Empowered lives.
Resilient nations.

Report

Outcome Evaluation of UNDP Cambodia Country Programme Action Plan 2011-2015 for Democratic Governance Outcomes

Prepared by

Frank Feulner, Ph.D.

Chey Tech

Phnom Penh · November 2014

Table of Contents

Disclaimer

The views expressed in this document are those of the authors and to not necessarily represent those of the United Nations Development Programme.

Executive Summary

This report sets out the findings and recommendations of an independent outcome evaluation of the UNDP Cambodia Country Programme Action Plan (CPAP) 2011-2015, in particular its Democratic Governance Outcomes. The evaluation was commissioned by the United Nations Development Programme (UNDP). The two-member outcome evaluation team undertook two in-country missions, respectively from 5-9 October 2014 and from 22 October to 1 November 2014.

The outcome evaluation was looking particularly at the following two CPAP Outcomes out of six:

- **CPAP Outcome 3:** By 2015, effective mechanisms for dialogue, representation and participation in democratic decision-making established and strengthened.

- **CPAP Outcome 4:** By 2015, sub-national administrations have capacity to take over increased functions.

The evaluation also assessed to what extent the above CPAP outcomes contributed to **UNDAF Outcome 4:** By 2015, national and sub national institutions are more accountable and responsive to the needs and rights of all people living in Cambodia and increased participation in democratic decision making.

Within democratic governance, UNDP's programmatic support is primarily concentrated in the following key areas: Strengthen Democratic & Decentralization Local Governance (DDLG), Partnership for Development Results (PfDR), Strengthening Democracy Programme (SDP) and Associations of Councils Enhanced Services Programme (ACES) which is under the outcomes 3 and 4 of the CPAP 2011-15. In late 2013, the UN joint-programme Disability Rights Initiative Cambodia (DRIC) was launched.

The objective of this forward-looking outcome evaluation was – after the mid-term review (MTR) of the CPAP in March 2014 – to review the progress made thus far in light of the evolving country context and to recommend possible interventions in preparation for development of the next UNDAF, the Country Programme document (CPD), and new CPAP for 2016-18.

The outcome evaluation has been conducted following the principles of the UNEG evaluation process as set out within the RBM handbook. It assessed whether and to what extent UNDP's programmes and projects are contributing to the achievement of the intended outcomes and to identify factors, which help or hamper the achievement of outcomes. Being an independent external evaluation, the findings, conclusions and recommendations made are the view of the external consultants and do not in any way represent the policies or opinions of UNDP Cambodia.

According to the "Guidelines for Outcome Evaluators", outcome evaluations include four categories of analysis and this evaluation will follow these categories: **1) Status of the outcome; 2) Factors affecting the outcome; 3) UNDP contributions to the outcome;** and **4) UNDP partnership strategy**.

The report is organised in five chapters. Following the introduction chapter and the chapter on description of the methodology, Chapter 3 provides an analysis of the situation with regard to the outcome, outputs and the partnership strategy. Chapter 4 describes key findings, including best practices and lessons learned. Chapter 5 provides a conclusion and recommendations for UNDP interventions of the future Country Programme.

Recommendations

- Review and re-align the projects under the democratic governance portfolio to comprehensively cover emerging opportunities that have the potential to strengthen democratic good governance and the rule of law, as well as to support the policy and development needs of the Government of Cambodia. Opportunities are likely to emerge in parliament, within parliamentary commissions covering portfolios related to human development, law and human rights, as well as in government departments developing policies and reform strategies, like at the Deputy Prime Ministers office and key ministries.

- Strengthen the synergies with other projects and programmes within UNDP and among UN agencies. This is suggested for projects within the Governance unit and with projects from other units, as well as between UNDP projects and other agencies, like for example UNICEF and UN Women.

- Develop a new engagement model and creating a new policy-driven project on democratic governance that will address the need for supporting dialog among national and sub-national partners, government and civil society actors. This new project will facilitate discussion and provide policy support on key governance issues, thereby bridging the current communication gap that exists between the sub-national grass root level and the central level.

- Re-engage with the National Assembly for achieving greater government accountability. With the opposition taking its seats in parliament the dynamics at the National Assembly are changing. More active parliamentary commissions allow for engagement on key human development issues as well as to increase representation and participation in the policy-making arena.

- Sharpen the focus of the democratic governance work at the sub-national level by going beyond the support of developing tools like Local Government Associations and in addition utilise those tools and the empowered councillors for mainstreaming issues like gender, human rights, and climate change among others.

- Strengthening the in-house advisory capacity within UNDP by hiring policy advisers and creating a policy group. With the substantially increased capacity UNDP will be prepared to support national partners like the National Assembly, ministries, working groups. The available in-house advisors will also deliver in a timely fashion the necessary knowledge and expertise to the projects under the democratic governance portfolio.

- Conduct a needs assessment and high level discussions on the usefulness of measuring public service delivery in order to improve services and to better address the concern and needs of the public. Potential partners for supporting greater public administration performance in Cambodia are the NCDD and the Ministry of Civil Service.

- Consider the establishment of an Access to Justice and Rule of Law initiative. Before establishing a completely new project which requires time and financial resources, such an initiative could originally be driven by an in-house policy adviser in the new policy unit.

Best practices and lessons learned

- UNDP is regarded as a loyal and significant partner in Cambodia. The successful history as a trusted major partner in key sectors, like democratic governance and decentralisation has generated expectations among counterparts that UNDP should continue to provide similar types of support in the future, both in terms of funding and technical assistance. In fact, the interviews conducted for this evaluation showed that there is an expectation towards UNDP to take a lead on issues related to democratic governance, including electoral management, rule of law, fostering inclusive dialogue, anti-corruption, and human rights, among others.

- Engaging with the media can increase UNDP's leveraging potential, as shown during the "edutainment" programming produced by Loy9. UNDP can benefit from engaging more with partners from the media, civil society, academia, and research institutions. Interlocutors during interviews with the evaluation team mentioned that in their view, UNDP interaction and engagement seems to be limited to government institutions and is taking place mainly in the capital Phnom Penh, with too few visits to the provinces. A broader engagement can be beneficial to build greater awareness of the specific contributions and services provided by UNDP around the human development concept.

- Reaching out to youth during the civic education component of the SDP programme has been a success. In Cambodia, over 66 percent of the population of 13.5 million are categorised as youth with an age ranging from 15-30 years. Reaching out to the youth as a target group for non-formal civic education by establishing media platforms and community outreach has translated into positive impact. Young Cambodians are keen observers of the political situation and supportive of democratic change. During the 2013 elections, official accounts reported that 69 percent of Cambodians have voted, a decline from 75 percent in the 2008 elections. However, surveys conducted by Comfrel showed that more than 10 percent, or 1.25 million, of the electorate's names may have been absent from voter lists, indicating that young voters were not deterred to participate in the elections and that they were very committed to mark their ballots.

- There is need for more UNDP in-house policy expertise available to projects and programmes. During several discussions conducted by the evaluation team with national partners it emerged that more technical expertise and input to policy discussions is expected from UNDP. The country office needs a critical mass of in-house capacity to coordinate and manage policy advisory services, particularly if it intends to continue supporting democratic governance. Funding resources are still perceived as important, but the need for technical contributions has been mentioned equally often. UNDP is regarded as an agency able to take a leading role in positively contributing to longer-term development and policy needs. Delivering more policy expertise can also be beneficial in informing high-level dialogues in partnership with the Government of Cambodia. Such dialogues, moderated by UNDP, can bring together experts for discussing development options in various fields, like economic development, social development, legal development, and democratic institutions.

- The implementation of projects and their mid-term reviews have shown that there is a need and an opportunity to utilise more expertise from UN agencies to enrich project

implementation. Another lesson-learned is that links and dialog between sub-national level and the national level are underdeveloped and could be fostered by projects like ACES.

- The DIM modality for SPD has been a good choice, since it allows for flexibility in addressing newly emerging needs and issues. Further, being independent from a national counterpart is more conducive to the focus of the programme which is the strengthening of democratic governance and oversight. A NIM modality in turn, would have the potential of institutional bias. The SDP programme did not underperform because of the implementing modality selected, but rather because of external factors and the serious reduction in available funding. For support on democratic governance that intends to engage a wide range of stakeholders and partners, this modality is very suitable and should be considered for a new project addressing the need for dialog among national and sub-national partners, government and civil society actor, and providing policy support on key governance issues.

- There is need for a strategy to engage substantively and programmatically with civil society. Closer cooperation with civil society, as practices for example in the new UN Joint-programme Disability Rights Initiative Cambodia (DRIC) should be replicated in other projects and programmes. Partnerships should be built on the basis of how productive and useful the activities and engagement of a partner organisation can be for the implementation of initiatives.

- Capacity development has continued to remain a major driver of UNDP's work and national partners continue to perceive it as a significant contribution and need for the future. However, clearer strategies on how to develop capacities through project support should be develop. Particularly the support to national institutes and centres that can take over the role of UNDP-funded trainers and consultants should be considered.

- Cambodia has established a coordination mechanism for dialogue with development partners and to promote development effectiveness. UNDP is Supporting this mechanism through its Partnership for Development Results (PfDR) programme, with the Council for the Development of Cambodia (CDC) as implementing partner. However, there are certain challenges with this mechanism. For example, the various Technical Working Groups do not cover all areas and does not always correspondent to the structure of the NSDP sectors. Some of the 19 Technical Working Groups are more active than others with their chairs being more or less open to discussion. The evaluation team learned that some development partners wish to see more discussion of cross-cutting issues.

1.   Introduction

1.1.   Background and context

This report sets out the findings and recommendations of an independent outcome evaluation of the UNDP Cambodia Country Programme Action Plan (CPAP) 2011-2015, in particular its Democratic Governance Outcomes. The evaluation was commissioned by the United Nations Development Programme (UNDP).

UNDP Cambodia's current Country Programme 2011-15 was designed to respond to the priorities identified in the Royal Government of Cambodia (RGC) National Strategic Development Plan (NSDP) 2009-13, with a special focus on helping accelerate progress towards the Cambodia Millennium Development Goals (CMDGs) by 2015. The CPAP is implemented through four programme components – poverty reduction, environment and climate change, democratic governance and gender equity.

Within democratic governance, UNDP's programmatic support is primarily concentrated in the following key areas: Strengthen Democratic & Decentralization Local Governance (DDLG), Partnership for Development Results (PfDR), Strengthening Democracy Programme (SDP) and Associations of Councils Enhanced Services Programme (ACES) which is under the outcomes 3 and 4 of the CPAP 2011-15. In late 2013, the UN joint-programme Disability Rights Initiative Cambodia (DRIC) was launched. In addition, programmes in other practice areas (poverty reduction, environment and CC) contain elements of governance work which is contributing to the above outcomes.

The growing demand for development effectiveness is largely based on the realisation that producing good deliverables is simply not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people's lives. UNDP has shifted from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome monitoring and evaluation that cover a set of related projects, programmes and strategies intended to bring about a certain outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned.

In addition to this, UNDP Cambodia has released the mid-term review (MTR) of the CPAP in March 2014 and mentioned the methodology of measuring the effectiveness of the programme outcome. The theory of change (TOC) approach was recommended to be used to understand the link between programme design and implementation and the level of achievement of the outcome. The TOC approach also provides a sound basis for recommendations on future support to governance.

1.2.   Objective of the evaluation

The objective of this forward-looking outcome evaluation was to review the progress made thus far in light of the evolving country context and to recommend possible interventions in preparation for development of the next UNDAF, the Country Programme document (CPD), and new CPAP for 2016-18.

Given the need to prioritise, refocus and sharpen UNDP's role in Cambodia, and considering the achieved progress in the past three years, the evaluation provides a basis for examining UNDP assistance in the area of democratic governance, its partnership strategies and better alignment to the wider UN programmatic framework, and key Government of Cambodia policy documents, like RS

3 and NDSP 2014-2018, etc. A final decision on repositioning in this area of work can be based on the results of the outcome evaluation.

The outcome evaluation in the area of Democratic Governance was looking particularly at the following two CPAP Outcomes out of six:

– **CPAP Outcome 3:** By 2015, effective mechanisms for dialogue, representation and participation in democratic decision-making established and strengthened.
– **CPAP Outcome 4:** By 2015, sub-national administrations have capacity to take over increased functions.

The evaluation also assessed to what extent the above CPAP outcomes contributed to **UNDAF Outcome 4:** By 2015, national and sub national institutions are more accountable and responsive to the needs and rights of all people living in Cambodia and increased participation in democratic decision making.

1.3.   Scope of the evaluation

According to the ToR for this outcome evaluation, the evaluation followed UNDP guidelines to assess whether and to what extent UNDP's programmes and projects are contributing to the achievement of the intended outcomes and to identify factors, which help or hamper the achievement of outcomes. Specifically, the outcome evaluation aimed to accomplish the following:

1) To determine the mechanisms by which outputs of programmes/projects lead to the achievement of the specified CPAP and UNDAF outcomes;
2) To determine if and which programme processes e.g. strategic partnerships and linkages, are critical in producing the intended outcomes;
3) To identify factors, which facilitate or hinder the progress in achieving the outcomes, both in terms of the external environment and those internal to the portfolio projects, including weaknesses in design, management, human resource skills, institutional capacity and resources.
4) To document lessons learned in the development and implementation stages.
5) To recommend mid-stream changes, if necessary, in the implementation of the programmes and projects.
6) To provide basis for development of the new UNDAF and CPAP for 2016-2018.

Any outcome evaluation depends on good monitoring and reporting. To this end, the outcome evaluation utilised the reported and reviewed achievements of the following UNDP-supported projects – Strengthen Democratic & Decentralization Local Governance (DDLG), Partnership for Development Results (PfDR), Strengthening Democracy Programme (SDP), Associations of Councils Enhanced Services Project (ACES), and the UN joint programme on Disability Rights Initiative Cambodia (DRIC) that was launched recently.

2.   Methodology

2.1.   Evaluation criteria and questions

The methodology used for the outcome evaluation applied the standard evaluation criteria as outlined in the UNDP Evaluation Office's "Handbook on Planning, Monitoring and Evaluating for Development Results" (2009), as well as the companion guides on "Outcome-level Evaluation" (2011) and the "Guidelines for Outcome Evaluators" (2002). The UNEG defines outcomes as developmental changes between the completion of outputs and the achievements of impact, and that are achieved in partnership with others. According to the "Guidelines for Outcome Evaluators", outcome evaluations include four categories of analysis and this evaluation will follow these categories:

1. Status of the outcome
2. Factors affecting the outcome
3. UNDP contributions to the outcome
4. UNDP partnership strategy

These categories correspondent to the standard objectives of an outcome evaluation noted above. The outcome evaluation took into account the following evaluation questions as suggested in the ToR:

Outcome Analysis

- What is the current situation and possible trend in the near future with regard to outcomes?
- Is there sufficient progress of the outcome against outcome indicators?
- What are the main factors both positive and negative that effect the achievement of the outcomes?
- Are the outcome indicators chosen sufficient to measure the outcomes?
- Are the outcomes guided by UNDP broad policy objectives on gender equity?
- What are the impacts (intended/unintended) for women and men?
- What are the factors that influenced the differences in participation, benefits and results between women and men?
- To what extent are synergies in programming such as partnership included among various UNDP programmes related to the CPAP outcomes?
- To what extent do the CPAP outcomes contribute to UNDAF Governance outcomes?
- To what extent are synergies in programming with other UN agencies contributing to the UNDAF outcomes?

Output Analysis

- Are the outputs still relevant to the outcome?
- Has sufficient progress been made in relation to the UNDP outputs?
- What the factors (positive and negative) that affect the accomplishment of the outputs?

Output-Outcome Link

- Can the outputs be credibly linked to the achievement of the outcomes?
- With the current interventions in partnership with other development partners and stakeholders, will UNDP be able to achieve the outcomes within the set timeframe and inputs or whether additional resources are required and new or changed interventions are needed?
- Has the UNDP partnership strategy been appropriate and affective?

- Has UNDP been able to bring together various partners to address the outcomes in holistic manner?
- What is the prospect of the sustainability of gained capacity and gender dimensions of UNDP intervention related to the outcome?

2.2. Data collection methods

Outcome evaluation activities began in October 2014 with desk reviews of project and programme documentation. The two-member outcome evaluation team undertook two in-country missions, respectively from 5-9 October 2014 and from 22 October to 1 November 2014. During the missions, the team received briefings from the UNDP Country Office and conducted semi-structured interviews on UNDP's projects and programmes and its contribution to Cambodia's governance development. The evaluation team also conducted field visits to Battambang Province, districts and communes. The list of people met is presented in Annex 3. The outcome evaluation team applied a multi-dimensional methodology:

Desk review

The evaluation team conducted a comprehensive desk-review of a number of key sources:

Country Programme sources mainly for intended outcomes, baselines and strategies:

- Country Programme Document (DPD) for Cambodia 2011-15
- Country Programme Action Plan (CPAP) for Cambodia 2011-15
- United Nations Development Assistance Framework (UNDAF)

Mid-term Review Reports of projects and programmes for outputs and outcome progress, factors affecting the outcome, UNDP contributions and partnership strategy:

- Review reports
- Reports of related regional and sub-regional projects and programmes
- Reports on progress of partners' interventions

Other sources mainly for outcome status and factors affecting the outcome

- Data from published sources on the outcome progress such as the government, private sector organisations, academia and national research institutes.
- Research papers on outcome-related topics from the government, NGOs, International Financial Institutions, academia, the UNDP National Human Development Report.
- Media sources that provide contextual information on the outcome progress, including extraneous factors related to society, culture or the environment and how they might affect the outcome.

The list of documents reviewed is presented in Annex 4.

Semi-structured interviews

The evaluation team conducted semi- structured interviews with a variety of counterparts:

- UNDP management team, programme and project staff
- Management of UN agencies
- Evaluation Focal Team

- Partners with whom UNDP has a substantive relationship in the pursuit of common outcomes. Partners included stakeholders involved in working towards the outcome; beneficiaries of outcome actions; and donors involved with UNDP on the outcome.
- Technical specialists, consultants, trainers, and other resource persons

The list of interlocutors is presented in Annex 3.

Field trip

The outcome evaluation team conducted a field trip with visits to selected programme and project sites in Battambang Province and districts.

Review and Analysis

Following the desk review and the interviews, a thorough and detailed review was undertaken by the evaluation team to deconstruct the outcomes in order to connect them to the programme and project outputs and activities conducted. Analysing the data in more detail, the evaluation team used a combination of both qualitative and quantitative methods.

Drafting the Evaluation Report

Once the review and analysis was completed, the evaluation team prepared the draft report. The four categories of analysis (status of the outcome, factors affecting the outcome, UNDP contributions to the outcome, and UNDP partnership strategy) lead the evaluation team to formulate recommendations. These recommendations include suggestions for improving UNDP's work under the given outcome and articulate lessons learned that can help UNDP in designing additional activities for the same outcome. Suggestions for improvement are offered in the recommendations section of the evaluation report.

In addition, the evaluation team used were possible a common rating system that permits performance comparisons across results. For the outcome evaluation, outcomes and outputs will be rated as follows:

Rating outcomes: The rating system assesses the degree to which progress towards achieving the outcome has been made, without attribution of success to any partner, as follows:

- ✓ Positive change (determined by evidence of movement from the baseline towards the end-SRF target measured by an outcome indicator)
- ✓ Negative change (reversal to a level below the baseline measured by an outcome indicator)
- ✓ Unchanged

Rating outputs: The rating system assesses the degree to which an output's targets have been met, serving as a proxy assessment of how successful an organizational unit has been in achieving its SRF outputs, as follows:

- ✓ No (not achieved)
- ✓ Partial (only if two thirds or more of a quantitative target is achieved)
- ✓ Yes (achieved)

The report is organised in five chapters. Following the introduction chapter and the chapter on description of the methodology, Chapter 3 provides an analysis of the situation with regard to the outcome, outputs and the partnership strategy. Chapter 4 describes key findings, including best practices and lessons learned. Chapter 5 provides a conclusion and recommendations for UNDP interventions of the future Country Programme.

3.   Situation analysis with regard to the outcome, outputs and partnership strategy

The analysis component of this outcome evaluation is mainly aimed at evaluating overall progress towards the democratic governance outcomes of the CPAP during the period under review from 2011 to 2014. The key findings, best practices and lessons learned are presented in Chapter 4, and the conclusion and recommendations for UNDP interventions in the future Country Programme are presented in Chapter 5. This Chapter first provides a picture of the external environment of Governance reform during the period under review, including the various Development Partners involved. Then, it introduces the scope of the UNDP interventions and programmes. Finally it presents an analysis of the status of the outcomes, the factors affecting the outcomes, UNDP contributions to the outcome, and the UNDP partnership strategy.

Cambodia over the past two decades has undergone a profound transition, from a post-conflict situation to a country ranked in the medium human development category. With ongoing GDP growth, Cambodia is likely graduating to lower middle-income-country status within the coming three years. The results of the general elections of July 2013 have shown that there is a strong momentum and urgency for reform. Issues like social justice, land rights, equality public-service delivery, anti-corruption, transparency, participation and environmental stewardship have emerged as key concerns among broad sections of society.

So far, limited opportunities for participation exist and there are few institutional mechanisms for the participation of civil society. In addition, there is insufficient access to information. After demonstrations and negotiations, in the second quarter of 2014, the opposition party in parliament agreed to participate in National Assembly sessions and to take up seats on parliamentary committees for the first time. A greater representation of opposition parties in the National Assembly and its committees can potentially lead to positive changes in Cambodia's political and governance environment. These changes can lead to reforms in key priority areas. At the same time, there is uncertainty about how viable the parliamentary opposition is and how the political situation will evolve. Engagement at the policy level and continued support to Cambodia's human development and economic growth can be favourable to reform.

In contrast to this fairly new situation, during the period covered by this report, governance reform has experienced muted success. The reform has focused on a number of core areas. In specific, in the arena of governance, three areas were tackled by programming and international assistance, namely Public Administration Reform (PAR), Public Financial Management (PFM), and Decentralisation and De-concentration (D&D).

Public Administration Reform (PAR)

The key players with regard to Public Administrative Reform are the Ministry of Civil Service (MCS) and NCDD under Ministry of Interior. Key Development Partner support for this reform has come from UNDP, AFD, SIDA, JICA, and ADB.

The law on the establishment of the State Secretariat of Civil Service 1996 provides for the State Secretariat for Civil Service. The Secretariat administers and regulates the civil services of the Kingdom of Cambodia and the State Secretariat for Civil Service is established under the Office of the

Council of Ministers. The Royal Government of Cambodia has outlined its goals for Administration Reform (NPAR), and its implementation strategy through the Strategy to Rationalise the Civil Service (SRCS), approved by the Council of Ministers in October 2011. The Government's administration reform efforts are coordinated by the Council for Administration Reform (CAR) and an inter-ministerial body established by a sub-degree in June 1999. Up to 2013, the CAR has been converted as a Ministry of Civil Servants by Royal Degree.

During the past conflict in Cambodia, the apparatus of a modern state had been completely destroyed and there very few educated people very available to staff the new state institutions. Reconstituting the state bureaucracy has been a high priority for the Cambodian government as it struggled to assert control over its territory and provide some basic services to the predominantly rural population. Progress has been slow. The adverse circumstances under which public administration evolved have led to a number of problems in the bureaucracy. There is a shortage of adequately qualified public servants, accountability and transparency are poorly developed, corruption is widespread, there is a weak rule of law, popular participation is negligible, financial flows are unpredictable and public service salaries are extremely low. These factors have contributed to the creation and maintenance of a system of public administration in which there are major problems of efficiency, effectiveness and responsiveness.

The Cambodian government has recognised the importance of a well-functioning system of public administration for national development. As in neighbouring Lao PDR, it has taken some time to reach this conclusion and to determine a comprehensive policy for administrative reform. This policy has been set down in the National Programme for Administrative Reform (NPAR - 1999) under the direction of the Council for Administrative Reform (CAR), a high-level group located in the Council of Ministers. NPAR has been absorbed under a broad Governance Action Plan (GAP - 2001) which straddles many areas of PAR. The GAP comprises crosscutting areas of reform that are considered crucial for Cambodia's development:

- Judicial and legal reform aiming at establishing basic rules of fairness and predictability,
- Public finance aiming at providing the financial underpinnings through which all governmental activities must take place,
- Public administration aiming at increasing the effectiveness of government and employees in carrying out public programmes,
- Anti-corruption aiming at establishing the framework of behavioural rules that set standards of probity in economic, social and political life,
- Gender equity which is critical to the government's objectives of poverty alleviation and social justice.

The NPAR delineates four specific reform areas some of which overlap or reiterate the GAP provisions:

1) Strengthening the rule of law;
2) Good governance for service provision;
3) Enhancing the civil service management;
4) Management of change.

These four areas of reform are being implemented in three phases:

- Phase 1: preliminary and priority activities which strengthen the foundation of the public sector;
- Phase 2: institutional restructuring, reorganisation and corresponding staff deployment;
- Phase 3: rationalisation of structures and procedures at all levels of government, and development of competence, responsibility and efficiency of civil servants through comprehensive capacity building.

Phase 1 has been completed and has involved such issues as strengthening the CAR secretariat. Attention has now moved to Phases 2 and 3 which involve far more substantial changes and will face much greater challenges in devising and prosecuting implementation plans which will make progress towards achieving the PAR policy goals. To accelerate the PAR process UNDP has suggested the need for greater openness and information exchange among stakeholders, establishing a 'win-win' environment for stakeholders; greater involvement of domestic stakeholders outside the state, greater innovation in public administration; improved communication skills in the public service leading to better understanding of PAR; and increased use of modern management tools.

Over time, there have been some advances in PAR. Firstly, government has taken steps to address one of the fundamental problems of Cambodian public administration—low pay. The average monthly pay has been raised from US$19.5 in October 2001 to US$28.1 in May 2002 with the objective of achieving average salaries of US$34.3 in 2003 on to US$51.5 in 2006. Secondly, the government has embarked on a programme of decentralization involving both devolution to democratically elected Commune Councils and deconcentration of authority in service-delivery ministries from central headquarters to their offices in the provinces. Thirdly, the concept of Priority Mission Groups (PMGs) has been suggested as a way forward to address bottlenecks and accelerate reforms by establishing teams of government officials who will receive financial incentives for demonstrated success in designing and implementing reforms. Fourthly, the Seila (literally 'foundation stone') initiative has demonstrated how a pilot project in decentralized development planning can be extended nationwide.

Despite these gains the difficulties of reform remain considerable and the real gains in terms of increased and improved service delivery are only modest. There is some concern that PAR is donor-driven, that there appears to be a drain of skilled personnel from the public service to donor-funded projects or even NGOs, and that results are only attained by making extra payments to participants working on reform initiatives.

UNDP assistance to PAR

To support the overall efforts of the RGC to promote good governance and create an environment for peace, justice and development, UNDP Cambodia has been actively involved with public administrative reform since 1994. In direct support of the NPAR, UNDP has provided assistance to the Council of Administrative Reform (CAR) aiming at:

(i) Strengthening the capacities of the CAR Secretariat to deal effectively with strategic planning, policy development, donor co-ordination, national consensus building and strategic management of the NPAR programme.
(ii) Facilitating the implementation of priority reform initiatives and sub-programmes as well as the development of implementation plans.

(iii) Support to conceptualization and preparation of the Priority Mission Group (PMG) scheme to accelerate reforms and increase the efficiency of public service delivery in priority areas of government administration

In this respect, a number of noteworthy results have been achieved in support of the consolidation of the public service foundations in areas such as establishing a new classification and remuneration regime, preparing the Priority Mission Group (PMG) scheme, human resource management and development, preparation of tools for organisation of the work within the administration, and capacity development of the CAR Secretariat.

Based on a productive partnership with the government as well as other donors, UNDP has and is also playing a leading policy definitional role in the area of decentralization in support of the government's SEILA programme being the successor to the Cambodia Area Rehabilitation and Regeneration (CARERE) projects from 1991-2000. The SEILA programme is a national effort to achieve poverty alleviation through improved local governance. It is the collective responsibility of an inter-ministerial body, the SEILA Task Force (STF), and has included a gradually increasing number of provinces since 1996 reaching full national coverage in 2003. UNDP is also contributing to improving participatory local governance for socio-economic development and poverty alleviation in Cambodia through the development and implementation of policies and strategies that enhance the capacities of local stakeholders.

Most of UNDP's other areas of intervention also all had a bearing on the support to public administrative and civil service reform and vice versa. This included specifically support to strengthen both legislative and judicial institutions in addition to other forms of reform for the executive institutions such as macroeconomic and fiscal policy reform. Empowering all branches of government is essential to make Cambodia's executive institutions more transparent and accountable while creating a new culture of checks and balances that is based on rights and obligations.

Public Financial Management (PFM)

Reform of Cambodia's Public Financial Management (PFM) is led by the Ministry of Economy and Finance (MEF) and supported by 13 donors, including among others the World Bank, ADB, EU, JICA, Sweden, and AFD. The PFM reform has four platforms:

1) Budget credibility;
2) Financial accountability;
3) Policy-based budgeting; and
4) Accountability for performance.

Support for Decentralisation and De-concentration (D&D)

The key players leading this D&D reform are the National Committee for Democratic Development (NCDD) and its secretariat (NCDD-S) under the Ministry of Interior (MoI), and key line ministries. The main Development Partners supporting the reform are among others ADB, EU, SIDA, UNDP, UNICEF, DFAD/ANZAID, UNODC, GIZ, and JICA.

D&D in Cambodia started in 2002, at the commune and *sangkat* (CS) level. From 2008/2009 onward, the reform entered a new phase, with the focus shifting to the district and municipality level (DM). The rational for the shift was that the CS, unlike the DM, are too small in size to be an effective layer for service delivery. The focus on DM however does not suggest that the CS and provincial levels are no longer addressed. Instead, the issues of CS functions, finance and personnel will continue to be considered with continuous adjustment by the Government and development partners.

Based on the Organic Law of 2008, the Government adopted a 10-year National Programme (2010-2019), which has become the roadmap of the reform. The DM level is the primary focus of that plan, although the CS and provincial and capital (CP) are also included. The Programme is divided into three stages, building on each other:

1) The first 3 years (commonly referred to as the IP3) are focusing on putting in place all of the legal and institutional structures;
2) The second phase will make (partly as a pilot) the put-in-place system work and produce result;
3) The third phase will focus on learning from the second phase and deepen and institutionalise the reform.

The first IP3 (2010-2014), reflecting the 10-year National Programme, focuses on five strategic areas: (i) accountability, (ii) functional assignment, (iii) finance, (iv) personnel management, and (v) reform management. The second IP3 (2015-2017) will adopt the same five areas, but with a focus to make the DM truly operational and deliver results.

Since 2008, the DM reform has been slow. First, while many laws and regulations have been put in place, less tangible results have been produced, leading to increasing sense of pessimism among many stakeholders, government and non-state actors (donors and CSOs) alike. However, despite the slow progress, D&D is still the best performing governance reform. Since the 2013 elections, the Government is under more pressure to accelerate reform, including improving public service delivery and state's responsiveness. A number of reforms have been initiated by reformist minded officials, including the Deputy Prime Minister and Minister of Interior and the Minister of Environment.

Pressure to accelerate reform also comes from donor agencies. Since the beginning, the success of D&D reform in Cambodia has been a story of donors getting buy-in and working closely with the Government to 'learn by doing' and gradually institutionalise the activities that reform has piloted, with initial support from donors, like for example the Commune/*Sangkat* Fund (CSF). Overall, however, the reform progress has been slow, creating a degree of frustration among key donors. Some donors continue to support the decentralised service delivery mechanisms set up under the D&D reform and managed through the NCDD-S. Because of the investment made so far, key donors are not withdrawing their support, but looking for entry points to push for more concrete actions, like supporting national implementation and instruments like the basket funds and PBA funded by SIDA and others implemented by the NCDD-S.

Donors see the key to more effective D&D reform process with the NCDD as the body responsible for overseeing the decentralization reform. It is currently headed by the Deputy Prime Minister and Minister of Interior, co-chaired by the Minister of Finance, including all the ministers or secretaries

of state from all key minsters as members. Whereas the NCDD is a political decision-making body, the operational and implementation issues rest with the NCDD-S. However, to ensure ownership of other line agencies, the NCDD-S is expected to only facilitate, while other line ministries, like Planning, Finance, Civil Service, National League, and technical line ministries, are supposed to implement their parts of the reform through a sub-programmes.

To implement the reform, six sub-programs (SP) were created, each focusing on different aspects of the reform, carried out by different agencies (in parenthesis):

- Sub-Program 1: Policy Development and Program Coordination (NCDDS)
- Sub-Program 1b: Development of Council Deliberation and Policy-Making Capacity (NCDDS)
- Sub-Program 2: Institutional and Human Resources Capacity Development for SNA (MOI)
- Sub-Program 3: Management of SNA Human Resources (Public Functions)
- Sub-Program 4: Sub-National Administration Resources (MEF)
- Sub-Program 5: SNA Planning and Investment Programming Systems (MOP)
- Sub-Program 6: Development of the Capacity of the Association(s) of Councils (NLCS).

In the IP3 First Phase, the whole reform management was structured around a sub-programme structure, with the composition as indicated earlier. Conceptually, it was designed to create ownership over this government-wide reform. However, challenges exist with regards to the lack of legislation and regulation which makes it difficult for the NCDD-S to hold other actors accountable. To ensure a more effective reform process, more political support from the highest level will be needed.

UNDP's positioning and action

The developments over the past years, as well as the preference by donors to support national implementation, have significantly influenced UNDP positioning and action, for example on D&D. In addition, political deadlock and turmoil prior and after the elections made it impossible for Development Partners to address some key governance issues. Support under the existing UNDP Country Programme and CPAP in relation to democratic governance has numerous challenges. The scope of the outcome evaluation focuses on CPAP Outcomes 3 and 4 on Democratic Governance. Outcome 3 is intended to promote effective mechanisms for dialogue, representation and participation in democratic decision-making. The Outcome has two Outputs. First, UNDP set out to support processes to increase interaction and accountability of elected representatives to citizens at national and local levels (Output 3.1), and second to strengthen civil society, the media and political parties to act as conduits to mobilise people to engage and interface with government (Output 3.2).

Under Outcome 4, UNDP supports the next stage of decentralisation and de-concentration with the objective to enable sub-national administrations to take over increased functions. The Outcome has three Outputs. First, the Ministry of Finance, Ministry of Planning and the National Committee for Sub-National Democratic Development (NCDD) are able to design, implement and monitor a capacity development strategy (Output 4.1); second, Local Administrations are able to effectively develop and implement local development plans (Output 4.2); and third, Local Government Associations are better able to advocate for their members and provide them with services (Output 4.3).

The CPAP project portfolio for the democratic governance outcomes comprises 4 ongoing projects of which three are implemented under the National Implementation Modality and one is implemented under the Direct Implementation Modality. These projects are:

- *Partnership for Development Results (PfDR)*

The PfDR programme intends to strengthen and extend Government capacity and systems in order to manage external development resources in a results-based manner. It is believed that this will help the Government to promote the achievement of the Cambodia Millennium Development Goals. The objective of the programme is to promote government's aid management capacities and partnership practice in order to achieve improved development results. This is to be achieved by: 1) revising the Royal Government of Cambodia aid management policy, 2) focusing attention to sector results by ensuring national and external resources are fully aligned with government sector/budget strategies; and 3) increasing use of national systems for programming, planning, Monitoring and Evaluation, coordination and resource mobilisation in a number of key sectors.

- *Strengthening Democracy Programme (SDP)*

The SDP 2011-15 is geared towards strengthening the formal and informal mechanisms for dialogue, representation and participation in Cambodia with the objective of ensuring that national and sub-national institutions are more accountable and responsive to the needs of all people living in Cambodia. The SDP will emphasize on two major components that are mutually reinforcing: 1) increased interaction and accountability of elected bodies to citizens through strengthened democratic processes and practices at national and sub-national level, and 2) strengthened civil society, media and political parties as conduits for citizen' participation in democratic processes and decision making. The SDP will continue to support key institutions and mechanisms for strengthening democracy in Cambodia, i.e. parliament, councils, electoral processes, and broader voter education, while focusing extensively on a wider set of intermediary institutions which support the space where people can engage, shape interests and hold government to account. These intermediary institutions, acting as conduits to improve access to information and promote citizens' participation, are civil society organisations (CSOs), media and political parties.

The SDP programme was mid-term reviewed in September 2013.

- *Associations of Councils Enhanced Services (ACES) Project*

The ACES project is aimed at turning the National League of Communes and *Sangkats* (the League) into an effective representative of local voices for democratic development. The project builds on the previous EU-UNDP support project for Democratic Decentralised Local Governance (DDLG, 2006-11) which enabled the establishment and the development of the League, the only Local Government Association in Cambodia. As the sole representative of Local Council interests, the League is critical to the successful outcome of the country's decentralisation process participating in policy reform and project implementation. The project endeavours for the League to make a qualitative leap forward, building on the experience of the previous six years. The envisaged qualitative changes of the League are: 1) Local Impact: major impact at the local level working through strengthened Provincial Associations; 2) Proactive Policy Formulation: proactive advocacy of Local Council and citizen interests contributing to the RGC's decentralisation reforms; 3)Democratic

Governance: institutional focus on local democratic practices including access to information, civic engagement, public ethics, downward accountability, and effective council oversight of the executive. Under IP3/NCDD, ACES has been providing support to establish the associations of sub-national councils into two types i) the national association of capital and provincial councils—regional councils and ii) league of district, municipal, *Khan*, Commune and *Sangkat* Councils—local councils.

The ACES project is aligned with the League's second strategic plan 2011-15 and the Royal Government of Cambodia's decentralisation policies, in particular the National Programme of Sub-National Democratic Development (NP-SNDD) 2010-19 and its first Implementation Plan (IP3) 2011-13. It substantially contributes to the UNDAF and UNDP's CPAP. The League is the principle implementing partner of the ACES project, it is responsible for ensuring the consistency of project outputs to its own strategic plan and IP3/NP-SNDD. A partnership approach to implementation will be pursued with various stakeholders involving the Senate, NCDD Secretariat, national Ministries, sub-national administrations, CSOs and citizens.

The ACES project was mid-term reviewed in August 2014.

- ***UN Joint-programme Disability Rights Initiative Cambodia (DRIC)***

The DRIC goal of the initiative is the improved quality of life for people with disability. For evaluation purposes, this is seen as a long-term, aspirational goal. While achievement of the outcomes will contribute to improvements in the quality of life for persons with disabilities within the life of the initiative, given the situational analysis and available resources it is not expected that the initiative will have sufficient impact for this goal to be adequately achieved within the five year life of the initiative. For the initiative as a whole, the end-of-program outcome is set at an ambitious but realistic level: People with disability have increased opportunities for participation in social, economic, cultural and political life through effective implementation of the National Disability Strategic Plan, aligned to the Convention on the Rights of Persons with Disabilities.

The initiative has been designed with four components, each of which will contribute to achievement of the end-of-program outcome. The components, implementing agencies and their end-of-program outcomes are: Component 1: Supporting Government implementation of the Convention on the Rights of Persons with Disabilities (implemented by UNDP). MoSVY/DAC effectively coordinates implementation of the National Disability Strategic Plan, aligned to the CRPD. Component 2: Supporting Disabled People's Organisations to raise the voice and protect the rights of people with disability (implemented by UNDP). Disabled People's Organisations effectively represent the needs and priorities and advocate for the rights of people with disability. Component 3: Supporting rehabilitation systems strengthening (implemented by WHO). Improved rehabilitation services for people with disability. Component 4: Inclusive governance and inclusive community development (implemented by UNICEF). Increased capacity of and collaboration between subnational decision makers, civil society and communities to achieve the rights of people with disability.

Governance and decentralisation are the smallest components of the CPAP project portfolio of 20 ongoing projects and have the smallest resource-mobilisation results, using mainly core funds. The Mid-Term Review of the CPAP conducted in 2014 analysed the financial situation by CPAP outcome,

comparing the original CPAP targets with the resources planned in the project documents, the cumulative 2011-2013 delivery and the projected delivery through end-2015 (with all figures based on ongoing projects and excluding those carried forward from the previous CPAP). According to the MTR, "Poverty reduction (Outcome 1) and climate change and environment (Outcome 2) are by far the areas with the highest resource-mobilisation results. Combined, they account for close to three-quarters of total expected CPAP delivery. Capacity development for planning and aid effectiveness (Outcome 5), and gender (Outcome 6) follow at a distance. Governance and decentralization (Outcomes 3 and 4) are the smallest components" (MTR, CPAP 2011-15, p. 6).

3.1 Status of CPAP Outcomes 3 and 4

This section assesses the progress towards the Governance Outcomes. The Strategic Results Framework (SRF) of the CPAP foresees two expected outputs to be achieved under Outcome 3, namely *Increased interaction and accountability of elected bodies and authorities to citizens through strengthened democratic processes at national and sub-national level* (Output 3.1)*,* and *Strengthened civil society, media and political parties as conduits for citizens' participation in democratic processes and decision making* (Output 3.2).

In 2014, the indicators provided in the CPAP for measuring the achievements of the two Outputs under Outcome 3 remain very ambitious and even unachievable. One example is the indicator under Output 3.1 which foresees that a Law on National Identity would be drafted by 2015; another is the expected number of Parliament-led youth outreach programmes by 2015. Under Output 2, indicators focus on the number of media outlets that enable dissemination of information and dialogues on rights-based development and CMDGs by 2015; as well as the number of political parties that adopt a strategy to increase women's elected candidates for her commune councils and national election by 2015.

A similar high ambition is reflected in the indicators for measuring the achievements of Outcome 3. The evaluation team learned that no outcome monitoring has been conducted. The indicators, baselines and targets do not satisfy the SMART criteria and it is expected that none of the outcome indicators are likely to be fully achieved. They include for example an expected increase of the percentage of sub-national councils that disclose public information of their expenditures. Another expected benchmarks are the establishment of a MDG Committee in the parliament, as well as the increase of women as elected commune councillors to 25% by 2025.

For Outcome 4, the CPAP foresees three expected outputs, namely that the *Ministry of Finance, Ministry of Planning and the National Committee for Sub-National Democratic Development (NCDD) are able to design, implement and monitor a capacity development strategy* (Output 4.1), that *Local Administrations are able to effectively develop and implement local development plans* (Output 4.2), and that *Local Government Associations are better able to advocate for their members and provide them with services* (Output 4.3). Whereas some indicators for measuring the achievements of outputs under Outcome 4 remain very ambitious, some indicators refer to governance areas where there is no longer any UNDP support.

The evaluation team did not receive any specific annual programme or project review reports that would include a monitoring or reporting on the contributions by the various programmes and projects under the governance portfolio in achieving CPAP Outcomes 3 and 4. The evaluation team,

however, obtained and consulted other sources of contextual information, like the Mid-term Review reports for some of the projects and programmes implemented by the country office. The evaluation team combined the information contained in these reports with the baselines in project documents, as well as information from other sources on trends in policy formulation, changes in human development indices over time, and other changes.

Among the activities implemented by the governance unit, two in particular have been delivering outputs that are contributing to CPAP Outcomes 3 and 4. These are the Strengthening Democracy Programme (SDP) and the Associations of Councils Enhanced Services (ACES) project. The Mid-term Review of the CPAP completed in March 2014 confirmed the relevance of the outcomes on democratic governance and decentralisation. The outcomes remain central to the government priorities as defined in the Rectangular Strategies II and III and the NSDP. However, the MTR highlighted that governance and decentralisation stand out as areas with uneven coverage, with only two of the five original outputs being addressed through projects. In addition, due to the political context, projects in this area have faced limitations in their engagement of partners and their activities. These factors are impacting on the status and progress of Outcomes 3 and 4. The MTR rated the progress of these outcomes both as not satisfactory with a low likelihood of future progress.

This outcome evaluation was conducted in October 2014, eight months after the MTR. There has not been much change with regard to the status of the outcomes on democratic governance. During interviews the evaluation team sought key respondents' perceptions about the outcomes and expected outputs. Considering the political deadlock and turmoil prior and after the elections, as well as the lack of co-operation and interest from the Government side, the contributions of ongoing projects to the CPAP Governance Outcomes remained less than planned during the design. Nevertheless, the projects have produced results that may not directly corresponding to the outcome indicators, but contribute to strengthening democratic governance.

The outcome evaluation faced some limitations in conducting an assessment of the combined contribution of the various projects towards the achievement of outcomes. When asked about progress towards CPAP outcomes, programme partners during interviews explained that they have been operating more or less as self-contained initiatives foremost aimed at achieving project and programme outputs and to a lesser degree programme outcomes with a limitation to link these to the bigger picture of the UNDP Country Programme and CPAP. Other issues included the very broad formulation of some of the outcome statements and related outputs in the CPAP, including limited availability of indicators in the CPAP log frame.

3.2   Factors affecting CPAP Outcomes 3 and 4

This section examines the factors that are influencing the outcomes related to democratic governance. As a point of departure, the analysis tests the development hypothesis that was formulated, as well as the underlying assumptions. It uses the analysis undertaken prior to the outcome evaluation, as well as opinions and perceptions by experts in the field, by consulting diverse sources and speaking with partners. The evaluation team also consulted with local sources of knowledge about factors influencing the outcomes, including senior civil society representatives and members of the National Assembly and Senate of Cambodia.

Over the period under review, the UNDP Governance team has experienced high staff turnover from 2012 onwards. The position of Governance Team Leader has been vacant. Nevertheless, the team was still able to deliver significant results through its ongoing projects, like in the area of engaging youth and commencing the disability initiative, as well as conducting significant resource mobilization. In following, the synthesized major factors are discussed separately for outcomes 3 and 4.

CPAP Outcome 3

As mentioned, there are currently two UNDP projects that are considered contributing to the achievement of Outcome 3, namely SDP and ACES. The two projects are contributing to Output 3.1, with Output 3.2 remaining largely uncovered since the last national elections in 2013. In order to assess the factors affecting Outcome 3, it is helpful to deconstruct the Outcome first into some sub-components. It becomes clear, that the SDP programme design includes almost all elements that are also contained in Output 3.1 and Output 3.2 of the Outcome 3.

The programme document of the SDP describes the approach of the programme as representing "a concerted effort to address programmatically the arena that exists between the state and the individual in which people interact to hold the state accountable, shape public debate, participate in politics and express their needs and opinions". Whereas the situation analysis is clear regarding the possible areas of engagement, there is hardly any mentioning of the pervasive dominance of the governing Cambodian People's Party. Further, the design leaves the implementation details and modalities of the numerous programme components mainly undefined. Possible lack of funding and lacking political will are anticipated in the risk log, with those risks starting to impact on the programme from the very start of its implementation.

The hugely ambitions programme framework with its intended outputs and activities represents a combination of activities, focus areas and beneficiaries. The programme design anticipates partnering with a number of state and non-state organisations and about building relationships and offering various types of support to partners. All of these approaches require a lot of dedication, trust building, time, and resources. Interaction with each institutional partner needs to be tailored to the specific needs and interests. Equally, a complete programme management team should have been mobilised and put in place, including a full-time international Chief Technical Adviser, international Parliament and Gender Specialist, and a M&E officer to ensure quality control, continuous monitoring, and risk management. None of these positions are put in place.

With SDP, UNDP shifted from assisting electoral reform as previously done in Cambodia to focus on working with the media and civic education. The programme is implemented under the Direct Implementation Modality that allows for flexible modalities and partnerships to address issues perceived as sensitive, but developed only few modalities to address the issues foreseen in the programme design, with progress being generally limited. For example, the programme supported dialogue through talk shows that were broadcast widely, engaging politicians, civil society and the media. This work was implemented through two media initiatives, the Loy9 programme produced by BBC Media in Action, and Equity TV by TVK.

Other parts of the programme design have not been implemented so far, mainly due to the lack of previously anticipated non-core resources. Of the total budget for SDP of USD 15.9 million, only USD

4.2 million core-resources were initially allocated. Another factor that seriously constrained programme implementation has been the political environment. The Cambodian People's Party has been dominating the executive and legislative branches and controlling all political developments. These factors are also affecting the programme's contribution to CPAP Outcome3. However, recent changes in the political context in Cambodia are likely creating new opportunities.

CPAP Outcome 4

UNDP has been successfully supporting decentralisation in Cambodia for over a decade and its contributions in this area are widely acknowledged. All people interviewed, regarded UNDP as an important partner in supporting decentralisation and local governance. Transitioning towards a different engagement and focus in the support provided has proven difficult. The resources mobilised for this outcome and the projected delivery are well below the original commitment.

The Associations of Councils Enhanced Services (ACES) project is critical to UNDAF Outcome 4, and more specifically, it concentrates on UNDP CPAP Outcome 4. Here, the project addresses one output out of three, namely Output 4.3. Currently, the remaining two outputs are not addressed by any UNDP programme or project, resulting in engagement and progress in the area being below expectations. The ACES project focuses its support on the associations of regional (capital and provinces) and local councils (districts and communes). So far, statutes and internal rules including a code of conduct for local councillors were drafted. However, associations are merely tools to build capacities and the link to strengthening sub-national councils to become more inclusive, participatory and transparent in their work remains to be established. With the changing political landscape, there are opportunities for councils to become more dynamic in future, and the area of support remains very relevant.

The Mid-term Review of ACES conducted in August 2014 shows that the ACES project performance remains relatively high, even within a restrictive operational environment that has witnessed a shortfall in available funds for implementation. The project has yielded some sustainable high level outcomes in terms of its deliverables and its contributions to CPAP and UNDAF. This fact can be mainly credited to the good relationships that are in place and due to the commitment of the government counterpart as well as individual councillors to the establishment and work of the Local Government Associations. The limited financing however has reduced the opportunity for the project to mobilise important key experts, to fund some key activities anticipated in the project document, and to fully support the initial project strategy.

3.3   UNDP contributions to the outcomes and partnership strategy

Contributions to outcomes

This section assesses key UNDP contributions to the Outcomes 3 an 4 comprising the range of programmes and projects. As evident from the deliverables of the projects, many of the project activities have been designed and implemented in order to achieve the anticipated project outputs, with the alignment to the expected higher level democratic governance outcomes being limited and not necessarily being the primary focus. Another reason for the outcomes progressing only slowly has been the focus on activities and outputs by the various implementing partners. During

interviews with implementing partners as well as project and programme staff the evaluation team learned that the articulation of outcome strategies could be improved.

The contributions by UNDP through the SDP programme to CPAP Outcome 3 have been successful particularly regarding the media component of Output 3.2 (*Strengthened civil society, media and political parties as conduits for citizens' participation in democratic processes in decision making*). However, despite the fact that some programme outputs were successfully delivered as planned, the expected overall programme outcome is falling short of what has been planned. No technical specialists were recruited as foreseen in the Programme Document and UNDP technical expertise or UN agency expertise has not been utilised during for the civil education component. Successful talk shows were implemented by sub-contractors but no sustainable partnerships with civil society organisations, media outlets, or political parties were created, that could be utilised for the implementation of future assistance projects in the area of democratic governance. Nevertheless, despite all these constraints, SDP has opened-up space for future sustained engagement, particularly with regard to media and democracy and civil society participation.

The National Programme for Sub-National Democratic Development (NP-SNDD) explicitly acknowledges the critical roles that Local Government Associations play in supporting and reinforcing decentralisation reform. Through advocacy and capacity development of Councils, LGAs have the potential to boost and sustain progress of the other four NP-SNDD programme areas. UNDP has been realigning its support to decentralisation and has been supporting LGAs through the ACES project. However, since the completion of the project "Strengthening Democratic and Decentralised Local Government" in Cambodia (DDLG), overall technical assistance by UNDP to the sub-national level has become limited.

The ACES project has made valuable contributions to the establishment of the LGAs and their operation, but the effect of advocacy and capacity building by those associations is not very visible so far. (i) Advocacy: NACPC was successfully advocated for 0.3% of capital and provincial admin fund—national chart account 60 & 62 for membership fees). Currently, both associations sent their representatives participating in NCDD-sub committees (these committees play role in developing policies, system and procedure for Cambodian decentralization/sub-national implementation, ii) NACPC conducted training courses on LGA concept and facilitation skills to members (17 provinces) and iii) CD strategy for commune and *sangkat* councils was developed and approved by league.

UNDP's contributions through the ACES project to CPAP Outcome 4 are on track with regard to Output 4.3 (*Local Government Associations are better able to advocate for their members and provide them with services*). The link between having LGAs established and more empowered councillors, as well as the link between more effective local councils and national-level policy discussion needs more attention, most ideally through the technical assistance provided by a full-time International Technical Adviser and a number of senior technical specialists as initially foreseen in the ACES project document. So far, the project has no international senior advisors or local governance specialists and it does not fully utilise knowledge on local governance and decentralisation that available from UNDP regionally and globally, or from other UN agencies.

A very positive aspect of UNDP's long-standing support to decentralisation in Cambodia is the multiple relationships that have been fostered. UNDP through the ACES project and its predecessor DDLG and UNDP Decentralisation Support Project (DSP) has established valuable partnerships from

the national level to the provincial and from the provincial level to the district and commune levels. These partnerships or "intermediary results" can be the backbone of future support in the area of sub-national governance support. With the subtle changes being experienced in the political environment especially at the sub-national level, the ACES project has the potential to become even more strategically important in the context of the democratic process and the implementation of the Government of Cambodia's Decentralisation and De-concentration (D&D) policies.

Partnership strategy

The Guidelines for Outcome Evaluators state that "outcomes are influenced by a complex range of factors. Making change happen invariably requires the concerted action of several different institutions and managers. No single actor can be held accountable for change that occurs at the outcome level". This section is assessing the partnership strategy that UNDP crafted and implemented for each of the programmes and projects.

According to the findings of the SDP mid-term review, the partnership strategy of the programme did not materialise. The programme attempted to utilise the capacity of NGOs, becoming more involved in regional groupings and forging South-South cooperation. In addition, productive linkages among UN agencies, such as OHCHR, UN AIDS, UN Women, UNICEF, were all mentioned as critical to achieve the programme goals. Although some agencies sit on the programme board, their involvement seems to be more advisory than active involvement in implementation. Most striking according to the MTR is the lack of a clear and coherent engagement with CSOs, which are very important for both the implementation of activities and as beneficiaries.

The ACES project document foresees promoting South-South cooperation as an integral part of this project by UNDP playing a supportive role in facilitating this kind of cooperation. Indeed, UNDP as a knowledge based organisation with a global network is well placed to support the exchange of development experiences. With technical support of the DDLG, the league was a member of UCLG/ASPAC in 2007 at Jeju, Republic of Korea, the Decentralisation Committee in 2009 in Barcelona, Spain, and World UCLG in 2010. Within the ACES project, NACPC was a member of UCLG-ASPAC in 2010 in Colombo, Sri Lanka. As members of UCLG-ASPAC, it has been given the opportunity to share and learn experiences with other local governments, associations or countries. From 2011 until 2014, no significant activities have been conducted to support the linking of the National League with other associations.

4. Key findings including best practices and lessons learned

4.1 Key findings

The CPAP 2011-15 on democratic governance states that UNDP needs to engage more with civil society and the media, and to focus on supporting citizen engagement, participation and accountability, including at local level. A common feature of this Outcome on Democratic Governance is the need to access, share and utilise information. A knowledgeable and well-informed public will have greater chances to influence political decision-makers and their policies. The relevance of this outcome at the time of design has not changed until this outcome evaluation was conducted. The SDP programme embraces the needs formulated in the CPAP and includes them in its design through the focus areas of access, freedom, knowledge, information, and civic rights. The strategic positioning of UNDP is visible in the design.

The communication and outreach components of the SDP programme were the most successful. The Loy9 initiative produced by BBC Media in Action and funded by SIDA Sweden, as well as Equity TV by TVK, addressed sensitive issues of the relationship between duty bearers and right holders. It had an audience of 2.5 million (both TV and radio) and is recognised by development partners as an innovative and successful way of addressing a challenging issue. The programme also aimed at building a culture of dialogue through engagement with political parties, the media and civil society. However, in spite of good efforts for finding acceptable modalities to address these issues, progress has been in general limited, with few success stories.

Equally, the component in the SDP programme on supporting mechanisms for women's enhanced participation in politics and decision-making at the national and sub-national level, so far, did not have many activities. The very active CSO community in Cambodia working on gender issues has not been utilised by UNDP to foster active partnerships with those CSOs.

4.2 Best practices and lessons learned

- UNDP is regarded as a loyal and significant partner in Cambodia. The successful history as a trusted major partner in key sectors, like democratic governance and decentralisation has generated expectations among counterparts that UNDP should continue to provide similar types of support in the future, both in terms of funding and technical assistance. In fact, the interviews conducted for this evaluation showed that there is an expectation towards UNDP to take a lead on issues related to democratic governance, including electoral management, rule of law, fostering inclusive dialogue, anti-corruption, and human rights, among others.

- Engaging with the media can increase UNDP's leveraging potential, as shown during the "edutainment" programming produced by Loy9. UNDP can benefit from engaging more with partners from the media, civil society, academia, and research institutions. Interlocutors during interviews with the evaluation team mentioned that in their view, UNDP interaction and engagement seems to be limited to government institutions and is taking place mainly in the capital Phnom Penh, with too few visits to the provinces. A broader engagement can be beneficial to build greater awareness of the specific contributions and services provided by UNDP around the human development concept.

- Reaching out to youth during the civic education component of the SDP programme has been a success. In Cambodia, over 66 percent of the population of 13.5 million are categorised as youth with an age ranging from 15-30 years. Reaching out to the youth as a target group for non-formal civic education by establishing media platforms and community outreach has translated into positive impact. Young Cambodians are keen observers of the political situation and supportive of democratic change. During the 2013 elections, official accounts reported that 69 percent of Cambodians have voted, a decline from 75 percent in the 2008 elections. However, surveys conducted by Comfrel showed that more than 10 percent, or 1.25 million, of the electorate's names may have been absent from voter lists, indicating that young voters were not deterred to participate in the elections and that they were very committed to mark their ballots.

- There is need for more UNDP in-house policy expertise available to projects and programmes. During several discussions conducted by the evaluation team with national partners it emerged that more technical expertise and input to policy discussions is expected from UNDP. The country office needs a critical mass of in-house capacity to coordinate and manage policy advisory services, particularly if it intends to continue supporting democratic governance. Funding resources are still perceived as important, but the need for technical contributions has been mentioned equally often. UNDP is regarded as an agency able to take a leading role in positively contributing to longer-term development and policy needs. Delivering more policy expertise can also be beneficial in informing high-level dialogues in partnership with the Government of Cambodia. Such dialogues, moderated by UNDP, can bring together experts for discussing development options in various fields, like economic development, social development, legal development, and democratic institutions.

- The implementation of projects and their mid-term reviews have shown that there is a need and an opportunity to utilise more expertise from UN agencies to enrich project implementation. Another lesson-learned is that links and dialog between sub-national level and the national level are underdeveloped and could be fostered by projects like ACES.

- The DIM modality for SPD has been a good choice, since it allows for flexibility in addressing newly emerging needs and issues. Further, being independent from a national counterpart is more conducive to the focus of the programme which is the strengthening of democratic governance and oversight. A NIM modality in turn, would have the potential of institutional bias. The SDP programme did not underperform because of the implementing modality selected, but rather because of external factors and the serious reduction in available funding. For support on democratic governance that intends to engage a wide range of stakeholders and partners, this modality is very suitable and should be considered for a new project addressing the need for dialog among national and sub-national partners, government and civil society actor, and providing policy support on key governance issues.

- There is need for a strategy to engage substantively and programmatically with civil society. Closer cooperation with civil society, as practices for example in the new UN Joint-programme Disability Rights Initiative Cambodia (DRIC) should be replicated in other projects and programmes. Partnerships should be built on the basis of how productive and

useful the activities and engagement of a partner organisation can be for the implementation of initiatives.

- Capacity development has continued to remain a major driver of UNDP's work and national partners continue to perceive it as a significant contribution and need for the future. However, clearer strategies on how to develop capacities through project support should be develop. Particularly the support to national institutes and centres that can take over the role of UNDP-funded trainers and consultants should be considered.

- Cambodia has established a coordination mechanism for dialogue with development partners and to promote development effectiveness. UNDP is Supporting this mechanism through its Partnership for Development Results (PfDR) programme, with the Council for the Development of Cambodia (CDC) as implementing partner. However, there are certain challenges with this mechanism. For example, the various Technical Working Groups do not cover all areas and does not always correspondent to the structure of the NSDP sectors. Some of the 19 Technical Working Groups are more active than others with their chairs being more or less open to discussion. The evaluation team learned that some development partners wish to see more discussion of cross-cutting issues.

5.   Conclusion and recommendations for UNDP interventions in the future Country Programme

5.1   Conclusion

Given the recent developments in Cambodia, the priorities of the global UNDP Strategic Plan 2014-17 seem appropriate to guide the future Country Programme. The plan's focus on inclusive and sustainable growth, the rule of law and accountability, institutional strengthening to achieve universal basic service delivery, women's empowerment, and greater resilience to manage risks, including those arising from climate change, and the multiple interrelationships that exist between these development outcomes provides a good basis to address several of Cambodia's key priorities and challenges.

From findings of the CPAP MTR as well as interviews conducted by the outcome evaluation team it appears that UNDP could make greater use of its comparative advantage in Cambodia and the expertise available to it as an international knowledge organisation[1]. Particularly its experience of working in middle-income countries around the world and the various lessons-learned with regard to democratic governance in transition countries can be of great value. Expectations have been shared with the evaluation team by government partners, civil society representatives and development partners that UNDP will take on a more leading role in the area of democratic governance in Cambodia, particularly during the time of potentially greater openness and opportunities.

More reforms will probably be launched in the coming months by the Government of Cambodia, but lead ministries are likely not accustomed the approach technical assistance providers like UNDP for support. For UNDP this means that flexibility and adequate implementing modalities need to be applied to address opportunities in the area of democratic governance.

In order to utilise its comparative advantage and become a leader in addressing Cambodia's democratic governance, UNDP needs to clearly articulate its identity and role. After identifying the thematic focus and key issues for support, during implementation UNDP can build on its strengths to mobilise the best international expertise and knowledge on the issues. The following section of the evaluation report provides a number of recommendations on how UNDP strategic positioning can be combined with developing partnerships that support meaningful and sustainable support.

5.2   Recommendations

The four categories of analysis applied – i.e. 1) status of the Outcomes 3 and 4; 2) factors affecting the Outcomes; 3) UNDP contributions to the Outcomes; and 4) UNDP partnership strategy – lead the evaluation team to formulate recommendations. These recommendations include suggestion for improving UNDP's work towards the Outcomes on Democratic Governance. As specifically included in the terms for this outcome evaluation, the recommendations also include ideas for positioning

---

[1] The CPAP MTR lists several dimensions of UNDP's comparative advantage. They are: Long-standing association, impartiality, compatibility with national approach, support for multi-sectoral interventions, access to global expertise, showcasing Cambodia's development experience and achievements, flexibility and responsiveness, support to UN system coordination. See, UNDP Cambodia: Country Programme Action Plan (CPAP) 2011-15, Mid-term Review Report, March 2014, pp. 15-16.

UNDP in the future and for forward looking suggestions on what kind of interventions UNDP could include in the future Country Programme:

- **Review and re-align of the projects under the democratic governance portfolio to comprehensively cover emerging opportunities that have the potential to strengthen democratic good governance and the rule of law, as well as to support the policy and development needs of the Government of Cambodia. Opportunities are likely to emerge in parliament, within parliamentary commissions covering portfolios related to human development, law and human rights, as well as in government departments developing policies and reform strategies, like at the Deputy Prime Ministers office and key ministries.**

With Cambodia becoming better equipped to address its own development challenges, UNDP should progressively focus on policy support and those governance issues that prove to be most difficult to resolve. This should be done by systematically using the human-development approach geared to generating measurable improvements in people's lives and the hallmark of UNDP's work. During the project design phases, or the re-alignment of existing projects, assessments and projections of the expected human development gains should be included, allowing for the formulation of more detailed baselines and outcome indicators. This will allow evaluators to conduct objective monitoring of project progress and final evaluation of outcomes. For ongoing projects this means a trimming of activities within over-ambitious programmes. Further, staff capacities and numbers should commensurate with the actual needs and design of projects.

Cambodia after the elections is still in a phase of self-reflection, with the realisation of the need to reform not yet translating into more openings. However, many interlocutors during interviews with the evaluation team expressed the view that more reform seems possible. In this situation, the evaluation team recommends to develop new projects with flexible components that will allow increasing activities and support to crucial governance areas as soon as the new openings occur. Existing projects may benefit from a review and the adjustment of their components to allow for a similar flexibility. As suggested in the recommendation below, in-house policy advisers should be available to support various projects with technical advice and become the lead on key component issues.

- **Strengthen the synergies with other projects and programmes within UNDP and among UN agencies. This is suggested for projects within the Governance unit and with projects from other units, as well as between UNDP projects and other agencies, like for example UNICEF and UN Women.**

As remarked by UNDP senior management, there is considerable potential for improving horizontal and vertical integration within the country programme and developing linkages across the policy cycle. The alignment of the new CPAP period with the national NSDP is considered a step in the right direction. To this end, further application of the Theory of Change method to strengthen programmatic practice should be supported.

For UNDP this does not necessarily mean more joint programming but rather closer collaboration with other UN agencies on common issues. In addition, UNDP is a global knowledge organisation and recent positive experiences with South-South cooperation should be replicated and expanded throughout the programme. Particularly, experiences from other ASEAN countries, South Asia and East Asia can provide options for Cambodian policy makers to consider, in light of the country's

approaching graduation to middle-income-country status. There are several opportunities for streamlining and re-alignment of project coverage. For example, the governance support delivered by various country offices in the ASEAN and East Asian region and the lessons learned can be very helpful for projections and project design in Cambodia. The Regional Office in Bangkok can serve as an information centre and knowledge pool about successful project interventions and partnership strategies.

- **Develop a new engagement model and creating a new policy-driven project on democratic governance that will address the need for supporting dialog among national and sub-national partners, government and civil society actors. This new project will facilitate discussion and provide policy support on key governance issues, thereby bridging the current communication gap that exists between the sub-national grass root level and the central level.**

The new project ideally is a directly implemented project and should be designed in a way that it can use direct channels to bodies involved in designing, implementing and overseeing policies, like the Prime Minister's Office, key ministries, parliament and councils. Utilising UNDP's comparative strength as an impartial partner, the new project should be aimed at fostering engagement, policy dialogue and participation.

In order to link the policy makers in Phnom Penh with the issues and needs of provinces and districts, the new project should assist in channelling grassroots knowledge and experience to the policy discussion at the central level, with UNDP defining the protocol of engagement and dialog. This approach should be augmented with providing evidence and best practices that can be utilised by government agencies and the National Assembly to enhance policy design and effectiveness.

Table: Engagement model for a new policy dialog and advocacy Project
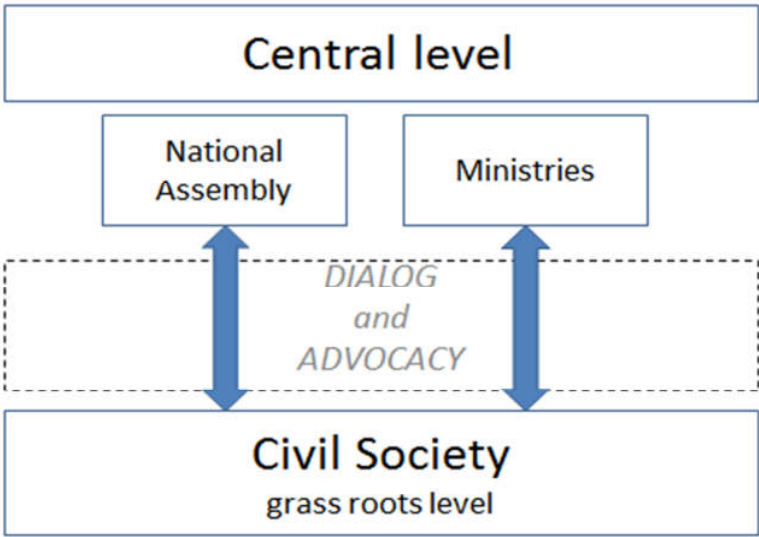
Interviews conducted by the evaluation team revealed no shortage of issues that need to be addressed, reaching from the worsening of inequality, environmental degradation and climate change, the need for implementing governance reforms, strengthening human capital, to improving resilience with respect to external shocks. However, the evaluation team recommends that it will

not be the cross-cutting issues that will bring reform, but the rights-based approach to addressing issues and the pro-active support of those issues by international organisations and local partners.

Following the 2013 elections and realising the need for change, parts of the government and some Ministries have begun moving to discuss and address issues in need of reform. They are the Ministry of Education, the Ministry of Labour and Vocational Training, the Ministry of Environment, and the Ministry of Economy and Finance. The National Assembly and its committees is the institution that will be crucial for deliberating and passing legislation as well as overseeing the implementation of government policies and utilisation of allocated resources.

Some parliamentary committees have begun do conduct field visits, inviting stakeholders to committee meetings and developing nascent oversight mechanisms. UNDP is well positioned to support such mechanisms as well as to inform national policy priorities. However, UNDP does not need to be involved at all stages of a policy cycle but can be strategic in its support by focusing for example on bringing attention to important topics, selecting high-impact areas that can be replicated, or promoting evidence-based policy-making and planning, and supporting a public participation and a culture of public policy evaluation.

- **Re-engage with the National Assembly for achieving greater government accountability. With the opposition taking its seats in parliament the dynamics at the National Assembly are changing. More active parliamentary committees allow for greater engagement on key human development issues as well as to increase representation and participation in the policy-making arena.**

Strengthening the engagement process with parliamentary committees will be important for identifying policy areas and emerging opportunities for engagement at the policy level. The situation at the National Assembly has been evolving since September 2013 when the new parliament was inaugurated, with all members of the CNRP opposition party boycotting the proceedings. Demonstrations and intense negotiation followed in the months afterwards. Since mid-2014, when the members of parliament from opposition parties have taken up their seats in parliament and on committees, a new dynamic has been emerging. Committee work has started with meetings, field trips and the deliberation of bills, thereby moving the policy discussion to the right place. With this mechanism established, meaningful debate can occur and checks and balances can be developed.

A challenge remains the lack of transparency and information about what is being discussed in meetings at the parliament. Moreover, the ruling party in parliament is still resisting change within the committees that it is leading. Within committees headed by the opposition party, the participation of civil society organisations and professional associations in parliamentary meetings and discussions is creating opportunities for greater representation and for more transparent law-making and oversight. An inclusive engagement of committees lead by chairs from both the ruling party and the opposition party is recommended. Further, UNDP could support a parliamentary watch initiative or a project designed and implemented by a civil society partner to provide information on the parliament and its committees, as well as the opportunity to participate in policy debate for young Cambodians.

For UNDP, engaging on any issues, like for example related to human capital or climate change, requires an engagement of parliament. Not at least for consolidation the support provided through

projects in areas other than democratic governance, legal frameworks, informed policy discussions and national policy consensus are needed – all of which requires the involvement of parliament. Draft laws that can benefit from UN support to the relevant parliamentary committees are the draft Trade Union Law, the draft NGO Law, the draft Freedom of Information Law, the draft Election Law, and the Criminal Procedure Code, among others. In addition to draft laws, the strengthening of committee work is another area for support, including work with the Human Rights Committee and Legal Commission on how to comply with international conventions when deliberating bills or overseeing government policies and action. In all of the above areas the UN has strength and can provide access to knowledge.

Support to the parliament in order to build accountability can be included in the above-suggested new programme which has the flexibility build-in to react to newly emerging needs and opportunities with strategic initiatives and responses. Given the previous experience and lessons learned in Cambodia, it is suggested not to develop a dedicated institutional strengthening project for the National Assembly at this stage.

- **Sharpen the focus of the democratic governance work at the sub-national level by going beyond the support of developing tools like Local Government Associations and in addition utilise those tools and the empowered councillors for mainstreaming issues like gender, human rights, and climate change among others.**

Given the need to prioritise, refocus and sharpen UNDP's role in Cambodia, a focus on decentralisation is not the most strategic choice at this moment. However, considering the investment made in this area and the partnerships built throughout the country, a focus on specific issues might be more effective. Local Government Associations should not be considered an end in themselves but rather tools for achieving more autonomous councils and councillors that increase access for citizens, provide a forum for discussion, and conduct effective oversight of budget allocations and service delivery. A more concise focus will mean going beyond the support to developing tools like Local Government Associations and in addition focus on the use of those tools for mainstreaming issues like gender, human rights, and climate change for example.

Attention should be on utilising the increased capacities of parliamentarians and staff to reform and empower the sub-national legislatures and councils. One important focus area could be the support for the establishment of working oversight (checks and balances) mechanism at the local level. This could be achieved by supporting the development of a petition system for councils, better information management, and establishing a feedback mechanism. Further, assistance should be provided to increase the communication among districts and provinces as well as dialogue and upstream policy debate through more interaction between national-level institutions and sub-national level institutions. In some municipalities, districts and provinces hearings and plenaries are taking place with technical departments and stakeholders. So far, these interactions are not documented or well reported which creates an opportunity for UNDP to support transparency initiatives.

The League of councils has begun to engage with the NCDD Secretariat and associated ministerial representatives. As a long-term strategy, the linkages between the sub-national level and the national level should benefit from introducing a modern ICT architecture and database that can be accessed and utilised by both levels, linking local councils with the National Assembly and Senate, as

well as linking local administration with national ministries. As a medium-term strategy, UNDP should support greater leverage of the League at the Ministry of Interior, the National Assembly and Senate of Cambodia.

- **Strengthening the in-house advisory capacity within UNDP by hiring policy advisers and creating a policy group. With the substantially increased capacity UNDP will be prepared to support national partners like the National Assembly, ministries, working groups. The available in-house advisors will also deliver in a timely fashion the necessary knowledge and expertise to the projects under the democratic governance portfolio.**

The MTR of the CPAP has stated that so far, much of UNDP's work continues to be project-driven in spite of the recommendations contained in previous evaluations and reviews in this respect. Project drivers like funding opportunities and limited engagement during the design of initiatives is both a cause and a consequence of the compartmentalisation of the UNDP Programme. Other factors are the following of government plans and initiatives regardless how much political will or prospect for sustainable results there might be.

In order to foster programme and development outcomes rather than project outputs, policy issues and potential policy impact should be the defining project drivers for initiatives supporting democratic governance. A group of full-time in-house policy advisers and an adequately resourced Policy Support Facility within UNDP will help to identify issues, put UNDP into the lead on issues, and provide assistance to policy –based planning, the development of policy options, and policy solutions as needed by government departments and partners. As the evaluation team learned from consultations with the NCDD Secretariat, the problem is not so much in the implementation of government programmes, but rather the creation of policies.

To ensure sufficient funding and buy-in, interested development partners should be invited to contribute to the new Policy Facility. Of course, as always with governance support, risks and exit strategies have to be assessed and mediation strategies developed. Similar facilities have been established in other countries and lessons learned with regard to engagement with national policy makers should be consulted in the design phase.

- **Conduct a needs assessment and high level discussions on the usefulness of measuring public service delivery in order to improve services and to better address the concern and needs of the public. Potential partners for supporting greater public administration performance in Cambodia are the NCDD and the Ministry of Civil Service.**

The evaluation team met with the National Council for Sub-National Democracy Development (NCDD) and the Ministry of Civil Service to assess the need for a Provincial Governance and Public Administration Performance Index to measure citizen's experience and satisfaction with public service delivery. The interlocutors acknowledged the usefulness of such a performance measurement tool particularly in relation to the government's new National Program for Administrative Reform (NPAR) 2014-18, but are currently focusing more on the consolidation of their institutional set-up.

For this reason, the government counterparts voiced their preference for capacity building support to their in-house statistics unit and to the Royal School of Administration. Although the needs are obvious for addressing the concerns by citizens and for establishing a redress mechanism, the public

service does not yet see the positive potentials of developing a Public Administration Performance Index for Cambodia. An initial assessment could be conducted by a new UNDP policy adviser group or through consultancy services. However, before commissioning such work, more discussions with and presentations to ministries and decision makers are necessary.

- **Consider the establishment of an Access to Justice and Rule of Law initiative. Before establishing a completely new project which requires time and financial resources, such an initiative could originally be driven by an in-house policy adviser in the new policy unit.**

The NSDP 2014-18 aims at strengthening good governance performance mainly for Public Administration Reform (PAR), Decentralisation and De-concentration (D&D), and for the judicial and legal sectors. Given the opportunities opening up in Cambodia since the 2013 elections, UNDP is well advised to be doing more on governance, including human rights, rule of law and access to justice. Not including these core governance issues in the new CPAP would be striking, since the issues are a key working area of UNDP regionally and globally. Certainly, a new project on Access to Justice and Rule of Law would take time and resource mobilisation, but an UNDP in-house policy adviser could provide crucial input to the discourse on justice and law until policy trends are clearer and resources become available.

The institutionalisation of governance is intricately linked to the existence of a legal and policy framework in compliance with Cambodia's international commitments. UNDP through its experience globally and in the Asian region is best positioned to support the strengthening of Rule of Law, judicial reform, and Access to Justice. OHRD is working on human rights and justice related issues, but from a slightly different perspective and it is less well-positioned because it is less practice based. UNDP as the main provider of technical assistance on these issues should be the lead agency on those subject matters.

Annex 1: Terms of References

Consultant on Outcome evaluation CPAP 2011 – 2015 for Democratic Governance Outcomes:

- **Outcome 3**: Effective mechanisms for dialogue, representation and participation in democratic decision making established and strengthened
- **Outcome 4**: By 2015, sub-national administration have capacity to take over increased functions

1. Position Information

Post Title:	Consultant - Outcome Evaluation of Democratic Governance components Outcome 3 & Outcome 4 of CPAP 2011 - 2015
Practice Area:	Democratic Governance
Duration of the Assignment:	September - December 2014 (30 working days)
Duty Station:	Phnom Penh and Provinces, Cambodia
Expected Places of Travel	Phnom Penh and selected provinces, Cambodia
Supervisor:	Deputy Country Director (programme), Assistant Country Director (governance)

2. Background and context

In 2004 the Government adopted the Rectangular Strategy (RS) for growth, employment, equity and efficiency. The strategy aimed at improving and building capacity of public institutions, strengthening good governance, and modernizing national economic infrastructure. In support of RS, the UN country team identified, in its United Nations Development Assistance Framework (UNDAF 2011-2015), areas of cooperation where UN can collectively make a difference, namely: economic growth and sustainable development; health and education; gender equality; governance and social protection.

UNDP's current Country Programme (2011-2015) was designed to respond to the priorities identified in Cambodia's NSDP, with a special focus on helping accelerate progress towards the Cambodia Millennium Development Goals (CMDGs) by 2015. The Country Programme Action Plan (CPAP) is implemented through four programme components – poverty reduction, environment and climate change, democratic governance and gender equity.

Within the democratic governance, UNDP's support is/was primarily concentrated in the following key areas: Strengthen Democratic & Decentralization Local Governance (DDLG), Partnership for Development Results (PfDR), Strengthening Democracy Programme (SDP) and Associations of Councils Enhanced Services Programme (ACES) which is under the outcomes 3 and 4 of the CPAP 2011 - 2015. In late 2013 UN joint programme Disability Rights Initiative Cambodia (DRIC) was launched. In addition, programmes in other practice areas (poverty reduction, environment and CC) contained elements of governance work which contributed to the above outcomes.

The growing demand for development effectiveness is largely based on the realization that producing good deliverables is simply not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people's lives.

UNDP has shifted from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome monitoring and evaluation that cover a set of related projects,

programmes and strategies intended to bring about a certain outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned.

In addition to this, UNDP Cambodia had released the mid-term review (MTR) of the UNDP country program in March 2014 and mentioned the methodology of measuring the effectiveness of the programme outcome. The theory of change (TOC) approach was recommended to be used to understand the link between programme design and implementation and the level of achievement of the outcome. The TOC approach also provides a sound basis for recommendations on future support to governance.

3.   Evaluation purpose

Following the recommendations from the MTR report, UNDP will undertake outcome evaluations in the area of Democratic Governance, particularly:
-    **CPAP Outcome 3**: Effective mechanisms for dialogue, representation and participation in democratic decision making established and strengthened
-    **CPAP Outcome 4**: By 2015, sub-national administration have capacity to take over increased functions
-    **Other CPAP components:** The evaluation should also examine to what extent UNDP has contributed also to democratic governance through other outcomes and apply the evaluation criteria to these additional interventions as well, if any.

The evaluation will access to what extent the above CPAP outcomes contributed to **UNDAF Outcome 4**: By 2015, national and sub national institutions are more accountable and responsive to the needs and rights of all people living in Cambodia and increased participation in democratic decision making.

The objective of this forward-looking outcome evaluation is to review the progress thus far in light of the evolving country context and recommend possible interventions in preparation for development of the next UNDAF, the Country Programme document (CPD) and CPAP for 2016-2018.

Given the need to prioritize, refocus and sharpen UNDP's role in Cambodia, and considering the achieved progress in the past three years, the evaluation should provide a basis for examining UNDP assistance in the area of democratic governance, its partnership strategies and better alignment to the wider UN programmatic framework, and key RGC policy documents (RS 3 and NDSP 2014-2018 etc.) in light of the emerging country context and needs. A final decision on repositioning in this area of work should be based on the results of the outcome evaluation.

Based on the self-assessment of progress in 2011-13 towards CPAP outcomes and expected results for 2014-15, the outcome evaluation has to contribute to the expected results as shown in the section 7 below.

4.   Evaluation scope and objectives

Outcome evaluation follows UNDP guidelines for an assessment whether and to what extent UNDP's programmes/projects are contributing to the achievement of the intended outcomes and to identify factors, which helps or hampers the achievement of evaluated outcomes.

Specifically, the Outcome Evaluation aims to accomplish the following:

1) Determine the mechanisms by which outputs of programmes/projects lead to the achievement of the specified CPAP and UNDAF outcomes;
2) Determine if and which programme processes e.g. strategic partnerships and linkages, are critical in producing the intended outcomes;
3) Identify factors, which facilitate or hinder the progress in achieving the outcomes, both in terms of the external environment and those internal to the portfolio project(s) including: weaknesses in design, management, human resource skills, institutional capacity and resources.
4) Document lessons learned in the development and implementation stages.
5) Recommend mid-stream changes, if necessary, in the implementation of the programmes and projects.
6) Provide basis for development of the new UNDAF and CPAP for 2016-2018.

The outcome evaluation is expected to review and analyze the achievements through the evaluations of the UNDP-supported projects –Strengthen Democratic & Decentralization Local Governance (DDLG), Partnership for Development Results (PfDR), Strengthening Democracy Programme (SDP) and Associations of Councils Enhanced Services Programme (ACES), and the UN joint programme on Disability Rights Initiative Cambodia (DRIC) that was launched recently. Achievements from other UNDP CO interventions contributing to the above outcomes (if any should also be included)

5.   Evaluation questions

Outcome Analysis

- o   What is the current situation and possible trend in the near future with regard to outcomes?
- o   Whether sufficient progress has been achieved vis-à-vis the outcome against outcome indicators?
- o   What are the main factors both positive and negative that effect the achievement of the outcomes?
- o   Whether the outcome indicators chosen are sufficient to measure the outcomes?
- o   Whether the outcomes are guided by UNDP broad policy objectives on gender equity?
- o   Examine the impacts (intended/unintended) for women and men?
- o   Examine the factors that influenced the differences in participation, benefits and results between women and men.
- o   To what extent synergies in programming such as partnership are included among various UNDP programmes related to the CPAP outcomes.
- o   To what extent the CPAP outcomes contribute to UNDAF Governance outcomes
- o   To what extent synergies in programming with other UN agencies are contributing to the UNDAF outcomes.

Output Analysis

- o   Are the outputs still relevant to the outcome?
- o   Has sufficient progress been made in relation to the UNDP outputs?
- o   What the factors (positive and negative) that affect the accomplishment of the outputs?

Output-Outcome Link

- o   Whether the outputs can be credibly linked to the achievement of the outcomes.
- o   With the current interventions in partnership with other development partners and stakeholders, will UNDP be able to achieve the outcomes within the set timeframe and inputs or whether additional resources are required and new or changed interventions are needed?

o   Whether UNDP's partnership strategy has been appropriate and affective.
  o   Has UNDP been able to bring together various partners to address the outcomes in holistic manner?
  o   What is the prospect of the sustainability of gained capacity and gender dimensions of UNDP intervention related to the outcome?

6.   Methodology

An overall guidance on outcome evaluation methodology can be found in the UNDP – Handbook on Monitoring and Evaluating for Results and the UNDP Guidelines for Outcome Evaluators. The evaluation team should come up with a suitable methodology for this outcome evaluation based on the guidance given in these two documents.

During the outcome evaluation, the evaluation team is expected to apply the theory of change with the following approaches for data collection and analysis:

  o   Desk review of relevant documents (NSDPs, UNDAF, CPAP documents, project documents with amendments made, review/evaluation reports -midterm/final/TPR, donor-specific, etc.);
  o   Discussions with the relevant UNDP management team, programme and project staff;
  o   Regular consultations with Evaluation Focal Team;
  o   Interviews with and participation of partners and stakeholders especially with women groups and people with disability;
  o   Field visits to selected project sites;
  o   Consultation meetings.

7.   Evaluation products (deliverables)

The key products expected from this outcome evaluation will include:

  1) Evaluation Work Plan outlining tasks and responsibility of the evaluation team members;
  2) Initial presentation of evaluation work plan and methodology;
  3) Presentation of initial findings
  4) Draft report by incorporating comments/suggestions from initial finding presentation
  5) Evaluation Final Report

The final report is expected to cover the findings with recommendations, lessons learned, and rating on performance. The template of UNDP evaluation report with no more than 40 pages will be used and included the following contents:

  o   Title and open page
  o   Table of contents
  o   Executive summary
  o   Introduction
  o   Description of the evaluation methodology and intervention;
  o   An analysis of the situation with regard to the outcome, outputs and the partnership strategy;
  o   Analysis of opportunities to provide guidance for the future programming;
  o   Key findings including best practices and lessons learned;
  o   Conclusion and recommendations for UNDP interventions in future country programme.
  o   Annexes: ToR, evaluation methodology, field visits, people interviewed, documents reviewed, summary of findings, code of conduct signed by the evaluators etc.

8.   Evaluation team composition and required competencies

The evaluation team will comprise of three members: one international consultant as a team leader) and two national consultants. The Team Leader should have an advanced university degree and over ten years of work experience in the field of democratic governance, and sound knowledge about theory of change approach (results-based management).

The team leader will take the overall responsibility for the quality and timely submission of the evaluation report to the UNDP Country Office.

Specifically, the team leader will perform the following tasks:

- o Lead and manage the evaluation mission;
- o Design the detailed evaluation scope and gender sensitive methodology (including the methods for data collection and analysis);
- o Decide the division of tasks and responsibilities within the evaluation team;
- o Conduct an analysis of the outputs, outcomes, and partnership strategy (as per the scope of the evaluation described above);
- o Make presentation of evaluation findings;
- o Draft related parts of the evaluation report; and
- o Finalize the whole evaluation report.

The national consultants must have expertise on democratic governance and program development including monitoring and evaluation; and should have post university degree and at least over five years work experience in the area of expertise. S/he should have sound knowledge and understanding of democratic governance issues of Cambodia. S/he will perform the following tasks:

- o Review documents;
- o Participate in the design of the evaluation methodology;
- o Assist in translation;
- o Liaise with UNDP staff to organize field missions and meetings with
- o stakeholders;
- o Conduct an analysis of the outcome, outputs and partnership strategy (as per
- o the scope of the evaluation described above);
- o Draft related parts of the evaluation report; and,
- o Assist Team leader in finalizing document through incorporating suggestions received on draft and final report.

9.   Evaluation ethics

The consultants should follow to the UNEG ' Ethical Guidelines for Evaluation' and should describe critical issues and address in the design and implementation of the evaluation, including evaluation ethics and procedures to safeguard the rights and confidentiality of information providers, for example: measures to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information about children and young people; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

10.   Implementation arrangements

To facilitate the outcome evaluation process, the UNDP country office (CO) will support the evaluation team in liaison with key partners and other stakeholders, make available to the team all necessary information and facilitate in conducting field visits, organizing dialogue and stakeholder briefing and debriefing meetings. The CO focal persons for this evaluation will comprise of the team leader of Democratic Governance Cluster and the Programme Analysts in charge of the evaluated outcome portfolio; and Programme Officer, M&E (MSU).

During the evaluation, the CO will help identify the key partners for interviews by the evaluation team. However, the evaluation will be fully independent and the evaluation team will work freely with their own personal equipment, and retain enough flexibility to determine the best approach to collecting and analyzing data for the outcome evaluation, and making recommendations to the future programme focused.

11   Duty Station and Duration of Work

The Evaluation Team will carry out the outcome evaluation exercise in Phnom Penh, UNDP Country Office, with possibility of travel to project site.

The timeframe is for 30 working days. A more detail work-plan of the assignment will be further elaborated with UNDP focal team once the evaluator team is being selected and on board.

12.   Minimum Qualifications of the National Consultant

Education:	A minimum of a Master's or equivalent degree in development study, public administration and policies, socio-economic or a related field.
Experience:	• At least 10 years of relevant experience, including 5 years of experience in conducting monitoring and programme review or evaluation of development projects in the field of democratic governance. • Good experience in data collection, analysis and evaluation report writing • Good experience in project and programme management, as well as capacity development • Demonstrated knowledge of democratic governance and related monitoring and evaluation tools. • Prior experience working with government, NGOs or intergovernmental agencies • Prior experience in Cambodia or South-East Asia will be an asset
Competencies:	• Strong technical background and proven competency in democratic governance issues of Cambodia. • Excellent evaluation skills, including capacity to produce high quality and constructive reports • Experience leading multi-disciplinary, multi-national teams. • Ability to work under pressure, effectively lead research team and meet tight deadlines without compromising quality of work. • Excellent English report writing skills
Language Requirement:	Fluency in English

Annex 2: Field visit

Land Area in Battambang province

District	Total Land Area (ha)	Forest Land Area (ha)		Cultivation Land Area (ha)	Construction Land Area (ha)	Others
		Total	Flooded Forest			
Banan	79,600	33,443	-	32,171	12,843	1,143
Thmor Kol	81,700	15,400	15,400	60,100	4,540	1,660
Battambang	11,544	-	-	8,558	2,870	117
Bor Vil	92,300	17,471	601	49,293	4,541	20,995
Ek Phnom	63,500	46,940	46,940	13,700	2,860	-
Moung Russey	124,995	28,319	28,319	73,965	6,696	16,015
Rattanak Mondul	79,200	25,520	-	46,400	3,780	3,500
Sangke	83,000	35,200	35,200	40,017	7,763	20
Samlot	180,300	80,181	-	55,200	6,410	38,509
Sampov Loun	51,900	9,100	-	36,396	450	5,954
Phnom Prek	70,400	8,276	-	32,397	2,602	27,125
Kamreang	56,600	5,821	-	47,009	2,100	1,670
Koh Kralor	105,000	30,000	-	60,000	15,000	-
Rukhakiri	57,688	10,805	-	41,291	5,592	-
Total	**1,137,727**	**346,476**	**126,460**	**596,497**	**78,047**	**116,708**

- Battambang province is comprised of 14 districts, 96 communes, 205,351 families (with 29,664 families having a female head of family). Total population is 1,066,928.
- Distance from Phnom Penh to Battambang is 291 km.
- Rukhakiri district was established in 2009 by separated from Moung Russey Russei district.
- Distance from Battambang town to Rukhakiri district is 74 km.
- Rukhakiri district has 13 district councillors; 11 from CPP and 2 from CNRP. The district council has four committees: 1) Technical Committee, 2) Women and Children Committee, 3) Procurement Committee, and 4) Land Management Committee. Note: there is no CNRP member on the Committees for Procurement, Women and Children, and Land Management.
- Sdok Praveak commune has 11 commune councillors (2 women).

- Main occupation of people are: 1) Rice farming, 2) short term crops, 3) long term crops, 4) services, 5) trade, 6) vegetable growing, 7) repair, 8) transport, 9) craft work, and 10) livestock.

Main problems:

For the Commune and District Councillors:

- Regarding the performance of district councillors, the citizen raised two main issues: 1) negative impression on governance/leadership, and 2) limited response to their demand.

- Public services fee is still very high compared to the living standard of community people and they are so poor. In addition, public services are overcharged in relation to the real fee as set by the government.

- Limited collaboration between commune council and district councillors.

For the Community:

- Communities are facing many problems including availability of arable land, farming materials, seeds, pest control, and agricultural techniques to help improving production. In the last two years rice productions dropped. The causes of the rice production decreasing are related to the lack of water, soil fertility and pests.

- Major issues related to the animal raising (chicken, cow, pig, duck, etc.) which include lack of disease/infection control, high rates of mortality and morbidity, poor nutrition, small animal size due to poor breeding, weak veterinary services and lack of animal vaccines and medicines. Noted that disease and infections occasionally occur during the hottest months between March and early May.

- There is no large-scale vegetable farming in this community; most villagers only grow vegetables to supplement their family diets. Lack of interest in growing vegetable found to be related to animal containment and seeding. Livestock containments are problematic in all villages. As rice harvesting season finished, the livestock owners traditionally let their animals go wild into harvested rice fields during the day. These practices create many problems to other villagers as the livestock usually wandering into other villager's properties and destroy their crops.

- Wage labour and migration is very important for target communities, especially for those who have not enough cultivated land or no land to work on, to support their living. Migration to Thailand is seen as another potential source of income. However, to go through the formal channel, some had to incur a cost of about $250 (for passport, other documents, travel) and have to wait 3-12 months before they are informed if there are jobs available for them in Thailand. For poor households, borrowing money from MFIs to send family members to Thailand is quite common.

- At the current time, drought is a main climate issue affecting agricultural production and productivity (damaged crops, fewer livestock products). In response, the majority of community people will likely be forced to sell their assets such as land, cattle etc., to cover their family's daily needs. Others would migrate to find jobs as low wage labourers or factory workers outside the community, often in unsafe conditions. Loss of working age people in the target area would negatively impact security in the village, making it easier for thieves and other criminal elements to penetrate these communities.

Recommendations:

- Capacity building to commune councillors and district councillors with regard to communication skills, administration skills, advocacy skills, facilitation skills, and filling management skills.

- Public citizen forum required reporting back to citizen what is the progress so far.

- Improvement of the relationship between councillors and governor, senate as well as the National Assembly.

- Work closer with citizen to conduct awareness raising on related issues, public citizen forum, and collection information and planning.

- Creation of a database or filing management system for S/K and D/M league association at the provincial level.

Annex 3: People interviewed

UNDP and UN Agencies

Claire Van der Vaeren, United Nations Resident Coordinator

Setsuko Yamazaki, Country Director, UNDP Cambodia

Napoleon Navarro, UNDP Deputy Country Director

Velibor Popovic, UNDP Governance Team Leader a.i.

Tep Kuntheara, UNDP Programme Analyst

Amara Bou, UNDP Programme Analyst, HIV/AIDS

Nhim Sakal, SDP Programme Manager

Mao Meas, National Management Specialist, UNDP/Disability Rights Initiative Cambodia (DRIC)

Nissay Sam, UNDP/ACES Project Manager

Phillip Courtnage, Senior Adviser, UNDP Partnerships for Development Results (PfDR)

Socheath Heng, UN Women (former SDP manager and UNDP Governance Team Leader)

Wan-Hea Lee, Representative, Office of the High Commissioner for Human Rights (OHCHR)

Catherine Phuong, OHCHR Coordinator, Rule of Law Unit

Tomas Jensen, Chief of Local Governance for Child Rights, UNICEF

Chea Vibol, Social Policy Specialist, UNICEF

Partners

Billy Chia-Lung Tai, Human Rights Adviser of Cambodia Human Rights Action Committee (CHRAC).

Christina Costello, Program Manager (Asia), National Democratic Institute (NDI).

Erik Wallin, First Secretary (Democratic Governance), Embassy of Sweden.

John Christopher, Director of Research, Parliamentary Institute of Cambodia (PIC).

Koy Neam, Program Manager (Law and Human Rights), The Asia Foundation (TAF).

Kry Sopheap, Senior Program Officer (Demand for Good Governance/Urban Service Program), The Asia Foundation (TAF).

Koul Panha, Executive Director, Committee for Free and Fair Elections in Cambodia (COMFREL).

Leng Hour Kiet, Programme Officer (Good Governance and Human Rights), Delegation of the European Union to the Kingdom of Cambodia.

March Luon, Programme Officer (Governance), Swiss Agency for Development and Cooperation (SDC).

Mom Saroeun, Senior Program Manager, Konrad Adenauer Stiftung (KAS).

Nary Ung, Director of Finance and Administration, Parliamentary Institute of Cambodia (PIC)

Neou Sovattha, Program Manager (Citizens and Youth Engagement Program), Transparency International (TI) Cambodia.

Ngin Saorath, Executive Director, Cambodian Disabled People's Organization (CDPO).

Raksa Pen, Programme Manager (Partnership and Coalitions Building Program), Transparency International Cambodia.

Seang Meng Aun, HR and Admin Manager, Transparency International Cambodia.

Shaun Ellmers, First Secretary of Development Cooperation, Australian Embassy.

Silas Everett, Country Representative, The Asia Foundation (TAF).

Sun Long, Director of Operations, Transparency International Cambodia.

Suon Bunsak, Chief of Secretariat, Cambodia Human Rights Action Committee (CHRAC).

Thun Saray, President, Cambodian Human Rights and Development Association (ADHOC).

Vannsin Song, Programme Officer (Good Governance and Human Rights), Delegation of the European Union to the Kingdom of Cambodia.

Virginie Lafleur Tighe, Attaché (Good Governance and Human Rights), Delegation of the European Union to the Kingdom of Cambodia.

Royal Government of Cambodia (RGC)

Khieng Sobunthoeun, Sub-National Service Adviser, National Committee for Sub-National Democratic Development (NCDD).

Kong Chanthan, Climate Change Planning Adviser, National Committee for Sub-National Democratic Development (NCDD).

Ngan Chamroeun, Under Secretary of State, Ministry of Interior, and Executive Deputy Head of National Committee for Sub-National Democratic Development (NCDD) Secretariat.

Youk Bunna, Secretary of State, Ministry of Civil Service.

Sub-National Administration (SNA)

Ear Kimleang, Vice-Chair of C/S and D/M League Association in Battambang Province, and Second Vice-Chief of Roung Chrei Commune.

Kea Thavy, Permanent Vice-Chair of C/S and D/M League Association in Battambang province, and Chief of Toul Taek Sangkat, Battambang Municipality.

Ou Ear, Chief of Sdok Pravek Commune, Rokhakiri District, Battambang Province.

Phat Narun, Vice-Chair of C/S and D/M League Association in Battambang Province, and Chief of Rattanak Mondul District Council.

Sao San, Councilor of Rokhakiri District, Battambang Province.

Sen Piros, Councilor of Rokhakiri District, Battambang Province.

Sim Sam On, Vice-Chair of C/S and D/M League Association in Battambang Province, and Vice-Chief of Bor Vil Commune

Sok Sopheap, Vice-Chair of C/S and D/M League Association in Battambang Province, and Councillor of Thmor Kol District.

Tuy Sam An, Vice-Chair of C/S and D/M League Association in Battambang Province, and Chief of Rokhakiri District Council.

Yang Sarom, Councilor of Rokhakiri District, Battambang Province.

National Assembly of Cambodia and Senate of Cambodia

Chan Cheng, Member of the Commission on Human Rights, Reception of Complaints, Investigation and National Assembly-Senate Relations, National Assembly of Cambodia.

Eng Chhai Eang, Chair of the Commission on Human Rights, Reception of Complaints, Investigation and National Assembly-Senate Relations, National Assembly of Cambodia.

Ngan Ngeng, Member of the Commission on Human Rights, Reception of Complaints, Investigation and National Assembly-Senate Relations, National Assembly of Cambodia.

Pum Sichan, Vice-chair of the Commission on Health, Social Welfare, Veterans, Rehabilitation, Labour, Vocational Training and Women's Affairs, Senate of Cambodia.

Sun Saphoeun, Member of the Commission for Foreign Affairs, International Cooperation and Information, National Assembly of Cambodia.

Annex 4: Documents reviewed

Committee for Free and Fair Elections in Cambodia: Democracy, Elections and Reform in Cambodia, 2013 Annual Report, April 2014.

European Union: European Development Cooperation Strategy for Cambodia 2014, 9 October 2014.

Government of Sweden: Results Strategy for Sweden's International Aid in Cambodia 2014-18.

National Committee for Sub-National Democratic Development (NCDD) Secretariat: Mid-term Review of Implementation Plan 2011-13 (IP-3) being Phase 1 of the National Programme for Sub-national Democratic Development (NP-SNDD), October 2012.

National Democratic Institute: Report on Constituency Dialogues in Cambodia, 2009.

Parliamentary Institute of Cambodia: Annual Report 2013 and Annual Work Plan 2014, 2014.

Royal Government of Cambodia: Development Cooperation Trends in Cambodia, Using Evidence to Promote Partnerships and Development Effectiveness, prepared by the Cambodian Rehabilitation and Development Board of the Council for the Development of Cambodia, 2014.

Royal Government of Cambodia: National Programme for Administrative Reform (NPAR) 2014-18, National Committee for Administrative Reform, 2014.

Royal Government of Cambodia: National Strategic Development Plan 2014-18.

Royal Government of Cambodia: National Strategic Development Plan, Update 2009-13.

Swiss Development Cooperation in Cambodia: SDC Mekong Region Cooperation Strategy 2013-17.

The Asia Foundation Cambodia, Voice, Choice and Decision 2: Local Basic Service Delivery.

Transparency International Cambodia: Corruption and Cambodia's Governance System: The Need for Reform, National Integrity System Assessment, 2014.

UN Cambodia: Cambodia Post-2015 Dialogues on "Partnerships with Civil Society", 2014.

UN Cambodia: UN joint programme Disability Rights Initiative Cambodia (DRIC) 2013-18, Project Document, 2013.

UN Cambodia: United Nations Development Assistance Framework (UNDAF) 2011-15, May 2010.

UNDP Cambodia: Associations of Councils Enhanced Services (ACES) Project 2012-15, Project Document, 2012.

UNDP Cambodia: Associations of Councils Enhanced Services (ACES) Project 2012-15, Mid-term Review Report, September 2014.

UNDP Cambodia: Country Programme Action Plan (CPAP) 2011-15, 2011.

UNDP Cambodia: Country Programme Action Plan (CPAP) 2011-15, Mid-term Review Report, March 2014.

UNDP Cambodia: Draft Country Programme Document (DPD) for Cambodia 2011-15, 2011.

UNDP Cambodia: Future Pathways, Mid-term Review of the Associations of Councils Enhanced Services (ACES) Project 2012-15, September 2014.

UNDP Cambodia: Multi-media Initiative for Youth (MIY), 2014-15, Project Report.

UNDP Cambodia: Partnership for Development Results (PfDR) 2001-15, Project Document.

UNDP Cambodia: Strengthen Democratic & Decentralization Local Governance (DDLG) 2006-10, Project Document, 2006.

UNDP Cambodia: Strengthen Democratic & Decentralization Local Governance (DDLG) 2006-10, Terminal Evaluation Report, December 2011.

UNDP Cambodia: Strengthening Democracy Programme (SDP) 2011-15, Mid-term Review Report, October 2013.

UNDP Cambodia: Strengthening Democracy Programme (SDP) 2011-15, Programme Document, 2011.

UNDP: Changing with the World, UNDP Strategic Plan 2014-17.

UNDP: Guidelines for Outcome Evaluators, Monitoring and Evaluation Companion Series, # 1, UNDP Evaluation Office, 2002.

UNDP: Handbook on Planning, Monitoring and Evaluation for Development Results for Programme Units and Evaluators, 2009.

UNDP: Outcome –Level Evaluation, A Companion Guide to the Handbook on Planning, Monitoring and Evaluation for Development Results for Programme Units and Evaluators, December 2011.

Women's Media Center of Cambodia, Improving Commune Governance and Public Service Delivery through Community Based Awareness Education and Advocacy, an External Evaluation Report of the Citizen Engagement Campaign Project, 31 July 2012.