



Strengthening Citizen Participation in Democratic Governance (SCPD) Project
Project No.UDF-CMB-07-175

TERMINAL EVALUATION REPORT

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LIST OF ACRONYMS AND ABBREVIATIONS

ADHOC	Cambodian Human Rights and Development Association
APRs	Annual Progress Reports
BoD	Board of Director
CBO	Community Based Organization
CCs	Commune Councillors
CDP	Cambodian Defenders Project
CEC	Commune Election Commission
COMFREL	Committee for Free and Fair Elections in Cambodia
CHM	Complaints Handling Mechanism
CHRAC	Cambodia Human Rights Action Committee
CPP	Cambodian People's Party
CSOs	Civil Society Organizations
D&D	Decentralization and De-concentration
DFGG	Demand For Good Governance Project
EA	Executive Agency
ExCom	Executive Committee
GW	Government Watch
IA	Implementing Agency
KKKHRA	Khmer Kampuchea Kroam Human Right Association
KYA	Khmer Youth Association
LICADHO	League for the Promotion and Defense of Human Rights
LPF	Local Public Forum
M&E	Monitoring and Evaluation
MP	Member of Parliamentary
MOI	Ministry of Interior
MTE	Mid-Term Evaluation
MS	Moderately Satisfactory
NA	National Assembly
NEC	National Election Committee
NICFEC	Neutral and Impartial Committee for Free and Elections in Cambodia
NP	Nationalist Party
NGO	Non Government Organization
PCs	Provincial Councillors
PW	Parliamentary Watch
QPRs	Quarterly Progress Reports
RGC	Royal Government of Cambodia
SCPD	Strengthening Citizen Participation in Democratic Governance Project
SDEP	Strengthening Democracy and Electoral Process in Cambodia
SRP	Sam Rainsy Party
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
TPE	Terminal Project Evaluation
ToR	Term of Reference
VBW	Voter Benchmark Workshop
VoC	Voice of Civil Society
VIN	Voter Information Notice

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EXECUTIVE SUMMARY

This report presents the finding of the **UNDEF Project** “*Strengthening Citizen Participation in Democratic Governance Project*” the Project No.UDF-CMB-07-175, implemented from Dec 01, 2008 – Nov 30, 2010 with UNDEF funding of US\$291,000.00. The project’s overall objective was *to ensure that citizens (as the electorate) are empowered to enjoy a more informative climate and democratic and demonstrate their rights to participate effectively in democratic governance*. The project has formulated the following three outputs/outcomes (results) to achieve the objectives.

Project Expected Outputs – (a) – At least 10,000 direct target group participants and educated women, men, and youths including journalists, civil society activists and government officials, elected officials commune councilors have received, read and quoted COMFREL’s report and articles of the parliamentary watch and the directory of the national assembly by means of its website and emailing list, and in local newspapers, (b) – 4,000 local residents (electorates) participate in 40 forums in actively discussing and interacting with 240 elected officials including local elected councilors, and (c) – 98 one hour radio program and 20 five minute TV spot are broadcasted that reach 2.5 million audients.

Project Expected Outcomes – (a) – Accountability of elected officials to voter constituencies established, as well as National Assembly members accountable to provincial constituencies: Increased information, evidence and “voter voice” to effectively influence national elected officials’ performance and fulfillment of their electoral platform promises, (b) – Enhanced political capital, through increased popular participation in local governance and regular interaction with elected and government officials, and heightened level of practice of political participation of women, and youth along with a realization of the benefits of participation, and (c) – Empowerment of civil society and voters through increased knowledge and understanding of democratic rights, responsibilities and democratic system: Strengthen “civil society voice” and improved e-campaign in gathering of public support through the media, email list, website and publications advocating for political reforms and human rights.

Management Arrangements - For the overall implementation of the SCPD has implemented at two levels of human resource (national and sub-national levels). An important element of this management arrangement has been the ExCom members and UNDP, by providing strong links between the project at the national level and sub-national levels and serves as a highly effective mechanism for strengthening citizen to participate effectively in democratic governance. As part of the strategy to improve the skills of project staff, project relies on a combination of mentoring, coaching and facilitation, and at the sub-national levels on the capacity building and extension training of trainer. The technical support provided by UNDP is clearly crucial in keeping the whole machinery running. The project management system is intended to measure process in implementing work plans, ensure the timely delivery of project outputs/outcomes, and provide information for future project/programme plans.

Project has a democratic management structure through its monthly ExCom meeting and quarterly and annual headquarters staff meetings. The structure itself is not hindering a democratic decision-making process (which is relevant when demanding democracy from others), but the project culture is constraining ‘straightforward’ and ‘frank’ opposition to some extent. Hierarchical and relational lines of communication are in the existing project culture overriding the open management structure. The question is then whether this attitude is constraining the functioning of the project and/or staff members. This evaluation has not found strong signals that this would be the case although the diminishing staff motivation might be a result of this situation.

Project Results – (a) – The most important priority results are deployed 24 observers to monitor MPs’ field visits to their constituencies and collect the information from the other media groups. Moreover, project has produced 1,000 copies of the NA directory in Khmer and 300 copies in

English, and project also conducted 4 voter benchmark workshops with 349 participants (125 female), (b) – project has conducted five two-day training sessions with 176 participants (51 female), 49 local public forums conducted on “*District and Commune Councilors and Citizens*” in all provinces with 4,202 participants (1,750 female), 15 local forum groups established in 12 provinces and 20 follow-up forums in 17 provinces with 920 participants, and (c) – project has conducted a regular 60 minute radio program called “*Voter Voice*”. Moreover, conducted a 16 minute-and-second TV educational spot on “*Citizen’s Participation, Commune Councilors and Women’s and Children’s Issues*” and broadcast in 20 times on TV channels, and TV spot on “*People’s Right to Participating in Observing Commune Budget*”.

Challenges the Project Encountered - As noted in the section on design of the project, lines of authority and management structure were unclear. There was also a lack of job descriptions and confusing and overlapping duties and responsibilities with the COMFREL’s core programme. No systems had ever been set up for monitoring and evaluation at the project beginning, and the vague outputs and changes in activities also complicated the monitoring process. Reporting on activities such as information dissemination was not clarified and reporting was inconsistent. Although several evaluation processes were initiated in the whole year of the project, there was throughout the project a lack of field monitoring of each activity by both UNDP and UNDEF.

Key Lessons Learned and Recommendation – Important lessons learned related to training and the production of original training material, which has to be justified and has to take several elements into consideration, most importantly high involvement of project staff throughout the capacity building process. Training is highly complex, and there are many factors which have to be considered to make it effective. This should be reflected in the way training activities are designed; further, forum material needs to be tested, feedback might need to be incorporated into a next phase or next projects. These lessons will play a significant role in guiding UNDP/UNDEF toward its goal for the implementation of next programmes and/or project phases. Learning from the experiences discussed is important for the better design, conceptualization, and formulation of future projects within and outside Cambodia. Lessons learned are drawn from the analyses presented, and where over relevant, recommendations have been given in the previous section. In light of findings, the evaluator makes the following recommendations for immediate action:

- (a) *The projects should be more at the forefront working with other implementing agencies to improve democratic and good governance policies, and most importantly take a lead of the electoral reform process.*
- (b) *To develop SMART indicators for public support and to measure regularly the effect of the various project activities on actual reform and human rights enforcement.*
- (c) *To merge the public forum activity with the benchmark workshop component and other public event activities and scaling-up the activity to cover at least two-third of the population, to increase event frequency and to build-up from the village to province level.*
- (d) *To discontinue the activity, reassess alternative options for maintaining or adjusting the activist base (consider mid-term review recommendations in this respect) and reallocate the resources to other project components.*
- (e) *To follow-up on the benchmark workshops and to focus on and scaling-up to a national coverage so that results will be reported for the country as a whole. This should be linked with analyses emerging from the Government and Parliamentary Watch activities; in this way constituents can see themselves the extent to which promises are kept at the local and national scene, and*
- (f) *Not only to continue but to strengthen the focus on this issue through a special mainstreaming effort in all activities.*

1. INTRODUCTION AND BACKGROUND

This chapter sets the problem statement that project set out to address. The broad outcomes of the project are enumerated, as well as its expected out-puts. This chapter forms the reference against which valuation has taken place. The project can be identified as (i) Project No.UDF-CMB-07-175, (ii) Project Title: The Strengthening Citizen Participation in Democratic Governance (SCPD), (iii) Country/Region: Cambodia.

For the overall implementation of the SCPD under COMFREL's staff. In total, there are 28 staff based at COMFREL headquarter. In addition to the contribution of COMFREL headquarters staff, local human resources is also working to organize, observe, and report the events conducted in their provinces, districts and communes to COMFREL. COMFREL's network is composed of staff in three different positions: provincial secretariats, local activists, and watchdogs.

The Strengthening Citizen Participation in Democratic Governance Profile

A. Duration: December 2008 – November 2010

B. Donor/Funding Agency: UNDP/UNDEF (US\$291,000)

C. Parallel/Other Funding: UNDP/UNDEF

D. Executive Agency: UNDP Cambodia

E. Implementing Agency: The Committee for Free and Fair Elections in Cambodia (COMFREL)

1.1 Background and Purpose of the Evaluation

The Royal Government of Cambodia recognizes that good governance is a prerequisite for economic development and poverty reduction. As such, UNDP supports the government to strengthen systems, institutions and mechanisms that enable elected representatives, officials and communities to perform their functions effectively, from the national to the local level. UNDP/UNDEF works closely with the government to improve democratic governance in the following areas: decentralization and local government governance development through decentralization and de-concentration reform, parliament, democratic debate, women's empowerment and inclusion of marginalized groups. Moreover, UNDP also helping to build a more robust democracy by strengthening electoral and parliamentary processes through providing long-term support to institutions, civic education initiatives and the media.

In addition, there is inequality of gender in electoral representation. Despite women constituting 51% of the electorate, only 18% and 15% of the NA and local council members, respectively, are female. According to the UNDP Human Development Index 2006, Cambodia has among the lowest levels of gender equity in Asia, as measured by the gender development index (0.578) and the gender empowerment index (0.373). Social attitudes and tradition deem women to be of lower status. Although some progress in formulating policies promoting gender equality has been achieved, mainstreaming gender is a serious challenge, and the political will to implement policies and reform remains weak.

Participation in civic life between elections has potential to bring benefits for citizens, especially the poor, but this depends on the realization of voter voice, the engagement of elected officials in fulfilling their political platforms and election promise and the establishment of effective accountability mechanisms to monitor the performance of elected representatives. Cambodians, especially women and members of ethnic minorities, have low awareness their democratic rights and low civic skills.

A recent terminal evaluation report pointed out the need for UNDP/UNDEF Cambodia to strengthening its citizen participation in democratic governance in order to maximize

development objective mainly in the area of governance. Furthermore, as related to the objectives of evaluation, there are serious questions about the extent to which results have been achieved in enabling strengthening citizen participation to play a check and balance role. Although much has been done by COMFREL, little effort has been made to strengthen citizen participation and thereby develop the democratic governance space for local citizens at large. This has reduced the effectiveness of UNDP efforts towards democratic governance cluster in Cambodia.

The context and purpose of the Terminal Evaluation are set out in the TOR found at Annex I. The analysis follows the template suggested in the TOR with reordering of some sections to improve the flow of information and to take in-to account the feedback received from stakeholders and reviewers. The purpose of evaluation has two objectives of the TPE are: (a) to highlight the project's results and impact, based on baseline data collected prior to the commencement of the project to serve as the starting point for measuring performance, and (b) to provide a measureable way for looking at the specific situation in place at the project inception.

The principal purpose of TPE is to assess the project results and impacts as required by the UNDP/UNDEF Monitoring and Evaluation Policy. Terminal evaluation is intended to assess the relevance, performance and success of the project outcomes. It looks at early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals and objectives. It will also identify and document lessons learned and make recommendations that might improve the design and implementation of other UNDP/UNDEF projects. Achievements and progress are assessed against five key criteria, namely:

Relevance – The extent to which the project is suited to local and national development priorities and organizational policies, including changes overtime;

Effectiveness – The extent to which an objective has been achieved or how likely it is to be achieved;

Efficiency – The seen as both the effect on citizens and the change brought about for the society at large.

Impacts –The positive and negative, and foreseen and unforeseen, changes to and effects produced by a development intervention. These include direct project outputs, short to medium term outcomes, and longer term impacts including citizen participation benefits, replication effects, and other local effects; and

Sustainability – The equally seen in terms of to what extent citizens can maintain their benefits, such as keeping knowledge up-to-date, and whether positive changes for the society at large can be maintained, likely ability of an intervention to continue to deliver benefits for an extended period of time after completion.

The schedule to complete the Terminal Evaluation is outlined in Annex V.

1.2 Approach and Methodology

In accordance with the monitoring and evaluation policy of the UNDP and UNDEF, this evaluation is guided by, and has applied, the following principles and methodologies.

Independence – The Evaluator is independent and has not been engaged in the project activities, nor was he responsible in the past for the design, implementation or supervision of the project.

Impartiality – The Evaluator endeavoured to provide a comprehensive and balanced presentation of strengths and weaknesses of the project. The evaluation process has been impartial in all stages and taken into account all the views received from stakeholders.

Transparency – The Evaluator conveyed in as open a manner as possible the purpose of the evaluation, the criteria applied and the intended use of the findings. This evaluation report aims to provide transparent information on its sources, methodologies and approach.

Disclosure – This report serves as a mechanism through which the findings and lessons identified in the evaluation are disseminated to project designers, policymakers, operational staff, beneficiaries, the general public and other stakeholders.

Ethical – The Evaluator has respected the rights of institutions and individuals to provide information in confidence and the sources of specific information and opinions in this report are not disclosed except where necessary and then only after confirmation with the consultee.

Competencies and Capacities – The credentials of the Evaluator in terms of his expertise, seniority and experiences as required by the term of reference are provided in Annex I; and methodology for the assessment of results and performance of methodologies.

Credibility – This evaluation has been based on data from semi-structured interviews and observations which are considered reliable and dependable with reference to the quality of instruments and procedures and analysis used to collect and interpret information.

Utility – The Evaluator strived to be as well-informed as possible and this ensuing report is considered as relevant, timely and as concise as possible. In an attempt to be of maximum benefit to stakeholders, the report presents in a completed and balanced way the evidence, findings and issues, conclusions and recommendations.

In order to provide empirical evidence for quantifiable assessment, this TPE has made use of the following complementary instruments:

1.2.1 Document Review

The document reports were reviewed and mentioned in the Monitoring and Evaluation Plan of the Project Document, such as Quarterly Progress Reports (QPRs), Annual Progress Reports (APRs), Mid-Term Evaluation (MTE), Final Project Narrative Report and related documentation Country Programme Action Plan (CPAP) were also reviewed: see Annex IV for a list of reference documents. All materials formed integral parts of the final evaluation. Typically, these documents allow evaluation of the project implementation to be assessed against the 5 key criteria—i.e. Relevance, Effectiveness, Efficiency, Impact and Sustainability.

1.2.2 Questionnaires

To complement the documentation review, the questionnaire given in Annex II was used to gather additional information on the project performance against the 5 key evaluation criteria described above. The questionnaire also contains specific questions related to the conceptualization and design, relevance, implementation and performance of SCPD project. The questionnaire has been designed to minimize objectivity and to ensure impartiality of results. The evaluation questionnaires were developed based on each criterion as specified in the ToR. Since the interviewees' level of understanding and involvement in the project varied, a number of guided questions were developed for different stakeholders and beneficiaries, see Annex II for model guides. For example, questions for interviews with project staff differed from questions for project partners. Likewise, questions for beneficiaries (as the electorate) were not the same as questions for NAs and other councillor members. A simple questionnaire based upon an "Appreciative Inquiry" method was administered.

1.2.3 Face to Face Interviews and Consultations

Since the project covered a broad scope of activities, documentation review and interviews by questionnaire was not sufficient to probe into its performance. Semi-structured interview were conducted with major representatives of the different target groups as well as other relevant key informants, and face to face interviews were therefore carried out with selected stakeholders during a one week in desk review. Annex III provides a list of persons and institutions that were interviewed and consulted. The interviewees were identified following the documentation review and in consultation with UNDP/UNDEF and COMFREL. In general, the interviewees cover the individual of 7 categories of stakeholders:

- *Government and Ministries;*
- *Provincial Councillors;*
- *Commune Councillors;*
- *COMFREL Board of Director;*
- *COMFREL Partnership NGOs (both national and sub-national levels);*
- *COMFREL Key Staff (both national and sub-national levels);*
- *Citizens;*

1.2.4 Field Visits

The primary research included field visits to three provinces and one city (Prey Veng, Kampong Chhnang and Takeo and one Phnom Penh city). Since a main objectives of project are - a) to empower the voters through increasing knowledge and understanding of democratic rights, responsibilities and democratic governance and b) to improve the electorate's understanding in democratic governance and increase the influence on accountability of elected officials to voter constituencies. It was important to understand the level social acceptability of democratic governance and their impacts on beneficiary as well as understanding their experiences with using democracy. The evaluator organized several field visits in three provinces and a city to interview and discuss (29 interviewees and 9 women). Annex III gives a summary of field visits carried out as part of this evaluation. The evaluation was conducted during end March – being April 2011 using secondary data information sources and first-hand filed work data.

1.2.5 Main Stakeholders

In collaboration with the implementing and executing institutions, and evaluator drafted a list of key stakeholders that were interviewed and discussed for data collection, and were all so representative of the broader cohort of stakeholders associated with the project. Further, the questionnaire was administered next to stakeholders beyond the list given in Annex IV. A broad pool of stakeholders was deemed necessary to avoid bias, and also to provide meaningful feedback. The interviewees include: Provincial Councillors, Commune/Sangkat Councillors, NGOs partner, COMFREL Secretaries, District Communicators, Commune/Sangkat Activists, and Village/Local Watchdog Activists; and at national level such as: RGC ministries and institutes, COMFREL BoD and COMFREL Coordinator and other staff.

1.3 Scope of the Evaluation

The main scope of the evaluation is to provide a detailed report on the quality and impact of the project activities. Whether the outcome has been achieved and, if it has not, whether there has been progress made towards its achievement. Yet the intervention can be linked to the achievement of the outcome. This will include implementation of activities in according to the overall progress towards the outcome, impact of direct and indirect beneficiaries, indicators and targets, performance, project management, project M&E and data collection analysis, partnership, gender and capacity building impact of the outputs.

For instance, in addition to assessing the project based on the five key evaluation criteria mentioned above provides guidance on how to assess:

- Projects results;
- Risks to sustainability of project out-comes;
- Catalytic role of project (if any);
- Monitoring and evaluation systems;
- Long term changes;
- Processes affecting attainment of project results; and
- Lessons and recommendations.

The evaluation focused on examining and objectively report on the project *relevance, effectiveness, efficiency, impact and sustainability*. General reviews of the project performance and success to the date. For details, see Annex I: Term of Reference (ToR).

1.4 Structure of the Evaluation Report

The TER is comprised of five (5) sections. Section 1 gives an overview of project information and background and also an introduction to the need to undertake this Terminal Evaluation, as well as the methodology used to carry out the evaluation has been presented. Section 2 has provided mission finding of evaluation as well as project concept and design, implementation and management, results, impacts and sustainability used to carry out the project management. Section 3 highlight the lessons learned and best practices based on the analyses given in Section 3. Some conclusions and recommendations are given in Section 4 and Section 5.

There are six number of annexes provide supplementary information.

1.5 Main Evaluation Questions

To what extent the project contributes to SCPD through capacity development of local actors and institutions to provide participated with a solid framework on the role of citizen's participation and democratic governance including local governance and civic skills on advocacy and monitoring in the project areas to both influence and scrutinize and national and sub-national levels policies?

For more specific questions:

- A. What the major changes for civil society organizations in terms of understanding their roles as watchdog in monitoring governments' (CCs and NAs) performance?
- B. What are the best practices from project implementation that the country adopted as a result for involvement in oversight government?
- C. What role can media play in the SCPD areas? What impact this project had in transforming the media role for the new challenges in the country?
- D. How radio broadcasting's contribution to give voice and visibility to marginalize groups?
- E. What is the contribution of the SCPD in promoting and strengthening citizen participation?
- F. What is the contribution of the SCPD in promoting democratic governance?

1.6 Constraints and Limitations of the Evaluation

The main evaluation constraint and limitation was the time available (15 working days) for consultations and discussions with relevant stakeholders. During the visits it was not possible to contact members of the parliament and staff in the nationwide.

2. FINDINGS OF EVALUATION

This section reports the findings of this evaluation. In particular, the design and formulation, and implementation of project are analyzed. This section also analyses the attainment of results according to the indicators set in the results framework, and discusses the findings concerning the sustainability of the project beyond its lifecycle. For the sake of guiding the reader, the main findings of this evaluation are *italicized and underlined*. The analyses provided here are based on evidence gathered using the methodology that has been elaborated.

2.1 Project Concept and Design

2.1.1 Project Document

The Project Proposal is a well-structured and precise document, which makes it easy to follow and user-friendly with only a few minor typographical errors.

There is a good reference to the pilot phase of UNDEF funding project on strengthening citizen's participation in democratic governance. The project proposal attempts to make the case but this is only tenuous as can be expected for a project and/or programme. While the countries man has driven their respective projects, they did not directly endorse the SCPD project activities and there is no real ownership at the country or project level.

Project terminology has been quite volatile in recent years and the project document guards against this by helpfully referring to the terminology. However, in discussing the hierarchy of its elements, the project proposal is not entirely consistent with the reference quoted.

The inputs are also entirely clear, and the basis for distributing the overheads among the various activities is obvious.

The Risks are not well management and mitigations in discussed although little is said about mitigating measures, unless the draft sustainability plan is not considered as the measure to militate against the main risk identifies, namely sustainability of citizens participation and democratic governance.

The Implementation arrangements are reasonably clear but no convincing arguments are provided for the split in responsibility between the EA and IA agency.

The terminology used in the results framework could be clearer as project outcomes, indicator baseline data, outputs, key activities, timeframe, responsible units and budgetary input allocated, but risks management and risks mitigation are not clear.

The Lessons Learnt discussion in Session 3 is somewhat overdone. It is difficult to follow and even more difficult to retain attention span. In addition, many so-called "Lessons Learnt" are in effect conclusion more appropriate in a project terminal report.

2.1.2 Project Concept/Design

SCPD Project was a part from COMFREL fourth Programme Cycle (October 2008 and ending September 2011) which is subject to this end-of-programme evaluation, with an emphasis on the core programme '*Strengthening Citizen's Participation in Decision Making and Democratic Governance*'. COMFREL management decided for the timing of the evaluation to take place 6 to 7 months before the actual completion date to assist them in the strategy development and timely submission of a new proposal for the next programme cycle.

The objectives and expected outcomes of the core programme are:

Goal: *Cambodian citizens (the electorate) have access to an informative and favourable climate and the rights to promote democracy and effective participation at all stages.*

Specific purpose: The citizens (the electorate) are empowered to enjoy a more informative

climate and demonstrate their rights to participate effectively in decision making and democratic governance.

The project formulation in the pre-preparation phased included seven of key activities as detailed below:

- A. Parliamentary watch were performance of elected officials and NA for provided neutral monitoring and assessment of elected officials' performance, the provincial secretariats were observed of national assembly members' in their field visited and meeting with local residents from their constituencies.
- B. The seminar and/or workshop conducted on citizen's participation and democratic governance shared information related the findings of the findings on citizens' opinion on participation and democratic governance and the priority benchmarks of political platform, the lessons learnt and the concept and program on democratic government, and produce the recommendations. The local consultancy participated in the forums actively discussed and interacted with their elected officials including locally elected councillors.
- C. Training for Provincial Secretariats, Local Activists and Watchdogs - COMFREL trainers were continue to conduct four three-day workshops/trainings in Phnom Penh and larger provinces for COMFREL local network trainers made up of 23 provincial group members, 77 district contact people and 80 selected local watchdogs. The training was providing participants with a solid framework on civic skill of participation and advocacy in local governance, de-centralization and local commune.
- D. Local Public Forum (LPF) has strengthened the capacity of provincial secretariats, local activists, and watchdogs. 76 forums took place in all provinces across the country with 5,518 (2,509 were female) participants. They also provided opportunities to citizens to influence their elected officials through discussion and to promote participation in democratic governance.
- E. Follow-up Dialogue and Establishment of Local Groups – local watchdogs were established at district level to monitor and fulfilment of the promises after the completion of the forums and enhanced political capital through increased popular participation in local democratic governance and regular interaction with elected and government officials.
- F. Radio Broadcasting, namely “the voter voice”, has been aired program through six different radio stations. The variety of topics were related to strengthening citizen participation in local development as well as engagement on people's rights and democracy, elections, performance and role and responsibilities were discussed and guided by the guest speakers; and
- G. TV Spot Broadcasting program have been promoted women and children's rights for their problems to be heard and solved by CCs.

2.1.3 UNDP Comparative Advantage

There are several factors that have given UNDP a clear comparative advantage as a democratic governance implementing partner in project. These are:

1. The long standing in country presence of UNDP has meant that it has developed effective partnerships with all the key stakeholders relevant to the project. These partnerships spanning from policy decision makers to communities have ensured that UNDP has a very good understanding of the needs and expectations of the various stakeholders;

2. The UNDP CO has a dedicated Democratic Governance Unit, which is staffed with nationals. This makes it easy for UNDP to communicate with RGC on issues related to governance; and
3. UNDP's Country Programme Document (which outlines the interventions of UNDP in RGC over a typical period of 2 years) is formulated following discussions with RGC, and hence is linked to the government's priorities.

2.1.4 Risk and Assumptions

No risks identified in the Result Framework while the assumptions were. Assumptions are the conditions necessary in order to ensure that the project activities will produce results while risks are the possibility that they may not occur. Risks need to be recognized and prevented from happening to the extent possible, and contingency plans must be put in place to deal with them should they happen. The Project Proposal did identify a risk which centered on partners' receptivity to establishing institutional key activities at the projects outset and leadership thereafter to sustain the project.

The project progress reports did not identify the risk that *"may not ratify final sustainability plan in time for UNDP/UNDEF to help implement it"*

Overall, and taking into account the few shortcomings of the project document, the reasonably sound project design, and the inability to mitigate identified risk, preparedness for the can be considered as Moderately Satisfactory (MS).

2.2 Implementation and Management

In this section, the implementation approach employed by the project to achieve its objectives is evaluated.

2.2.1 Management Arrangement

Regarding actual implementation and management arrangement for the project of SCPD Project is a part of a three year strategic program of the COMFREL on '**Strengthening Citizen's Participation in Decision Making and Democratic Governance**' in order to meet the development objectives of project was performed highly satisfactorily. In order to ensure close coordination with relevant projects, the ExCom has included and project coordinators from other units as:

A. At National level:

Monitoring Unit is responsible for government platform observation, National Assembly (NA) observation. This Unit is tasked to produce Member of Parliament (MP) directory, and to organize Voter Benchmark Workshop (VBW). This unit contains six full time staff, led by a coordinator and a database officer, a monitoring officer, and three monitoring assistants.

Network Unit is responsible for organizing LPF; training provincial secretary, local activists, and watchdogs. This unit is led by a senior program coordinator and consists of five staff: senior research officer, network and public forum officer, report writer, and two network assistants.

Media Unit is responsible for coordinating the radio show programs. It has four staff: a media coordinator, a media officer, an assistant, and a media technical assistant.

Education Unit is responsible for producing TV spot broadcasting. This unit has four staff, education and gender coordinator, a gender officer, an education and gender officer, and a master trainer officer, and

Finance and Administrative Unit is responsible for managing and reporting the budget, and providing operational support to the project. The financial team has two staff: a finance officer and an accountant. Administrative team has an administrative chief and an assistant, a cleaner, two guards, and a driver.

In total, there is 28 staff based at national level. All of them are working full time for COMFREL to implement all projects funded by different donors including the SCPD project.

B. At Sub-national levels:

In addition to the contribution of local staff are also working to organize, observe, and report the events conducted in their provinces, districts and communes to COMFREL. COMFREL's network is composed of staff in three different positions: provincial secretariats, local activists, and watchdogs.

Provincial Secretariats: COMFREL has 23 provincial secretariats staff based in different provinces. They are responsible for organizing VBW, LPF and observing MPs' field visits and reporting to COMFREL headquarters.

Local activists: are COMFREL volunteers who are assigned for special events such as elections, surveys, and assisting in mobilizing participants to join COMFREL events.

Watchdogs: are the COMFREL volunteers who are local residents and perform actively in LPF; hence they are selected to act as focal points to follow up on promises made by commune councils.

Operational issues were dealt by the COMFREL's ExCom having an overarching guiding role. The satisfactory overall project performance testifies that operational issues were also dealt with satisfactorily. In this stage of transition for the set up of COMFREL's Master Plan 2008 - 2011, there is a high operational risk concerning the failure to hold ExCom meetings.

2.2.2 Project Governance – the Executive Committee (ExCom)

The Project ExCom initially had the following recommendation of the MTE, the ExCom was augmented by a COMFREL's Executive Director and Senior Programme Coordinator and this was considered a great improvement by the BoD.

During the TPE, have not only members of ExCom but also BoD were consulted either face to face, or by email and telephone through the questions.

The ExCom has had to grapple with the usual conundrum faced by most ExComs – the level of membership needs to be high enough to allow decision to be made, but not too high so as to require the involvement every busy persons. The SCPD ExCom membership struggled with the time required and over the years the lack of participation and/or attention from key members may have adversely affected the timeliness and effectiveness of the project delivery. In addition, the COMFREL has had to balance conflicting perspectives and guidance from the ExCom while aiming to deliver on the expectations and intent conveyed in the project document.

In spite of these shortcomings, the COMFREL also noted that the ExCom did provide quality assurance; created some links between SCPD project and core programme; informed the COMFREL and UNDP/UNDEF of emerging activity issues, priorities, initiatives and events; and provided feedback on how to do things better.

2.2.3 The MTE and Management Response

Although the MTE was considered as having been somewhat mechanical and over-designed, it is credited with helping the project *“to resolve and incredible impasse in coordination with and allocation of sufficient attention and resources to ensure it got as best as possible. It also provided structural improvements of ExCom and placed several important lines in the sand for the project and its ExCom to consider if/when/how project should be sustained”*.

In the event, out of 6 substantive recommendations of the MTE, a number were considered to have been beyond the brief to the MTE and outside the ability of the project to implement. The ExCom rejected 2 recommendations that were accepted have, in the main, been implemented, even if with some delay. Recommendations which were accepted by the ExCom but which are tagged as requiring a response from UNDP¹ will be addressed next year in the evaluation of the **UNDEF project** funding.

2.2.4 Financial Planning

The project management and country teams did not mention any effect of the financial management including budget planning and reporting on proper decision-making or regarding timely funds transfers. The budget allocation matches the project objective and focus of creating a critical mass of researchers capable to further develop and implement strengthen citizens participation and democratic governance results framework. Thus, Capacity-building activities, on-the-job training and field project which were meant to introduce, implement and validate the governance principles and tools, were given the highest proportion of the project total budget. Pilot projects that were basically between the introductions of the new the paradigm and reaching a certain level of competence to carry out rigorous research were a relatively low return intervention. As the project unfolded, networking was increasingly given importance and the budget allocated to these activities amount more than half of the consolidating activities' budget. Ideally, more earmarked funding would have been allocated to strategic dissemination, communication and outreach of project findings timely as the project significant new data.

The project has a budget of 291,000 US\$ and it was carried out following the initial project implement and financial commitments of the implementing agency and executive agency UNDEF's in-kind contribution consisted entirely of the time that staff devoted to the project both in operation and staff's salary² for the implementing agency.

The project has external audit was anticipated when the project was finished first year. However, The Auditor was responsible for annual financial reports submitted to and reviewed by UNDP/UNDEF. Such a rigorous system ensured sound financial management with some reasonable justification for the project financial management.

2.2.5 Stakeholder Participation

In project, SCPD has continued to collaborate with 30 local Non-Governmental Organizations (NGOs) in 24 provinces. Those local NGO partners assist COMFREL in facilitating and organizing workshops. Among those NGO partners, COMFREL has a more regular and active partnership with the following six organizations: Cambodian Human Rights and Development Association (ADHOC), Khmer Kampuchea Kroom Human Right Associations (KKKHRA),

¹ UNDP advised that it had prepared a comprehensive management response to the MTE addressing all recommendations and that this had been discussed.

² Budget line description in project proposal document of Strengthening Citizen Participation in Democratic Governance Project, UNDEF No.UDF-CMB-07-175

Khmer Youth Association (KYA), People Center for Development and Peace (PDP), and Cambodia Human Rights Action Committee (CHRAC) & Cambodian Defenders Project (CDP).

Stakeholders' participation in both project implementation and decision-making has been highly satisfactory. The establishment of partnerships and collaborative relationship developed by the project at the national and sub-national have been vital and meaningful in achieving the main objective of the project. At the local level, strong support from the local authorities and communities has successfully facilitated the project. In addition, some local communities have been actively involved in the local public forum activities i.e. the provincial councillors, commune councillors. At the national level, on the other hand, the involvement of various ministries, government agencies and NGOs is important in gathering inputs and providing the support system, especially at the implementation stage.

2.2.6 Monitoring and Evaluation

During the project implementation period has been subject to regular monitoring according to UNDP standards. Work schedules, project activities, outputs have been reviewed on a regular basis and monthly, quarterly and annual progress reports were submitted for review to UNDP and Executive Committee and later also to the newly established Management Board as well. Accordingly, if needed, the work plans have been revised and updated.

The project monitoring and evaluation has been intensified and improved since the mid-term evaluation recommendation has been implemented. A significant role in regular project monitoring and evaluation played UNDP, which provided its expertise and guidance, as well as participated in quarterly management board meeting, and provided additional assistance upon request. As discussed earlier, the project monitoring and evaluation would be easier, less time consuming and less demanding, and thus more effective, should there be any suitable project management tool and management accounting tool available for a daily use.

Assessment of the Monitoring and Evaluation: based on the analysis of the project implementation, and an improvement in project monitoring and evaluation after the project Mid-Term Evaluation (MTE), the evaluator assesses the rating to this criterion Monitoring and Evaluation to be SATISFACTORY. The monitoring and evaluation of project activities have been undertaken at two levels:

- Progress monitoring; and
- Internal activity monitoring;

A. Progress Monitoring: against the quarterly and annual work plans has been undertaken in both quarterly and annual progress reports since the project inception. These have been submitted to UNDP Country Office. The reports presented a clear summary of work-in-progress in terms of measuring performance against both project implementation and the corresponding set of impact indicators. The reports also provided information on the problems and issues encountered by the project overtime. The information therein has served as a guide in determining the successes and shortfalls, as well as the major variations made from the approved quarterly and annual work plans.

B. Internal Activity Monitoring: was undertaken in 2008 to assess project implementation and accomplishments for the period December 2008 – November 2010 and to serve as guide for the project management team. Moreover, the monitoring report has been able to present clearly the problems incurred, the key issues and concerns identified, and the lessons learned from the implementation of the project. The TPE suggests that such internal project monitoring would have been beneficial midway between project start-up and the Mid-Term Evaluation, and again midway between the MTE and the TPE.

The project was continuously monitored and evaluated for a period of two years including the following:

- One Final Project Narrative Report
- Two Annual Progress Reports (2009 and 2010),
- Eight Quarterly Progress Reports including financial statements and work plan for subsequent quarter, based on the project objectives and performance indicators, and
- One Mid-Term M&E Report.

The project has been subjected to close monitoring and evaluation using UNDP standards through the quarterly and annual progress reports and adaptive management processes to ensure achievement of the targets.

2.3 Results, Impacts and Sustainability

Although this report provides an independent view on the results, impacts and sustainability of the project, the views expressed in the previous evaluation reports have been taken into serious consideration were they agree or not agree with this reports' findings. To facilitate the reader to draw their own conclusions the structure of this chapter has been made to fit the structure of the previous reports. I start with the current direction of project, which is the subject of this review. Consequently the results, impacts and sustainability and major effect of the project are discussed.

2.3.1 Attainment of Objective, Outcomes and Outputs

The Project Proposal of the project against set targets, as defined by key indicators set at the Inception Phase is provided below. For the sake of simplicity and ease of interpretation, the assessment is summarized. The ratings of outcomes and outputs are related to the relevance, effectiveness and efficiency. The main findings concerning an evaluation of the achievement of objectives, outcomes and outputs are now discussed the following below:

This evaluation has found out that the attainment of the goal and objective of SCPD was quantified as expected, which represents a major short coming of the project. Hence, the attainment of objectives has been rated as satisfactory. The reasons are:

The SCPD aims to empower citizens to participate effectively in democratic governance in the periods between elections. It works to increase understanding of democratic rights and responsibilities, especially among the poor, women, youth, disadvantaged people and ethnic minorities. Election representatives are made more accountable through the publication of national reports and the development of citizen watchdogs and local groups to monitor official's performance at grassroots level. Citizens are enabled to share their opinions and concerns through discussion in face-to-face forums and broadcast media.

Outcome 1: Accountability of elected officials to voter constituencies established, as well as local elected councillors: Increased information and evidence to effectively influence national assembly and local elected officials' performance.

The attainment of this outcome has been rated as satisfactory. The following has been achieved of outcomes and outputs through:

Relevance – Project has contributed to increasing the engagement of men and women with CC development plans and communication between CCs and citizens, given people an opportunity to raise problems and local issues.

Efficiency – The main achievement of outcome has been conducted through benchmark workshops effective and having outcomes of the most important priority sectors proposed by voters in almost all constituencies were accomplished. For example, the anti-corruption law was approved by the NA in 2010.

Effectiveness – By the end of this project the field visits of NA members to provincial constituencies have increased in comparison with the previous mandates'. It seems that the benchmark workshops are better able to measure the effect in terms of accountability of elected officials. Some resolutions of conflicts have been reported as a consequence of this process. Voter Voice forums have been held in six provinces, and two youth voter forums. Six Owner of Voter Power forums were conducted during the 2009 – 2010 period.

Sustainability – Conduction of vote benchmark workshops, voter voice forums, distribution of leaflets and calendars, government and parliament watch report debates, observation of MP constituency visits and NA trainings monitoring following the completion of the project is enforced by Monitoring Unit.

Outcome Finding – Based on COMFREL's annual parliamentary and the government watch reports in 2009 and 2010, the number of field visits by MPs of the NA remarkably increased compared to the number of MPs field visits in 2009. In 2010, 108 MPs conducted field visits to constituencies for a total of 1,534 times, 50% increase from only 1018 times in 2009 recorded by COMFREL. Moreover, according to the NA parliamentary session record, the duration of view expression by MPs at the NA debate sessions increased by 37% if compared to the baseline of the annual report 2007 from 3,416 minutes to 4,668 minutes. There were 58 plenary sessions during this reporting period and parliamentarians spent 4,688 minutes on expressing their views which were divided into three categories: positive, neutral, and negative. The neutral views spread almost equally between the three parties' parliamentarians lasted the longest time, up to 65% (equal to 3,053 minutes) of the total duration followed by negative/critical and positive views accounted for 22% (equal to 1021 minutes) and 13% (equal to 614 minutes), respectively.

Output Finding – The annual reports 2009 and 2010 notes a total of 16,792 people have received, read and quoted COMFREL's reports and articles of the parliamentary watch and the directory of the NA by means of its website and emailing list, and in local newspapers.

Outcome 2: Enhanced political capital, through increased popular participation in local democratic governance and regular interaction with elected and government officials.

This outcome has been achieved in a highly satisfactory manner, and has been a major strengths of project. The following has been achieved of outcomes and outputs through:

Relevance – The local public forums³ bring local people and elected officials together and issues are raised through this medium.

Efficiency – The mission finding and annual report includes a section with an analysis about the outcomes are among forum participants (women, youth and other disadvantaged) raise opinions and concerns or debate on their local issues and concern with councillors.

Effectiveness – All provincial secretaries and almost all activists surveyed for this evaluation think that project has contributed to more free and fair elections. This is a positive indication for the work done by project at the local levels and indirectly affects the participation of people in local governance. However, the question remains whether this result is sustainable and of a sufficient scale to affect the whole process.

Sustainability – Development of training manual, training sessions for network members, training for provincial secretariats, local activists and watchdogs, follow-up dialogue and

³ 15 Local forum groups have been established and provided full function at communes' level to monitor the fulfilment of the promises after the forum conducted

establishment of local forum groups after the project completion are still implemented and generated more demand from the local communities.

Outcome Finding – The recent annual report focuses on the 49 forums held during the December 2009 – November 2010 period. A total of 3,774 people attended with 198 elected councilors joining during this period. 12 % of the participants raised questions and 11% of the issues presented could be resolved at the meeting. 92 Special activists called Watchdogs were selected from among the people who raised issues to observe the promises made by elected officials during the meeting and before (COMFREL 2010 Annual Report).

Output Finding – The annual reports 2009 and 2010 notes a total of 5,298 participants have participants including: LPF (3,864 participants), elected officials (338 participants), follow-up forum (920 participants), and COMFREL’s network members (176 participants).

Outcome 3: Empowerment of voters through increased knowledge and understanding of democratic rights, responsibilities and democratic governance.

This outcome has been achieved in a highly satisfactory manner, and has been another major strength of SCPD project. The evaluation has noted the following:

Relevance – Campaigns with other groups on good governance about the poverty reduction strategy among other campaigning activities. The lessons learnt among empower peoples to participate effectively in good governance and increase understanding of democratic rights.

Efficiency – Total of 110,000 website visitors for the December 2008 to November 2010 period (probably 63,000 Cambodian visitors). Fear that the receipt of information and responding in various ways (like calling-in to radio shows) by increased knowledge and understanding of voters. The impressive figures of people reached through the media sources are an indication of the attractiveness of the programmes, but without reliable data about how the information has empowered the listeners, viewers and readers the effect is still uncertain. The annual reports and monitoring or survey reports present mainly quantitative data (for example, ‘Including live and re-broadcast shows, the VoC program went on air a total of 1,383 times with 485 guest speakers (female 350)⁴).

Effectiveness – Through the strengthen “civil society voice” radio broadcast programme, publication of the Neak Kloam Meul bulletin⁵, emailing hot political issues to 1,500 subscribers, issuing press statements for publication in local newspapers, and information on the website. The website visitor counter notes 175 visitors for the previous day with 1,327 Khmer language and 1,005 foreign language visitors or 43% since start counting (accessed on 23-2-2011). Also articles on various topics are produced and published in Government Watch reports and local newspapers.

Sustainability – Understanding democratic rights is using media sources like radio and television broadcasts and printed materials and Voice of Civil Society’s daily radio programme, Neak Kloam Meul quarterly bulletin, press releases and exhibition. The radio programme got increased interest from civil society organizations (CSOs). The radio programme includes roundtable discussions about issues for youth, teachers, lawyers and journalists. According to a recent survey 6.3% of the total population have listened to the voice of citizens, COMFREL’s daily radio programme; 69% of these people are regular listeners⁶.

⁴ The COMFREL’s annual report 2010 on page no.8

⁵ The bulletin covered NA member’s visited to their electorates, the suspension of a member’s parliamentary immunity, and an analysis and document of the interaction of CSOs regarding the measure.

⁶ Based on the survey on Participation and Democratic Governance in November 2009 (VOC Survey, internal document of COMFREL, Media Unit) 42% of the survey respondents listened to the radio channels on which the VoC is broadcasted. 1,309 out of 8,670 questioned people (15%) listened sometimes to everyday to the

Outcome Finding – The annual report notes a total of 110, 000 website visitors for the December 2008 to November 2010 period (probably 63,000 Cambodian visitors). Evaluator fears that the receipt of information and responding in various ways (like calling-in to radio shows) by itself doesn't demonstrate increased knowledge and understanding of voters. The impressive figures of people reached through the media sources are an indication of the attractiveness of the programmes, but without reliable data about how the information has empowered the listeners, viewers and readers the effect is still uncertain. There are no documents available which provide such qualitative data that could represent the extent of the effect of the activities⁷. Evaluated by the target audiences, project's radio programs provide reliable and significant information; and significantly build awareness on democracy, human rights, elections, social affairs, and politics; give chances to express views; and give opportunity to raise the concerns, problems, and challenges. 664 (30 female) callers shared their opinions through "Voter Voice" on democratic governance and political reform including Decentralization and De-concentration. Most of the callers shared what happened in their commune and they also asked questions which were clarified by guest speakers.

Output Finding – The annual reports and monitoring or survey reports present mainly quantitative data (for example, 'Including live and rebroadcast shows, the VoC program went on air a total of 1,383 times with 485 guest speakers. Moreover, 138 one-hour radio programs (live 94 times) were broadcast with 664 (30 female) callers, and TV spot was broadcast 20 times.

2.3.2 Relevance

The outcomes of project are consistent with operational project strategies. SCPD has contributed directly to the objective during the pilot phase and the operational.

It has strengthened citizen participation and democratic governance to learn and apply the lessons from the project experience and it has also been instrumental in promoting governance for targeted project areas. The learning experiences among empower citizens to participate effectively in democratic governance and increase understanding of democratic rights and responsibilities, especially among the poor, women, youth, disadvantaged people and ethnic minorities. The learning is aimed at exchanging successful approached among existing projects and those under preparation so that they may be adopted within the framework of adaptive management. They also help avoid problems that have been encountered by projects. Such South-to-South East Asia Country "Structured Learning" contributes significantly to the success similar project's objective.

Also most representatives met during this evaluation support activities of project insides and outside the forums monitoring role. However, some acknowledged that these inside forums activities better fit with their own portfolio than pure monitoring activities and therefore could be supported (e.g. strengthen the interrelation between elected officials and residents and provides more opportunities to local residents to meet their CCs to raise their current issues or needs and seek for solution together). Even some members of COMFREL's Board of Directors (BoD) expressed that pragmatic considerations are the basic foundation for their view that project needs to continue activities. In the field COMFREL's staff and activists note that if no activities are conducted in between forums/elections it will be practical impossible to mobilize local people during the forums/elections for monitoring tasks.

programme (27%. listened everyday; 36% two or three times a week; 6% once a week). To know the proportion of the whole population listening to the VoC we must take 15% of the 42% of the survey sample or 6.3% of the population.

⁷ COMFREL 2010 Annual Report page no.8

In terms of its relevance to the project is deemed to have been Highly Satisfactory (HS) and its product and services remain so.

2.3.3 Effectiveness

The immediate tasks of the project were therefore to facilitate structure to empower citizen to participate effectively in democratic governance. From the evidence reported by project implementation, the responses of those consulted and the picture that has emerged from other resources, the Evaluator concludes that project has been effective in facilitating structured empower citizen to participate effectively in democratic governance in Cambodia. It has reached out both directly and indirectly to project practitioners and decision-makers with effective products and services to enable them to apply the information and knowledge delivered by project in their project planning and decision-making on an array of democratic governance issues and challenges.

The ultimate test of the project's impact is the strengthening of citizens' participation and no realistic measurement of this is possible within the resources and timeframe of the evaluation. However, as noted above, the greater majority of consultees believe that project has made a significant contribution towards stronger democratic governance. These are very subjective judgments but they are the best available in the circumstances and they coincide with those of the Evaluator. The achievement of its Objective and Outcomes by project is considered Satisfactory (S).

2.3.4 Efficiency

As noted above, it has not been easy to get to grips with the financial aspects of the project, particularly expenditure at Outcomes and Outputs levels and it is not possible to state categorically that the project was or was not efficient.

However, for a project with a scope running two years supported by UNDEF funding project. And when one looks at the array of products and services that it has provided to the vast number of stakeholders and beneficiaries, project appears to have been good value for money. Project was not as effective as forecast in its efforts at leveraging financing and the single most significant financing failure was one that had been tagged as a UNDEF contribution in-kind. However, while the total amount was less than predicted, the contributions by financier who have not pledged but still contributed in-kind or cash, is a good measure of efficiency on the part of the project; likewise, the financier who delivered their pledged amount.

One criticism, however, was raised with the evaluator, regarding the additional overheads that the project carried out. The critic does not deny that the support was required and justifies. However, it is argued that tagging this support against project may have inflated the cost of its products and services. It was therefore proposed that in order to obtain the best value for money, the products and services that are likely to be provided by a successor project(s) should be contestable. That is, if it becomes mandatory for democratic governance projects to set aside budgetary allocations. The Evaluator finds that in terms of efficiency was Satisfactory (S).

2.3.5 Impact

The improved deliveries of services by CCs are manifested in increased accountability and responsiveness of communes perceived by citizens. The increased responsiveness and accountability of CCs may be attributed in part to broader participation by citizens in the commune performing and decision-making process.

As well councilors have become more responsive to people's needs. The percentage of citizens who perceive that CCs are addressing their priority concerns has increased from year – to –year. Moreover, citizens' interest in CC's affairs is high. The percentage of citizens wanting to be kept informed of CCs' decisions.

Another avenue of participation by citizens is through district, provincial and regional forums organized by the project staff. These forums have been effective mechanisms for sharing information between councilors and enhancing services delivery to residents. The forum have also fostered a culture of dialogue between citizens, councilors and local and national authorities, and helped councilors to boost their knowledge, skills, problem solves and confidence. The Evaluator finds that in terms of impact was Satisfactory (S).

2.3.6 Sustainability

To ensure sustainability, the whole process of project designing and implementation should be participatory. The project followed similar approach. Collaborating line units⁸ have been part of project implementation process though staff at central office. The enhanced political capital, through increased popular participation in local democratic governance and regular interaction with elected and government officials' outcomes are definitely the most positive achievements of the project. Moreover, the project's concepts, tools and methods are integrated in the curricula not only COMFREL's strategic core program but also NGO partners programs as mentioned earlier. This is a reason to sustain the efforts of project to institutionalize empower the voters through increasing knowledge and understanding of strengthen citizen participation and democratic governance framework.

Physical facilities that were identifies in a participatory process led to community's votes through local public forums with a high level of ownership and are likely sustainable. Observation of NA field visit, seminal/workshop, training for provincial secretariats, local activists and watchdogs, follow-up dialogue and establishment of local forum groups after the project completion are still implemented and generated more demand from the communities. Some activities are likely to be sustained, as they are part of the routine activities transferred from the project to the responsibility of COMFREL's core strategy program⁹. Such is the case of vote benchmark workshops, voter voice forums, distribution of leaflets and calendars, government and parliament watch report debates, observation of MP constituency visits and national assembly trainings monitoring following the completion of the project is enforced by Monitoring Unit. The framework set for this project between research institutions, NGOs, CBOs and local government agencies is likely to be sustainable in several specific setting in the three regions and still valid and have paved the way to further collaboration.

In some cases, community citizens (electorate) were supported, worked with the project teams and were empowered through participation public forums, training and capacity building to engage in addressing other development issues apart from democratic governance. In terms of financial sustainability of the project outcomes to be considered in the way forward. These are no doubt that some project outcomes are self sustained particularly those institutionalized. Other activities may require a minimum external support for instance that built up on the experience

⁸ (i) Monitoring Unit is responsible for government platform observation, National Assembly (NA) observation, (ii) Network Unit is responsible for organizing LPF; training provincial secretary, local activists, and watchdogs, (iii) Media Unit is responsible for coordinating the radio show programs, (iv) Education Unit is responsible for producing TV spot broadcasting, and (v) Finance and Administrative Unit is responsible for managing and reporting the budget, and providing operational support to the project

⁹ Funding supported by Oxfam NOVIB, Forum Syd, The European Commission, One World Action, Norwegian People's Aid and Trocaire for COMFREL's core program and implementation.

gained in the project and received significant funding from other donor agencies to scale out access. Moreover, networks established and CSOs supported could be an engine to sustain and scale out the project outcomes.

2.3.7 Gender Relevance

The project can be considered to be an example of best practice in addressing gender equality and empowerment in democratic governance projects. Gender equality endorsement”, through increased awareness among women and men, improved attitudes of political parties, and enhanced capacity of female elected officials; Heightened level of practice of political participation of women, and youths along with a realization of the benefits of participation. Project mainstreams gender in its overall project, but some components are more focused on achieving gender equity and quality than others. For example, the capacity strengthening of female representatives or the training sessions for the Women-Can-Do-It workshop participants are explicitly aimed at political participation of women. But other activities are also contributing to this aim, such as the encouragement of women to participate in forums and debates. The project reports that while there is a slight increase in elected female representatives and also more women appointed in administrative decision-making positions the targets not have been realized. It is reported that girl voter registration was lower than for previous elections and thus a reduction in youth passive participation. Although there is no causal relationship of these phenomena with the project it remains a fact that despite the project’s efforts gender equity and equality in voting and representation has not been improved to the extent aimed at during the project’s implementation period.

3. LESSONS LEARNED AND BEST PRACTICES

3.1 Lesson Learned

This section summaries the best and worst practices issues relating to relevance, performance and success of the project. Learning from the experiences discussed in important for the better design, conceptualization, and formulation of future projects within and outside Cambodia. Lessons learned are drawn from the analyses presented, and where over relevant, recommendations have been given in the previous section.

It has been learned that the decentralization of project activities to Regional Councils can be an effective way to have a better impact at the level of rural communities. However, the project implementers to be better capacitated.

Prior to commissioning original research, project should map the relevance and adaptability of existing UNDEF materials.

Adaptation and/or the development of original research should be seen through by the project. This, however, means that there is a clear understanding of the cost and time implications of this: the content forums or training material needs to be defined to close cooperation with the beneficiary institutions; further, forum material needs to be tested, feedback might need to be incorporated into a next phased or next projects, which in turn might have to be tested again. Assuring high quality at all stages of this process is crucial in order to ensure that concepts and terminology are non-ambiguous in the beneficiary country.

The overall approach efforts should be reconsidered; in order to avoid one-off forums to a selected number of participants and without embedded it in a national institution that can carry future forums forward.

UNDEF might want to explore in detail what can be learned from this project and from similar projects in terms of what type of technical assistance it should be offering in unstable political environments. The spectrum of potential interventions might have to be culled, and one might have to limited outputs to relatively narrow technical tasks that relate to the implementation project requirements, and that can be used should better windows of opportunity open up to advance democratic governance.

Direct citizen participation and ownership have been found very effective mobilization factor in achieving long term project goals and sustainability of project outputs. Considering the nature of citizens participation applications in rural communities, the roles and responsibilities of the community should be incorporated in project design and implementation plans that are supposed to be developed through sufficient consultation and needs analysis. Citizen ownership of the participation and democratic governance projects is very important because it results to better commitment and involvement of citizens. This can only be possible if the level of awareness and acceptance has reached a point where local authorities are empowered.

3.2 Best Practices

Despite having operated in a difficult political environment, the Project has managed to continued work well national and international partners. Future efforts in Cambodia will be able to build on this.

4. CONCLUSIONS

Conclusions have been drawn throughout this report and they are gathered here as a summary of the evaluation. It had been planned and conclusions which could be presented as lessons learnt in terms of good practice, successes, problems or mistakes which could have the potential for wider application and use. However, it has not been possible to be so selective sine all the conclusions are seen as having wider application potential¹⁰.

I will start in this chapter with a summary of the major conclusions drawn in this report in terms of relevance, efficiency, effect and impact, strategies and sustainability. Based on my study finding of the project, I come to the following conclusions.

1. The Design of the Project

- The drafting of the project proposal and the results framework for project was exceptionally weak for a project of this magnitude. Together they created misleading expectations, and provided poor guidance for the Executive Committee (ExCom) for management and implementation team.
- The lack of clarity in the project proposal and results framework has project implementation without risks management to multiple and often conflicting in project risks assessment and mitigation.

2. The Framework for Service Delivery – The stakeholders generally agree that project has been highly successful in providing a framework for other programmes and/or project to collaborate in promoting democratic governance at sub-national levels.

- The project was suited to the local and national development priorities and organizational policies, particularly considering a contest of rising democratic governance. However, it has been rated as marginally satisfactory with process towards project closure showing

¹⁰ *This is to be expected from a Terminal Evaluation, where the project specific conclusions that are worth making are few. Furthermore, in the case of this project, with its emphasis on sustainability, even the projects specific conclusions are seen as having wider application potential.*

attainment of most of its outcomes and targets with some shortcomings in term of some critical end-of-project targets.

- Important mechanisms for facilitating coordination are the preparation of annual work plan for each province and local public forum. The latter greatly facilitates the exchange of information between rural areas and urban areas and other key stakeholders for lessons learnt and procedure guideline.
 - An important achievement under the project has been the establishment of local public forums to strengthen the interaction between locally elected official (commune councillors) and the citizens in their constituents.
3. **Democratic Governance** – The application of project procedures has greatly enhanced the good practice of democratic governance among Commune Councils and Provincial Councils.
- Procedures for conduct the local public forum ensure the active participation of local communities in determining problems, needs and priorities.
 - Other procedures for project implementation, monitoring and evaluation (work plans and progress reports) and financial reporting (donor agencies has been satisfied with the financial reports and statements) have greatly increased transparency and accountability.
4. **Staffing** – some have expressed concern about the reduced of conduct public forum when implementing with UNDEF funding supported, and provincial secretary have concern that they were difficult to monitor of the number of field visits to constituencies by each MP because most MPs did not inform the parliamentary office where/when they conducted field visits.
5. **Capacity Development** – Project’s strategy for capacity development includes provincial secretariats, local activists and local watchdogs, developing systems an procedures, and enhancing citizen’s knowledge and skills.
- Under the project, institution building has focused on the provincial level through to conduct workshops in Phnom Penh and provincials local network trainers made up of provincial group members, district contact people and selected local watchdogs.
 - Systems development has been mainly concerned with improving systems for monitoring, evaluation and management information, and updating and expanding manuals and guidelines for operational procedures.
 - Past experience from project predecessors has shown clearly the most effective way to build skills is through learning by doing.
 - Sometimes substitution is necessary to meet deadline and to ensure that lower level processes are not help up by higher level bureaucracy. However, I was informed by people we met in the mission that under normal circumstances “substitution” is not a pervasive problem, although it might be in other places. Where this is case, ExCom needs to address the problem.
6. **Gender Equality** – Concerning gender-related issues, project can be considered to be an example of best practice in addressing gender equality and empowerment in democratic governance projects. The project could have become a best practice for the region on other elements, had it taken a more proactive approach to the reporting of lessons learned. The opportunity partners on the significant public awareness of the project in its promotion and strengthening of citizen participation and democratic governance approach. In term of capacity building, had the work on standards and certification been done in advance of the registration of demands and supplies?

7. **Radio Broadcasting** - The major achievement of the project was the creation of radio broadcasting fully completed. The radio activities were established; citizens are involved in the project and see a great sense of ownership. However, the insufficient amount of resources available for the radios limits their operations. The voluntarism basis of the staff and the lack of clear strategy of sustainability may hinder the future of these radios's broadcasting.

5. RECOMMENDATIONS

A major requirement for this evaluation is to make recommendations for improvement and to give direction for the future, with suggestions for a strategic overhaul. In regarding to this, I will make recommendations for improvement of the management and implementation, while more strategic recommendations. Based on the finding above in relation to the implementation and performance of the UNDEF project, in evaluation mission would like to make a number of specific recommendations:

Management


1. Given this, risk management is defined as the systematic identification of potential events that prevent or obstruct attainment of an entity objectives and taking measures to minimize the impact of those events. A disciplined approach to risk management, with the involvement of all high level project teams, will enable **UNDEF projects** leaders to (a) deal effectively with potential future effect that creates uncertainty and (b) respond in a manner that reduces negative outcomes on project implementation.
2. It is recommended to develop SMART Indicators for all results and to measure regularly the effect of the various project activities. Consequently those projects components which have a national effect should be prioritized.
3. It is recommended to develop Complaints Handling Mechanism (CHM) should be established for the UNDEF Project that will receive and act upon complaints from citizens or organizations in relation to any occurrences for which the project is directly responsible (or believed to be responsible), and which are perceived by the aggrieved party to have involved promises, illegal, unjust, or unfair activities, omissions, or behaviour, ...etc
4. The Logical Framework forms the basis for sequencing of project and/or programme activities, and for M&E. Project management staff should make full use of this tool, and when needed the best IAs should be trained in its use. Lacks of adequate M&E leads not only leads to sub-optimal achievement of project outcomes, but also fail to provide the necessary feedback for the project to be responsive to changes in its environment.

Implementation

1. Designing Communication and Partnership Strategy - the mission was encouraged to note that programmes and/or projects should be more partnership arrangements and communication strategy with State and Non-State Actor partners. As these partnerships are core elements of the democratic governance project.
2. The Executive Agency (EA) should play a more prominent role in project oversight by being more closely involved in M&E activities, as well as undertaking regular site visits and follow-up each activity and also provide guides and recommends for Implementing Agency (IA) management and implementation.

3. It is recommended that the project should be more at the forefront working with other organizations (State and Non-State) to improve democratic and good governance policies, and most importantly take to strengthen democratic governance in Cambodia.
4. It is recommended to strengthen the focus on gender issue mainstreaming in all activities.
5. The project radio's broadcasting are a powerful tool give people voice and a strategy that can be easily replicated. The radio's program are to be considered best practices, particular the fact that they involve young people, women and men in process of building inclusion of marginalized and vulnerable citizens for their engagement in democratic governance. People can be seeing by themselves the results of their work.
6. Any future UNDEF efforts to strengthen the capacities for intermediary organizations should focus primarily on building up the knowledge and experience of field-based personal and (as a secondary priority) other staff in key program areas, rather than merely providing general support for the project implementation.
7. Furthermore, any future efforts to strengthen an intermediary project's democratic governance capacities should plan at the outset what capacities will be strengthened and how this will be done, and
8. To the extent that resource permit, UNDED should try to build on democratic governances by focusing its future democratization efforts on country-specific initiatives that help build up a broad democratic governance programming expertise on the part of its field personnel. Wherever viable, it should continuous work with indigenous on activities they initiate and that can be carries out in-country.

ANNEX I. TERM OF REFERENCE (TOR)

	UNITED NATIONS DEVELOPMENT PROGRAMME JOB DESCRIPTION
<i>Cambodia</i>	
Position Information	
Position Title: Reference to: Contract Type: Project:	Short-term M&E Consultant (National) LTA No. 2011/02/003 SSA – Strengthening Citizen Participation in Democratic Governance, UNDP/UNDEF
Department: Evaluation Type: Report to:	Governance Cluster, UNDP Cambodia Terminal Project Evaluation Programme Analyst, Governance Cluster & Programme Officer (M&E), MSU
Expected duration of Assignment:	From 16 March to 30 April 2011, for duration of 15 working days including travel to provinces.

1. Introduction:

The project had the objective of ensuring that citizens (as the electorate) are empowered to enjoy a more informative climate and demonstrate their rights to participate effectively in democratic governance. The main results include empowerment of citizens (voters) through increased knowledge and understanding of democratic rights, responsibilities and democratic governance; enhanced political capital, through popular participation especially of electorates in democracies, and increased influence on accountability of elected officials to voter constituencies, especially of National Assembly (NA) members and local elected councillors accountable to constituencies.

10,000 educated citizens and direct target group participants in 40 districts of 24 provinces will be able to gain knowledge and civic skill on how to participate in decision making and democratic governance, and share their voices, opinions, and concerns through trainings, forums, debates and reports. The indirect beneficiaries of the project are 2.5 millions of Cambodian citizens or electorate (the total of electorate than 8.12 millions in 2008) especially poor, women, youth, disadvantaged people and ethnic minorities who will be targeted on awareness on the importance of their participation in democratic governance through media broadcasting.

Outputs

Output 1: At least 10,000 direct target groups and educated women, men, and youth including journalists, civil society activist and government officials, elected officials including commune councillors have received and read quoted COMFREL reports and articles of parliament watch and the directory of National Assembly by means of website and emailing list, and in local news papers.

Output 2: 4,000 local residents (electorates) participate in 40 forums in actively discussing and interacting with 240 elected officials including local elected councillors.

Output 3: 98 one hour radio program and 20 five minutes TV spots are broad casted that reach 2.5 million audients.

Activities are as follows:

Parliamentary watch, production of directory of the National Assembly and seminar/workshop
 Training local activists, conducting local forum and establishing forum groups

Media: Radio program on voter Voice and TV sport broadcasting.

2. Objectives:

As agreed between UNDP and UNDEF, the project will undergo the terminal project evaluation with the aim of overall assessing the project impact to the program, mainly looking into the coordination, management and implementations of project undertaking to ensure the activities and resources were done and managed in a timely & proper manner and in accordance with the project plan.

The evaluation is mainly intended to highlight the UNDEF project's results and impact, based on baseline data collected prior to the commencement of the project to serve as the starting point for measuring performance. This will provide a measurable way of looking at the specific situation in place at the project's inception.

The main objectives of the project terminal evaluation are:

1. *To highlight the UNDEF project's results and impact, based on baseline data collected prior to the commencement of the project to serve as the starting point for measuring performance; and*
2. *To provide a measurable way for looking at the specific situation in place at the project inception.*

The key stakeholders are UNDEF, UNDP, Royal Government Institutions, MPs, commune councilors, provincial councilors, CSOs, and citizens.

3. Scope:

The main activity of the evaluation is to establish through providing a detailed report on the quality and impact of the project activities. Whether the outcome has been achieved and, if it has not, whether there has been progress made towards its achievement. If the intervention can be linked to the achievement of the outcome. This will include implementation of activities in accordance with the overall progress towards the outcome, impact of direct and indirect beneficiaries, indicators and targets, performance, project management, project M&E and data collection analysis, partnership, gender and capacity building impact of the outputs. The evaluator will undertake field visits to 4 provinces covered by the project.

A total of 15 working days with field visit is expected to cover the evaluation period and presentation of the final report. This will be undertaken in a period of 5-6 weeks.

4. Products expected from the evaluation:

By the end of the evaluation, the consultant is expected to draw a final report approximately not more than 40 pages with the following contents:

- Title Page
- List of acronyms and abbreviations
- Table of contents, including list of annexes
- Executive Summary
- Introduction: background and context of the programme
- Description of the program—its logic theory, results framework and external factors likely to affect success
- Purpose of the evaluation
- Key questions and scope of the evaluation within formation on limitations and delimitations
- Approach and methodology
- Findings of evaluation
- Summary and explanation of findings and interpretations on:

- Strategies for continuing or concluding UNDEF assistance towards the outcome;
- ☐ - A rating on progress towards outcomes and progress towards outputs;
- ☐ - A rating on the relevance of the outcome.
- Conclusions
- Recommendations for formulating future assistance in the outcome if warranted;
- Lessons concerning best and worst practices in producing outputs, linking them to outcomes and using partnerships strategically;
- Annexes

5. Methodology or evaluation approach:

The methodology suggested to the evaluator is field visits, Documentation review from UNDP and COMFREL, Interviews, participatory approach, where the evaluator will meet with all concerned stakeholders such as NGO partners, COMFRELBOB, provincial councillors, commune councillors, direct target groups and project staff in deriving their feedback.

6. Evaluation team: Areas of expertise;

S/He must have

- Technical knowledge of thematic areas of the evaluation
- A solid understanding on citizen participation in democratic governance
- Legal frameworks related to democratic governance
- Familiar with civic engagement programmes for citizens
- Good communication and facilitation skills
- Good writing skills Experienced in participatory approach of involving participants
- Knowledge of national situation

7. Implementation arrangements: Who will manage the evaluation and how it is organized.

- Management and logistic arrangements will be undertaken by UNDP.
- Timeframe for the evaluation process, including the time breakdown for the following activities:

Activity	No. Days
• Desk review	• 1 day
• Briefing of evaluator	• ½ Day
• Visits to the field, interviews	• 7days
• Debriefings	• 1/2day
• Preparation of report	• 3 days
• Finalization of report	• 3days
Total	15 working days

8. Annexes: As required

Important Note: Please ensure that the following Mandatory set of Guidance Documents are provided to evaluators by Programme Staff.

1. Excerpts from UNDPE valuation Policy documents to clarify briefly what UNDP excerpts from Evaluations.
2. Code of Ethics for Evaluations and Evaluators.
3. Guidelines on the Evaluation Report.
4. UNDP Policy on Evaluation 2005.
5. UN Norms on Evaluation.
6. UN Standards on Evaluation.
7. Guidelines on Outcome Evaluators

ANNEX II. QUESTIONNAIRES – TERMINAL EVALUATION

Name of interviewee:	Tel:	
Institution/org		
Address of interviewee:	District/khan:	
	Commune/Sangkat:	
	Province/municipality:	
Date of completion of questionnaires:	Day/month/year:	
/...../2011	

1- What has been your relationship with COMFREL's Strengthening Citizens Participation in Democratic Governance Project?

<input type="checkbox"/>	Owner	<input type="checkbox"/>	Partner (co-sponsor)	<input type="checkbox"/>	Provider (Consultant/Contractor)
<input type="checkbox"/>	Stakeholder	<input type="checkbox"/>	Beneficiary	<input type="checkbox"/>	Other

2- What particular aspect of the project were you involved with?

<input type="checkbox"/>	Performance of elected officials and National Assembly	<input type="checkbox"/>	Seminar and/or workshop	<input type="checkbox"/>	Training for Provincial Secretariats, local activists and watchdogs	<input type="checkbox"/>	Local Public Forum
<input type="checkbox"/>	Follow-up dialogue and establishment of local forum group	<input type="checkbox"/>	Radio broadcasting	<input type="checkbox"/>	TV Spot Broadcasting	<input type="checkbox"/>	Other.....

3- Have you ever participated at a local public forum activities conducted by COMFRE?

☐ Yes (detail advantages and disadvantages below) ☐ No

Advantages	Disadvantages

4. From your knowledge of the project and especially those aspects that you were close to, please rate as many of the following assessment categories as you can - (indicate your rating by a “ ” and provide whatever additional comments you may have)

Assessment Category	Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Satisfactory	Unsatisfactor	Highly Unsatisfactor
A. Performance of elected officials and National Assembly						
B. Seminar and/or workshop						
C. Training for Provincial Secretariats, local activists and watchdogs						
D. Local Public Forum						
E. Follow-up dialogue and establishment of local forum group						
F. Radio broadcasting						
G. TV Spot Broadcasting						
Other.....						
5- Could you tell more about project in term of efficiency, effectiveness and impact in Cambodia?						
6- To what extend project contributed in strengthening citizen participation in democratic governance in Cambodia? How has this been achieved?						
7- What were some of the challenges that impacted the effective implementation of project objectives?						
8- What the major changes for civil society organizations in terms of understanding their roles as watchdog in monitoring governments' (CCs and NAs) performance?						
9- What are the best practices from project implementation that the country adopted as a result for involvement in oversight government?						
10- What role can media play in the SCPD areas? What impact this project had in						

<p>transforming the media role for the new challenges in the country?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
<p>11- How radio broadcasting's contribution to give voice and visibility to marginalize groups?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
<p>12- What is the contribution of the SCPD in promoting and strengthening citizen participation? What is the contribution of the SCPD in promoting democratic governance?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
<p>13- What are the lessons that can be learned from Project?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
<p>14- How would you evaluate the project benefits and impact?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
<p>15- What will happen after the project will end up?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
<p>16- This is the end of the questionnaire. Thank you very much for your collaboration. I would like to invite you to provide concrete recommendations or suggestions with regard to the way forward and steps UNDEF projects should take to achieve the objectives of the agreement. If you have such recommendations and/or suggestions, Please insert them below:</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

Thank you for your most valuable help!

ANNEX III. LIST OF PARTICIPATION INTERVIEWS

No	Full Name	Sex	Ministry/Con	Position	Telephone
01	Tep Borei	M	Prey Veng	Provincial Councillor	012 972 827
02	Ek Chanda	M	Prey Veng	Commune Councillor	011 700 366
03	Dim Dan	M	Prey Veng	COMFREL NGO Partnership/ADHOC	012 628 363
04	Kim Sohkom	M	Prey Veng	COMFREL Secretary	016 959 265
05	Snoun Som Eoeun	M	Prey Veng	COMFREL District Communicator	089 522 988
06	Oeun Vikhada	F	Prey Veng	COMFREL Commune Activist	012 840 894
07	Nov Sok	F	Prey Veng	Local Watchdog	
08	Sok Hok	M	Prey Veng	Citizen	012 906 312
09	Thim Bunna	M	Kampong Chhnang	Provincial Councillor	016 819 617
10	Keo Sophat	F	Kampong Chhnang	Commune Councillor	012 605 921
11	Leap Bunleang	M	Kampong Chhnang	COMFREL Secretary	012 342 417
12	Toth Kim Sray	M	Kampong Chhnang	COMFREL NGO Partnership/KKKHRA	012 293 826
13	Yim Sophany	F	Kampong Chhnang	COMFREL District Communicator	017 671 964
14	Thon Thai	M	Kampong Chhnang	COMFREL Commune Activist	097 875 40 27
15	Pong Mak	M	Kampong Chhnang	Local Watchdog	089 857 692
16	Hom Sithy	F	Kampong Chhnang	Citizen	
17	Mao Sophal	M	Takeo	Provincial Councillor	012 469 757
18	Khom Saroeun	M	Takeo	Commune Councillor	012 537 741
19	Seng Sunnry	F	Takeo	COMFREL Secretary	012 892 486
20	Hak Sophakry	F	Takeo	COMFREL NGO Partnership/NICFEC	012 955 927
21	Ke Sokheng	M	Takeo	COMFREL District Communicator	012 264 085
22	Ouk Romdos	M	Takeo	COMFREL Commune Activist	097 909 95 96
23	Theang Sarath	M	Takeo	Citizen	016 621 433
24	Chan Thavary	F	Takeo	Local Watchdog	
25	Cheav Nak	M	Phnom Penh	MOI/DFGG Project Officer	012 822 317
26	Yong Kim Eng	M	Phnom Penh	COMFREL NGO Partnership/PDP	016 828 211
27	Sok Sam Oeun	M	Phnom Penh	COMFREL BoD	012 901 199
28	Sieng Dohlia	F	Phnom Penh	COMFREL/Finance Officer	012 675 257
29	Kim Chhorn	M	Phnom Penh	COMFREL/Senior Programme Coordinator	012 942 019

ANNEX IV. LIST OF REFERENCE DOCUMENTS

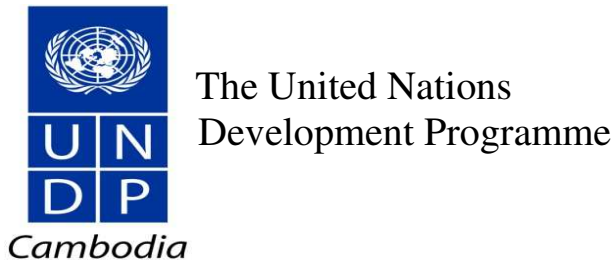
- UNDEF Project No. UDF-CMB-07-175 “Strengthening Citizen Participation in Democratic Governance (SCPD) Project document, no dates
- Agreement between the UNDEF and UNDP in Cambodia, 28 November 2008.
- UNDP, Country Programme Action Plan (CPAP 2006 - 2010) – Resource Result Framework, 26 September 2006.
- United Nations Development Assistance Framework (UNDAF 2006 – 2010), Office of the United Nations Resident Coordinator, 2007.
- UNDP, Guidelines for Outcome Evaluators, 2002. <http://www.undp.org/eo/guideline-foroutcomeevaluator>
- UNDP, Handbook on Planning, Monitoring and Evaluation for Development Results, 2009. <http://www.undp.org/HandbookonPlanning,MonitoringandEvaluationforDevelopmentResults>
- UNDEF Project Evaluation Guidelines First Round, February 2008. <http://www.un-def.org/ProjectEvaluationGuidelinesFirstRound>
- Royal Government of Cambodia, on the National Program for Sub-National Democratic Development (NP-SNDD) 2010 – 2019, May 2010
- Two Annual Progress Reports (APRs), no dates
- Eight Quarterly Progress Reports (QPRs), no dates
- One Mid-Term Monitoring and Evaluation Report, 22 January 2010.
- SCPD Annual Work Plan (2009 & 2010).
- COMFREL, Programme Evaluation Report (Oct 2008 Sep 2011), Feb 2011 (draft).
- COMFREL Assessment of the First Term of Decentralization in Cambodia, Commune Council Performance, and Citizens’ Participation, 2002 – 2007.
- COMFREL’s Annual Work Plan on “Strengthening Citizen Participation in Decision Making and Democratic Governance” (October 1, 2009-September 30, 2010).
- COMFREL, 2010 Annual Narrative Report. Website. http://www.comfrel.org/eng/-components/com_mypublications/files/COMFRELAnnualNarrativeReport2010.pdf
- COMFREL 2010 Report on Cambodian Democracy, Elections and Reform, March 2010. Website. http://www.comfrel.org/eng/components/com_mypublications/files-/COMFREL2010ReportonCambodiaDemocracyElectionsandReformFinal.pdf
- COMFREL, Directory on the Fourth National Assembly of Cambodia 2008 – 2013. Website. http://www.comfrel.org/eng/components/com_mypublications/files/MPs-directory2008-2013.pdf
- COMFREL’s Survey Report on Citizen Participation and Democratic Governance, November 2009.
- Second Step of Survey on Voters, the Issuing of Form 1018 and Voter Registration (SVR), 31 July 2009.

ANNEX V. ITINERARY PROJECT SITE VISITED

Date	Itinerary	Notes
11 Mar 2011 (Fri)	Received draft of ToR for Terminal Project Evaluation.	Reviewed and mentioned assessment
16 Mar 2011 (Wed)	At 8.00 a.m departure to UNDP Phnom Penh office	To meet with Ms. Irene OMONDI /International M&E Consultant for provided supporting document and references.
	At 10.45 a.m departure with Ms. Irene OMONDI by Taxi to COMFREL, Phnom Penh Office	To meet and discuss with Mr. Chhorn KIM and Mr. Pitour SOK for Project Overviews
17 Mar 2011 (Thu)	At 4.00 p.m departure to UNDP/MSU Phnom Penh	To discuss about UNDP M&E Policies and finalize ToR for terminal evaluation with Mr. Sophat CHUN, Phat PHY and Ms. Irene OMONDI
18 Mar 2011 (Fri)	At 3.00 p.m departure to UNDP Phnom Penh office	To finalize Inception Report with Mr. Sophat CHUN, Phat PHY and Ms. Irene OMONDI.
31 Mar 2011 (Thu)	At 3.00 p.m field trip from Phnom Penh to Prey Veang province, arrival at 5.30 p.m	To discuss and interview with key stakeholders
01 Apr 2011 (Fri)	At 8.00 a.m departure to COMFREL PVG office	Briefing on project outcomes by Mr. Kim Sohkom/COMFREL Provincial Secretary. Q &A on various aspects.
	At 9.30 a.m departure to Provincial Councilor office	To Interview with H.E Tep Borei /Provincial Councilor
	At 11.00 a.m departure to Commune Councilor office	To interview with Mr. Ek Chanda /Commune Councilor
	At 2.00 p.m departure to ADHOC Office	To interview with Mr. Dim Dan /ADHOC Coordinator and COMFREL NGO partner
	At 4.14 p.m departure to Barayketh village	To interview with Mr. Sok Hok/Citizen
02 Apr 2011 (Sat)	At 8.00 a.m departure to Peamro district	To interview with Mr. Snoun Som Eoeun /COMFREL District Communicator
	At 10.15 a.m departure to Peamro commune	To interview with Ms. Oeun Vikhada /COMFREL Commune Activist
	At 11.00 a.m departure to Barayket village	To interview with Ms. Nov Sok /Local Watchdog
	At 3.00 p.m departure from PVG to PNP arrival at 5.50 p.m	Go back from PVG to PNP
04 Apr 2011 (Mon)	At 7.15 a.m field trip from Phnom Penh to Kampong Chhnang province, arrival at 9.00 a.m	To discuss and interview with key stakeholders
	At 9.30 a.m departure to COMFREL KPC office	Briefing on project outcomes by Mr. Leap Bunleang /COMFREL Provincial Secretary. Q &A on various aspects.
	At 10.45 p.m departure to KKKHRA Office	To interview with Mr. Toth Kim Sray/KKKHRA Executive Director and

		COMFREL NGO partner
	At 2.10 p.m departure to Provincial Councilor office	To Interview with Mr. Thim Bunna /Provincial Councilor
	At 4.10 p.m departure to Commune Councilor office	To interview with Ms. Keo Bunleang /Commune Councilor
05 Apr 2011 (Tue)	At 7.00 a.m departure to Sreveal village	To interview with Ms. Hom Sithy/Citizen.
	At 7.35 a.m departure to Sreveal village	To interview with Mr. Pong Mak /Local Watchdog
	At 9.50 a.m departure to Kampong Leng district	To interview with Ms. Yim Sophany /COMFREL District Communicator
	At 11.00 a.m departure to Roleaphrea commune	To interview with Mr. Thon Thai /COMFREL Commune Activist
	At 3.00 p.m departure from KPC to PNP arrival at 5.00 p.m	Go back from KPC to PNP
06 Apr 2011 (Wed)	At 5.00 a.m field trip from Phnom Penh to Takeo province, arrival at 7.30 a.m	To discuss and interview with key stakeholders
	At 8.00 a.m departure to COMFREL TKE office	Briefing on project outcomes by Ms. Seng Sunnry /COMFREL Provincial Secretary. Q &A on various aspects.
	At 10.15 p.m departure to Commune Councilor office	To interview with Mr. Khom Saroeun /Commune Councilor
	At 2.00 p.m departure to Provincial Councilor office	To Interview with H.E Mao Sophal /Provincial Councilor
	At 4.10 p.m departure to Chekhna commune	To interview with Mr. Ouk Romdos /COMFREL Commune Activist
07 Apr 2011 (Thu)	At 7.30 a.m departure to Samrong district	To interview with Mr. Ke Sokheng/COMFREL District Communicator
	At 9.00 a.m departure to Thrang village	To interview with Ms. Chan Thavary /Local Watchdog
	At 10.40 a.m departure to Thrang village	To interview with Mr. Theang Sarath/Citizen.
	At 3.05 p.m departure to NICFEC Office	To interview with Ms. Hak Sophakry/NICFEC Coordinator and COMFREL NGO partner
	At 5.00 p.m departure from TKE to PNP arrival at 7.15 p.m	Go back from TKE to PNP
08 Apr 2011 (Fri)	At 7.30 a.m departure to Ministry of Interior, Phnom Penh	To discuss with Mr. Cheav Nak MOI/DFGG Project Officer
	At 9.00 a.m departure to CDP Office, Phnom Penh	To discuss with Mr. Sok Sam Oeun /COMFREL BoD Member and CDP Executive Director
	At 2.30 p.m departure to COMFREL Central Office, Phnom Penh	To discuss with Ms. Sieng Dohlia /COMFREL Finance Officer
	At 4.14 p.m departure to COMFREL Central Office, Phnom Penh	To discuss with Mr. Kim Chhorn /COMFREL Senior Program Coordinator
18 Apr 2011 (Mon)	At 7.30 UNDP Office, work on report and presentation	Presentation of debriefing and key finding of terminal evaluation. Q&A gets more information and inspection of reports at project office (Phat PHY and Irene OMONDI)

ANNEX VI. INCEPTION REPORT



**The Strengthening Citizen Participation in Democratic
Governance (SCPD) Project *No.UDF-CMB-07-175***

Terminal Project Evaluation (TPE)

INCEPTION REPORT

Prepared by:
Yim KimChhean
National M&E Consultant
H/P: (855-12) 988 560
E-mail: chhean21@gmail.com

March 2011
Phnom Penh, Cambodia

1. INTRODUCTION

1.1 Project Description

The project had the objective of ensuring that citizens (as the electorate) are empowered to enjoy a more informative climate and demonstrate their rights to participate effectively in democratic governance. The main results include empowerment of citizens (voters) through increased knowledge and understanding of democratic rights, responsibilities and democratic governance; enhanced political capital, through popular participation specially of electorates in democracies, and increased influence on accountability of elected officials to voter constituencies, especially of National Assembly (NA) members and local elected councilors accountable to constituencies.

10,000 educated citizens and direct target group participants in 40 districts of 24 provinces will be able to gain knowledge and civic skill on how to participate in decision making and democratic governance, and share their voices, opinions, and concerns through trainings, forums, debates and reports. The indirect beneficiaries of the project are 2.5 millions of Cambodian citizen so electorate (the total of electorate than 8.12 millions in 2008) especially poor, women, youth, disadvantaged people and ethnic minorities who will be targeted on awareness on the importance of their participation in democratic governance through media broadcasting.

1.2 Project Outputs

- A- Output 1:** At least 10,000 direct target groups and educated women, men, and youth including journalists, civil society activist and government officials, elected officials including commune councilors have received and read quoted COMFREL reports and articles of parliament watch and the directory of National Assembly by means of website and emailing list, and in local newspapers.
- B- Output 2:** 4,000 local residents (electorates) participate in 40 forums in actively discussing and interacting with 240 elected officials including local elected councilors.
- C- Output 3:** 98 one hour radio program and 20 five minutes TV spots are broadcasted that reach 2.5 million audients.

1.3 Key Activities are as follows

- A- Parliamentary watch:** production of directory of the National Assembly and seminar/workshop.
- B- Training local activists:** conducting local forum and establishing forum groups, and
- C- Media:** Radio program on voter Voice and TVs port broadcasting.

1.4 Objectives of Evaluation

As agreed between UNDP & UNDEF, the project will undergo the terminal project evaluation with the aim of overall assessing the project impact to the program, mainly looking into the coordination, management and implementations of project undertaking to ensure the activities and resource were done and managed in a timely and proper manner and in accordance with the project plan.

The evaluation is mainly intended to highlight the UNDEF project's results and impact, based on baseline data collected prior to the commencement of the project to serve as the starting point for measuring performance this will provide a measurable way of looking at the specific situation in place at the project's inception.

The main objectives of the Project Terminal Evaluation are:

1. To highlight the UNDEF project's results and impact, based on baseline data collected prior to the commencement of the project to serve as the starting point for measuring performance; and
2. To provide a measurable way for looking at the specific situation in place at the project inception.

The key stakeholders are UNDEF, UNDP, Royal Government Institutions, MPs, commune councillors, provincial councillors, CSOs, and citizens.

1.5 Scope of Evaluation

The main activity of the evaluation is to establish through providing a detailed report on the quality and impact of the project activities. Whether the outcome has been achieved and, if it has not, whether there has been progress made towards its achievement. If the intervention can be linked to the achievement of the outcome. This will include implementation of activities in according to the overall progress towards the outcome, impact of direct and indirect beneficiaries, indicators and targets, performance, project management, project M&E and data collection analysis, partnership, gender and capacity building impact of the outputs. The evaluator will undertake field visit to 3 provinces and 1 city (Prey Veang, Kampong Chhnang and Takeo provinces and Phnom Penh city) covered by the project targets.

A total of 15 working days with field visit is expected to cover the valuation period and presentation of the final report. This will be undertaken in a period of 6 weeks.

1.6 Products expected from the Evaluation

By the end of the evaluation, the Consultant is expected to draw a final report approximately not more than 40 pages with the following contents:

- Title Page
- List of Acronyms and Abbreviations
- Table of contents, including list of annexes
- Executive Summary
- Introduction: background and context of the programme
- Description of the program its logic theory, results framework and external factors likely to affect success.
- Purpose of the evaluation
- Key questions and scope of the evaluation with information on limitations and delimitations
- Approach and methodology
- Findings of evaluation
- Summary and explanation of findings and interpretation son:
 - Strategies for continuing or concluding UNDEF assistance towards the outcome;
 - A rating on progress towards outcomes and progress towards outputs;
 - A rating on the relevance of the outcome.
- Conclusions
- Recommendations for formulating future assistance in the outcome if warranted
- Lessons concerning best and worst practices in producing outputs, linking them to outcomes and using partnerships strategically; and
- Annexes.

2. EVALUATION METHODOLOGY:

The methodology suggested to the evaluator is field visits, documentation review from UNDP and COMFREL, Interviews, participatory approach, where the evaluator will meet with all concerned stakeholders such as NGO partners, COMFREL BoD, Provincial Councillors, Commune Councillors, direct target groups and project staff in deriving their feedback.

The methodology proposed by consultant is described below (point no.6: the consultant's output obligations) involves a series of undertaken with very carefully selected stakeholders at national and sub-national levels (provincials, district and commune level), before testing of the participatory approaches begins. This is seen be COMFREL as very important to ensure understanding by important local stakeholders, as well as to ensure long term ownership of the participatory processes throughout all stages of the project evaluation.

2.1 Implementation Arrangements: Who will manage the evaluation and how it is organized.

- Management and logistic arrangements will be undertaken by UNDP.
- Timeframe for the evaluation process, including the time breakdown for the following activities:

Activity	No. Days
• Desk review	• 1 day
• Briefing of evaluator	• ½ Day
• Visits to the field, interviews	• 7 days
• Debriefings	• ½ day
• Preparation of report	• 3 days
• Finalization of report	• 3 days
Total	15 working days

2.2 Purpose of Inception Report

The purpose of this Inception Report is to finalize project evaluation and finalize project implementation, based on the framework initially proposed in the Project Brief and in the Project Document approved by the UNDP/UNDEF and the Government of Cambodia, the Executive Agency. It supplements and updates, but is not intended to replace, these documents.

The report specially addresses the following issues: including clarification of the role of each implementing agency the delivery of outputs (at national and sub-national levels); clarification of the role and composition of project bodies; clarification of financing arrangements (*UNDEF*); and review and clarification of coordination, reporting, monitoring and evaluation mechanisms and responsibilities.

3. BUDGET & ALLOWANCE

All spending will be supported by UNDP/UNDEF. There will be payment related to DSA, transportation, accommodation and meals for the consultant visit to field for interview and data collection only.

No.	Descriptions	Unit	Quantity	Price/ Unit (US\$)	Total Cost (US\$)
	+ Kampong Cham				
1	DSA for visit to the fields (<i>3 provinces and covering accommodations and meals</i>)	Day	7	60	420
2	Transportation to Prey Veang (<i>covering local transportations – 2ways</i>)	Lump sum	1	40	40
	Transportation to Kampong Chhnang (<i>covering local transportations – 2ways</i>)	Lump sum	1	40	40
	Transportation to Takeo (<i>covering local transportations – 2 ways</i>)	Lump sum	1	40	40
3	Data collection materials	Lump sum	-	20	20
	Total				US\$560.00

Note: As full consideration for the services performed by the consultant under the terms of this consultant, including the travel to and from the Duty Station, any other travel encompassed by the Terms of Reference and living expenses, UNDP shall pay to the consultancy fee 30% after completed the inception report and 70 % upon the completion of output tasks and submission of final report that the services have been satisfactorily performed at the end of each assignment as per the specific ToR on the basis of actual working days.

5. CONSULTANT'S OUTPUT OBLIGATIONS

Task (Scope of Work)	Task Details	Methodology	Time Period
1. Participation desk review	Preliminary planning discussions on the project overview with UNDP/UNDEF and COMFREL key stakeholders.	In-depth study of project detail and compilation of project necessary documents.	Within one day of joining the assignment Duration: 1 day
2. Production of Inception Report	Detailed Inception Report, based on the submitted. Financial Proposal, indicating the tasks to be accomplished and the time bound plan.	In-depth study of Term of Reference (ToR) for Terminal Project Evaluation, Project Proposal document, and other relevant documents. Discussions with UNDP/UNDEF and COMFREL Staff.	Within one day of joining the assignment Duration: 1 day
3. Briefing of evaluator	Review and revise on all the inception report, research studies, strategies and other outputs of the project, and be in charge of the quality assurance function; Discuss of all work planned implementation activities in a timely manner, including the timely submission of consultants' reports, and ensure the highest quality; Detail budget plan for field visits Data collection methods to be used Field work and geographical area to be considered and identified	Communication with the UNDP/UNDEF to detail budget plan with specific of targets for data collection and approved by the UNDP/UNDEF. Identify of interviewees each target areas.	During the first week of joining the assignment Duration: 1/2 day
4. Preparation questionnaires for data collection	Design data collection forms/questionnaires for interviews. Data collection forms/questionnaires from other evaluations that may be relevant.	Data collection tools as survey forms, questionnaires, interview guidelines and plan Verify with project M&E results frameworks (baseline, outputs, outcomes and indicators). Collect all the research studies, forums, strategy papers and other outputs and outcomes of the project activities, review them, and offer comments	During the second week of joining the assignment Duration: 2 days

5. Visit to Prey Veng for interview (PC, CC, NGO Partner, COMFREL Staff & Citizen)	Communicate with COMFREL staff (sub-national levels) for appointed interviewees and schedules.	See what data collection/ means of verification were listed in the project document.	During the second week of joining the assignment
6. Visit to Kampong Chhnang for interview (PC, CC, NGO Partner, COMFREL Staff & Citizen)	Conduct interviews and data collections.	Select data collection methods with interviewees as (PC, CC, NGO Partner, COMFREL Staff & Citizen)	Duration: 2 days
7. Visit to Takeo for interview (PC, CC, NGO Partner, COMFREL Staff & Citizen)			During the third week of joining the assignment
8. Visit to COMFREL (PNP) for interview (COMFREL BoD, Coordinator & Officer)			Duration: 2 days
9. Visit to Phnom Penh for interview (RGC agency and/or CSO partner)	Conduct interviews and data collections.	Select data collection methods with interviewees as (COMFREL BoD, Coordinator & Officer)	During the fourth week of joining the assignment
10. Debriefings of project evaluation	Conduct interviews and data collections.	Select data collection methods with interviewees as (RGC agency and/or CSO partner)	Duration: 2 days
11. Data entry and analysis	Presentation with all project/program stakeholders to review and validate findings and get feedback	Select data collection methods with interviewees with key stakeholder at RGC agency and/or CSO partner	During the fifth week of joining the assignment
12. Preparation of Terminal Project Evaluation (TPE) report	Start data processing and tabulation Summarize the information Decide on recommendations Check the analysis with the implementers, stakeholders and other key informants	A meeting can be used to review the findings of the data collection exercise	Duration: 1 day
13. Submit 1st draft of evaluation report to UNDP/ UNDEF suggestion and recommendation	Draft a final report approximately not more than 40 pages with the following contents An appendix prepared and attached	Analyze the data collected Interpret the results and draw conclusions Use the format provided by UNDP for the report in the Terms of Reference	During the fifth week of joining the assignment
14. Finalization of TPE report	Produce report to UNDP/UNDEF	The TPE report with the UNDP guidelines.	Duration: 2 days
	Adjust the draft report where necessary and finalize the report (revise the report after received feedback from UNDP/UNDEF)		During the sixth week of joining the assignment
			Duration: 4 days
			During the seventh week of joining the assignment
			Continuous process
			Duration: 4 days