Final Report – V4.0
(Issued Dec 21 2011)
This document has been adjusted with respect to comments received from UNDP Country Office and DDLG International Staff and represents the final version of the report.

Terminal Evaluation

Strengthening Democratic and Decentralized Local Governance in Cambodia: (DDLG)

Royal Government of Cambodia - Ministry of Interior

UNDP – EC

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Abbreviations

AWP	Annual Work Plan
CC	Commune Council
C/S	Commune / Sangkat
CDP	Commune Development Planning
CIP	Commune Investment Plan
CPAP	UNDP Country Programme Action Plan
CSP	EC Country Strategy Paper
D&D	Decentralization and De-concentration
DDLG	Strengthening Democratic and Decentralized Local Governance Project
EC	European Commission
EUD	Delegation of the European Union
IDPs'	International Development Partners
ICC	Inter-commune cooperation projects
IP3	D&D 3 yr Implementation Plan for NP-SNDD
LGA	Local Government Associations
MOI	Ministry of Interior
MTR	Mid-term review
NCDD	National Committee for Democratic Development at Sub-National Level
NIP	EC National Indicative Programme
NLC/S	National League of Commune/Sangkat
NSDP	National Strategic Development Plan 2006-2010
PAC's	Provincial Associations of Commune/Sangkat
PCM	Project Cycle Management
PPR	Annual Project Progress Report
Pro-Doc	UNDP Project Document (*Project ToR*)
PSC	Project Steering Committee
RBM	Results Based Management
RGC	Royal Government of Cambodia
NP-SNDD	National Programme for Sub-National Democratic Development 2010-2020
TOR	Terms of Reference
TSO	Technical Support Officer (Provincial Government Tier)
UNDP	United Nation Development Program
UNDAF	United Nations Development Assistance Framework
VET	Vocational Education Training

Executive Summary

The project "*Strengthening Democratic and Decentralised Local Government*" in Cambodia (DDLG) has been jointly funded by and the United Nations Development Programme (UNDP) and the European Commission (EC), with assistance in kind being provided by the Royal Government of Cambodia (RGC).

The DDLG project was designed in 2004, with implementation starting in 2006 after the Pro-Doc was signed off by the main partners (UNDP and EC) in January of the same year. Implementation was planned over a 5-year duration to be subsequently completed in 2010. The associated financing agreement between UNDP and the EC made available the allocated €10M EC budget for a 60-month period.

A no-cost extension, which was formally agreed between UNDP and EC in April 2010 through an addendum to contract, has lengthened the agreement to 72 months, with the project implementation cycle concluding in December 2011. The evaluation mission and this associated report covers the entire implementation period of the project as defined by the associated EC-UNDP financing agreement and addendum to contract.

The evaluation mission confirms that the DDLG project has substantially contributed and its sustainable outputs will continue to contribute to the UNDP UNDAF and CPAP (2011-2015). In terms of UNDAF (Outcome IV) *"...the promotion of accountability and responsiveness to the needs and rights of people and participation in democratic decision-making*", the outputs of the DDLG project (components 1,2, & 3) have substantially and practically supported this outcome area.

Within the context of the CPAP the combination of the component outputs have resulted in a very credible and substantive outcome that has addressed the associated CPAP outputs and the CPAP outcome area in the context of "*...the development of mechanisms and capacities of local government improved to promote voices, accountability and partnership at national and sub-national level*."

In a national context considering its overall design, DDLG has provided not only an extensive contribution to the policy and levels of the D&D but has managed to introduce evolutionary change to the D&D environment, influencing the strategic options for reform and the modalities in which the reform can be implemented. **A key factor to its success has been its flexibility to adapt to changes witnessed in the D&D environment in Cambodia, which has been fully supported by the UNDP / EU partnership.**

At commune level; though the ICC component and the local government network that has been developed and solidified by the NLC/S and the PACS, the project has been able to build horizontal cooperation's amongst communes, has helped to build confidence in terms of citizens perceptions of local government, and has been able to improve livelihoods at commune level (ref Annex I to III). This has been achieved through the application of a multi-facetted approach that has built local government capacity though small project works, in parallel to training and D&D dialogue support provided through the NLC/S and PAC's.

At Provincial level; the project has assisted to establish and develop 24 legally independent local government associations (LGA), providing a basic system to enhance democratic governance. As articulated within the MTR these associations of local governance can have an important and influential role in democratisation and local government development,

Within the context of Cambodia, since the LGA network consists of a number of members of differing political affiliations, the system can act as a counterbalance to centralised government, providing a strong "voice" across the political spectrum.

Of importance to note is, that the NLC/S, which is, now, though the support provided by DDLG to its Board, Executive Committee and the secretariat, has firmly established itself and a highly influential institution within the D&D environment today. The network though its implemented BPA system will strive to improve sub-national governance through the exchange of ideas, concepts and examples to solve common solutions.

At national level; there has been significant institutionalisation of the processes and systems developed by the project which has provided not only substance to the overall D&D process, but through component 4 has inbuilt sustainability for project outcomes.

The DDLG project has been designed, revised, and implemented to support the government's endeavours in its D&D policy formulation and implementation at both the national and sub-national level. Having clearly started at an early stage within the process, it has been well positioned to influence and advise the government on two distinctive levels namely; (1) National, (2) Commune

Given the conservative pace of the D&D reform in Cambodia and the flexibility of the UNDP/EC partnership, the intervention and associated activities have remained relevant for the project cycle. Issues with the project design, which did not include cross-cutting policy support to mainstream component outputs into national D&D policy and implementation practices nor a gender integration component has slightly reduced the overall impact of the intervention.

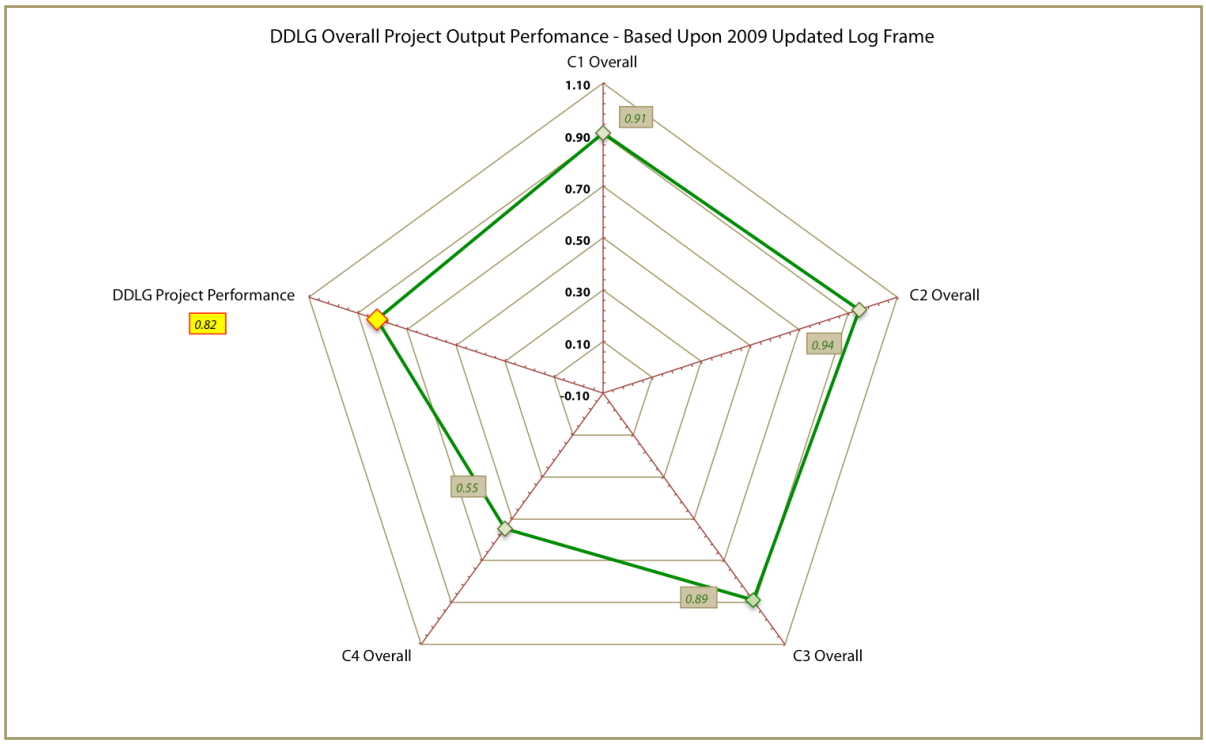
The individual components of the project adequately support and add value to the concepts of democratic decentralised local government as articulated within the above-mentioned RGC strategy and clearly promote the concepts of good governance as defined by UNDP.

The unique mixture of project components that assimilate government development planning and financing systems to citizen participatory planning, link together communes though effective councils that can exchange experiences, ideas and expertise to solve problems, and also assist the government to develop policies and practices that can better serve local government though continuous enhancement of D&D policy has assured that the DDLG intervention has maintained relevance and leverage throughout its project cycle, having impacted well upon the D&D environment, developing a sustainable and measurable outcome.

The overall evaluation of the DDLG project cannot emphasise enough the **high level of qualitative outputs that have been attained and which have impacted greatly upon the Cambodian D&D process.** Within Components 1&2 the work of the project has assisted to elevate the LGAs to being an essential D&D institution. DDLG as through effective capacity building developed with the NLC/S a comprehensive M&E system that is being utilised to assess and monitor the capacity of the CCs'. The ICC component has produced innovative and suitable guidelines, introducing new practices that are being mainstreamed into GC policy and an updated of the MoI PIM.

The overall outcome of the project, the combination of the successful realisation of outputs (components 1,2, and 3) in the context of quality and alignment to the RGC D&D strategy has helped to improve the livelihoods of commune citizens though; increases in household budgets, access to markets, access to education and health care, and improvements in social conditions.

Output performance been high. Using individual component analysis techniques (see sections 4.0 to 7.0) an overall **output performance of 82% for the DDLG project is estimated**. On a component basis, all components performed at a similar level, except for component 4, which due to various reasons some within and some outside the control of the project did not meet delivery as per the log frame indicators.



The evaluation, in accord to the implemented strategy of the project and UNDP, found that the footprint of the DDLG at provincial and commune level was more or less invisible . **DDLG has successfully promoted and maintained throughout its project cycle an effective process to assure sustainability through national ownership and the utilisation of national systems as opposed to developing parallel systems and an identity. Within this respect, whilst at commune level DDLG is not widely known its unique outputs, ICC and the LGA (NLC/S & PACs) are held in esteem.**

As is recognised by the evaluation, components 1 and 2 have supported the establishment of the LGA network, particularly with respect to the NLC/S secretariat, which has developed since 2007 into a fully functional organisation.

Likewise, the ICC component, although being designed and implemented at sub-national level, has fully engaged MoI at national and sub-national levels to deliver training, technical support, and M&E. The component modality has enabled the MoI to enhance its work, by assisting to develop new systems and process to allow for both inter-commune and inter-district cooperation to occur.

At a '*policy level*" the ICC modality and associated systems are currently being integrated within the RGC PIM, this providing a new tool for the Government to implement its D&D policy and reduce rural poverty.

Binding all this together as been the "*stand alone*" policy support component that has been implemented to meet the demands of the dynamics of the D&D environment, namely providing TA to the NCDD secretariat.

The positioning of the advisor and the leverage this develops supports the mainstreaming of the outcomes generated by C1, C2, and in part C3 to be incorporated into the overall 10-year sub national development plan NP-SNDD and the associated action plan IP3.

The **qualitative impact of the DDLG intervention as a whole should be considered high** within the context of; (1) the changes witnessed within the D&D environment, (2) the operations of the MoI in terms of commune development project planning and implementation, (3) the main streaming of project outputs into the national D&D policy though an internal project output related to a component, and (4) livelihood benefits at commune level though the implementation of pilot and effective pro-poor inter-commune micro development projects (ref: Annex 2,3 &).

Various lessons leant can be drawn from the intervention, which mainly relate to the operations within the UNDP CO, project management, and coordination, recommendations include: -

(1) *Since the UNDP seeks to strategically partner with EC within a number of areas, a need arises whereby specific EC PCM and F&C knowledge and systems knowhow need be internally owned, training should therefore be organised internally.*

(2) *UNDP, given their unique position should seek to greater influence the EC CSP/NIP (2007 – 2013) since the area of D&D has been omitted as a focal area for funding. This of course can be addressed through a follow-on partnership funding arrangement for the ACCESS. Given the positive contribution that DDLG has made to the D&D reform process and its high impact in terms of the strategic area of poverty reduction, similar partnership arrangements through ACCESS ideally should be undertaken by both IPD's.*

(3) *At project level weakness within the context of indicator formulation, utilisation and maintenance of the log frame as a project management tool, and inconsistent progress reporting are evident. However, the DDLG management did update the log frame in 2008 and introduced RBM planning and reporting mechanisms in alignment to UNDP enhanced project management systems. Such issues, especially in relation to the utilisation of non UNDP project management tools (i.e. PCM) can be mitigated though internal training and support that can be effected though the mobilisation of short –term expertise.*

(4) *It is essential, that any future project should during its inception phase develop a coherent monitoring system based upon verifiable indicators. Emphasis though the project cycle should be placed upon capturing best practice and success stories.*

(5) *Cohesion within multi-national project teams is sometimes difficult to develop and maintain. Within the context of Cambodia, with an ever-growing level of national capacity such issues have become important to manage within the context of development projects. Therefore, greater effort needs to be placed upon team work and internal coordination of projects, especially those that have multiple components such as the DDLG which include the utilisation of retreats and formal monthly project meetings that involve CO and project staff.*

(6) *Given the positive output of the DDLG project, the UNDP should commission a consultancy to capture some of the most important best practices that have been initiated and realised given that much information has not been efficiently recorded.* ***Such examples should also be offered for inclusion in the Global UNDP knowledge base, under pinning the outcome of the DDLG that has verifiably though promoting good governance practices in Cambodia improved the livelihoods of the rural poor.***

(7) *Based upon the positive achievements that have been realised by the DDLG project, especially in the context of the promotion of democratic voice at the sub-national level and the successful establishment of the NLC/S and PAC's, the identified follow-up project (ACCESS) which is being funded by UNDP provides an ideal opportunity for the IDPs' to further support the D&D process in parallel to supporting the IP3 thus assuring an essential counter-balance to the RGC within the context of democratisation and sub-national governance reform and capacity building..*



Improving Livelihoods of the Rural Poor in Cambodia

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1 Background to the DDLG Intervention

The project "*Strengthening Democratic and Decentralised Local Government*" in Cambodia (DDLG) is an intervention that has been jointly funded by and the United Nations Development Programme (UNDP) and the European Union (EU), with assistance in kind being provided by the Royal Government of Cambodia (RGC).

DDLG follows a systematic attempt by the international development partners (IDP) to support the emergence and implementation of a coherent De-centralisation and De-concentration (D&D)policy being adopted by the RGC since the introduction of the Constitutional monarchy following the Paris peace accords of 1991.

UNDP, has continued to successfully support Cambodia as represented by the RGC during its transition from extensive years political and civil conflict through to an era of stabilisation and growth. Initial UNDP support can be traced to the CARERE programme which later in 1996 developed into the CARERE 2 intervention that directly supported the RGCs own efforts under the umbrella of their SEILA programme.

Distinction must be highlighted between CARERE and SEILA, since CARERE was managed by UNDP as an intervention, whilst SEILA provided a wider RGC programme that harmonised donor efforts to support the country.

As can be appreciated within a post-conflict environment, where institutions of government limited in their capacity exist, a wide variety of donors with numerous project modalities coupled with different programming ideas and techniques commonly flood the immediate environment. Within this respect UNDP have provided an essential lead and focus amongst the donors as verified through the chronological list of programmes and projects whilst assuring levels of harmonised support as called through by the RGC SEILA programme.

	Title	Date	Implementer
CARERE	*Cambodia Area Rehabilitation and Regeneration Programme*		UNDP
CARERE 2		1996 - 2002	UNDP
PLG	*Partnership for Local Governance*		UNDP
RILGP	*Rural Investment Local Governance Project*		World Bank
PSDD	*Decentralisation Support Project*	2007 - 2009	UNDP
DSP	*Decentralisation Support Project*	2006 - 2010	UNDP
DDLG	*Strengthening Democratic and Decentralised Local Government*	2006 - 2011	UNDP
ARD	*Support to Administrative Reform and Decentralisation*	2007 - 2009	GIZ

Table 1-1 - D&D Support Projects

1.1 The Cambodian Democratisation and Decentralisation Process

The Democratisation and Decentralisation (D&D) began in earnest in January 2001, when after various support interventions, policy dialogues and legal formulations, the Law on the Administration and Management of Commune/Sangkat that was subsequently passed by the National Assembly of the RGC.

DDLG is a successor of the UNDP Decentralisation Support Project (DSP) that was implemented by the Ministry of Interior from 2001 to 2005

The Commune/Sangkat law (referred to as Organic Law 1) provides an holistic legal framework for the establishment, maintenance and functional management of fully elected local government bodies that represent citizens living within the Communes / Sangkats (rural and semi-urban settlements).

In alignment to the constitution, the law essentially transfers powers relating to financial, administrative, and development practices to the citizen. However as included within Chapter 5 (Arts 53 to 59) oversight, monitoring, and even powers of dissolution are vested with the Ministry of Interior

At the time of promulgation of the act, the country lacked a published framework for the introduction of democratic decentralization and deconcentration (D&D) through local government and an associated institutional arrangement to oversee and manage such strategy.

2 Evaluation Scope and Methodology

This report sets out the findings of the terminal evaluation of the UNDP-EC funded "Strengthening Democratic and Decentralised Local Government in Cambodia (DDLG) project. Due to the nature of the project, which provided both upstream and downstream support to both government and non-government institutions associated with the D&D process, there is considerable interest internally within UNDP and the project stakeholders in reviewing the experience gained and lessons learnt throughout the project life-cycle.

The terminal evaluation builds upon various reports that have been developed within the framework of DDLG and which provide in themselves key monitoring and evaluation information, such reports being project wide and component specific.

2.1 Evaluation Scope

The DDLG project started in 2006 with the project document being signed off by the main partners (UNDP and EC) in January of the same year. Implementation was planned over a 5 -year duration to be subsequently completed in 2010. The associated financing agreement between UNDP and the EC made available the allocated EC budget over a 60-month period

A no-cost extension, which was formally agreed between UNDP and EC in April 2010 through an addendum to contract, has lengthened the agreement to 72 months, with the project implementation cycle concluding in December 2011.

The evaluation mission and this associated report covers the entire implementation period of the project as defined by the associated EC-UNDP financing agreement and associated addendum to contract.

Environmental and historical information is provided so as to illustrate the relevance of the project relevance at the time of identification and formulation. Additionally current changes as witnessed will provide information in relation to; (1) the flexibility of the approach of project management to address demand driven needs, (2) the significant changes witnessed in terms of D&D legislation during the project cycle, and (3) the emergence of new institutions within the context of government and quasi government bodies that have been introduced to support the D&D process.

The mission has been programmed and implemented at the end of the project implementation cycle, but also whilst project staff and RGC counterparts are still in position and are available for dialogue. This provides for a very timely evaluation and allows the mission to capture at first hand essential knowledge and data in addition to assessing relevant project documentation.

Additionally due to the protracted nature of the project implementation period, and the associated extension, many of the initial project components have already yielded results with many ICC projects being completed for over 2 years. The main outputs related to Component 1 and Component 2 (the formation of a league for commune councils has also been realised). Therefore the completion of such activities allows the mission to effectively conduct an impact assessment and also to examine the related issues of sustainability.

2.2 Evaluation Methodology

An inception report prepared by the international consultant proposed a specific methodology for the evaluation of the DDLG project, which in general follows the principle monitoring processes as described within the 2009 UNDP guide "*Handbook on Planning, Monitoring, and Evaluating for Development Results*".

The DDLG project is multifaceted in terms of its original design, which was further complicated with the addition of a new component based upon the findings of the MTR and which provided for the rationale to extend the implementation period of the project.

The DDLG project document (2005) provides a design that suggests the main project output (results) areas were complimentary to each other as opposed to being integrated. Indeed, as illustrated below, the design, which the author suggests did not articulate any cross cutting interventions that could bridge and link the project components, assured the development of a project management structure that mirrors this "silo" structure.

The scope of an efficient evaluation of such a project is within itself problematic, in that to capture relevant data, each component ideally requires to be examined as a separate project, being subject to all five lenses of the evaluation criteria. This places a serious level of demand upon available limited resources, which may result in a lower than expected mission assessment.

The evaluation will draw out the envisaged and planned outputs from each component area and where appropriate be considered in terms of institutionalisation (sustainability) and livelihood improvement for the inhabitants of the Communes and Sangkats (impact)

At output level synergies will be sought that illustrate the realisation of the DDLG project outcome through the contribution of each set of component outputs.

2.3 Results Chain

The RBM results chain (figure 2.1) provides guidance in terms of the methodological approach of evaluation mission

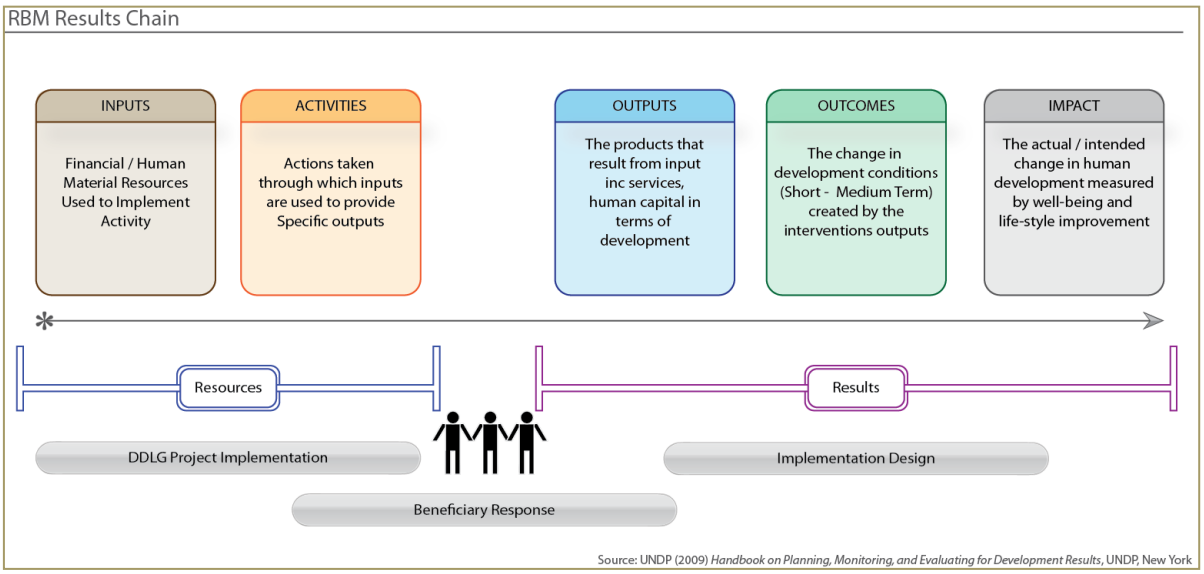


Figure 2-1 Results Chain

The project document clearly illustrated the projected outcome of the intervention at two levels, in compliance with the UNDP RBM methodology. These stated outcomes can be easily translated into the EC logical framework approach, providing an overall objective and two project purposes (i.e. the aim of the intervention). The concept of specific objectives (SOs) was utilised by EC ROM missions to assess project performance against associated annual work plans (AWPs).Within this context the following higher hierarchal linkages are illustrated (figure 2.2) within the context of both UNDP and EC project management tools.

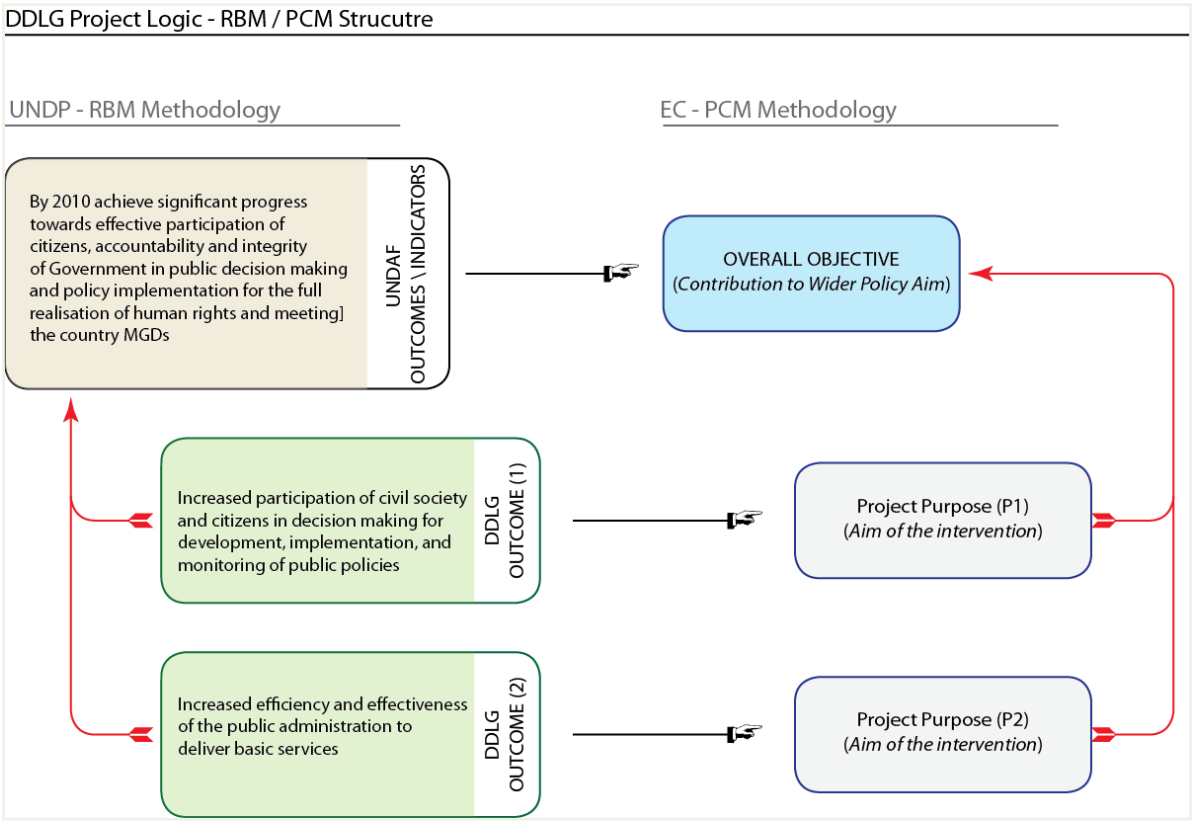


Figure 2-2 - Linking RBM and PCM Terminology

3 DDLG Overall Performance Assessment

The DDLG project has been designed and implemented to support the government's endeavours in its D&D policy formulation and implementation at both the national and sub-national level.

Considering the overall design, DDLG has provided not only an extensive contribution to the policy and levels of the D&D but has managed to introduce evolutionary change to the D&D environment, influencing the strategic options for reform and the modalities in which the reform can be implemented.

Having clearly started at an early stage within the process, it has been well position to influence and advise the government within three distinctive spheres;

At commune level; though the ICC component and the local government network that has been developed and solidified by the NLC/S and the PACS, the project has been able to build horizontal cooperation's amongst communes, has helped to build confidence in terms of citizens perceptions of local government, and has been able to improve livelihoods at commune level (ref Annex I to III).

At Provincial level; the project has assisted to establish and develop 24 legally independent local government associations, providing a basic system to enhance democratic governance though dedicated support. As articulated within the MTR these associations of local governance can have an important role in the local government development,

Within the context of Cambodia, since the network consists of a number of members of differing political affiliations, the system can act as a counterbalance to centralised government, providing "*voice*" across the political spectrum.

Of importance to note is, that the NLC/S, which is, now, though the support provided by DDLG to its Board, Executive Committee and the secretariat, has firmly established itself and a highly influential institution within the D&D environment today. The network though its implemented BPA system will improve sub national governance through the exchange of ideas, concepts and examples to solve common solutions.

At national level; there has been significant institutionalisation of the processes and systems developed by the DDLG which has provided not only substance to the overall D&D process, but through component 4 has inbuilt sustainability for project outcome.

The overall evaluation of the DDLG project cannot emphasise enough the **high level of qualitative outputs that have been attained and which have impacted greatly upon the Cambodian D&D process**. As part of the evaluation, three Provincial visits were undertaken that have attempted to highlight these aspects especially within the context of the **improvement in livelihoods of commune citizens** that has been achieved as a result of the combination of the outputs of the project components.

Based upon the individual assessment of each project component area suggests that, although being dogged by initial design issues, which have been reflected in the its management and operational modality, outputs at component level have been achieved, which when taken as a whole have contributed to the outcome level and UNDAF indicators as contained within the original Pro-Doc.

Given the conservative pace of the D&D reform in Cambodia, the intervention and associated activities have remained relevant for the project cycle. Issues with the project design, which did not include cross-cutting policy support to mainstream component outputs into national D&D policy and implementation practices nor a gender integration component has slightly educed the overall impact of the intervention.

The weaknesses in the project design have also impacted project organisation, activity implementation, and reporting. In essence, the absence of identified cross cutting components or activities has limited needed synergy between each of the individual components in part compromising the impact of the project.

However, on a component-by-component basis, activity has been realised, indicating a high levels of output performance. In the case of the two NLC/S components inclusion of the DDLG outputs have been mainstreamed within the D&D strategy and implementation process. Unfortunately it would appear that a similar fate has not occurred to the largest investment area of DDLG, namely the ICC component.

3.1 Contribution to the UNDAF and CPAP

DDLG has substantially contributed and its sustainable outputs will continue to contribute to the UNDAF and CPAP (2011-2015) respectively as illustrated below.

The introduction of RBM and reporting since 2008, has enabled greater clarity and emphasis being placed upon alignment of DDLG planning and implementation to UNDAF and the CPAP. In terms of UNDAF (Outcome IV) *"...the promotion of accountability and responsiveness to the needs and rights of people and participation in democratic decision-making*", the outputs of the DDLG project (components 1,2, & 3) have substantially and practically supported this outcome area.

With the establishment of the LGA networks that promote and support the CCs and the implementation of over 300 community led local government development projects (ICC component) the actual contribution to the UNDAF can be verified.

As indicated within the PPR (2010) DDLG has also effectively contributed to CPAP at both output and outcome levels. Being accurately described within the PPR 2010, the DDLG outputs have a direct relationship to 3 out of 4 CPAP output indictors within the context of "*...the development of mechanisms and capacities of local government improved to promote voices, accountability and partnership at national and sub-national level.*"

In this respect DDLG has:

(1) Established and made operational the National League of Communes/Sangkats providing capacity building its permanent Secretariat
(2) Assisted to establish and make function 24 independent Provincial Associations of Communes/Sangkats
(3) Supported the national development and implementation of the innovative Inter-Commune Cooperation (ICC) guidelines for infrastructure and service projects merging the guidelines with the national PIM

A forth output indicator (the extension of the LGA to support the M/D/K levels of local government) remains to be fulfilled. However it is noted that an options study was completed in 2009 and is now subject t the political decision making process and the "*speed of implementation*" of the D&D reform.

The CPAP Outcome (IV) has been addressed also by the component level outputs of the project. CPAP Outcome IV focuses upon; *"...Improving the delivery of social services and increasing participation of the poor in decision-making"*.

This outcome area has provided a strategic focus for project planning and implementation with the following component based contributions of the project having been identified and associated quality outputs delivered.

(1) A series of development projects identified through commune planning process and which are funded from commune funds and NGOs are implemented. This has been achieved though the innovate ICC component that has encouraged inter-commune partnerships and sharing of resources

(2) The innovative and expanded ICC guideline is being integrated in the Project Implementation

(3) Manual as a formal national guideline for Communes and Sangkats citizen orientated local development projects.

(4) A large amount of citizens have since the introduction of the ICC process attended commune/local development meetings and participated within the local planning process.

(5) The NLC/S have implemented the BPA scheme that attracted 618 applications, the results of the BPA scheme are and have been professionally disseminated by the NLC/S and are being considered by MoI for the next round of local development projects to be initiated and financed through national budgets.

(6) The effective project capacity building process supporting the NLC/S secretariat has enabled the NLC/S to gain a high reputation and relevance in terms of the D&D implementation. The level of official recognition has seen the inclusion of the NLC/S as a member of all the NCDD standing committees where it can raises and promote the voice of the CCs and influence the D&D decision making process and strategy.

3.2 Relevance

The DDLG has been a highly relevant project within the context of the D&D reform process in Cambodia. The intervention has remained in alignment to RGC policy (D&D Strategy 2005) and has been able to amend its design at both output (results) level and activity level to accommodate the changes within the immediate project environmental after the promulgation of the 2008 Organic Law that seeks to establish and empower sub-national government at district / municipal level.

The individual components of the project adequately support and add value to the concepts of democratic decentralised government as articulated within the above-mentioned RGC strategy and clearly promote the concepts of good governance as defined by UNDP.

The unique mixture of project components that assimilate government development planning and financing systems to citizen participatory planning, link together communes though councils that can exchange experiences, ideas and expertise to solve problems, and also assist the government to develop policies and practices that can better serve local government though continuous enhancement of D&D policy has assured that the DDLG intervention has maintained relevance and leverage throughout its project cycle.

Within this respect, the Initial project design fully supported the implementation of the Commune / Sangkat Law (2002) that directly empowers elected local commune councils to better serve the needs of the citizens they represent. The CC's are viewed as the basic level of institutional vehicles to transfer governance from the national to commune / citizen's level.

The project, since its results and activity level re-engineering in 2008/9 (MTR based), improved its alignment to the National Strategic Development Plan 2006-2010, which articulates a Rectangular Strategy (RS) for Growth, Employment, Equity and Efficiency (2004), and where Decentralisation and Deconcentration (D&D) is considered as a key element.

DDLG, was at its launch and remains aligned to the UNDAF and updated UN CPAP, with the project outcomes directly contributing the revised CPAP. With respect to the EC strategy (CSP / NIP 2002 – 2006) decentalistaion was viewed as an important instrument for poverty alleviation additionally. The CSP / NIP 2007 - 2013 also places poverty reduction as its overarching cooperation goal but does not include D&D as a focal area for cooperation.

Throughout the project cycle DDLG has remained relevant due to its flexibility and ability to meet new demands created within the D&D environment. Additionally the conservative pace of the D&D reform has also contributed to the retention of project relevance.

3.3 Efficiency

The DDLG project suffered from a **weak Pro-Doc and associated Log Frame**, which negatively impacted upon the effectiveness of activity management up until the MTR and revision of the log frame. Within the context of the original Pro-Doc, there was reference was made to the contribution of the intervention towards the UNDAF: -

"...Significant progress towards effective participation of citizens, accountability, and integrity of Government in public decision making and policy implementation for the full realisation of human rights and meeting the countries MDGs."

Expected outcomes proposed within the Pro-Doc: -

(1) *Increased participation of civil society and citizens in decision making for development, implementation and monitoring of public policies*
(2) *Increase efficiency and effectiveness of public administration to deliver basic services*

Associated output indicators were too simplified only providing the following: -

(1) *600 communes practicing participatory planning*
(2) *1621Communes deliver public goods and services*

3.3.1 Log Frame Indicators

The 2006-2008 log frame is found to be **devoid of quality indictors with no revision being evident at the end of year 1 where adjustments to projects are acceptable based upon lessons learned**. Generally the EC allows for an "*inception period*" during the first 3 to 6 months of projects that have a multi-year cycle, where adjustments can be proposed at activity and output (results) levels to align to the operational environment found.

The update and approval of the DDLG log frame occurred in 2009, after the completion of MTR and reflecting changes introduced by the project team in 2008. Although effort was placed into updating the structure and content of the document, being inclusive of the addition of a project purpose, the addition of another key activity and associated results area indictors although improved have remained in general in the context of the EC PCM system, where a Qualitative, Quantitative, and Time Bound (QQT) approach is used

Given the size and scope of the DDLG project, a nested log frame could have been developed, that provides much greater depth of detail at component level. This approach would have assured improved monitoring on the basis of component performance.

The evaluation, due to the limitation of identified indicators contained within the project documents has therefore taken the opportunity to identify key activity areas and outputs in all components being based upon information within the PPR's, knowledge gained through various focal group meetings and interview sessions in order to provide a wider assessment of performance.

3.3.2 Overall Output Performance

Overall it can be concluded that output performance of the project has been extremely high, as illustrated below. Using individual component analysis techniques (see sections 4.0 to 7.0) an overall **output performance of 82% for the DDLG project is estimated**. On a component basis, all components performed at a similar level with a fluctuation between high and low of 8% being indicated, except for component 4, which due to various reasons some within and some outside the control of the project did not meet delivery as per the log frame indicators. This suggests that project management has been effective, especially given the vertical modality project implementation.

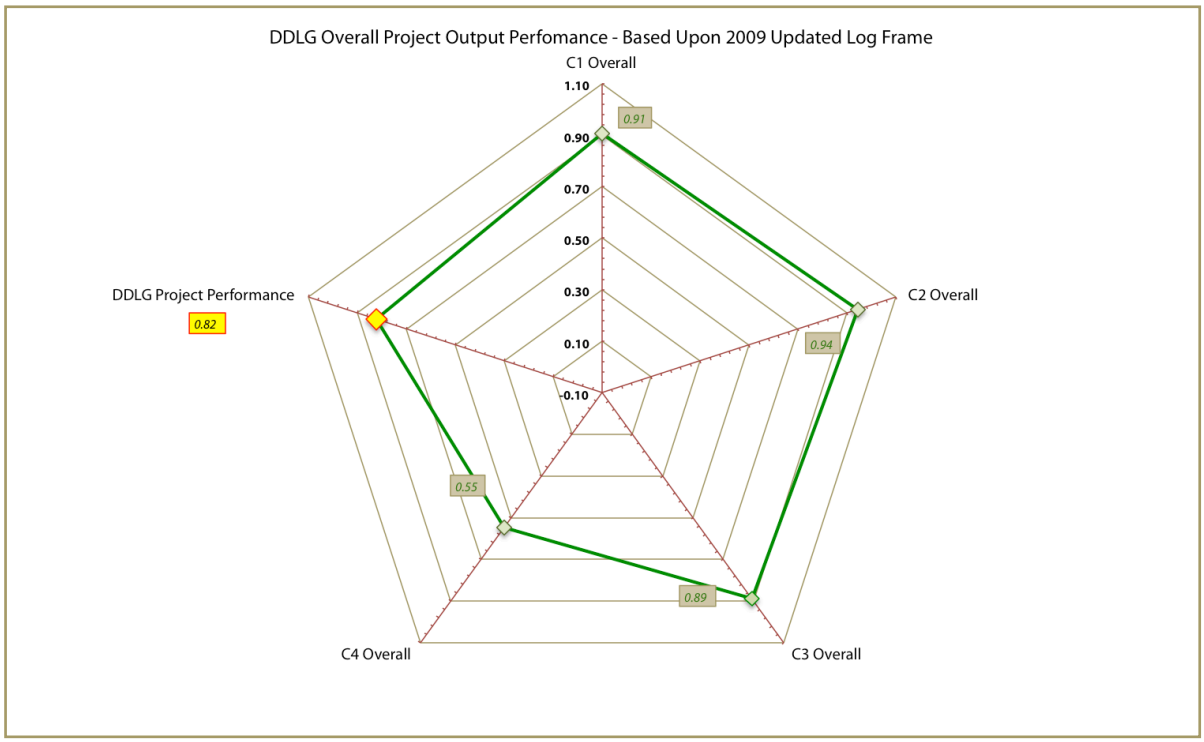


Chart 3-1 DDLG Overall Performance

Component 1;(The Creation of Voice) appears to be the highest performing component, based upon output as indicated within the up-dated log-fame. A majority of the activities and outputs are related to facilitation and support to fora, and the establishment of a platform for "*voice*". Extensive output has been attained within the context of the organisation of fora at national and sub-national level, which results in the high performance of this component.

Component 2; (Creation of the CC Network) as **performed in alignment to the general findings of the evaluation, providing a component performance indicator of 94%** Although the evaluation considers that in some cases the DDLG has provided "*capacity substitution*" as opposed to "*capacity building*", this has been through "necessity" since the secretariat is a very young organisation . With respect to the NLC/S such levels of substitution this can be observed in analysis of personnel, where international embedded staff account for approximately 57% of the secretariats operational staff, as indicated by the NLC/S secretariat.

Component 3; (ICC Projects) has provided a **high level of tangible outputs** that have, in some cases, impacted upon the livelihoods of citizens living in the associated recipient communes (ref Annexes 2,3, & 4). The delivery of activity and outputs has somewhat exceeded the original vision of the project, through the upgrade of systems and processes based upon lessons leant, and a suggested re-focus of ICC projects on other development activities rather than the rehabilitation of gravel roads.

Component 4; (Policy Advice to NCDD) being a "*demand driven activity*" has been subject to many changes in direction. However, this activity at the D&D policy level has allowed some of the outputs from the other component areas to be mainstreamed into national D&D policy. This has suggested that the policy component has performed vertically and horizontally. However it is noted that greater emphasis could have been placed upon the cross cutting nature of this component ensuring that both ICC and the LGA network provide high profile vehicles for D&D implementation.

3.3.3 Project Management Arrangements

Project management arrangements are examined using four-criteria-

(1) Operations Management
(2) Financial Management
(3) Monitoring and Reporting
(4) Internal UNDP management relationship

Operations Management

At activity level, the project has been organised and managed in alignment to the project document to address the three interventions as described within, which as indicated are complimentary (i.e. separate) as opposed to inter-connecting or reliant / dependent upon each other.

However, within the context of project management Components 1 and 2 have been implemented together, using the NLC/S as a partner. This has in effect created a vertical project implementation structure at activity and output level with respect that C1 and C2 form one intervention pillar, with C3 and the latter introduced C4 providing two other pillars of implementation.

This type of arrangement creates many difficulties in the context of "*joined up*" activity and commonly results in a situation, due to perceived beneficiary ownership; components transform themselves into micro projects that become answerable only to the immediate partner (beneficiary). This results in components not abiding to the strategic scope of the project, and inefficiency in terms of planning and reporting, as witnessed within the DDLG.

Financial Management

Financial management of the DDLG project has been effected at two levels, internally within the UNDP between the project and CO, and externally between the UNDP and EC, with the CO managing the latter progress. The project has been subject to statuary audit and internal UNDP spot checks.

Overall as indicated within the PPR's financial compliance has been maintained. However on a single occasion, in 2010 when budget revision was under-taken a delay to the transfer of project funds was encountered, as highlighted within the EC ROM report (2011).

Examination of the DDLG budgets and comparison to the original budgets contained within the Pro Doc reveals some inconsistency, however the evaluation will not enquire deeply into the finances of the project, since this will be subject to a final audit. The following table provides an up to date budget at the time of evaluation.

		Actual (EURO)			Projected (EURO)	
	Budget	2006-2010	Utilisation	2011 Planned	Total	Utilisation
Human Resources	€ 2,282,671	€ 1,857,846	81.39%	€ 685,696	€ 2,543,542	111.43%
Travel / Mission	€ 209,267	€ 164,289	78.51%	€ 34,511	€ 198,800	95.00%
Equipment / Supplies	€ 183,628	€ 141,602	77.11%	€ 25,622	€ 167,224	91.07%
Project Costs	€ 252,954	€ 157,853	62.40%	€ 62,924	€ 220,777	87.28%
Capacity Building / Communication	€ 1,491,921	€ 823,710	55.21%	€ 496,463	€ 1,320,173	88.49%
Pro Poor Investment ICC	€ 5,842,499	€ 5,501,166	94.16%	€ 294,990	€ 5,796,156	99.21%
Admin Recovery Costs	€ 637,356	€ 571,777	89.71%	€ 81,846	€ 653,623	102.55%

Additionally when comparing the actual and projected utilisation a lot of activities appear to be have been planned for 2011, potentially in a "*rush*" to obtain 100% resource utilisation. This has placed an unrealistically high performance expectation upon project management, whom need also be focused upon taking stock of the project intervention areas, and developing a coherent exit report based upon lessons learnt.

Monitoring and Reporting

The DDLG has, through out the project cycle experienced **pronounced difficulties in terms of capturing consistent information within the context of the annual PPR and also in the dissemination of its success stories**. Whereas, it may be argued that the project has been able to use existing government systems for M&E of the ICC and the development of the M&E system within the NLC/S secretariat centralised M&E has not been implemented which in turn has led to: -

(1) Inconsistency in annual activity and progress reporting
(2) An under utilisation of project resources (STE missions)
(3) The loss of essential data to validate progress against indicators
(4) The limitation of quality indicators and update of key management tools such as the project log fame
(5) The limited capture of best practices that have been produced within the frame work of the project

Indeed, the EC ROM missions identified the necessity for sound M&E making recommendation to this respect as follows

(1) Engage the services of the monitoring and evaluation (M&E) officer soonest and give maximum support to small impact studies (2017 EC-ROM report)
(2) Appoint a long term internal monitoring officer (2008 EC-ROM report)
(3) Most recommendations of the previous ROM report, even if some have been partially implemented, remain valid (2011 EC-ROM report)

The consistency of the annual PPRs has been found to be somewhat fragmented, illustrating the issues that are commonly experienced during joint UNDP – EC interventions since both agencies have their own particular project management system. Whilst it may be concluded that the UNDP shift towards output based reporting in 2009 has enabled better project reports to be developed, the inconsistency, due to differences within the associated project management systems, in terms of activity and output reporting has resulted in valuable information to become lost.

The issue of in-consistent reporting is also **reflective of the omission to develop and maintain an effective centralised M&E unit within the project structure, especially given the complexity and non-integration of project design and implementation modality**.

To illustrate such an observation and critical comment, the ICC component can be considered as a case. In total DDLG facilitated the MoI to implement 371 projects. Financial and systems monitoring has been undertaken internally though the RGC related PIM systems and UNDP spot checks.

However, only 7 case studies, which in general have been narrative and that have not examined socio economic impacts of the ICC projects, have been produced. In essence only 1.89% of the ICC projects have been subjected to analysis. As is evident from the evaluation mission much knowledge and know-how can be gleaned from the ICC projects, In some cases livelihood improvements have been found and these should have been shared to further promote the case of the ICC modality as being a suitable vehicle to initiate and enhance local governance and citizen participation in local development practices being inclusive of inter-district and inter-commune collaboration.

3.4 Effectiveness

Effectiveness of the DDLG intervention is high when examining its strategic approach based upon the principles of UNDP development practices and the Paris Declaration on Aid Effectiveness, and the level of verifiable capacity building that has been attained at national and sub-national level.

3.4.1 National Ownership, a Strategic Approach

During field visits, the mission completed a rapid appraisal through focal group discussion to discover the extent of the outreach of the project to its main beneficiaries, the CC's and commune citizens. It was discovered that **the foot-print of DDLG at this level is almost invisible illustrating high levels of national ownership and the utilisation of existing RGC systems and processes, verifying the deliberate aid effectiveness strategy of the project and UNDP,**

Results reveal that 76.39% of the focal group respondents indicating that they had not heard of DDLG. However, when questioned about ICC 100% of the respondents knew of this "*project*".

When considering the funding of the ICC the following has been observed;

(1) 12.5% of the respondents suggested that the UNDP funded their ICC project
(2) 71.58% of the respondents suggested that the RGC funded their ICC project
(3) 15.86% did not know, with some even suggesting the EC funded their ICC project

During meetings with the PACs' a similar picture unfolded, with the PAC's indicating that capacity development support has been provided by the NLC/S. It was also suggested that more support could have been forthcoming from the project (NLC/S) as there is an urgent need to develop service capacity and a "thirst" for D&D knowledge. Such comments can be attributed to the premature ending of the CdF training for the PAC's and due to the strategic choice of the project to support the development and operationalisation of the newly formed central institutions of D&D reform. However, the "*demand*" for more support illustrates the need and rationale for the UNDP ACCESS project.

The project has been **very effective at central level in the context of translating activity outputs into outcomes**. As is recognised by the evaluation, components 1 and 2 have supported the establishment of the LGA network, particularly with respect to the NLC/S secretariat which has developed since 2007 into a fully functional unit that not only has the responsibility of coordination of the PACs but also is engaged in D&D policy making though its inclusion on four sub-committees of the NCDD. In addition, the project has introduced many innovative concepts in Cambodia such as Provincial and District Fora, the BPA scheme, and extensive trainings and dialogue with respect to D&D best practice and CC mandated service provision to their communities.

Likewise, the ICC component, although being designed and implemented at sub-national level, has fully engaged MoI at national and sub-national level antennas to deliver training, technical support, and M&E. The component modality has enabled the MoI to enhance its work, by assisting to develop new systems and process to allow for both inter-commune and inter-district (IDD) to occur. At a '*policy level*" the ICC modality and associated systems are currently being integrated within the RGC PIM, this providing a new tool for the Government to implement its D&D policy and reduce rural poverty.

Binding all this together as been the "*stand alone*" policy support component that has been implemented to meet the demands of the dynamics of the D&D environment, namely providing TA to the NCDD secretariat. **The positioning of the advisor and the leverage that it creates has supported the mainstreaming of the outputs generated by C1, C2, and in part C3 to be incorporated into the overall 10-year sub national development plan NP-SNDD and the associated action plan IP3**.

3.4.2 Sustainable Capacity Building

The DDLG project has through its strategic development approach that focussed upon national ownership, the utilisation of existing systems, and the institutionalisation wherever possible of project activities and outputs provides a unique example of capacity building that should serve as best practice in Cambodia.

The project has taken a **systematic approach** to capacity building that incorporated the introduction and enhancement of "*home-grown*" systems and processes, the provision of professional training for the "end-users" of such systems, and the institutionalisation of such systems so that new knowledge and skills developed though training could be put to use within the work place.

Since many of the positive outputs of the project have been incorporated within the wider D&D policy and its implementation, the capacity building process also has in-built sustainability, leaving a useful set of systems, new institutions, and appropriate tools to support the IP3.

When examining the capacity building outputs of the project, the ICC and LGA (NCL/S and PACs') provide verifiable examples of best practice and sustainable D&D structures and processes.

The ICC process, which is considered as being fully owned by the MoI, has introduced a new modality of local development planning and the implementation of associated projects to be realised. The system has been fully developed by the MoI, with direct assistance from the project, and associated training of sub-national MoI staff and CC's to allow for the full national implementation of the ICC component.

The ICC component initially implemented infrastructure projects focussing upon road rehabilitation. In 2008, DDLG mobilised an international expert to assess the system with the project advising MoI to expand the concept to cater for the provision of alternative projects such as IGA training, the provision of training and support to alleviate violence against women. Subsequently a revised ICC guideline has been formulated and is currently being incorporated into the MoI PIM, illustrating best practice capacity building.

Components 1 and 2 also reflect the successful capacity building strategy of the DDLG project that has witnessed the legal establishment of the NLC/S and 24 independent PAC's. The project has supported this process providing; (1) visioning, practical advice based upon international best practice, (2) the development and introduction of administrative / organisational structures and systems and internal Rules of Business, and (4) dedicated trainings. Indeed, the classic systematic concept of capacity building has been taken into consideration and has been actually realised through this component.

In essence, the implementation of the project in terms of components 1,2 and 3 has adopted the following capacity building process: -

(1) Visioning
(2) Systems and process development
(3) Pilot / phased implementation
(4) Organisational development, including establishing new procedures through a consensus focussed approach
(5) Training of staff / end users to utilise the newly developed systems and processes
(6) Review
(7) Amendment / enhancement to assure sustainability

Both the UNDP and EC should ideally attempt to support the on-going D&D capacity building process that has been initiated. Although it is recognised that pooled funding arrangements for the IP3 have been put into place, further CB support to the "*counter-balance*" of the reform (the LGAs) should also take preference as to take advantage of the unique results achieved by DDLG.

3.5 Impact

The **qualitative impact of the DDLG intervention as a whole should be considered high** within the context of; (1) the changes witnessed within the D&D environment, (2) the operations of the MoI in terms of commune development project planning and implementation, (3) the main streaming of project outputs into the national D&D policy, and (4) livelihood benefits at commune level though the implementation of pilot and effective pro-poor inter-commune micro development projects.

3.5.1 Changes Witnessed in the D&D Environment

The successful implementation of components 1 and 2 have initiated a major change within the D&D environment, whereas the NCL/S a newly formed organisation has direct influence upon the D&D policy making process and its implementation.

The network has created a much-needed conduit for bottom -up information flow, which is a necessity for the effective functioning of a democratic local governance model. The effectively and sustainable platform allows sub-national institutions to have "*voice*" on the national stage in terms of D&D and the development of local government institutions related to roles and responsibilities, functions, budgets, and national development policy.

Leverage has also been gained by the LGA thorough the PAC's at provincial level. This can be exemplified where PAC's have actively lobbied the Governors office in order to solve local problems that are beyond the capacity of the CC's (e.g. Preh Vihear access to local fishing lake).

This is highly desirable in the Cambodian context where authoritarian centralised government systems have been in existence for many years inclusive of the period of French Indochina rule. UNDP has successfully supported the D&D process of the RGC from conception to actuality within the framework of the DDLG project.

In addition, UNDP though the establishment of the LGA network has supported and promoted interchange at the sub-national level through the application of the BPA scheme. This activity as also acted as a confidence building exercise, which has opened up the "*freedom of dialogue*", empowering local councils to make local decisions to solve local problems, using in-county experiences from other communes.

3.5.2 Policy Operations of the MoI

The ICC component introduces an essential confidence and capacity building to effectively support the D&D process. In terms of confidence building the ICC not only promotes inter-commune and cross-district cooperation building upon trust, but more importantly it develops confidence and trust between the citizens and institutions of government, which in Cambodia and its implementation that has exclusively used existing MoI structures and systems has augmented the capacity of the ministry in terms of inter-commune options. The new systems that have been introduced by RGC, being facilitated by DDLG within the boundaries of this component area include: -

(1) *Guidelines for inter-commune cooperation for the identification, design, implementation, and monitoring of small development projects*
(2) *Guidelines for inter-district cooperation for the identification, design, implementation, and monitoring of small development projects*
(3) *Guidelines for the identification, design, implementation, and monitoring of small non-infrastructure projects development projects*

3.5.3 Main Streaming of Project Outputs into D&D Policy

There has been abundant discussion amongst project stakeholders as to the effectiveness of the policy component. Although as a resultant to the dynamics found, project outputs have not been fully realised, the position of the advisor within the NCDD enhances the leverage of UNDP within the D&D environment.

UNDP has a gained a unique reputation in Cambodian D&D having, in partnership with the RGC, historically driven the process though numerous support projects. Given this history and its unbridled partnership with the RGC that has been maintained and enhanced though the DDLG intervention has assured UNDP's competitive advantage within this area.

Based upon such reputation the DDLG though the provision of a "*demand led component*" has been able to influence the mainstreaming of some of the component outputs into the D&D policy area, being inclusive of: -

(1) The inclusion of the NLC/S on four sub-committees of the NCDD
(2) The recognition of the role of the NLC/S and PACs within the context of the D&D reform strategy
(3) The inclusion of lessons leant from the ICC intervention into the NP-SNDD

3.5.4 Improvement to Livelihoods

The global policy of UNDP is to **improve livelihoods**, a difficult achievement to realise within the concept of development work. It is the opinion of the author, given his extensive experience in international development projects, that the DDLG has been able to **really impact and improve livelihoods of the rural poor though the combination of it's work in establishing the NLC/S and PAC's which have been effective in lobbying for the rights of citizens, and though the ICC component that has helped build inter-commune confidence and trust.**

As captured within the case studies contained within the annex of this report, qualitative and quantitative information gathered illustrates and verifies this claim. Indeed, so positive as the project outputs within this critical area, the evaluation suggest post project work is commissioned to capture such experiences, which can be utilised as best practice within Cambodia as also as a UNDP knowledge product.

3.5.5 Sustainability

UNDP have, though the institutionalisation of professionally developed project outputs, in-built sustainability into the DDLG intervention. In all four-component areas there are elements of work such as the systems developed for and utilised by the NLC/ and PAC's, the incorporation of the ICC guidelines within the PIM, and the main streaming of DDLG outputs during the development of the IP3 which illustrate and support the concept of sustainability.

Of course, such work can become redundant if finances are not made available for example to fund ICC projects, or additional sources of finance are not realised to support and implement the strategic plan of the NLC/S and PAC's.

Financing therefore remains a challenge for the RGC and the NLC/S, however, it is safe to assume that the modality of project information, the utilisation of existing government systems and the technical acceptance and official approval of some project outputs has provided sustainability for each project component area.

4 Component 1 – The Creation of Voice

Component 1 output (results area) is defined within the Pro-Doc as being;

> *"…The creation of voice and accountability mechanisms to improve dialogues, promote partnerships and accountability, and facilitate capacity development."*
>
> *DDLG Output 1 – Project Document*

Within the above output statement the ambiguity surrounding the meaning of "*voice*" needs to be taken into consideration especially with respect to cultural differences, whereas the meaning of "*voice*" will differ between the project partners.

For the purpose of this evaluation the definition of "*voice*" is argued as having two dimensions as illustrated below. Within this notion is the concept that DDLG though its partnership with the MoI has created space for the establishment of an environment that is conducive to supporting up-steam voice, i.e. from the citizen through sub-national government to national government. Within this context the two dimensions of "*voice*" are identified for the purpose of this evaluation as being; (1) Enabling the environment to support the proposition of "*voice*", and (2) Voice through participatory processes, these being illustrated below (fig 4-1).

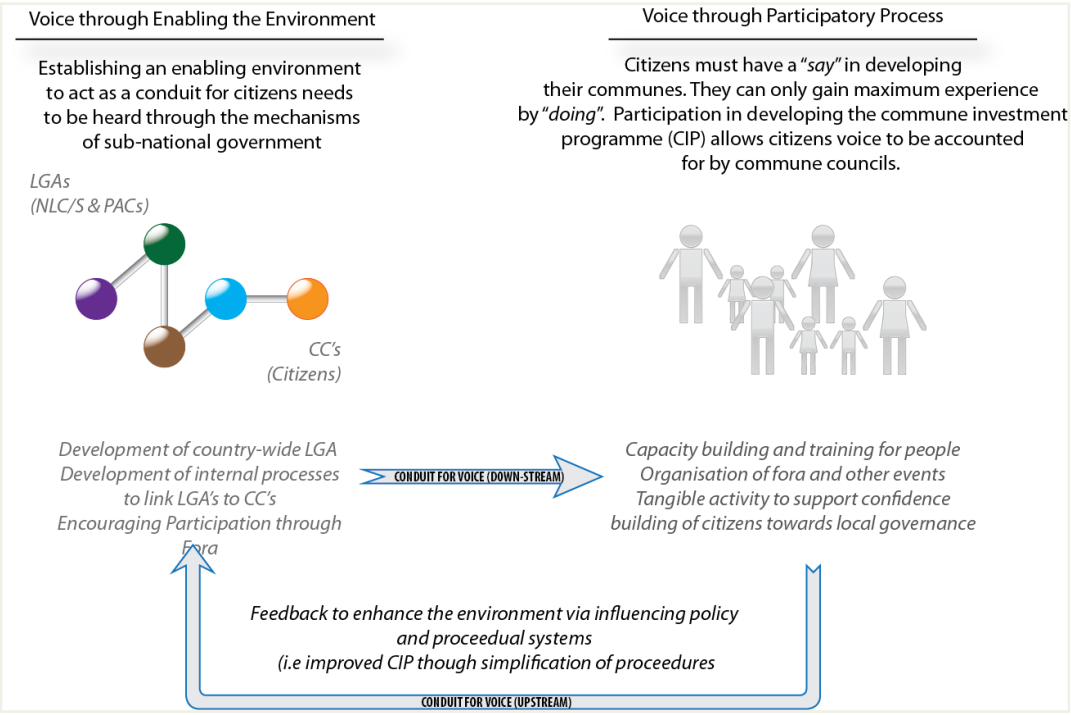


Figure 4-1 - Definition of Voice (DDLG Context)

DDLG has supported the "*downstream voice of D&D*" to support the RGC endeavours to implement the D&D policy establishing a country-wide LGA network that actively supports the commune councils through exchange, dialogue, sharing of resources, and trainings, to better serve the citizens they represent. **This activity should also be considered within the context of accountability, whereby the introduction and the implication of such rules start to enhance accountability and citizen orientation**.

4.1 Relevance

The relevance of component 1 supports the concepts of the RGC vision to develop governance systems based upon the principles of "*democratic participation*" as cited within the RGC D&D strategy (2005). Four activity areas provide strategic focus for the component 1, and have been utilised continually as a reference for annual reporting and budgeting processes.

4.2 Effectiveness and Efficiency

Four activities were initially identified within the 2007 PPR within component 1, these being

(1) *Development of better mechanisms for multi-stakeholder dialogues through District and Provincial Forums among CCs & sub-national authorities, CSOs/NGOs, citizens & other stakeholders*
(2) *Development, piloting& implementation of a recognition / promotion system for good local governance practices & innovations for CCs and other stakeholders*
(3) *Local-to-local exchange program for Commune Councils (CC), local authorities, CSOs, and local citizens*
(4) *Capacity development for effective participation in and improved management implementation of local governance activities*

An update in 2009 of the project log frame based upon the MTR positively refined the activity level associated to component 1 as follows: -

(1) *To create mechanisms for multi - stakeholder dialogue (forum) that promote voice of C/S, gender equality, effectiveness and strong communication*
(2) *To design process for identification and recognition of best local good governance practices and promote learning and application of practices*
(3) *To raise awareness on issues affecting local administration at the national level*

The updated log fame also provides a series of output indicators

(1) *Nr. of forums held to allow commune councillors to raise issues and concerns for local authorities and/or policymakers' responses*
    a. *Target: 2 National, 24 Provincial and 120 District forums by 2011*
(2) *Best practice and recognition programme for local governments launched and completed the first cycle*
    a. *Target: 1 in 2010*
(3) *Manual for best practice and recognition developed (based on lessons from the first cycle)*
    a. *Target: yes in 2010*
(4) *No of councillors and staff who were exposed to Commune/Sangkat Best Practices*
    a. *Target: 250 by 2011*
(5) *No of local governance articles published by the NLC/S in national newspapers*
    a. *Target 6/year from 2009)*

Assessment of the PPRs based upon indicators that have been incorporated within the updated log frame provides a basis for activity level and output evaluation. Combining the output performance results of the three key activity areas an overall estimate of output performance is provided.

Overall the output performance in relation to component 1 is considered as being vey high (91%) based upon indicators contained within the updated log frame and DDLG Pro-Doc. On a component level, all components suggest a output performance in excess of 75% suggesting that within the context of EC monitoring the component would be assessed as being "*very good*" (A).

Key Activity C1.3 (*"...To raise awareness on issues affecting local administration at the national level")* has attained an output in excess of 100% based upon the number of publications and media activities that have been completed by the NLC/S and also accounting for the high number of fora that illustrates the quality and relevance of work the NLC/S has exercised within the project cycle.

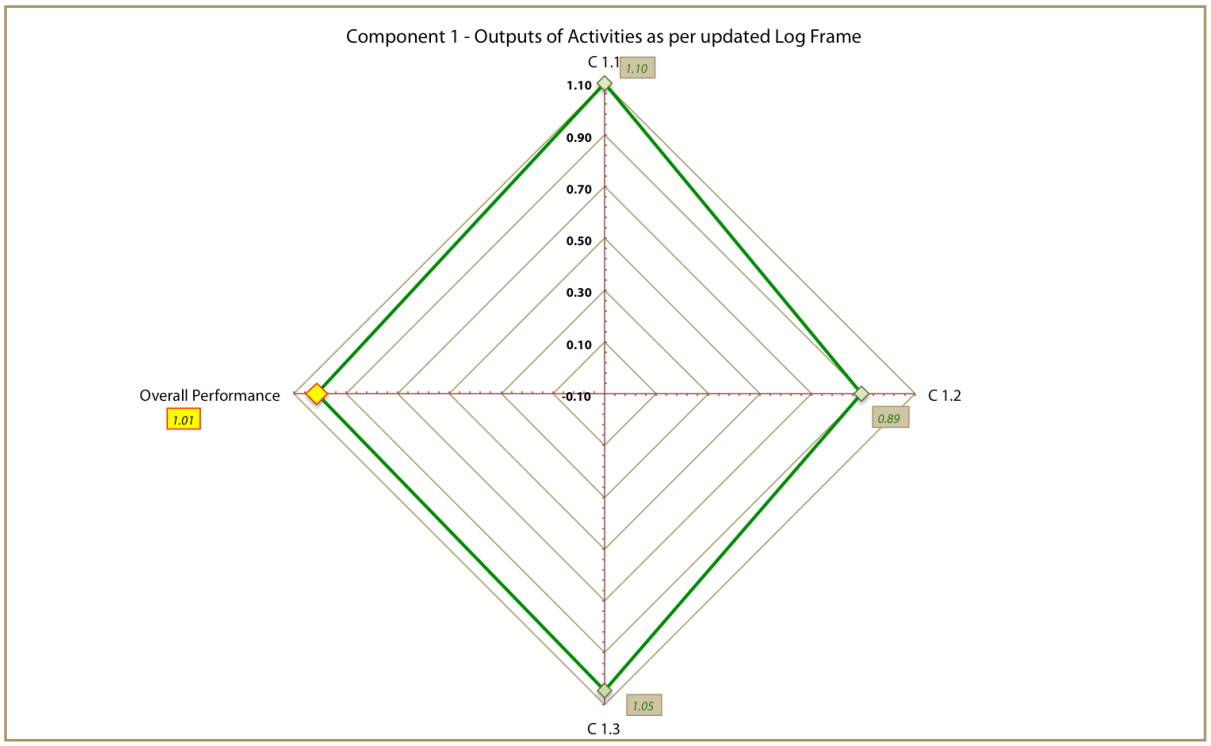


Chart 4-1 Output Performance Component 1

4.2.1 Key Activity Area / OutputC1.1

The initial Log Frame as annexed to the Pro-Doc provided the following indicator in relation to this activity area.

> *"…To create mechanisms for multi-stakeholder dialogue (forum) that promote voice of C/S, gender equality, effectiveness and strong communication."*
>
> *DDLG Activity Key Area C1.1 – 2009 Updated Log Frame*

"…Demonstrable successfully conducted district and provincial forum /dialogues in terms of agreements reached / issues resolved, increased during the life of the project."

As highlighted within the EC-ROM reports (2007 and 2008) **the issue of quantifiable indicators of key activities within the context of formulation and inclusion within the Log Frame has provided a limitation in terms of evaluation**. Of note is the comments raised by the 2008 EC-ROM mission

> *"…The logical Framework (LF), even though quite extensive, has no quantifiable indicators. The recommendation made during the previous monitoring mission (April 2007) which stated "LF indicators require to be updated on a quantifiable basis" has not been taken into account."*

Comment 4-1 Extract EC ROM Report (MR-020575.02)

The project subsequently developed a new log frame in 2009 to address this particular issue. The log frame contained useful and quantifiable indicators but in retrospect has proved to be slight over ambitious especially in terms of component 4 where is assumed that the NCDD would have established a functioning policy unit.

DDLG Project progress reports also since 2009 **have addressed this omission** and have included a summary output table, which has incorporated baseline, cumulative year data, and a multi-year project target performance indicators addressing the above. Based upon the development and incorporation of such tools within the DDLG project management systems, improved monitoring of project activity has been realised.

In the absence of quantifiable, qualitative, time bound indicators, which were not sufficiently provided within the Pro-Doc, nor the original project log frame the 2009 updated log frame data source is utilised within the context of this evaluation. In addition, since prior to the intervention neither theLGA nor the NLC/S secretariat actually existed any verified activity(such as the establishment of the NLC/S and 24 PAC's) provides within itself a performance indicator.

Within this component much activity has been carried out by the project, which has assisted to create and systematically enhance an environment in which; (1) " *upward voice*" can be accommodated to support evidence based policy making, (2) "*downward voice*" has been enhanced by the LGA network allowing outreach of local governance to be realised and empowering citizens to participate in commune investment and development planning exercises.

The DDLG project, through its work the MoI, representing the RGC, has established the NLC/S as a legal entity, and assisted the NLC/S to further legally establish 24 Provincial Associations for Commune / Sangkat councils.

This physical network has created a coherent and sustainable mechanism (future finance permitting) that allows for "*issues solving*" dialogue to take place linking all tiers of sub-national governance with national governance. Fora at regional, provincial, and more importantly at district level has been realised with varying degrees of success to support the network.

As stated within many reports, these dialogue sessions have within their own framework developed and provided a two-way conduit of information and "*voice*" to be realised. Although there have been recoded varying levels of success within the context of the impact of these fora in terms of tangible output results, the issue of the capacity of the NCL/S and PACs themselves needs to be taken in to account.

As an added-value output that has been dependant upon the successful realisation of this particular output area has been the completion of the NLC/S survey (Capable Councils), with DDLG assistance. The rationale for the country-wide survey was to: -

(1) To provide strategic choice for evidence based advocacy
(2) To determine the capacity development needs of the CC's
(3) To establish a base line for the NLC/S M&E system

The establishment and operationalization of the NLC/S and the independent provincial associations, PACs has provided an ideal vehicle for such an activity to be implemented providing a clear impact indicator.

The Survey exercise itself took place during 24 dedicated provincial forums, held from October 2009 to March 2010. In October 2009, the questionnaire and workshop instruments were adapted based on experiences of the first two provincial forums.

Using the quantitative data contained within the post 2009 DDLG annual progress reports the following performance analysis is provided. To enable ease of reference and conformity towards the EC PCM system, the performance analysis provides a grading based upon the ROM tool kit.

C1.1

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
Legal Establishment of NLC/S	0	1	1	1	1.00	A
Legal Establishment of 24 PACs	0	2	24	24	1.00	A
National Fora	0	0	2	2	1.00	A
Regional Fora	0	2	8	9	1.13	A
Provincial Fora	0	0	24	24	1.00	A
District Fora	0	26	120	152	1.27	A
Overall Performance					1.10	A

** baseline project start (2006)*
*** baseline set (2008)*

Table 4-1 - Activity Implementation C1.1

4.2.2 Key Activity Area / Output C1.2

> *"…To design process for identification and recognition of best local good governance practices and promote learning and application of practices."*
>
> *DDLG Activity Key Area C1.2 – 2009 Updated Log Frame*

It is the opinion of the evaluation that Activity / Output 1.2 should have been identified as the "*flagship action*" within this component area, proving high visibility and impact. Although this activity has been delayed as indicated within the project progress reports, the actual activity was nationally conducted and completed by 2011. The activity has consisted of a number of sub-activities that in addition have provided capacity building for the NLC/S, the PAC's, and the CC's.

DDLG has provided TA to assist in the formulation of the concept for the national award scheme, the generation of a MoU, establishment of an associate systems inclusive of procedures, application and scoring forms and assessment criteria to "*grade*" applications.

The scheme was made "*fully operational*" in 23 Provinces by 2010, with the NLC/S and PACS receiving 618 applications from the Communes and Sangkats. Within the framework of the evaluation this activity is deemed to be 100% complete

The BPA attracted 618applications from the CCs, with an additional 12 applications from CSO's representing a county-wide response ratio for CC's of 2.5:1. **This is very high when compared for example to BPA schemes that are run in Europe**. All applications were received, processed and analysed through the Provincial network of PACS, with associated Provincial BPA awards being presented.

The NLC/S using the results generated by the PAC's, organised the National BPA, where the Provincial winners competed against each other. The national BPA recognised 3 Commune Council Projects,, and 3 CSO projects as being of "*Best Practice*", with presentations being made by Prime Minister at the occasion of the CC National Congress (August 2011) securing wide media coverage.

Also as an output of this activity has been the generation of a BPA manual, that has been furnished by the NLC/S with technical and financial input being provided by DDLG. This manual, as well as providing a high level of information based upon international best practice, will also institutionalise the BPA system within the NLC/S which, in turn will potentially become a main stream D&D policy in the future.

With the institutionalisation of the process, impact and sustainability developed by DDLG can be considered as being high irrespective of financial constraints due to lack of funding. Within this concept the evaluation only considers if the activity and output can be replicated without TA (i.e. sustainability is based solely upon the criteria of knowledge and skills transfer), and does not consider financial constraints.

C1.2

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
BPA System / Processes	0	0	1	1	1.00	A
BPA Manual (How To)	0	0	1	1	1.00	A
BPA Applications	0	0	1510	618	0.41	
BPA Provincial Awards	0	0	24	23	0.96	A
BPA National Awards	0	0	6	6	1.00	A
BPA National Award Disseminat	0	0	1	1	1.00	A
Overall Performance					0.89	A

** baseline project start (2006)*
*** baseline set (2008)*
§ based upon all communes (1510)

Table 4-2 Activity Implementation C1.2

4.2.3 Key Activity Area / Output 1.3

> *"…To raise awareness on issues affecting local administration at the national level ."*
>
> *DDLG Key Activity Area C1.3 – 2009 Updated Log Frame*

The 2009 update to the DDLG log frame introduced a revision in activity and output within this area, at activity level. In 2007, two activities were identified as follows: -

(1) *Local-to-local exchange program for Commune Councils (CC), local authorities, CSOs, and local citizens*
(2) *Capacity development for effective participation in and improved management implementation of local governance activities*

The subsequent log frame update provided for a single key activity area and two outputs which are used for the purpose of evaluation.

(1) *To raise awareness on issues affecting local administration at the national level*
   a. *Number of councillors and staff who were exposed to Commune/Sangkat Best Practices (target: 250 by 2011)*
   b. *Number of local governance articles published by the NLC/S in national newspapers (target 6/year from 2009)*

These outputs suggest that the initial activity of exchange visits between CC's was part combined with awareness raising and also with activity 1.2 (BPA awards).

The local-to-local exchange programme envisioned at the start of the project was to allow Commune and Sangkat councils to share good examples of "*Best Practice*" which has been realised through the BPA and exchange visits organised by CfD during the capacity building programme undertaken in component 2 (see activity 2.2).

The evaluation assumes that the desired vehicle to initiate this activity was the NCL/S BPA system (Activity 1.2) due to its country-wide scope and high visibility. Since both the BPA has been completed and also CdF has providing training in 12 provinces, which incorporated inter-commune exchange this output is deemed to have been realised.

It may be also considered that results from the ICC component of the DDLG intervention could also have been utilised to support this activity area, thus creating synergy across the project component areas. Although some "*ICC best practice*" studies have been developed, the dissemination of such information internally across the project cannot be determined.

The initial DDLG log frame indicated that "*commune council inputs to national policies are considered*" which aligns to the formulation of activity 1.4 as described within 2007 AWP suggesting that identified councillors were to be empowered to take up advocacy functions with national government ministries and politicians. The 2008 APR and updated log frame suggests that a rethink of this concept, promoting a change within this

activity area to be recorded. Strategically the DDLG recognised that it could better support the NLC/S, which as part of their strategic aims, seek to build "*the voice*" of the C/S Councils and assist to strengthen mechanisms of accountability of the C/S councils with respect to the citizens.

Within this context, activity 1.4 was subsequently revised to accommodate the potential for the NLC/S to publicise articles and information though national media channels providing D&D information to citizens and commune councils alike.

Although the component becomes in the main an exercise in relation to information dissemination, and exchange of information, it also contributes to the wider aims of advocacy[1].

Within this area, the NCL/S has developed and produced various publications inclusive of "in-house bulletins and newspaper articles and conducted various radio and national TV sessions. The following data has been extracted from the PPRs from 2008 up to the Q3 PPR, indicting a high level of output (+100% of indicator) in terms of NLC/S published articles on local governance.

	2009	2010	2011	Total	Target
Articles	5	4	6		
Bulletins	2	3	1		
Totals	7	7	7	21	18

Output Performance	116.67%

Table 4-3 - Media Developed by NCL/S (source PPRs)

Output targets established within the associated PPR's and AWPs have been met within this activity / output area as illustrated below, providing an estimated output performance of 76%. The assessment is severely affected by the limited number of applications received in terms of the BPA scheme, which saw only 41% of the CC's actively taking part, although it is noted that this is far higher than application to similar schemes in Europe.

In consideration of this fact, it is assumed that the non-participating CC's therefore did not have the opportunity "*visit*" any BPA examples during the Provincial awards process. This has been verified by the Chrouy Svay CC (Koh Kong Province) who were interviewed as part of the field work conducted during the evaluation mission.

C1.3

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
CC's involved / esposed (BPA)	0	0	250	613	2.45	A
CC's attending Nat Congress	0	0	1621	1621	1.00	A
BPA Applications	0	0	1510	613	0.41	
Cluster Wokshops	0	0	6	3	0.50	C
PAC's involved in CdF training	0	0	16	12	0.75	B
Publication of National Articles	0	0	18	21	1.17	A
Overall Performance				0	1.05	B

** baseline project start (2006)*
*** baseline set (2008)*

Table 4-4 Activity Implementation C1.3

[1]Ref: Mansfield C, MacLeod K, (2002); Advocacy Handbook, A Practical Guide to Increasing Democracy in Cambodia, PACT

4.3 Impact

The impact of the outputs generated by DDLG component 1 cannot be under-estimated, in that prior to the intervention no structures existed to support the concepts of "*voice*" within the context of local government and citizen participation in local development needs. **The achievement of the project to support the RGC in its endeavours to develop a functional network of CC's providing upward voice that influences policy-making has had measurable multi-dimensional impact.**

4.3.1 National Policy Level

The establishment of the NLC/S and its ability to raise awareness of the D&D process, combined with its Irrefutable claim to effectively represent the "*voice*" of the CC's as assured its recognition within the D&D process. Particularly the NLC/S using information gleaned though its network of PACs acts as a proactive member of four committees within the NCDD.

The placement of the NCL/S within such committees assures that its members have influence (voice) within the D&D policy making process, thereby assisting to strengthen the roles and responsibilities of the C/S councils

4.3.2 International and National Awareness Raising of the D&D Process

Through its public relations (PR) activities using national media and the PACs, the NLC/S has been able to raise awareness of the Cambodian D&D experience on the international and national stages. The NLC/S has attended near neighbourhood events and gatherings of LGA's as well as visioning exercises within Europe.

The lessons leant, and experiences gained have helped the NLC/S to develop a Strategic Plan (2011 – 2015) to further expand and enhance its support to its members. Such learning and sensitisation to the Cambodian context has been additionally translated within their PR work, which has informed its members, the public, and international partners of its work and the status and direction of the D&D reform process and its implementation.

The physical and operational establishment of an independent NLC/S and its antennas provides a clear articulation of the intent of the RGC in terms of D&D, and the enhancement of local democratic governance.

4.3.3 Sub National Confidence Building

At the sub-national level, the NCL/S and PACs organise different types of fora, some being at Provincial level, whist others have been at District level. The latter District meetings have proved effective in terms of building confidences at the sub-national level between the participating CC's, District administrations, and district law enforcement agencies.

There has been verifiable cases of the positive impact of the District fora, where issues related to crime, access to natural resources and land issues have been resolved. This has in turn has assisted to develop higher levels of confidence between citizens and the local institutions of government, again supporting and enhancing the development of upward voice, and downwards accountability.

4.3.4 Exchange of Best Practice

Through the BPA scheme the NCL/S has been able to support the exchange of information that can impact upon local policy making within the context of improved development planning. The BPA scheme, that promotes successful local actions, will allow CC's to improve their CIPs and service provision to their citizens.

Without the NLC/S network, the BPA scheme would not exist, and its benefits would not be realised. Within itself BPA has the ability to support the D&D process and empower councils to make better judged decisions to assist local planning practices.

4.4 Sustainability

The MTR and EC-ROM missions have continually questioned the issue of sustainability of the network, possibly looking solely though a financial lens. It is the opinion of the evaluation that the activities undertaken by the project and outputs achieved, that has resulted in the legal establishment of the NLC/S and 24 PACs have created sustainable institutions and networks that can effectively represent the C/S councils on the national stage.

Even with the absence of donor funding, it is suggested that the NLC/S and PACS will still exist and function to some extent, since membership contributions from the C/S budgets are collected. However, the issue of "*capacity substitution"* (refer to component C2) has, in the opinion of the evaluation, potentially affects the functional sustainability of the network.

5 Component 2 – LGA Network

Component 2 output (results area) is defined within the Pro-Doc as being;

> *"…The creation of a network of commune councils at provincial and national levels as an institution to strengthen the role of CCs in the decentralisation process."*
>
> *DDLG Output 2 – Project Document*

5.1 Relevance

This component output is in full alignment to the 2005 RGC D&D policy, which provides the rationale for the establishment of the CC network, clearly calling for "*new levels of cooperation and coordination*" to be developed between national and sub-national institutions.

Within the context of CPAP outcome 3 (Local Governance), components 1&2 as "*joined-up*" outputs become an essential and generally accepted strategic choice from which to improve downward accountability and improve "*voice*" and enhancing influence of citizens within the sub-national and national development system.

Additionally this component conforms to the relevant prevailing EC strategy as defined within the CSP-NIP (2002-2006) being identified as being an importance instrument for effective and efficient policy alleviation.

The appoved10-year National Programme of Sub-National Democratic Development (NP-SNDD) also (as a resultant of the successful implementation of the "*joined-up*" contributions of components 1&2) explicitly acknowledges the critical roles that local government association's play as "*support institutions*" that reinforce the decentralisation reforms

5.2 Effectiveness and Efficiency

The key activities related to Component 2 have been subject to continual revision during the project cycle, reflecting the dynamics of the D&D environment and the ability of the DDLG to react to and accommodate such environmental changes, continuing the underlying development concepts of the RGC SEILA programme that gained international recognition.

Seven key activity areas were originally identified within the DDLG log frame covering the following:-

(1) *Provincial Congress of CCs held in every province annually*
(2) *National Congress of CCs held annually*
(3) *Strategy for establishing provincial network developed and operational*
(4) *List of provincial members and officials of CC network*
(5) *Internal rules and working procedures developed and adopted by CCs*
(6) *Draft Charter of NACC formulated and adopted by network of CCs*

Within the 2007 and 2008 AWP, the project management team rationalised the scope of the activities within this component area to provide only four activity areas that were better described through the development of a set of inter-linking sub-activities as listed below: -

(1) *Establishment of a functioning network promotion and support unit (NPSU) to support the activities of the network of CCs*
(2) *Establish Network of Commune Councils (NCCs) at the Provincial / Municipal levels (PAC/S) in support of the establishment of at National Association of Commune Councils (NACC/NLC/S) in Cambodia.*
(3) *Develop the capacity of members of NCC and NPSU for policy dialogue and advocacy, promotion of inter-commune cooperation, exchange of information, management of NCC affairs.*
(4) *Organize and facilitate the conduct of Provincial & Annual National Congress of CCs*

These activities were again revised on the basis of the MTR reflecting a change within the output table of the 2009 AWP and the updated log frame that was approved by the PSC in 2009. The key activities and outcomes listed below within this component area since 2009 have remained constant and have been used by the evaluation for the purpose of assessment.

However, it is noted that two core activities (establishment of the NLS/S and the 24 PAC's has been omitted from the updated log frame, which should have remained as an output of component 1, although establishment had occurred. Therefore for the purpose of evaluation, such activities are considered as listed: -

(1) *To assist in the establishment (policy, advocacy, and TA) of the NLC/S*
(2) *To assist in the establishment (policy, advocacy, and TA) of the 24 PACS*
(3) *To develop systems for the NLC/S, human resource management, M&E , communication and cooperation*
    a. *Regulations/systems on finance, procurement, M&E, HR, developed for NLC/S to carry out its functions (baseline: finance, procurement in 2008; target: M&E, HR in 2010)*
    b. *Staff of the NLC/S and PAC/S trained by topic on regulations / systems (baseline: 10 in 2008; target: 220 by 2011)*
(4) *To assess capacity development needs and provide on-going technical supports to PAC/S directly and through contracted institutions*
    a. *PAC/S that received technical support/capacity development from contracted institution/NGO per year (baseline: 12 PAC/S in 2008; target: 16 PAC/S by 2011. Remaining PAC/S should be covered by other DP)*
(5) *To identify, design and provide services to C/S councils by the NLC/S*
(6) *To provide operational support for NLC/S*
    a. *New NLC/S strategic plan and capacity development plan formulated (baseline: 2007-2009 strategic plan and no capacity development plan, target: new strategic plan for 2010-2015 including a capacity development plan, in 2010)*
(7) *To hold yearly congresses and meetings that allows communication, collaboration and reflection on local administration and development*
    a. *No Indicator in log frame*

At an output level, the DDLG has positively contributed to the creation and operationalisation of a network of CC's at both the national level and sub-national levels, through the legal establishment of the NLC/S and 24 PACS. The project has additionally assured the provision of conducive capacity building support especially to the NLC/S that has included; (1) the development of organisational rules of business and associated structures, (2) formulation and update of strategic plans, (3) provision of resources inclusive of budget, personnel and equipment's, and (4) support for visioning and training. **Qualitatively, today there is full recognition of the NLC/S and the LGA network as an indispensibleinstitutional arrangement to support the D&D process**.

The CD process facilitated by DDLG has "*operationalised*" the LGA network, however, after the withdrawal of externally funded TA the levels of functionality of the network and its operational sustainability will be greatly affected.

5.2.1 A Systematic Development Process

The time continuum below (figure 5.1), illustrates the major achievements that have been realised with respect to the establishment and development of LGA network, providing reach within the context of "*voice*" to influence the policy and decision-making processes in elation to sub-national governance at the national level.

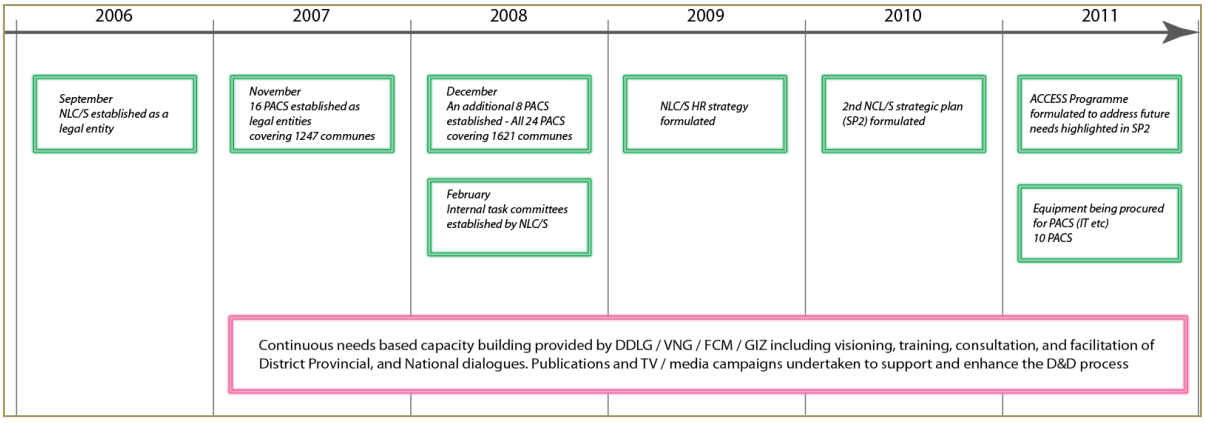


Figure 5-1 - Systematic Development of the LGA Network

The DDLG project has been critically involved in many of these achievements, with practical emphasis being placed upon the institutionalisation of the NLC/S and the PACS as effective and essential partner within the D&D process.

Using project data, published materials, and structured interviews with the NLC/S, PACS, CC's, and advisors the following assessment has been formulated. **Overall, a significant high level of activity and associated results has been achieved within this component area as illustrated below.** Overall output performance of the component equates to 83%, with 4 key activity activities scoring above 75%.

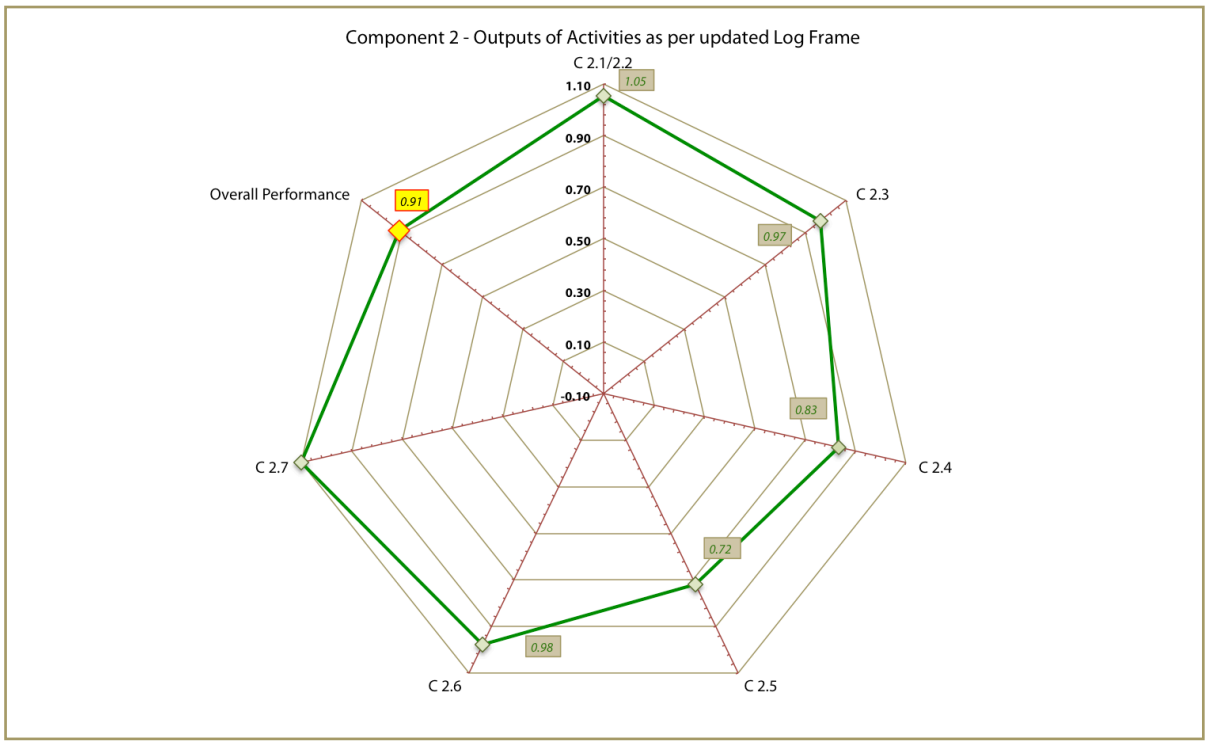


Chart 5-1 Output Performance Component 2

5.2.2 Key Activity Areas and Outputs C 2.1 & C2.2

> *"…Establishment of a functioning network promotion and support unit (NPSU) to support the activities of the network of CC's".*
>
> &
>
> *"...Establishment of a network of commune councils (NCCs) at the Provincial / Municipal levels (PAC's) in support of the establishment of a National Association of Commune Councils (NACC/NLC/S) in Cambodia"*
>
> *DDLG Activity Key Areas C2.1 & C2.2 – DDLG Original Log Frame (2009)*

These key activity areas indicate the requirement to establish a national institution that is designed by function to coordinate and represent the CC's on the national stage of government, being a recognised within the RGC D&D policy (2005) and 24 Provisional Associations to help better serve and coordinate the CC's.

The RGC D&D Strategy 2005 calls for; "*...The systems and procedures of transfer or delegation of public service delivery will be developed and cooperation and coordination between national institutions and provincial/ municipal, district/khan and commune/sangkat administrations will be promoted.* "

Prior to the DDLG intervention the NLC/S, the 24 PAC's, nor the independent LGA network, did not exist. The establishment of a "*functioning LGA network for the CC's* has followed a logical continuum (figure 5-1) and as can be appreciated must be considered as being still "*embryonic*" and facing numerous challenges within a process, which has recently seen the RGC start to implement their D&D policy, in parallel to establishing a functional sub-national government.

This logical and systematic development, which by its nature can be very time consuming and have only limited visibility and development impact, has set solid foundations for the NLC/S and the PAC's.

At the end of the DDLG project cycle, being in alignment to the results area described within the initial Pro-Doc log frame the network for CC's have been firmly established through the realisation of the following critical success factors.

(1) *The legal creation of the NLC/S*
(2) *The legal creation of 24 PACS*
(3) *The instituting of official mandatory funding mechanisms for the PACs and NLCS, being provided with membership fees of US$ 75 per commune, of which 15% is allocated to the NLC/S (US$ 18,236) and the remaining being used by the PACS (US$ 103,338) equating to an annual budget for each PAC of US$ 4,3052*
(4) *The organisation establishment of annual national fora and economically viable district fora*
(5) *The professional dissemination* of information to CC's using news bulletins, and newsletters

Appropriately, the DDLG does not claim sole ownership for the establishment of the NCL/S or the 24 PACS as many other actors have been engaged to support this action. However, though its positioning within the MoI and its close management proximity to senior RGC decision makers involved with the D&D process it can be assumed that the DDLG has had extensive leverage within the sphere of policy and strategy.

Output performance in this activity area has been attained though the "*joined-up*" combination of key activity areas within this component and component 1. To illustrate the inter-linking nature of this project activity, the evaluation considers the five critical success factors, as listed above to assess the level of output performance. Additionally since the critical success factors also include the establishment of the 24 PACs the same evaluation of output performance is applicable to key activity areas C2.1 and C2.2 respectively.

[2]These figures are based upon figures contained within the NLC/S Strategic Plan (2011-15) and assume that a 100% payment figure is attained.

C2.1 / C2.2

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
Establishment of NLC/S	0	0	1	1	1.00	A
Establishment of PACS	0	2	24	24	1.00	A
Instituting of member fees	0	0	1	1	1.00	A
National Fora (C1.1)	0	0	2	2	1.00	C
District Fora (C1.1)	0	26	120	152	1.27	C
Information Dissemination (C1.3)	0	0	1	1.05	1.05	A
Overall Performance					1.05	A

** baseline project start (2006)*
*** baseline set (2008)*

Table 5-1 Activity Implementation C2.1 / C2.2

5.2.3 Key Activity Area / Output C2.3

> *"…To develop systems for the NLC/S, human resource management, M&E, communication and cooperation".*
>
> *DDLG Activity Key Area C2.3 – DDLG Updated Log Frame (2009)*

The placement of the international governance advisor and national project staff within the NLC/S secretariat has supported not only the formulation of the key functional documents covering HR, M&E, external communication and dialogue with development partners but has provided mentoring and coaching throughout the entire process.

As reported within the PPR's the following key systems with associated operational guidelines (internal Rules of Business have been developed.

	Year (Est.)
Finance System Established	2008
Procurement System Established	2008
HR Management System Est	2010
M&E System Established	2010

Table 5-2 NLC/S Secretariat Systems Development (source PPRs)

These systems have been incorporated into the NLC/S secretariat and also duplicated in the PACs. As a result of such activity the NLC/S during the project cycle has been able to: -

(1) *Organise and implement effecting membership fee collection*
(2) *Recruit national staff within the secretariat,*
(3) *Establish effective salary structures and effect payment for NLC/S and PAC employees*
(4) *Devise a training plan for NLC/S and PAC staff*
(5) *Successfully procure various contracted services such as; CdF (PAC training and capacity development) and Centre for Advance Study (CAS) who assisted NLC/S with the "Capable Councils Survey" (2009-2010).*
(6) *Carry out monitoring of the 24 PACS in 2011 to enable the development of policies for cooperation with the RGC and development partners*

To make operational these systems extensive training of NLC/S and PAC's staff has been provided through the project. The output indicator associated with this key activity identifies that a total of 220 persons will be trained by topic on regulations and systems by 2011. It would appear that a majority of this training delivery has been met through outsourcing that has been procured, managed, implemented, and monitored by capacitated NLC/S staffs (key activity area C2).

Information within the PPRs suggests that 207 persons were trained to use the developed systems and procedures covering staffs at the NLC/S secretariat, and the 24 PACS. All planned project activity has been realised developing the outputs as listed within the updated DDLG log frame, suggesting the following output performance within this key activity area.

C2.3

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
Finance System Established	0	1	1	1	1.00	A
Procurement System Established	0	1	1	1	1.00	A
HR Management System Est	0	0	1	1	1.00	A
M&E System Established	0	0	1	1	1.00	A
Financial Training	0	2	220	207	0.94	A
Procurement Training	0	0	220	207	0.94	A
HR Training	0	0	220	207	0.94	A
M&E Training	0	0	220	207	0.94	A
International Visioning	0	0	5	5	1.00	A
Overall Performance					0.97	A

** baseline project start (2006)*
*** baseline set (2008)*

Table 5-3 Activity Implementation C2.3

5.2.4 Key Activity Area / Output C2.4

> *"…To assess capacity development needs and provide on-going technical supports to PAC/S directly and through contracted institutions".*
>
> *DDLG Activity Key Area C2.4 – DDLG Updated Log Frame (2009)*

In its real sense "*organisational capacity development*" usually consists of a combination of different activity types that allow an organisation to do something differently or introduce something new. Within the context of this activity area the evaluation considers that capacity building describes the process of operationalisation, i.e. giving the PAC's functionality. Therefore capacity building in this sense can be considered as being an activity combination generally includes; (1) systems development, (2) process formulation, (3) legalisation, (4) and training.

Since C2.3 focussed upon development and internal legalisation of the systems and processes, this key activity area (C2.4) is considered for the purpose of this evaluation to the support HRD factor, specifically targeting the 24 PAC's as described within the updated DDLG log frame (2009).

As is consistent throughout the post MTR project cycle, a systematic and coherent approach to capacity building has been realised, linking formalised systems and associated process development based upon legal mandates and rules of business with human resource development.

During the project cycle 2009-2010 the NLC/S conducted a national survey of C/S councils to examine: (1) their responsibilities within the context of the D&D legislation and policy, (2) their capacities and capabilities to fulfil their mandate, and (3) to and access actual training needs based upon identified the capacity gaps of its members.

The survey "*Capable Councils*" using best international statistical analysis practice was completed in 2010 thus part addressing this activity area and providing a basis for future capacity building initiatives.

The organisation also mandated a functional review of Commune and Sangkat (C/S) Councils defining a minimum package of public functions, which these Councils need to assume as part of the Royal Government's decentralisation reforms. These functions identify capacities that the Councils wish to strengthen with the help of the National League

The DDLG project has primarily supported the CD process with respect to the PAC's through a contracted training component and fora.

DDLG has been responsible for the NLC/S training support provided to the PAC's. Within this context NCL/S have been mentored and coached in the procurement, monitoring and evaluation of training services contracting the Centre for Development (CdF) to deliver training to 12 PAC's being inclusive of the procurement of IT and office equipment for some of the PAC's.

Although an initial target of 16 PAC's was identified, decisions taken at the DDLG board meeting (2010) suspended this activity, based upon internal review, and replaced it with a NLC/S demand driven proposal to *"... recruit a national/international team of consultants (2 or 3) to help design a long term CD plan for PAC/S and deliver quick impact CD interventions*."

With respect to fora, the project has "*assisted*" the NLC/S and PACs to organise and implement 24 provincial fora, with full participation of the associated commune / Sangkat councils being witnessed. The fora which also involved international speakers; (1) provided training at PAC level to exchange D&D knowledge, (2) disseminated the NCL/S strategy, (3) assisted to disseminate the organic law, paying particular attention to roles and responsibilities of the councils, (4) provided trainings to allow for the aforementioned survey to be carried out.

C 2.4

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
PAC Support Trainings (CdF)	0	0	16	12	0.75	B
PAC Provincial Fora (TNA tr)	0	0	24	24	1.00	A
Equipment	0	0	16	12	0.75	B
Overall Performance					0.83	A

** baseline project start (2006)*
*** baseline set (2008)*

Table 5-4 Activity Implementation C2.4

5.2.5 Key Activity Area / Output C2.5

The NLC/S and PACS are fledgling organisations, still in the process of not only developing internal capacity but also in establishing an "*identity*" within the D&D reform process. The updated log frame, suggested an activity for the project to support the NCL/S to identify, design, and provide services for the Commune /Sangkat councils.

This activity also appears within the new Strategic Plan (Membership Services Objectives) and highlights capacity building for CS councils, Advocacy,

> Provision of additional services to Local Councils
>
> SPECIFIC Objective 1:*National League has explored other needs and opportunities to provide additional advisory services to Local Authorities.*
>
> SPECIFIC Objective 2:*National League has explored other needs and opportunities to provide additional administrative and operational support to Local Authorities.*
>
> Key actions required by these specific objectives are:
>
> *5.1/2.1 Development of membership needs research and assessment techniques combined with feasibility study, including legal aspects*
> *5.1/2.2 In case of positive outcome: development of specific strategy on the basis of research and assessment outcomes*
> *5.1/2.3 Organizational analysis to get full oversight and clear insight of needed organizational structure, capacity, competencies and funding*
> *5.1/2.4 In case of positive outcome: development of implementation action plan including proven needed organizational adjustment*
>
> *NCL/S Strategic Plan 2011-2015, page 13*

Taking the above into account, and through dialogue with the NLC/S chair, the current functionality of the NLC/S (based upon the number of their own financed employees) suggests that they would have difficulties to presently provide in-depth "*outreach services*" to the CC's.

At the time of the evaluation mission is was indicated that the NLC/S secretariat is made up of 14 members including; 4 Board Members, 6 employed staff, 8 seconded staff financed through international projects (DDLG, VNG, and FCM).

The three services that are presently provided by NLC/S for the C/S councils are:

(1) Advocacy; to raise the voice of the C/S councils on the Provincial and National level
(2) Information Sharing; to improve C/S council performance and citizen orientation using best practice replication techniques, visioning, and dialogue
(3) Provision of training for PAC's (who are managed and organised by nominated CC chiefs).

Through the provision of such services "*success stories*" that exemplify the development of the NLC/S have been recoded and disseminated by DDLG, for example the suitably publicised case of the illegal acquisition of a fishing lake in Preah Vihear Province, Northern Cambodia, which after extensive lobbying that involved the Romney Commune Council and the Preah Vihear PAC, rights of access for local citizens of Romchek village have been retuned.

However, much remains to be done in this area and special focus need be placed upon the provision of NLC/S and also PAC revenue generating services, an identified long-term strategic objective. As identified within the latest NLC/S strategic plan more work remains to be undertaken at the investigation and research level, so that the NLC/S can position itself as an organisation that can offer "*paid for services*".

This concept, also potentially drives the NLC/S towards a new strategic goal, which of providing "*consultancy*" to the D&D process and to the CC's directly. In the latter this could be propositioned as being legal services (in case of land boundary issues, co-ordination with the law enforcement agencies, and even in the case of non-compliance of contracts.

When considering the performance of DDLG within this activity area, the evaluation has taken the liberty to level the content of delivery to functional and operational status of the NLC/S and its network of PAC's, which should ideally provide the conduit for service delivery to the CC's, and also take into account other activities that have been undertaken which within themselves can be legitimately considered as being a "delivery of service". Such activities necessarily include: -

(1) Training of CC councillors
(2) PAC support training
(3) Dissemination workshops
(4) District meetings, where problems faced by CC's are raised and solutions sought with the assistance of NCLS

The district meetings, although considered as being an output of activity area C2.5, must within the current context of the D&D process and the evolution of the LGA network, be assumed to "*provide a service*" by the NLC/S. As previously mentioned, the Preah Vihear issue (a case that effectively highlights the positive impact of District Fora, was resolved through such a process validating such reasoning. Inclusion of such examples are therefore considered within this activity area, and when aggregated suggest that the level of performance is high, a finding complimenting previous monitoring reports that have detailed the success of these fora.

C 2.5

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
Identification of Services	0	0	1	0	0.00	B
Formulation of Service Portfolio	0	0	1	0	0.00	B
PAC Support Training	0	0	16	12	0.75	C
District Fora	0	0	120	152	1.27	A
CC Training	0	0	220	207	0.94	A
Dissemination NLCS SP to CC	0	0	220	300	1.36	A
Overall Performance					0.72	B

** baseline project start (2006)*
*** baseline set (2008)*

Table 5-5 Activity Implementation C2.5

5.2.6 Key Activity Area / Output C2.6

> *"…To provide operational support for NLC/S".*
>
> *DDLG Activity Key Area C2.6 – DDLG Updated Log Frame (2009)*

The output attributed to this component as contained within the updated log frame is the formulation of a new NLC/S strategic plan. Due to the absence of quality indicators contained within project documents actual activity and support provided by the project becomes difficult to capture.

The evaluation therefore considers key activity and support that unfortunately have not be considered as being output indicators to better quantify and qualify the support that has been provided to the NLC/S/ which has been accomplished though the placement of advisors, technical support staff, and direct finance.

Within this context, as well as the formulation of a strategic plan the evaluation must consider the placement of staff that have assisted the NLC/S at most levels within the organization being inclusive of: (1) strategic policy support, (2) administration, (3) financial management, (4) procurement, (5) monitoring and evaluation, and (5) training.

NLC/S 2nd Strategic Plan (2011-2015)

The NCL/S Strategic Plan (2011–2015) has been, with concrete assistance from the project, generated and reviewed with final approval being made by the National Council on January 27th, 2011. The plan itself has been a product of extensive research, dialogue and consultation, which has taken over 6 months to conclude.

Starting in earnest on June 22nd 2010 a nation-wide workshop involving all PACs was implemented. Securing the participation of the leadership of all 24 member Capital and Provincial Associations of Local Councils in discussions and strategic decision-making processes with regular checks and endorsements by the National League's Board and Executive Committee a comprehensive plan has been developed.

A two-pronged approach was used that combined tacit knowledge based needs requirements identified by internal and external consultations and three large workshops with research documentation and a nation-wide members needs survey.

This combination has allowed the strategic plan to articulate 7 overall strategic objectives as illustrated below, with two specific themes; (1) enabling objectives to support and enhance the institutional arrangements of the NCL/S and PACS, (2) membership services objectives.

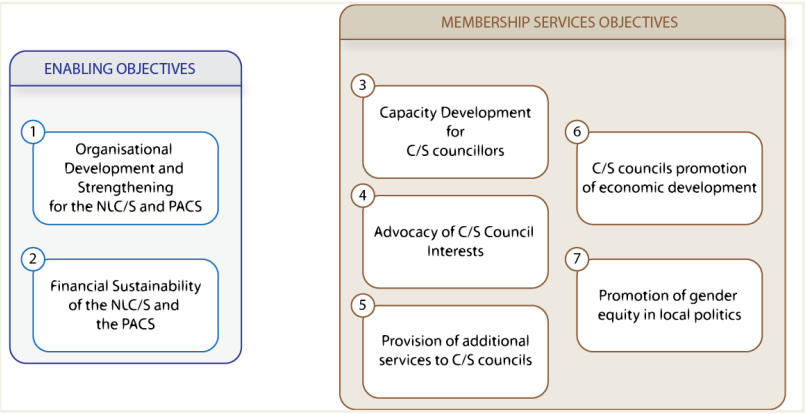


Figure 5-2 NLC/S Strategic Plan Components

Within each strategic area a number of specific objectives and activities have been identified providing, in the opinion of the author and unwieldy document, whose most critical content will possibly become lost due to its scope and size.

Mapping of the document illustrates this point, the plan has a total of 24 strategic objectives that are to be attained through 74 key actions (Table 5-6).

However, the "*fullness of scope*" of the plan also reflects the leadership, ownership and full participation of the NLC/S and the LGA network in formulation. The extensive amount of content has been "*created*" to meet the demands of the members. The strategic breakdown of the plan into two core objectives as illustrated above also allows for the NLC/S to promote its future ambitions and for the IDPs to more effectively programme support.

Indeed, the new plan represents a departure from a very inward looking plan (secretariat focussed) as highlighted within the 1st plan, to a more inclusive and outward looking strategy that places focus upon the improvement to the LGA network in alignment to the Organic Law (2008).

	Strategic Objective	Specific Objectives	Key Actions
	Organisational Strengthening	6	18
	Financial Sustainability	3	7
	Capacity Development CC	3	14
	Advocay CC Interests	4	14
	Services to CC	2	4
	Promotion of Econ' Development	2	6
	Promotion of Gender Equity	4	11
Count	7	24	74

Table 5-6 NLC/S Strategic Plan Breakdown

Since the issue of independence and autonomy is constantly being revisited by many commentators within the context of the NLC/S and PAC's, it may have been more suitable if a "*business plan*" was formulated that looks not only at the strategic objectives of an organisation, but also deeply examines the product(s) that it intends to deliver, and the financial means and projections to enable sustainability.

Operational and Functional Support

When examining the development and operationalisation of the NCL/S through project documentation, achievements in terms of integration and inter-action at national and sub-national levels can be highlighted to verify the level and appropriateness of the operational support that has been provided.

(1) *National Level Integration*
   a. *NLC/S has fully participated within the design of the NP-SNDD and providing input into the formulation of the IP3.*
   b. *Due to the recognition of its work, the NLC/S now sits on four sub-committees formed by the NCDD, these being; (1) Functions and Resources, (2) Financial and Fiscal Affairs, (3) Sub-national Administration / Personnel, and (4) Sub National Development Plans*

(2) *Sub National Integration*
   a. *At the sub-national level NLC/S has supported the establishment and networking of 24 PACs, organising various dialogue sessions and Provincial Congresses*
   b. *PAC's are members of Provincial Technical Facilitation Committees*
   c. *PAC's are members of Provincial Women and Children Committees*
   d. *PAC's now sit of the Provincial Accountability Committees*
   e. *At District Level, in cooperation with the PACS, the NLC/S has organised and facilitated district dialogue sessions that enable the C/S councils to raise issues of concern and associated problems, and providing advocacy support to resolve such issues*
   f. *The NLC/S has contracted Cambodian organisations to provide training for the PACS and C/S councillors.*

Placed TA has indeed stimulated the growth and development of the NLC/S Secretariat, which has been part actualised through policy advice, men toing of senior personnel, and bringing forward international experiences which has led to the systematic development of NLC/S internal systems and procedures as defined within activity areas C2.1, C2.2, and C2.3.

Financial Support

To assist in facilitating the NCL/S to maintain and enhance its autonomy, the DDLG made a formal arrangement (MoU) in March 2007 with the MoI and NCLS to directly transfer funds to the NLC/S bank account, allowing the organisation to independently design and implement its mandate and manage its own operations and finances. Direct operation support was also financed by the DDLG project with the employment of an administrative and financial assistant.

Additionally, since project finance is directly transferred to the NLC/S account, UNDP contracts a leading auditor to annually examine the associated NCL/S bank account and internal financing system to international standards. There have been no instances reported of misappropriations or misuse of DDLG financial contributions reported within the project cycle.

The following evaluation is provided that not only considers the output of the Strategic Plan and associated formulation and dissemination process, but also factors in: -

(1) The placement of international TA within the NLC/S secretariat
(2) The placement of national staff within the NLC/S secretariat
(3) The output performance of TA with regards to C2.1/2.2, C2.3, C2.4, and C2.55

C 2.6

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
International TA	0	0	1	1	1.00	A
National TA / Support Staff	0	0	4	4	1.00	A
NLC/S Strategic Plan	0	1	1	1	1.00	A
EX COM Meetings	0	0	13	13	1.00	A
National Council Meetings	0	0	2	2	1.00	C
Dissemination to PACS	0	0	24	24	1.00	A
Dissemination to CC	0	0	220	300	1.36	A
Overall Performance (C2.1 / C2.2)	0	0	1	0.88	0.88	A
Overall Performance (C2.3)	0	0	1	0.97	0.97	B
Overall Performance (C2.4)	0	0	1	0.83	0.83	B
Overall Performance (C2.5)	0	0	1	0.72	0.72	C
Overall Performance					0.98	A

** baseline project start (2006)*
*** baseline set (2008)*

Table 5-7 Activity Implementation C2.6

5.2.7 Key Activity Area / Output C2.7

> *"…To hold yearly congresses and meetings that allow communication, collaboration and reflection on local administration and development."*
>
> *DDLG Activity Key Area C2.7 – DDLG Updated Log Frame (2009)*

The NLC/S has throughout the project cycle has, with the assistance of the DDLG project organised and facilitated numerous meetings at the sub-national level. Whilst some of these meetings have explicitly provided a medium for information sharing and problem solving (*District Forums*) others have provided a platform for dialogue, training, and needs assessment to be carried out (*Provincial Forums*).

National Fora

Although this activity area is indicated within Component 2 (refer to the 2009 updated log frame) it has been included within Component 1 in terms of financing and reporting through the annual progress reports. This anomaly of alignment in terms of planning and reporting (which is an inherent feature of the DDLG project) undermines the positive reporting of achievements made.

It can be assumed that since the project board approved the log frame in 2009, a minimum of 2 National forums should have been planned and implemented prior to the end of the project cycle. The last EC ROM mission (March 2011) indicated that this activity remained to be completed. The latest PPR (Q3 2011) indicates that 1 national forum was held on "C/S Council Functional Review" and a second national forum was held in August 2011 a part of the MoI National Congress.

Provincial Fora

At the Provisional level DDLG was able to facilitate the organisation of 24 Provincial forums, which provided the basis for the CC needs assessment.

District Fora

The quantity of district workshops facilitated by the DDLG project initially targeted 120, as of the 2011 Q3 PPR. A total of 152 district forums were held, representing a coverage of 82% of the districts county which though the Organic Law (2008) is seen as a critical level of required government functionality within the D&D process.

The development of these fora provides a distinctive step in the implementation of the D&D policy, in that for the first time in Cambodia, local level governance dialogue and problem solving has been initiated and encouraged. The District Fora concept fundamentally changes the traditional decision making processes, moving away from a highly centralised system to a citizen orientated method of governance and localised development practices.

Indeed the fora provide the basis for enhancing the democratic process and environment in Cambodia in alignment to the UNDP definition of Good Governance[3] and the concepts of democracy as advocated by Elgstrom and Hayden where: -

(1) There are institutions and procedures through which citizens can express effective preferences about alternative policies at the national level and there are institutionalized constraints on the exercise of power by the executive (competition);
(2) There exists inclusive suffrage and a right of participation in the selection of national leaders and policies (inclusiveness/participation).

Using the above as reference, it can be verified that the establishment of the LGA network and the implementation of the District fora effectively contributes to point (1) above.

[3] http://unpan1.un.org/intradoc/groups/public/documents/un/unpan022332.pdf

Overall performance within this activity area is high, given that regional fora have been implemented but this has not been fully accounted for within the annual reporting systems and upgraded log frame. As highlighted within the 2007 PPR, two regional fora were implemented and led by MoI but also involved the attendance of representatives form the Senate, the Ministry of Planning and the Ministry of Economic and Finance. In total 10 provinces participated in the 2007 regional fora, which was dedicated to providing a platform to enable "*voice*" for the C/S councillors with respect to D&D.

Similarly in 2008, another 3 fora were organised, attended by 6 Provinces. As a results of the fora the MoI began to implement an internally driven capacity building programme for the C/S councils in relation to C/S management, administration, and financial procedures as articulated though the Commune Sangkat Law.

It is safe to assume that the DDLG throughout its project cycle assisted the MoI to arrange and implement the regional fora, and therefore such activity should have been recorded and referenced. A final regional fora to be supported by DDLG is planned and has been organised for late 2011.

Taking the above into account, the following estimate of activity realisation is provided, and whereas indicated activity levels have not been achieved in some areas, subsequently activity that has not been fully captured within the annual progress reports or the updated log frame has been included within the analysis providing a more realistic overview.

C 2.7

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
National NLC/S Congress	0	0	2	2	1.00	C
Regional Fora§	0	0	7	8	1.14	A
Provincial Fora	0	0	24	24	1.00	A
District Fora	0	0	120	152	1.27	D
Overall Performance					1.10	B

** baseline project start (2006)*
*** baseline set (2008)*
§ not included within the updated Log Frame

Table 5-8 Activity Implementation C2.7

5.3 Impact

The level of impact of this component within the D&D process is high, in that essential institutions and associated networks has been established in alignment to the 2005 RGC D&D strategy. Extensive TA support has been provided by the DDLG and other donor projects, which have worked together with high levels of synergy has enabled the operationalisation of the NLC/S and to some extent the PACs. , which in turn has changed the national and sub national D&D environment.

Impact within the National D&D Environment

Since the NLC/S has gained more capacity, its importance as an essential organisation within the D&D process has been recognised by the RGC. Today the NLC/S is a member on four important D&D committees managed by the NCDD. Its close affiliation with the MoI also sees the NLC/S taking a pro-active role during the annual congress of CC's

It can be suggested that the development of the NLC/S and the PACs have actually changed the way in which the D&D process "*works*". Today through this network upward voice from the sub-national level institutions (CC's) can influence policymaking.

For example, the NLC/S has been instrumental in obtaining recognition of the position of commune chiefs as government officers. This has been achieved though the passing of regulations by the MoI that has been accomplished through successful lobbying.

Impact within the Sub-National Environment

During the project cycle, as captured within the PPR 2010, a return of the rights of access to Choam Prei lake, Romchek village, Romney commune, Preah Vihear Province, Northern Cambodia was secured through the PAC and CC network, **lobbying for the rights of citizens to access local resources**. This is just one example of many such impacts that has been created using the District Fora as a primary tool to broaden the democratic base of local governance.

5.4 Sustainability

As previously indicated within the MTR and the ROM mission reports sustainability of the NLC/S and the PACs is a contentious issue. The evaluation mission suggests that sustainability has been previously examined solely through the lens of finance, and did not consider other issues.

Although in essence the issue of financing (at a similar level to current donor support) may become problematic, the evaluation would suggest that NLC/S will still receive monies to remain functional at the national level, with a potential for the sub-national PACs to remain semi-dormant in terms of their functionality. Indeed, as systemised through the DDLG project the NCL/S and PACs receive annual membership funding providing for the following annual cash flows.

PAC	$103,338.75
NLCS	$18,236.25
Total	$121,575.00
1PAC	$4,305.78

Table 5-9 NLC/S & PAC Funding

Sustainability of this component can also for the purpose of evaluation be examine using a different set of lenses that considers the legal establishment of the NLC/S and the PACS and also the systems, processes and practices that have been developed and implemented.

Since the associations have been legally formed and have adopted a series of internal systems that manage core business processes such as; (1) financial management, (2) procurement, (3) human resource management, and (4) monitoring within the framework of a set of approved Rules of Business, organisational sustainability can be considered as being high.

Training and coaching, especially at the NLC/S secretariat coupled with the success of the District Fora and the BPA scheme, would support the notion of operational sustainability at the end of the project cycle. The BPA scheme has through its implementation and its highly visible closing ceremony that was actively supported by the Prime Minister has provided recognition for CC that plan and undertake effective development works.

The extensive coaching and mentoring that TA has provided, couple with formal training and visioning exercises has also introduced new leaning and skills within the NLC/S secretariat to support its functionality at the end of the DDLG project cycle.

When considering sustainability, given the above, and the fact that the NLC/S and PACS already have a financial, but limited, base the evaluation suggests that the institutions and associated network will remain and function to support the D&D process and the IP3.

6 Component 3 – ICC Projects

Component 3 outcome is defined within the Pro-Doc as being:

> *"…Local area development needs addressed through the implementation of pro-poor inter-commune projects as a means of developing good management capacity, processes and practices."*
>
> *DDLG Output 3 – Project Document*

6.1 Relevance

Component 3 under-pins the pro-poor poverty alleviation concepts of the DDLG project. This "*joined-up*" component formulation was to serve the needs of C/S citizens especially the rural poor, whilst also "*piloting*" a different modality of micro-development project which promotes confidence and trust building amongst communes and the sharing of resources.

The new modality, itself has had policy and operational implications for the RGC, as new systems and processes had to be developed and followed. Towards the end of the project these are being integrated into the RGC PIM, with ICC projects also being identified within the RGC 10-year National Programme of Sub-National Democratic Development (NP-SNDD).

The relevance of the ICC component is vey high, in terms of the UNDAF, CPAP, and EC CSP / NIP. The ICC component is also integral to the RGC D&D strategy, which mainstreams citizen oriented local governance and participatory planning processes.

6.2 Effectiveness and Efficiency

Activities within this component area have also been subject to revision, however when comparing Component 3 to Component 2, minimal change has been witnessed with more than 75% of the initial identified activities remaining within the up-dated log frame as illustrated below. The 2007 PPR stipulated the following as core activities: -

(1) Develop and undertake adaptation of systems and procedures for identifying, formulating, implementing, monitoring and evaluating pro-poor inter-commune projects and joint undertakings
(2) Conduct capacity development activities for support to and implementation of pro-poor inter-commune projects
(3) Identify, fund and implement pro-poor inter-commune development cooperation projects
(4) Conduct analytical studies and policy analysis to identify issues, develop policies and options to further advance decentralization reform implementation and improve coordination between the RGC, local authorities, donors, CSOs, CCs and other stakeholders

The updated 2009 log frame has in the main "*simplified*" the wording, however the re-wording of activity C3.4 moves the project activity away from providing policy support to more of an advocacy role. For the purpose of component evaluation the activities / outputs indicated within the updated log frame (2009) are utilised as follows: -

(1) To improve guidelines for pro - poor inter - commune projects
(2) To conduct training on ICC project planning and implementation for national and sub national officers
(3) To provide fund for ICC priority projects
(4) To advocate for integration of ICC guidelines in national policies

The overall assessment of this activity within the context of Effectiveness and Efficiency is very high. An indicated performance of 89% is assumed, based upon a breakdown of delivered results within each activity area as incorporated within the DDLG log frame as shown.

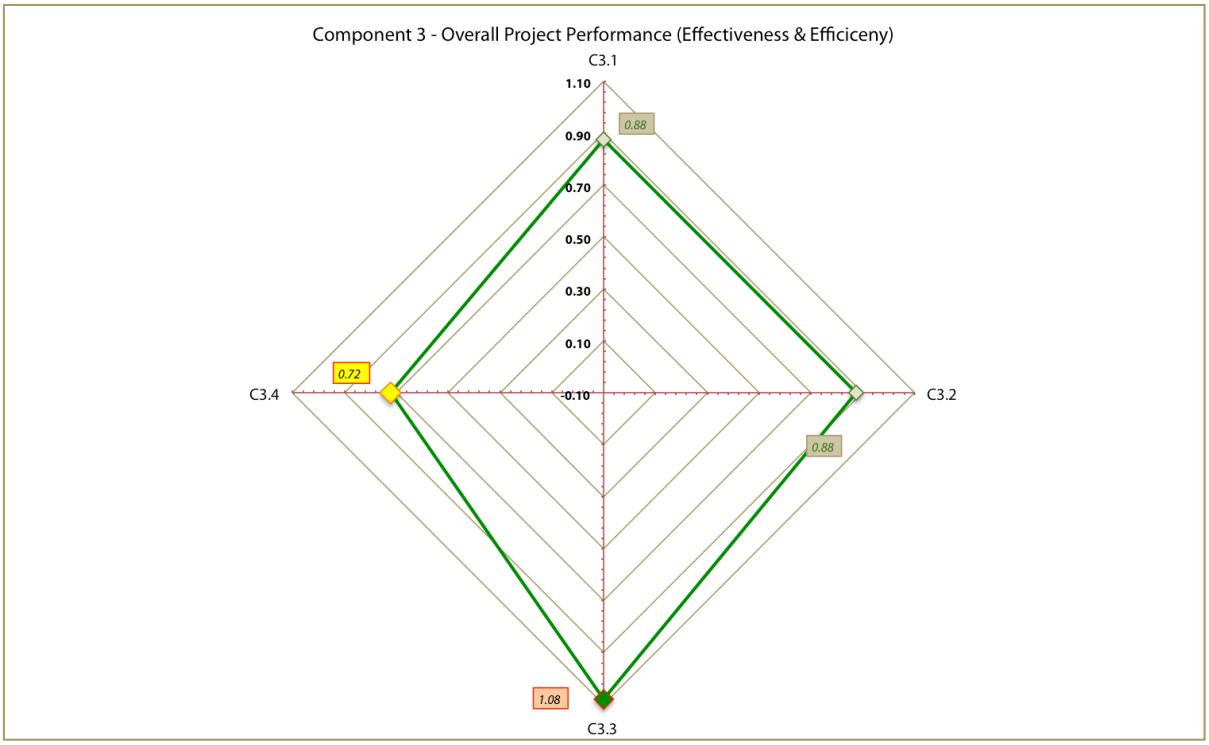


Chart 6-1 Output Performance Component 3

The highest scoring activity area has been C3.3 – which relates to the implementation of ICC projects during the project cycle. Indeed, since the number of ICC projects exceeds the requirement to meet the associated indicator contained within the Pro-Doc, a completion figure of 108% has been recoded. The lowest scoring activity is C3.4, which relates to studies and the integration of the ICC guideline into the RGC PIM, which in essence institutionalises the developed process assuring sustainability and impact. The qualitative assessment of ICC can be found within 3 case studies included as appendices to this report (ref; Annexes 2,3,&4).

6.2.1 Key Activity Area/ Output C 3.1

> *"…To improve guidelines for pro-poor inter-commune projects"*
>
> *DDLG Output 3 – Activity 3.1*

ICC guidelines were initially developed in 2007, though consultation and the sharing of experiences with the District Initiative and the Natural Resource Management and Livelihoods Programme (NRML). The ICC guideline was sub-divided into two specific sections; (1) the selection process, (2) implementation management, allowing alignment of the ICC to already installed RGC practices and processes, namely the PIM. Simplification of existing RGC procedures (as incorporated within the ICC guideline) also assured that the ICC projects could be identified and managed at Commune levels.

The DDLG developed ICC guidelines, based upon lessons learnt, were revised and approved in May 2008, the update moved this new guideline known as the *"The Guideline of ICC Project Management Process (Cross District)"* to greater alignment to the RGC PIM and also allowed ICC interventions to span Districts in addition to inter commune projects.

Whereas the ICC guideline supported in the main infrastructure types of projects, as a result of a project initiated ICC study which recommended that more focus be placed upon non-infra-structure projects (service) a new set of "*ICC Service Guidelines*" were developed and piloted in 2009. Based upon positive implementation results, these guidelines were duly incorporated within the ICC Guideline (2008) and disseminated to all 24 Provinces in time for the 2010 ICC project cycle.

Currently the DDLG has engaged a national consultant to condense the ICC guideline providing integration into the RGC PIM. This activity is to be completed in December 2011, assuring the sustainability of the ICC though the institutionalisation of the ICC process and system defined by the Guideline of ICC Project Management Process (Cross District).

As can be appreciated much work within this area has been under taken by the project in terms of dedicated TA and the facilitation of extensive dialogue meetings. **The ICC guidelines have been developed through clear and continuous involvement with the RGC, taking in to consideration already installed systems has ensured that not only suitable guidelines that can be managed by the RGC have been developed and utilised, but full ownership has also been propagated by the project team during the process.**

The fact that at the end of the project cycle 371 projects have been identified and implemented verifies that the developed guidelines and monitoring systems were adequate and that, ownership has been realised. The following assessment of this activity area is provided.

C 3.1

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
Initail Guidelines	1	1	1	1	1.00	C
Revised Guideline	1	1	1	1	1.00	A
Revision 3 (Service ICC)	1	1	1	1	1.00	A
Integration into PIM	1	1	1	0.5	0.50	C
Overall Performance					0.88	B

** baseline project start (2006)*
*** baseline set (2008)*

Table 6-1 Activity Implementation C3.1

6.2.2 Key Activity Area / OutputC3.2

> *"…To conduct training on ICC project planning and implementation for national and sub-national officers"*
>
> *DDLG Output 3 – Activity 3.2*

The ICC component, has since the beginning of the project, been fully owned by the MoI. Indeed ICC projects were initiated prior to the mobilisation of the international TA team and continued without due disruption when internal changes to the project management team were made.

ICC training, although being facilitated by DDLG, has been carried out using existing RGC structures and training capacity. At the early stages of the implementation (September 2007) and to support a participatory approach to the development of the ICC guidelines 24 Provincial training teams were subject to orientation training, using the Delphi method to cascade ICC training to District Facilitation Teams (DFT), the C/S councils, and citizens.

Training delivered by the Provincial Facilitation Teams (PFTs) captured a total of 260 participants at Provincial / District level. As a feature of the training, an existing RGC M&E system was introduced and implemented using Provincial and District government officers. Information gleaned from the M&E system was utilised to furnish a national "*Reflections Workshop*" (Dec 2007), where information and suggestions have been utilised to revise associated ICC guidelines.

Extensive training was conducted in 2008, with the following attendee figures being recoded; (1) 2318 people from the C/S Project Management Committees and DFTs of which 18% were women (429), (2) ICC national workgroup members attended an international training on Project Management.

In 2009, continual training was provided during ICC project identification. Figures collated at the end of the 2010 indicate that the activity level has been high. The high proportion of completed ICC projects also indicates that imparted training has had some level of impact, which was verified during the evaluation mission field trips.

Problematic to the assessment of this activity, as previously mentioned is the unclear indicators contained within the updated log frame (2009). In order to attempt to analyse the spread and coverage of the training the following table has been developed by the evaluation mission.

Estimate of Training Targets

	Quantity	Exposure	Est. Target
National	1	30	30
Provincial (12 Provinces within ICC)	12	5	60
Actual Districts	90	3	270
Commune / Sangkat	894	2	1788

Estimates exclude Phnom Phen

Table 6-2 ICC Training Delivery (source PPR's)

The above estimates have been formulated using the following assumptions: -

(1) A total of 12 Provinces participated within the ICC component
(2) Within the 12 Provinces exist 90 districts – based upon NCDD Data Books
(3) Within the 90 districts exist 894 potential ICC focussed communes
(4) Municipalities have not been considered since ICC is commune focussed
(5) National training levels follow the established quantity as highlighted within the PPR 2007
(6) Provincial training levels are based upon the concept that only three officers need attend, especially since ICC projects are not aimed at provincial government and finance is provided directly to the C/S councils budget by the MoI
(7) *District training levels estimate that 3 officers including the TSO will be involved in supporting the CC's in the identification and formulation of project documents, and will provide management and technical assistance once the ICC projects are being implemented*

Examination of the reported delivery of training, as provided within the annual PPR's, indicates the following outputs have been achieved.

C 3.2

	2009	2010	2011	Totals	Target(s)**	Performance	EC PC
National Officers	30	11*	0	41	30	1.37	A
Provincial Officers	448	96	0	544	60	9.07	A
District Officers	216	106	0	322	270	1.19	B
CC Councillors and Clerks	1630	797	0	2427	1788	1.36	B
Overall Performance						3.25	A

* ICC Study Tour Indonesia
** Training indicators have not been established

Table 6-3 Activity Implementation C2.3

Performance is high in relation to actual training delivery at the national level (inclusive of Provincial training, but becomes much weaker at sub-national level, at District and Commune levels. Although it may be suggested that national training has institutionalised the ICC concept and associated processes into national development policy a higher focus may have been placed at sub-national level, with less "*wastage*" being incurred at Provincial levels.

Such observations can be countered using actual implementation data which informs the evaluation that a total of 371 ICC projects have been implemented within the framework of DDLG. If it is considered that a high average number of 3 C/S councils collaborate on each project, demand driven training then would reduced the target training to 2226, given the results provided within the PPRs this would suggest that the training delivered has covered 100% of the required demand driven training requirement.

Analysis of the ICC records provides a different picture as illustrated (table 6.). The amount of recorded training is very high, and cannot within the scope of the evaluation be verified. However, it is safe to assume that a large quantity of training has been provided and would have covered the requirements for the participating CC's to participate within the ICC process.

	Paticipants		Total
	Male	*Female*	
BTM	425	73	498
KAM	125	105	230
KDL	2000	713	2713
KPC	999	236	1235
KCH	1114	197	1311
KKG	231	27	258
PNP *	424	298	722
PVG	1083	264	1347
RAT	244	126	370
SHV	513	130	643
SVR	584	144	728
TAK	748	257	1005
Totals	8066	2272	10338

* not considered

Souce: *DDLG ICC Project Worksheets (Oct 2011)*

Table 6-4 ICC Recorded Training (source ICC records)

The anomalies in reporting of figures has been an issue with respect to DDLG project management. Different figures for ICC training have been found when comparing the PPR's and data collated in the ICC department.

The evaluation assumes that the lack of a M&E system has subsequently led to such a situation where data of project activity was not accurately recorded, and essential data has been "*lost*".

6.2.3 Key Activity Area / OutputC3.3

> *"...To provide fund for ICC priority projects"*
>
> *DDLG Output 3 – Activity 3.3*

The ICC component has visible and tangible activity at sub-national level of the Commune/Sangkats. The ICC process has been developed as an extension of earlier RGC micro-development projects that were implemented though previous interventions as earlier described.

Quick win ICC project implementation was witnessed in 2006, with funding being used to finance earlier development projects (DSP) already in the pipeline (2005). The phasing of the ICC implementation has allowed a total of 12 Provinces to benefit from ICC investments with 371 projects being identified, formulated and implemented. The ICC component, was completed during the last project cycle being implemented in 2010, however a number of projects still remain to be completed, due in the main to internal management issues that resulted in non-compliance and delay in the transfer of project funds by the EC (ref EC ROM report 2011).

The following chart illustrates the volume of investments on a annual basis, as shown variations have occurred with a 10.81% drop being witnessed in 2008, when compared to 2007, this possibly being due to the change of international advisors. An improvement of 59.09% was witnessed between 2008 and 2009, and a minimal drop of 4.76% being recorded (2009-2010). The figures for 2005 represent the projects that were previously developed within the framework of the UNDP – DSP project that were subsequently carried forward and implemented within the DDLG project cycle.

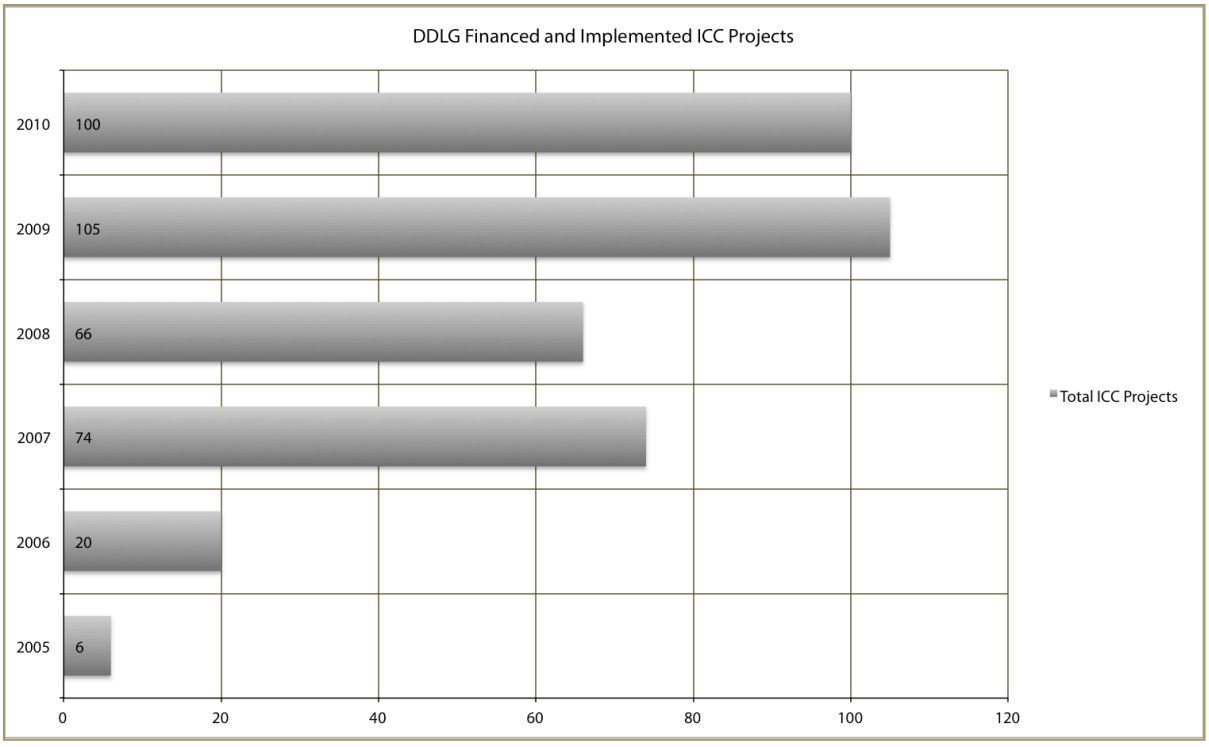


Chart 6-2 ICC Implemented Projects (DDLG Project Cycle)

The DDLG Pro-Doc provided an overall indicator of "*600 communes practicing participatory planning*". Using the previous estimation of 3 communes being involved in each ICC project, the indicator can be attained through the implementation of 200 ICC projects. Using a maximum calculation of 2 communes per ICC project, a total of 300 ICC investments made equates to DDLG attaining the said indicator. As can be therefore appreciated, with 371 ICC projects being implemented, this indicator has been surpassed by the DDLG project.

When considering financial disbursement a total budget of €5,387,189 (US$ 6,370,350.99)[4] was made available. Since a maximum of 300 ICC projects were required to be implemented, the value of each intervention needed to have been set at US$ 21,234.50 (€17,957.30). **The actual maximum volume set by the ICC guideline was a maximum of US$ 30,000 per intervention, factoring in the fluctuation of exchange rates of approximately +21% between 2006 and 2010 values the established investment maximums were appropriate to budget constraint.**

Of concern has been the issue of project type, were historically it has been the norm in Cambodia for infrastructure projects to be implemented as opposed to any other type of service delivery. As a result of activity C.3.4, a study commissioned by DDLG highlighted the need to introduce service type projects into the ICC portfolio.

[4]This figure is based upon the EURO / USD Exchange Rate Jan 2006 (http://ec.europa.eu/budget/inforeuro)

Based upon activity C3.4, and being an output of activity C.2.1, enabling guidelines for service projects were developed and fully integrated into the ICC guideline of 2009. As illustrated (Chart 6-3) there has been a systematic increase in service type ICC projects being successfully implemented as a direct result of activity C3.4. In 2009 44% of all ICC investments were attributed to service type projects, with 29% also being witnessed in 2010. When examined against the original base of just 3%, post MTR and ICC study work, DDLG ICC investments have significantly addressed this issue providing viable evidence to support new policy development within this sphere as programmed within the IP3.

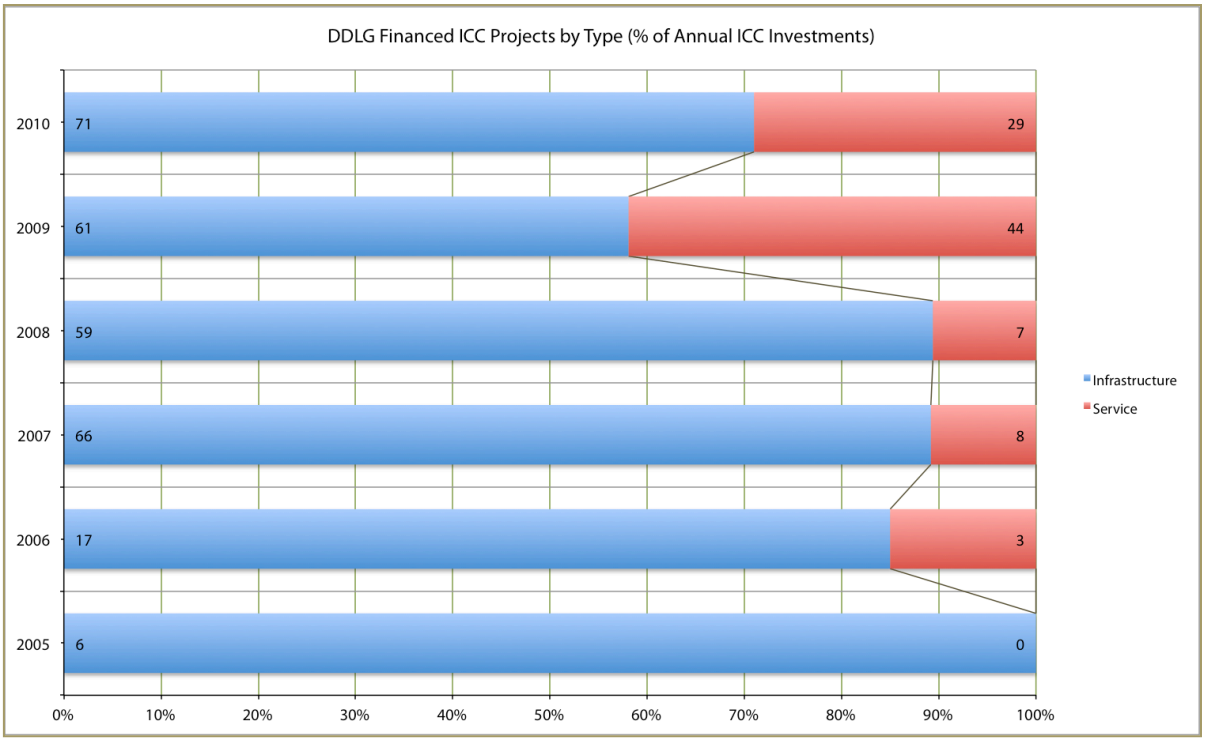


Chart 6-3 Implemented ICC Projects by Type (DDLG Project Cycle)

As can be readily verified, and as also indicated within all EC-ROM reports and the MTR, the number of ICC investments has been high, being more than required to meet the Pro-Doc indicator. The national project team, supported with an international short-term consultancy has been able to fully support the MoI to fully implement this activity.

Financial and project management has been realised with "*UNDP spot checks*" supporting the process. From a total of 371 ICC investments there is recoded only 1 non-compliance dated July 2009, where the UNDP spot check revealed that intended funds were utilised for alternate purposes and that disbursement and implementation did not conform to RGC national standards. Monies were retuned to the ICC account by the MoI indicating a high level of financial accountability has been adopted and accepted by the implementing partner.

Overall performance of this activity is above the maximum number of ICC projects (target) is based upon the assumption that the Pro-Doc indicator of 600 communes undertaking participatory planning remained valid for the duration of the project. The non-compliance is used as a negative percentage of the 371-implemented projects that is deducted from the averages of the upper four assumed indicators to suggest an overall performance score.

C 3.3

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
ICC Project Partners)	5	12	12	12	1.00	A
ICC Projects Implemented§	26	100	300	371	1.24	A
ICC Service Projects (33%)***	0	18	90	91	1.01	A
ICC Non Compliance	0	0	0	1	-0.27%	
Overall Performance					1.08	A

* baseline project start (2006)
** baseline set (2008)
§ maximum based upon 2 CC / ICC project

Table 6-5 Activity Implementation C3.3

6.2.4 Key Activity Area / Output C3.4

> *"…To advocate for integration of ICC guidelines in national policies."*
>
> *DDLG Output 3 – Activity 3.4*

The activity originally was perceived as being related to the **conduct of studies and policy analysis to support the advancement of the D&D reform implementation and improve national and sub-national government coordination**. Within this context, an international support mission was mobilised between February and July 2008 in order to: -

(1) Clarify the current institutional framework for the delivery of services to communes
(2) Identify constraints in responding to commune demands for social services
(3) Review options for improving response to demand and recommend solutions
(4) Develop procedures for implementing inter-commune service projects

The analytical study developed by the mission has since laid down the "*foundations*" for a policy change in terms of the types of ICC projects that could be implemented. The mission identified that the majority of small development projects in Cambodia financed earthwork road rehabilitation, inclusive of the ICC intervention.

Based upon the findings of the mission, the project, since the mission has developed additional guidelines that enable CC's to implement service type projects, examples that include: -

(1) Motor maintenance skills
(2) Animal husbandry
(3) Sowing skills for women
(4) Awareness raising (community health care)
(5) Youth education

The ICC team, have developed a limited number of best practice examples for the ICC projects, one which highlighted the success of a women's sowing project in Kampong Cham province. The project called for the collaboration of four communes; Chirou Ti Muoy, Thma Pechr, Lnieng, and Boeng Pruol and supported 17 women from poor families to attend a six month long dress making course at a local VET centre. Upon completion of the course the women were also provided with a sowing machine and other tools to allow them to set up a small micro business. **This small intervention, which had an investment cost of only US$5,180 (304.7 /person) has made a positive impact improving people's livelihoods and illustrates the possibilities of ICC service projects.**

The DDLG project team has been constantly updating the ICC guidelines based upon studies and information gleaned from the related ICC M&E process. Currently a national consultant has been engaged to incorporate the ICC guidelines into the MoI PIM, the "*de-facto*" RGC methodology for development projects in Cambodia.

As previously mentioned, the ICC team (MoI and UNDP National Staff) have captured best practice ICC though site visits and the development of Khmer / English short information leaflets. In total seven such studies have been produced which not only provide news worthy material but also help to influence and support evidence based policy-making. However, It is suggested that a minimum of 5% of the total number of implemented projects could have been considered as providing ICC best practice, therefore requiring for the generation of 18 such studies.

The following data table represents the evaluation of the this activity area which is deemed to

C 3.4

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
STE Mission Mobilisation	0	0	1	1	1.00	A
STE Analytical Study	0	0	1	1	1.00	A
ICC Best Practice Studies§	0	0	18	7	0.39	D
Integration of ICC to PIM	0	0	1	0.75	0.75	B
Overall Performance					0.78	A

* baseline project start (2006)
** baseline set (2008)
§ assumed to be 5% of implemented projects 18.55

Table 6-6 Activity Implementation C3.4

6.3 Impact

The qualitative impact of three ICC projects has been recorded by the evaluation mission (ref, annex 2,3 & 4) providing overviews of both poorly and well executed projects. Where good examples have been found, improvement to actual livelihoods can be found as described within the case studies. For example, in the case of the construction of a bridge joining a costal commune to an adjacent commune and district town in Koh Kong Province socio-economic impact has been witnessed in four dimensions; (1) household economics, (2) access to education, (3) access to health care, and (4) improved social situation.

However, ICC projects should refrain from financing gravel and earthwork road rehabilitation since although immediate easing of travel may be experienced the nature of construction sees such roads being severely eroded during the wet season. Additionally since a "*form*" of road is already in place and in the main the motor-bike appears to be the common form of transport in these areas, except for the occasional micro-bus, it is suggested that economic impact (i.e. an increase in business efficiency) is not really witnessed.

Additionally, when visiting such a project three key issues became apparent; (1) construction work did not provide internal employment opportunities for local citizens, (2) since external contractors were engaged, all investment finance left the local economy, and (3) the cost of the earthwork road rehabilitation was found to be considerably lower than the average cost of such work in Cambodia as published by the ILO.

Therefore impact must be considered as being variable across the spectrum of ICC projects but high as a project component. However, even with the absence of the availability of ICC impact assessments within the project, being an omission within the ICC M&E system, it can be suggested that due to the above "*service type*" and non-road rehabilitation infrastructure ICC interventions have had a high impact at commune level.

Within the context of infrastructure support, any future ICC intervention must only consider permanent infrastructure projects such as the two visited by the mission, i.e. the concrete bridge (Koh Kong) and the irrigation dam (Kampong Chhanng), and the ICC best practice example of the primary school construction Soy Pheap. Banteay Meanchey Province, since such projects have long-term impact.

6.4 Sustainability

Sustainability of the ICC component must be considered at different levels, namely: -

(1) *Sustainability of ICC as a fully-fledged system within the RGC D&D strategy and immediate IP3 action plan*
(2) *The retention of knowledge and skills acquired by national and sub-national government officials*
(3) *The participation of more communes within the process*
(4) *The physical sustainability of the implemented projects*

When examining the above, it can readily be assumed that sustainability of this component area has been realised though the institutionalisation of the ICC process and the retention of socio-economic benefits that have been realised with respect to permanent infrastructure and service projects.

However, the NP-SNDD only calls for the NCDD to "*...Capture of experience and learning regarding functions being implemented at sub-national levels (including pilots, e.g. One-Window Service, ICC)*". There has been no provision made within both the NP-SNDD and the IP3 to use ICC as a mainstream vehicle for supporting D&D policy and associated reforms.

In the context of institutionalisation, the following is considered; (1) the utilisation of existing national and sub-national infrastructures to implement ICC, (2) the utilisation of existing identification, procurement, and monitoring systems to support the ICC process as opposed to establishing parallel structures, (3) imparted training at all levels of government so as to successfully implement 371 ICC projects.

At the sub-national level (communes), there have been differing levels of participation of the commune councils and citizens. During the evaluation mission fieldwork, it became evident that where a more pro-active commune council was found (generally supported though the placement of younger, more dynamic commune councillors / chiefs) improved levels of citizen interaction and accountability was found.

Since some projects have provided "*real livelihood benefits*" sustainability of the ICC process is high, with a demand for more assistance, in different areas being voiced by citizens. Conversely, where the citizen's experience of the ICC project was found to be temporary, sustainability appears to be limited, with only simple requests to redo the project being voiced at meetings held.

Sustainability of the ICC especially at commune level is positively correlated to the physical sustainability of the infrastructure it provides, or the benefits that are derived from "service" projects. In the case of the latter, greater appreciation and demand is witnessed when real change to household incomes is realised, such as the savings made when a bridge is built to replace a paid for ferry service or likewise, when an infrastructure project can boost agricultural and non agricultural food production.

Negative correlation can be found when the project is of a temporary nature and is fungible in design, i.e. earthwork rehabilitation, or the manual construction of earthwork canal systems, which fall into disrepair, being a product of lack of ownership that may have been averted if commune citizens were employed by the implementing contractors.

The sustainability of the ICC component, even without future financing is considered to be high, given that: -

(1) ICC process has been institutionalised within the RGC
(2) Existing RGC systems have been used and enhanced to implement ICC projects as opposed to parallel systems being introduced, which would naturally "disappear" at the end of the project cycle
(3) The ICC concept has been mainstreamed into the D&D policy though its inclusion within the 10-year National Programme of Sub-National Democratic Development (NP-SNDD) and also the associated 3-year implementation plan IP3.
(4) Where permanent infrastructure projects have been implemented on-going socio-economic benefit is still being witnessed
(5) Where service type ICC interventions have been undertaken, especially in the sphere of IGA, socio-economic benefits to households are being realised.
(6) Additionally where such interventions have been welfare orientated, it may be safe to assume that continued livelihood benefit has also been witnessed

7 Component 4 – Policy Support to NCDD

Component 4 "*Policy Support*" was not initially considered nor included within the DDLG Pro-Doc document. As a direct result of the promulgation of the Organic Law (2008) and a needs based request from NCDD, the DDLG were able to mobilise an international advisor to support the generation of the RGC 10-year National Programme of Sub-National Democratic Development (NP-SNDD) and its initial implementation plan (IP3).

The associated ToR for the advisor, indicates the rationale of this component, **that has been designed to mainstream the experiences gained though the implementation of the three project components into national policy via the NP-SNDD and its action plan (IP3).**

The 2009 updated log frame, which introduced this component, reflects this rationale providing the following coherent outcome for this component.

> *"…DDLG influences the D&D policy development, and DDLG key priorities are mainstreamed in the NP-SNDD."*
>
> *DDLG Output 4 – 2009 Up-dated Project Log Frame*

7.1 Relevance

This component is highly relevant, and ideally should have been identified during initial project design. Although, today the component appears to be vertical and somewhat dis-engaged from the other DDLG components, it has to some extent functioned horizontally across the DDLG project at output level. However, it may be concluded that this component has not provided the outcomes as expected within the log frame due to a variety of reasons, some of which have been beyond the control of the project.

Output realised from component 2 (establishment of the NLC/S and PACs') and component 3 (ICC) has, in part through this component, been mainstreamed into the RGC D&D policy. Likewise, the positive positioning of the NLC/S within the overall D&D process as a change agent and its full inclusion into national decision making system within the NCCD, for which this component has provided the DDLG with much needed leverage, can be used to verify its relevance.

7.2 Effectiveness and Efficiency

The updated log frame (2009) is used as the reference for activities and outputs within this component. In terms of activities, the log frame highlights the following: -

(1) *To provide advisory service and inputs in policy formulation, drafting regulations for implementation of organic law and formulation of NP SNDD*
(2) *To provide on-going support to Policy Unit of NCDD*

In terms of outputs, the following indicators are clearly provided.

(1) *Regulations necessary for implementation of the Organic Law drafted with inputs from DDLG advisor (baseline: 5 in 2008; target: 50 by 2011)*
(2) *NCDD Unit work plan developed. Capacity needs of staff assessed and addressed (baseline; no in 2008; target; yes by 2011).*

The policy advisor was mobilised under a ToR in 2008, being mandated to provide TA to both the MoI (DoLA) and the NCDD on what may be considered as being a 30/70 split of input. Upon the completion of the MTR (2008) and based upon its recommendations component 4 was introduced. The PPR (2009) reflects this change in project design reporting directly upon component 4.

As mentioned within the PPR (2010) the ToR for the policy advisor was revised being approved by the Project Board in 2009. The revision removed the 30/70-placement split, with the advisor being permanently located within the NCDD secretariat, directly supporting the needs of the Head of the NCDD Secretariat from January 2010.

As illustrated below, the realisation of the intended activity within this component area is considered as being low (approx. 55%). The evaluation suggests that primarily a lack of common understanding in relation to the purpose of the component within the overall DDLG framework prevailed, leading to a situation where a different set of objectives were inadvertently developed and which were further compounded due to organisational restructuring within the NCDD. As can be recognised, since the NCDD policy unit is still under establishment with recruitment still on-going, specific tasks as identified within the log frame could not be started, indicating over-ambitious and un-realistic planning.

Issues related to efficiency (the translation of activity to output) are evident, in the case of activity 4.1, a high percentage of developed policy / regulations were "*rejected*". In the case of activity 4.2 which was related to support to the NCDD policy unit it is the opinion of the evaluation, not been realised since the policy unit is still not functional or fully staffed.

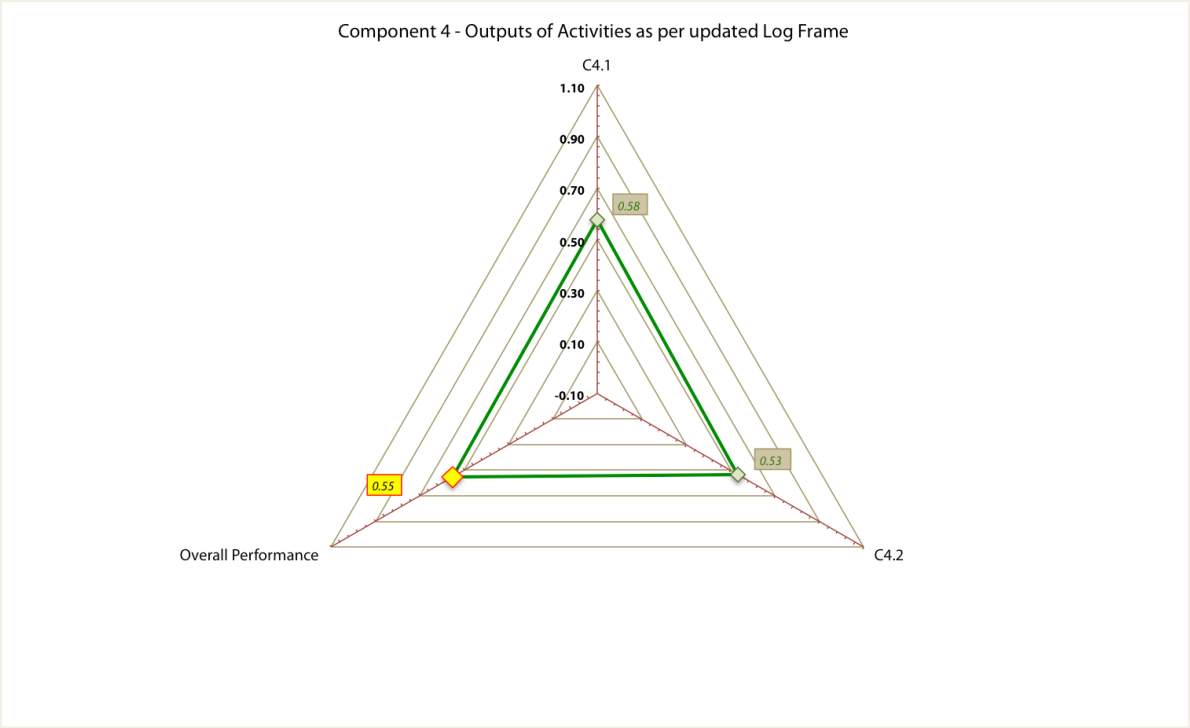


Figure 7-1 Output Performance Component 4

7.2.1 Key Activity Area / OutputC4.1

> *"...To provide advisory service and inputs in policy formulation, drafting regulations for implementation of organic law and formulation of NP SNDD."*
>
> *DDLG Component 4 – Activity 4.1*

The project, during 2009 was heavily involved in an advisory capacity to support the NCDD secretariat manage the process of generation of the NP-SNDD, which was contacted to a commercial consultancy through a World Bank funded loan agreement.

As described by the DDLG advisor the output of the external consultancy did not match internal expectations of the RGC and has since been subjected to 5 revised drafts prior to final approval and dissemination. The advisor was "*seconded by the NCDD*" to support this revision process.

DDLG has also been facilitating and coordinating information exchange and initiating dialogue in preparation for the formulation of the Development Partners Assistance Framework (DPAF) for the 10 year national programme in alignment to the Paris declaration (aid effectiveness). In addition the project was able to assist the NCDD develop 30 regulations to support the D&D process.

Work in 2010, concentrated efforts towards the finalisation of the heavily revised NP-SNDD and the formulation of its 1st action plan, known as the "*3 year implementation plan*" (IP3). Within this context, the DDLG project provided key inputs with respect to HR and HRD and advises upon the development of a programme (sector) approach to implement the IP3.

Acceleration of drafting regulations was witnessed during 2011, with 12 pieces of legislation being issued (approved) and a further 10 drafted for review. Subsequently after review, it was decided that 8 of these drafted regulations were not required; as such procedures were adequately covered. Taking this into account it can be assumed that the indicator within this area has been met.

However, it is noted that a consolidated table of developed regulations has not been included within the project progress reports and that DDLG cannot claim sole responsibility for developing such regulations. Indeed it becomes problematic to identify what has been fully developed in this area given the working and management arrangements deployed.

Since the advisor, was deployed to the NCDD, it would be safe to assume that reporting linkages and work planning also became confused, with the advisor following the "*demands*" of the institution in which he was embedded as opposed to working within the sphere of the DDLG project management system.

Another note that is suggested by the evaluation relates to the over-centralised nature of the DDLG and in particular the implementation of this component. Although it may be suggested that the centralised nature of the activity is due to the provision of policy advice, that the component sought to deliver, it is essential that policy advice and policymaking should promote the concepts of all-inclusive evidence based best practice. Therefore, it is suggested that in the context of policy advise, a considerable amount of consultation might have been organised and systems developed to support the development of a working relationship between the NCCD, the CC's, and the LGA network at sub-national level. A similar modality as developed through the NLC/S District Fora (replication) could have bee adopted to obtain and collate valuable insights and information to enable evidence based policy-making and to promote such a philosophy and system within the NCDD.

Over the final year of the project cycle DDLG has been able contributed to the drafting of; (1) the Sub-Decree on Functional Assignment, (2) the Sub-Decree on the structure and functions of the NCDD-S, and (3) the regulations related to the Law on the Financial Regime and Management of Public Property of SNAs.

The output, as indicated within the log frame indicates the following; "*Regulations necessary for implementation of the Organic Law drafted with inputs from DDLG advisor (baseline: 5 in 2008; target: 50 by 2011)*".

Given the nature of the "*demand driven*" support that has been provide by DDLG, and the dynamics found within this newly developed organisation of the RGC, that has been established to manage the D&D reforms, the evaluation has taken the opportunity to expanded the outputs associated within the activity area as illustrated below, and which have been reflected within the PPRs. The output of this activity area, based upon reported activity must be considered as being high with respect to the indicator contained within the log frame.

C 4.1

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
Management support NP SNDD	0	1	1	0.5	0.50	C
Revision Support NP SNDD	0	0	1	0.5	0.50	C
Facilitation DPAF	0	0	1	1	1.00	A
Policy Support	0	0	1	0.3	0.30	C
Regulations§	0	5	50	50	1.00	A
Overall Performance					0.58	C

* baseline project start (2006)
** baseline set (2008)
§the outputs can not be fully verified as DDLG developed since a team was mobilised and thus are not considered
Management support is lowered since NCDD restructured
Revision of NP SNDD did not main stream ICC - referencing it as a lessons learnt example

Table 7-1 Activity Implementation C4.1

7.2.2 Key Activity Area / OutputC4.2

> *"...To provide on-going support to Policy Unit of NCDD."*
>
> *DDLG Component 4 – Activity 4.2*

The output of this activity area as prescribed within the log frame suggests the following should have been realised by at the end of the project cycle.

(1) *NCDD Policy Unit work plan developed. Capacity needs of staff assessed and addressed (baseline; no in 2008; target; yes by 2011)*
(2) *Initiatives developed by DDLG for the implementation or oversight of the NP SNDD (baseline; no in 2008; target: 15 by 2011)*

As can be appreciated as a pre-requisite, to enable the start of this activity, the organisation (NCDD secretariat) needed to be fully established, complete with internal rules of business inclusive of mandates, functions, and job descriptions. Since the NCDD was a newly established government institution and the policy unit only being established in 2009, this activity has been subject to delay that is beyond the control of the project management team.

In 2010, the DDLG assisted with the development of a dedicated work plan and needs assessment for the policy unit. However, the policy unit was re-structured during the same year to align its function and work and meet the demands of the NP SNDD, thus making redundant and a requirement to redo the associated work plan.

To support the new "*Policy Unit*" DDLG assisted to develop a new mandate for the unit (described within the PPR as being a ToR) and additionally for a new internal unit "*Support Office to the Head of the NCDD secretariat*".

Due to this re-organisation, the DDLG advisor prepared outline job descriptions, and a list of capacity development activities to enable these "new units" to function, the content of such activity plans have been included within the current IP1 and IP3 documents.

Currently the RGC is recruiting personal to take up position within the new units. The advisor reported that the recruitment process has been slow due to the limited amount of quality applicants that have applied for position. The RGC have suggested that the Policy Division will be fully operational from January 2012, and appropriate capacity development will be scheduled accordingly, based on needs identified and the work plan devised by DDLG.

The log frame output "*... Number of initiatives developed by DDLG for the implementation or oversight of the NP SNDD*" suggests that the policy advisor undertakes two specific actions, these being; (1) to main-stream DDLG success stories within the NP-SNDD and the IP3, and (2) to organise and facilitate support to the NCDD to allow them to implement and monitor the progress of the NP-SNDD and specifically the IP3.

It must be considered that this output has not been fully achieved on both levels. Whereas the output of components 1 and 2 have found their way into national policy via inclusion within the NP-SNDD and IP3, component 3 appears to have been neglected.

The recognition of the NLC/S as a core agency that is responsible for IP3 implementation within the context of sub-programme 6 (Development of the Capacity of the Associations of Councils) of the IP3 verifies this assumption. Likewise in the NP-SNDD the NLC/S is also identified as a service provider (output 5.8) and a member of all inter-ministerial sub committees of the NCDD, as listed below, that develop/review legal and regulatory instruments for all five program areas of the NP-SNDD.

(1) The NCDD Sub-Committee on Financial and Fiscal Affairs
(2) The NCDD Sub-Committee on Functions and Resources
(3) NCDD Sub-Committee on Sub-National Administration Personnel
(4) NCDD Sub-Committee for Sub-National Development Plans

Unfortunately within the context of ICC, the inclusion of this initiative into the NP-SNDD is vague and appears weak only calling for the NCDD to "*Capture of experience and learning regarding functions being implemented at sub-national levels (including pilots, e.g. One-Window Service, ICC)*". **There has been no provision made within both the NP-SNDD and the IP3 to use ICC as a mainstream vehicle for implementing the D&D policy and associated reforms.**

Although the DDLG project has facilitated the training of senior officials of NCDD on their roles and responsibilities in terms of the implementation of NP-SNDD and IP3 tangible output compared to budget (2010) indicates a low efficiency.

Of concern is the issue of the integration of ICC as a "*driver*" for the DD reform and vehicle to promote and build confidences of sub-national government and citizens. When considering the investment made by the DDLG into the ICC component which equated to 51% of the total project value and has also provide some positive results, the vague / non-inclusion of ICC into the NP-SNDD and IP3 highlights issues of efficiency of converting project output into outcome, that could have been better managed.

Taking the above into account the following assessment is provided.

C 4.2

	Base Line*	Base Line**	Target	Actual	Performance	EC PC
NCDD PU Work Plan Developed	0	0	1	0.5	0.50	C
NCDD PU CD Needs Assessment	0	0	1	0	0.00	D
Re-Engineering Advice / TA	0	0	1	1	1.00	A
New Job Descriptions	0	0	1	1	1.00	A
NLC/S & PACS Main Streamed	0	0	1	1	1.00	A
ICC Main Streamed	0	0	1	0.25	0.25	D
NCDD Support Systems Dev	0	0	1	0	0.00	D
NCCD Training	0	0	1	0.5	0.50	C
Overall Performance					0.53	C

* baseline project start (2006)
** baseline set (2008)
Note that the NCDD PU is still not developed, hence related outputs can not have been realised

Table 7-2 Activity Implementation C4.2

7.3 Impact

The impact of this component area is difficult to access, given that it provides "*soft support*" that is problematic to measure in real terms. **Therefore the mission considers that the placement of an international advisor within the NCDD illustrates the level of immediate impact offered, which since it was demand driven is high**. Of note also is that the "*demand driven*" placement also suggests that an element of "*capacity substitution*" exists, a fact commented upon within the PPR of 2009 which highlights this issue within the context of the adoption of a results based management approach.

Within this context the log frame indictor "*... Regulations necessary for implementation of the Organic Law drafted with inputs from DDLG advisor (baseline: 5 in 2008; target: 50 by 2011)"* placed emphasis upon delivery of draft legislation and regulations upon the DDLG project as opposed to the NCDD, who at the time of formulation of this indicator were known to have very limited capacity confirming that "*substitution*" has been a strategic consideration within the context of this component.

Since the secretariat has also been subject to re-organisation and is undertaking an extensive recruitment drive, it is very doubtful if any skills and knowledge transfer has occurred or indeed has been fostered. Additionally since the NCDD has been supported through other donor interventions this the relative impact of the component must be suggested as being low

When considering the key output of this component; that of mainstreaming the two core outputs of DDLG (NLC/S network, and the ICC modality for supporting citizen participation and local governance development), component 4 provides overall sustainability for the intervention. With the issue of the ICC it must be further verified that only limited impact has been realised.

Although activity has been undertaken it may be concluded that the obvious strategic objective of this component has not been fully articulated or understood within the immediate project environment and hence a key deliverable, which was identified within the log frame has failed to materialise. Project management issues appear to underpin this issue, and are discussed with the appropriate section of this document.

7.4 Sustainability

The component, though its conceptual design and output should have provided and enhanced sustainability for the other project component with DDLG, linking output and lessons leant to influence and support evidence based policy making within the context of the D&D reform process. It is suggested that due to the limited and somewhat vague inclusion of the ICC within the NP-SNDD and with no reference being made within the IP3, an opportunity to sustain 51% of the DDLG investment through conversion of a sound modality into main stream D&D policy being contained within official documents and implementation plans has not been realised.

Sustainability of this component is not considered, since its outputs will be subject to revision and update as the NCDD secretariat develops overtime.

8 Recommendations

The following recommendations are based upon the opinion of the consultant and the evaluation assessment of the DDLG project. They have been limited in scope since this document represents a terminal evaluation, where the project cycle will end. It is anticipated that UNDP, IDPs' MoI and NLC/S will take these recommendations into account in order that some of the outputs that have been developed and operationalised within the framework of DDLG can be used as key drivers for the implementation of the D&D policy.

8.1 UNDP Country Office

The DDLG project provides a good example of the need of the UNDP CO staff to work more closely to implemented projects. For example, some key recommendations that were made by ROM missions have not been implemented (project M&E), which has resulted in a loss of information and knowledge leading, in the opinion of the evaluation to inconsistency of reporting and limited project team work.

This reasoning also applies to co-working with other development partners, namely the EUD where by, using their comparative advantage, the UNDP can influence the formulation of the EC-CSP / NIP to developed better donor alignment.

Within this context the following two recommendations are provided

8.1.1 Capacity Development in Project Management

Based upon the experiences gained during the project cycle of the DDLG and the acknowledged difficulties received though the Project Coordinator and CO staffs of working with the EC PCM and financial systems there is a verifiable need for the UNDP Country Office to update internal capacities within the context of EC project management and partnership techniques, being inclusive of coaching and mentoring in PCM, PRAG and EC county programming systems. This becomes an essential need, especially when "*follow-on*" projects need be sought (such as ACCESS).

Within this context at a minimum refresher training should be organised and implemented with respect of the UNDP RBM system and associated UNDP monitoring and evaluation systems. In addition since the UNDP seeks to strategically partner with EC within a number of areas, a need arises whereby specific PCM knowledge and systems training for CO and project staff should be organised.

8.1.2 Programming for Partnership

The follow on ACCESS project proposal provides a good example where UNDP programming does not take fully into account the programming systems of the EC. UNDP, though its historic relationship with the RGC, which has assured mutual trust, and its political neutrality, owns a comparative advantage within the context of D&D and RGC reform.

UNDP, given their unique position should seek to greater influence the EC CSP/NIP (2007 – 2013) since the area of D&D has been omitted as a focal area for funding. This of course can be addressed through a follow-on partnership funding arrangement for the ACCESS. Given the positive contribution that DDLG has made to the D&D reform process and its high impact in terms of the strategic area of poverty reduction, similar partnership arrangements through ACCESS ideally should be undertaken by both IPD's.

This comparative advantage owned by UNDP, which has been further enhanced by the success of the DDLG intervention can be utilised also by the EC to promote their poverty reduction and governance strategies using the already funded ACCESS project.

8.2 Project level

The main critique of the DDLG intervention relates to non-implementation of a robust and effective project monitoring system / tool, and a lack of team-work amongst each component area within the project environment. This has led to a situation of over-ambitious planning, especially during the final year of implementation to make up a short-fall in activities caused by operational and environmental delays.
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8.2.1 Weak Planning

Project cycles need be phased, with an inception period, implementation period, and exit. The DDLG provides a good example of the negative impacts that can be experienced if phased planning is not initiated and managed throughout the project life-cycle as listed below

(1) *If an inception period is not sought that allows changes to be made to project design inclusive of activities indicator formulation and outputs, the project will not be aligned to the environment, which will have evidently changed during the gap between formulation and implementation creating management difficulties*
(2) *Ad-hoc changes as witnessed within the DDLG at activity and output level, although being partly caused by environmental factors are also a resultant of weak planning*
(3) *The late rush to implement work so as to achieve full budget expenditure usually results with poor quality outputs and under-utilisation if delays that are commonly encountered impact upon delivery*

Future interventions should be clearly and logically developed allowing for a phased delivery approach

8.2.2 Project Monitoring

Since UNDP now manages its projects using a results based approach there is necessity for effective and continuous monitoring. It is evident that the DDLG has somewhat suffered due to limited monitoring that and a limitation of quality indicators. However, the adoption of the RBM reporting system (post 2008) has partly mitigated such issues,

Weakness within the context of indicator formulation, utilisation and maintenance of the log frame as a project management tool has been incurred since the UNDP deploy the RBM approach as opposed to the EC-PCM methodology that articulates the log frame as a central planning tool underpinning the entire project cycle inclusive of identification, formulation, implementation and evaluation

It is essential, that any future project should during its inception phase develop a coherent monitoring system based upon verifiable indicators. Emphasis though the project cycle should be placed upon capturing best practice and success stories.

8.2.3 Team Work

Cohesion within multi-national project teams is sometimes difficult to develop and maintain. Within the context of Cambodia, with an ever-growing level of national capacity such issues have become important to manage within the context of development projects.

Additionally since, in the opinion of the evaluation, the project has worked in silos without a definitive crosscutting modality being adopted advisors become "*prisoners*" of the institutions in which they work and report to. This has been reinforced within the project environment, since essentially DDLG has had 3 main beneficiaries as opposed to one.

Indeed, it can be considered, that in some respects a common vision and consensus did not prevail hence the limited synergy between each of the components. Therefore, greater effort needs to be placed upon teamwork and internal coordination of projects, especially those that have multiple components such as the DDLG. Within this respect the project coordinators must organised and hold regular formal meetings with the project team with recorded minutes and being attended by the appropriate and responsible persons from the CO.

8.3 Government Level

The following recommendations are provided to the NCDD to highlight the need to sustain some of the key outputs of the DDLG intervention that can compliment their endeavours to implement the NP-SNDD.

8.3.1 Extension of ICC to IDC

The DDLG project has introduced many good examples of internationally recognised best practice examples to support the D&D reform inclusive of: (1) the development of an effective and implementable system, that supports the identification, formulation, implementation, and monitoring of inter-commune projects.

Such projects as verified by the evaluation mission not only offers socio-economic benefits and positive livelihood improvements for commune citizens, but also confidence and trust building between communes and also between citizens and the immediate institutions of local government.

The success of the ICC projects that have delivered either permanent infrastructure, such as access bridges (ref annex 2) or irrigation systems (ref annex 3), or ICC projects that have supported IGA at commune level have bought tangible social development which should be replicated.

Within this context NCDD should seek to replicate the ICC modality, potentially at District level (to support the implementation of the Organic Law.

8.3.2 Support to the LGA Network

The NLC/S and PAC network has established the fundamental building blocks to empower and enhance local government development a citizen participation in local decision-making and development processes. As with the ICC component the NLC/S should seek to attract funds that should ideally be a mix of grant and internal revenue generation to further support its activity.

Given the current capacity status of the PAC's it would be advisable not to extend the mandate of the NLC/S to accommodate establishing a new layer of LGA coordination at District / Municipal level. Strategically immediate future capacity building support should focus upon the 24 PAC's. However, the evaluation notes the strategic planning of the NLC/S whom would like to expand the LGA network to address the emergence and implementation of organic law.

Within this context the NLC/S today views the current environment as being opportune to enhance the role of the league and promote closer sub- national and national governance dialogue especially strengthening jointly the positions of the CC's and the D/M/K institutions in terms of the national D&D decision making processes.

Caution should be applied, as earlier suggested, whereby expansion or capacity enhancement of existing structures should be subject to deeper analysis and a multi-criteria assessment process.

Although it will be problematic to address the capacity needs of all 24 PAC's due to financial considerations, it may be strategically advantageous to examine such capacity support using the regional division of the country whereby an identified better functioning PAC as identified though the current on-going capacity and performance assessment being supported by DDLG) are used as lead associations. These lead associations can be better supported and use the Delphi technique to cascade skills and capacity to other PACs within the associated region.

ANNEX I People Met

RGC Officials	
H.E. Leng Vy,	*MoI Director General*
Sok Choeum	*Dep Director, MoI - DoLA*
Yam Mengsean,	*Officer, MoI - DoLA*
UNDP / EUD / GIZ Cambodia Officials	
Sophie Baranes	*Dep Country Director, UNDP*
Cao Lin	*Dep Country Director, UNDP*
Chanchhorvy Sok	*Head of UNDP Governance Cluster*
Kuntheara Tep	*UNDP CO Program Analyst*
Chhun Sophat	*UNDP-MSU*
Maia Fariello	*EC Attaché – Good Governance*
Katharina Hubner,	*Program Officer, GTZ*
DDLG Project Team	
Patrick Duong,	*International Project Coordinator*
Into Goudsmit,	*International Governance Advisor*
Brendan O'Driscoll,	*International Policy Advisor (NCDD secretariat)*
Vanna Duong,	*National Project Officer*
Field Visits	
PAC	*Kompong Cham Province*
Commune Council	*Svaysach Phnum*
Commune Council	*Ruessei Srok*
Commune Council	*Preaek Dambouk*
Tep Phat	*TSO, Kompong Cham*
Vokim Heng	*Dep Director NCDD Kompong Cham*
PAC	*Kampong Chhnang*
Commune Council	*Caeab*
Commune Council	*Khalong Propk*
PAC	*Koh Kong Province*
Commune Council	*Boeung Preav*
Commune Council	*Chrouy Svay*

Annex II Bridging Co-operative Development



Boeung Preav – Chrouy Svay

The DDLG evaluation mission visited the Boeung Preav – Chrouy Svay access bridge project in Koh Kong Province between Thursday 17th November and Friday 18th November 2011. The objectives of the mission visit were; (1) to identify the down stream support provided by the DDLG project, (2) to access the reach of the DDLG project within the context of commune livelihood improvement, (3) to identify potential points of entry for further support, and (4) to examine the linkage between the Commune Councils and the Provincial Association of Communes (PAC).

Two focal group discussions were held with the PAC and Project Management Committee respectively, in addition roadside interviews were conducted with end users of the bridge, being citizens living in Chrouy Svay and Prek Kampong Som.

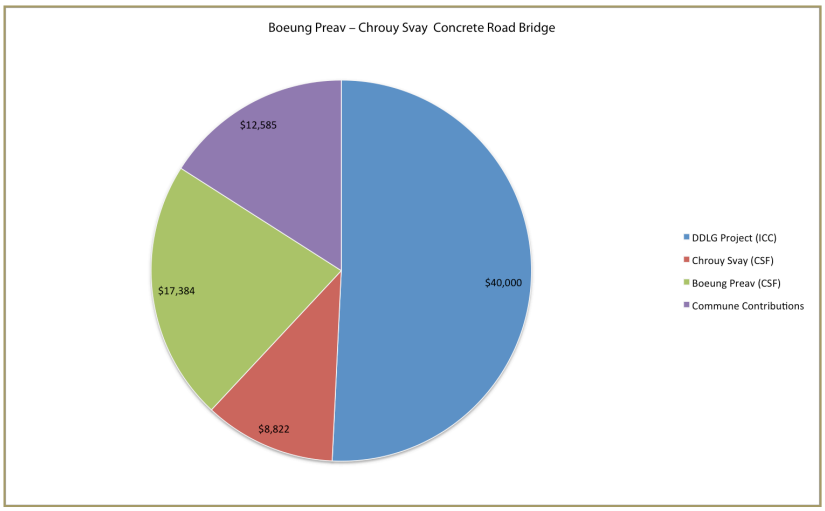
ICC Project Description

The project concept was to assist the joint development efforts of two communes through the provision of a permanent road bridge, which according to the commune chiefs had been the focus for their administrative and development efforts for over 15 years. The new bridge was designed to replace a decapitated wooden bridge that had failed allowing free and easy access over a river crossing. Prior to construction, a small ferry service was operational, charging 500 KHR per person for a single journey and up to 1500 KHR for a motorbike and goods.

The financial cost of the bridge far outweighed the budget resources of each commune. The project therefore required; (1) the pooling of part of the commune development budgets (CSF), (2) agreement to co-manage the ICC project, and (3) the jointly organised collection of local contributions to accommodate the financial shortfalls.

Financial Arrangements

The total cost of the project was US$ 78,790 of which the DDLG project was able to finance 51% through the ICC fund. Additional finances were provided with each commune allocating monies provided though the CSF and though citizen contribution as follows: -



Both commune councils, and possibly other benefitting communes that are located towards North of Chrouy Svay in the same district have also collected money to finance the construction. In total US$12,585 was raised by the communes.

The technical specifications for the bridge were developed by the District Department for Transport, a service that was provided without any due cost. Soil testing was initially financed by the Chrouy Svay commune at a cost of US$500, which was later, returned by the contractor.

The provincial and district facilitation teams also provided support to both commune councils with respect to orientation training and specific training in relation to the RGC PIM using DDLG funding.

Down Steam Support - Assisting to Improve Livelihoods

The construction of the access bridge has had an immense impact upon livelihoods within the two communities. A series of random roadside interviews were conducted by the team, which captured the actual impact that the construction of the bridge has realised.

NGEN – A Fisherman's Wife from Chrouy Svay Commune

The bridge has helped us with out small family business of selling fish. We usually catch the fish during the morning, filling two buckets by 11:00 and then travel the road towards the district town. Along the way we shout to the houses that we have fresh fish, and make most of our sales along the road. If we have any fish that we have not sold we take it to the district market, where we also buy some produce that is not available in the commune.

We can earn as much as US$8 day selling the fish. Before the bridge we had to use the ferry, which caused many problems. The payment for the ferry was either 1000 or 1500, depending upon the amount of fish we had and also we sometimes had to wait of one hour. On average we lost 3000 KHR from our sales just paying for the ferry.

The ferry was also slow, sometime we wait for an hour to cross and this sometime made the fish less fresh. In the village we sometime had to reduce selling price because of this.

NGETBUN AUN – A Student at Srae Ambel High School

"*The bridge has made a good saving for my family. Before we paid 1000 for a motorbike and person to cross the river, now it is free, this means we can now save about US$1 per week which helps the family buy food and house hold products. I think without the bridge I would not use my motorbike and just take the motor taxi this would waste a lot of time for me.*"

SOK TIM - Seller and Citizen of Prek Kampong Sdam



Sok Tim makes his living as a trader, simply purchasing various product items for the district market such as food, household goods and even clothes as shoes and selling them on to the citizens of his commune. Sok Tim works by demand, i.e. orders are placed by the commune so that Sok Tim can purchase from the local market .

Sok Tim makes a daily round trip, and generally trades about 100,000 KHR per day. Although he did not know how much profit he makes, since he has a credit line in the district town he suggested that on 100,000 spent at the market he sells for about 150,000 in his commune, on average he suggest he makes about US$10 per day.

The bridge has helped his business considerably since he now has free travel whereas before he has to pay about US$1 per day to use the ferry service.

"*The bridge saves me much money and time as I do not need to pay for the ferry. To have a free way to travel provides an extra 3,000 KHR per day, which helps my family*"

From the conducted roadside interviews it can be verified that the bridge has helped to boost economic and household budgets locally, providing a highly relevant and positive change in livelihoods. This economic value can also be coupled with a social dimension that was raised during the PMC meeting with the commune chiefs.

Added Value – A Perspective of a Commune Chief

Mr. Chhoeum Phav, Commune Chief for Boeung Preav, suggested that his commune has not benefited as much as Chrouy Svay in terms of inter-commune trade that sees goods moving towards Chrouy Svay. However, he did state that people from his commune now readily buy fish from the sellers that travel the road and therefore did not need to go to the district market, therefore saving money.

Another aspect he raised has been the improvement in travel (cost and time) that has been experienced. Many families extend over the two communes through marriage therefore, there is a need for family members of all ages to regularly travel between the two communes.

Additionally access to the district health clinic has improved for those people from Chrouy Svay, and most importantly the bridge, due to its free travel, now allows families to send their children to the district high school, where as before they helped with household activities due to the cost associated with travel.

Inter-commune Collaboration

Both the commune chiefs Mr Chhoeum Phav and Mr Hay Sin expressed the close ties that the communes had developed over the years and the joint efforts they have provided together so that they could realise the physical joining of their communes. Mr Chhoeum Phav revealed that the two communes had tried for over 15 years to solve the problem of the river crossing, and it has only been with the help of the UNDP project they were able to complete their ambition.

The financing arrangements highlight the "*collectiveness*" of the Cambodian society, where both communes agreed to pay different amounts of their development budget in alignment to the grant received from central government. A contribution ratio of 2.97:1 has been witnessed in terms of financing the project. Within this context Boeung Preav provided 66% of the make up budget from the CSF allocation, whist Chrouy Svay provided for 33 % the division being based upon the "*ability*" for each community to pay.

	Investment (KHR / USD		% of Total Cost
Boeung Preav	70 000 000 KHR	US$ 17 384	11.20%
Chrouy Svay	36 000 000 KHR	US$ 8 822	22.06%

Of note within this arrangement is that the "*community that benefited the most*", the community of Chrouy Svay, contributed less financial resources.

"*I think that there are lower benefits for the citizens of Boeung Preav commune when compared to Chrouy Svay since the citizens from Chrouy Svay come and sell fish and make money. From the view of the citizens of Boeung Preav we now have a good supply of fresh sea produce all year, and sometimes we can trade for this produce without money, using rice and vegetables so we make our daily lives better*". (Mr Chhoeum Phav)

Both commune councils were signature to the contract and jointly managed its feasibility, design and implementation

Linkage between Commune Councils and PAC

The mission was able to gain information in relation to the Commune Council and PAC linkage though two separate focus group discussions with; (1) the commune council members from Boeung Preav and Chroy Svay, (2) with a meeting of the Koh Kong PAC. It may be concluded that the linkage between the two would appear to be very weak, and further as voiced by one commune chief "*being without any benefit*".

The PAC has offices located in the Provencal capital of Koh Kong which are according to the Chairman, equipped with basic IT equipment's. The distance from the provincial capital to Sire Ambel

The function of the PAC is limited, since capacity levels are low (financial and technical). The chairman at the meeting stated that the mandate for the PAC was;

(1) Promote the position of the Commune Council
(2) To support democratic development



Throughout the focal group discussion, the actual function of the PAC was discussed in order to ascertain what type or kind of support was provided and offered by the PAC.

The PAC within their first mandated area, suggested that the PAC through national dialogue had secured the official government ranking for the commune chiefs, and was in the process of providing uniforms and associated identity badges. Within the second area, the PAC said that they organise on a yearly basis "*the district forum*", where Commune Councils are able to table problems and on going issues.

Since, it is mandated that the PAC assist to "*raise the voice*" of the Commune Councils, the development planning process was fully discussed. The Chairman (Mr. Meng Yuy), offered that the PAC did not inter-act with the development planning process, in any manner, and did not monitor the process stating simply that the PAC was not mandated by MoI to support the planning process.

> *"The PAC has no role in the CC development planning process as it is not under the legal scope of our work."*

The focus group meeting with the PMC, suggested a starker picture, in terms of; (1) the value of a recent NLC/S sponsored district forum, (2) the ability of the PAC to help solve any issues, and (3) the support that is offered by the PAC.

The Commune Chiefs reached consensus in terms of the "*value*" of the district forums, in that they did not solve any issues that the councils raised. Reference was made to the forum held in Srae Ambel (17th November) where issues related to a business development in Chroy Svay, which would entail local citizens loosing fishing grounds was discussed. The response of the PAC was that they could not help solve the problem, and that the commune council should attempt to resolve this issue directly.

It was voiced doing both focus group meetings it was stated that the next district forum meeting might not take place due to the lack of financial resources. It would appear that currently the DDLG project and the VNG intervention jointly support the NLC/S to organise these forums. Since both projects will be come to an end later in the year, finance will not be available to support this activity.

Annex III – Flow of Confidence



The mission visited the Trapeang Khlong Irrigation Project in Kampong Chhnang Province during Tuesday 15th November. The objectives of the mission visit were; (1) to identify the down stream support provided by the DDLG project, (2) to access the reach of the DDLG project into commune livelihood improvement, (3) to identify potential points of entry for further support, and (4) to examine the linkage between the Commune Councils and the Provincial Association of Communes (PAC).

Project Description

The design function of the project was to assist the joint development efforts three communes through the provision of an irrigation system that required the sharing of development budgets, local contributions, and more importantly natural resources. The system consisted of various inter-related water engineering works that included the construction of a deep trench canal, two water gates, and the construction of a concrete dam with open water channels.

Financing Agreements

The cost of the project was $56,920 with financing being provided through various funding mechanisms as illustrated. The ICC contribution equated to 58.55% of the total costs, whilst the local community provided 0.42% ($239 USD).

The project aimed to serve 2,830 families who reside within the three communes (with a an average house hold size of five[5]) equating to a total of 14,150 people. With focus being placed upon increasing food production in terms of rice and also water products such as fish, shrimp, and other food goods the project offers a real potential to improve local livelihoods.

[5]Reference: Population Data 2011 Cambodia, World Food Programme
http://foodsecurityatlas.org/khm/country/demography/population

Down Stream Support - Assisting to Improve Livelihoods

A great challenge as described by UNDP is to assist in changing people's livelihoods. Throughout the dialogue session the mission captured relevant information using different media to ascertain the actual impact that the implementation and completion of the irrigation project has had upon commune life.

SOMEYN – Female Citizen

"...The project has helped us to produce two crops each year since we now have water during the dry season. We can also now grow different vegetables and use the water for our animals. We now do not need to buy so many food items we can grow them and we can sell our produce to the local market."

SOK VONG SAN– Fisherman and Citizen of Tanei Village

"...The new lake is good for fishing since we have water all year and the fish can now grow bigger. We catch many fish here near the dam. The water is better today since it flows more even all year and does not lie still"

LONG HAN – Women Centre for Development - Citizen

"...We need to extend and make the system bigger. Our commune tries to do a small bit each year to extend the canal but we will need new gates and water channels to make the water flow better. If we have a bigger system the commune of last commune will get better crops."

During the focus group discussions, common consensus was found that the project has helped significantly improve rice cropping, not only increasing of yields but also in terms of the number of harvest that can now be accessed. The additional produce has been sold for economic benefit, with a rice merchant visiting the communes to collect rice harvest, given that they can now provide sizable quantities.

Inter-commune Collaboration

The project costs far exceeded the budget capacity of the communes involved, if acting in a singular manner. However as indicated during the focus group meeting with the PMC an agreement was reach by three communes to pool funds together so as to enable the realisation of the project.

Additionally 800 families within the communes that directly benefited from the system contributed approximately 1200 Kh Riel over a year thus raising the additional $239 USD of local contribution fees (GNI per capita (2009) was $690 USD[6]).



The action of three communes that have pooled funds, but with one commune having received only minor benefits without due conflict illustrates the high levels of mutual trust that have been developed through the ICC process. Citizen confidence of their local government representatives (commune chiefs) has also increased, as improvement to livelihoods and economic benefit to household budgets have been realised though joined up local development action.

Data collected during the focal group meetings in terms of inter-commune collaboration and confidence building illustrated the success of the ICC intervention.

[6]Reference: World Bank Data, http://data.worldbank.org/indicator/NY.GNP.PCAP.CD

80% of the respondents suggested that the ICC project has promoted the sharing of resources, with 46% suggesting that the project was able to improve inter-commune relations.

All focal group members (1005) agreed that the project had impacted positively upon their economical situation in terms of additional cropping and revenue generation through the replacement of purchased with home grown produce and the selling of additional production into the local markets.

Joined Up Local Action – The Way Forward



Training provided to commune councils was done through national consultants and the provision of "*hands-on*" assistance to the councillors in arranging meetings, completing necessary administrative work, and to undertake "*local planning*" has helped the communes to think of joined up action to better their local environment.

A data samples complied during the focal group meeting taking into account the view of each participant of the focus group discussion illustrated consensus amongst the communities in terms of "*what to do next*".

In terms of future support needs it was evident that the focal group, which is the group that participates in the communal planning exercises, based future support in their actual everyday needs, i.e. the production of rice and food, and the possibility to raise income through the selling of excess produce, as tabulated

	Response	Sample	Percentile
Infrastructure	10	15	66.67%
Agriculture	15	15	100.00%
Income Generating Activity Support	4	15	26.67%
Social Support Projects	0	15	0.00%
Direct Economic Support (Micro Credit)	0	15	0.00%
Administrative Support to the Council	3	15	20.00%

As is illustrated the "*demand*" driven local consensus suggests that Agricultural projects which were cited as being assistance to animal farming, seeds, equipment and fertilisation for rice cropping, would readily increase household incomes as which has been experienced with the completion of the ICC project.

Infrastructure support, within the context of extending and improving the current irrigation system was also a high priority at local level, with a 66% response to this area. Of note was that council members requested support in terms of training and the provision of facilities to enable them to undertake their official work, whilst no request was indicated in terms of social support.

In terms of the latter, two women participated in the focus group, and neither voiced any concern or requirement in the context of welfare, gender or social support, and gave no indication that there was any need for external support within this area.

Linkage between Commune Councils and PAC

The DDLG has supported the development of the NLC/S and with other development partners in terms of capacity building and technical assistance. Within the context for training support finance has been made whereby local consultancies are engaged to provide training and arrange District Fora.

The FGD indicated that the PAC had not visited the commune, although many positive experiences could be gained through the sharing of their unique ICC project experience. This was verified during an overview with the PAC whom had no knowledge of the irrigation project. It would be therefore safe to assume that essential linkages within the developed system still require to be activated.

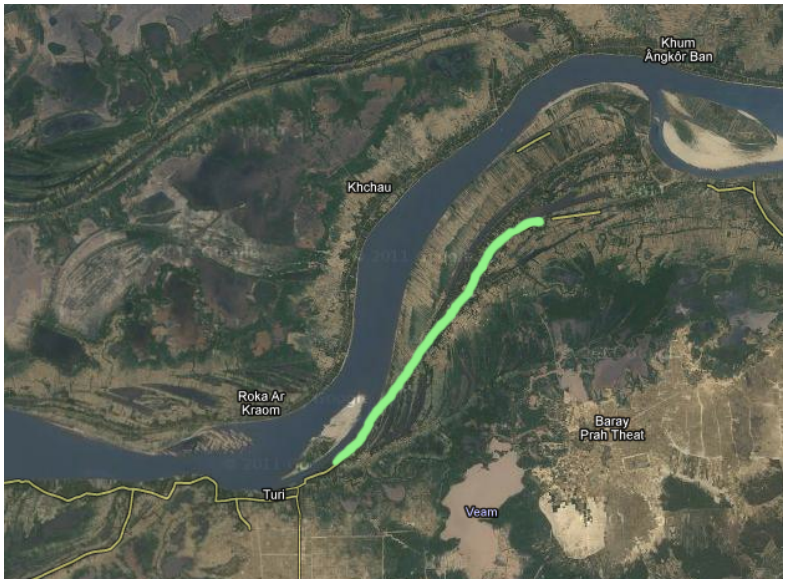
Further on within the context of the role of the PAC, according to meetings, the PAC have no role nor involvement within the development planning process, which is seen as completely separated from their function. In is within this area, the PACs need to gain leverage in terms of lobbying and support for ICC project work.

Annex IV When Things Go Wrong Trust Remains



The evaluation mission undertook a field visit to Kong Champong Province on Monday 14th November 2011, to look at an old ICC project intervention. The objectives of the mission visit were; (1) to identify the down stream support provided by the DDLG project, (2) to access the reach of the DDLG project within the context of commune livelihood improvement, (3) to identify potential points of entry for further support, and (4) to examine the linkage between the Commune Councils and the Provincial Association of Communes (PAC).

The project was implemented in the Srei Santhor Distict in Kampong Cham Province, and rehabilitated a 6Km road linking the three communes of Preaek Dambouk, Ruessei Srok, and Svaysach Phnum. All three communes straddle the Mekong Rive, being located in a known flood plain.



As illustrated on the map the rehabilitated road (red) lies directly next to the Mekong River and within its flood plain (blue).

It is obvious that any earth road is very difficult to keep serviceable in this location, and that annually repairs have to be made.

However, the ICC project was approved, even though it must have been known that it was not at all sustainable.

A lively focal group discussion was held with the commune council project management committee that has been involved with an ICC earth road project. Members of three communes councils as listed and the Provincial government attended the meeting.

Touch Heng	1st Deputy Chief	Svaysach Phnum
Ung Mebg Huy	2nd Deputy Chief	Ruessei Srok
Kupnglida	Commune Chief Assistant	Preaek Dambouk
Till Kin Eng	Commune Council	Preaek Dambouk
Tephat	TSO	Province
Vakim Heng	Dep Director Planning & Investment	Provencal Government

ICC Project Impact

The wide variety of attendees was, in the opinion of the author, sufficient to explore project delivered activity within the context of the ICC road project and also capacity building support to raise the voice of the communes, and their interaction with various government institutions and the National and Regional Associations for the commune councils.

The road project was initiated in 2006, and was designed to link three communes through the rehabilitation of a 6km earth road. The cost of the project as described by the PMC was 28,950 with 100 being provided by the communes. Average cost per Km therefore equates to 28950 /6 providing a rough estimate of USD$ 4,704.43

When comparing this cost to published ILO costs for gravel roads the following can be assumed;

Road Construction Costs - ILO (2003)	AVERAGE
Cost 1 (low)/ Km	$12,132
Cost 2 (high)/ Km	$14,098
Average Cost / Km	$13,115
Length (Km)	6.09
Estimated Cost	$ 79,870.35
Actual Cost	$28,750
Difference Km	$8,410.57

Estimate for Rehabilitation	
(50% of Price / Km)	$6,557.50
Actual Cost / Km	$4,720.85
Difference Km	$1,836.65

As can be seen there is considerable differences, even when considering a “best case scenario” where rehabilitation costs are considered as being 50% of construction costs. Today the road condition is very poor, with extensive erosion and rutting making it problematic for motorised vehicles and bicycles.

A Common Agreement Reached



All members of the PMC agreed that the road project had not lasted, and that it had not brought too much benefit to their communities.

However, they were happy that for the first time they have been trained and are able to work together and join funds so that they can develop projects for their citizens.

The focal group illustrated that the communes were able to talk about their shared problems and attempt to find ways in which they could help each other solve problems and address issues that are being raised by their citizens

KUNGLIDA – Female Commune Chief Assistant (Preaek Dambouk)

"... The road now is very bad and has become dangerous, with many accidents for moto-cyclists and children. The only way we can repair the road again is through a joint effort. We really need a road that does not wash away during the rainy season, we will all work together to try to make this happen for the citizens."

UNG MEBG HUY – 2nd Deputy Commune Chief (Ruessei Srok)

"...The road was good before but we have no money to repair it, we can combine our funds again, but we all know that this will not be enough to repair the road".

TOUCH HENG - 1st Deputy Chief (Svaysach Phnum)

"... No one from the commune was employed to work on the road, the contractor had his own people from the District town, it did not help the economic situation in the community. Today we have no road, many citizens now complain to us about this situation but we can not do anything about it, next time we will do something different"

DDLG Mitigating the Problem

DDLG highlighted the issues of sustainability of development projects that entailed the rehabilitation gravel roads, a trend that was found to be almost a government policy after yeas of such work. More importantly DDLG was also concerned about the general lack of impact at local level, especially in terms of measurable economic benefits of such projects.

Between February and July 2008 UNDP engaged a international expert to analyse this issue. After 6 months of analysis, dialogue, and consultation, the project was able to furnish the Ministry of Interior with a new concept that promoted the development of "*permanent infrastructure*" and "*service*" types of projects such as training women in IGA activity, building long lasting irrigation systems, supporting local communities to overcome issues of social violence.

Since 2009 DDLG though its partnership with the RGC has been able to pilot "*service*" type inter-commune projects accounting for 33% of all ICC projects that have since been developed and implemented.

Lessons leaned have been captured by the RGC and incorporated into their policy and associated development project processes, though integration of the DDLG developed ICC guidelines in the PIM.

Revisiting the communes, that have, due to their early participation in the ICC component unfortunately not witnessed livelihood benefit, they still work together though lobbying at District and provincial level for funds to repair their road, illustrating the mutual trust that has been developed though inter-commune cooperation.

Today the commune chiefs and council members continue as a group to work together for a better future highlighting that;

..."*The implementation of inter-commune activities also facilitates capacity development for civic engagement through dialogues and interaction among stakeholders. An important aspect of the engagement is that it provides an opportunity to develop leadership qualities and develop local leaders.*" Source: DDLG MTR (2008)