SWAp mechanism.

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

- **Gender Equality** – The CTIS, which has been supported by UNDP, uses four indexes to assess export development opportunities for each product and service sector. The fourth index measures the potential human development impact for each product and service sector for the Cambodian economy and highlights the number of women employed in each product/service category. While this is a step in the right direction, the actual involvement of women at the grassroots level, during the implementation of CTIS must also be carefully monitored.
- **National Ownership** – The CTIS is endorsed by the MoC and the proposed Trade SWAp mechanism is expected to be formally endorsed by the Prime Minister shortly. This is satisfactory evidence of national ownership.
- **South-South Cooperation and Knowledge Sharing** – The overall CTIS and the Trade SWAp mechanism has been shared with Laos, Mongolia, East Timor, Vietnam and Nepal through exposure visits and by information sharing at **various** global and regional platforms. This is satisfactory evidence of south- south cooperation and knowledge sharing.

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP's NEXT COUNTRY PROGRAMME AND CPAP?

In the Cambodian context, the correlation between streamlining trade related activities and the prospective impact on poverty reduction appears to be very high. It is therefore recommended that UNDP should **continue to support trade reform in ways that enable the poorest of the poor to integrate themselves in various trade value chains.**

- At the national/central level, UNDP should continue to strengthen the **capacity of the relevant line ministries** through a **strategic and systematic capacity building plan**. It should also focus on strengthening and refining the trade mechanism as necessary.
- Additionally, UNDP should engage intensively in facilitating the implementation of the CTIS at the grassroots level through well **designed, robust pilots that demonstrate CTIS in action**. The CTIS has identified specific products and services that have a reasonably high human development impact potential as well as market potential. Development of integrated value chains for a few of these products/services can be undertaken.

It should be UNDP's aim to bring together this required bundle of financial, technical and infrastructural support to manage the various **risks** by engaging with a variety of stakeholders, including the private sector, to ensure that each target group in each of the pilots is integrated in the chosen value chain and permanently lifted out of poverty. The Poverty Reduction Program should seek to engage the **private sector** as a conscious and deliberate modality to achieve pro-poor outcomes based on viable and hence sustainable 'win-win' investments. Private sector partnerships should be strategic, focusing on core business activities and competencies that contribute to inclusive market development and empower the poor as entrepreneurs, producers, employees and consumers.

CPAP OUTCOME 6: MINE ACTION

Strengthened processes in **mine action** with emphasis on making land and infrastructures available to the rural poor men and women

Outcome Indicators	Baseline	Target	Current status
Nr. of mine/UXO casualties (injuries and deaths)	898 (2004)	250 (2010)	300 (2008)
% of land cleared through project put to productive use annually	n/a	100% (2010)	95% (2008)
Expenditure to date (since 01/2006):			14m USD

This outcome refers to improving the process in mine action in Cambodia. The process in mine action includes the **planning, regulation, implementation, and monitoring** of mine action in the country. The outcome implicitly refers to the capacity of the key players in mine action: the Cambodia Mine Action Authority (CMAA), the Technical Working Group (as platform where Government and development partners decide on policies and strategies), the three mine action operators (CMAC, MAG, HALO Trust) and the decentralized levels of planning (Mine Action Planning Units and Province Mine Action Committee).

Planning - The Cambodian Mine Action Authority (CMAA) issued **guidelines on the socio-economic management of mine clearance operations** in early 2005 and a revised version in November 2006. By issuing these guidelines, the Government strengthened mine action processes to ensure that high priority land is cleared in accordance with local requirements. This decentralized approach has the positive effects of including various levels of stakeholders and addressing the needs of the local population and the rural poor. There is no mechanism, however, to ensure from a national perspective that most assets are allocated to the communes with the biggest and/or most intense problem. From 2006 to mid-2008, 15 communes in five provinces accounted for approximately 50% of mine casualties in the country, but there is no coordinated process to ensure the bulk of demining assets are allocated to these high risk areas.

The CMAA in consultation with all stakeholders is leading the work on a **National Mine Action Strategy** for the whole sector that will be key in defining future priorities in the next period. CMAA's leadership has led to the three demining operators agreeing for the first time on a plan to determine priorities for mine action. Further, the CMAA has taken the lead in developing a Request for Extension of its mine clearance deadline in accordance with Article 5 of the Antipersonnel Mine Ban Treaty.

Regulations - The capacity of the **Cambodian Mine Action Authority (CMAA)** as a regulatory authority has greatly improved over the past years. The CMAA is now equipped with a capacity to monitor whether all demining operators are working safely and effectively. There was no quality assurance at the time the project started, and in 2008, four teams had been trained and deployed. In 2008, Quality Assurance teams visited 914 sites, which is a 600% increase over 2007. The feedback from the operators has become much more positive, as they increasingly see the quality assurance teams as a valuable external mechanism to improve site safety and performance. The confidence and competence of the quality assurance teams has noticeably improved, which is shown by their willingness to close down sites which have serious safety breaches.

However, **gaps** in the CMAA's capacity to fulfil their key functions still exist. The CMAA is not yet staffed and structured to adequately cover all needs and requirements with existing operational resources. Its capacity to plan, implement and follow-up on allocation of demining resources can still be improved upon. Further, the CMAA does not accredit, license or quality assure the Royal Cambodian Armed Forces and is not in a position to ensure that the Armed Forces are operating in line with national or international mine action standards.

Implementation - With UNDP's support, the capacity of the Cambodian Mine Action Center to implement mine clearance has increased. During 2008, a total of 6,788,437 m² were cleared, removing and destroying 8,935 AP mines, 220 AT mines and 34,137 pieces of unexploded ordnance. This represents approximately 1,316 AP mines found per square kilometre, compared with 966 AP mines per

square kilometre in 2007, indicating a significantly improved 'hit rate' based on more precise surveying techniques.

Monitoring - Given that the outcome refers to "making land and infrastructure available to the rural poor men and women", ensuring that land cleared does benefit the rural poor is a key aspect. The CMAA is now equipped with a Socio-Economic Department which conducts **post-clearance monitoring missions** to assess whether the land is used for the purpose it was initially cleared for. The Socio-Economic Department also provides support to the 8 Mine Action Planning Units which are determining priorities through a community based consultative process. Clearance undertaken by CMAC in 2008 shows that approximately 60% of land was cleared for agriculture or resettlement, 20% for community roads and 20% for schools, irrigation channels, pagodas and other uses. Overall, 100% of the land cleared was for productive use.

RATING: *exceeds expectations*

CPAP OUTPUT 1.1.: Management of mine clearance more efficient, accountable and targeted			
Output Indicators	Baseline	Target	Current status
Socio-economic guidelines drafted by Cambodian Mine Action Authority	No (2006)	Yes (2007)	Yes (2008)
Million of m ² of land area cleared using project resources	0 (2006)	25 (2010)	16,5 (12/2008)
Nr. of quality assurance visits by Cambodian Mine Action Authority to mine clearance sites per year	0 (2005)	1200 (2010)	693 (Nov. 2008)
Expenditure to date (since 01/2006):			14m USD

With UNDP's support, the Cambodian Mine Action Authority issued **guidelines on the socio-economic management of mine clearance operations** in early 2005 and a revised version in November 2006. The guidelines were reviewed and developed further during 2008. **Technical instructions** to supplement Guidelines on Socio-Economic Management of Mine Clearance Operations were developed in a consultative and participative approach based on lessons learned during the first twelve months of their implementation. In addition, **guidelines on village mine clearance planning** were developed. The guidelines assist the village chiefs and the villagers to plan for mine clearance appropriately and effectively for their villages, including steps to take to ensure a representative consultation has taken place in the village prior to the commune meetings.

UNDP contracted **BACTEC International**, a commercial company, as a Quality Assurance Agent over a three year period. BACTEC assists the Cambodian Mine Action Authority in drafting national standards. A complete set of Mine Action Standards still has to be completed. Up to now, 11 chapters were drafted and approved, and another 18 have been drafted and are in the process of being finalized. BACTEC also assisted the CMAA in establishing a Quality Assurance department, training Quality Assurance monitoring teams as well as setting up accreditation and licensing procedures. Although BACTEC international did fulfil its contractual responsibilities, its work could have been more efficient if the outputs in the contract had been better defined.

In 2008, the CMAA commissioned the Geneva International Center for Humanitarian Demining to assess the requirements and the needs for a national strategy. A roadmap was finalized in September 2008 and is now the basis for the development and finalization of a **National Mine Action Strategy** that will address the national priorities as per the Rectangular Strategy and the NSDP. Furthermore, under the Antipersonnel Mine Ban Convention, Cambodia is obliged to clear all mined areas by 31 December 2009, which it is not in a position to do and therefore must request an extension of the deadline. With that respect, the CMAA has formed mid-2008 a Task Force to lead the strategy development process according to a tight timeline and a principle of encouraging maximum participation from all stakeholders in the sector. Through a series of meetings facilitated by CMAA with support from UNDP, a joint statement was developed by stakeholders regarding the sector's views on the way forward as well as the process of determining priority clearance areas into the future.

UNDP also directly provides resources to the **Cambodian Mine Action Centre** to carry out demining through a Letter of Agreement based upon a comprehensive work plan. The work plan details the number of minefields and square meters to be cleared during the year and the number of beneficiaries in terms of villages and numbers of people, but it does not state the number of assets that should be used under the contract. It is difficult to assess whether Cambodian Mine Action Centre is working efficiently and effectively, since the contract does not state how many demining assets the CMAC should be using.

Significant funds are invested in this output (18% of UNDP's overall budget), but although it is a concern that the effectiveness and efficiency of the CMAC cannot be clearly assessed and that there are potential shortcomings in the contractual arrangements, the output is delivered timely and in good quality. Given that all three output indicators have either already reached their targets or stand above 50%, the overall rating for the delivery of this output is "exceeds expectations".

RATING: *exceeds expectations*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

The current outcome formulation (“Strengthened processes in mine action”) is too general, and the **output does not clearly link up with the outcome** to credibly show attribution. The output also needs to be more specific. The output and outcome indicators need to better capture the outputs and outcomes.

Recommendations on adjustments in outputs and outcomes:

- change outcome to “management of mine action is more efficient, accountable and targeted with an emphasis on making land and infrastructure more available to the rural poor men and women.”
- change the output to “Strengthened national and provincial entities, policies and procedures to ensure effective coordination, planning and quality assurance of mine action and for the effective and efficient prioritization and allocation of mine action assets.”

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

UNDP does engage with the right partners, but there is ample room for improvement. There are already several forums established for discussing mine action in the country (the Project Executive Group, the Mine Action Working Group, etc.), but these groups do not meet frequently enough. Related to that, some of the donors do not feel that they are getting enough regular information from UNDP on the mine action project.

Recommendations how to improve UNDP's partnership strategy:

- hold quarterly meetings of the Project Executive Group
- encourage government to call more regular meetings of the Mine Action Working Group
- initiate more regular meetings with donors to share ideas and problems and to discuss harmonizing aid to mine action in the country

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

One of the key goals of UNDP is to provide capacity building support to the Cambodian Mine Action Authority. In addition, UNDP is providing financial resources to the main national mine clearance operator in the country, the Cambodia Mine Action Centre. Many other UNDP supported mine action programmes have visited Cambodia to learn about national implementation of demining, and CMAC and CMAA staff have benefited from trainings and meetings with their colleagues in other mine affected countries.

Recommendation

- advocate for more gender specific elements in the socio-economic guidelines so that the prioritization process specifically addresses the gender issue and women's access to land and service

WHAT ARE THE OPERATIONAL ISSUES AND BOTTLENECKS IN THE DELIVERY OF THESE OUTPUTS?

The contract with BACTEC International was not specific enough as to what outputs should be achieved and the timeline for delivery. There have been delays by the government in providing fuel and salaries as per their agreement with UNDP to CMAA staff. This has resulted in a delay in deploying the last two Quality Assurance monitoring teams that were trained into the field.

Recommendations:

- ensure that BACTEC International completes a full set of national standards before the end of its contract and that the CMAA reviews and approves them
- ensure that BACTEC International trains four more Quality Assessment monitoring teams before the end of its contract so that the CMAA Regulatory and Monitoring Department can effectively carry out its mandate
- ensure that all operational and administrative support the government is supposed to provide to the CMAA is done in a timely manner

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP's NEXT COUNTRY PROGRAMME AND CPAP?

The mine contamination is such that it will take the country at least another ten years to achieve its commitments under the Ottawa Treaty. To do that, the capacity of the Cambodian Mine Action Authority needs to continue to be built, especially in the areas of planning and operational management, quality assurance and quality control and overall coordination of mine action in the country. The Cambodian Mine Action Centre will also need continued financial support to carry out mine clearance operations on the ground.

Recommendations

- UNDP should carry out a final evaluation of the project and determine which areas need continued support

CPAP OUTCOME 7: HIV/AIDS

Strengthened HIV/AIDS response across sectors from central to local level

Outcome Indicators	Baseline	Target	Current status
none			
Expenditure to date (since 01/2006):			2,4m USD

HIV prevalence in Cambodia is on a **continuous decline**. National HIV prevalence has fallen to an estimated 0.9% among the adult population in 2007, down from a high of 2% in 1998. Cambodia is therefore one of the few developing countries that are on-track to meet Millennium Development Goal 6 – to halt and begin to reverse the spread of HIV by 2015. At the same time, Cambodia has been successful in scaling up the provision of anti-retroviral therapy (ART) to achieve Universal Access targets. As of March 2007, there were 47 health facilities in 19 provinces that provided ART and treatment of Opportunistic Infections services. 83% of adults living with HIV were receiving ART by December of the same year.

However, the result assessment team was **unable to find credible evidence** that due to UNDP's support, the HIV/AIDS response in Cambodia has been strengthened across sectors from central to local level during the CPAP time frame from 2006 to 2010.

RATING: *progress not satisfactory*

CPAP OUTPUT:

none

Output Indicators	Baseline	Target	Current status
none			
Expenditure to date (since 01/2006):			2,4m USD

UNDP played an active role in the national response to HIV through a three year **umbrella project** (2003-2006, "Support to Cambodia's Response to AIDS"). The project aimed to establish a flexible mechanism of support to the national response to HIV and develop a framework that would ensure the coordination of different programmes of assistance of UNDP. It was nationally executed by NAA and had the following three components: a) Leadership and Capacity Development, b) Development Planning, Implementation and AIDS Responses and c) Advocacy and Communications for Development Effectiveness.

Subsequently, UNDP Cambodia commenced implementation of a **study on the socioeconomic impact** of the HIV Epidemic at the Household Level in Cambodia in September 2008, in partnership with the UNAIDS Country Office. UNDP Cambodia currently has one international staff member working full time on HIV-related issues, although this staff member is based at the UNAIDS Country Office. Additionally, UNDP Cambodia has one National Programme Analyst, working part-time on HIV-related issues. This staff member is based at UNDP Cambodia, within the Governance Cluster.

The umbrella project underwent an **external review** in 2007 that highlighted the achievements of the project, identified some of the shortcomings and articulated UNDP's future support in this area. The evaluation found that since several of the review processes initially planned have not been carried out by the project, it was difficult to find written documentation of proposed changes in the outputs and activities that had taken place. There was apparently no monitoring and evaluation plan, and the execution and management responsibilities lacked clarity.

RATING: *n/a*

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP's NEXT COUNTRY PROGRAMME AND CPAP?

While HIV prevalence is declining among the adult population, Cambodia faces **new challenges** in sustaining its successful response to the HIV epidemic. At this juncture, it is critically important that Cambodia respond to the evolving nature of the epidemic, by reacting to changing patterns of sexual behaviour and addressing the needs of key populations including young people, drug users and men who have sex with men. Furthermore, it is essential that Cambodia expand efforts to address enduring barriers to effective prevention, treatment, care and support (such as HIV-related stigma and discrimination) that threaten to undermine the national response to the HIV epidemic

The UNDP's corporate **Strategic Plan (2008-2011)** outlines that division of labour should be on the basis of comparative advantage and should respond to basic principles of effectiveness. As a cosponsor of UNAIDS, UNDP's role is derived from the global division of labour where each agency is given a lead role based on its comparative advantage. UNDP is meant to focus its support to addressing HIV/AIDS through mainstreaming within its overall development framework in the area of governance, human rights and gender.

The UNDP Regional Centre in Colombo undertook a **Review mission** to support the formulation of UNDP's contribution to Support the National Response against HIV/AIDS in April 2008. The mission argued for a future role of UNDP in the HIV response in Cambodia, closely aligned with UNDP's mandate and role on HIV at the global and regional levels. Subsequent discussions at the country level identified the following key areas of intervention as a possible framework for UNDP support to the national HIV response, although investments will likely be channelled through partner UN agencies: decentralisation and deconcentration, Human Rights, Stigma and Discrimination, and Most at Risk Populations (Implementation of the *PLHIV Stigma Index* in Cambodia, Institutional strengthening of PLHIV Networks, Development and institutional strengthening of MARPs networks), Research and Knowledge Management (Implementation of the Socioeconomic Impact Study).

Recommendation:

- Currently, it remains unclear what role UNDP could and should play in strengthening the response to HIV/AIDS. Although there could be a role for UNDP in addressing the issue of stigma and discrimination and in conducting research, there is currently no proper problem analysis to define a clear objective for UNDP in the area of HIV/AIDS. **In the absence of a clear objective and given the need for a sharper focus of the Country Programme, it is not recommended that UNDP increases its activities under this outcome.**

CPAP OUTCOME 8: GENDER

Policy statement(s) and strategies incorporate **gender equality** dimension

Outcome Indicators	Baseline	Target	Current status
% of sectoral plans with at least one gender-related indicator	10% (2006)	40% (2010)	10% (2008)
Number of Gender Mainstreaming Action Plans which receive at least partial government and/or donor funding for implementation	0 (2006)	15 (2010)	10 (2008)
Funds for Gender Mainstreaming Action Plans in thousand USD	0 (2006)	100,000 (2010)	10,000 (2008)
Expenditure to date (since 01/2006):			1,3m USD

Compared to the beginning of the CPAP, significant changes have occurred. The gender equality dimension is now **included in a number of key policy statements and strategies**. The most relevant statements and strategies are:

- National Strategic Development Plan and the NSDP Mid-Term Review
- Consultations on the Organic Law and gender equality provisions in the Organic Law itself
- Public Finance Reform (gender responsible budgeting)
- Guidelines on affirmative action for civil service recruitment
- Knowledge base and capacity of MOWA and NIS enhanced on gender and statistics

Gender equality considerations are included in the mid-term review process of the **National Strategic Development Plan**, in the line ministry reports, and the final mid-term review report. The **Organic Law** on Decentralization and Deconcentration now responds to gender equality concerns in appointing, staffing and budgeting at all levels. It includes provisions for agenda setting and consultation on women's rights and gender equality issues at sub-national level. Key elements of gender responsive budgeting have been incorporated into the **Public Finance Management** reform programme. The State Secretariat of the **civil servants**, responsible for recruitment and promotions of civil servants, released guidelines indicating that 20%-50% of new recruits should be women. The PM stated the need to have at least one female deputy governor in all provinces and one female deputy head in all the districts. Progress on **gender and statistics** is reflected by the fact that, for example, the questionnaire for the Socio-economic Household Survey 2009 was revised to include sex-disaggregated data, data on land ownership, age of marriage, women's economic activities, etc.

Judging by these concrete results to incorporate a gender dimension into policy strategies, the **Ministry of Women's Affairs** staff have been largely successful in their advocacy work. The Ministry of Women's Affairs has strategically positioned itself and is capable of providing technical inputs. While its technical capacity is still emerging, the staff of the Ministry of Women's Affairs now understand and know the evidence and research findings behind their advocacy activities with the completion of the second Cambodia Gender Assessment.

There is clear evidence that a gender equality dimension is now included in a number of key policy statements and strategies of Cambodia. Given the relatively small amount of funds invested by UNDP in this outcome (1,3m USD or 2%), progress towards this outcome is considered outstanding.

RATING: *outstanding progress*

CPAP OUTPUT 8.1.: Government capacity and mechanism(s) for gender mainstreaming strengthened			
Output Indicators	Baseline	Target	Current status
% of Ministries which have a Gender Mainstreaming Action Plan with UNDP support	0% (0 of 26) (2006)	50% (13 out of 26) (2010)	42% (11 out of 26) (2008)
2nd Cambodia Gender Assessment drafted	No (2006)	Yes (2010)	No (2008)
# of women civil servants at national and provincial level trained in leadership and management skills	245 (2006)	285 (2010)	245 (2008)
Expenditure to date (since 01/2006):			1,3m USD

Despite the broad output formulation, UNDP's support to deliver this output has been largely directed to the **Ministry of Women's Affairs** (MOWA). UNDP has been supporting MOWA, through its project Partnership for Gender Equity, from 2001-2004 in its first phase and now in its second version. The project clearly contributed to mainstreaming gender at the policy level.

Also with UNDP's support, the Ministry of Women's Affairs has set up **Gender Mainstreaming Action Groups** and supports 11 **Gender Mainstreaming Action Plans** within line ministries. This is a significant shift from focal points to a larger and more influential group. However, while structures and mechanisms have been put into place, the modalities for accountability and capacity to deliver the results described in the Action Plans still remain at a fairly low level. In addition, not all action plans have the funds required, but already 7 Gender Mainstreaming Action Plans are at least partially funded.

With the support of UNDP and other donors, the second **Cambodia Gender Assessment** has now been completed and translated into Khmer. The Cambodia Gender Assessment is a 300-page, comprehensive research document for evidence based research in all areas. It links evidence-based support to policy development, and provides detailed recommendations for every sector. The MOWA has strong ownership over both the process and product.

UNDP's progress in delivering this output has two aspects: a) UNDP's efforts to strengthen the **capacity of the government for gender mainstreaming** remains below expectations. For UNDP to fully deliver this output, concrete steps have to be taken to address the need for systematic capacity development strategies to be in place. b) However, UNDP's delivery on **mechanisms for gender mainstreaming** has exceeded expectations. UNDP's support to the Ministry of Women's Affairs has been especially successful, which is also proven by the changes on the outcome level. Cambodia's efforts to systematically and comprehensively mainstream gender are also getting international recognition by invitation to OECD/DAC and ASEAN meetings to present this approach. Given the relatively small amount of UNDP's funds for the CPAP period which are spent on this output (2% of UNDP's overall budget), the delivery of this output exceeds expectations.

RATING: *exceeds expectations*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

The output links clearly to CPAP outcome 8.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

There is a need for UNDP and the UN needs to **strengthen internal linkages** and advocacy for gender equality through other clusters and projects. UN coordination through the Theme Working Group is still limited and needs to be leveraged to bring in more partners. There also appears to be limited engagement of UNDP with civil society players, especially since working with and through relevant civil society partners could also help support their capacity needs in specific areas.

Recommendations:

- Leverage the **UN Thematic Working Group on gender** to be more effective and to convene a broader range of partners. There is a need to place it on a higher agenda for more visibility
- Engage more with **civil society partners** and use them for delivering and implementing programmes, whilst supporting their capacity requirements

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

Recommendations:

- As with many other outcomes, UNDP is in need of an explicit, more **systematic approach to capacity development** to strengthen the technical capacity of the Ministry of Women's Affairs

WHAT ARE THE OPERATIONAL ISSUES AND BOTTLENECKS IN THE DELIVERY OF THESE OUTPUTS?

Resources for gender mainstreaming are not necessarily allocated at the time of planning within line ministries. Even if resources within UNDP projects are made available, the capacity to deliver and take action is limited.

Recommendations how to improve delivery:

- Ensure targeted capacity development interventions on functional and skills related to roles, and ensure follow-up mechanisms to monitor, share information and apply skills.

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP'S NEXT COUNTRY PROGRAMME AND CPAP?

Recommendations:

- **continue providing support to the Ministry of Women's Affairs** within the framework of an overall UNDP approach to capacity development
- Gender concerns needs to be **mainstreamed within UNDP's portfolio** at the planning and design phases, and need to have measurable indicators, resources allocated and accountability.

CPAP OUTCOME 9: MONITORING

Improved monitoring of NSDP and the CMDGs including broad-based policy dialogue and participatory reporting

Outcome Indicators ¹¹	Baseline	Target	Current status
<i>Number of Pro-Poor Policies Endorsed by Government</i>	0 (2005)	2 (2010)	0 (2008)
<i>Number of Pro-Poor Policies Formulated by SNEC</i>	0 (2005)	2 (2010)	1 (2008)
Expenditure to date (since 01/2006):			2,4m USD

This outcome has two major focus areas: (1) improving the national capacity to monitor the National Strategic Development Plan (NSDP) and the Cambodian Millennium Development Goals (CMDGs), and (2) promoting broad-based policy dialogue among key stakeholders.

National capacity for monitoring the NSDP and CMDGs has improved over time. This is reflected by the fact that the government - with support from development partners - has regularly published key reports on poverty/CMDG monitoring (2003, 2005) and on NSDP progress (2007, 2008). Further, Cambodia has adopted the Law on Statistics and produced the first data set on the status of the CMDGs at the sub-national level and introduced CAMINFO as the database for tracking CMDG progress. *However, much of UNDP's support towards this outcome was provided prior to the current CPAP, before 2006* through two projects, both supporting different agencies of the Ministry of Planning (MoP). Currently, there is little credible evidence as to what extent national capacities for poverty monitoring have been improved due to UNDP's support during the CPAP period.

There is somewhat more evidence of UNDP's influence on **broad-based policy dialogue and participatory reporting** during the CPAP period. UNDP's assistance has largely focused on catalyzing policy dialogue among key stakeholders within the government (Supreme National Economic Council and Ministry of Economic and Finance) civil society, development partners and private sector on emerging issues with significant implications for the achievement of the CMDGs. However, while UNDP is active in knowledge generation, their actual impact on policy development has not been demonstrated yet.

RATING: *below expectations*

¹¹ The outcome **indicators** are inadequate because the outcome is focused on strengthening capacity for poverty monitoring whereas the outcome indicators focus on pro-poor policy formulation.

CPAP OUTPUT 9.1.: Provide policy advice to government, private sector and civil society on emerging issues			
Output Indicators	Baseline	Target	Current status
Number of discussion papers published	0 (2005)	8 (2010)	5 (2008)
Number of Cambodia Economic Forum organized	0 (2005)	3 (2010)	2 (2008)
Number of NHDR published	0 (2006)	2 (2010)	1 (2008)
Number of weeks, gov't officials were provided training in project appraisal	0 (2006)	3 (2009)	2 (2008)
Expenditure to date (since 01/2006):			1,6m USD

Activities supported by UNDP under this output can be categorised into knowledge generation activities, knowledge sharing activities and knowledge in action activities.

- **Knowledge Generation:** Through its *Insights for Action (IFA) Initiative*, UNDP has facilitated and supported the **publication** of several discussion papers on a wide variety of topics including Socio Economic Implications of Oil and Gas, Land and Human Development in Cambodia, Raising Rural Incomes in Cambodia, and International Experiences in Managing the Risks and Realising the Opportunities of Non-Renewable Natural Resource Revenues. Additionally, a SWOT Analysis of the Cambodian was also published as well as the National Human Development Report was launched in 2007. Overall, the knowledge generation aspect of the output has been largely delivered.
- **Knowledge Sharing:** The IFA supports knowledge sharing through various activities – (i) it supports the organization of the annual **Cambodia Economic Forum** for disseminating the findings of studies on policy issues, (ii) it organizes/co-hosts high level **international conferences** on relevant issues, and (iii) it mobilizes relevant high-level **experts** and facilitates their interaction with government counterparts.
- **Knowledge In Action:** While both knowledge generation and knowledge sharing activities are largely successful, their actual impact on policy development has not been demonstrated yet.

UNDP has developed good relations with the Supreme National Economic Council (SNEC) and has improved their capacity through various types of technical assistance. However, there is potential to take these activities to the next level by going beyond providing policy advice to actually impacting the RGC's priority investment plans for pro-poor outcomes.

RATING: *exceeds expectations*

CPAP OUTPUT 9.2.: Capacities of the Ministry of Planning developed to monitor NSDP and CMDG at the national and sub-national levels			
Output Indicators	Baseline	Target	Current status
No indicators have been defined as yet	Pending PA		
Expenditure to date (since 01/2006):			0,8m USD

Programmatic support to the Ministry of Planning for strengthening poverty monitoring systems was provided under two projects, namely, *Capacity Development for Poverty Monitoring* (PMA) which was officially terminated in 2007 and *Capacity Development of National Statistical System* (NSS) which ended in early 2008.

The project Capacity Development for Poverty Monitoring (PMA) started in early 2002 and officially closed in 2007 (however, most of the activities had been completed by 2005). The original project objective was to strengthen the capacity of the Council for Social Development (within MoP) to establish a participatory, country-owned and result oriented **poverty monitoring and analysis system**, capable of informing pro-poor policy decision making and design of poverty reduction programmes. While there is little evidence that UNDP achieved progress towards the outcome, the project delivered some substantial output.

The PMA project met with limited success due to several reasons including changes in original planned activities mid-way, involvement of too many partners, giving rise to conflict, lack of consistency and leadership from government counterparts, and human resource management problems. However, at the output level its most important achievement was to improve the availability of poverty statistics by developing **indicators**, supporting **socio economic surveys** and facilitating **exchanges with line ministries**.

The second project delivering this output, Capacity Development of National Statistical System (NSS), was signed in 2003 but effectively got off the ground in late 2006 and was completed in March 2008. The original project objective was to strengthen the government's capacity to deliver **reliable data for informed decision-making on pro-poor policies and tracking progress towards achievement of MDGs**. However, due to the project's overlaps with other initiatives and its links to broader issues, the actual achievements as a direct result of UNDP support could not be clearly identified.

Apart from these two initiatives, options for a **joint UN initiative** were discussed in 2007-2008 to address poverty monitoring, but did not lead to a joint UN programme.

In July 2008, UNDP initiated a **Preparatory Assistance** for developing a broad based institutional capacity development programme to strengthen the capacity of the MoP in monitoring and evaluating the NSDP and CMDGs. The preparatory phase will include conducting **capacity assessments** of the MoP, which will provide a baseline and facilitate identification of an appropriate capacity building strategy.

RATING: *progress not satisfactory*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

Output 9.1 is weakly linked to the outcome, while Outcome 9.2. is clearly contributing to outcome 9.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

During the PMA and NSS project interventions, UNDP has engaged with various **development partners**, but the partnerships have not been conducive to project achievements and have proved to be operational bottle necks. To achieve the outcome, partnerships are critical and any future intervention must be able to foster productive partnerships for success.

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

National ownership of the *Insight for Action* initiatives needs to be proven. As of now, there is no clear evidence of the policy advice translating into policy impact. National ownership is also a critical aspect for poverty monitoring initiatives and must be addressed adequately in future interventions.

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP's NEXT COUNTRY PROGRAMME AND CPAP?

UNDP should continue to support the development of improved **poverty monitoring systems**. It is important that the Preparatory Assistance phase builds on lessons captured in reviews and assessments of earlier support provided by UNDP and development partners in the area of poverty monitoring. It is recommended that UNDP should leverage its reputation as "neutral partner" and as "convenor", and engage in a multi-stakeholder dialogue to build consensus around future interventions in poverty monitoring.

Additional **aspects** that would require special attention in the future are a) careful selection of the main implementing partner; b) the need for strengthening the in-house capacity of counterpart government institutions instead of imposing additional institutional mechanisms or appointing external consultants on long term basis, and c) significantly improved donor coordination, which is especially relevant since funding for poverty monitoring is mostly provided by development partners.

CPAP OUTCOME 10: AID EFFECTIVENESS

Effective ownership of **external resource mobilization and aid coordination** by the government focal point and sectoral ministers/agencies, in line with the Strategic Framework

Outcome Indicators	Baseline	Target	Current status
CDCF meetings organized by CRDB every 18 months	No (2006)	Yes (2010)	Yes
Nr. of times CRDB conducts a Paris Declaration survey	0 (2005)	3 (2011)	2(2008)
Expenditure to date (since 01/2006):			2.3m USD

Given the challenges of rebalancing decision-making over aid coordination away from donors and towards government, the progress made in this area has been significant: **Government's leadership of aid dialogue** has increased; both donors and government have **built up evidence of current aid practice**; and in some areas policy **change has been instigated**, to improve the performance of aid in pursuit of development results.

After three years of the five year Multi-Donor Support Programme (MDSP), there has already been significant progress at the outcome level. With strong political leadership, UNDP's resources have been used to increase the **Council for the Development of Cambodia (CDC) / Cambodia Rehabilitation and Development Board's (CRDB's) legitimacy, visibility and capacity to strengthen aid management**. Some aspects of some of the key mechanisms for aid policy dialogue (CDCF/GDCC/TWGs) have seen improvements with stronger **government leadership and better management**. Some stakeholders also noted **policy change** over the past years, for example with CDC/CRDB and RGC influencing donors to allow for a stronger government role in articulating the Joint Monitoring Indicators (JMIs). All stakeholders noted the project's invaluable contribution to the **evidence base for aid management** in Cambodia – including completion of the second round of the Paris Declaration Survey, implementation of an independent monitoring process, and articulation of two high quality Aid Effectiveness Reports (AERs). These achievements testify to the **increased capacities of CDC/CRDB staff to collect and analyse data through the Cambodia ODA database**, as well as to their capacities to present evidence and recommendations that are pertinent to aid policy. The project has helped establish the basis for significant improvements to aid policies over the next 3 years and in some cases (such as with the guidelines for technical cooperation) these changes are already in motion.

Some of the stakeholders met during the assessment indicated that whilst significant efforts were being made to strengthen government's capacities and leadership of the agenda, perhaps **less effort** was being seen within the **donor community**. Slow progress towards Programme Based Approaches at the sector level, minimal progress in taking forward division of labour concerns, and as yet the lack of a systematic approach to strengthening and working with government systems were all areas that were highlighted as needing further attention. Some stakeholders considered UNDP's support for the MDSP and its role as a more neutral development partner (vis-à-vis most bilateral and multilateral *donors*) provided the basis for an even stronger role in the agenda.

RATING: *exceeds expectations*

CPAP OUTPUT 10.1.: Systems and human resources within CDC/CRDB developed			
Output Indicators	Baseline	Target	Current status
Capacity development strategy Cambodia Rehabilitation and Development Board (CRDB) drafted	No (2005)	Yes (2010)	Yes (2008)
% of positions defined in CRDB organigram which are fully staffed	50% (2005)	95% (2010)	70% (2007)
Nr. of times per year staff performance is reviewed	0 (2005)	2 (2010)	4 (2007)
Nr. of times the Cambodia Official Development Assistance Database is updated per year	1 (2006)	4 (2010)	2 (2007)
Expenditure to date (since 01/2006):			2.3m USD

In 2006, with donor support from DFID, AusAID, New Zealand and CIDA, and under RGC's leadership, UNDP prepared and began implementation of the **Multi-Donor Support Programme (MDSP) to implement RGC's Strategic Framework for Development Cooperation**. As the data for the indicators suggests, UNDP has – to a large extent - delivered timely on Output 10.1. and is well on track to achieve the remaining elements.

Whilst this output focuses on systems and human resources within CDC/CRDB, the project has made significant progress on a range of fronts beyond CDC. These areas of progress include successful support to **sector ministries** through the project's block grant support to Technical Working Groups and to the **development community** more broadly through better managed and supported GDCCs and CDCFs. A key area of progress not captured in the current CPAP outputs is the project's support for increasingly robust **evidence of progress** against government and international aid policy.

Regarding Output 10.1, the project's approach to **capacity development** (CD) within CDC/CRDB is considered as a model for CD in other areas of government. For examples, Ministries of Planning and Women's Affairs have both called upon the expertise and experiences in CDC for considering their own CD strategies. The approach has linked all levels of capacity development (institutional, organisational and individual) and has worked to develop both competencies and incentives for performance improvements. CDC and CRDB staff's technical and managerial competencies have been strengthened through training programmes and periodic retreats. Their expertise is now called upon by others as in the examples of being asked to make expert presentations in technical working groups and other forums. These other forums have included international meetings where staff have contributed to international policy processes as well as learnt from international experience to strengthen national processes.

CDC/CRDB's increasing expertise and managerial capacity have in part contributed to improvements in aid management in **other parts of government's programming**. For example, a Health Strategic Framework has been developed with the TWG secretariat's support in the health sector. This can in part be related to the benefits of increased understanding of Programme Based Approaches provided through the project organised training as well as to sustained support to the TWG secretariat through the project's establishment and training of a network of aid effectiveness focal points in TWG secretariats (including health). This network of 'champions', provided with financial and non-financial support (including opportunities for professional development), is a key feature of the capacity development approach adopted by the project.

RATING: *Outstanding progress*

TO WHAT EXTENT ARE CPAP OUTPUTS CLEARLY LINKED TO CPAP OUTCOMES?

- First, **the outcome should be given increased profile** in a new CPAP with fewer outcomes. Given the widely held perception of UNDP's comparative advantage in this area the outcome should have more visibility in the UNDP portfolio.
- Second, it is a strong recommendation of this review that the CPAP **expand the number of outputs linked to this outcome**. The current output 10.1 does not do justice to the achievements and investments in this area. Two more outputs might focus on (i) strengthened capacity and commitment of TWGs to take forward aid policy; and (ii) strengthened aid policies based on evidence and effective dialogue between all stakeholders.
- Finally, **UNDP should consider its human resource investments in achieving this outcome** in addition to its financial contributions to the MDSP project. Linking this CPAP outcome to MDSP only does not reflect the scale of the endeavour – progress requires engagement from staff in other sectors, and at advisory and senior representational levels.

DOES UNDP ENGAGE WITH THE RIGHT PARTNERS TO DELIVER OUTPUTS AND ACHIEVE THIS OUTCOME?

Yes. UNDP is supporting CDC/CRDB to build its capacity to work with other areas of government and with donors. There may be a case for UNDP doing more outside of the project at a senior level, engaging with donors, government and CSOs. For CSOs a more coherent approach across the programme may be needed.

TO WHAT EXTENT HAS UNDP INTEGRATED GENDER EQUALITY, NATIONAL OWNERSHIP, SOUTH-SOUTH COOPERATION? TO WHAT DEGREE DOES UNDP SHARE KNOWLEDGE?

UNDP's primary focus is to support greater **national ownership** of the aid management agenda. UNDP has also drawn on **South-South capacity** development opportunities as well as contributed to them. Recognising the RGC's progress on aid management, governments from other countries (e.g. Papua New Guinea, Vietnam and Indonesia) visited Phnom Penh for learning and in some cases (e.g. Governments of Nepal and Vietnam) made requests for Cambodian experts to visit and support national processes. The CRDB Secretary General and other senior staff in CDC/CRDB have been identified as leaders in supporting partner country contributions within the OECD DAC and regional policy meetings. Cambodia's work with Laos and Vietnam on the Joint Initiative on Mutual Accountability has been shared at the Third High Level Forum on Aid Effectiveness in Accra. There may be further opportunities to strengthen the way in which MDSP's capacity development work with TWGs might include a stronger focus on **gender**. UNDP might also further consider synergies between MDSP, work with MoWA and the Gender TWG.

WHAT ARE POTENTIAL AREAS OF ENGAGEMENT FOR UNDP'S NEXT COUNTRY PROGRAMME AND CPAP?

Stakeholders raised concerns over slow and patchy donor support for the aid effectiveness in Cambodia. The increase in Programme Based Approaches is slow, and donor's support for government's interest in a stronger donor division of labour has not been systematic. Given the success of MDSP and the increased international focus on Aid Effectiveness issues following the Third High Level Forum on Aid Effectiveness in Accra, many stakeholders are **looking to UNDP to play a stronger role in supporting a step change to donor engagement on the agenda**.

In particular, UNDP will need to consider strengthening capacities / engagement on three levels to support this: **(i) using its senior leadership to galvanise change in the donor community** (e.g. dedicating more of the country director's time to the agenda and to the relevant TWGs); **(ii) enhancing its advisory capacity** to give clout to UNDP's advocacy on aid effectiveness issues (e.g. recruiting an Aid Effectiveness advisor to carry on and strengthen the excellent support provided by the current programme officer on MDSP and providing extra support in providing advice within key programmes across the CPAP); and **(iii) developing stronger incentives within UNDP's full range of projects**

and programmes so as to mainstream concern with aid effectiveness policy (e.g. developing an AE Action Plan for UNDP across its portfolio). Some stakeholders also felt that strengthening UNDP's role in aid effectiveness would be seen as 'incongruent' if there was not also some further investment in the UNRC's office to articulate and monitor systematic UNCT policy on aid effectiveness. Such an investment should also include a dedicated UNCT staff member and a monitorable UNCT AE action plan (initially this could aggregate the significant on-going work across UNCT) and use this to communicate commitment to the AE Agenda.

3. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

Overall efforts to mainstream gender concerns into the work of UNDP have been **weak**. Project gender strategies developed in 2007 highlight gaps and entry points within projects. However, there seems little or no ownership over implementing the findings and recommendations articulated in these strategies. There needs to be a validation of the findings and each of the projects and clusters needs to find its strategic entry points through the lens of its programmatic thrust. The identified activities need to be integrated, while linking gender equality to the overall outcome and outputs, and accountability needs to rest with the clusters. Gender expertise should be made available in a support/advisory role to the teams in implementing these activities.

Gender concerns need to be integrated from the design phase, with specific activities and indicators, and placing monitoring requirements. Gender related results do not seem to be captured effectively through quarterly and annual reporting formats. Overall documentation and capturing knowledge about results and challenges is overall weak in the clusters. Knowledge management, outreach and advocacy work could be strengthened while ensuring that gender equality concerns are made visible. The capacity development work should ensure that men and women are represented in equal numbers through the opportunities which UNDP provides. Support could be provided to generate gender-related networks and/or coordination mechanisms for gender equality. A good entry point could be the integration of gender concepts to be included in the outreach, advocacy and trainings which are carried through the different projects to their stakeholders, as well supporting relevant stakeholders to use gender analysis when designing policies, laws, and environmental protection programmes. While specific entry points have been identified in each of the assessments, the following have been highlighted for the clusters:

- **Governance:** While the Access to Justice Project, through its work on ADR, targets women and ethnic minorities, this seems to be more an eventuality, rather than being systematically addressed. Attention is needed towards a coordinated response mechanism to address violence against women, and UNDP's regional experience could be leveraged. The D&D programmes should be designed with a clear component strengthening the capacity of elected women councillors and nurturing women's leadership. This should link with the work through the Project for Gender Equity on women's leadership and gender and governance trainings. The role of the Planning & Budgeting Committees which comprise of one women and one man, could also support the direct and active participation of women. It would be favourable to have a clear strategy on participation of women through representation, which takes into account women's lack of access to information relating to the public sphere and attitudes which restrict their presence in the public sphere.
- **Environment and Energy:** A training manual on gender and environment is currently being designed and adapted, with an added element of working on climate change. Attention should be paid to anchoring this manual to ensure continuity of such work. Since MoE has asked UNDP for support in developing their GMAP, lessons should be learned from experiences of other line ministries and emphasis should be placed on developing indicators, and ensuring integration of the GMAP into the work plan of the ministry. The climate change vulnerability assessment should seek to assess differential vulnerabilities, and subsequently to address them through sets of interventions and adaptation measures which are more responsive to these differences. The Tonle Sap project has women as its beneficiaries but since gender equality has never been considered as a goal, the results are not captured.

- **Poverty:** Within the poverty cluster, the business development and employment generation scheme could have a stronger focus which supports women entrepreneurs. While gender responsiveness in the monitoring of CMDGs and NSDP points us to the need for sex-disaggregated data, the new focus on provincial level monitoring provides a good entry point to integrate gender concerns through the budgeting processes of provincial budgets. The IFA project which works with SNEC, should focus on carrying out stronger gender analysis which can help to build the evidence base as well as provide future direction for gender equality programming and policy work. This could also help to build synergies and linkages across UNDP's different clusters and areas of work.

CAPACITY DEVELOPMENT

Many of the interventions in UNDP's current CPAP underscore the need to build capacities of institutions and individuals to be able effectively to govern and deliver required public services. However, mechanisms for institutional building seem to point more to **substitution of capacity** rather than developing capacity:

- Creating projects requiring international experts, supported by national staff and dependent on short term consultants, to implement initiatives that most often remain parallel structures, despite being co-located in government offices (e.g. decentralization) with no clear exit strategies articulated;
- "Demand driven" nature of these projects satisfy "ownership" requirements but fail to facilitate a more strategic determination of priorities and required sequencing of interventions. A capacity or needs assessment would ideally be one of the initial steps in the designing of a project, and would help to position UNDP to be more issue driven (based on evidence of need).

How should UNDP do business in Cambodia when capacities are weak or non-existent and where needs are to be defined locally? **Salary supplementation** is a stop gap measure, not a long term solution, and must be closely examined. Further work is needed to answer the following questions:

- Are there lessons from UNDP's interventions on how to deal with salary supplementation? Are there lessons from other countries how to address this problem?
- Is there a corporate and/or UN/donor position on salary supplementation in Cambodia so that a common response is provided and no reliance on individual project negotiations?

CORRUPTION

Failure to address corruption will undermine all efforts for development effectiveness in Cambodia. Since the problem is endemic and there is no political will to fight corruption, UNDP is better served not to "projectize" the issue at this time. It can be approached through specific sectoral initiatives and better integrated in the efforts to decentralize and deconcentrate public administration structures and services in the country.

4. LESSONS LEARNED

TOO MANY OUTCOMES REDUCE EFFECTIVENESS AND MONITORING

UNDP's **management capacities** are spread wide and thin, working towards ten CPAP outcomes. This has detrimental effects. The large number of outcomes makes effective **monitoring** difficult. Therefore, sufficient monitoring data is not always readily available. In addition, it re-enforces the '**projectization**' of the CPAP, leading in turn to limited synergies between projects and increased transaction costs for UNDP and its partners.

SUPPORT TO ACHIEVE OUTCOMES IS NOT ALWAYS FORTHCOMING

Also due to the large number of outcomes, UNDP **stopped or limited its support to three out of 10 outcomes**. For different reasons, UNDP's support to reducing and mitigating corruption (CPAP outcome 2) and its efforts to strengthen HIV/AIDS response across sectors (CPAP outcome 7) never got off the ground. UNDP's support to monitoring of the NSDP and CMDGs (CPAP outcome 9) were limited during the CPAP time frame. This has also to do with the fact that CPAP outputs in UNDP Cambodia do not automatically translate into 'projects' operating on the basis of annual work plans, as is current UNDP practice.

DELAYS ARE PRIME OPERATIONAL BOTTLENECK

Among the operational issues, **delays in implementation** emerge as a prime constraint in delivering outputs. In many cases, delays are related to hiring staff. Significant delays point to a weakness in the design of development interventions, since problems with hiring are well known and should have been factored into the planning or mitigated.

PROJECTS STILL 'OVERRIDE' COUNTRY PROGRAMME

Evidence suggests that UNDP has not yet overcome the **focus on projects**. The Country Programme and the Country Programme Action Plan appear secondary compared to projects and project documents. This leads to a certain inattention to the exact formulation of CPAP outcomes and outputs, its indicators and its monitoring. UNDP appears to focus most of its attention on planning, implementing, monitoring and evaluating projects rather than the overall country programme. In some cases, projects implement activities which do not directly lead to the respective CPAP output but to a project output. For example, output 1.2. of the CPAP is defined as "capacity of the Ministry of Justice and local authorities developed to increase access to justice", while the respective project focuses predominantly on Alternative Dispute Resolutions.

OVERALL APPROACH TO CAPACITY DEVELOPMENT IS NEEDED

Numerous projects struggle with the appropriate approach to capacity development and salary supplementation. A recurrent issue in the results assessment was that a key challenge is how to avoid or mitigate the **substitution of capacity**. UNDP Cambodia would benefit greatly from a coherent, overall approach to capacity development, ideally harmonized with other UN agencies and the donor community.

5. KEY RECOMMENDATIONS

As the results assessment has shown, the Country Programme Action Plan of UNDP Cambodia is clearly in need of a stronger focus. Currently, UNDP Cambodia is working to achieve ten short-term outcomes. This is potentially reducing the effectiveness and efficiency of UNDP's operations in Cambodia by spreading resources and management capacity over too many very different areas of work. The high number of CPAP outcomes also poses a challenge for effective outcome monitoring and for credibly demonstrating results. The need for a stronger focus has also been expressed by the Government of Cambodia and is supported by UNDP's corporate policy on programming.

As part of a Mid-Term Review of the CPAP, a reduction from ten to five CPAP outcomes is recommended.

The process of reducing CPAP outcomes needs to be rational and transparent. Four criteria can help in re-focusing the CPAP:

- **IMPORTANCE IN NATIONAL STRATEGY**
How central is the Outcome to the national development strategy of Cambodia?
- **CORPORATE COMPARATIVE ADVANTAGE**
Does UNDP globally have a comparative advantage in this area?
- **LOCAL COMPARATIVE ADVANTAGE**
Does UNDP have a comparative advantage in this area in the specific context of Cambodia?
- **EFFECTIVENESS TO DATE**
How effective (= how have inputs and outputs translated into outcomes) have UNDP's interventions been in the past in this area?

In addition, UNDP must ensure that any reduction of CPAP outcomes remains consistent with the **UN Development Assistance Framework** and UNDP's approved **Country Programme Document** for Cambodia.

An analysis of existing CPAP outcomes based on these criteria can provide guidance in determining which outcomes UNDP should be focusing on in the future.

ANALYSIS OF CURRENT CPAP OUTCOMES

Nr.	Outcome	Importance in national strategy (1)	UNDP's corporate comparative advantage (2)	Effectiveness to date (3)	UNDP's comparative advantage in Cambodia (4)
1	Outcome 1: Reinforced democratic institutions which help create checks and balances on the executive power	Medium	High	Medium	High
2	Outcome 2: Mechanisms to reduce/mitigate corruption introduced	Medium	High	Low	Low
3	Outcome 3: Enhanced enabling environment for democratic local governance and development	High	High	High	High
4	Outcome 4: Improved capacity of national/sectoral authorities to plan and implement integrated approaches to environmental management and energy development that respond to the needs of the poor	Medium	High	High	High
5	Outcome 5: The policy and planning framework of the country incorporates a comprehensive approach to and specific targets for reduction of human and income poverty through employment generation	High	High	High	Medium
6	Outcome 6: Strengthened processes in mine action with emphasis on making land and infrastructures available to the rural poor men and women	Medium	Low	High	Medium
7	Outcome 7: Strengthened HIV/AIDS response across sectors from central to local levels	Low	High	Low	Low
8	Outcome 8: Policy statement and strategies incorporate gender equality dimension	High	High	High	High
9	Outcome 9: Improved monitoring of NSDP and CMDGs including broad-based policy dialogue and participatory reporting	Medium	High	Medium	High
10	Outcome 10: Effective ownership of external resource mobilization and aid coordination by the government focal point and sectoral ministers/agencies, in line with the Strategic Framework	High	High	High	High

(1) IMPORTANCE IN NATIONAL STRATEGY: The ratings are based on an assessment by the CPAP results assessment team in discussion with UNDP staff and are based on key strategic documents like the Rectangular Strategy and the National Strategic Development Plan 2006-2010, but also taking into consideration the level of funding in the national budget to support the outcome. The label "high" indicates the outcome is a key element of the Cambodian national strategy with significant funding. The label "medium" implies that the area of intervention is an important part of the national strategy, but not a core objective. The label "low" indicates that the outcome is not considered a key element of the national development strategy and/or has comparably few funds earmarked or disbursed to support the outcome.

(2) COMPARATIVE ADVANTAGE: This rating refers to UNDP's comparative advantage at the corporate level as defined in UNDP's Strategic Plan 2006-2011. The label "high" refers to either an explicit match of the CPAP Outcome with an Outcome in UNDP's Strategic Plan 2008-2011 or an implicit match with the narrative strategy outlined in the Strategic Plan. "Low" indicates that this CPAP Outcome is not, or is only marginally, reflected as a corporate UNDP Outcome.

(3) EFFECTIVENESS: This rating is based on an assessment by the CPAP results assessment team in discussion with UNDP on progress towards the outcome and the level of delivery of outputs compared to the amount of funds spent from 2006 to date.

(4) COMPARATIVE ADVANTAGE IN CAMBODIA: This rating is based on an assessment by the CPAP results assessment team in discussion with UNDP, taking into account the activities and strengths of development partners, UNDP's experience in that area, and the perception of UNDP's work towards the outcome.

Based on this analysis, three outcomes of the current CPAP are particularly important: Outcome 3 (**local governance**), Outcome 8 (**gender equality**) and Outcome 10 (**resource mobilization and aid coordination**). These three outcomes score high on all four criteria: they are regarded as a key national development goal, UNDP has so far been successful in delivering outputs and credibly demonstrate progress towards outcomes, and UNDP has a comparative advantage in this area both globally as well as in the local context.

Two of the current CPAP outcomes score high on most accounts as well: Outcome 4 (**environmental management and energy development**) is rated “medium” only with regard to its importance to the national strategy. Outcome 5 (**human and income poverty**) scores “medium” only with regard to UNDP’s comparative advantage in Cambodia.

Two outcomes are rated “low” in at least two areas: Although Outcome 2 (**corruption**) is a core practise area of UNDP and of medium importance to the national strategy, UNDP’s interventions so far have not been effective and UNDP does not have a comparative advantage in the Cambodian context. Although it is a key area of UNDP’s global work, outcome 7 (**HIV/AIDS**) is rated low on three criteria: It is currently not regarded a key government priority, UNDP’s work on HIV/AIDS during this CPAP has delivered few outputs, and UNDP does not have a comparative advantage in the area of HIV/AIDS in Cambodia.

Based on this analysis, the results assessment mission recommends the following steps in order to focus the CPAP and reduce the current ten CPAP outcomes to five:

RECOMMENDATION 1:

■ **integrate Outcome 2 (corruption) with other outcomes**

RATIONALE:

- Failure to address corruption will undermine all efforts for development effectiveness.
- However, due to the lack of progress in fighting corruption, UNDP is better served not to “projectize” the issue. Preliminary efforts by UNDP in that regard in 2006 have failed.
- A more promising strategy at this stage is to make use of entry points in Outcome 3 (local governance and development) and possibly Outcome 1 (democratic institutions). The current draft of the SACHARIT project could provide the framework and concrete ideas how to mainstream transparency and accountability.

RECOMMENDATION 2:

■ **integrate Outcome 6 (mine action) with poverty outcome**

RATIONALE:

- Mine action is not at the core of UNDP’s global business model as defined in the results of UNDP’s current Strategic Plan.
- There is limited evidence of the effectiveness of UNDP’s interventions in making land and infrastructure available to the rural poor men and women.
- However, given the Government of Cambodia’s interest and UNDP’s current role in resource mobilization for demining, mine action activities can be subsumed under a broadened poverty portfolio.

RECOMMENDATION 3:

■ **integrate Outcome 7 (HIV/AIDS) into development effectiveness outcome**

RATIONALE:

- At the current stage, it remains unclear what role UNDP could and should play in strengthening the response to HIV/AIDS.

- Although there is a potential role for UNDP in addressing the issue of stigma and discrimination and in conducting research, there is currently no proper problem analysis to define a clear objective for UNDP.
- The current support to conduct a Socioeconomic Impact of the HIV Epidemic at the Household Level in Cambodia can be, for example, folded into the Insights for Action projects.

RECOMMENDATION 4:

■ **mainstream Outcome 8 (gender) throughout the country programme**

RATIONALE:

- A stand-alone approach to strengthening gender equity risks compartmentalization and “projectization” of gender in the country programme. It would also provide little incentive for true gender mainstreaming throughout the CPAP.
- UNDP’s support to influencing policies by supporting the Ministry for Women’s Affairs has been successful, but a broader approach to gender equality is recommended at this stage.
- UNDP’s current support to the Ministry for Women’s Affairs can be included in the outcome on development effectiveness for the remaining CPAP period.
- Mainstreaming gender throughout the outputs and outcomes of the country programme will be helped by a new UNDP gender advisor. In addition, the CPAP should include gender-related activities and gender-disaggregated indicators throughout the CPAP on both output *and* outcome level.

RECOMMENDATION 5:

■ **merge Outcome 9 (monitoring NSDP & CMDG) and Outcome 10 (resource mobilization and aid coordination) into a single outcome on development effectiveness**

RATIONALE:

- Both outcomes and the related activities support the government to be better able to manage aid effectiveness.
- In addition, the current *Insight for Action* project can be subsumed under the same new outcome, since it also focuses on policy advice on effectively managing the development process

RECOMMENDATION 6:

■ **include an Output on climate change mitigation and adaptation under the environment outcome and adjust the outcome formulation accordingly**

RATIONALE:

- Evidence is mounting that climate change undermines development efforts and poverty alleviation. Climate change poses an additional challenge to Cambodia’s efforts to achieve the MDGs.
- The promotion of adaptation to climate change is now one of UNDP’s core areas of work. UNDP’s current Strategic Plan 2008-2011 defines mainstreaming climate change adaptation policies into national plans as a key area of UNDP’s support. Further, in July 2008 UNDP finalized its global climate change strategy which provides scope and directions for UNDP Cambodia.
- Currently, few other multilateral and bilateral donors are supporting the Government of Cambodia in climate change mitigation and adaptation.
- The government appears interested in UNDP’s support in climate change. UNDP has good and long-standing working relationships with the Ministry of Environment.
- Including climate change in the CPAP will provide Cambodia with additional funding windows for climate change mitigation and adaptation.

RECOMMENDATION 7:

- **broaden the support to trade reform by piloting and demonstrating various trade value chains; consider expanding the poverty portfolio with interventions which more directly impact the poor in light of the current economic crisis**

RATIONALE:

- In the Cambodian context, the correlation between streamlining trade related activities and the prospective impact on poverty reduction appears to be high.
- The Diagnostic Trade Integration Strategy has identified specific product and services with a reasonably high human development impact potential as well as market potential. Based on the strategy, UNDP can pilot and demonstrate integrated value chains in the identified areas.

RECOMMENDATION 8:

- **reformulate and sharpen outcome & output statements in line with UNDAF, the UNDP Country Programme Document and a Human Rights-Based approach**

RATIONALE:

- Some of the current CPAP outcomes are poorly formulated and do not accurately capture UNDP's activities in Cambodia.
- Some outputs do not directly contribute to the respective outcome.
- Outcome statements do frequently omit right-holders and duty-bearers.
- However, the link with the UNDAF and the UNDP Country Programme Document needs to be retained.

ABBREVIATIONS

ADR	Alternative Dispute Resolution	MoI	Ministry of Interior
AE	Aid Effectiveness	MoJ	Ministry of Justice
AER	Aid Effectiveness Report	MONASRI	National Assembly Senate Relationship and Inspection
CBNRM	Community-Based Natural Resource Management	MoP	Ministry of Planning
CCE	Community Conversation	MOWA	Ministry of Women's Affairs
CD	Capacity Development	MP	Member of Parliament
CDC	Council for the Development of Cambodia	NAP	National Action Plan
CDCF	Cambodia Development Cooperation Forum	NAPA	National Adaptation Action Plan
CDM	Clean Development Mechanism	NDI	National Democratic Institute
CDRC	Commune Dispute Resolution Committee	NEC	National Election Commission
CLEC	Community Legal Information Centre	NEX	National Execution
CMAA	Cambodia Mine Action Authority	NGO	Non Government Organisation
CMDG	Cambodian Millennium Development Goal	NHDR	National Human Development Report
CO	Country Office	NIS	National Institute of Statistics
CPAP	Country Programme Action Plan	NLCS	National League of Commune/Sangkats
CRDB	Cambodian Rehabilitation & Development Board	NPD	National Project Director
CSO	Civil Society Organisation	NPDD	National Programme for Decentralization and Deconcentration
CTIS	Cambodian Trade Integration Strategy	NSDP	National Strategic Development Plan
D&D	Deconcentration and Decentralization	ODA	Overseas Development Assistance
DDLG	Decentralization Deconcentration & Local Governance (project)	PA	Protected Area
DFID	Department for International Development (UK)	PACS	Provincial Association of Commune/Sangkats
DoIC	Department of Industry and Commerce	PLHIV	People Living with HIV
DPA	Development & Partnership in Action	PSDD	Project to Support Democratic Development through Decentralization and Deconcentration
DSA	Daily Subsistence Allowance	RGC	Royal Government of Cambodia
DTIS	Diagnostic Trade Integration Strategy	SACHARIT	see footnote page 19
EU	European Union	SDEP	Strengthening Democracy and Electoral Processes
GDCC	Government-Donor Coordination Committee	SGP	Small Grants Programme
GEF	Global Environment Facility	SIDA	Swedish International Development Cooperation Agency
GMAP	Gender Mainstreaming Action Plan	SNEC	Supreme National Economic Council
GPPS	Global Programme on Parliamentary Strengthening	SWAp	Sector Wide Approach
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (Germany)	SWOT	Strengths Weaknesses Opportunities Threats
ICC	Inter-Commune Cooperation	TCS	Technical Coordination Secretariat
IFA	Insights for Action	TCSP	Training for Capacity Strengthening Program
INGO	International Non Government Organisation	TWG	Technical Working Group
IP	Indigenous Person	UNCAC	UN Convention Against Corruption
IPU	Inter-Parliamentary Union	UNCT	UN Country Team
JMI	Joint Monitoring Initiative	UNDP	United Nations Development Programme
LAC	Legal Aid of Cambodia	UNIFEM	United Nations Development Fund for Women
LEAP	Legislature Assistance Project	UNRC	UN Resident Coordinator
MDG	Millennium Development Goal	USD	US Dollar
MDSP	Multi-Donor Support Programme	UXO	Unexploded Ordnance
MoC	Ministry of Commerce	WWF	World Wildlife Fund
MoE	Ministry of Environment		

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