

Trade Related Technical Assistance for Development and Equity (T.R.A.D.E.)

Independent Project Review

Final Report

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List of Acronyms and Abbreviations

ADB	Asian Development Bank
AE	Aid Effectiveness
AFD	Agence France Developpement
AfT	Aid for Trade
AFTA	ASEAN Free Trade Agreement
ASEAN	Agreement of Southern and Eastern Asian Nations
Aus Aid	Australian Agency for International Development
AWP	Annual Work Plan
Camcontrol	Cambodia Import-Export Inspection and Fraud Repression Department
DDA	Doha Development Agenda
DEX	Direct Execution
DFID	Department for International Development
DICO	Department for International Cooperation (MoC)
DPs	Development Partners
DTIS	Diagnostic Trade Integration Study
EC	European Commission
EIF	Enhanced Integrated Framework
EU	European Union
GATS	General Agreement on Trade in Services
GMS	Greater Mekong Sub-region
GSP	Generalized System of Preferences
GTZ	Gesellschaft für Technische Zusammenarbeit
IAs	International Advisors
ICA	Institutional Capacity Assessment
IF	Integrated Framework
ILO	International Labour Organisation
IMF	International Monetary Fund
IPR	Intellectual Property Rights
ITC	International Trade Center
JICA	Japanese International Cooperation Agency
LDC	Least Developed Countries
MBPI	Merit Based Performance Incentives
MDGs	Millennium Development Goals
MOC	Ministry of Commerce of the Royal Cambodian Government
NEX	National Execution
NGO	Non-Governmental Organization
NSDP	National Strategic Development Plan
OECD	Organisation for Economic Co-operation and Development
ODA	Official Development Assistance
PAs	Producer Associations

PRSP	Poverty Reduction Strategy Paper
PSC	Project Steering Committee
PT	Project Team
RGC	Royal Government of Cambodia
RSA	Royal School of Administration
RSJP	Royal School for training Judges and Prosecutors
RULE	Royal University of Law and Economics
SME	Small and Medium Enterprises
SNEC	Supreme National Economic Council
SPS	Sanitary and Phyto-Sanitary measures
STE	Short-term expert
TRADE	Trade Related Assistance for Development and Equity
TA	Technical Assistance
TDSP	Trade Development Support Program
TRTA	Trade Related Technical Assistance
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNIDO	United Nations Industrial Development Organisation
USAID	United States Agency for International Development
WB	World Bank
WTO	World Trade Organization

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Executive Summary

T.R.A.D.E. project: The Trade Related Assistance for Development and Equity was signed by the Royal Government of Cambodia (RGC) and UNDP in 2004 and implementation commenced in 2006, based on a revised project document. It aims to assist Cambodia to benefit from integration into global and regional markets by designing policies and strategies to promote export. It also aims to reinforce the linkages between trade and human development and to reduce poverty by developing institutional capacity and creating employment opportunities. The project consists of four major components: 1) Enhancing the government's capacity to formulate trade policies; 2) Supporting government's institutional capacity in dealing with trade matters; 3) Developing supply-side capacity; and 4) Increasing aid effectiveness by supporting the RGC in setting up a Trade SWAp. The project was initially implemented directly by UNDP (DEX), but this arrangement was changed and the responsibility for implementation was given to the Ministry of Commerce (MoC), with oversight functions delegated to UNDP (NEX).

Purpose and objectives of the review: The review assessed the performance of the ongoing project, identified knowledge products and analyzed the rationale for UNDP engagement in the trade sector in Cambodia. The performance of the current project was measured against the criteria of relevance, efficiency, effectiveness, impact and sustainability. Conclusions and recommendations will support UNDP, the RGC and the project staff to address shortcomings in order to attain the project's intended outcomes by the end of 2010. Mid-term conclusions and recommendations will be used by UNDP to identify areas of comparative advantage and strategize its future positioning in providing AfT to Cambodia, which will have to be discussed with the RGC in view of planning the next programming cycle (2011-15). Knowledge products could be used – mainly by UNDP – to more effectively plan and implement projects in Cambodia or in other countries.

Review approach and methods: Both primary and secondary data were used. Secondary data were gathered mainly from review of project documents, while primary data were collected with questionnaires, interviews and focus group discussions. A wide range of stakeholders was consulted, including RGC officials, project staff, UNDP Country Office staff, Development Partners based in Cambodia, international advisors and representatives of beneficiaries. The report presents and analyses both quantitative and qualitative data. The Review Team made also an effort to assess the quality of the outputs, within the time limitation of the ToR.

Main findings on current project:

1. The project was perceived as being consistent with Cambodia's conditions, immediate needs and development capacity and with the UNDP vision, priorities and targeted outcomes. The inherent flexibility in the project allowed for response to changing circumstances and to address current needs within the general framework of the project, although this also left room for a loss of focus and continuity regarding some outputs
2. The structures and systems required for the effective execution of the project are now largely in place, including the Trade SWAp, but the project's outcomes and outputs are yet to be substantially delivered. The lack of follow-through with regards to planned annual outputs was reflected in concerns about inconsistent planning, budgeting and disbursement of funding. Opportunities presented by the Trade SWAp to identify

synergies with other development partner activities were expected to support the achievement of the project outcomes

3. Wide variations in the effectiveness of project activities were noted by stakeholders. The development of the DTIS, the contribution to the establishment of the Trade SWAp and the progress towards the establishment of a research and policy development function were acknowledged for their effectiveness, but concerns were raised about the limited quality outputs from other activities. This was partly attributed to issues identified with the project management structure and the lack of effectiveness of the core group modality in delivering planned outputs and outcomes. A lack of progress within the capacity development component has also restrained participants' ability to contribute to project successes
4. The project targets were generally acknowledged as addressing "human and income poverty through employment generation", although doubts were raised that the project would generate sufficient outputs to have a significant impact. The continuing lack of capacity development plans for key project staff and departments is hindering their ability to contribute to project outcomes. Producer associations voiced reservations that the support provided to date was sustainable due to poor follow-up and a lack of access to affordable finance
5. While ownership of the T.R.A.D.E. project is strong at a political level, the lack of a sub-decree to formalize responsibilities and authorities is impacting on the commitment and involvement of mid-level government officials. Targeted capacity development activities and further technical assistance is needed to ensure the capacity of government officials to sustain project outcomes. The further development of effective communication modalities with and between stakeholders is needed to ensure required information is available to all parties. The existing website on the Trade SWAp could be used as a platform to make available information on government plans and DPs ongoing and planned interventions.

Main findings on future UNDP engagement in AfT:

1. The progress in setting up the Trade SWAp is welcomed by all stakeholders but weak institutional capacity in RGC needs to be sustained with continuous Aid for Trade (AfT). There is an overall fatigue in dealing with setting up processes and mechanisms and anxiety on achieving tangible results is increasing. Improvements are expected in communication, (with the main stakeholders, rather than with the general public), government ownership and leadership, DPs' coordination and alignment. The division in Pillars seems functional to promoting division of labor, but not all concur with the product-based approach in Pillar II
2. Most stakeholders believe that UNDP is a credible and reliable partner. There is a broad perception that UNDP should continue its engagement in providing AfT to Cambodia, provided that it focuses on areas where UNDP has strong comparative advantages vis-à-vis other DPs. UNDP should refrain from getting involved in technical trade areas where it lacks the corporate expertise to exercise oversight and quality control function on outputs provided by external experts. UNDP's tasks in this area should be limited to coordinating inputs by specialized UN agencies
3. UNDP should build on the relationship of trust it has with the MoC to concentrate its future interventions on consolidating AfT effectiveness within the Trade SWAp, by assisting the MoC to reinforce its ownership, helping DPs to coordinate and align and

catalyzing synergies within the UN system. UNDP can also play a role in helping the government to link trade with human development and, more generally, in the area of capacity development and institutional strengthening. The flexibility of UNDP procedures is also considered a comparative advantage when compared with other DP systems

4. There is a very broad consensus among stakeholders interviewed on the possibility of UNDP funding a long term advisor position (Trade SWAp Facilitator) focused on strengthening institutional capacity – in particular within DICO – to manage the Trade SWAp. In general the advisor should help the MoC in increasing ownership and support RGC in encouraging DPs to align their interventions to the Trade SWAp.
5. UNDP Country Office's human resources are sufficient for the tasks they are performing, although their actions are weakened by the lack of corporate technical capacity in trade. Human resources in the area of aid effectiveness and capacity development seem appropriate, although they will have to be reassessed if UNDP is to focus future interventions in these areas, in particular if additional efforts are needed to promote coordination of UN AfT interventions.

Main recommendations on current project:

1. It is vital that the sub-decree on Trade SWAp roles and responsibilities be approved and implemented as soon as possible to support the contribution and commitment of all involved staff from MoC and line ministries
2. Efforts should be made to refocus and re-vitalize the current project management structure and core project team to improve their effectiveness to the end of the project cycle. Roles and responsibilities should be clarified, especially with regards to management and administration systems (planning, monitoring, budget management, document control, etc). The project assurance role should be used more effectively to ensure the effective functioning of the project management structure. Better feed-back mechanisms should be established to explain decisions taken by UNDP in exercising this function
3. An advisor (Trade SWAp Facilitator) should be appointed to support the MoC in managing the Trade SWAp with a long-term plan to develop the institutional capacity of DICO and the other departments involved (with initial focus on planning, monitoring and evaluation). In addition, UNDP, in its capacity of IF Donor Facilitator could also act as liaison between MoC and DPs, with a view to improving communication and promoting complementarities and synergies of interventions to support the sustainability of the project past its end date
4. As a matter of urgency, capacity development plans should be established for key departments of MoC and line ministries, and for producer associations. These capacity development plans should identify "quick wins" to be achieved as part of the project cycle and longer-term sustainable activities targeting functional responsibilities
5. UNDP should refocus its Pillar II and III resources with consideration of maximizing project contributions and synergies with other development partners. This should happen in tandem with the development of a plan to maximise sustainability of project outcomes agreed with all stakeholders in the first quarter of 2010

Main recommendations on future UNDP engagement in AfT:

1. UNDP should capitalize on its credibility as a neutral broker in the trade sector to consolidate its position within the Trade SWAp vis-à-vis the RGC and the DPs. Consolidation in areas of comparative advantage should be accompanied by progressive disengagement from areas where UNDP does not add value. Improvements in communication and transparency are *conditio sine qua non* for continuing to play a central role
2. Consistently and within the limitations of the mandate given in the Strategic Plan 2008-11, UNDP should concentrate its effort in the area of AfT effectiveness, by supporting at all levels the aid effectiveness agenda within the Trade SWAp. The role of broker should be formally assumed by UNDP, following an inclusive and transparent consultation of all stakeholders, including in the context of implementing the “partnership principles” which are currently being finalized. UNDP should design a comprehensive AfT Effectiveness Strategy supporting government ownership (by strengthening institutional capacity within DICO and other institutions involved in the Trade SWAp), DPs coordination and alignment (including within the UN system), enhancing harmonization and supporting M&E functions
3. UNDP should intensify consultation among DPs and with RGC to formulate consensus on financing the position of Trade SWAp Facilitator, which should act as the pivot of the AfT Effectiveness Strategy. The long term advisor should be reporting directly to the Sub-Steering Committee and he/she should facilitate SWAp planning, implementation, monitoring and evaluation. His/her functions should be based on a long term plan to develop institutional capacity – starting from DICO – to manage the Trade SWAp, with a detailed exit strategy to ensure sustainability
4. UNDP should act as a broker for specialized UN agencies in trade technical areas and, in this function, it could maintain the role of shepherd for pillar II. In pillar III, in addition to promoting the use of UN specialized skills, UNDP could get involved in delivering capacity development activities by tapping into national and regional expertise. Opportunities exist and should be explored further to support the Supreme National Economic Council in consolidating research capabilities, including in the area of linking trade to human development
5. UNDP should continue to strengthen its existing capacity in the trade area by providing specialized training to the staff in charge of the trade portfolio. Existing resources in the area of Aid Effectiveness should also be strengthened. UNDP should initiate discussion with the UN Resident Coordinator Office in Cambodia to identify modalities for increasing coordination among UN agencies, including by using existing framework agreements such as the “Inter-Agency Cluster on Trade and Productive Capacity”

Lesson learned and knowledge products: The experience gained during the implementation of the T.R.A.D.E. project offers opportunities to UNDP for reflecting on how future interventions can benefit from avoiding similar shortcomings and can be built on positive practices.

Knowledge products can be codified, including in the following areas:

1. Trade SWAp: similar frameworks can be selectively used in other countries, particularly in LDCs benefiting from the Integrated Framework
2. DTIS: both the process and the methodology to update the DTIS can be used selectively in other LDCs benefiting from the Integrated Framework

UNDP should also take measures to avoid recurrence of the following shortcomings that affected the project's implementation: a) opaque communication with other stakeholders; b) unclear implementation modalities; c) un-sustainability of the core team approach; d) involvement in technical areas without the necessary technical corporate expertise; e) avoiding distortive use of procedural flexibility.

I. INTRODUCTION

A. Background

The present project review addresses the Trade Related Assistance for Development and Equity (T.R.A.D.E.) project which was signed by the Royal Government of Cambodia and UNDP in September 2004. A revised project document was subsequently signed in 2006.

1.1. Trade Sector Background

Historical background: In the '80s Cambodia emerged from a period of social and political unrest that resulted in the demolition of the State structure and the physical annihilation of the country's human skills and resources. During the '90s, with the support of the International Community, the Royal Government of Cambodia succeeded in stabilizing the country and in laying down the foundations for economic and social development.

Trade as an economic engine: In the last decade, a concerted effort by the government, the private sector, the civil society and the international community has resulted in impressive achievements in terms of economic growth and poverty reduction, with trade functioning as an important catalyst of the economy. Tourism and garments, together with agriculture and construction, are the most important contributors to GDP.

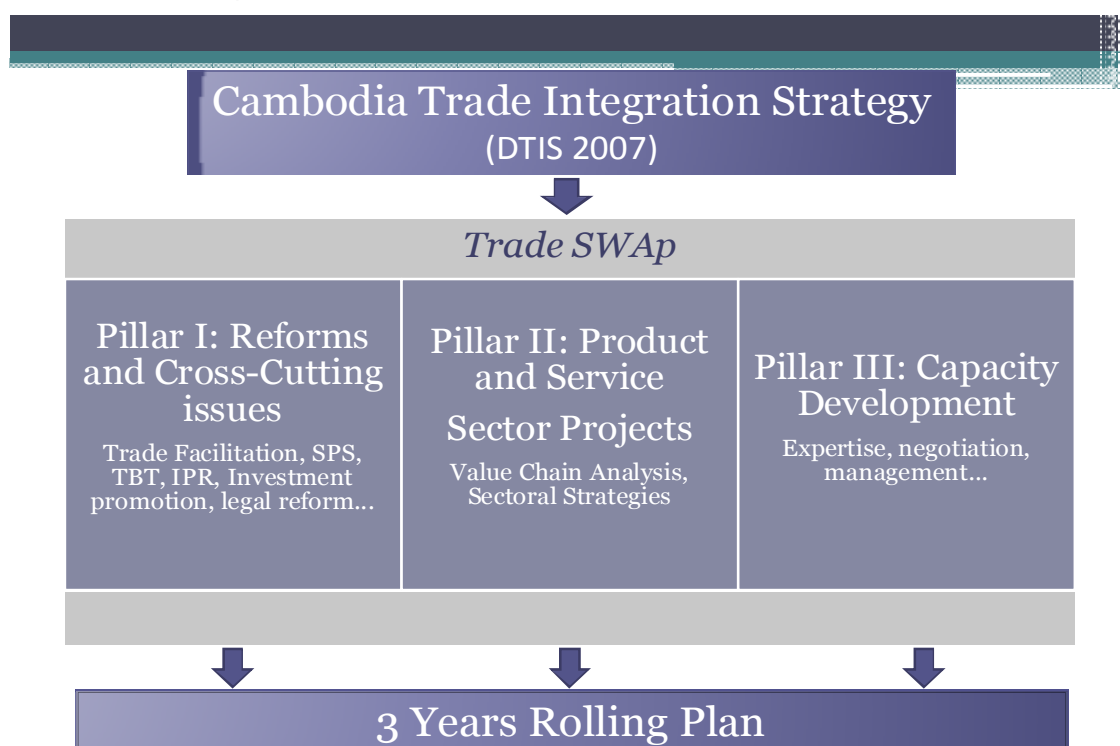
Challenges for trade development: Cambodia's export base is very narrow and diversification is necessary to support the trade sector's contribution to economic growth and poverty reduction. Better infrastructure is needed to improve the business environment and attract investment. Reforms are underway in the legal/judicial framework and they will contribute to improving the business enabling environment. One important constraint to further trade development is the lack of skilled human resources both on the side of the government and the private sector.

Table I.1. Trade SWAp Objectives

Identify and promote the development of a set of priority product and service sectors to serve as a basis for strengthening and diversifying Cambodia's export basket
Identify, eliminate, and/ or lessen legal, institutional, and human bottlenecks, either common to all priority sectors or specific to each, that are constraining the development of those priority sectors and export development more broadly
Strengthen the capacity of the RGC, and MoC in particular, to manage Cambodia's trade development agenda
Gear trade sector development efforts towards increasing their positive contribution to human development and poverty reduction ("mainstreaming")

Integrated Framework and Trade SWAp: With its accession to the World Trade Organization (WTO), Cambodia committed to an ambitious program of reforms which will help to liberalize the economy and to expand the commercial sector. The reform program is described in the Cambodia Trade Development Strategy 2007, whose implementation is supported by several Development Partners which provide Aid for Trade (AfT) via multilateral or bilateral channels. Cambodia received support under the Integrated Framework (IF) for Trade Related Assistance to mainstream trade in its national poverty reduction strategy. Cambodia is widely recognized as

Table I.2 Trade SWAp Structure



a country that benefited distinctively from the IF process and the RGC is taking measures to increase the effectiveness of AfT. In 2007, the Trade Sector Wide Approach (SWAp) was officially launched, comprising three pillars: 1) reforms and cross-cutting issues for trade development; 2) product and services sectors export development; 3) capacity-building for trade development and for the management of trade development.

UNDP in Cambodia: As part of the UN system, UNDP support to Cambodia is delivered under the UN Development Assistance Framework (UNDAF) which, *inter alia*, aims at supporting livelihood by fostering inclusive globalization and increasing productivity. One of UNDP Country Program Action Plan's outcomes is that "national and local authorities are able to promote pro-poor investment and expand economic opportunities". UNDP puts strong emphasis on creating opportunities for employment generation in view of including the poor in the development process. It also recognizes that well-functioning private and public sectors with solid regulatory, legal and institutional mechanisms in place are necessary for trade development to be inclusive.

Table I.3. Strategic framework for TRADE Intervention

UNDAF Priority 2	By 2010, agriculture and rural development activities have improved livelihoods and food security, as well as reinforcing the economic and social rights of the most vulnerable in targeted rural areas
UNDAF Key Result	Fostering inclusive globalization
UNDAF Outcome	The rural poor and vulnerable use their enhanced skills, abilities and rights to increase productivity
UNDP Country Program Action Plan Outcome 4	National and local authorities are able to promote pro-poor investment and expand economic opportunities
UNDP Country Program Action Plan Output 4.1.	Capacity to formulate and implement Cambodian Trade Integration strategy improved
UNDP Country Program Action Plan Output 4.2.:	Government capacities strengthened to support pro-poor private sector investment at a provincial level
UNDP Country Program Action Plan Indicators for Output 4.1	<ol style="list-style-type: none"> 1. Implementation mechanism for the Cambodian Trade Integration Strategy drafted; 2. Trade SWAp tracking data base functioning and updated annually; 3. Most recent update of www.tradeswap.org.kh Website in months; 4. TRADE project has implementable strategy to provide decentralized support to exporters (including three blocks: value chain information unit, provincial public – private sector dialogue, trade support network)
UNDP Country Program Action Plan Indicators for Output 4.2.:	<ol style="list-style-type: none"> 1. Capacity assessment at national level at sub-National level with recommendations of Cambodia Investment Board finalized; 2. Recommendations how to integrate private sector in provincial development planning process completed; 3. Concept note and TORs of Cambodian MDGs Private Sector Investment Council defined

1.2. Background of the Project Review

Focus of the review: The review took place about four years after the beginning of the project's operational implementation and one year before its conclusion. Since the review took place close to the project's conclusion, it included also the identification of "knowledge products" (best practices, lesson learned, etc.) and it assessed the rationale for the possible ongoing engagement of UNDP in the trade sector in Cambodia, looking at UNDP's comparative advantages *vis-à-vis* the other bilateral and multilateral development partners. The report offers recommendations to improve the T.R.A.D.E. project's performance in 2010, but recommendations mostly focus on UNDP's support to the trade sector in the next programming cycle (2011-15). Recommendations are based on the conclusions drawn from review of project documents and interviews with a wide range of stakeholders.

Structure of the report: After this introductory chapter which describes the context, objectives, scope and methodology, the report analyses the findings of document reviews and stakeholder consultations on the ongoing project (Chapter II). Findings are presented according to the evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability. Chapter III describes and analyses the stakeholders' perspective on the trade environment in Cambodia and the UNDP comparative advantage at technical level and on supporting aid effectiveness.

Chapter IV presents conclusions and recommendations for the short term (ongoing project) and the next UNDP programming cycle. Potential knowledge products and lesson learned are presented in Chapter V.

B. Description of the project

T.R.A.D.E Project: The Project's assistance to the Ministry of Commerce aims at “developing national capacity to make the best of the benefits that Cambodia's membership of the World Trade Organization offers. It facilitates Cambodia's integration into global and regional markets by helping to identify strategies that will promote exports most promising for revenue, export diversification and employment generation. By providing the analytical foundation for policy recommendations, facilitating the coordination of trade- related technical assistance (TRTA) and by strengthening capacity building, the Trade Related Assistance for Development and Equity project reinforces the linkages between trade and human development and therefore helps “reduce poverty.”

Problems addressed by the project: The main problems that the project seeks to address are: 1) fragility of economic growth and employment generation which are built on a very narrow base (tourism and garments); 2) poor governance, inadequate legal/regulatory framework, limited access to finance, lack of information and support services hindering SMEs development, and slowing agricultural growth affecting livelihood of rural population; 3) poorly developed human resources both on government and private sector side; 4) government's inability to fully benefit from Aid for Trade because of poor capacity to increase AfT effectiveness.

Overarching project objective and target group: The project objective is “to create enhanced opportunities for micro, small and medium enterprises to grow, create employment and actively participate in the nation's economy.” The target group is composed of “Those micro-entrepreneurs who are willing but currently unable to participate more actively and grow within the national economy”.

Initial project formulation: The initial program support document for the project was signed in September 2004, with a total budget of US\$2,458,885. It consisted of four major outputs:

1. Coordinated tailor-made responses to the TRTA needs of Cambodia are contributing to the human poverty reduction of the country
2. National capacity to facilitate pro-poor trade policy formulation and implementation including cross-sectoral and decentralized capacity is enhanced
3. Human Development Impact Assessment (HDIA) of trade reforms and empowerment of the participation of marginalized groups have an impact on the formulation and implementation of pro-poor trade policies
4. Cambodia's supply capacity is enhanced in the identified export potential sectors (agri-business, silk/handicraft), and the exports are expanded resulting to concrete and visible examples of employment generation and poverty reduction through trade and development

Revised Project Document: As a result of alleged discontinuities in the management structure of the Ministry of Commerce, the project's inception was delayed and activities started in 2006, based on a revised project document that reflected the modifications in the changing environment. The total budget was increased to US\$3,475,000. The main modifications introduced in 2006 are the following:

1. Activities to strengthen pro-poor trade policy development, implementation and monitoring

- capacity under the module "Enhance national capacity of MoC" were added
2. Activities to promote Public and Private Partnership initiatives for enhancing provincial supply capacity were added to the module "Enhancing National supply capacity"
3. A new Module focusing on private sector development was added, with the following objectives: a) Strengthening the enabling regulatory framework, by developing a national action plan for Commercial Dispute Resolution laws and Commercial Court implementation; b) Enhancing Micro and small enterprises' access to business information, by supporting Business Information Services Counters (BISC) model implementation

Flexibility of the project document: Despite an effort by UNDP and RGC to further define objectives, outcomes and outputs/targets, the revised project document purposely has a high degree of vagueness which is a distinctive feature of this intervention as compared to other DPs' projects in the area. The inbuilt flexibility in the project design is also the underlying cause of some of its most prominent merits and shortcomings. If, on the one side, the in-built flexibility enabled the project to adapt to changing circumstances and to address current needs as perceived by the Project Board, then on the other side, the lack of a strong programmatic framework introduced significant elements of weakness as far as strategic direction was concerned.

Despite the introduction in the 2006 revision of the comprehensive project results framework, project outputs/targets were set annually and they were often loosely linked to the original work plan. For the purpose of facilitating the project review, the outputs and targets set in the annual work plans were consolidated in table I.3 which gives an overall snapshot of the intervention areas.

Table I.4. Summary of TRADE intervention areas

Project Outcome Areas	Capacity to Formulate Trade Policies enhanced (DTIS/HDIA)	Government Capacity in trade area Developed	Supply Side Capacity Enhanced	Aid Effectiveness Increased (support to establishing Trade SWAp)
Targets for 2006	1) Draft DTIS Production of the studies by the end of the year 2) development of a strategic paper to implement, institutionalize and monitor HDIA methodology by end of 2006	Establish Core Group at MoC		
Targets for 2007	1) National validation of updated DTIS 2) Monitoring plan for the DTIS updates, including proper institutional mechanism developed 3) Monitoring plan for institutionalizing the HDIA methodology developed	National Core Group trained and capable to gather, review and analyze trade related information/data and make them available accessible	Public and Private Partnership for enhancing supply capacity methodology and action plan developed	
Targets for 2008	1) Human Development Impact Assessment 2008-09 roll plan developed and	1) Trade and Investment Capacity Development Plan endorsed by MoC and	1) Development of Provincial SME Development Plan	1) Trade SWAp implementation and monitoring: a) Log Frames

	<p>endorsed by MoC</p> <p>2) Two HDIA studies produced</p>	<p>Resource mobilization plan developed</p> <p>2) Commercial technical expertise: a) Needs Assessment conducted; b) Partnership with institutes to deliver training created</p> <p>3) Technical Management Skills: Program Management capacity development plan developed</p> <p>4) Trade and investment negotiation capacity plan developed</p>	<p>Target: a) two provincial SME Development plan adopted; b) Resource mobilization plan developed</p> <p>2) Support Export Promotion Services: Technical Assistance to the selected PCCs and Products Associations developed</p> <p>3) Support Legal/Regulatory Framework: a) Commercial Court implementation plan developed; b) Resource mobilization plan adopted</p> <p>4) Silk Sector Strategy supported implementation</p> <p>5) Promote Public and Private investments to deliver selected public services/goods (GSB): a) GSB Strategic Development Plan 2008-10, including resource mobilization plan developed; b) Village Phone Cambodia Initiative upscaled; c) Eco-tourism project developed; d) One renewable energy project developed; e) M-Banking project developed</p> <p>6) Development and Investment on selected National Sectoral Strategies: a) One sectoral strategy developed; b) Implementation coordination mechanism developed; c) Resource mobilization strategy developed</p> <p>7) Support inclusive financial services development: Scoping and design mission conducted</p>	<p>for the 2 sub programmes developed and endorsed by the trade Sub-Steering Committee; b) Product and Services Sector Export Development; c) Capacity-Building for Trade Development and for the Management of Trade Development</p> <p>2) Communication and Awareness Plan Developed</p>
Targets for 2009	<p>1) Trade policies studies 2009-10 plan developed and endorsed by MoC</p> <p>2) Joint study with DPs completed</p> <p>3) Trade and Gender assessment study conducted</p>	<p>1) Institutional Development Capacity Plan implemented including capacity of MoC and line Ministries to participate in Trade SWAp</p> <p>2) Core team and Project staff learning plan developed and implemented</p>	<p>1) Trade/Investment Information Unit in TPD establishment plan developed</p> <p>2) Export Promotion Strategy for cassava, and Prahoc developed and disseminated</p> <p>3) Trade Support Network for Cambodia Implementation Strategy formulated</p> <p>4) Capacity Development plan for Provincial Government offices (MAFF, MIME, MoC) and Product Associations and Chambers of Commerce developed</p>	<p>1) Trade SWAp 2009-2010 M&E developed</p> <p>2) Trade SWAp Communication Plan developed and implemented</p> <p>3) Log Frames 2009-2010 and monitoring plan for Pillar 2 and 3 developed</p> <p>4) Annual Evaluation of Pillar 2 and 3 completed</p>

Annex D presents an Outputs Tracking Table that tracks the achievement of the targets set in annual work plans. A summary of the project annual budgets and expenditure can be found in Table II.3.

Project Partners: The project document states that the primary project partners are the Ministry

of Commerce, relevant Provincial Chamber of Commerce and NGOs, envisioning that they will be responsible for carrying out project activities, while their capacity is strengthened.

Geographical dimension: The geographic focus of interventions was the North-Western region (i.e. Banteay Meanchay, Pursat, Battambang, and Siem Reap Provinces) with a possibility of extending to other areas. Several activities were also implemented in Phnom Penh.

Project execution modality: The original project document attributed the responsibility for implementing the project to UNDP. This arrangement was changed in 2006, when the responsibility was transferred to the Ministry of Commerce. A MoC Secretary of State was designated as National Project Coordinator with overall responsibility for project planning, reporting and auditing.

Project oversight and management: A Project Board has been given responsibility to review the progress on implementation of activities and approve allocation of funds to specific activities. A Project Manager is responsible for the day-to-day management of the project and for providing technical advice. UNDP Country Office was expected to provide an oversight function by giving support in the areas of recruitment and procurement of goods and services.

C. Key questions and scope of the evaluation

Terms of Reference for the Review: The ToR lists the following major purposes:

1. Assess the level of the project's progress and achievements against targets as specified in the Results and Resources Framework and respective AWP. Specifically:
 - assess activities implemented to date and the extent to which the planned outputs were attained
 - assess relevance of the project approach to the planned and achieved results
2. Assess the quality of the deliverables and outputs
3. Assess the project's operational modality, reviewing the effectiveness of the management structure (project board, project manager, project team set up) to produce deliverables and outputs
4. Review the focus of the project and assess the extent to which the project has adapted its goals to the new environment. Specifically:
 - assess alignment with the UNDP Strategic Plan 2008-2011
 - assess relevance to the dynamic and complex environment of trade, i.e. the Trade SWAp, the Enhanced Integrated Framework and the Aid for Trade initiative
 - assess its comparative advantage *vis-à-vis* other UN agencies and Development Partners
 - provide a comprehensive set of recommendations to guarantee the relevance of the project beyond its scope and timeframe
5. Review knowledge generation and management within the context of the project. Specifically:
 - assess knowledge generation, validation, codification and dissemination mechanisms
 - identify key knowledge products (conceptual frameworks, methodologies, tools, lessons learnt, key products/publications) that could be subject to "packaging" for further dissemination, with special focus on South-South Cooperation

The ToR adds also that the independent project review shall take capacity development and

gender as cross-cutting elements. It clarifies that the information gained from this review will be a key element of the 2009 Annual Project Review, the development of the 2010 Annual Work Plan. Furthermore, it will serve as input for the next programming cycle, and the design of future interventions.

Inception Mission: During the inception mission, the objectives and scope of the ToR were further clarified as follows:

1. Considering the project idleness in its initial phase (2004-05), it was agreed to focus the review on the period 2006-09 (a work plan was not developed for the period 2004-05 and specific outputs/targets were not defined)
2. Although the review findings and recommendations could support improvements in the project's performance in 2009-10, the team should focus primarily on assessing UNDP's comparative advantage and RGC/DPs perceptions of UNDP as a partner in view of gauging if and how the organization should stay engaged in the trade sector
3. It was made clear that "all options should be left open; including leaving the sector if there is not a clear added value in staying in". Should there be a strong rationale to remain engaged, areas where UNDP has a corporate role and the Country Office has sufficient expertise should be identified
4. The decision on maintaining and/or redefining UNDP's presence in the sector is essentially political in nature and it will have to mature within the ongoing dialogue between UNDP and the RGC and in consultation with other DPs. The findings of this review will support this process by providing recommendations based on the analysis of the data to be collected
5. In addition, this exercise will help to identify knowledge products, lesson learned and best practices that could be shared with other countries

Review criteria and questions: The review addressed two set of questions whose answers will be used respectively to improve the project's performance in its final phase of implementation and to decide on continuing UNDP engagement in AfT in Cambodia. The first set of questions (Annex B) focused on the performance of the ongoing project, in view of assessing:

1. **Relevance:** the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor
2. **Efficiency:** it measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term which is used to assess the extent to which aid uses the least costly resources possible in order to achieve the desired results
3. **Effectiveness:** a measure of the extent to which an aid activity attains its objectives
4. **Impact:** the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators
5. **Sustainability:** it is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable

The second set of questions relates to the rationale for UNDP to remain engaged in the AfT sector in Cambodia. Questions focused on the following issues:

1. AfT environment in Cambodia

2. UNDP comparative Advantage in delivering AfT in Cambodia
3. UNDP expertise on trade technical matters
4. UNDP expertise in promoting aid effectiveness in AfT

D. Approach and Methodology

Stakeholders: During the inception mission, five categories of stakeholders were identified:

1. Royal Government of Cambodia: Since the project dealt almost exclusively with the Ministry of Commerce, this review focused on gathering the views of the political leaders of the ministry (Secretaries of State) who were interviewed during the mission. Moreover, the review collected the views of the MOC Departments that were involved more closely in the project's implementation (Department of Personnel, Department of Trade Promotion).
2. Project staff: Members of the Core Group, including Project Coordinator and Project Manager
3. Trade advisors: National or international trade experts who have been supporting the project implementation with technical/managerial advice or who have interacted with the project at different stages, in particular as part of other projects' teams
4. Development Partners: Multilateral or bilateral international institutions that are present in the trade sector in Cambodia. All major bilateral and multilateral DPs based in Cambodia were interviewed
5. Producers Associations: Representatives of product provincial organizations covering the main products and geographical areas. They represented three products (rice, cassava and *prahoc*) and three provinces (Siem Reap, Battambang and Kampong Cham).

In addition, the Review Team interviewed the team of UNDP officers responsible for the project implementation. The large majority of stakeholders cooperated with the Review Team - out of 43 questionnaires sent to the stakeholders, 30 were filled in and returned to the Review Team. It should be noted that among the different groups of stakeholders, the RGC cooperated less enthusiastically than other groups – only one RGC stakeholder replied to the questionnaire from outside of the project core group.

Methods: The review used both primary and secondary data. Secondary data consisted primarily of project documents (Annex F) provided by the project manager and UNDP country office, while primary data were collected with questionnaires, interviews, focus groups, key informants and direct observation. The questionnaire (Annex B) was distributed to all stakeholders. Questions focused on key evaluation criteria (relevance, efficiency, effectiveness, impact of development efforts and cross-cutting issues impact) to assess the performance of each of the project's components (trade policy, capacity development, supply side capacity, aid effectiveness and coordination). A list of questions to guide interviews was discussed with UNDP and is attached (Annex C). Questions focused on the stakeholders' perception of the role that UNDP is playing and could continue to play in the sector. It was used by the Review Team to structure the discussion with stakeholders, both during individual interviews and focus groups. The same questions were used for all categories of stakeholders. However, follow up was differentiated according to the characteristics of each group. Individual interviews were conducted with the senior representatives of the RGC, DPs and trade advisors, while focus

group discussions were held with the project staff, MoC departments and producers associations.

Performance standards: Answers to the questionnaire were numbered from zero to five and each of them was qualified by a brief description (for example, the answer to the first question were: 0) I don't know; 1) No; 2) Poorly; 3) Moderately; 4) Substantially). The quality of the outputs was analyzed (Annex D) and its contribution to the achievement of the project stated objectives was ranked according to this scale: 1) Negligibly; 2) Moderately; 3) Substantially. Unfortunately, though, the Review Team could not have access to all deliverables mentioned in the project work plans and reports.

Ethical considerations: Both in the introduction of the questionnaire and during the interview/focus group discussions, all stakeholders were informed that their answers would be treated confidentially by the Review Team and that they would not be shared with the RGC, UNDP or any other individual or institution. Project staff were not present during most interviews. In limited cases when translation was necessary, a project staff member was present at the interviews to support the Review Team. In these cases, interviewees were informed that those translating were members of the project staff and were asked for their agreement before commencing the interview.

Background information on evaluators: The Review Team was composed of Fabio Artuso and Sam Plummer. Fabio Artuso is an AfT and Aid Effectiveness Specialist with extensive experience in the trade sector in Cambodia. Fabio dealt primarily with the issues related to trade from a technical perspective, which included also consideration of how to improve aid effectiveness in view of implementing the Paris Declaration and the Accra Agenda for Action. Sam Plummer is an Institutional Development and Human Resources Specialist with extensive experience across the RGC public sector. Sam dealt primarily with issues related to institutional and supply capacity development, and the effectiveness of the program's operational modality.

Major limitation of the methodology: In order to compare answers across stakeholder groups and to ensure a balanced influence on the review's result by each stakeholder group, the Review Team used the same questionnaire for each group of stakeholders. It was foreseen that some groups that were not directly involved in the project implementation would find difficulty in replying to some of the questions. In order to mitigate the impact of answers based on poor information, stakeholders were invited to mark "I don't Know" where they felt unable to provide an informed response. "I don't know" answers were not considered in the final mean score. Another limitation relates the limited timeframes of the review. Only one questionnaire was returned by RGC representatives. Direct interviews and focus group discussions have been conducted to gather their opinions which are represented in the qualitative analysis of the report. While sufficient to consult the large majority of stakeholders and to analyze their opinions, additional time would have been necessary to conduct a thorough analysis of the outputs' quality. Moreover, deliverables were not always made available to the Review Team, neither by the project management nor by UNDP, as it appears they are not systematically registered and documented.

Data analysis and interpretation of findings: In order to ensure adequate representation of each group of stakeholders, data collected using the questionnaire was initially aggregated by group. However, the lack of responses from RGC stakeholders to the questionnaire limited the review team's ability to provide a balanced analysis across all stakeholders. The one response received has not been included in quantitative data analysis as it could not be said to be representative of the entire group of RGC stakeholders. Consequently, only qualitative data gathered from interviews with RGC were taken into consideration in the analysis. For each question, the mean score given by each of the four other groups contributed by 25% to the total

mean score. Whenever relevant, answers were also compared across groups. The report offers a summary table for each criterion (Tables II.1-2 and 4-6), with mean scores by category of stakeholder, and an analysis of the answers to each question. Interpretation of findings was guided by technical capacity and previous experience of the Review Team, together with the comments and suggestions collected during the interview and the focus groups. Analysis of the answers to the open-ended questions was mainly qualitative. Data collected during interviews and focus group discussions on the possibility for UNDP to remain engaged in providing AfT to Cambodia were analyzed both in qualitative and quantitative terms. The deliverables were assessed by analyzing the quality of the reports and the other documents produced. Their content was assessed based on standards commonly used within OECD-DAC countries. Outputs were also assessed in relationship to their contribution to achieving targets planned in the work plans (Annex D). Quality of inputs provided by advisors supported by the project was analyzed as a reflection of the quality of their outputs (reports, work plans, etc.) and with the support of the beneficiaries' appreciation.

Recommendations: These were derived from the conclusions drawn based on the analysis of the responses and the suggestions offered by stakeholders during interviews. They list proposals for action on the continuation for the current project and for possible future engagements aimed at UNDP Management and intended for dialogue with RGC and DPs.

II. FINDINGS ON ONGOING PROJECT

A. Relevance

Consistency with Cambodia's policies: There was concord amongst stakeholders that the objectives of the T.R.A.D.E. project were consistent with Cambodia's conditions, immediate needs and development capacity. All four stakeholder groups rated the project outcomes as significantly addressing country needs as outlined in national policies and strategies. Moreover, analysis by the Review Team suggests that the project is consistent with the RGC's vision for private sector development, with the 2004 Rectangular Strategy and the subsequent National Strategic Development Plan 2006-10. The assistance provided by the T.R.A.D.E. project to prepare the Diagnostic Trade Integration Strategy (DTIS) and its support to the establishment of the Trade SWAp have provided an analytical basis for the development of a national trade strategy and a framework for using and coordinating the resources available to achieve that strategy.

Table II.1: Stakeholder Questionnaire Responses to Relevance Criterion

Relevance	PT	IAs	DPs	PAs	Average
1 Are project outcomes addressing country needs as outlined in national policies and strategies?	3.71	3.60	3.55	3.00	3.5
2 Are project activities relevant to meet project outcomes and are they appropriate in the local context of Cambodia?	3.71	2.80	2.55	3.00	3.0
3 Has the project shown an ability to adapt and address current needs in a changing environment?	3.43	2.80	3.00	2.67	3.0
4 Is UNDP providing effective support to the project implementation, reflecting their expertise in the outcome areas?	3.29	2.20	3.00	3.00	2.9
Criteria Score					3.1

Consistency with UNDP policies: The project was seen by all stakeholders as consistent with the UNDP vision and relevant to UNDP priorities and targeted outcomes as presented in the Strategic Framework for the T.R.A.D.E. Project intervention (see table I.3). Feedback indicated that the project was seen as pro-poor in its objectives, although there was a general view that insufficient outputs had been generated so far to have a visible impact on people living with poverty.

Project's flexibility: The project was designed to provide a high level of flexibility to enable the Project Board to adapt the project to changing circumstances and to address current needs within the general framework of the project. Stakeholders saw that the project had shown a moderate ability to adapt and address current needs in a changing environment. Review Team analysis of the annual work plans (Annex D: Outputs Tracking Tables) suggests that the Project Board used its full prerogative to identify annual outputs based on perceived priority needs at the time, and to adjust activities during each annual cycle.

Links between activities and outcomes: These project activities were seen by stakeholders as relevant to meet the project outcomes and appropriate in the local context of Cambodia. However, an analysis of the achievement of the targets set in annual work plans (Annex D: Outputs Tracking Tables) demonstrates significant variations between work plans and activities and, in some areas, tenuous links between project outputs, the annual work plans and the project results framework. While it is fair to conclude that activities were generally consistent with planned project outcomes, many activities appear to have happened in isolation and are often discontinued before they are completed. Some stakeholders interviewed lamented that the

project suffered from a “cookie jar syndrome”, whereby the considerable flexibility in UNDP procedures as compared to other DPs is used to address priorities which are loosely linked to the project objectives and expected outcomes.

UNDP Country Office’s support to the project: Most stakeholder groups perceived that the UNDP was providing moderately effective support to the project implementation, although international advisors involved in the project implementation perceived this support to be less than effective. Discussion with stakeholders suggested that the UNDP Country Office lacked strong corporate expertise in the trade sector, especially under Pillar 2, which impacted on their ability to provide oversight and backup for international advisors’ activities. This placed added burden on the advisor roles as they were asked to operate with limited access to technical support and were pressured to make decisions outside the scope of their terms of reference or capacity. However, stakeholders recognized UNDP’s appreciation of the value of direct consultation and support to provincial beneficiaries and their willingness to participate in grassroots activities.

B. Efficiency

The overall perception of stakeholders was that the T.R.A.D.E. project has been between modestly and moderately efficient in the way that it has used available resources to achieve the project’s planned outputs and outcomes, although concerns were raised about the project management structure and its impact on the efficiency of budgeting and expenditure allocation. Sufficient financial resources were found to be available to the project, although it was alleged by some stakeholders that there has not always been clear agreement between UNDP and MoC on the best allocation of those resources, and changes in focus have impacted on the benefits gained from some activities. It was generally recognized that there have been benefits gained from synergies with other development partners.

Table II.2: Stakeholder Questionnaire Responses to Efficiency Criterion

Efficiency		PT	IAs	DPs	PAs	Average
1	To what extent have project’s outcomes and outputs been achieved and are likely to be achieved by 2010?	3.29	2.50	2.33	2.67	2.7
2	Are project resources being / Have project resources been used effectively to meet the needs of the project?	3.43	2.00	3.00	2.67	2.8
3	Are project resources being / Have project resources been used efficiently to provide good value for money?	3.14	2.25	2.75	0.00	2.7
4	Are synergies with other development partners contributing to increase project’s effectiveness?	3.00	3.20	2.60	2.50	2.8
Criteria Score						2.8

Achievement of project outcomes: Stakeholders varied in their perceptions of the extent to which project outputs and outcomes are likely to be achieved, with the project team viewing the achievement most positively. Stakeholders outside the MoC presented concerns about the level of outputs currently achieved and the potential of the project to achieve further substantial outputs before the end of the project cycle. It was generally perceived by these stakeholders that the project has been successful in setting up the framework and structures required for effective implementation of the trade strategy and the T.R.A.D.E. project itself, but that it was yet to produce substantial outputs as part of the project implementation. The Review Team proposes a need to revisit the planned project outcomes and the results framework and determine priority outputs for the remaining 12 months of the project to ensure that maximum

benefit is derived from the project during this cycle. This is explored further in the recommendations in section IV.A.

Use of project resources: Project resources were seen as being used moderately effectively to meet the needs of the project, but less than efficiently used to provide good value for money. Again, the project team viewed resource usage as moderately effective and efficient, while external parties had a less positive view. Concerns were raised from within the project about the process for approval of resource allocation and expenditure, although this matter appeared to stem more from project planning and management issues and differences in project priorities between stakeholders than from inappropriate resource allocation.

Budget planning and execution: Analysis of project budgeting and expenditure information by the Review Team suggested that funding disbursement had been relatively effective in recent years. However it was noted that the project budget revision conducted each year as part of standard UNDP procedures resulted in significant changes to the project budget in 2007 and 2008. This again suggests that there were

Table II.3: Summary of Project Budget

		Component	AWP Budget	Annual Report		
				Budget	Expenditure	Disbursement
2006	Component	1	585,082.26			
		2	38,721.80			
		3	67,073.83			
		4	0.00			
	Total		690,877.89	0.00	0.00	
	Budget Execution	MoC	89%		0%	
		UNDP	0%		89%	
		Other UN	11%		11%	
2007	Component	1	281,301.06	427,298.00	358,953.00	84.0%
		2	84,098.69	90,000.00	83,065.00	92.3%
		3	123,973.32	130,000.00	152,842.00	117.6%
		4	0.00	0.00	0.00	0.0%
	Total		489,373.07	647,298.00	594,860.00	91.9%
	Budget Execution	MoC	77%		16%	
		UNDP			61%	
		Other UN	23%		23%	
2008	Component	1	205,000.00	105,000.00	89,269.00	85.0%
		2	206,000.00	314,000.00	284,619.00	90.6%
		3	319,000.00	606,000.00	502,841.00	83.0%
		4	195,000.00	190,000.00	145,564.00	76.6%
	Total	Staff	348,000.00	0.00	0.00	
			1,273,000.00	1,215,000.00	1,022,293.00	84.1%
2009	Component	1	175,000.00			
		2	416,718.00			
		3	440,000.00			
		4	0.00			
	Total	Staff/Ops	821,200.00			
			1,852,918.00	0.00	493,335.00*	*up to July
	Budget Execution	MoC			55%	
		UNDP			45%	
		Other UN			0%	

significant variations between planned activities and budgets in the AWP, and project activities and disbursement during the year. Such practices present challenges to financial forecasting and budget management, and raise some concerns about the management of the project. Feedback indicated that there was confusion regarding the financial responsibilities of UNDP and RGC - while the project is being implemented through the NEX modality, UNDP has maintained control of significant portions of each year's budget throughout the project. While the review team noted that the percentage of the budget being executed by the RGC was rising each year, from zero in 2006 to 45% in 2009 to date, this had created some frustration and impacted on ownership of financial decisions.

Synergies with other projects: There was a general perception that synergies with other development partners were contributing to increase the project's effectiveness. The Trade SWAp framework and the task teams appear to have helped development partners to explore opportunities for cooperation and synchronization of efforts. UNDP's perceived neutrality and the TRADE project's position within the SWAp was seen by the Review Team to enable development partners to identify opportunities to contribute to project outcomes. Concrete examples include the partnership with RULE which provides increased trade research capacity for the government, while also providing experience and career opportunities for university graduates. The TRADE project is also contributing to the silk sector strategy that has been developed with support from ITC.

C. Effectiveness

There was general satisfaction expressed by the stakeholders with the effectiveness of project activities, although significant opportunities were identified by the Review Team to improve project effectiveness related to the project management structure and effective planning and budgeting practices.

Table II.4: Stakeholder Questionnaire Responses to Effectiveness Criterion

Effectiveness		PT	IAs	DPs	PAs	Average
1	Were/Are annual outputs/targets realistic as compared to the absorptive capacity of beneficiaries?	2.86	2.60	1.88	2.75	2.5
2	What is the quality of the deliverables and outputs?	2.86	2.00	2.30	2.75	2.5
3	To what extent can improvements in the areas covered by the project be attributed to the project activities?	3.17	2.50	2.60	2.67	2.7
4	Was/is the management structure (project board, manager and team set up) effective to produce deliverables and outputs?	3.00	1.40	2.50	3.00	2.5
5	Are activities consistently linked to targets, outputs and outcomes?	3.43	1.75	2.83	3.00	2.8
Criteria Score						2.6

Most stakeholder groups believe that the annual outputs have been reasonably realistic as compared to the absorptive capacity of the beneficiaries, specifically the producer associations and the MoC staff. Project team members and product associations perceived the quality of the deliverables and outputs as relatively good, while the DPs and international advisors viewed them as closer to adequate. However the producer associations commented that activities tended to be one-off in nature and that there was no long-term programmatic approach to addressing agreed priority needs, thereby reducing the effectiveness of outputs delivered. While the activities conducted with the producer associations were useful, the lack of follow-up meant that impact was lost and benefits were not sustainable. An example provided was that packaging support provided is relevant only to high quality products and thus is wasted while

there were ongoing issues of quality and market access. International advisors had a poor perception of the link between project activities and targets, outputs and outcomes, while project staff had a very positive view. It should be noted here that a number of DPs expressed a lack of awareness as to what the project outputs had been, possibly reflecting poor communication of project progress and achievements. An analysis of the annual work plans and annual reports (Annex D) by the Review Team suggests that, while most activities were generally consistent with planned project outcomes, there is often a tenuous link to the originally planned annual outputs, suggesting either undocumented changes to the annual plan or the conducting of activities inconsistent with annual plans. Unfortunately project documentation did not always adequately explain these decisions.

Quality of Deliverables and Outputs: Feedback from stakeholders indicated wide variations in the quality of project deliverables and outputs, although the lack of output documentation made available to the review team has made it hard to provide a definitive assessment of quality (Annex D). It was noted that a number of the outputs that were provided to the review team were incomplete or in draft form, and there was no apparent registration system to record dates received or approval given. Stakeholders generally perceived that improvements in the project areas were attributable to project activities, reflecting a certain satisfaction with the impact of outputs to date. In annex D, the report assesses the contribution of each output to the stated outcomes. In addition, some comments on the quality of the main outputs are offered in the remainder of this section. Some of the output areas not discussed more deeply elsewhere in this report are assessed in the following paragraphs.

Research and policy development: A three-year logframe for development of the research and policy development function has been established in 2009. The T.R.A.D.E. project is working with the Royal University of Law and Economics (RULE) to provide research services and enable the development of research capacity within the MoC. A research team has been established in conjunction with RULE to provide the sector with information and critical analysis in support of trade policy development. This research team is made up of recent graduates and is being supported by an international advisor. There are however issues regarding the employment status of the research team. The Royal School of Administration (RSA) is working with the T.R.A.D.E. project and RULE to provide training in research methodology and policy analysis, and is also working to identify and develop other trade-related modules of relevance to sector staff.

Diagnostic Trade Integration Study: The DTIS was identified by a number of stakeholders as benefitting the trade sector by providing an analytical basis to sector strategy discussions that is owned by the government and committed to by stakeholders. Some stakeholders, though, pointed out that the product-based approach pursued by the DTIS is misleading as “it picks winners” while failing to address cross-cutting issues which affect the business environment. It was suggested by some stakeholders to update and upgrade this part of the DTIS to identify a long-term vision by sector rather than by product. The project was also credited with providing significant support given to the MoC in its effort to establish the Trade SWAp framework.

Institutional Capacity Development: Departmental ICAs were conducted based upon the perceived needs of the targeted departments or individuals, rather than on a rigorous functional analysis of the capacity requirements of the department or position. The Review Team is not aware of any analysis having been conducted of current capacity development assistance being provided by development partners in order to identify gaps and complementarities. Formal training provided appears to have been supply-driven to meet immediate demands, and has tended to target core work skills rather than technical skills required for specific positions. The limited availability of and demands on international advisors have hindered their efforts to transfer skills, and where coaching and mentoring is provided, it tends to divert their focus from

other priority issues. There appears to be no coordinated capacity development plan for beneficiaries either. Producer associations spoke of receiving useful training and technical assistance but said that it tended to be one-off with no follow-up, and not always based upon their perceived priority needs.

Project Management Issues: International advisors and DPs along with some project staff expressed concern about the management structure of the project. The Review Team found there to be a significant lack of clarity among those involved in implementing the project regarding the roles and responsibilities of the UNDP Country Office, the Project Board, the National Project Manager and project staff, particularly in relation to budget planning, resource allocation and expenditure control. There were complaints regarding the length of time taken to approve planned expenditure requests and complaints about the unexplained rejection of some of these requests. Some stakeholders pointed to the ineffective establishment of the National Execution (NEX) modality due to poor project management training and support for those involved at the early stages of the project and the blurring of project assurance roles with the budgetary control that has been maintained by UNDP. This issue appears to have also confused project planning processes as evidenced by the many changes to work plans and activities during the annual cycle which are attributed to the influence of various stakeholders. Modalities for formulating work plans appear dysfunctional and international project advisors are alleged to exercise very often a decisive power, sometimes also disregarding previous decisions taken by the board. In addition, concerns were noted about the administration of the project. Analysis of the planning, monitoring and evaluation outputs (AWPs, Annual Reports) indicated a lack of proper documentation of board decisions and an inability to provide key documents including budgetary information. The general lack of access to project-related documentation and outputs impacted on the ability to review project outputs and will hinder the sustainability of project outcomes, in addition to raising significant concerns on the real ownership by the beneficiaries.

Core Project Team: The core project team was established over a period of time with members of relevant departments, but more recently the contracts of team members from line ministries have expired and not been renewed, leading to a drop in team membership to eight members. The capacity and influence of some appointees may be a barrier to the effective performance of their role as a departmental liaison. This lack of strong links between the core project team and some departments limits the departments' involvement in core activities and their ability to build capacity through involvement in the project. Some departments appeared to the Review Team to perceive the T.R.A.D.E. project as a source of training and support, rather than as a capacity development partner. Moreover there is a strong perception that the core project team has appropriated some responsibility for core functions from the individuals and departments involved and it appears to be supply driven without any real sustainability. Some stakeholders suggested to explore the possibility of replacing this model with a MBPI model, as this is expected to serve the same purpose while addressing most of the core team model's shortcomings. There is no formal capacity development plan for the core project team, although they have been provided with adequate office resources. Terms of reference are available for project staff but appear to be poorly understood and implemented.

D. Impact

While significant progress has been made by the project in contributing to the strategy and structure of the trade sector, the limited and somewhat scattered project outputs to date are yet to have a significant impact on the targeted outcomes relating to poverty reduction and sectoral

capacity building. The lack of clear and agreed monitoring indicators has limited the ability to objectively assess the impact of the project to date.

Impact on poverty: Project team members had a relatively positive view of the impact of the project's outputs on "human and income poverty through employment generation", while other stakeholders were a little more circumspect. Feedback indicated that it was generally agreed that the planned outputs of the project were pro-poor and, if achieved, would contribute to the CPAP outcome indicator. However, there were doubts expressed by some stakeholders that the necessary level of outputs would be achieved during the term of the project to have any significant impact. It is noteworthy that activities to link trade to human development by building capacity to conduct Human Development Impact Assessments have not produced any significant outputs.

Table II.5: Stakeholder Questionnaire Responses to Impact Criterion

Impact of Development Efforts		PT	IAs	DPs	PAs	Average
1	To what extent has the project's outputs contributed to reducing, or are likely to reduce "human and income poverty through employment generation" (CPAP outcome indicator)?	2.86	2.25	2.00	2.33	2.4
2	To what extent have the project's outputs contributed to improving, or are likely to contribute to improve, Government Officials capacity?	3.29	2.60	2.75	4.00	3.2
3	What is the long term impact of the project on the capacity of the producer associations to engage effectively in international trade activities?	3.29	2.20	2.43	2.00	2.5
Criteria Score						2.7

Impact on government capacity: There was a generally positive view of the project's ability to contribute to the improvement of the capacity of government officials; this was strongest among beneficiaries, specifically producer associations and project team members. This may reflect the support that the project has given to the establishment of the Trade SWAp framework and pillars 2 and 3, the establishment of the DICO office and the intended capacity building activities for project and MoC staff. The Review Team perceives that there is still opportunity and a strong need to enhance the capacity of DICO to fulfill its role as a coordinator of international cooperation and provider of Trade SWAp secretarial services, and a need to work with other departments to enhance their ability to carry out their roles. Such capacity development may require consideration not just of training for existing staff, but also of sourcing key technical skills from outside the department and establishing effective systems and processes to guide delivery of services and cooperation with other departments and ministries. With the current lack of a sub-decree, there is as yet limited coordinated involvement of line ministries in the Trade SWAp. Institutional capacity assessment initiatives with other line ministries were frustrated by a lack of formal clarification of their roles. There is a need to harness the contribution of these ministries to ensure sustainable impact in the sector.

Impact on producers associations: Producer associations were doubtful about the long-term impact of the project on their capacity to engage effectively in international trade. There was acknowledgement that the support offered so far, including training, study tours and international missions, have benefitted the producer associations, but they perceive these interventions as one-off and not as part of a consolidated plan to provide them with the required support to become fully effective. They also expressed frustration that their requests for support were not always properly addressed and that support was often supply-driven. The major need expressed by producer associations to enable their engagement in international trade was access to affordable finance. It was also suggested that technical support should be provided locally so as to be more accessible and focused.

E. Sustainability

Trade SWAp: The establishment of the Trade SWAp has provided a mechanism to allow all sector stakeholders to contribute to the sustainability of at least some of the T.R.A.D.E. project outcomes. There is, however, still a need to support the ownership of the MoC and line ministries and ensure they are clear about their roles in the sector. Their institutional capacity to carry out those roles needs to be strengthened with comprehensive interventions.

Table II.6: Stakeholder Questionnaire Responses to Sustainability Criterion

Sustainability		PT	IAs	DPs	PAs	Average
1	What is the level of project ownership by the government, both on planning and implementation?	3.00	2.50	2.64	3.00	2.8
2	Is institutional capacity sufficient to maintain, manage and sustain the project's development results in the future?	2.71	2.00	2.11	3.75	2.6
3	Are there financial mechanisms in place to ensure future sustainability in the areas covered by the project?	2.83	1.75	2.00	1.00	1.9
Criteria Score						2.4

Ownership: While there is strong ownership of the T.R.A.D.E. project at senior minister and secretary of state level, concerns were raised about ownership at lower levels of the MoC. This was partly attributed to a lack of understanding of the Trade SWAp and the project parameters, and to the project management structure issues, but the most significant barrier to ownership identified by the Review Team was the absence of a sub-decree formally appointing staff to Trade SWAp positions. This has meant that staff is unwilling to commit to Trade SWAp responsibilities in addition to their existing roles and is unable to perform effectively without authorities. The lack of a sub-decree has also hindered the formal involvement of related line ministries in the Trade SWAp, as inter-ministerial cooperation will require formalized structures and a clarification of line ministry authorities and responsibilities in the Trade SWAp.

Institutional sustainability: It was generally acknowledged that the MoC does not yet have the full institutional capacity to sustain the project's development results, including the required financial mechanisms. Capacity development plans are yet to be developed and implemented across key departments. Feedback suggested that the appropriate lines of responsibility are yet in place within MoC to ensure that timely decisions are taken at the right level and that required information are circulating both up and downstream.

F. Cross-Cutting Issues

Cross-cutting issues were not given significant attention in the TRADE project document, and there was little evidence of cross-cutting issues having been directly addressed in project plans or outputs.

Table II.7: Stakeholder Questionnaire Responses to Cross-Cutting Issues Impact

Cross-Cutting Issues Impact						
1	What is the likely impact of the project in terms of reducing gender inequality?	2.57	2.25	1.50	2.00	2.1
2	What is the likely impact of the project on environmental preservation and protection?	2.14	2.25	1.43	1.00	1.7
Criteria Score						1.9

The 2009 AWP called for a gender assessment study to evaluate the gender-mainstreaming efforts in TRADE project and provide a set of tools/ indicators to mainstream gender in the project. This was conducted concurrently with the T.R.A.D.E. IPR and concluded that the project lacked a gender sensitive approach as evidenced by the lack of sex-segregated baseline data and targets. The study also highlighted the lack of awareness amongst core project staff of the MoC Gender Mainstreaming Action Plan (GMAP) and its lack of application as part of project capacity development activities. Some stakeholders expressed the belief that the project is working towards gender equality through its promotion of women-dominant sectors such as *prahoc* and silk; however, the gender assessment study points out that enhancing the opportunities for women to earn income does not automatically bring about gender equality. Recommendations to address these gender-mainstreaming issues are contained in the “Gender Assessment of UNDP Cambodia’s TRADE project” report.

The Trade Related Assistance for Development and Equity Programme Support Document Revision (2006) proposed the establishment of a public-private partnership grants facility that would, amongst other things, support the commercialization of environmentally friendly, appropriate technologies, although this proposal has not been followed up through project activities. An eco-tourism investment feasibility study was reported as completed, and a renewable energy project proposal was reported as drafted in 2008, but there was no evidence of follow-up to these activities. However, the Review Team generally found no evidence of environmental considerations as a criterion considered in the development of AWP activities and targeted outputs.

III. FINDINGS ON NEXT PROGRAMMING CYCLE

A. Environment

Trade SWAp: Most stakeholders concurred that the vision, objectives and structure of the Trade SWAp are generally understood by all parties involved, although this is still work in progress. The Trade SWAp has become a reality which is increasingly used by RGC and DPs to align and harmonize their interventions. However, the Review Team perceived that if, on the one side, the extensive consultation among RGC and DPs contributed to a wide acceptance of the SWAp as a *modus operandi* in AfT, then on the other side, several partners are suffering a fatigue due to the lengthy process to set it up and to the lack of concrete outcomes so far. The most notable delays are due to the fact that the officials from the different ministries expected to operate the SWAp have not yet been appointed (the sub-decree is allegedly before the Council of Ministers, after a delay of almost one and half year). Moreover, the definition of priorities within the pillars has progressed unevenly and the lack of comprehensive work programs is preventing several DPs from using it as guidance for planning AfT interventions.

The Review Team believes that Trade SWAp is a structure that is only as strong as it is owned by the RGC. Within the RGC, there is a strong ownership of the Trade SWAp concept at the level of Senior Minister and Secretary of States, but lower ranking officials have difficulties in understanding how this will impact on their day-to-day work since the SWAp mechanisms have not yet been used in practice to channel AfT. UNDP is credited with having supported the MoC in developing the framework and in learning by doing, since similar mechanisms have not been applied to the trade sector in other countries. The definition of the area covered by the Trade SWAp was problematic, but it appears that the division into three pillars helped all parties involved in defining the boundaries of the intervention. Some stakeholders pointed out, though, that a strong comprehensive trade policy is not yet there given the political and technical weakness of the MoC. It is widely recognized that the DTIS was instrumental in supporting the government's analytical effort. However, so far the MoC has not been able to capitalize on the DTIS by codifying an assertive trade policy and strategy to achieve a long term development vision. Some stakeholders were skeptical regarding the DTIS focus on 19 products since this risks leading to a piece-meal approach if the RGC does not succeed in using this analysis to set a prioritized program in support of an overall development vision. The Review Team thinks that supporting the MoC in developing road-maps to achieve its objectives should be pursued by DPs together with assistance to strengthen the MoC institutional capacity to formulate and implement trade policies. Moreover, additional effort is needed to support involvement of line ministries and agencies beyond the MoC, including by providing capacity development on trade technical matters.

On the DPs side, the Trade SWAp is being used by all parties involved as a mechanism to exchange information and to increase coordination within the trade sector. If the Trade SWAp started only as a framework to exchange notes, it has now evolved in a mechanism to support DPs strategic planning. Even if most DPs have lamented the high transaction costs so far, there is strong confidence that opportunities for alignment will increase with the formulation of road-maps for each pillar. Different views have been collected on the perceived progress in developing the road-maps, illustrating that the DPs involved in one pillar were not necessary kept abreast of the development in the other pillars. Overall, multilateral agencies find it easier to mainstream their intervention in the Trade SWAp. Some bilateral donors stated that they will find difficult to align and harmonize in a sector where bilateral agendas could be predominant.

Rules and procedures of some bilateral DPs can also become an obstacle in using the Trade SWAp for delivering AfT.

Trade SWAp governance structure and roles of RGC/DPs: Overall, all parties involved believe that the governance structure is sufficiently developed and that the roles of DPs and RGC are adequately defined. However the Review Team believes that the system is not working as it should for various reasons. *In primis*, the sub-decree on the institutionalization of the inter-ministerial structure is urgently needed to involve other line ministries and agencies. It is critical to have officials with technical knowledge appointed by the sub-decree, in order to increase RGC ownership mainly in the context of the pillars discussion, where the agenda is allegedly set mainly by DPs. Moreover, the Sub-Working Group has not really been functional in past few months and DPs lacked an institutional venue to dialogue with RGC. Several DPs expressed the view that the RGC should play a much stronger role in managing the Trade SWAp, ideally with more direct involvement of the Senior Minister. If this will not happen, there is a risk that DPs will step in to fill gaps left by the RGC and this would create problems in terms of weak ownership. It would also be useful to agree on partnership principles that should regulate DPs behavior in the sector. In connection to this, stakeholders suggested that communication and transparency needed to increase as currently the results of DPs work in specific areas are not systematically shared with others. The Review Team suggests that more effort should be put into ensuring that meetings among DPs are more results-based and better planned. A strategy to promote the involvement of private sector representatives should also be discussed.

Areas for improvement: All people interviewed concurred that the support to the MoC in developing the SWAp should be continued and intensified, but this should accompany more commitment at a senior level in the MoC. An effort should also be made to clarify and strengthen lines of responsibility within MoC to ensure that timely decisions are taken at the right level and that information is circulating both up and downstream. Setting up a pilot Merit Based Performance Incentives (MBPI) scheme could help to strengthen the MoC. Involving other line ministries will become easier when the sub-decree is passed, but strong efforts will be required by all parties involved. The Review Team reckons that demonstrating that the SWAp can deliver by achieving some “quick wins” will assist in gaining the cooperation of line ministries. The presence of funds to be made available soon under the TDSP will also contribute to attract more interest by all stakeholders within the RGC. Several stakeholders mentioned that it is necessary to improve communication on the work done within the three pillars and on support being planned by multilateral and bilateral agencies. In this perspective, reaching an agreement on partnership principles is becoming urgent. The Review Team suggests that the preparation of a Tier II proposal under the Enhanced Integrated Framework could be an opportunity to strengthen coordination among DPs and government ownership. DPs mentioned also that the MoC should impose discipline among DPs by ensuring that all AfT delivered to Cambodia is channeled through the Trade SWAp. This process should be supported by a communication effort to clarify what the SWAp is about and how it works (a simple one pager summary should be produced and shared with all identification/formulation missions visiting Cambodia). As far as the DTIS is concerned, some stakeholders commented that the product specific approach led only to “pick winners” but that it did not pay enough attention to constraints in the business environment common to several products. This is an area for further analysis to identify key issues to achieve more impact in terms of getting a more participative growth. This additional work should help to prioritize interventions.

Synergies with other reform areas: Most stakeholders agreed that the Trade SWAp can succeed only if strong links are created with other reform areas. In particular, synergies should

be sought with investment climate issues, SMEs development and supply side constraints in general, and the Public Finance Management, Public Administration Reform and Decentralization programs. Some of the people interviewed believed that links should be sought immediately, while others were of the opinion that the Trade SWAp needs to prove that it is functioning in its core areas before trying to expand to other sectors. All stakeholders agreed that organizing and exchanging information with other reform areas is imperative. The Review Team would like to emphasize that by nature trade is a cross-sector issue where progress in several areas is needed to achieve impact. Hence, while it is important to prioritize interventions in reform areas under the direct control of the MoC, DPs should try to promote synergies with other reform areas as long as this is needed to achieve the Trade SWAp objectives.

B. UNDP Comparative Advantage

UNDP Strategic Plan 2008-2011: The Plan - Accelerating global progress on human development – foresees a role for UNDP in fostering inclusive globalization (paragraphs 79-81) in view of supporting developing countries to achieve MDGs and other internationally agreed development goals. UNDP intervention aims at supporting developing countries “to build national capacity to analyse trade trends and trade policies and their effects on poverty reduction and human development. Such analysis can assist countries in targeting more effective, pro-poor trade policies, and can also provide support in negotiating bilateral, regional and multilateral trade frameworks that are conducive to human development.” The Plan refers also to the role that UNDP is expected to play within enhanced Integrated Framework that seeks to help LDCs overcome their supply-side constraints and improve competitiveness. The Plan stresses the role that UNDP will play in undertaking capacity development initiatives and in mainstreaming trade in national development strategies. The Review Team reckons that the UNDP Strategic Plan provides a strong foundation to refocus the organization’s intervention in the trade sector in Cambodia in areas where more value can be added.

Scope for UNDP engagement in the trade sector beyond 2010: Among the stakeholders interviewed there is an almost unanimous consensus that UNDP should continue to stay engaged in the provision of AfT to Cambodia, provided that assistance focuses on areas where UNDP can bring in a distinctive added value. The Review Team found that UNDP succeeded in gaining the trust of the RGC and the respect of most DPs, based on its strong contribution to setting up the Trade SWAp. However, the Review Team believes that, in a structured environment which is expected to absorb significant ODA from multiple sources in the coming years, UNDP should be very selective and strategic in positioning itself in areas where it has a strong comparative advantage. In fact, the lack of strong corporate expertise in the trade sector presents a significant problem when the agency is called to play a role in policy dialogue and, more prominently, when it is required to control the quality and provide oversight and back up to the technical experts it employs. Outsourcing expertise is necessary for most organizations, but other multilateral agencies seem better equipped to work at technical level in AfT.

The RGC expressed a strong interest in maintaining UNDP’s engagement in the trade sector also in view of the RGC interest in ensuring a balanced contribution by a large spectrum of DPs. It expressed the view that UNDP should stay involved in pillar II and III, including at implementation level, in order to promote more links between grassroots activities and policy dimension. Support to the research capacity of the MoC was also considered to be an area where UNDP could provide assistance.

Most DPs believe that UNDP should capitalize on the relationship built with MoC in the past, but some stakeholders perceive the risk that - with a small presence in the sector - UNDP could not have its voice heard and make a difference. Several DPs were also conscious of the need for the RGC to diversify sources of AfT, in view of balancing influence and reducing tension. It is not yet clear if UNDP should try to mobilize additional AfT funds. The Review Team suggests that financial needs to implement the Trade SWAp will have to be assessed with consideration of the beneficiaries' absorption capacity once the road-maps for each pillar are finalized. In any case, the Review Team believes that UNDP should be selective in the type of activities it involves itself in. UNDP should strengthen its role as Donor Facilitator by promoting and practicing more transparency, and by supporting DPs coordination and alignment. This process should be reflected within the wider UN system, whereby UNDP is expected by most stakeholders interviewed to lead UN coordination and alignment in an attempt to apply the principles of "delivering as one" within the trade sector in Cambodia. There is a strong perception among DPs that UNDP should not be involved in technical areas, not directly nor by outsourcing expertise, since specialized UN agencies have strong and clear mandates in most matters covered under AfT. UN agencies interviewed concurred on the benefits that a clear division of labor could bring both to the RGC and the UN system, if they were to provide technical inputs under the coordinating umbrella of UNDP. UNDP is called to develop a UN long term development vision within the Trade SWAp and to facilitate an agreement among UN agencies present in Cambodia on a clear division of labor. This is expected to help mobilize additional funds, if needed, and to increase aid effectiveness.

Consequences of UNDP withdrawal from the trade sector: All parties involved viewed the possibility of having UNDP to withdraw from the trade sector in Cambodia as problematic since it could be perceived as a failure to engage the RGC in a very ambitious reform program. Disengaging at this critical time is very likely to send an ambiguous sign to RGC and DPs. The Review Team suggests that, if UNDP was to take this decision, it should take all necessary measures to sustain the work done so far by explaining the reasons for ceasing its engagement and making sure that other DPs take over support to areas previously covered by UNDP. The RGC was adamant in presenting the view that UNDP should remain engaged, because it has a moral responsibility to support a process which still has to be completed. UNDP's withdrawal was also considered problematic as far as the UN system is concerned, because UNDP is expected to be a key player in ensuring coordination of UN agencies, who will find it more difficult to work in the sector without UNDP's support. Moreover, if UNDP were to disengage, the RGC would miss the flexibility of UNDP's procedures which in the past has enabled the RGC to fill loopholes and improve the overall efficiency of the system.

Some DPs were worried that UNDP's departure would weaken the Trade SWAp if the rationale is not clearly explained to all parties involved. Adequate planning would be necessary to take over unfinished work, in particular in pillar II, where leadership is in the hands of UNDP. However, several DPs thought that the role in support to the MoC in managing the Trade SWAp could not be assumed by any other multilateral agency and that there is a strong complementarity between UNDP (as a leader in the UN system) and the International Financial Institutions.

Overall, the Review Team believes that there is a strong rationale for UNDP to remain engaged in the trade sector in Cambodia, provided that future interventions are more focused and remain within areas where UNDP can clearly add value.

UNDP comparative advantage: Views of people interviewed differed substantially, depending on their level/area of engagement with the work the UNDP is currently carrying out under the

T.R.A.D.E. project. Overall, most stakeholders thought that UNDP has no strong comparative advantage as an institution since trade is not perceived as an area of core expertise within UNDP. One respondent suggested to identify a “creative” comparative advantage, based on the local context in Cambodia where UNDP “more than other development agencies understands the way the ministry operates and therefore it is well placed to move forward issues through the ministry and change the way people work. Making an organization out of the ministry is important and UNDP understands this”. UNDP could be well placed to support the MoC in institutional strengthening and capacity development, since this involves work mainly at the level of process and does not imply the need for technical specialized expertise.

The RGC views UNDP as a “friendly” and trustable partner that adopts an approach to capacity development which is highly appreciated by government officials when they work together with UNDP experts who make an effort in respecting equality in their relationship. There appears to be a quality partnership based on a “corporate culture that attracts people with characteristics that are needed and appreciated by the MoC”. UNDP is perceived as the right partner to work on managing the Trade SWAp, in particular in setting up and operating a system for monitoring and evaluation which should be linked to planning and financing.

Some DPs believe that the poverty focus that UNDP is trying to bring to the trade policy debate is a distinctive advantage, although it has yet to be proved that this is delivering concrete results. Overall, however, it is commonly agreed that UNDP’s stronger advantage lies in its experience and expertise in supporting the Aid Effectiveness agenda, including in AfT. A strong area for improving Aid Effectiveness is within the UN system. Stakeholders do not perceive UNDP as excelling in analytical work, but they widely believe that UNDP has a relatively strong comparative advantage in Capacity Development and Institutional Strengthening, where the agency can rely on strong internal tools and methodologies made available through regional networks and other UN agencies. In this area, UNDP could act as a catalyst for specialized interventions by other UN agencies. UNDP is perceived to have a systemic vision and a comprehensive strategy on Capacity Development, as compared to most other bilateral and multilateral agencies that proceed with a piece-meal approach. It was suggested, though, that links between capacity development and public administrative reforms should be deepened, despite the scarce engagement of UNDP in this reform agenda. Flexibility of procedures is also considered a point of strength, since it increases capacity to respond to RGC needs. However, transparency in the planning process has to increase to improve aid effectiveness.

Consistently with the UNDP Strategic Plan 2008-11, the Review Team concurs with the stakeholders’ perception that UNDP should focus in the areas of linking trade to human development, improving AfT effectiveness and supporting institutional capacity development.

Cambodia Country Office resources: Appreciation of the resources invested by the Country Office in AfT varied substantially among stakeholders, depending on their engagement with the T.R.A.D.E. Project and UNDP in general. Very few stakeholders knew how much funding was made available by UNDP to support the trade sector in Cambodia. Some were aware of the human resources invested to manage the trade portfolio, including UNDP staff in the Country Office. The RGC expressed the view that recent staff turn-over in the Country Office generated delays and bottlenecks in communication. It is expected, though, that the high exposure of the new staff will contribute to fill capacity gaps. Some stakeholders perceived UNDP staff as competent and believed that resources do not need to be strengthened. The Review Team, though, would like to point out that questions remain on the ability of UNDP to ensure that the same access and influence can be sustained if the individuals concerned transfer to other countries. Some DPs suggested that a reason for the ongoing poor communication on what UNDP is doing in the trade sector might be due to lack of staff. There was also a substantial agreement on the fact that UNDP staff do not appear to have the technical capacity to exercise

an effective oversight function on experts provided to the RGC. Some advisors lamented a lack of back up by UNDP office also in areas where resources were available. Inputs provided by international advisors were appreciated by most stakeholders; however the efficiency of using part time advisors was questioned by most of those interviewed. The Review Team emphasizes the difficulties of benefiting from high-level short term expertise if this is not embedded in a robust project management structure which promotes skills transfer and supports sustainability.

C. UNDP engagement at technical level

Country Office technical capacity in AfT: All stakeholders involved, including RGC and DPs, believe that the Country Office's technical capacity in AfT should be upgraded to international standards to sustain the activities and the policy dialogue in which UNDP is currently engaged. In particular, what appears to be lacking are the technical skills and experience to back up advisors recruited by UNDP projects. Capacity in the areas of Capacity Development and Aid Effectiveness is perceived to be stronger than in AfT.

Engagement in Pillar III: Most stakeholders supported the possibility for UNDP to remain engaged in Pillar III, since the organization is perceived to have the necessary institutional expertise in this area. Currently UNDP is acting as "shepherd" in Pillar III, but the rationale for this is not clear to some stakeholders, since the role of shepherd was transferred to UNDP from UNCTAD with the migration of a Senior Advisor on Capacity Development between the two agencies. Now that the same advisor is going to be supported by the TDSP, the Review Team suggests to consider the possibility of asking the WB to take up the role of shepherd for Pillar III, unless UNDP succeeds in mobilizing additional internal or external expertise to meaningfully sustain this role. It should be noted that the WB is taking the leadership in supporting the RGC under Pillar III to draft a road map on Capacity Development, using also the preparatory work funded by UNDP. The road map is expected to integrate institutional capacity assessment, training, MBPI, development of ICT, and some areas of PFM into a consistent package. The document will also define a policy and modalities to deliver training, possibly through the Royal School of Administration, based on the work initiated by UNDP. The Review Team believes that UNDP should provide inputs in this process and it could possibly take responsibility for implementing parts of the work plan where corporate expertise can be mobilized within the UN system. Some stakeholders pointed out that the approach to Pillar III should be results-based, and that it should be organized with the aim of sustaining the objectives set in Pillar I and II. Some stakeholders thought that it is important to continue the work initiated by UNDP in engaging RSA and RULE in capacity development activities, in view of increasing sustainability over the long term. It was also mentioned that, in the area of research, continued assistance is required, in particular to analyze the impact of specific investment opportunities on poverty reduction. In any case, all stakeholders agreed that DICO should be used as the main counterpart to plan and manage capacity development interventions within the Trade SWAp. Nevertheless, DICO's institutional weakness suggests to work in parallel also to support capacity development of other departments/agencies.

Engagement in Pillar II: Most stakeholders agreed that coordinating the work of Pillar II presents substantial challenges due to the large spectrum of products and stakeholders involved. It appears, though, that those participating closer to the work being carried out under Pillar II appreciate the role performed by UNDP so far, in providing a technical non-resident expert. The Review Team suggests that the work of this expert should be sustained on a continuous basis by UNDP Country Office to avoid the risk that the agenda is supply driven and

to ensure day-to-day support in a very difficult area. The work of Pillar II should be enhanced to produce as soon as possible a road map detailing activities to be funded over the next programming cycle. Views on the possibility for UNDP to get involved in implementing activities to be identified in the road map were different. Some stakeholders thought that it is necessary to be engaged at the grassroots level to collect information that could be used to formulate policies. Others thought that support to specific products is an area too technical to justify UNDP's involvement. The Review Team believes that UNDP should, instead, play a leadership role within the UN system to ensure that the right technical expertise is mobilized.

D. UNDP engagement in aid effectiveness

UNDP as IF Donor Facilitator: The MoC is very appreciative of the role played by UNDP, who significantly helped the ministry in benefiting from the Enhanced Integrated Framework. The MoC believes that UNDP was successful in mobilizing DPs; however the DPs with a strong interest in the EIF process tend not to share this view and lament a lack of transparency and poor communication which can not be justified on the basis of the need to protect RGC ownership. Some DPs also thought that the process was affected by a possible conflict of interest, since UNDP was involved in drafting the Tier I proposal, in evaluating it and will possibly also be involved in its implementation. Although improvements in specific areas are called for by several parties, UNDP's role as IF Donor Facilitator was appreciated by most people interviewed who recognized that UNDP is probably better placed than anybody else in supporting donor coordination. The Review Team thinks that, with partnership principles formally adopted, it will be possible to clarify expectations of DPs in order to increase transparency and avoid misunderstanding originating in poor communication and stakeholders consultation. Communication on the Trade SWAp improved with the launch of a website supported by UNDP and GTZ, but this is not considered sufficient unless it is updated and upgraded regularly. This is an area where UNDP should invest additional resources by supporting MoC to develop a Trade SWAp database, which could help to leverage more funds and increase the overall efficiency of the system.

Credibility and reliability of UNDP: Almost all stakeholders interviewed declared that UNDP is a credible and reliable partner for the organization they represent. Some DPs made a distinction between capacity development and aid effectiveness as the areas where UNDP has accumulated institutional credibility, and trade technical areas where excessive reliance on individual members of staff or consultant could seriously hinder the organization's credibility and reliability. On the other side, alleged poor communication and lack of transparency have generated in some quarters the conviction that UNDP "played hiding games". The Review Team believes that an effort is needed to increase transparency in sharing information, which is a *condition sine qua non* to consolidate trust within RGC and DPs.

UNDP added value in improving aid effectiveness: Almost all stakeholders interviewed concurred that UNDP has important value to add in terms of improving aid effectiveness in AfT in Cambodia, both in terms of supporting the RGC in strengthening ownership and in helping DPs in promoting coordination and alignment, including within the UN system. On the RGC side, UNDP could continue to support and advice on managing the Trade SWAp and creating links with other sectors. Important functions such as strategic planning, project identification, monitoring and evaluation and AfT management can not be performed by MoC with current capacity, which needs to be strengthened with capacity development and institutional strengthening interventions. In relation to this, it was pointed out that "more transparency would

allow UNDP to play a more central role”. DPs generally agree that UNDP could enhance its role in sharing information and facilitating communication between RGC and DPs. However, the highest expectations – both among DPs and UN agencies – are in the area of enhancing UN coordination. Among UN agencies, UNDP is considered good on upstream work, but there is a strong perception that it should “piggy bag” on other specialized UN agencies when it comes to technical implementation. If a “UN Joint Programme” is considered by most too heavy administratively to work within the SWAp, there appears to be considerable scope for lighter forms of partnership within the UN system, possibly starting from the “Inter-Agency Cluster on Trade and Productive Capacity” which could be used and adapted in view of developing a proposal to be funded under Tier II of the Enhanced Integrated Framework. The Review Team suggests that, considering its strong presence in the country and in the specific sector, UNDP could assume the leadership of UN agencies in ensuring that the existing draft proposal is re-developed in strong consultation with the RGC and in view of using the Trade SWAp as a delivery mechanism. Work on the Tier II proposal should be based on the road maps which are currently being developed for each pillar. The proposal should also be built on an assessment of the absorption capacity of the beneficiaries, since there is a risk of overcrowding the Trade SWAp with too many interventions.

Long-term advisor to support aid effectiveness in AfT: The Review Team asked feed-back on the proposal to introduce a long term senior advisor (Trade SWAp Facilitator). All stakeholders agreed that the MoC could derive a strong benefit from the presence of a Trade SWAp Facilitator to support the SWAp process, provided that his/her profile and ToR is consulted and agreed among all parties involved. The Review Team suggests that the Trade SWAp Facilitator should be based within and should report directly to the Senior Minister or to the Secretary of State in charge of the Trade SWAp. He/she should transfer skills to DICO over the long term, in order to develop the capacity of local officials to increase AfT effectiveness, including in setting up a structured dialogue between the parties involved. This would include supporting the preparation of quarterly meetings between RGC and DPs (SSC) and of monthly implementation committee meetings. UNDP is perceived as an organization with a comparative advantage in supporting this sensitive position, because it has earned the trust of RGC. In parallel, UNDP Country Office staff can become a neutral broker/liaison/mediator between RGC and DPs, provided that the necessary measures to ensure transparency and to avoid conflicts of interest are adopted. People interviewed emphasized that finding the right individual for the Trade SWAp Facilitator position might be challenging, since a “doer” is needed to be a practical interlocutor between MoC and DPs. He/She should be proactive in engaging RGC and helping DPs to be more focused and coordinated. Some DPs pointed out that UNDP should be prepared to finance this position over a long period of time (at least five years) to ensure that capacity is developed within DICO. The Review Team thinks that the role of the Trade SWAp Facilitator should complement the role of the Capacity Development Advisor to be funded by TDSP. They should both aim at strengthening DICO with the goal of developing an organization that will be able to manage autonomously the Trade SWAp in five years time. The Advisor should also ensure the capacity will spill off to other departments and other ministries so as to avoid the compartmentalization of pillars and poor horizontal communication on issues. Capacity development interventions should target also other departments/agencies. Several stakeholders suggested that it will be important to devise a mechanism to avoid conflicts of interest within UNDP between this advisory position and any direct or indirect interventions within the Trade SWAp. The Review Team believes that, to increase credibility, UNDP would benefit from a fire-wall that would increase the perception of the organization as a “honest broker”. Other However, some stakeholders thought that there are sufficient checks and balances in the system to address any possible conflicts of interest, in particular in the Trade SWAp framework with its enhanced communication among all parties.

IV. CONCLUSIONS and RECOMMENDATIONS

A. Conclusions on current project

Relevance:

1. There appears to be little doubt that the objectives of the T.R.A.D.E. project were consistent with Cambodia's conditions, immediate needs and development capacity and with the UNDP vision and priorities and targeted outcomes. The project was perceived as pro-poor in line with UNDAF Priority 2 and UNDP CPAP Outcome 4
2. The inherent flexibility of the project has been utilized by the Project Board to respond to changing circumstances and to address current needs within the general framework of the project
3. While project activities were generally seen to be appropriate in the local context and related to targeted project outcomes, there were concerns about the lack of a programmatic approach and the seemingly isolated nature of some activities. This was partially attributed by the Review Team to the lack of an effective and well-implemented planning, monitoring and evaluation methodology
4. UNDP was perceived as providing moderately effective support to the project implementation. However, there is room to strengthen UNDP corporate expertise in the trade sector to allow for more effective support and oversight of international advisors. Capacity should be strengthened within the boundaries of UNDP corporate core objectives to avoid overlap with areas where other UN agencies have a distinctive added value. Advisors are currently being asked to operate and make decisions outside their ToRs in response to the constrained support available to them

Efficiency:

1. It is apparent that the T.R.A.D.E. project's outcomes and outputs are yet to be substantially delivered, and uncertainty remains on the likelihood that this situation could change before the end of the project. However, significant achievements credited to the project include the development of the DTIS, the contribution to the establishment of the Trade SWAp framework and the development of the EIF Tier 1I proposal. The structures and systems required for the effective execution of the project are now largely in place to support a productive last 12 months in the project cycle
2. Analysis of the project inputs to date suggests that more effective planning and budgeting will enhance the efficiency with which resources are used. It was suggested that long-term full-time technical assistance was more effective in delivering consistent support and capacity development than short-term or part-time non-resident assistance
3. While concerns were noted about the project's planning and budgeting practices, there is evidence that these practices have been improving over the lifecycle of the project
4. The Trade SWAp framework is supporting discussions within each pillar which promote synergies with other development partners in support of the project. It is expected that, with the development of road-maps for each pillar, further opportunities for collaboration will be identified to increase the effectiveness of the project's ongoing activities and other related activities

Effectiveness:

1. It was found that there were wide variations in the quality of deliverables and outputs. Concerns were raised about the effectiveness of project assurance in respect of some of the outputs delivered. The unavailability of a number of project output documents hindered the review team's assessment of quality
2. Annual targeted outputs were perceived as realistic compared to the absorptive capacity of the beneficiaries, although the producer associations indicated the need for more discussion and agreement on prioritization of outputs. Functional analysis of ministry departments would provide a better foundation for the identification of capacity development needs and there would be benefit in considering the redeployment of staff with core skills and experience where training activities are likely to be ineffective in meeting priority needs
3. The effectiveness of the project management structure was identified as a significant issue. There appeared a lack of clear understanding about the roles and responsibilities of the UNDP Country Office, the Project Board, the National Project Manager and project staff, particularly in relation to budget planning, resource allocation and expenditure control. Project administration is of serious concern as evidenced by the lack of documentation presented to support project decision-making and the lack of access to output-related documentation
4. There was a poor perception of the link between project activities and targets and outputs amongst some stakeholder groups. Analysis of the work plans and annual reports suggested that there is also a need for improvements to the project work planning, monitoring and reporting modality and for refocusing planning on the planned project outcomes. There is a need for improved documentation of planning decisions and monitoring results
5. The core group model does not appear to be functioning effectively. The capacity and influence of some core project team members limits their ability to act as liaison between the project and their departments, thus limiting the departments' involvement in core activities and their ability to build capacity through involvement in the project. The project team has appropriated responsibility for core functions from the individuals and departments involved and it appears to be supply driven without any real sustainability
6. Planned ICAs are yet to be completed for key departments and thus the lack of a comprehensive capacity development plan for key functions within the MoC and line ministries, including the core project team, is constraining their ability to contribute. This is coupled with a lack of understanding amongst key ministry stakeholders of their role in the Trade SWAp
7. The establishment of a research function within the MoC is perceived to be progressing well. RULE has established a research team to provide the sector with information and critical analysis in support of trade policy development, and is working in partnership with RSA to develop relevant training modules, providing a sustainable source of research and policy development expertise

Impact:

1. While significant progress has been made by the project in contributing to the strategy and structure of the trade sector, the limited and somewhat scattered project outputs to date are yet to have a significant impact on the targeted outcomes relating to poverty

reduction and sectoral capacity building. There were doubts expressed that the necessary level of outputs would be achieved during the term of the project to have any significant impact

2. There was a generally positive view of the project's ability to contribute to the improvement of the capacity of government officials and further effort is required to address the capacity of key functions within the ministry, particularly DICO with its key coordinating and secretarial role with the Trade SWAp
3. Producer associations were doubtful about the long-term impact of the project on their capacity to engage effectively in international trade. They expressed frustration at the seemingly supply-driven approach to support and the lack of locally-based support. Their major expressed need is access to affordable finance

Sustainability:

1. A significant immediate barrier to sustainability of the Trade SWAp, the set up of which was supported by the project, is the lack of a sub-decree defining the roles and responsibilities of key government officials in the Trade SWAp. This has limited MoC staff commitment and ability to carry out their Trade SWAp responsibilities, and has also hindered the formal involvement of related line ministries, as inter-ministerial cooperation requires formalized structures and a clarification of line ministry authorities and responsibilities
2. There is also a need for the establishment of appropriate lines of authority within MoC and increased understanding of department roles and responsibilities. This needs to be supported with strengthened institutional management structures to facilitate the cooperation and coordination of departmental activities
3. Several project outputs appear to have slim chances of being sustainable after the project's completion, because of institutional and financial constraints of the beneficiaries

Cross Cutting Issues:

1. Cross-cutting issues were not given significant attention in the TRADE project document, and there was little evidence of cross-cutting issues having been directly addressed in project plans or outputs

B. Short term recommendations

The following recommendations relate to the time remaining until the end of the current project cycle in December 2010:

1. **Trade SWAp sub-decree:** It is vital that the sub-decree on Trade SWAp roles and responsibilities is approved and implemented as soon as possible. UNDP should work with the Senior Minister to address any outstanding issues and promote its timely approval by the Council of Ministers
2. **Project management structure:** UNDP should re-clarify roles and responsibilities of the various actors in the project management structure and ensure that the appropriate management and administration systems (planning, monitoring, budget management,

document control, etc) are available and being used. Financial responsibilities should be re-clarified consistent with the NEX modality and the project assurance function used to ensure effective financial management

3. **Project team structure:** The core group model has not delivered the intended benefits, but, given the time remaining in the project cycle, it is not efficient to discontinue this approach. Efforts should be made to revitalize the core group by re-familiarizing its members with their roles and responsibilities. The performance assessment tool should be used to ensure that those involved have the commitment and the capacity to perform their roles – due consideration should be given to performance when renewing performance incentives contracts. A capacity building plan should be established to support activities to the end of the project cycle and beyond. A plan to accompany the transition of the core group to MBPI scheme should be put in place urgently to avoid discontinuity
4. **Project assurance:** The project assurance role needs to improve its monitoring and oversight to ensure that annual work plans and budgets are being adhered in order to gain maximum benefit from the remaining project window. Where there are changes to approved work plans, there should be documented approval. Increased rigor in the registration and appraisal of outputs is required. UNDP should set up a system to provide clear and justified feed back when it rejects activities proposed in draft work plans. The system should also address the alleged influence by some international advisors in establishing work-plans
5. **Communication:** The project should intensify its efforts to communicate to the other DPs the activities it plans to deliver under the current and the subsequent work plan. Consideration should be given to helping the MoC to set up a project Trade SWAp database to make available project information on-line to all stakeholders
6. **Inventory of project outputs:** The project should urgently promote the collection of all project outputs, which are currently scattered between MoC and UNDP. Project outputs should be made available to the general public through publication in the Trade SWAp website
7. **Trade SWAp Facilitator:** An advisor (Trade SWAp Facilitator) should be appointed to support the MoC in managing the Trade SWAp with a long-term plan to develop the institutional capacity of DICO and the other departments involved (with initial focus on planning, monitoring and evaluation). UNDP Country Office staff could also complement this function by acting as liaison between MoC and DPs, with the aim of improving communication and promoting complementarities and synergies of interventions to support the sustainability of the project past its end date. The span of focus of the Trade SWAp Facilitator position is obviously dependent upon a new project cycle. The ToRs for the position should be developed in full consultation with MoC and DPs (see next sessions for further details on rationale and scope)
8. **UNDP Country Office human resources:** UNDP should continue to strengthen existing capacity in the trade area by providing specialized training to the staff in charge of the trade portfolio. UNDP should provide to its staff targeted training in areas to be covered in next programming cycle, without overstepping into technical domains under the responsibility of specialized UN agencies. Existing resources in the area of Aid Effectiveness should also be strengthened in view of the possibility of playing an increasingly important role in this area

9. **Departmental capacity development plans:** CD plans should be developed based upon rigorous ICAs for the key departments of MoC and line ministries as a priority. These should be focused on functional responsibilities and should address the establishment of management frameworks and systems, the recruitment of key technical skills and experience as well as training and resource plans
10. **Producer Association capacity development plans:** Capacity development plans should be established for producer associations, developed in close consultation with association members. These should address access to relevant technical support, training and financial support that could be mobilised also from other DPs projects
11. **Research and policy development:** The partnership with RULE and RSA should be maintained to ensure sustainability in the progress made in establishing a research and policy development function. The research team should be formalized within the MoC structure and the training curriculum completed and made available to key trade sector staff
12. **Pillar II:** UNDP should continue to support ongoing coordination work in pillar II, but shortcomings stemming from the discontinued inputs by the international short term advisor should be addressed by recruiting a local resident assistant. UNDP should also consider supporting the formulation of project proposals by recruiting an expert in drafting project documents, who could assist stakeholders in translating project ideas into structured funding requests. The expert could also take charge of assembling individual project proposals into a multiannual road-map that will become the mid-term expenditure framework for pillar II. In doing so, he/she will have to ensure complementarities and consistency between individual proposals
13. **Pillar III:** Since the previous UNDP advisor in this area is going to be employed under the TDSP, UNDP should approach the WB to discuss if there is a strong rationale to maintain its role of shepherd in the area of capacity development. Since the TDSP is planning to support the formulation of a road-map (multiannual program) for this pillar, UNDP should offer its cooperation to the WB, with the aim of identifying areas where UNDP could play a role in the next programming cycle. This may be in terms of coordinating UN integrated support to capacity development in the area of AfT (see recommendations under next sections)
14. **Sustainability plan:** A plan to maximise sustainability of project outcomes should be drafted and discussed with all stakeholders in the first quarter of 2010. If UNDP decides to continue its support in AfT, the plan should be implemented before the conclusion of the project to ensure a smooth transition to the next cycle. If UNDP decides to abandon the trade sector, the plan should detail an exit strategy that minimizes risks

C. Conclusions on next programming cycle

Trade SWAp:

1. Broad consensus exists among stakeholders on the significant role played by UNDP in supporting the MoC to set up the Trade SWAp, which is largely referred to as a mechanism for coordination that can evolve into a system for policy dialogue and to plan and manage AfT interventions
2. Even if important results were achieved by MoC with the support *in primis* of UNDP, MoC's institutional capacity is still very weak and it needs to be strengthened with a long

term capacity development program, built on a comprehensive strategy to achieve clear objectives

3. Even if most RGC officials and DPs are conscious of the potential benefits of operating a SWAp, the stakeholders are affected by a procedural fatigue which could be reined in only by achieving quick wins to demonstrate how the SWAp works in practice and what are its benefits. In this perspective, supporting the formulation of road-maps for each of the pillars has become an urgent imperative
4. Given the inter-ministerial nature of trade, it remains critical for the success of the Trade SWAp to involve line ministries and agencies beyond MoC. The sub-decree currently awaiting signature by the Prime Minister is only the first step in this direction. Integration with other reform areas will help significantly to achieve the Trade SWAp objectives. MoC will have to be supported in its effort to reach out to other governmental institutions
5. Communication on results achieved so far is not optimal and the lack of transparency poses risks to UNDP's credibility and trustworthiness among the trade stakeholders in Cambodia
6. Opportunities exist for mobilizing additional funds to implement the pillars' road-maps, but MoC should demonstrate more firm ownership and mechanisms to maximize aid effectiveness should be improved
7. The product-based approach presented in the DTIS does not meet the enthusiastic support of all parties involved, which suggested the need to use the current analysis for the formulation of a long term comprehensive trade policy
8. A harmonized system of incentives, possibly in the form of a MBPI scheme, should be introduced, replacing existing schemes including the "core team" model currently used by UNDP
9. Once the road maps for each pillar are finalized, a proposal under Tier II of the Enhanced Integrated Framework should be conceived as a tool to implement specific areas of the Trade SWAp. UNDP should take the lead in this process, using its local knowledge to promote coordination within the UN system to avoid duplications. The proposal should be developed taking into consideration the absorptive capacity of the beneficiaries in relation to the numerous other AfT interventions which are being implemented or planned

UNDP Comparative Advantage:

1. The stakeholders broadly concur that there is scope for UNDP's continuous engagement in the trade sector beyond the current funding cycle, provided that it focuses in areas where it has a corporate comparative advantage. This is in line with the UNDP Strategic Plan 2008-11. UNDP's withdrawal is perceived as problematic, and it should be approached with a comprehensive phase-out strategy to prevent weakening the Trade SWAp and the MoC position *vis-à-vis* DPs
2. Most stakeholders do not perceive UNDP as having a comparative advantage in the trade sector *stricto sensu*, where it is short of corporate technical skills to exercise oversight and back up of external advisors
3. The trust of the MoC is a distinctive comparative advantage that could be used to consolidate a constructive relationship which could evolve into a more structured partnership in the interest of aid effectiveness

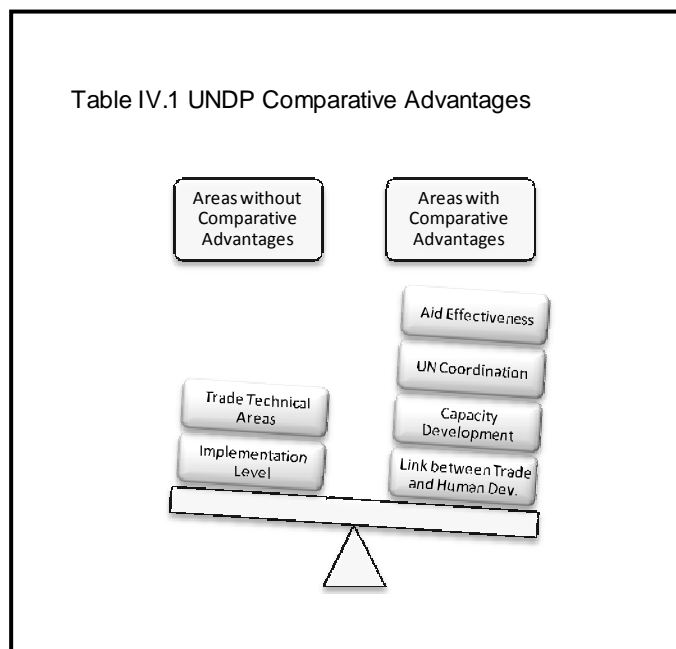
4. Provided that improvements are made in communication and transparency, UNDP is recognized as a strong candidate to take the leadership of DPs' coordination in AfT, playing a role of liaison with the RGC. A neutral broker is needed to ensure a more balanced relationship among all parties involved

5. UNDP could support the RGC in improving ownership by developing the MoC capacity in managing the Trade SWAp, focusing primarily on planning, monitoring and evaluation

6. UNDP is also perceived as the only UN agency with the capacity and the resources to promote

coordination of specialized competencies within the UN system and able to help the RGC to tap into specialized technical skills which can not be offered by UNDP

7. Some DPs believe that UNDP has a comparative advantage in supporting a poverty focus for trade development, although clear methodologies and results to link trade and human development are still to be codified
8. The flexibility of UNDP procedures as compared to those of other DPs is also considered, in particular by RGC, a comparative advantage. There is a risk, though, that UNDP funds are able to be used to address quick fixes which does not necessarily reflect a systemic approach
9. In the area of capacity development and institutional strengthening, UNDP can rely on internal resources and it can act as a catalyst of other UN agencies specialized interventions
10. In general, UNDP Country Office's human resources are sufficient for the tasks they are performing, although their actions are weakened by the lack of corporate technical capacity in trade. Human resources in the area of aid effectiveness and capacity development seem appropriate, although they will have to be reassessed if UNDP is to focus future interventions in these areas



Opportunities for UNDP's engagement at technical level:

1. If UNDP is to remain engaged in providing technical support to the MoC, the capacity of the Country Office should be upgraded to international standards to ensure the necessary quality control on the outputs of external advisors
2. Most stakeholders were supportive of the idea that UNDP continues its support in the area of capacity development (Pillar III), although it is necessary to agree on a division of labor with the other DPs involved (in particular TDSP) in order to achieve synergies and avoid duplications

3. DICO will have to remain the main counterpart for the work under pillar III. In this perspective, its institutional strengthening has to be prioritized to build the foundations for future sustainability. Support to other institutions should also be considered in parallel, since as a measure to reduce the risk of investing solely on DICO
4. UNDP should work to promote UN coordination in the area of capacity development, since specialized competencies are available within specific UN agencies
5. There is also strong support to continue and strengthen the engagement of the Royal School of Administration and the Royal University of Law and Economy, since this modality is expected to produce sustainable results in the mid-long term
6. Many stakeholders believe that UNDP should consider continuing to provide inputs to coordinate the work under Pillar II, although questions on the efficiency of providing a non-resident advisor were also raised. Issues were also raised on the technical capacity of the Country Office to oversee the work of the consultant. In any case, all parties agreed that an effort should be made to improve communication on what is being achieved under Pillar II
7. Also related to Pillar II, several stakeholders saw an opportunity for UNDP to attract and coordinate technical inputs to be provided by specialized UN agencies, in particular to implement initiatives that will be identified in the road-map

Opportunities for UNDP's engagement in promoting AfT effectiveness:

1. DPs and RGC believe that UNDP is a credible and reliable partner, but an effort should be made to improve communication and transparency among stakeholders on what the organization is doing
2. UNDP is widely perceived as effective in its role of IF Donor Facilitator, but opportunities for improvement exist in particular in terms of increasing transparency and supporting DPs coordination and alignment
3. The adoption of partnership principles will contribute to clarifying the roles and responsibilities of all parties involved and there will be more clarity on the contribution that UNDP could give in increasing AfT effectiveness
4. UNDP is better placed than anybody else to increase AfT effectiveness: it can help the government to improve ownership; it can support coordination and alignment among DPs; and it can promote efficiency within the UN system
5. RGC ownership could be increased by providing a long term advisor (Trade SWAp Facilitator) who can support the MoC in managing the Trade SWAp with a long-term plan to develop the institutional capacity of DICO and the other departments involved (with initial focus on planning, monitoring and evaluation)
6. UNDP Country Office staff could also act as liaison between MoC and DPs, in view of improving communication and promoting complementarities and synergies of interventions
7. UNDP could also be proactive in ensuring coordination among UN agencies. In this perspective, the formulation of a Tier II proposal under the Enhanced Integrated Framework should be used as an opportunity to achieve synergies within the UN and improve the perception on UN efficiency by the other stakeholders involved

8. Several stakeholders supported the idea to set up a fire wall between the function of Trade SWAp Facilitator and the UNDP should it get directly involved in implementing activities identified in the pillars' road-maps

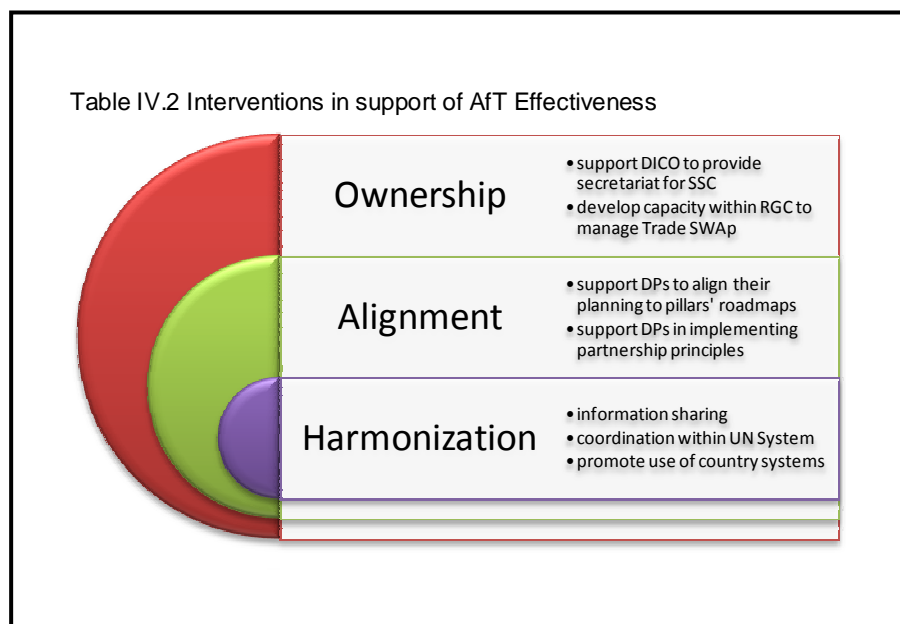
D. Medium term recommendations

Overall recommendations:

1. **Trade SWAp:** Any future UNDP intervention in AfT should be built within the Trade SWAp and it should contribute to its strengthening by supporting institutional development in the RGC and alignment and harmonization among DPs
2. **Consolidation:** UNDP should capitalize on its credibility as a neutral broker in the trade sector to consolidate its position *vis-à-vis* the RGC and the DPs
3. **Scaling up:** UNDP can scale up the quality of its engagement in AfT in Cambodia only if it focuses future interventions in areas where it has a strong comparative advantage
4. **Transparency and communication:** Increasing transparency and improving communication patterns are imperative to sustain a progressively more influential role in the sector. Communication should focus both on activities planned and results achieved and should target AfT stakeholders rather than the general public
5. **UNDAF:** Any intervention in the trade sector should be strongly anchored to the UNDAF. Additional effort should be devoted by the UN system to identify areas of comparative advantage as far as each agency's intervention in AfT is concerned, including non-resident UN agencies

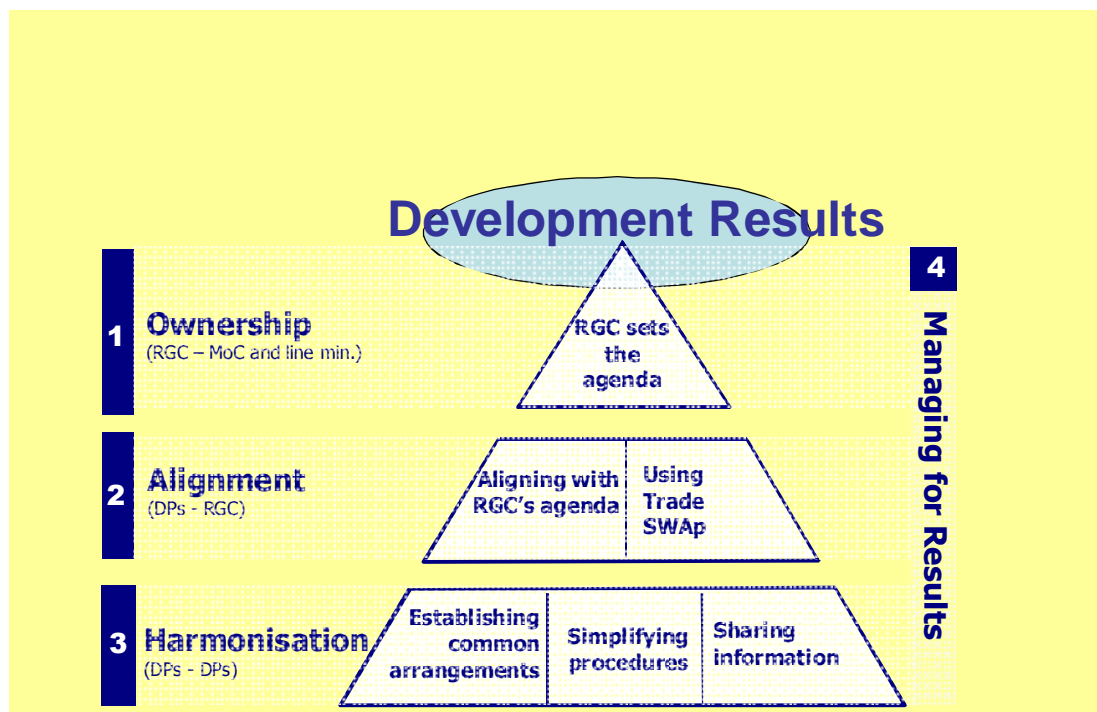
Positioning UNDP within the Trade SWAp:

1. **UNDP comparative advantage in Aid Effectiveness:** consistently and within the limitations of the mandate given in the Strategic Plan 2008-11, UNDP should offer its experience and expertise in the area of aid effectiveness to MoC and DPs engaged in AfT since the organization is widely perceived as leading the Aid Effectiveness agenda with RGC. An extensive and inclusive consultation with all parties involved should be carried out to formalize consensus on the specific tasks that UNDP can undertake in support of the Trade SWAp
2. **AfT Effectiveness Strategy:** A comprehensive strategy should be designed to



leverage UNDP skills in applying the principles of the Aid Effectiveness Pyramid to AfT in Cambodia. The AfT Effectiveness Strategy should comprise interventions at all levels: Ownership; Alignment; Harmonization and Managing for Results. To a large extent, the strategy should transfer to the trade sector initiatives and measures currently applied to other ODA sectors in Cambodia

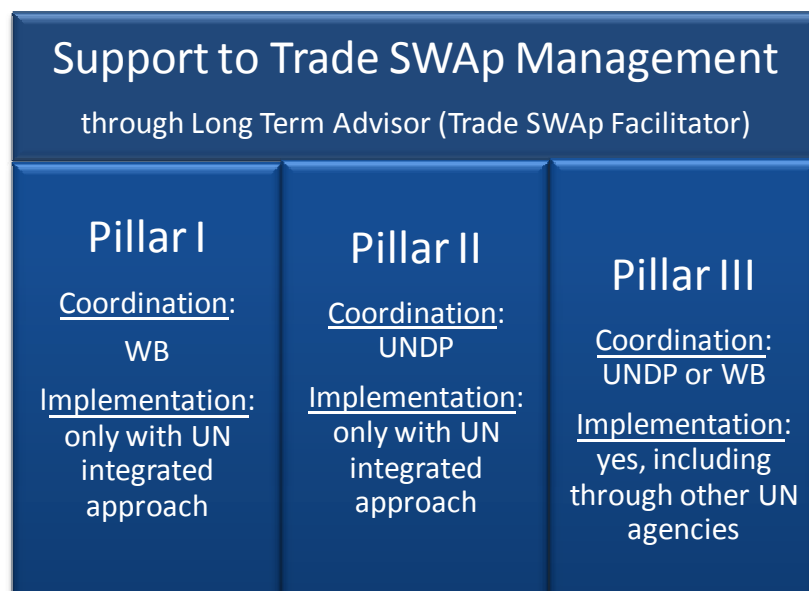
Table IV.3 OECD-DAC Aid Effectiveness Pyramid, modified by the Review Team



3. **Ownership:** UNDP should engage the MoC and the other RGC institutions with a stake in the Trade SWAp (see sub-decree awaiting signature of the Prime Minister) in a dialogue to agree on the Terms of Reference for a Trade SWAp Facilitator who will focus on developing the government's capacity in managing the SWAp. The Trade SWAp Facilitator will have primary responsibility for supporting the Sub-committee for Trade Development and Trade-Related Investment to ensure consistency between the Trade SWAp objectives and the overall RGC development agenda (NSDP). He/she should be based in DICO and should report to the Secretary of State in charge of managing the Trade SWAp
4. **Alignment and use of the Trade SWAp:** UNDP should engage the DPs involved in delivering AfT to Cambodia in an open and frank dialogue by offering its services to facilitate the alignment of DPs' interventions to the RGC policy agenda and their adherence to the SWAp principles. The Trade SWAp Facilitator should play this role by advising MoC on initiatives to promote alignment with DPs, while UNDP Country Office should work on the side of DPs. UNDP's role should be formalized in the partnership principles

5. **Harmonization:** UNDP should promote information sharing among all parties involved by helping the MoC to set up and maintain a Trade SWAp database on ongoing and planned AfT interventions, thus promoting synergies with the ODA database hosted in CDC. The database should become the principal platform for monitoring and evaluation. UNDP should encourage UN agencies to come together under the same umbrella – possibly but not necessarily in the form of a UN joint program – and establish common arrangements to implement activities identified under the Trade SWAp. Designing and implementing a comprehensive proposal under the EIF Tier II could be a good pilot for testing the preparedness of resident and non-resident agencies to join hands to achieve common objectives by maximizing their comparative advantages. In the long run, UNDP should also support the MoC in strengthening its fiduciary capacity and accountability in view of encouraging DPs to use country-systems to deliver AfT
6. **Managing for Results:** UNDP should assist the RGC in fine tuning the SWAp mechanism in order to ensure maximum efficiency to achieve development results. In this perspective, the Trade SWAp Facilitator will have to support DICO in setting up a simple but effective system for monitoring and evaluation which should link to monitoring of the achievement of the NSDP and MDGs. A Trade SWAp database should be set up as a platform to make available information on ongoing and planned AfT interventions
7. **Involvement in technical areas:** In the mid-term, UNDP should phase out of its current involvement with technical work in areas where it has no strong corporate expertise. In the Trade SWAp context, it is imperative to exercise self-discipline in terms of division of labor. UNDP's involvement in technical areas finds a justification only as far as it acts as a liaison for specialized UN agencies, including by recruiting a long term expert to facilitate this process (tables IV.5 & IV.6)
8. **Pillar II:** Current engagement as shepherd to coordinate the work under Pillar II (products and services) should continue only if no other agency or DP has the interest and the resources to take over from UNDP. If UNDP is to continue, it should remedy its lack of corporate expertise in this area by setting up a UN platform to coordinate technical

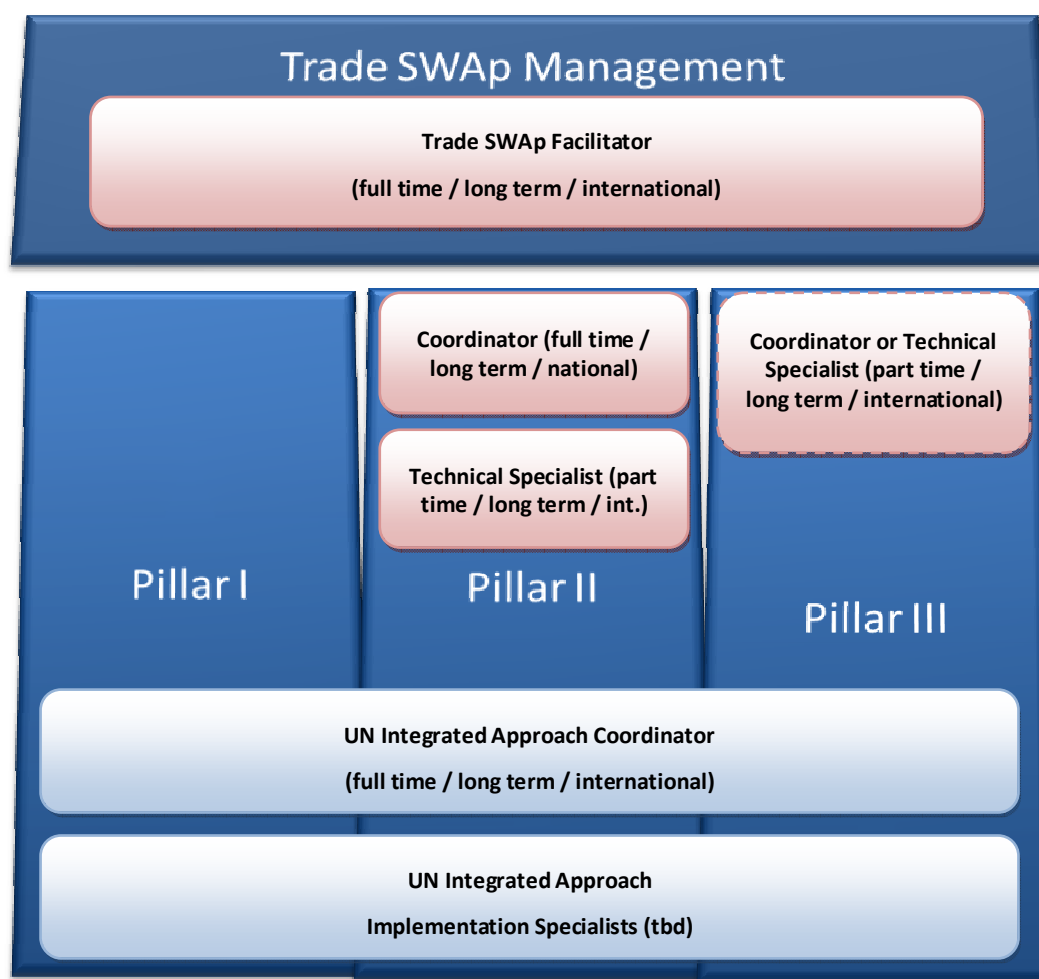
Table IV.4 Proposed UNDP support to Trade SWAp



inputs and exercise a quality control function and provide support for the external consults. In any case there is no obvious justification to stay engaged in directly implementing activities identified under pillar II. The short-term inputs by a non-resident advisor should be supported by a long-term resident coordinator (tables IV.5 & 6)

9. **Pillar III:** There is a stronger added value in maintaining current engagement as shepherd in Pillar III (capacity development), where UNDP can rely on corporate expertise both within the Country Office and its regional network. It is also possible for

Table IV.5: Human Resources supporting Trade SWAp



UNDP to get involved in implementing some of the activities identified under the road-map for this pillar. If UNDP is to get involved with implementation in this area, it should start a frank and open dialogue with the World Bank, in its role of Administrator of the TDSP, to identify areas where each organization can add value to the process and to determine if UNDP should mobilize either a Coordinator or a Technical Specialist (see tables IV 5 & IV.6)

Table IV.6: Summary of Human Resources

Title	Position Outline	Status	Position Type
Trade SWAp Facilitator	<ul style="list-style-type: none"> • Independent reporting to Secretary of State • Support MoC to set agenda • Support RGC facilitation of DPs alignment • Deliver Institutional Capacity Development to Manage SWAp 	New Position, to be established as part of current project and continued in next funding cycle	Full-time Long-term International
Pillar II Coordinator	<ul style="list-style-type: none"> • Strengthen MoC capacity to establish and implement road-map • Coordinate inputs from DPs • Use technical inputs to ensure continuity of support to agenda 	New Position, to be established urgently and continued in next funding cycle	Full-time Long-term National
Pillar II Technical Specialist	<ul style="list-style-type: none"> • Provide technical inputs to design and manage implementation of road map 	No changes needed to existing position	Part-time Long-term International
Pillar III Coordinator or Capacity Development Specialist	<ul style="list-style-type: none"> • Strengthen MoC capacity to establish and implement road-map; coordinate inputs from DPs; use technical inputs to ensure continuity of support to agenda; or • Provide technical inputs to design and manage road map implementation 	Dependent upon division of labor with WB, to be clarified urgently	Part-time Long-term International
UN Integrated Approach Coordinator	<ul style="list-style-type: none"> • Analyze pillars road maps to identify areas where UN Agencies can effectively contribute • Supporting formulation of joint implementation modalities • Mobilize resources • Facilitate discussion on allocation of resources • Facilitate intra-agency communication 	New Position, to be established when road maps are finalized and after formal consultation of other UN Agencies	Full-time Long-term International
Implementation Specialists (UNDP)	<ul style="list-style-type: none"> • Provide technical advice/support in areas of the trade policy agenda where UNDP has comparative advantage (link between human development, poverty and trade; green trade; gender; etc.) 	To be determined, depending on division of labor within UN	To be determined

10. **Training Centre:** MoC's request for support for a new training center in its new premises should be assessed carefully since there could be significant overlaps with ongoing and planned work with RSA and RULE
11. **Trade and Human Development:** UNDP should continue and strengthen efforts to improve research methodologies on the links between trade and human development. There is a potential for establishing a comparative advantage if analytical tools and methodologies are developed further. It is important, though, that UNDP contributes to the policy agenda in this area without using the Trade SWAp Facilitator, whose independence should be preserved in the interest of all parties involved
12. **SNEC:** There might also be an opportunity to support the research functions within the Supreme National Economic Council, which is expected to get increasingly involved in analyzing and formulating trade policies. Possible UNDP engagement in this sensitive area should be handled carefully and should be conditional to the provision by the RGC of a satisfactory clarification on SNEC's functions and responsibilities *vis-à-vis* the MoC

Managerial recommendations:

1. **Human resources in Country Office:** UNDP should continue to strengthen existing capacity in the trade area by providing specialized training to the staff in charge of the trade portfolio. Existing resources in the area of Aid Effectiveness should also be strengthened
2. **UN Resident Coordinator Office:** UNDP should initiate discussion with the UN Resident Coordinator Office in Cambodia to identify modalities for tapping into expertise from specialized UN agencies. The costs/benefits of using a UN joint program should be carefully scrutinized and alternative forms of cooperation should be explored to determine if similar benefits could be achieved by using existing framework agreements such as the "Inter-Agency Cluster on Trade and Productive Capacity"
3. **Partnership principles:** Ongoing discussion among DPs on partnership principles should be used by UNDP as an opportunity for positioning itself as a neutral broker within DPs and as a liaison agent between RGC and DPs. Interventions in the form of "soft diplomacy" might be necessary by UN Resident Coordinator or UNDP Country Director to ensure consensus among principal heads of agencies involved in trade (WB, ADB, EC, etc.)
4. **Advisors' ToR:** UNDP should initiate a transparent process of consultation on the ToRs for all advisors. Initial suggestions on the functions of the different advisors to be supported by UNDP are offered in tables IV.5 & IV.6). The Trade SWAp Facilitator should be perceived as independent from UNDP. Advisors within specific pillars should be perceived as focal points for bringing in specialized UN system expertise
5. **Dialogue with MoC:** UNDP should intensify dialogue with the Senior Minister in order to ensure that the MoC sustain over time an adequate investment in the Trade SWAp in terms of political capital. This dialogue should highlight the importance of balancing significant amounts of AfT with the appointment of committed and competent professional in positions that will benefit from capacity development initiatives. The importance of MoC exercising strong discipline in managing AfT only through the SWAp mechanism should also be underlined

6. **MBPI vs. other *ad hoc* incentives:** The current system of providing incentives to a “Core Group” of government officials in charge of implementing a project should be abandoned because it is not sustainable. Alternative models such as MBPI should be adopted as a harmonized system to enable DPs to sustain officials’ engagement
7. **Implementation modalities:** With serious concerns regarding the current distorted system, the decision on future implementation modalities should be based on a thorough institutional capacity assessment that should be carried out in partnership with other DPs active in the sector (in particular WB, as administrator of the TDSP). Institutional capacity gaps should be filled with training and other capacity development initiatives before transferring implementation responsibility to the government

V. POTENTIAL KNOWLEDGE PRODUCTS

A. Best practices, lesson learned and knowledge products

The experience gained during the implementation of the T.R.A.D.E. project offers to UNDP opportunities for reflecting on how future interventions can be built on positive practices and can avoid similar shortcomings. Knowledge products could be codified based on the considerations listed in this chapter.

UNDP should consider the application of the following beneficial approaches in future projects, and may also consider their summary in a separate more exhaustive report:

1. **Trade SWAp:** As the set up of the Trade SWAp is still continuing, it is still too early to assess its impact. Nevertheless, there is merit in promoting the use of similar frameworks in other countries, particularly in LDCs benefiting from the Integrated Framework. Supporting a programmatic approach led by the beneficiary government to implement the DTIS produces results in terms of institutional capacity development which are likely to offset transaction costs that necessarily increase in the initial phase of the process
2. **DTIS:** Both the process and the methodology used to update the DTIS can be applied selectively in other LDCs benefiting from the Integrated Framework. The inclusive consultation process with one agency/institution leading the work for each chapter is identified as a best practice. The export potential assessment as a methodology to select products could also be used in other countries. However, consideration should be given to upgrading this methodology to broaden its focus from product-specific issues and identify thematic cross-cutting matters that affect the whole business environment
3. **Participatory approach:** UNDP leadership in promoting donor coordination and sponsoring a participatory approach should become a standardized *modus operandi* in the interest of increasing Aid Effectiveness
4. **Linking Trade and Human Development:** UNDP's effort to codify tools and methodologies for linking trade and human development should be maintained, including through applied approaches as those used in Cambodia
5. **EIF Tier I proposal:** It was suggested to the Review Team that the methodology supported by UNDP to draft the Tier I proposal under the EIF could become a codified tool that could be used also by other countries. On the other side, concerns of DPs on lack of consultation on this particular issue should be considered in the fine-tuning of this methodology

UNDP should also take measures to avoid recurrence of the following shortcomings that affected the project's implementation:

1. **Opaque communication:** Opaque communication with stakeholders on project planned and executed activities led to misunderstanding and diminished the reliability and credibility of UNDP as a partner
2. **Implementation modalities:** Lack of a thorough process for determining the most appropriate implementation modality (NEX/DEX) generated ambiguity in distribution of

responsibility between UNDP and MoC, including in planning and resources allocation activities, with potentially serious consequences for achievement of outcomes

3. **Core team:** The creation of a core team within MoC to implement project activities was short-sighted, since measures were not taken to mitigate negative effects on mid- and long-term sustainability
4. **Technical issues:** UNDP's involvement in technical areas did not find justification in terms of value addition, including where external expertise was used due to the lack of corporate skills to exercise control and oversight functions
5. **“Cookie jar” syndrome:** Flexibility in program design and planning became a double-edged sword in a context where government capacity in strategizing and planning is weak. The “cookie jar” syndrome could be mitigated in a more structure environment such as the Trade SWAp once it will be fully operational

Annex A. TERMS OF REFERENCE



UNITED NATIONS DEVELOPMENT PROGRAMME Terms of Reference

☐ I. Position Information

Job Code Title: Independent Project Review Trade Specialist (Lead Consultant)

☐ **Organization Unit:** UNDP Project

Type of contract: SSA

Location: Phnom Penh, Cambodia

Reports to: Trade Programme Analyst-Aid for Trade Specialist

II. Background

During the last decade, Cambodia has successfully achieved growing rates of poverty reduction. Peace and macroeconomic stability have allowed Cambodia making far reaching reforms to achieve socio-economic development. Within this context, the Royal Government of Cambodia (RGC) has developed the "Rectangular Strategy," a tool to implement its political platform and to meet the Cambodia's Millennium Development Goals (CMDGs).

A driving force behind much of the economic growth and poverty reduction that has occurred over the past decade has been trade. Under conditions of peace and stability Cambodia has been able to develop two major sectors, namely garment and tourism that have driven the economy over the past 10 years, both directly and indirectly (through forward and backward linkages). These sectors have created many jobs. Accessing larger markets through trade has contributed to tackle the limitations laid by small domestic markets. It has contributed to the expansion of the production base, through exports, and increased consumer choices through imports. However, the narrow export base and the necessary reforms to generate a better enabling environment for trade and private sector development, as well as the need to further develop the capacity of the key stakeholders involved in trade are remaining challenges for the country.

Cambodia was one of the three pilot countries under the "restructured" Integrated Framework launched in 2000. Further it was the first country to complete a Diagnostic Trade Integration Study (DTIS) under the leadership of the Ministry of Commerce (MoC). This DTIS not only served to organise efforts in critical areas but also identified capacity gaps at the human and institutional level in the area of Trade Sector Development. In 2005, the MoC on its own initiative decided to review the Cambodian DTIS. Following this revision the Government and Development Partners active in the trade sector launched the Cambodia Trade Development Strategy 2007 (a.k.a Cambodia Diagnostic Trade Integration Study or DTIS 2007). This strategy aimed addressing two challenged: remaining high levels of poverty and over-dependency on two exports sectors. (Garments, Tourism). The three themes identified by the DTIS 2007 further led the Sub-Steering Committee on Trade Development and Trade-Related Investment, under the chairmanship of the Senior Minister, Minister of Commerce to propose the formulation of three sub-programmes or "Pillars" to implement this Strategy and coordinate

development assistance under the framework of a Trade Sector Wide Approach (Trade SWAp). These pillars are:

- Pillar 1: Reforms and Cross-Cutting Issues for Trade Development
- Pillar 2: Product and Services Sectors Export Development
- Pillar 3: Capacity-Building for Trade Development and for the Management of Trade Development

And the objectives of the Trade SWAp are:

- Identify and promote the development of a set of priority product and service sectors to serve as a basis for strengthening and diversifying Cambodia's export basket
- Identify, eliminate, and/ or lessen legal, institutional, and human bottlenecks, either common to all priority sectors or specific to each, that are constraining the development of those priority sectors and export development more broadly;
- Strengthen the capacity of the RGC, and MoC in particular, to manage Cambodia's trade development agenda;
- Gear trade sector development efforts towards increasing their positive contribution to human development and poverty reduction ("mainstreaming.")

UNDP Cambodia strongly supports enhanced trade integration for Cambodia into global and regional markets. UNDP's view is that Cambodia's integration should be part of a sequenced and selective strategy. It should have the sustainable generation of employment opportunities at the centre of its formulation and implementation to reap the most benefit for the poor. This in turn depends on the development of well-functioning private and public sectors with solid regulatory, legal and institutional mechanisms in place.

In this view UNDP's assistance to the Ministry of Commerce from the beginning of the Integrated Framework has focused in developing national capacity to make the best of the benefits that Cambodia's membership of the World Trade Organization offers. It facilitates Cambodia's integration into global and regional markets by helping to identify strategies that will promote exports most promising for revenue, export diversification and employment generation. By providing the analytical foundation for policy recommendations, facilitating the coordination of trade-related technical assistance (TRTA), by strengthening national policy development, implementation and monitoring capacity the Trade Related Assistance for Development and Equity project reinforces the linkages between trade and human development. The project contributes to the achievement of the overall National Strategic Development Plan (NSDP) and therefore to the socio-economics development of Cambodia. In order to achieve the expected results, the TRADE project (2006-2010) was articulated around 5 components:

- i. Pro-poor Trade Strategies;
- ii. Human Development Impact Assessment;
- iii. Enhancing National Capacity for Trade
- iv. Enhancing National Supply Capacity;
- v. Support to Private Sector Development.

The project has supported the review of the 2002 DTIS and development of the DTIS 2007, as well as the development of the TRADE SWAp. Currently the project is active in supporting the capacity development efforts from Pillar 3, as well as the Pillar 2, where in fact UNDP together with the MoC have the leadership.

III. Organizational Context

The project is implemented by the Ministry of Commerce (MoC). As implementing partner, the MoC is primarily responsible for the planning and overall management and coordination of the project, including reporting, accounting, monitoring and evaluation.

The MoC is accountable for the production of outputs, the achievement of project objectives and for the use of project resources. The MoC has designated a Secretary of State to serve as the National Project Director.

IV. Objectives, Scope and Expected Outputs of the of Assignment

The independent project review and the information gained from it will fulfil the following major purposes:

(i). Assess the level of the project's progress and achievements against targets as specified in the Results and Resources Framework and respective AWP. Specifically:

- assess activities implemented to date and the extent to which the planned outputs were attained
- assess relevance of the project approach to the planned and achieved results

(ii). Assess the quality of the deliverables and outputs.

(iii). Assess the project's operational modality, reviewing the effectiveness of the management structure (project board, project manager, project team set up) to produce deliverables and outputs.

(iv). Review the focus of the project and assess the extent to which the project has adapted its goals to the new environment. Specifically:

- assess alignment with the UNDP Strategic Plan 2008-2011
- assess relevance to the dynamic and complex environment of trade, i.e. the Trade SWAp, the Enhanced Integrated Framework and the Aid for Trade initiative
- assess its comparative advantage vis-à-vis other UN agencies and Development Partners
- provide a comprehensive set of recommendations to guarantee the relevance of the project beyond its scope and timeframe.

(v). Review knowledge generation and management within the context of the project. Specifically:

- assess knowledge generation, validation, codification and dissemination mechanisms
- identify key knowledge products (conceptual frameworks, methodologies, tools, lessons learnt, key products/publications) that could be subject to "packaging" for further dissemination, with special focus on South-South Cooperation

The independent project review shall take capacity development and gender as cross-cutting elements.

The information gained from this review will be a key element of the 2009 Annual Project Review, the development of the 2010 Annual Work Plan. Furthermore, it will serve as input for the next programming cycle, and the design of future interventions.

Stakeholders

The independent project review will solicit feedback and inputs from all stakeholders related to the topics of analysis. These will include the relevant officials from the Ministry of Commerce, other line ministries, technical working group(s), development partners, private sector and other civil society organisations, UN agencies and relevant UNDP units/officials.

Methodology

The independent project review will gather information through desk review, direct and indirect consultation.

The Independent Project Review Team

The independent project review will be conducted by a core team that will consist of two independent consultants:

One international consultant (as team leader) focusing in trade, as well as gender.

One consultant (team member) focusing in capacity development, as well as monitoring and evaluation.

The independent project review team will be formed by combining expertises from the two consultants such that the team, as a whole, will have expertise in trade, capacity development, gender, and project management, monitoring and evaluation. This team could be further complemented with resources persons from UNDP if required.

The Lead Consultant will be responsible for the overall management and direction of the team, including the responsibility for report preparation.

Management and Logistics

The independent project review team will work under the supervision of UNDPs Poverty Cluster designated official, based in the UNDP Cambodia Country Office in Phnom Penh. All practical support for the mid-term review, including scheduling of activities (as agreed in the workplan), and supporting documents will be arranged and provided by UNDP in close collaboration with the UNDP-MoC TRADE Project.

Expected Results/Final Products/Deliverables: (provide milestones/frequency which will be linked to the payment schedule)

Output

The independent project review will produce a final report, preceded by a draft report and presentations on key findings and recommendations. The report will lay out results of the assessment of the progress made to date for each project component, as well as the overall progress for the project. It will also include detailed recommendations for additions and changes of activities/support within as well as beyond the scope of the current project. More specifically the report shall at least contain/cover the following sections:

- Title Page
- List of Acronyms and abbreviations
- Table of Contents
- Executive Summary
- Background
- Description of the project: logic, results and risks
- Purpose of the evaluation
- Key questions and scope of the evaluation with information on limitations and delimitations
- Approach and methodology
- Findings
- Summary of findings and interpretations
- Conclusions
- Recommendations: short term (next AWP) and medium term (next programming cycle).
- Potential knowledge products.
- Annexes

(Max. 50 pages)

Tasks and Milestones

The independent project review will be conducted in up to five weeks (25 working days), according to the following activities and time frames:

1. Desk Review and workplan development (5 working days)

(To be conducted within the first week)

Familiarize with the programme through related documentation and publication.

Develop workplan and discuss with UNDP, MoC, and selected Development Partners for approval.

<p>2. Consultations (10 working days) (To be conducted within four weeks from the start of the consultancy) Conduct individual interviews and/or Focus Group Discussions with stakeholders</p> <p>3. Reporting and presentations (10 working days) Submit draft report to and solicit comments/inputs from UNDP, (<i>within five weeks from the start of the consultancy</i>). Present the reviewed document to the stakeholders and collect comments/inputs Submit final report UNDP. (Within six weeks)</p> <p>Expected Start date: September 28th, 2009</p> <p>Payment Schedule: 1st Payment (50% of total contract) after the submission of the 1st draft of the report 2nd Payment (50% of total contract) after submission and approval of the final report.</p>
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VI. Competencies

Managerial

- ☐ Focuses on impact and results for the client
- ☐ Works toward creative solutions by analysing problems carefully and logically
- ☐ Motivates and manages teams effectively and encourages staff to work collaboratively
- ☐ Empowers and promotes an open atmosphere of mutual feedback and support
- ☐ Cultivates productive relationships with donors, partners and other important institutions and individuals to achieve strategic goals
- ☐ Manages conflict and stress and works effectively as a mediator to resolve problems; encourages and contributes innovative solutions to address challenging situations
- ☐ Develops, communicates and monitors appropriate policies, procedures and guidelines
- ☐ Familiarity with UNDP rules and regulations would be an asset

Technical/Functional

- ☐ Willingly shares and applies knowledge to work
- ☐ Effectively networks and secures information and expertise
- ☐ Communicates clearly and convincingly by demonstrating good oral and written communication skills
- ☐ An understanding of programme based approaches, sector wide approaches
- ☐ An understanding of gender issues, gender mainstreaming and gender empowerment in developing countries.

V. Qualifications

Education:	An advanced university degree, preferably Masters or PhD in a development-related field, i.e Economics, development economics, political science, public administration, business administration.
Essential knowledge, skills and experience:	<ul style="list-style-type: none"> ▪ 10 years of relevant working experience in trade related issues; ▪ Substantial experience in managing and evaluating projects. ▪ Expertise in trade reforms and trade promotion, and links to poverty reduction and human development. ▪ Expertise in trade and gender issues. ▪ Substantial experience in policy development.

	<ul style="list-style-type: none"> ▪ Substantial knowledge on Cambodia trade and private sector features including its strengths, weaknesses, opportunities and threats, a strong asset ▪ Substantial knowledge of Aid for Trade in Asia ▪ High sound liaison, negotiation and representational skills in local and national levels; ▪ Proven Experience in working with Government and networking with national and international stakeholders; ▪ Strong commitment to and skills of knowledge management. ▪ Familiarity with procedures of the UN and various donor agencies a strong asset; ▪ Adequate computer and IT skills.
Language Requirements:	Proficiency in written and spoken in English. French and Khmer would be a strong asset.

Annex B. STAKEHOLDER QUESTIONNAIRE

Objective and Scope: This questionnaire is being distributed to stakeholders of UNDP's T.R.A.D.E. Project in Cambodia to review the project's performance in the period 2006-09. The review is primarily meant to assess the progress in achieving the project's outcomes and outputs, the quality of the deliverables and the effectiveness of its operational modality. Two tables summarizing the strategic framework for the project intervention and the main outcomes/targets are attached to this document.

The review team will use the answers to the questions to formulate recommendations for the possible future engagement of UNDP in the trade sector in Cambodia and for possible improvements to the current project which is expected to be funded until the end of 2010. In addition, this exercise will help to identify knowledge products, lesson learned and best practices that could be shared with other countries.

Approach: This questionnaire is divided into two sections. Section A focuses on key evaluation criteria (relevance, efficiency, effectiveness, impact of development efforts and cross-cutting issues impact) to assess the performance for each of the project's components (trade policy, capacity development, supply side capacity, aid effectiveness and coordination). Section B consists of open-ended questions. This questionnaire applies to all categories of stakeholders, including government staff, advisors, development partners, representative of the private sectors, etc. Each respondent is invited not to fill in answers to the questions that are not relevant to him/her. Additional comments are welcome and could be added to any answer.

Results: The recommendations gathered in this review process will contribute to the dialogue between UNDP, the RGC and the other stakeholders on the opportunity and rationale to continue UNDP engagement in the trade sector in Cambodia. The analysis of the answers provided to this questionnaire could also be used as an input for planning the focus of future interventions, should UNDP decide to continue investment in this area of activity. Moreover, answers will also contribute to adapt content and modalities of the current project.

Confidentiality: Your responses to the questionnaire are confidential. They will be used only to compile aggregate survey results. No attributions will be made to the responses of individuals, and the responses you provide will not be shared with third parties, including UNDP.

Name of Organization you are representing:	
Your name:	
Position in the organization:	
Type of organization (<u>delete incorrect categories</u>)	<ul style="list-style-type: none">▪ Governmental▪ Private Sector International Organization / Development Partner▪ Academic / Research Institute▪ Advisor / Consultant
Have you been involved at any stage during the TRADE Project implementation? No / Yes	
If the answer is Yes, in which areas of project intervention listed in Annex 2 have you been involved (<u>delete incorrect categories</u>)?	
Trade policy	Capacity development
Supply side capacity	Aid effectiveness and coordination

Section A: Key Evaluation Criteria

Please answer each question in this section by marking the relevant box. If you have additional comments, please type them under the answer box. Please mark box 0 if you do not have sufficient knowledge or if the question is not relevant to you.

A Relevance

- 1 Are project outcomes addressing country needs as outlined in national policies and strategies?

0 – I don't Know	1 - No	2 – Poorly	3 - Moderately	4 - Substantially

- 2 Are project activities relevant to meet project outcomes and are they appropriate in the local context of Cambodia?

0 – I don't Know	1 - Irrelevant and inappropriate	2 - Partly relevant and appropriate	3 - Relevant and appropriate	4 - Highly relevant and appropriate

- 3 Has the project shown an ability to adapt and address current needs in a changing environment?

0 – I don't Know	1 - No	2 – Poorly	3 - Moderately	4 - Substantially

- 4 Is UNDP providing effective support to the project implementation, reflecting their expertise in the outcome areas?

0 – I don't Know	1 - No	2 – Poorly	3 - Moderately	4 - Substantially

B Efficiency

- 1 To what extent have project's outcomes and outputs been achieved and are likely to be achieved by 2010?

0 – I don't Know	1 - Negligibly	2 – Modestly	3 - Moderately	4 - Substantially

- 2 Are project resources being / Have project resources been used effectively to meet the needs of the project?

0 – I don't Know	1 - No	2 – Poorly	3 - Moderately	4 - Substantially

- 3 Are project resources being / Have project resources been used efficiently to provide good value for money?

0 – I don't Know	1 - No	2 – Poorly	3 - Moderately	4 - Substantially

- 4 Are synergies with other development partners contributing to increase project's effectiveness?

0 – I don't Know	1 - Negligibly	2 – Modestly	3 - Moderately	4 - Substantially

C Effectiveness

- 1 Were/Are annual outputs/targets realistic as compared to the absorptive capacity of beneficiaries?

0 – I don't Know	1 - Negligibly	2 – Modestly	3 - Moderately	4 - Substantially

- 2 What is the quality of the deliverables and outputs?

0 – I don't Know	1 - Poor	2 - Adequate	3 - Good	4 - Excellent

- 3 To what extent can improvements in the areas covered by the project be attributed to the project activities?

0 – I don't Know	1 - Negligibly	2 – Modestly	3 - Moderately	4 - Substantially

- 4 Was/is the management structure (project board, manager and team set up) effective to produce deliverables and outputs?

0 – I don't Know	1 - No	2 – Modestly	3 - Moderately	4 - Yes

- 5 Are activities consistently linked to targets, outputs and outcomes?

0 – I don't Know	1 - No	2 – Modestly	3 - Moderately	4 - Yes

D Impact of Development Efforts

- 1 To what extent has the project's outputs contributed to reducing, or are likely to “reduce, human and income poverty through employment generation” (CPAP outcome indicator)?

0 – I don't Know	1 - Negligibly	2 – Modestly	3 - Moderately	4 - Substantially

- 2 To what extent have the project's outputs contributed to improving, or are likely to contribute to improve, Government Officials capacity?

0 – I don't Know	1 - Negligibly	2 – Modestly	3 - Moderately	4 - Substantially

- 3 What is the long term impact of the project on the capacity of the producer associations to engage effectively in international trade activities?

0 – I don't Know	1 - Negligible	2 – Modest	3 - Moderate	4 - Substantial

E Cross-Cutting Issues Impact

- 1 What is the likely impact of the project in terms of reducing gender inequality?

0 – I don't Know	1 - Negligible	2 – Modest	3 - Moderate	4 - Substantial

- 2 What is the likely impact of the project on environmental preservation and protection?

0 – I don't Know	1 - Negligible	2 – Modest	3 - Moderate	4 - Substantial

F Sustainability

- 1 What is the level of project ownership by the government, both on planning and implementation?

0 – I don't Know	1 - Negligible	2 - Modest	3 - Moderate	4 - Substantial

- 2 Is institutional capacity sufficient to maintain, manage and sustain the project's development results in the future?

0 – I don't Know	1 - No	2 – Modestly	3 - Moderately	4 - Yes

- 3 Are there financial mechanisms in place to ensure future sustainability in the areas covered by the project?

0 – I don't Know	1 - No	2 – Yes, but not sufficient	3 – Yes, but need to improve	4 - Yes

Section B: Open questions

- 1 What are the project's key tools, best practices and lessons learned that could be shared with other projects/countries?
- 2 What are the major strengths and weaknesses of the project?
- 3 What were/are the main difficulties in implementing the project?
- 4 Was/is the project focus sufficiently "pro-poor"? If yes, what is the added value brought in by UNDP?
- 5 Do you believe that the project provided valuable support in setting up the Trade SWAp and structuring Pillar II and III? What worked best and what could have been done better?
- 6 What are the most important results that the project can achieve before the end of this cycle (2010)? Do you suggest any modification in the project's focus?
- 7 How has the TRADE project assisted you in your engagement in the trade sector? What further benefits/capacity development do you seek from the project?

Please add any other comments or suggestions you might consider useful

Annex C. GUIDELINES FOR INDIVIDUAL INTERVIEWS

A Environment

- 1 Do you believe that the Trade SWAp vision is sufficiently clear? For the Government, the Development Partners and the Private Sector?
- 2 Is the Trade SWAp governance structure sufficiently developed to ensure balanced dialogue among all parties involved?
- 3 Do you believe that the roles of government and development partners are sufficiently defined?
- 4 What is working well and what are the areas that need more urgent improvement?
- 5 Is it possible/desirable to seek synergies with other areas outside the SWAp? PFM, SME Dev., Infrastructure, others.

B UNDP Comparative Advantage

- 1 Do you believe there is scope for UNDP's ongoing involvement in the trade sector beyond 2010 (current country program)?
- 2 If yes, which areas do you think UNDP has a comparative advantage vis-à-vis other international agencies and development partners?
- 3 Do you believe UNDP office staff, expertise, resources, needs to be strengthened or are they sufficient? Is UNDP access and influence sufficient to play an important role?
- 4 Is it essential for UNDP to be engaged financially in supporting the trade sector? Should UNDP be more proactive in mobilizing additional resources from other donors?
- 5 If UNDP were to decide to withdraw from the trade sector, what, in your opinion, would the consequences be?

UNDP Engagement at technical level

- 1 Do you believe the UNDP Country Office has sufficient technical capacity to meaningfully engage in the trade sector?
- 2 Should UNDP's contribution in the area of trade policy and research capacity development (Pillar III) be maintained for the future cycle? Why/why not?
- 3 Should the capacity development initiative expand to other ministries and local institutions?
- 4 Should UNDP's contribution in the area of supply capacity development (Pillar II) be maintained for the future cycle? Why/why not? Play a co-ordinator role?

D UNDP Engagement in Aid Effectiveness

- 1 How do you see UNDP's performance as IF Donor Facilitator in Cambodia? What are the organisation's strengths and weaknesses in performing this role?
- 2 Is UNDP perceived as a credible and reliable partner of your ministry/agency/organisation in the trade sector? Please list strengths and weaknesses.
- 3 What are the areas where UNDP can add more value in terms of improving aid effectiveness in AfT in Cambodia? Within the UN system? In support for development partners' alignment? To improve government ownership?
- 4 Would you support the recruitment by UNDP of a long term advisor to support SWAp development? If yes, what should be the focus of his/her ToR?
- 5 Do you believe it would be desirable to create a fire-wall between the roles of the SWAp advisor and implementing agency? Why?

Annex D. OUTPUTS TRACKING TABLE

COMPONENT 1

	Outputs/Targets set in Annual Work Plans	Was the Output originally foreseen?	Was the Output delivered?	To what extent did this Output contribute to the expected project Outcomes?	Diversions/gaps compared to original work plan 2006-10	Comments on quality of output
2006	1) Draft DTIS Production of the studies by the end of 2006	yes (output 1)	partially by deadline, in March 2007 Interministerial Meeting, followed by circulation of draft to DPs, which provided comments by May 2007, second draft circulated in September 2007 and comments provided by October 2007	substantially	delays in achieving output were due to need to expand consultative process, including by organising round table discussions with stakeholders. Original timeframe was not very realistic, considering need to consult partners	consultative process inclusive, but transparency could have been improved by sharing process milestones with stakeholders from the beginning; innovative DTIS on methodology; process could be codified as a series of steps leading to final products (to be used also for future updates)
	2) development of a strategic paper to implement, institutionalize and monitor HDIA methodology by end of 2006	yes (output 3)	no	no	delays in achieving output were due to difficulties in recruiting Senior Trade Advisor (new UNDP procurement procedures)	no final product
2007	1) National validation of updated DTIS	yes (output 1)	yes (December 2007)	substantially		
	2) Monitoring plan for the DTIS updates, including proper institutional mechanism developed	yes	yes	substantially	link also to component 4	two useful documents were produced: 1) Making the Trade SWAp coordination work and 2) Implementation of Cambodia's Trade SWAp
	3) Monitoring plan for institutionalizing the HDIA methodology developed	no				
2008	1) Human Development Impact Assessment 2008-09 roll plan developed and endorsed by MoC	yes (output 3)	yes, only 2009 (quarterly)	moderately		HDIA related activities were of uneven quality, due also to diversity of supporting institutions contracted. It appears also that Even if studies

	2) Two HDIA studies produced	yes (output3)		moderately		provide useful analysis, there appear to be weak "institutionalization" of this task, resulting in poor sustainability and lack of follow up to studies' findings
2009	1) Trade policies studies 2009-10 plan developed and endorsed by MoC	yes (output 3)	yes	NA	NA	No document was made available to the Review Team
	2) Joint study with DPs completed	yes (output 3)	joint study with WB on sources of growth	NA	NA	No document was made available to the Review Team
	3) Trade and Gender assessment study conducted	yes (output 3)		NA	NA	

COMPONENT 2

	Outputs/Targets set in Annual Work Plans	Was the Output initially foreseen?	Was the Output delivered?	To what extent did this Output contribute to the expected project Outcomes?	Diversions/gaps compared to original work plan 2006-10	Comments on quality of output
2006	1) Establishment of Core Group at MoC	Yes	Yes - Developed the terms of references of the Core Group focal points, including management arrangements; - Identified and selected the Core Group members under the leadership of MoC: 3 focal points respectively for DTIS, HDIA and Sectoral works; - Established and equipped the Core Group office at the MoC; - Full involvement of the 3 focal points in the DTIS, HDIA and EPA work in the implementation of the project activities;	Substantially	Other outputs not delivered: - Design and deliver trainings program related to trade and development, research, monitoring and evaluation - Review donor funded trade-related programmes with a focus on capacity development to identify achievements and gaps, redundancies and complementarities	Core Group initially only 3 MoC staff. More were added to group, but recently non-MoC members' contracts have expired and not been renewed. Currently only 8 MoC members. Concerns about clarity of roles of CG members and their relationship with their departments. Concerns also about sustainability of this approach which risks being disruptive rather than reinforcing institutional capacity.

2007	1) National core group trained and capable to gather, review and analyze trade related information/data and make them available accessible	Yes	No. Various activities reported under this component, but only activity related to planned output was set-up of an email address. Other activities conducted included: - establishment of inter-ministerial focal point network to provide DTIS input - development of Value Chain Coordination Matrix - prepared project newsletter (ready for publication) - organized provincial PPP discussions - developed CD programme curriculum and modules developed	Negligibly	Other outputs not delivered: - Design and deliver trainings program related to trade and development, research, monitoring and evaluation; - Review donor funded trade-related programs with a focus on capacity development to identify achievements and gaps, redundancies and complementarities; - Develop and support the implementation of an ITC plan, including resource mobilization for implementation and for securing sustainability of the information services - Provide specific technical trainings to selected MoC IT officials in creating, developing and maintaining MoC website for trade and market information; - Provide specific trainings to the statistic department officials of MoC, in collecting, clearing and analyzing trade related data	Value Chain Coordination Matrix provides what appears to be a one-off summary of who is responsible for what and some expected dates. Copy of the project newsletter not made available. No minutes of provincial PPP minutes available. CD programme curriculum and modules not available.
2008	1) Trade and Investment Capacity Development Plan endorsed by MoC; including:	Yes	Partially Provincial Dept training needs were inventoried and shared.	Planned outputs would contribute significantly. Actual outputs contributed negligibly		Capacity development plan strategy and methodology were outlined, but, despite claims that they have been completed, no ICAs or ICD plans were presented to the review team. A basic checklist for workshop arrangement and a participant's form were presented as training monitoring tools.
	2) Commercial Technical Expertise Capacity Development Plan developed	Yes	Two MoC Dept CD plans were developed. CD Plans were commenced for 3 depts in partner ministries.			
	3) Program Management Capacity Development Plan developed	Yes	DICO strategic plan and workplan also developed			
	4) Negotiation Capacity Development Plan developed and conducted	Yes	Training tracking & monitoring tool			
	5) Advocacy and Communication Plan developed	Yes	No			
	6) Resource Mobilization Plan developed	Yes	No			

2009	1) Institutional Development Capacity Plan implemented including capacity of MoC and line Ministries to participate in Trade SWAp	Yes	NA	NA	NA	NA
	2) Core team and Project staff learning plan developed and implemented	Yes	NA	NA	NA	NA

COMPONENT 3

	Outputs/Targets set in Annual Work Plans	Was the Output initially foreseen?	Was the Output delivered?	To what extent did this Output contribute to the expected project Outcomes?	Diversions/gaps compared to original work plan 2006-10	Comments on quality of output
2006	No defined outputs/targets reported		Outputs delivered as part of DTIS: - An Export Potential Assessment - Report on attractive markets for each product and service selected - 12 sectoral fact sheets	substantially	NA	Outputs delivered as part of DTIS under component 1
2007	1) Public and Private Partnership for enhancing supply capacity methodology and action plan developed	Yes	A number of outputs were reported as delivered that were not linked to the planned output, including: - piloting of GSB initiative - completed 1st phase of Village Phone Initiative - developed report on ICT solutions for ag & fish sectors - held a number of provincial Public & Private forums - LoA signed re financial support for National Silk Sector Strategy	Substantially	Other outputs from project plan not addressed include: - develop provincial private sector development plans - establish a partnership grants facility	Output documents were unavailable to the Review Team.
2008	Development of provincial SME development plan					
	1) 2 provincial SME development plans adopted	Yes	Put on hold due to partner disengagement.	Substantially		
	2) Resource mobilization development plan developed	Yes	Put on hold due to partner disengagement.	Substantially		

	Support export promotion services					
	3) Technical assistance to selected PCCs and product associations developed	Yes	No	NA	NA	No outputs referenced in annual reports.
	Support legal/regulatory framework					
	4) Commercial Court implementation plan developed	Yes	No	NA	NA	Law drafted but not signed by Council of Ministers. Put on hold.
	5) Resource mobilization plan adopted	Yes	No	NA	NA	
	Promote public and private investments (GSB)					
	6) GSB Strategic Development plan 2008-10, including Resource Mobilization plan developed	No	Partially. GSB Strategic Review was conducted.	NA	NA	Comprehensive Strategic Review was completed Oct 2008.
	7) Village Phone Cambodia Initiative upscaled	No	Partially. VFI Review was reported as completed.	NA	NA	VFI Review not available
	8) Eco tourism project developed	No	Partially. Eco-tourism Investment Feasibility study was reported as completed	NA	NA	Feasibility study not available
	9) 1 renewable energy project developed	No	Project proposal was reported as drafted	NA	NA	Project proposal not available
	10) M-Banking project developed	No	No. Project Board made decision made to drop this activity.	NA	NA	
	Development & investment on selected national sectoral strategies					
	11) 1 sectoral strategy developed	Yes	Partially. Market Evaluation of Maize & Soybeans completed	Substantially	NA	Market evaluation provided an effective analysis to support the development of a strategy for these sectors, but no follow-up activities were reported.
	12) Implementation coordination mechanism developed	Yes	NA	NA	NA	No outputs referenced in annual reports.
	13) Resource mobilization strategy developed	Yes	NA	NA	NA	No outputs referenced in annual reports.
	Support inclusive financial services development					
	14) Scoping and design mission conducted		Not in 2008. Output was included in 2009 workplan	Substantially	NA	No outputs referenced in annual reports.

	Support silk sector strategy implementation					
	No targets defined		Silk Sector Stocktaking Report produced	NA	NA	Report quality sufficient, but no apparent review of the Silk Sector Strategy, which was developed in 2005. No follow-up activities reported.
2009	Support to Provincial Value Chain Strategies and Export Promotion for selected products/provinces					
	1) Trade/Investment Information Unit in TPD establishment plan developed	No	Not yet	NA	NA	NA
	2) Provincial Value Chain Strategy assistance plan developed in the 3 selected Provinces;	Yes	Not yet	NA	NA	NA
	3) Export Promotion Strategy for rice, cassava soybean and corn developed and disseminated	Yes	Partially. Market Evaluation of Soybean and Maize Production completed. Cassava promotion study tour to China conducted.	NA	NA	NA
	Support Inclusive financial services development					
	1) Trade finance analysis completed	Yes	Activity transferred to TDSP	Substantially	NA	The analysis contributed significantly to achieving outcomes
	2) Scoping and design EXIM Bank mission conducted	Yes	Activity transferred to TDSP	Substantially	NA	The mission conducted useful groundwork that needs to be finalized by the project, in cooperation with other DPs
	3) Trade finance support proposal developed	Yes	Partially. Concept note developed, LoA with ITC signed by ITC in March 2009	Substantially	NA	There is significant progress towards the achievement of this output

COMPONENT 4

	Outputs/Targets set in Annual Work Plans	Was the Output initially foreseen?	Was the Output delivered?	To what extent did this Output contribute to the expected project Outcomes?	Explain diversions/gaps compared to original work plan 2006-10	Comments on quality of output
2008	1) Trade SWAp implementation and monitoring: Log Frames for the 2 sub programmes developed and endorsed by the trade Sub-Steering Committee	no	yes	substantially	Activities in support to Trade SWAp were not initially foreseen in the original logframe because the RGC decided to set up a SWAp in 2007	Support by the project was instrumental in supporting RGC effort in setting up the Trade SWAp
	2) Product and Services Sector Export Development	no	NA	NA		NA
	3) Capacity-Building for Trade Development and for the Management of Trade Development	no	NA	NA		NA
	4) Communication and Awareness Plan Developed	no	Yes	substantially		Communication effort was important but it needs to be deepened to increase awareness on SWAp, in particular of stakeholders outside MoC
2009	1) Trade SWAp 2009-2010 M&E developed	no	no		Activities in support to Trade SWAp were not initially foreseen in the original logframe because the RGC decided to set up a SWAp in 2007	
	2) Trade SWAp Communication Plan developed and implemented	no	Yes	Substantially		Implementation of the plan should be sustained by the project
	3) Log Frames 2009-2010 and monitoring plan for Pillar 2 and 3 developed	no	no yet			
	4) Annual Evaluation of Pillar 2 and 3 completed	no	no yet			

Annex E. LIST OF PERSONS MET

Name	Position, Organization
Peter Bolster	Chief Technical Advisor, GTZ
Seth van Doorn	Attache, European Commission
Stephane Guimbert	Economist, World Bank
Eric Sidgwick	Snr Country Economist, ADB
Masayo Terakado	Representative, JICA
Miyashita Yojiro	Advisor, JICA
Muong Sideth	Project Officer, AfD
Christofer China	Project Officer, AfD
Olivier Gilard	Program Officer, AfD
Pheanuroth Sisowath	Focal Point, ITC
Ronit Gerard	Private Enterprise & Environment Officer, USAID
Sok Narin	Head of Operations, UNIDO
Tuomo Poutiainen	Chief Technical Advisor, ILO
David Van	ex-Snr Trade Development Advisor, TRADE
Michael Freudenberg	Snr Market Analyst, ITC
Peter Brimble	Senior Private Sector Advisor, UNDP
Roger Lawrence	International Consultant
Sak Sambath	Senior Project Officer, DANIDA
Sven Callebaut	ex-Snr Capacity Development Advisor, TRADE
Thierry Noyelle	Senior Advisor, UNDP
H.E. Mao Thora	Secretary of State, MoC
H.E. Pan Sorasak	Secretary of State, MoC
Seun Sotha	Director, Trade Promotion Dept, MoC
Uch Kimyon	Director, Dept of International Cooperation, MoC
Hao Ann	Deputy Director, Dept of International Cooperation, MoC
Kuy Navy	Deputy Director, Dept of Personnel, MoC
Mam Many	Deputy Director, Dept of International Cooperation, MoC
Ou Proumvirak	Deputy Director, Trade Promotion Dept, MoC
Ouch Savin	Deputy Director, Trade Promotion Dept, MoC
Chan Phohoun	Financial Advisor, Dept of International Cooperation, MoC
Chhi Kolbotra	Staff, Dept of International Cooperation, MoC
Plong Mongkolphalla	Staff, Dept of International Cooperation, MoC
Andrew McNaughton	CEO, Mekong Rain Natural Foods
Kep Phengly	Director, BAMDA (Battambang Agricultural Market Development Assn)
Nou Veasna	BAMDA (Battambang Agricultural Market Development Assn)
Prum Hong	Prahoc Association of Kompong Khlang
Sour Kheang	Vice President, Rice Miller Association Kampong Cham
Chhiv Yiseang	Director, Royal School of Administration
You Mab	National Project Manager, TRADE

Yin Yanno	Capacity Development, TRADE
Sheila Scapis	Trade Policy Expert, TRADE
Botumroath Lebun	Communications Officer, TRADE
Chhay Channira	Focal Point Capacity Development & Training, TRADE
Nuon Phanith	Focal Point Supply Capacity Development, TRADE
Somrith Sakura	Focal Point Supply Capacity Development, TRADE
Lim Chansopheak	Graphic Design, TRADE
Un Buntha	National MSME Facilitator, TRADE
Bell Oudom Ketya	Research Assistant
Kheang Praneth	Research Assistant
Macthearith Om	Research Assistant
Menh Vuthisokunna	Research Assistant
Hin Wisal	Poverty Reduction Unit Leader and Assistant Country Director, UNDP
Gonzalo Delgado	Aid for Trade Specialist, UNDP

Annex F. LIST OF DOCUMENTS REVIEWED

Animal Feed Production in Cambodia: A Preliminary Study, Economic Institute of Cambodia, draft, 21st November 2008

Annex 3.2: Methodology for the preparation of a Capacity development plan, undated

Anukret on Forming a Task Force for Discussion of Private Sector Partnership, 7th March 2007, unofficial translation

Cambodian Sericulture Stock Taking Report For Cambodian Sector-Wide Silk Project, Budd Gibbons & Jose Vahl, July 2008

Cambodia's 2007 Trade Integration Strategy Executive Summary and Action Matrix, Ministry of Commerce and UNDP, December 2007

Capacity Enhancement for Trade - Enhancing Capacity to Develop Policy and Undertake Research, Logframe and Monitoring Framework, 2009

Checklists (before, during, after) for the Organization of Training Events, undated

Common Country Assessment Cambodia 2009, UN Cambodia, final draft, July 2009

Communications Strategy for DICO to Support Trade SWAp, Time Frame Matrix 2009-2010

Coordination Capacity Building Matrix: Results and Resources Framework, undated

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Country Programme Action Plan, UNDP Cambodia, draft, 13th February 2009

Gender Assessment of UNDP Cambodia's TRADE project, Yumiko Yamamoto, UNDP Asia-Pacific Regional Centre in Colombo, draft, 23 October 2009

Human Development and Clothing Manufacturing in Cambodia: Challenges and Strategies for the Garment Industry, James Heintz, draft, November 2006

Institutional assessment and support to capacity building of the Cambodian Ministry of Commerce, Draft Interim Report, Mahieddine Saidi, 2nd October 2007, and various associated documents

Institutional Capacity Building For Chambers of Commerce, Chambers of Professionals, MSME Associations, Concept Paper, undated

Institutional Capacity Development Strategy, Sven Callebaut, 15th August 2008

Joint Partnership Arrangement for the Trade SWAp, draft, September 2009

Letter of Agreement between Ministry of Commerce/Kingdom of Cambodia and International Trade Centre on trade finance feasibility study, undated

Making Trade SWAp Coordination Work (draft)

MoC Training Needs tables, undated

Performance Incentives Agreement template, UNDP

Price Distortion in Cambodia: A Case Study of Paddy, Maize and Soybeans, Economic Institute of Cambodia, draft, 5th November 2008

Project Concept Paper for an Access to Finance Program for Cambodia Commodities & Agribusiness Sector, Roger A. Mégélas and David Van, undated

Provincial Training Needs (Departments of Commerce) database

Revenue Repercussions of Trade Liberalization in Cambodia, Barsha Khattry, January 2007

Standard Logistics Arrangement Check-list for an Event

Terms of Reference, Officer Trade SWAp Pillar 2, undated

Terms of Reference, Pillar 1 Trade SWAp Team, draft, 31st January 2008

Terms of Reference, Pillar 2 Trade SWAp Team, draft, 31st January 2008

Terms of Reference, Pillar 3 Trade SWAp Team, draft, 31st January 2008

Terms of Reference, T.R.A.D.E. Core Group, undated

Terms of Reference, T.R.A.D.E. Project Core Team Member, Sectoral Work Focal Point, undated

Terms of Reference, T.R.A.D.E. Project, NIU Liaison Officer, undated

Terms of Reference, Training and Capacity Development Focal Point, undated

ToRs Project Members, undated

T.R.A.D.E. Project Steering Committee Meeting minutes, 13th September 2006

T.R.A.D.E. Project presentation, April 2006

T.R.A.D.E. Project Annual Project Review Report, November 2006

T.R.A.D.E. Project Annual Work Plan Budget 2007

T.R.A.D.E. Project Bi-annual Progress Report, January - June 2007

T.R.A.D.E. Project Board meeting minutes, 26th December 2007

T.R.A.D.E. Project Annual Progress Report, 2007

T.R.A.D.E. Project Annual Work Plan 2008

T.R.A.D.E. Project Quarterly Progress Report, 1st Semester, January - June 2008

T.R.A.D.E. Project Work Plan July - December 2008

T.R.A.D.E. Project Annual Report 2008

T.R.A.D.E. Project Annual Work Plan 2009

T.R.A.D.E. Project Board Meeting minutes, 13th January 2009

T.R.A.D.E. Project 1st Semester Progress January - June 2009

T.R.A.D.E. Project Board Meeting Project Status and Achievement presentation, 7th August 2009

T.R.A.D.E. Project Work Plan and Budget Q3 2009 revised

Trade Related Assistance for Development and Equity Programme Support Document Revision, final draft, 2006

Trade Related Assistance for Development and Equity Programme Support Document, 25th August 2004

Trade SWAp Monitoring Indicators 2009-2010, version 4, 29th September 2009

Trade SWAp Pillar 3 "Capacity Development" Progress Report to the Sub-Steering Committee on Trade Development and Trade Related Investment, presentation, 8th April 2008

Trade SWAp Pillar 3 Logframe, undated

Training Participant Individual Form, 11th July 2008

UNDP Cambodia GSB Strategic Review Final Report, 28th October 2008

UNDP Human Development Impact Assessment of WTO Accession in Cambodia: Pre-Assessment Report, Gerald Epstein and Arjun Jayadev, 16th March 2006

T.R.A.D.E. Independent Project Review

UNDP Strategic Plan, 2008-2011 - Accelerating global progress on human development, 22nd May 2008

Value Chain Analysis Matrix, undated

Viability of Export Led Maize and Soybeans Processing, Final Report, Dao Cambodochine, 5th October 2008

Handbook on Planning, Monitoring and Evaluating for Development Results, UNDP, 2009

Norms for Evaluation in the UN System, UNEG, 2005

Standards for Evaluation in the UN System, UNEG, 2005

Evaluating Development Cooperation, OECD-DAC

DAC Evaluation Qualitative Standards, DAC Evaluation Network

Annex G. PRESENTATION OF FINDINGS/RECOMMENDATIONS

Trade Related Assistance for Development and Equity

Independent Project Review

presented by Fabio Artuso (Fabio.Artuso.AfT@gmail.com)
and Sam Plummer (samplummer@gmail.com)
Phnom Penh – 27 October 2009

Review Purpose & Objectives

- Assessed the performance of the ongoing project
- Identified knowledge products
- Analyzed the rationale for UNDP engagement in the trade sector in Cambodia
- Conclusions and recommendations to address shortcomings in order to attain the project's intended outcomes by the end of 2010
- Mid-term conclusions and recommendations will be used by UNDP to identify areas of comparative advantage and strategize its future positioning in providing AfT to Cambodia (2011-15)
- Knowledge products could be used – mainly by UNDP – to more effectively plan and implement projects in Cambodia or in other countries

Approach and Methodology

- Review of project documents
- Questionnaires, interviews and focus group discussions
- Stakeholders: RGC officials, project staff and UNDP Country Office staff, Development Partners based in Cambodia, international advisors and representatives of beneficiaries
- The report presents and analyses both quantitative and qualitative data.

Findings - Relevance

- The project was widely perceived as being consistent with Cambodia's conditions, immediate needs and development capacity, and with the UNDP vision, priorities and targeted outcomes
- Flexibility in project design = high responsiveness
- UNDP providing relatively effective support to the project implementation

Relevance		PT	IAs	DPs	PAs	Average
1	Are project outcomes addressing country needs as outlined in national policies and strategies?	3.71	3.60	3.55	3.00	3.5
2	Are project activities relevant to meet project outcomes and are they appropriate in the local context of Cambodia?	3.71	2.80	2.55	3.00	3.0
3	Has the project shown an ability to adapt and address current needs in a changing environment?	3.43	2.80	3.00	2.67	3.0
4	Is UNDP providing effective support to the project implementation, reflecting their expertise in the outcome areas?	3.29	2.20	3.00	3.00	2.9
Criteria Score						3.1

Findings - Efficiency

- Structures and Systems are in place
- But project's outcomes and outputs are yet to be substantially delivered
- Lack of follow-through with regards to planned annual outputs = concerns about inconsistent planning, budgeting and disbursement of funding
- UNDP's perceived neutrality and the TRADE project's position within the SWAp enable development partners to identify synergies to contribute to project outcomes

Efficiency	PT	IAs	DPs	PAc	Average
1 To what extent have project's outcomes and outputs been achieved and are likely to be achieved by 2010?	3.29	2.60	2.33	2.67	2.7
2 Are project resources being / Have project resources been used effectively to meet the needs of the project?	3.43	2.00	3.00	2.67	2.8
3 Are project resources being / Have project resources been used efficiently to provide good value for money?	3.14	2.25	2.75	0.00	2.7
4 Are synergies with other development partners contributing to increase project's effectiveness?	3.00	3.20	2.60	2.50	2.8
Criteria Score					2.8

Findings - Effectiveness

- Wide variations in the effectiveness of project activities were noted by stakeholders
- Issues identified with the project management structure and the ineffectiveness of the core group modality in delivering planned outputs and outcomes
- Improvements in the project areas were attributable to project activities
- Contribution to DTIS and support to Trade SWAp widely acknowledged

Effectiveness	PT	IAs	DPs	PAc	Average
1 Were/Are annual outputs/targets realistic as compared to the absorptive capacity of beneficiaries?	2.86	2.60	1.88	2.75	2.5
2 What is the quality of the deliverables and outputs?	2.86	2.00	2.30	2.75	2.5
3 To what extent can improvements in the areas covered by the project be attributed to the project activities?	3.17	2.50	2.60	2.67	2.7
4 Was/is the management structure (project board, manager and team set up) effective to produce deliverables and outputs?	3.00	1.40	2.50	3.00	2.5
5 Are activities consistently linked to targets, outputs and outcomes?	3.43	1.75	2.83	3.00	2.8
Criteria Score					2.6

Findings - Impact

- Project targets addressing "human and income poverty through employment generation"
- Doubts that the project would generate sufficient outputs to have a significant impact during project term
- Completion of comprehensive institutional capacity assessments and development plans would contribute to the improvement of the capacity of government officials and producer associations

Impact of Development Efforts		PT	IAs	DPs	PAs	Average
1	To what extent has the project's outputs contributed to reducing, or are likely to reduce "human and income poverty through employment generation" (CPAP outcome indicator)?	2.86	2.25	2.00	2.33	2.4
2	To what extent have the project's outputs contributed to improving, or are likely to contribute to improve, Government Officials capacity?	3.29	2.60	2.75	4.00	3.2
3	What is the long term impact of the project on the capacity of the producer associations to engage effectively in international trade activities?	3.29	2.20	2.43	2.00	2.5
Criteria Score						2.7

Findings - Sustainability

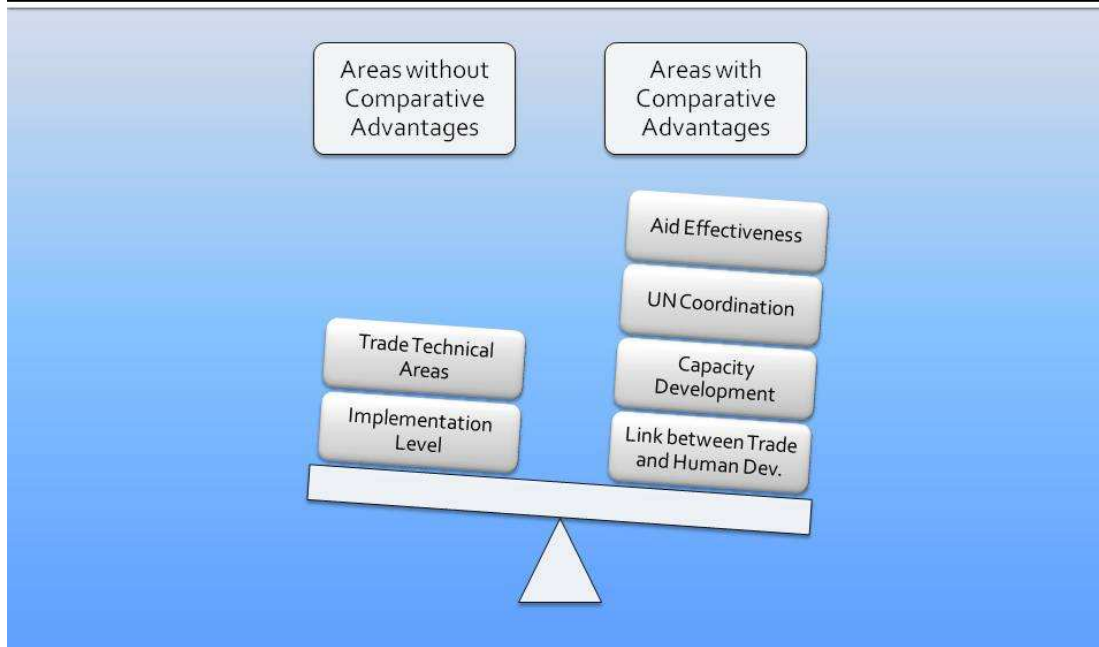
- Ownership of the T.R.A.D.E. project is strong at political level
- Lack of sub-decree on SWAp impacting on the commitment and involvement of mid-level government officials
- Implementation of institutional capacity development plans and strengthened decision-making and communication channels will support sustainability project outcomes

Sustainability		PT	IAs	DPs	PAs	Average
1	What is the level of project ownership by the government, both on planning and implementation?	3.00	2.50	2.64	3.00	2.8
2	Is institutional capacity sufficient to maintain, manage and sustain the project's development results in the future?	2.71	2.00	2.11	3.75	2.6
3	Are there financial mechanisms in place to ensure future sustainability in the areas covered by the project?	2.83	1.75	2.00	1.00	1.9
Criteria Score						2.4

Findings – Trade SWAp

- Trade SWAp is largely referred to as a mechanism for coordination that can evolve into a system for policy dialogue and to plan and manage AfT interventions
- Lack of Sub-Decree = lack of ownership?
- Fatigue from setting up mechanisms = anxiety on results
- Weak Capacity = priority to prepare comprehensive plan on CD
- Better communication needed
- Coordinated/harmonized performance management and incentives system
- Pillar II approach by products: are we missing something?

Findings – UNDP Comparative Advantages



Findings – UNDP engagement at technical level

- UNDP to continue support in the area of capacity development (Pillar III) but division of labor needed (TDSP) to achieve synergies and avoid duplications
- DICO to remain the main counterpart for the work under pillar III, to be strengthened as a priority
- UNDP to promote UN coordination in CD, since specialized competencies are available within specific UN agencies
- Continue and strengthen engagement of the Royal School of Administration and the Royal University of Law and Economy = sustainability
- Pillar II: UNDP to continue but questions on efficiency of doing it through a non-resident advisor. Better communication with other stakeholders needed. Opportunity to attract and coordinate technical inputs to be provided by specialized UN agencies

Findings – UNDP engagement in AfT Effectiveness

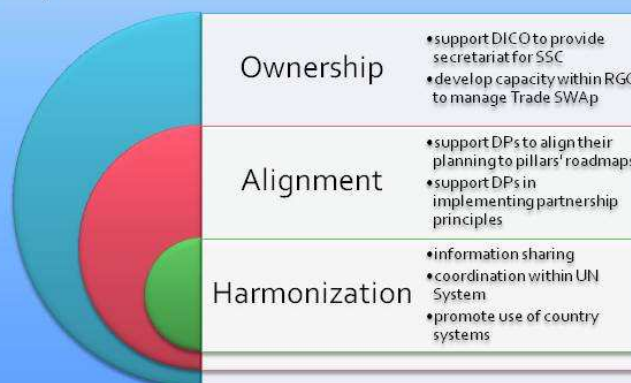
- UNDP is a credible and reliable partner, but better communication and transparency are needed
- Partnership principles important to clarifying the roles and responsibilities of all parties involved = role for UNDP?
- UNDP is better placed than anybody else to increase AfT effectiveness within trade sector
- RGC ownership could be increased by providing a long term advisor (Trade SWAp Facilitator) to support MoC in managing the Trade SWAp with a long-term plan to develop the institutional capacity of DICO and the other departments involved
- In parallel, UNDP should also help to facilitate MoC/DPs dialogue and promote UN coordination
- Tier II proposal under the Enhanced Integrated Framework = opportunity to achieve synergies within the UN (current proposal to be re-drafted together with UNIDO and other Agencies, using UNDP local knowledge)

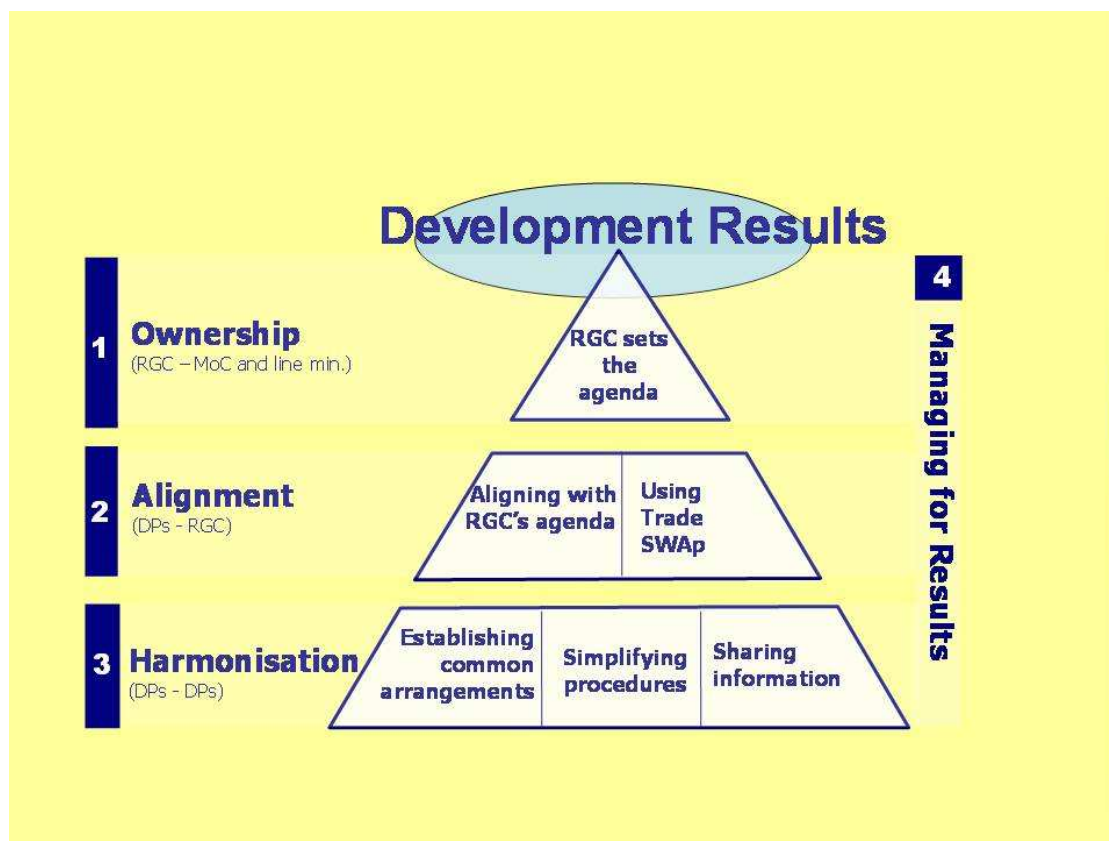
Recommendations – ongoing project

- **Sub-Decree on Trade SWAp:** it should be signed urgently to clarify roles and responsibilities
- **Trade SWAp Facilitator:** should be appointed to support the MoC in managing the Trade SWAp with a long-term plan to develop the institutional capacity of DICO and the other departments involved (with initial focus on planning, monitoring and evaluation)
- **Capacity Development Plans:** should be established for key departments of MoC and line ministries, and for producer associations
- **Pillar II & III:** UNDP should refocus its Pillar II and III resources with consideration of maximizing project contributions and synergies with other development partners. This should happen in tandem with the development of a plan to maximise sustainability of project outcomes agreed with all stakeholders in the first quarter of 2010

Recommendations – next programming cycle

- **UNDP as neutral broker:** consolidation in areas of comparative advantage and progressive disengagement from areas where UNDP does not add value. Improvements in communication and transparency are needed
- **AfT Effectiveness:** UNDP should concentrate its effort in the area of AfT effectiveness, by supporting at all levels the aid effectiveness agenda within the Trade SWAp





- ## Recommendations – next programming cycle
- **Trade SWAp Facilitator:** The long term advisor should be reporting directly to the Sub-Steering Committee (or to Secretary of State) and he/she should facilitate SWAp planning, implementation, monitoring and evaluation. His/her functions should be based on a long term plan to develop institutional capacity – starting from DICO – to manage the Trade SWAp, with a detailed exit strategy to ensure sustainability
 - **UN System and Aft:** UNDP should act as a broker for specialized UN agencies in trade technical areas and, in this function, it could maintain the role of shepherd for pillar II. In pillar III, in addition to promoting the use of UN specialized skills, UNDP could get involved in delivering capacity development activities by tapping into national and regional expertise

Recommendations – next programming cycle



Annex F. SUMMARY OF FINDINGS/RECOMMENDATIONS

Main findings of the T.R.A.D.E. project review on current project:

6. **Relevance:** The project was widely perceived as being consistent with Cambodia's conditions, immediate needs and development capacity, and with the UNDP vision, priorities and targeted outcomes. The flexibility inherent in project design to enable the Project Board to adapt the project to changing circumstances and to address current needs within the general framework of the project. Most stakeholder groups perceived that the UNDP was providing relatively effective support to the project implementation.
7. **Efficiency:** The structures and systems required for the effective execution of the project are now largely in place, including the Trade SWAp, but the project's outcomes and outputs are yet to be substantially delivered. Feedback indicated that UNDP's perceived neutrality and the TRADE project's position within the SWAp enable development partners to identify synergies to contribute to project outcomes. The lack of follow-through with regards to planned annual outputs was reflected in concerns about inconsistent planning, budgeting and disbursement of funding.
8. **Effectiveness:** Wide variations in the effectiveness of project activities were noted by stakeholders. This was partly attributed to issues identified with the project management structure and the ineffectiveness of the core group modality in delivering planned outputs and outcomes. Stakeholders generally perceived that improvements in the project areas were attributable to project activities. The DTIS was identified by a number of stakeholders as benefitting the trade sector by providing an analytical basis to sector strategy discussions, and the contribution of the T.R.A.D.E. project to the establishment of the Trade SWAp framework was widely acknowledged.
9. **Impact:** The project targets were generally acknowledged as addressing "human and income poverty through employment generation", although doubts were raised that the project would generate sufficient outputs to have a significant impact. There was generally perceived that completion of comprehensive institutional capacity assessments and development plans would contribute to the improvement of the capacity of government officials and producer associations.
10. **Sustainability:** While ownership of the T.R.A.D.E. project is strong at political level, the lack of a *prakas* to formalize responsibilities and authorities is impacting on the commitment and involvement of mid-level government officials. Implementation of institutional capacity development plans and strengthened decision-making and communication channels will support sustainability project outcomes.

Main findings on future UNDP engagement in AfT:

1. **Trade SWAp:** The progress in setting up the Trade SWAp is welcomed by all stakeholders but weak institutional capacity in RGC needs to be sustained with continuous Aid for Trade (AfT)
2. **UNDP Added Value:** Most stakeholders believe that UNDP is a credible and reliable partner. There is a broad perception that UNDP should continue its engagement in delivering AfT to Cambodia, provided that it focuses on areas where UNDP has strong comparative advantages *vis-à-vis* other DPs. UNDP should refrain from getting involved in technical trade areas where it lacks the corporate expertise to exercise oversight and quality control function on outputs provided by external experts. UNDP's tasks in this area should be limited to coordinating inputs by specialized UN agencies
3. **UNDP Comparative Advantage:** Most stakeholders believe that UNDP should build on the relationship of trust it has with the MoC to concentrate its future interventions on consolidating AfT effectiveness within the Trade SWAp, by assisting the MoC to reinforce its ownership, helping DPs to coordinate and align and catalyzing synergies within the UN system. Stakeholders perceive that UNDP can also play a role in helping the government to link trade with human development and, more generally, in the area of capacity development and institutional

strengthening. The flexibility of UNDP procedures is also considered a comparative advantage when compared with other DP systems

4. **Trade SWAp Facilitator:** There is a very broad consensus among stakeholders interviewed on the possibility of UNDP funding a long term advisor position (Trade SWAp Facilitator) focused on strengthening institutional capacity – in particular within DICO – to manage the Trade SWAp. In general the advisor should help the MoC in increasing ownership and support MoC in encouraging DPs to align their interventions to the Trade SWAp.

Main recommendations on current project:

6. **Trade SWAp Sub-Decree:** It is vital that the sub-decree on Trade SWAp roles and responsibilities be approved and implemented as soon as possible
7. **Trade SWAp Facilitator:** He/She should be appointed to support the MoC in managing the Trade SWAp with a long-term plan to develop the institutional capacity of DICO and the other departments involved (with initial focus on planning, monitoring and evaluation)
8. **Capacity Development Plans:** As a matter of urgency, capacity development plans should be established for key departments of MoC and line ministries, and for producer associations
9. **Pillar II & III:** UNDP should refocus its Pillar II and III resources with consideration of maximizing project contributions and synergies with other development partners. This should happen in tandem with the development of a plan to maximise sustainability of project outcomes agreed with all stakeholders in the first quarter of 2010

Main recommendations on future UNDP engagement in AfT:

1. **UNDP as neutral broker:** UNDP should capitalize on its credibility as a neutral broker in the trade sector to consolidate its support to the Trade SWAp. Consolidation in areas of comparative advantage should be accompanied by progressive disengagement from areas where UNDP does not add value. Improvements in communication and transparency are needed
2. **AfT Effectiveness:** UNDP should concentrate its effort in the area of AfT effectiveness, by supporting at all levels the aid effectiveness agenda within the Trade SWAp. UNDP should design a comprehensive AfT Effectiveness Strategy supporting government ownership (by strengthening institutional capacity within DICO and other institutions involved in the Trade SWAp), DPs coordination and alignment (including within the UN system), enhancing harmonization and supporting M&E functions
3. **Trade SWAp Facilitator:** The long term advisor should be reporting directly to the Sub-Steering Committee (or the Secretary of State) and he/she should facilitate SWAp planning, implementation, monitoring and evaluation. His/her functions should be based on a long term plan to develop institutional capacity – starting from DICO – to manage the Trade SWAp, with a detailed exit strategy to ensure sustainability
4. **UN System and AfT:** UNDP should act as a pivot for specialized UN agencies in trade technical areas and, in this function, it could maintain the role of shepherd for pillar II. In pillar III, in addition to promoting the use of UN specialized skills, UNDP could get involved in delivering capacity development activities by tapping into national and regional expertise. UNDP should initiate discussion with the UN Resident Coordinator Office in Cambodia to identify modalities for increasing coordination among UN agencies, including by using existing framework agreements such as the “Inter-Agency Cluster on Trade and Productive Capacity”