Final Evaluation of "Project to Support Democratic Development through Decentralization and Deconcentration (PSDD)"

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FINAL REPORT

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Submitted on behalf of

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Acknowledgements

Executive Summary

Chapter One: Introduction

In response to the TORs for this mission, this report provides a final evaluation of the Project to Support Democratic Development through Decentralization and Deconcentration (PSDD) and "recommendations for the future based on lessons learned from the implementation of the project". The evaluation was carried out by a team of four people during the period September to October 2010.

Chapter Two: The policy and institutional environment

The policy agenda. The government's agenda for democratic development has slowly evolved over the years from a highly centralised state to more assertive support for local government authority. Commune Councils were established in 2001 under the Law on Administrative Management of the Communes / Sangkats, along with the National Committee for Support to the Commune / Sangkat (NCSC), and the first elections were held the following year. In June 2005 the Council of Ministers approved The Strategic Framework for Decentralization and Decon-centration Reforms and in August 2006 the National Committee for the Management of Decentralization and Deconcentration (the first NCDD) was establishment to replace the NCSC. In May 2008, parliament enacted the Law on Administrative Management of Capital, Province, Municipality, District and Khan (referred to as OL2), which provides the legal basis for the establishment of district and provincial councils, and elections were held in May 2009. The law also established the National Committee for Democratic Development at the Sub-National level to replace the previous NCDD. To implement the OL2, the new NCDD earlier this year launched a ten year National Programme for Sub-national Democratic Development (NP-SNDD), and work is under way to design an plan for the first three years (2011-2013) referred to as IP3. Key tasks will be to resolve issues related to the transfer of functions from central ministries to the new Sub-National Administrations (SNAs) and sources of funding to allow them to undertake their new responsibilities.

Support from UNDP. Throughout the evolution of government policy from the mid 1990s to the present day, UNDP has been seen as the lead agency in coordinating support from numerous Development Partners (DPs) to assist the RGC in formu-lating and implementing policies for democratic development and government decentralization and deconcentration. This started in 1997 with CARERE2, which supported the government's Seila programme, and was followed in 2001 by the Partnership for Local Government (PLG) project, which was tasked mainly with assisting the government in implementing the *Law on Administrative Management of the Commune/Sangkat* (OL1) and replicating the project to all other provinces. Later, PLG launched the District Initiative (DI), which aims to provide closer support to the Commune Councils. The PSDD project followed PLG in February 2007 and is due to terminate at the end of this year (2010). PSDD has had three main tasks: to consolidate earlier progress and refine systems and procedures for service delivery; to continue coordination and support for an increasing number of DP projects at the sub-national level; and to support the implementation of the OL2.

PSDD partners. The broad reach of PSDD is underlined by the number and variety of partners that collaborate with the project. The project is currently supports more than a dozen projects for sub-national level development funded by DPs, and

provides limited funding and some technical assistance to all central government ministries and agencies that are members of the NCDD, chiefly DoLA in the MOI. Line departments of these ministries at the provincial level and their offices at the district level also receive funds from the ExCom through the Provincial Investment Fund (PIF). Among the most numerous PSDD partners are the commune councils, which have been the main focus of technical support since they were created. Even larger in number are the many NGOs and CBOs that have collaborated with the ExComs in implementing a great variety of small projects with support from PSDD.

External events impacting PSDD. Since PSDD started in 2007, several events have occurred which have had an important bearing on the implementation of the project. Important gaps in the OL2 have made it difficult for PSDD to make much headway in integrating structures and procedures developed for the PRDC and the ExCom into the new administrations. Weak leadership from UNDP on policy matters related to democratic development left PSDD without clear guidance in supporting implementation of the OL2. The government's decision to cancel salary supplements for all government staff working on DP projects after 2009 undermined their motivation and commitment in collaborating with PSDD, particularly at the sub-national level. The decision by DFID in 2009 to withdraw from Cambodia following a change in country priorities left PSDD with a major shortfall in core funding for 2010.

Chapter Three: Project design

The PSDD project document was apparently prepared in a hurry to enable the project to be launched in February 2007 and required revisions to the logframe which were completed a year later. As stated in the logframe, the outputs to be produced include:

Cambodian-owned sub-national structure agreed and in place, that promotes voice, responsiveness, delivery capability and accountability.
1. Planning, finance, implementation and monitoring systems in place and integrated into new national structures and systems.
2. Investment funds delivered through mechanisms that promote accountability (i.e. on-budget) and which enable debate (i.e. largely discretionary in nature to allow choice).
3. Aid effectiveness mechanisms in place.

Based on the project document, PSDD appears to have been conceived more or less as an extension of PLG, without sufficient recognition of the major potential ramifications of new legislation that the government was discussing at the time. Although the revised logframe was intended to fill gaps in the project document, it resulted in creating greater confusion by failing to make a clear distinction between the tasks of PSDD and the NCDD. As it stands, the logframe is only marginally useful as a management tool for implementing PSDD. Instead, it serves primarily as tool to report on progress in implementing the OL2 and NCDD's agenda in supporting it. Despite intentions expressed in the project document to conduct a formal reappraisal of PSDD's role following the enactment of OL2, neither the project document nor the logframe have since been revised, nor have the conclusions from any such appraisal been formally recorded. The combination of a weak project document and a misleading logframe have left PSDD in an ambiguous position and exposed it to criticisms about the lack of support for the government's policy agenda. In retrospect, UNDP would have been better advised to expand and greatly streng-

then a unit within PSDD to support the government's policy agenda related to OL2 or possibly to launch a separate project for the purpose.

Chapter Four: Project management and implementation

The implementation framework. The framework constructed by PSDD and its predecessors for the purpose of delivering public services has been one of the key instruments contributing to its success. An important element of this framework has been the Provincial Rural Development Committee (PRDC) and its Executive Committee (ExCom). By providing strong links between the government at the national level and the Commune Councils at the community level, the ExComs serve as a highly effective mechanism for coordinating the delivery of public infrastructure and services to Cambodians across the country. In doing so, PSDD has been able to attract and mobilise substantial donor funding for a wide range of projects designed to promote local development. However, with the exception of the MOI and MAFF, there has been relatively limited collaboration between PSDD and central government ministries that are members of the NCDD. Stronger collaboration with these ministries would have helped to prepare the way for implementing the OL2. Criticisms that PSDD and its predecessors created a parallel structure to govern-ment at the sub-national level are misplaced, since until recently there has been no parallel government structure in place that was legally authorised to perform the functions of the PRDC and the ExCom.

Staffing. PSDD's strategy in staffing the project relies as far as possible on government personnel supported by a cadre of technical advisors (TAs) and key management staff. As part of the strategy to improve the skills of government staff, PSDD relies on a combination of mentoring, coaching and facilitation, and at the sub-national level on the extensive training of trainers (ToT). The technical support provided by PSDD TAs is clearly crucial in keeping the whole machinery running for the delivery of projects and services at the sub-national level. Some have criticised the limited technical expertise of TAs in some fields, but this probably reflects the difficulty of recruiting staff with such expertise, particularly in more remote locations. Others have expressed concern about the large number of TAs working on the project, but we think this is well justified, since they also support many DP funded projects, which accelerates start-up and contributes to more efficient use of their funds. At the sub-national level, the cost of TAs represents only 4% of the total resources transferred to SNAs through the ExCom, which represents a highly cost-effective use of resources.

Planning and budgeting. PSDD has concentrated on refining and updating procedures and systems for project management in anticipation of mainstreaming them into the new SNAs. At the district level, the District Integration Workshop (DIW) has proven to be a highly effective mechanism for coordination between government and suppliers of non-infrastructure services at the local level and a model that merits replication in other countries. The availability of resources from DPs determines the allocation of funds to meet obligations for the NCDD and its Secretariat, annual contracts with central government line ministries, support for ExComs and contributions to the C/S Fund, the DIF and the PIF. PSDD has been the only source of additional financing for the C/S Fund since its establishment in 2002, while the World Bank since 2003 has reimbursed government for eligible expenditures. Although the participation of women in the local planning process has increased substantially, active participation at later stages has been much lower.

The laborious process introduced by the World Bank related to the prior review of project designs and safeguard mechanisms has caused delays in the tendering process and implementation.

Financial administration. The intention behind the procedures and systems of financial administration is to increase accountability, transparency, efficiency and effectiveness at all levels of government. The annual budget for PSDD rose from USD 10.0 million in 2007 to USD 17.3 million in 2009, before falling back to USD 16.0 million after the withdrawal of DFID. After years of cumulative experience, no major delays have occurred in the transfer of donor funds to UNDP and from UNDP to PSDD and the NCDD Secretariat. Although much improved, sub-national government units still rely heavily on TAs attached to the ExCom for help with financial management. Periodic audits have reported no significant cases of misappropriating funds. Informants noted a lack of quality assurance during the process of appointing accountants by the MEF and provincial line departments. Financial and accounting capabilities in the Provincial Treasuries are considered low, indicating the need for further training.

Monitoring and evaluation. The PSDD M&E system is intended to measure progress in implementing workplans, ensure the timely delivery of project outputs, provide information for future plans. Information is stored in four databases, which are designed to be accessible to stakeholders. These cover C/S socio-economic profiles, C/S plans and temporary agreements arranged through the DIWs, information on project implementation, and records of all contracts entered into by the Commune Councils. Government staff at all levels perceive M&E as mainly a tool only for reporting purposes but not for planning, and have weak skills in data analysis, report writing (especially in English) and evaluation. In anticipation of information needs under the NP-SNDD, PSDD recently commissioned a study with recommendations on the design of a user friendly MIS that consolidates information from all four NCDD databases.

Chapter Five: Project Impact and Outcomes

Main achievements. Much confusion has arisen over of what PSDD was expected to do in support of the government's policy agenda for democratic development and the implementation of OL2. The notion that PSDD should take on support for policy formulation was unrealistic from the start, given the complexity of the issues involved and the extensive agenda for which it was already responsible. Instead, PSDD has provided substantial support for implementation of OL2, including among other things: The establishment of the current NCDD and its Secretariat; The expansion of the District Initiative to test mechanisms for potential adoption by District Councils; DOLA in conducting a nationwide orientation programme for government staff on the scope and content of the OL2; NCDD on drafting legal documents related to the OL2 and supporting guidelines; and NCDD in designing a training programme and guidelines for government staff in anticipation of regulations soon to be issued on sub-national planning and budgeting.

In terms of systems and procedures, PSDD has continually updated and revised manuals and guidelines governing the procedures to be applied at the sub-national level, including the PIM, which now incorporates a section for non-infrastructure projects. While all these procedures and requirements are well intentioned, there has been little discussion of the important trade-offs involved between quality of

performance, commune dependency on technical support, and longer term sustain-ability. Elsewhere, big improvements have been made to systems for M&E and management information and government's accountability to their constituents.

In terms of investment and delivery of services, PSDD's proven methods have attracted growing investment from government and DPs for sub-national develop-ment, rising from USD 48.8 million in 2007 to USD 77.4 million in 2010. Although little recognised, the government relies heavily on support from PSDD to Commune Councils for managing and reporting on the use of C/S funds. While both the Commune Councils and the districts under the DI spend most of their funds on infrastructure projects, they implement a far larger number of non-infrastructure projects, which in the case of districts has amounted to 76% of the total. Most funding for the PIF has been in the form of discretionary grants which allow flexibility in deciding how to use them.

To improve the effectiveness of assistance received from DPs, PSDD has arranged periodic audits of DP projects under the NCDD, recruited gender specialists, and supported meetings of the Joint TWG on D&D. This met only once in 2007 but three or four times a year since then.

Impact on potential beneficiaries. PSDD has coordinated and supported pro-poor development projects executed by other agencies. Under the World Bank's RILG project, the construction of rural roads has improved access for many settlements, while UNICEF's Seth Koma programme has expanded child immunizations, raised enrolments in primary school, and increased household access to safe drinking water. Sustained support from IFAD's Rural Poverty Reduction Project has helped to raise agricultural productivity, enabling many farmers to produce surpluses for sale in local markets. Better rural roads have made it easier for those living in more remote locations to access health centres and other services, while several projects have delivered services directly to many people who previously were unable to obtain them. Awareness campaigns have also helped to provide information and enhance people's knowledge and understanding of many issues, such as personal hygiene, domestic violence and natural resource management.

Research conducted by PSDD's M&E unit indicates a general improvement in the quality of services as measured by people's perceptions of the perfomance of Commune Councils. Compared with a baseline survey conducted in 2008, people perceive improvements in councils' accountability, transparency and responsiveness to priority concerns, while the number of recorded complaints has fallen. Greater attention is being paid to the needs of marginalised groups. Women have increased their participation in the commune development process and benefited from develop-ment projects. The poor have benefited from membership in groups that encourage savings and promote income-generating activities.

Capacity development. PSDD's strategy for capacity development has entailed building institutional structures, developing operational systems and procedures, and improving people's knowledge and skills. Under PSDD, institution building has inc-luded the establishment of Commune Committees for Women and Children (CCWC), and expansion of the District Initiative project to more than half the districts in the country. With the passage of OL2, PSDD has also been closely involved in helping to launch the NCDD, its Secretariat and related units and task forces. The develop-ment of operational systems and procedures has steadily evolved to cover an growing range of activities, mainly at the commune level. Human resource develop-

ment has focused on training, guidelines, manuals, on-site technical support and most importantly learning by doing. The scale and extent of PSDD's training activities has been gigantic, covering 314,000 participants in 2009 alone, of whom 40% were women.

Compared with the situation earlier, there is no question that PSDD and its predecessors have substantially strengthened capacity among government units, especially at the sub-national level, and also among community based organisations, local construction firms and many other non-government service providers. The performance of the ExCom and the effectiveness of the systems used for delivering services at the sub-national level have been widely praised and acknowledged by government, DPs and others. At the national level, PSDD can point to a job well done in helping the NCDD and its Secretariat to become operational in a period of only a few months. The effectiveness of the massive training activities is harder to judge, though the numbers are certainly impressive. Preliminary results from an assessment of ExCom units indicate that capacity has generally improved but is undermined by staff turnover. Commune chiefs spoke knowledgeably about aspects of the planning and implementation process, clearly the result of learning by doing.

Gender mainstreaming. The results achieved directly and indirectly as a result of PSDD's gender mainstreaming strategy are many and various. Legislation was enacted to authorise C/S councils to establish Women and Children Committees (CCWCs), which are now operating throughout the country. The OL2 stipulates that the new district and provincial councils should include similar committees. National and international gender experts are being recruited to guide work mainly at the sub-national level. Further innovations and proposals for gender mainstreaming are now being planned under the new 10-year National Program for Sub-National Democratic Development. Funding for the MWA has been used to support gender mainstreaming, maintenance of gender disaggregated data in data bases, ongoing advocacy to ensure women participate in planning processes and representation on decision making bodies. Funding for IFAD agriculture projects and the MDLF NRML programme has also been used to promote gender mainstreaming and gender networks in all provinces. The most popular topics for training and awareness building at the commune level have been gender mainstreaming, prevention of domestic violence, prevention of trafficking of women and children and training for the CCWCs. Initiatives have been undertaken to assist women to establish income-generating activities. Evidence suggests that discrimination has been reduced in the recruitment and promotion of government staff, and that more women are being appointed as deputy governors or heads of government departments.

Sustainability of innovations. The sustainability of PSDD innovations is a critical consideration now that the rules of the game have changed radically with the creation of new SNAs. The Provincial Council might play the role of the PRDC, but its composition is limited only to members of the council. MOI has issued a regulation to enable the Technical Facilitation Committee of the Provincial Council to replace the ExCom. However, plans for integrated regional development produced by this committee would have to be approved by the provincial council, which may be perceived as interfering with the authority of the commune and district councils.

The prospect for mainstreaming PSDD systems and procedures looks more promising, since most of them have in the past been developed in close collaboration with government and would need little modification for use by the new councils. A more

serious question is whether these procedures will continue to be used and applied as rigorously as they have been up until now, given the extensive need for continuing technical assistance. We believe procedures need to be radically simplified in line with the capability of commune staff in order to be more sustainable. However, long years of capacity building among the many people who have worked with the ExCom at one time or another have endowed the country with an extensive network of "alumni", who are familiar with these systems and procedures and who now hold many positions as members or staff of the new councils.

Chapter Six: Recommendations

In light of our findings, the Evaluation Team makes the following recommendations for immediate action.

UNDP must ensure that the current machinery developed by PSDD and predecessor projects for delivering projects and services to the sub-national level is kept running without interruption after 31 December 2010. This is vital for all concerned, most importantly to assist Commune Councils in preparing plans and budgets for the use of allocations from the C/S Fund. UNDP cannot risk the collapse of a system they have spent 15 years developing.

UNDP should do this by extending PSDD (under this or any other name) **by at least six months and preferably one year until the end of 2011.** This is the only practical option given the short time remaining until the end of the year.

UNDP should immediately inform the RGC, DPs and all others involved that it is their intention to extend PSDD.   This is important to alert staff and avoid loss of personnel, and to allow as much time as possible to mobilise funds for 2011 and prepare AWPBs.

UNDP should immediately review the availability of TRAC funds for an extension and decide how much to allocate for the extension of PSDD. Others will need this information to start preparing AWPBs.

If they haven't already done so, UNDP should immediately seek funding from DPs for this purpose, particularly Sida. Their representative expressed strong concern about the prospect of PSDD terminating at the end of 2010. Sida apparently may be able to mobilise funds for continuing activities in 2011.

UNDP should immediately enter into discussions with the RGC to arrange the extension of the project.   The NCDD Secretariat will need to know as soon as possible in order to adjust their AWPB for 2011

The NCDD Secretariat and PSDD should prepare AWPBs for 2011 for both PSDD and the Secretariat as soon as possible taking into account funds already confirmed and adjust plans as additional funding is confirmed. It's already late in the year to prepare AWPBs for 2011, but this must be done in order to minimise disruptions, especially for the Commune Councils and districts included in the DI.

Other recommendations are mentioned in Section 6.2.2.

Contents

Acronyms

AusAID	Australian Agency for International Development
CAAEP	Cambodia Australia Agricultural Extension Project
CAR	Council for Administrative Reform
CARERE	Cambodian Area Rehabilitation and Regeneration Project
CAU	Contract Administration Unit
CDC	Council for the Development of Cambodia
CDCs	Commune Development Committees
CDP	Commune Development Plan
C/SF	Commune / Sangkat Fund
DANIDA	Danish International Development Agency
DDC	District Development Committee
DFID	UK Department for International Development
DFT	District Facilitation Team
DIP	District Initiative Programme
DIW	District Integration Workshop
DPs	Development Partners
EU	European Union
ExCom	Executive Committee of PRDC
FAO	United Nations Food and Agriculture Organisation
FU	Finance Unit
GTZ	German Development Assistance Agency
IFAD	International Fund For Agriculture and Development
LAU	Local Administration Unit
IPF	Indicative Planning Figure
LPP	Local Planning Process
M&E	Monitoring and Evaluation
MAFF	Ministry of Agriculture Forestry and Fisheries
MEF	Ministry of Economy and Finance
MOI	Ministry of Interior
MOP	Ministry of Planning
MRD	Ministry of Rural Development
MWVA	Ministry of Women's and Veteran's Affairs
NCDD	National Committee for Management of Decentralization and Deconcentration Reforms (established in 2006)
NCDD	National Committee for Democratic Development at Sub-National Level (established under the Organic Law or 2008)
NCSC	National Committee for Support to Commune / Sangkat
NGO	Non-Government Organisation
OL1	*Law on Administrative Management of the Communes/ Sangkats.* Referred to as the Organic Law of 2001.
OL2	*Law on Administrative Management of Capital, Province, Municipality, District and Khan.* Referred to as the Organic Law of 2008.
PDIP	Provincial Development Investment Plan
PDOP	Provincial Department of Planning
PDRD	Provincial Department of Rural Development
PDP	Provincial Development Plan

PDWVA   Department of Women's and Veteran's Affairs
PFT   Provincial Facilitation Team
PIP   Public Investment Programme
PRDC   Provincial Rural Development Committee
RGC   Royal Government of Cambodia
SEILA   A Khmer language word approximating to "foundation stone"
Sida   Swedish International Development Cooperation Agency
SNA   Sub-national authority
TOR   Terms of Reference
TSU   Technical Support Unit
UNDCF   United Nations Capital Development Fund
UNDP   United Nations Development Programme
UNICEF   United Nations Children's Fund

1. INTRODUCTION

1.1. Background

Since the Paris Agreement in 1991, the people of Cambodia have been struggling with the long and difficult task of rebuilding the state after years of vicious conflict, widespread bloodshed and foreign occupation. The aim has been to secure and maintain peace and political stability, to re-establish government administration, and to enhance the welfare of a desperately poor population that survived long years of severe hardship. Along the way, as conditions improved, the government has attempted to promote democracy, create and strengthen local government, and improve the delivery of essential public services. Underlying these activities has been the longer term objective of reducing poverty. In all these efforts the government has relied extensively on support from the donor community.

The Project to Support Democratic Development through Decentralization and Deconcentration (PSDD) is the most recent in a series of projects funded by UNDP and other donors to assist the Royal Government of Cambodia (RGC) in moving the country forward along a path of democratic development. CARERE2, which ran from 1996 through mid 2001, supported the Government's SEILA programme. The Partnership for Local Governance (PLG), which operated from 2001 through 2006, continued support for SEILA and later the National Committee for Support to the Commune / Sangkat (NCSC). PSDD, which started in 2007 and is due to terminate at the end of 2010, has been supporting the National Committee for Democratic Development at the Sub-national Level (NCDD). Each of these projects has had two main objectives. One has been to assist government in shaping policies for decentralization and deconcentration, while the other has been to deliver basic public services to the local population.

As progress was achieved and the government policy priorities evolved, so the nature and scope of these programmes has changed in response. The main task for CARERE2 was to design and test models and procedures for delivering services to communes, since the government's capacity to do this at the time was negligible. Pilot applications in five provinces later lead to legislation establishing commune councils as an elected unit of local government supported by the Commune/Sangkat Fund (CSF), which provides resources for local administration and development. From these foundations, the PLG was tasked to extend these models to the rest of the country, with an emphasis on strengthening the capacity of the Commune Councils, and later to build similar structures at the district level. In addition to consolidating progress achieved in earlier projects, PSDD was set a new task. In anticipation of new legislation creating elected councils at both the district and provincial levels, PSDD was intended to integrate systems developed earlier into the new district and provincial administrations. However, as is explained elsewhere in this report, this has so far been possible only to a limited extent.

For a summary of UNDP assistance, please see Table 1.1 below.

Table 1.1: Summary of UNDP Assistance and major events

	CARERE (1992-1996)	CARERE 2 / SEILA (1997-mid 2001)	SEILA / PLG (mid 2001-2006)	NCDD / PSDD (2007-2010)
Project Purpose	Resettlement and Reintegration	Decentralization of Planning, Financing, and Local Development	Poverty reduction through functioning government institutions	Reconstruction of Provincial Government with more engagement of the poor and marginalised citizens
Project Location	4 Provinces: Siam Reap, Battambang, Pursat, and Banteay Meanchey.	Existing 4 provinces plus Ratanakiri. Then expanded to 12 provinces covered 318 C/S in 2001	17 Provinces covering 509 C/S and expanded to ALL provinces covering 1621 C/S in 2003	All Provinces and all C/S
Project Scope	Demining, Infrastructure, Rural Water Supply, Initial Agriculture & Social Development	Decentralization Designs, Experiment, and Reviews on annual basis	Decentralization Policy Development, Legal Drafting, Coordination, Trainings for new councillors, Initial assistance to DPs i.e. World Bank, IFAD, and UNICEF	Strengthening Decentralization Policy, Legal Drafting, Coordination, Trainings for new District Councillors, Full and assistance to all DPs within the NCDD framework
Executing Partners	UNORC and UNCHR	UNOPS	UNOPS	N.A (TA & Consulting Firms recruited directly by UNDP)
Achievements	Constructions of: Infrastructure; Rural Water Supply; Agriculture	SEILA Task Force (1998); CDC & LDF established; Supports to key line departments at sub-national level	NCSC; Law on C/S Administration; C/S Funds; Election of C/S councils; Aid Mobilization Coordination; PIF; Larger DPs contribution	NCDDS; PRDC; Organic Law; Election of Provincial Councils; DIF; DIP; Model of Aid coordination mechanism; District Integration Workshop (DIW);

Milestones:	Peace Settlement UNTAC	RGC Constitution	SEILA Task Force	Organic Law on C/S admin	First C/S Election	Cambodia Joined WTO	Organic Law	1st Provincial Council Election	PSDD Ends
	Oct-91	1993	1998	2001	2002	2004	2008	2009	2010

1.1. Terms of Reference

As stated in the Terms of Reference for this evaluation mission[1], the main purpose was "to carry out the final evaluation of PSDD" and to "develop recommendations for the future based on lessons learned from the implementation of PSDD". The mission was also asked to "not only concentrate on the management of the project but also the Project's overall ability to meet its objectives taking into consideration the changing environment over the course of the project". The TORs also asked the evaluation mission to look into a wide range of specific issues relating to different aspects of the project, including the policy environment, the design of the project, institutional support from government and development partners (DPs), management and implementation.

1.2. Activities undertaken

At the start of the mission, the Evaluation Team met with UNDP to clarify points in the TORs, and to agree on a workplan. This was summarised in an Inception Report[2] submitted to UNDP and approved by them.

The main activities conducted by the Evaluation Team include:

- Preparation of the Inception Report

- A review of documents and publications relating to:

    o The laws and regulations governing D&D and the enabling environment for implementing PSDD

    o The project document, progress reports and other information on management and implementation of PSDD

    o The provision of public services and the views of users and beneficiaries

- Interviews with knowledgeable informants in Phnom Penh representing development partners, members of the PSDD team, and central government ministries. Due to other commitments, we were unfortunately able to meet with only a few members of the NCDD and its secretariat.

- Field visits to four provinces – Kratie, Svay Rieng, Kampot and Siem Reap. These were chosen as representing a combination of provinces that have long received support for decentralization and deconcentration (Siem Riep), have only recently received direct PSDD support (Kampot), are in the highlands (Kratie) and the lowlands (Svay Rieng).

- At the provincial level we met with representatives from the ExCom, the office of the Governor, the newly elected council, provincial departments of central government ministries and a number of NGOs.

- At the district level, we met with people from the District Governor's office and the newly elected council, and at the commune level with representatives from

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[1] See Annex A.

[2] Osana International: *Inception Report for the Final Evaluation of "Project to Support Democratic Development through Decentralization and Deconcentration (PSDD)".* 11 September 2010.

the Commune Council, NGOs, village project committees, other stakeholders and representatives of final beneficiaries.

- A presentation of interim findings to staff from government, donors and the PSDD project, organised by UNDP and chaired by NCDD Secretariat.

A draft of this report will be circulated by UNDP to interested parties. A schedule of the Evaluation Team's activities and the people we met is included in Annex B.

1.3. Findings of the evaluation mission

The findings of this evaluation of PSDD are structured around the following five chapters. Chapter Two looks at the political and legislative context underlying the project. It reviews the achievements of earlier UNDP projects that preceded PSDD, the government's agenda for democratic development based on decentralization and deconcentration, the impact of new legislation on PSDD's activities, and support for PSDD from Development Partners.

Chapter Three examines the design of PSDD based on the original project document and subsequent revisions to outputs and the logframe. Key questions are whether the design was appropriate given the changing environment and whether outputs and performance indicators were appropriately specified.

Chapter Four evaluates elements of project management and implementation to determine strengths and weaknesses. These include the institutional framework, the organisational structure and staffing, systems for planning and budgeting, financial administration, monitoring and evaluation.

Chapter Five attempts to weigh the impact and outcomes of PSDD based on quantitative performance indicators as well as a qualitative assessment reflected by interviews with stakeholders. Topics include the extent to which PSDD met its stated objectives, the impact on intended beneficiaries, capacity development, and the sustainability of innovations introduced by PSDD and its predecessors. This is a particularly crucial question, given the recent creation of provincial and district administrations.

The last chapter Six summarises the main conclusions reached by the Evaluation Team and key lessons learned from experience gained during implementation of PSDD. It also includes the Team's recommendations in terms of immediate actions required in view of the planned termination of the project at the end of 2010, as well as other points to consider in future UNDP support to the RGC in implementing new legislation for decentralising government.

During the course of our interviews, particularly with representatives of the Development Partners (DPs), it became apparent from their comments that many people were not familiar with the details of PSDD. This is understandable, especially if they were not closely involved in the project or if they only recently arrived in the country. In order to assist readers who may need more information, we have included sections that describe important details of the project as a preamble to the more analytical parts of the evaluation.

2. THE POLICY AND INSTITUTIONAL ENVIRONMENT

This chapter provides a short review of the policy and institutional environment in which PSDD and predecessor projects have been operating over the past fifteen years. It summarises shifts in government policy during this time, explains measures to implement policies related to decentralization and deconcentration, describes UNDP support to the government for these policies and the role of partners in government and the donor community that have collaborated with PSDD.

2.1. The government agenda for democratic development

The government's agenda for democratic development has slowly evolved over the years from a defensive posture to more assertive support for local government authority. During the 1990s, the government's main concern was to maintain peace and security, prevent further conflict and avoid potential fragmentation of the country into disparate units. This called for a strong national government administration in which all major decisions were reserved to the centre. At the sub-national level, the government was represented only by the provincial Governor, whose main responsibility was to maintain security within his jurisdiction, liaise with offices of central government ministries at the provincial level and to a lesser extent at the district level. With minimal funding barely sufficient to cover recurrent costs of administration, the government's ability to deliver public services and promote development was close to zero. Instead, the government relied heavily on donor support and numerous NGOs that had recently mushroomed across the country, a situation which largely continues today.

As threats to peace subsided and the ruling party increasingly managed to wrest power away from the remnant opposition, government priorities changed towards winning broad support among citizens and gaining legitimation. This prompted the first steps towards democratic development focused primarily on the level of the commune, the lowest tier in the government hierarchy. The primary concern was to strengthen the presence of government at this level by creating elected councils, and hence the capacity to deliver services in response to community needs. Improving the delivery of services was also seen as a means to address one of the country's most pressing problems, poverty alleviation. This also triggered the start of a vigorous debate on the merits of decentralization and deconcentration, which became the focus of government policy and remains so today.

Commune councils. In 1997, to prepare the ground for creating commune councils, the RGC with support from UNDP (see below) launched the Seila programme under the wing of the Council for the Development of Cambodia (CDC), which is responsible for donor relations and government policy, guided and overseen by an inter-ministerial body called the Seila Task Force (STF), and managed day-to-day by its STF Secretariat (STFS). In 2001, the national parliament enacted the *Law on Administrative Management of the Communes/ Sangkats* (referred to as the 2001 Organic Law). This provided the legal basis for the operation of the commune councils, while a companion law lays out the procedures for the election of commune and sangkat councillors. The following year, elections were held for these councils, the first since the Peace Accords and indeed the first since the 1960s. To support

them financially, the Commune / Sangkat Fund was established to cover the costs of administration and a small budget for services and development projects.

Under the Law, all eligible voters in the respective constituency vote for a party slate of candidates and councillors are appointed according to a system of proportional representation. The number of councillors is determined by the size of the population of each commune, ranging from 5 to 11. The proportion of women elected in 2002 was 9.5% rising to 14% in the second elections five years later in April 2007. The executive branch of the commune council comprises the chairperson and two vice chiefs, together with a clerk assigned by the Ministry of the Interior. Together they execute the administrative and financial decisions of the council.

To support the new commune / sangkat councils, the government established the National Committee for Support to the Commune / Sangkat (NCSC). The main actors at the sub-national level to support the Commune Councils have been the Provincial Rural Development Committee (PRDC) and its Executive Committee (or ExCom). These are structures regulated by the government, but mainly created to coordinate assistance from donors and to support the functions of the Commune Councils. The PRDC comprises the governor, vice governors, directors of all provincial line departments of central government, district governors and in addition representatives from NGOs and other development programmes as advisors or observers. The ExCom is made up of two governors (the provincial governor and one of his deputies) and 8-10 directors of key line departments. The ExCom and the four units under it are responsible for coordinating and managing development activities on a day-to-day basis.

Funding from the Commune / Sangkat Fund for each commune is based on formulas that take into account the costs of administration and an allowance for development expenditures. The latter includes an equal share for all communes plus shares based on population and a poverty indicator. At the outset, these shares were weighted 40 /40 / 20, but recently they have been adjusted to 35 / 35 / 30 to give greater support for communes where poverty is more widespread.

District and Provincial councils. Encouraged by the successful achievements of the Commune Councils, and the lessons gained from this experience, the RGC started in the middle of this decade to think seriously about the next steps towards democratic development, namely the creation of elected councils and supporting administrations at the district and provincial levels. In June 2005, the Council of Ministers approved *The Strategic Framework for Decentralization and Decon-centration Reforms* and in August 2006 established the National Committee for the Management of Decentralization and Deconcentration (the first NCDD) to replace the NCSC. At about the same time, responsibility for day to day matters was transferred from the Seila Task Force to the NCDD Secretariat.

Since the issues involved in creating district and provincial councils are far more complex than was the case in creating commune councils, the government has consequently taken a more cautious approach. Whereas the Commune Councils have limited responsibilities and financial resources, the creation of district and provincial councils implies the transfer of functions and resources, and hence a potentially significant shift in power and authority away from central line ministries. It also implies the need to integrate the role and functions of the PRDC and ExCom into the new sub-national administrations (SNAs).

After much deliberation, the national parliament enacted in May 2008 the *Law on Administrative Management of Capital, Province, Municipality, District and Khan* (referred to here as Organic Law number two or OL2). Due to the controversial and still unsettled nature of many issues involved, the OL2 is largely concerned with the organisational structure of the new councils and their supporting administration. The Law and supporting regulations have so far been more or less silent on key matters related to their responsibilities, the functions to be performed, staffing and sources of funding. This vacuum has given rise to widespread confusion among new council members and administrative staff and urgent requests for clarification.

Procedures for the election of members of the district and provincial councils is laid out in the companion *Law on Elections of the Capital Council, Provincial Council, Municipal Council, District Council and Khan Council.* Under this law, council members are not to be elected directly by the citizens of the district or province but by those who have already been elected as members of the commune councils within each jurisdiction. The number of councillors at each level is as follows:

- Phnom Penh Capital Council - 21 councillors;
- Provincial council - 9 to 21 councillors;
- Municipal council - 7 to 15 councillors; and
- District council and Khan Council - 7 to 19 councillors.

In line with the provisions of this law, the first elections for the new councils were held on 17 May 2009.

To support the implementation of the OL2, and the establishment and functioning of the new councils, the government dissolved the National Committee for the Management of Decentralization and Deconcentration (the previous NCDD) and replaced it with the National Committee for Democratic Development at the Sub-National level (the new NCDD) supported by a Secretariat located at the MOI. According to the OL2, the new NCDD "shall have a Committee on Functions and Resources, a Committee on Fiscal and Financial Affairs, and a Committee on Personnel of the councils at sub-national levels and other Committees as assistants". Presently, there are four NCDD Sub-Committees, the three required by the OL2 and the Sub-Committee on Sub-National Development Plans. The new NCDD has in turn recently launched a ten year programme titled *The National Program for Sub-National Democratic Development (NP-SNDD)* and has commissioned a team to design an implementation plan for the first three years (2011-2013) referred to as IP3. Key tasks of IP3 will be to resolve issues related to the transfer of functions from central ministries to the SNAs and sources of funding to allow them to undertake their new responsibilities.

2.2. Support from UNDP

Throughout the evolution of government policy from the mid 1990s to the present day, UNDP has been seen as the lead agency in coordinating support from numerous Development Partners (DPs) to assist the RGC in formulating and implementing policies for democratic development and government decentralization and deconcentration. It earned this role for a number of reasons. It has had a long history in fostering decentralization and deconcentration, which is seen as the biggest reform program covering all provinces and communes in the country. It has facilitated constructive dialogues between the government and DPs. Its programmes have provided core funds and discretionary funds at all levels from the central

government to the province, district and commune. It enables DPs to channel additional funds to sub-national levels without creating the need for parallel technical assistance and project fiduciary mechanisms. It operates procedures to safeguard the use of resources from the C/S Fund. Most importantly, it links lessons learned in the field to policy making.

During the 1990s, vital and much needed aid from donor countries for Cambodia was channelled mainly through international organizations (IOs) and the numerous newly established local organizations (NGOs). At the time, existing government units, including commune and village administrations, were seen as being political tools of the central government under the ruling party and were largely ignored. Instead, The IOs and NGOs preferred to create new or revitalised community based organisations (CBOs), such as Village and Commune Development Committees, with whom to collaborate in implementing their projects.

UNDP's project, CARERE2 (Cambodia Rehabilitation and Regeneration), which supported the government's Seila Programme was the first predecessor of PSDD. Among other things, it proved notably successful in promoting participatory local planning and project implementation in five provinces: Pursat, Battambang, Banteay Meanchey, Siem Reap and Ratanakiri. The project focused on rural areas, and under a specific Reconciliation component, extended the emerging decentralization model into nearly all the areas that were formerly controlled by the Khmer Rouge. The administrative structures, methods and procedures that were developed in this pilot project represent the seeds from which have grown the nation-wide reach of today's government initiatives for decentralization and deconcentration.

One of the notable features of CARERE2 was the creation of the Local Development Fund (LDF), which provided grants of US$25,000 to selected communes over a period of three consecutive years. The Commune/Sangkat Fund that operates today evolved from the lessons learned from the original LDF. Experience gained provided the basis for Sub-Decree #16 dated 25 February 2002 on establishing the C/S Fund and subsequent sub-decrees determining the level of funding every three years, the latest one dated August 2010 covering the period 2011-2013.

CARERE2 was followed in 2001 by the Partnership for Local Government (PLG) project. The original project document for PLG was approved for a four and half year period 2001-2005, but it was extended twice, the first time one year until the end of 2006 and a second time for one month until the end of January 2007. These amendments were designed to accommodate the transition from the Seila programme under the management of the Seila Task Force to the new government programme under the National Committee for Management of Decentralization and Deconcentration (the previous NCDD) at MOI, established by Royal Decree in August 2006.

The main task for the PLG was to assist the government in implementing the *Law on Administrative Management of the Commune/Sangkat* (OL1) and to replicate models and systems developed under CARERE2 to all other provinces. This proved to be a massive task, eventually covering all 1621 communes across the country, a remarkable achievement in a short space of time. Initially, the emphasis was on building and strengthening the capacity of the Commune Councils to manage the funds allocated to them from the CSF. Later, PLG launched another component, the District Initiative (DI), which is designed to extend capacity development to selected districts. In the past, they had played only a minor role in service delivery, but with the increasing competence and activity of the Commune Councils, it became clear

that districts should play a larger part in coordination, planning and supporting inter-commune projects. For this purpose, DI established or revitalised District Development Committees similar in design to those set up under CARERE2 at the village and commune level, and set up a District Investment Fund (DIF) which provides an annual grant of $30,000 to each district for operation costs and project investment. PLG also helped to set up and support the Department of Local Administration (DoLA) at the MOI, the corresponding provincial offices of local administration (PoLAs) and the National Committee for Support to Communes / Sangkats (NCSC).

2.3. The PSDD project

The PSDD project started in February 2007 as the successor to the PLG and is due to terminate at the end of this year (2010) after a one year extension agreed in 2009.

Briefly stated, PSDD has had three main tasks. One is to consolidate progress achieved in earlier projects and to refine administrative procedures for planning and project implementation in light of experience gained and new circumstances. A second is to continue coordination and support for an increasing number of donor funded projects for sub-national development that make use of the mechanisms and procedures adopted by the PRDC and ExCom. A third is to support the implementation of the second Organic Law that created new administrations at the provincial and district levels. A more detailed discussion of these tasks, what they involved and the results achieved constitutes the rest of this report.

A brief sketch of the funds received and managed by PSDD conveys an idea of how far the scope of UNDP projects has grown since CARERE2, and the expanding range of activities in which PSDD has become involved. While the budget for PSDD itself has varied from US$ 10 to 17 million each year, coming from UNDP, DFID and SIDA, the total sum of funds for all the projects financed by participating donors and supported by PSDD and the ExComs amounts to far more, some US$ 93 million in 2010. PSDD funds are used for the following purposes, all of which are nationally executed (NEX):

- Contributions to investment funds for communes through the Commune Sangkat Fund (C/SF), districts through the District Investment Fund (DIF) and provinces through the Provincial Investment Fund (PIF).

- National and provincial programme support (PSDD and ExCom operations) to coordinate and deliver all other projects including those funded from the C/SF and provincial NGOs.

- Support to the NCDD and its Secretariat for salary allowances, equipment, operations and studies.

- Support to other departments and ministries of central government, chiefly DoLA but also MoWA, MEF, MoP, CAR, State Secretariat of Civil Service/Public Functions (SSCS), MoH, MoEYS, MoSAVY, MAFF, MLMUPC, National Audit Authority (NAA) and MoE. Funding is intended to cover monitoring and oversight of activities related to decentralization and deconcentration, capacity development and policy studies.

Other PSDD funds managed directly by UNDP are used for:

- Technical assistance at national and provincial levels to support policy deliberations and the implementation of projects funded not only by PSDD but also the many others supported by donors as well as commune activities financed from the C/S Fund.

2.4. PSDD partners

The broad reach of PSDD is underlined by the number and variety of partners that collaborate with the project both from the donor community and among government units at all levels.

Over the years, an increasing number of international agencies and DPs have come to rely on the systems created by PSDD and its predecessors to deliver and support their projects at the sub-national level. (See the table 2.1.) This reflects a growing recognition of the proven performance of PSDD in implementing projects on schedule and confidence in its capacity to monitor progress and ensure the proper use of funds. Donors also find it advantageous to implement their projects through PSDD, since it sharply reduces the time and cost needed to start operations, because staff and systems are already in place.

Table 2.1 List of current partner projects			
	Project Title	**Start Date**	**End Date**
1	PSDD (UNDP)	2007	2010
2	Democratic and Decentralized Local Governance (UNDP)	2006	2011
3	Rural Poverty Reduction Project - RPRP (IFAD)	2006	2010
4	Rural Livelihoods Improvement Project - RULIP (IFAD)	2008	2012
5	Rural Investment and Local Governance Project (WB)	2007	2010
6	Land Allocation for Socio-Economic Development - LASED (WB)	2008	2013
7	Demand for Good Governance (WB)	2009	2012
8	Agriculture Development in Mined Areas of Cambodia - ADMAC (CIDA)	2006	2009
9	Natural Resources Management & Livelihoods (DANIDA, DFID, NZ Aid)	2006	2010
10	Seth Koma/Child Rights (UNICEF)	1996	2010
11	Innovation in Decentralization and Local Development - IDLD (UNCDF)	2008	2010
12	Commune Council Development Project 2 (ADB)	2007	2009
13	Local Administration And Reform - LAAR (USAID PACT)	2006	2010
14	UNFPA	2006	2010

The manner of funding donor projects supported by PSDD varies from one to another. Some simply add funds to the Provincial Investment Fund (PIF), such as NRM&L, LASED, UNICEF and UNFPA. Some channel part of the funds through the National Treasury for forwarding to the C/S Fund or to special accounts disbursed through the provincial treasury to communes, such as IFAD/RPRP, NRM/L and LASED. Others again prefer to set up their own accounts in commercial banks for disbursement to project committees at the local level, such as PACT and the ADB. Whichever way the funds are channelled, PSDD staff under the ExCom provides assistance to all recipients in preparing necessary documentation. Since reporting formats differ among donors, this places considerable demands on the knowledge and skills of PSDD's supporting staff.

Some government partners have proven to be strong supporters of decentralization and deconcentration, particularly the ministries for education, health and rural development. Each has already taken steps to deconcentrate tasks and decision making authority to sub-national units, sometimes down to the smallest units, such as schools and health clinics. Other ministries have expressed reservations about transferring functions and responsibilities to provincial and district administrations. Some are clearly concerned about the potential loss of power and authority, not to mention opportunities for rent seeking. The Ministry of Economy and Finance is concerned about the implications of fiscal transfers, the scope for local revenue generation and control over aggregate public spending. Several other ministries are more or less neutral on the issue, have a weak understanding of the issues or are simply waiting to be instructed on how they should proceed[3].

Whatever their views on decentralization and deconcentration, many DPs and government ministries, such as MAFF, MOI, MOP, their line departments at provincial level and offices at district level, acknowledge that PSDD has been highly successful in supporting the NCDDS and ExComs in their effort to harmonize donor projects at the sub-national level. This is clearly shown by the increasing number of donor projects and resources providing assistance to sub-national administrations through PSDD supported structures.

Many line departments at the provincial level and their offices at the district level have received funds from the ExCom through the PIF allowing them to undertake activities that could not be financed with the meagre budgets from their parent ministry. However, given the lack of clarity about the role and resources of the new SNAs, the Evaluation Team found that many line department staff at the provincial level are sceptical about the prospects of future collaboration with them.

Among the most numerous PSDD partners are of course the Commune Councils, which have been the main focus of technical support since they were first created. Field interviews indicate, almost without exception, that they depend heavily on the ExComs and most express satisfaction and gratitude for the help they receive. Even larger in number are the many NGOs and CBOs that have collaborated with the ExComs in implementing a great variety of small scale projects with support from PSDD. The NGOs we met mentioned that access to members of the Commune Councils was easier and communications with them were better as a result of the procedures adopted by the ExComs, especially the annual District Integration Workshops (DIWs). This has helped to strengthen their role in representing the

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[3] See a report by the Urban Institute (October 2008). *The Powers and Functions of Selected Ministries of the Royal Cambodian Government.*

interests of local communities, including women, the poor and other disadvantaged groups.

2.5. External events impacting PSDD

Since PSDD started in 2007, several events have occurred which have had an important bearing on the implementation of the project as originally envisaged.

The enactment of the OL2 in May 2008 was a little earlier than expected. More importantly, it omitted clear directives on key issues related to the decentralization of responsibilities and functions from the centre to the new authorities, fiscal resources to support their new tasks, and the manner of staffing local administrations to under-take the expanded roles assigned to them. While some provinces have started taking steps to restructure their *salakhet* and reassign staff, they have not been able to recruit additional personnel both for lack of funds and clear indications of what kind of people they will need. Although supporting regulations have clarified some issues, the big questions remain to be resolved. All of this has made it difficult for PSDD to make much headway in integrating structures and procedures developed for the PRDC and the ExCom into the new administrations.

Following the passage of the OL2 and elections of the new councils on 17 May 2009, the whole issue of decentralization and deconcentration has become a major topic of discussion among line ministries, the national parliament, the donor community and the public at large. To secure support from the highest levels, the NCDD sought and gained approval from the Council of Ministers in May 2010 for the NP-SNDD ten year programme. In August, the programme was officially launched by the Prime Minister with a thousand high profile officials in attendance. This growing interest in decentralization and deconcentration has encouraged some DPs, for example GTZ and the ADB, to start or expand their own initiatives to address outstanding policy issues and support the NP-SNDD.

Meanwhile, UNDP appears to have lost its leadership position in coordinating the activities of the donor community on decentralization and deconcentration. A change of personnel within UNDP brought about a loss of focus on the policy agenda for democratic development. UNDP governance advisors changed twice in the past couple of years. Earlier policy support for decentralization and deconcentration under their DSP project was not followed up. Recently, Sida, the main funder of PSDD and its predecessors and a UNDP close ally, stepped down as co-chair of the Government-DP TWG s for D&D. As a result of this lapse, UNDP has provided little guidance for PSDD in pursuing its third task, and failed to consider other ways they might have contributed more directly to the policy debate.

Another event that caused a big problem for PSDD was the decision by the government to require donors to cancel salary supplements for all government staff working on their projects after 31 December 2009. Since regular government salaries are still very low even after recent increases, staff greatly value the supplements and see the loss of them as a serious blow. It has undermined their willingness to take on tasks required from them under PSDD, and many have stopped doing them. Since PSDD works with a large number of government staff to support programme activities, particularly in the ExCom to provide assistance to the communes, the impact has been widely felt. Despite efforts by PSDD's own staff to fill the gap, the level of assistance in the field has fallen sharply. Some people we met on our field trips indicated that their staffs continue to perform their duties and

some commune officials claimed they can manage without assistance. Nevertheless, it is expected that data collection and the quality of reporting will suffer.

A further setback for PSDD was the decision by DFID in 2009 to withdraw from Cambodia following a change in country priorities decided by their home office in the UK. Core funding from PSDD has come from UNDP, Sida and up until the end of 2009 from DFID. Since DFID funds represented about 40% of the total budget in 2009, the loss of their support created a big hole in financing the workplan for 2010. The World Bank offered to fill part of the shortfall, but this was not taken up by UNDP due to a long standing disagreement between the headquarters of the two organisations concerning auditing procedures.

3. PROJECT DESIGN

Most people we met during our mission regarded PSDD as a big success, but critics have faulted it for not achieving some of the goals expected. The purpose of this chapter is to determine to what extent any failures might be attributable to implementation of PSDD or to the design of the project and the results expected. The analysis is based mainly on the project document dated 18 January 2007 and the revised logframe dated 28 January 2008.

3.1. The PSDD project document

A project document serves several purposes. One is to provide a conceptual framework and rationale for a project, and to explain the main elements to guide implementation. Another is to serve as a means to mobilise funding for the project either from resources within an organisation, or as in UNDP's case, from development partners. This consideration may influence the way a project is presented as is discussed below. A third purpose is to provide a framework or yard stick with which to evaluate the achievements of the project during implementation.

Although UNDP favours the use of a standard format for project documents, this changes from time to time and was only loosely applied for PSDD. In practice, project documents vary according to circumstances and the authors involved. In general, it ought to include several basic elements. A discussion of the context is needed to explain the rationale for the project and a statement of the larger goals to be attained. It is helpful to follow this with a discussion of strategies to be pursued to reach the goals, which will help to define the intermediate outcomes or objectives to be achieved during the life of the project. These in turn will determine the specific outputs to be produced and the activities required to produce the outputs. Other sections of a project document may then cover arrangements for managing and implementing the project, a workplan and budget indicating the financial resources required and the potential sources of funding.

The original draft of the PSDD project document was apparently found to be unsatisfactory and was revamped in a hurry to meet the deadline for termination of PLG and the launching of PSDD early in early 2007. The rush to complete a project document on time accounts in part for the inconsistencies evident in the document and an incomplete logframe. In February 2008, after lengthy deliberations involving the PSDD monitoring and evaluation unit and others, a revised version of the logframe was completed. This has subsequently been used as the basis for reporting progress in implementation.

As it stands, the project document is skimpy, provides only brief details on some topics and lacks information on other topics normally included in a document of this kind. It is short, only 27 pages excluding annexes. The stated goal is "to reduce poverty in Cambodia", a reduced version of the goal for the PLG, which was to "Contribute to poverty alleviation through good governance". One brief paragraph summarises the project purpose and three objectives, which follow more or less the objectives of the PLG. Oddly, these are later referred to as "components", implying a lower order of importance. There is no discussion of strategies to pursue the goal, only a list of "components", each with a miscellany of indicative activities with little logic or explanation of how they relate to objectives. There is not even a table on

results and resources, which is to be found in most other project documents for UNDP projects. This includes a statement of outcomes, outputs, targets, activities and inputs, which is useful as a tool to organise a logical structure for a project. Instead, the PSDD project document includes an incomplete logframe.

The tentative nature of these activities and other parts of the project document is explained by PSDD's intention to "align with the national D&D program as it evolves". At the time of writing, it was already known that the government intended to enact new legislation to create district and provincial councils, but it was uncertain what this would contain or imply for PSDD. Accordingly, the project document states that "This milestone will trigger an appraisal of the organic law, the PSDD project and recommend changes to its design and components in order to flexibly respond to RGC's evolving reforms".

By the time the revisions to the logframe were completed in January 2008, the intent of the OL2 was better understood and is reflected in the wording of the revisions. However, the project document was never updated to reflect either the changes to the logframe or the implications of the OL2 after it was enacted in May 2008. Perhaps this was not considered necessary or thought to be too late given the projected termination date at the end of 2009.

3.2. The PSDD Logframe

The revised logframe makes some improvements but has serious flaws. Many people were involved at different stages in the prolonged process of revising it including several from the NCDD Secretariat. Along the way, it seems that the roles and tasks of the NCDD and PSDD, and the outputs each is responsible for, became blurred. Another major weakness is that it is based on several assumptions that were identified in the logframe but proved to be misplaced. The false assumptions and the blurring of tasks permeate the entire logframe as explained below.

The goal was restated as "Poor people benefit from functioning sub-national institutions in Cambodia". This is an improvement on the earlier version in that it refers to the role of the institutions in benefiting poor people rather than the bald statement about reducing poverty. The mention of benefits for poor people is presumably intended to strengthen appeal to potential donors to PSDD, since poverty alleviation is a common almost universal goal for development partners active in Cambodia, and enables them to justify contributions more easily. But it also forces PSDD to be held accountable for a goal that the project is not directly designed to achieve, but where donors will want to see progress.

While funds may be channelled through PSDD structures and procedures, the decision on the use of these resources is either specified by the funding agency or made by recipients of these resources. Recipients include the Commune Councils or the provincial line departments and NGOs acting in response to demands from the Commune Councils, CBOs and others. The PSDD field staffs are not in a position to control these decisions, although to some extent they may be able to influence them.

A more accurate and straightforward statement of PSDD's main goal would simply reflect the intent to improve the delivery of public goods and services to the people of Cambodia, or something along these lines. The means to do this would be through strengthening the capacity of local government agencies and other institutions. Local government agencies mean the Commune Councils, the Governor's office,

new SNAs, provincial line departments and their district subsidiaries. Other institutions mean the PRDC, ExCom, NGOs and CBOs etc. However, wording of this kind would admittedly not have the same appeal to potential donors.

The revised version of the project purpose in the logframe comes closer to the mark, when it says: "State and social institutions reconstructed at the sub-national level so as to engage with and empower poor and excluded citizens". However, as mentioned earlier, the OL2 prescribed many things but it largely by-passed key decisions about functions, fiscal resources and staffing, which were left for the new NCDD to resolve. Until these and many other matters have been resolved, the new councils can do little but discuss and implement plans and budgets based on existing meagre resources. The assumption that they would already be "reconstructed" or "functioning" (as stated in the revised logframe) within the remaining lifespan of PSDD was highly optimistic and unrealistic, even after extending the project until the end of 2010.

Unfortunately, these assumptions also underlie the new objectives, which are now more usefully referred to as outputs. The revised logframe includes four, two of which again refer to structures and systems "in place". The four outputs are:

1. Cambodian-owned sub-national structure agreed and in place, that promotes voice, responsiveness, delivery capability and accountability.

2. Planning, finance, implementation and monitoring systems in place and integrated into new national structures and systems.

3. Investment funds delivered through mechanisms that promote accountability (i.e. on-budget) and which enable debate (i.e. largely discretionary in nature to allow choice).

4. Aid effectiveness mechanisms in place.

The definition of these outputs reveals a bigger problem. None of them are within the control of PSDD, since they rely on actions and decisions made elsewhere. The first two depend on decisions to be made by the national parliament, members of the NCDD and other actors on the content of OL2 and supporting sub-decrees and regulations. While PSDD might be able to assist the process, the NCDD Secretariat and PSDD cannot begin to integrate existing systems into the new structures until such decisions are made.

Again, decisions on whether or not to channel investment funds on-budget depends on those providing the funds. While on-budget flows of donor funds are to be encouraged, many if not most DPs are not yet ready to do this and prefer instead to use the commercial banking system. However, as PSDD and predecessor projects have already demonstrated, accountability and debate can also be achieved in other ways. The meaning of the fourth output is unclear but agreement on mechanisms is up to the members of either the DP's Technical Working Group (TWG) for decentralization and deconcentration or the Joint DP and Government TWG.

PSDD clearly has a role to play in assisting those concerned in producing these outputs, but it is inappropriate to define them as outputs for PSDD itself.

3.3. Progress indicators

The same blurring of roles between the PSDD and the NCDD pervades the specification of progress indicators. Some are relevant; others are inappropriate, imprecise or hard to measure.

None of the indicators specified for the project goal relate to services provided by "functioning sub-national institutions". Instead, they include several related to increases in service provision from donor projects implemented in collaboration with PSDD. Another aims to capture equity in the distribution of resources to poor villages. The PSDD has done their best to monitor this, but it is doubtful whether the results are meaningful or reliable. One indicator refers to the decline in number of rural people with incomes below the National Poverty Level. The figures may be of interest to PSDD stakeholders but it is inappropriate as an indicator for PSDD or any other project, given the multitude of exogenous factors which impact poverty, not least the weather and its effect on harvest yields.

The indicators for project purpose relate only tangentially to "State and social institutions **reconstructed** at the sub-national level" (emphasis added). In practice, the indicators refer mainly to the Commune Councils, and cover accountability, responsiveness, social cohesion and capability. Accountability indicators refer to the activities of the Accountability Working Groups (AWGs). (See Chapter 5.) Responsiveness requires information from the PSDD database but also special studies. The indicators for capability are largely irrelevant, but the PSDD monitoring and evaluation unit has instead undertaken surveys that have yielded useful pertinent information. The two indicators mentioned for social cohesion, identity and "secureness" (sic) are hard to define and the means to verify them are not surprisingly left empty.

The indicators for outputs merely emphasises the blurring of roles between the PSDD and the NCDD. Output One includes enactment of the OL2 and preparation of a national programme, what has become the NP-SNDD. While PSDD supported these activities, they cannot be held responsible for them. The indicators for Output Two relate to improvements to planning and funding processes and monitoring and evaluation systems. Most of these are valid PSDD tasks, but indicators ignore the extent to which these improvements have been "integrated into new national structures and systems". Indicators for Output Three include the proportion of sub-national investment on- and off-budget, which is clearly outside the control of PSDD and would require extensive information. Instead PSDD reports on the proportion of the NCDD annual workplan and budget (AWPB) that is on- and off-budget, a more realistic task, but still not within the power of PSDD to decide. The second indicator refers to the proportion of funds available in a discretionary form, although which funds and for whom is not specified. PSDD progress reports interpret this as referring to the C/S Fund and the Commune Councils, which again is not up to PSDD to decide. Lastly, the indicators for Output Four refer to the activities of the DP's TWG rather than PSDD.

3.4. Reporting formats used by PSDD

In sum, the logframe and particularly the progress indicators are more appropriate for reporting on progress in implementing OL2 and the government's agenda for democratic development than as tool for managing and reporting on progress of PSDD. Accordingly, the PSDD team has adopted two different formats for their annual reports. One faithfully follows the logframe and the indicators, regardless of

their inconsistencies. This has required considerable time and effort to collect relevant information, and in some cases research to investigate specific topics.

However, since the indicators are largely irrelevant for reporting on the PSDD project per se, they have been ignored. Instead, the statement of outputs has been used only for the purpose of organising annual progress reports. No attempt is made to standardise the topics covered each year under each output, and no indicators are used to measure progress. The information included under each output varies from year to year, depending on the activities undertaken during the period under review. Some topics are covered each year, but most are mentioned only for years in which there is something worthwhile to report.

3.5. Policy formulation and implementation

Two big questions remain to be addressed: To what extent was PSDD expected to support the government's policy agenda related to the OL2; and to what extent should PSDD have been expected to do this?

The answer to the first question is ambiguous. Under the third component relating to support for policy, the project document outlines a comprehensive and ambitious list of indicative tasks to be undertaken, but also says that these would need to be appraised "once the law on D&D (meaning OL2) has been enacted".

While numerous informal discussions may have taken place, it appears they were never reflected in any formal document, and certainly not in a revised project document. Meanwhile the revised logframe only discussed outputs and indicators but not specific activities required to produce the outputs, which incidentally is usually included in logframes. Given an open ended situation, PSDD instead responded primarily to requests for assistance from the NCDD Secretariat and concentrated on doing what they perceived as possible and practical given the gaps in the legislation. But the effort has added greatly to their already heavy workload in implementing a workplan involving 15 or more programmes and a budget of some US$ 80 to 90 million.

The answer to the second question may be discussed in terms of two quite different activities: policy formulation and its implementation. The former includes support for the government in resolving key matters, such as the transfer of functions, fiscal resources and staffing, and drafting sub-decrees and regulations in support of OL2. These are the kind of activities mentioned in the PSDD project document under the second component. It should immediately be apparent that these tasks are complex involving many different actors, as was evident during the course of designing the NP-SNDD. To undertake these tasks effectively would have required either adding a special unit to PSDD for this purpose, staffed with several long and short term international and national experts, or launching an entirely new project.

The second activity refers to assisting the government in implementing decisions already made. This is a more limited task in terms if the need for expert inputs, but is still a big one in terms of management capacity and supporting personnel. There are obviously advantages in having PSDD involved in this activity, given its extensive network at the sub-national level, ongoing activities in strengthening district capacity through the DIP, and the need to integrate its structures and systems into the new SNAs. If instead, responsibility for policy implementation was attached to the policy

unit, it would still have to rely heavily on PSDD. On balance therefore, it would have been better to add a greatly strengthened policy unit to PSDD.

In the event, UNDP seems to have decided that the combined resources of PSDD and another UNDP project, DDLG, were enough for the purpose. But this has proven not to be the case and has left UNDP exposed to criticisms that it did not do enough to lead the way in supporting the policy dialogue and coordinating DP efforts to this end. Either way, the extent of the task was certainly beyond the capability of PSDD as it stood or stands today.

3.6. Conclusions

In evaluating the design of PSDD we reach the following conclusions.

- As reflected in the project document, PSDD appears to have been conceived more or less as an extension of PLG, without sufficient recognition of the major potential ramifications of new legislation that the government was discussing at the time.

- Although the revised logframe was intended to fill gaps in the project document, it resulted in creating greater confusion by failing to make a clear distinction between the tasks of PSDD and the NCDD.

- As it stands, the logframe is only marginally useful as a management tool for implementing PSDD. Instead, it serves primarily as tool to report on progress in implementing the OL2 and the NCDD agenda in supporting it.

- Despite intentions expressed in the project document to conduct a formal reappraisal of PSDD's role following the enactment of OL2, neither the project document nor the logframe have since been revised, nor have the conclusions from such an appraisal been formally recorded.

- The combination of a weak project document and a misleading logframe have left PSDD in an ambiguous position and exposed it to criticisms about the lack of support for the government's policy agenda.

- In retrospect, UNDP would have been better advised to expand and greatly strengthen a unit within PSDD to support the government's policy agenda related to OL2 or possibly to launch a separate project for the purpose.

4. PROJECT MANAGEMENT AND IMPLEMENTATION

The creation of forums, systems and procedures during both predecessor projects, Carere 2 and Partnership in Local Governance (PLG), has been instrumental to the success of PSDD in nurturing democratic development. This chapter reviews each of these elements and assesses their strengths and weaknesses in contributing to effective management and implementation of the project.

4.1. The implementation framework

4.1.1. The framework

PSDD assists government at the national, provincial, district, and commune levels through direct and indirect assistance. At the national level, the main focus of PSDD support has been the National Committee for Democratic Development (NCDD) and its Secretariat, which receive funds and technical assistance. UNDP allocates funds to the NCDD account, which have been used to implement trainings, studies, excursions and events, as well as salary supplements for staff. (See figure 4.1 for the structure of NCDD). Technical support is provided by international and national advisors on short and long term assignments for the NCDD Secretariat.

The Technical Advisers (TAs) assist each of the three divisions of the Secretariat for program support, policy support and inter-ministerial coordination, and through the Secretariat they also support each of the four sub-committees of the NCDD for functions and resources, financial and fiscal affairs, sub-national administration, and sub-national development planning. At the national level, PSDD also provides technical support and funding through the NCDD to the MoI/DoLA and financial support with limited technical assistance to other Ministries represented on the NCDD.

At the provincial level, PSDD operates through the Provincial Rural Development Committee (PRDC) and its Executive Committee (ExCom), which manages the Provincial Investment Fund (PIF) for the province. These were first set up under CARERE2 in some provinces and later by PLG in the rest of the provinces. (See figure 4.2 for structure of PRDC). PSDD provides part of the funding for the PIF, which also receives contributions from other DPs. The resources of the PIF are used to finance proposals from provincial line departments in response to local development needs identified through the commune planning process. PSDD TAs support the four units of the ExCom that include staff seconded from provincial line departments and the Salakhet (see figure 4.2).

The Local Administration Unit (LAU), augmented by a Provincial Facilitation Team (PFT) and District Facilitation Teams (DFTs), is responsible for building the capacity of commune administrations and districts included in the DI through training, ongoing management support, monitoring and reporting. The Contract Administration Unit (CAU) is responsible for managing ExCom contracts with line departments, and providing support to these departments for project management, reporting and M&E.

The Technical Support Unit (TSU) provides assistance on technical matters mainly for physical infrastructure but also more recently for a limited range of non-infrastructure activities. The Finance Unit (FU) handles the disbursement of funds

from the PIF and provides support to the Commune Councils and others with financial reporting for a wide range of other funding agencies including most importantly for the C/S Fund. In addition TAs are assigned for other DP projects, such as Natural Resource and Environment Management (NREM) project financed by DANIDA, DFID and NZAid, the Land Administration for Social Economy Development (LASED) funded by the World Bank, and the Rural Poverty Reduction Project (RPRP) which gets funds from IFAD.

Figure 4.1 Structure of NCDD
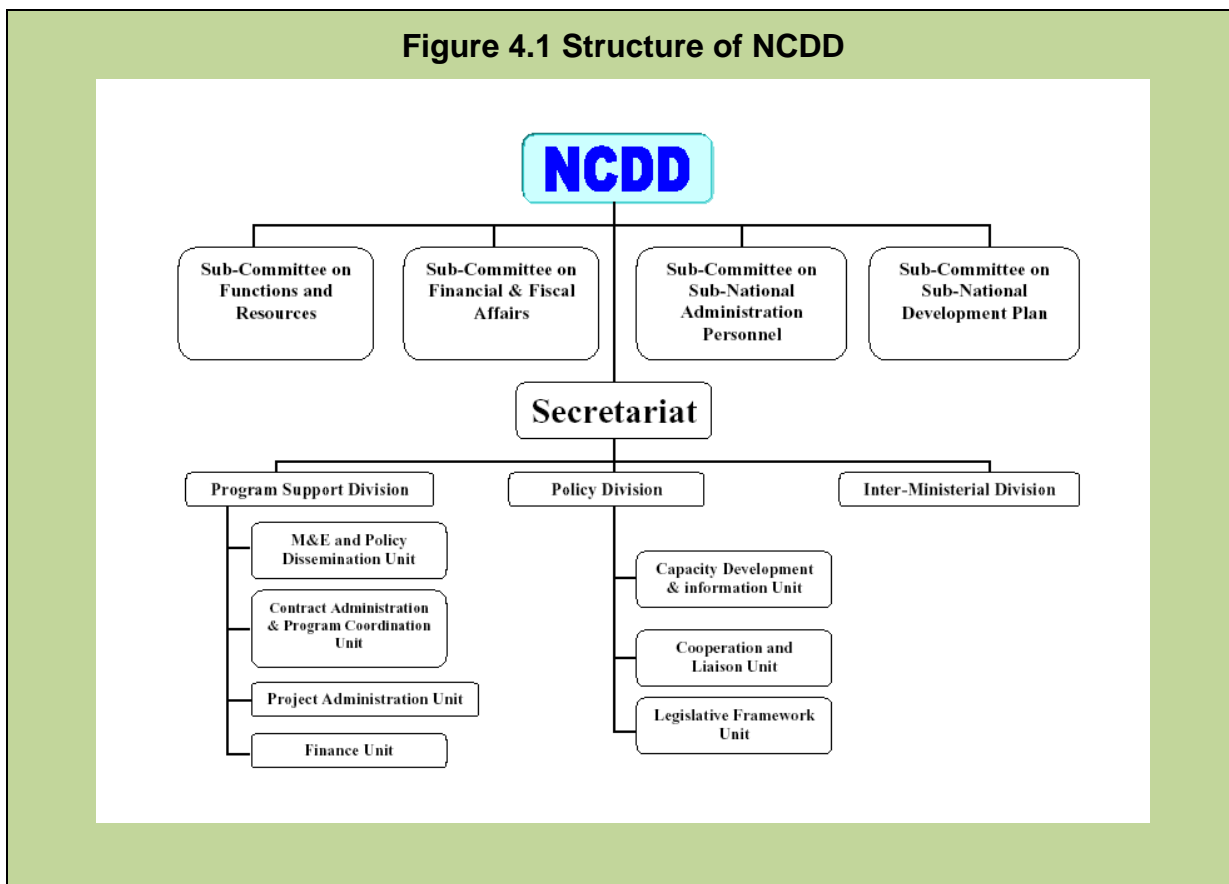
PSDD TAs are not posted to the district and commune levels, but instead provide support through the PFT and DFTs. Members of these teams are civil servants recruited competitively from different technical line departments and work directly under the supervision of the Local Administration Unit (LAU) to facilitate planning and implementation of projects financed by Commune Councils using allocations from the C/S Fund, as well as other projects funded by DPs through the PIF or directly to Commune Councils. These include, for example, UNICEF (Seth Koma), Danida (NRML), the World Bank (LASED), IFAD (RPRP and RULIP) and USAID (LAAR).

Under the District initiative (DI), started under the PLG and expanded under PSDD, the project also provides funds for the District Investment Fund (DIF), supplemented by other donors, which is used to finance proposals from the District Development Committees (DDCs). Proposals are intended to support inter-commune projects proposed by Commune Councils within each district. Technical support is provided by the PFT and DFT with guidance from the PSDD TAs in each province.

At the district level, an important innovation has been the introduction of the District Integration Workshop (DIW). This provides a mechanism for the Commune Councils and latterly the DDCs to exchange information with line departments and other service providers on the availability of projects and services and to enter into preliminary agreements.

Under another UNDP project, Democratic and Decentralized Local Governance (DDLG), the Inter-Commune Cooperation (ICC) component also provides funding and technical assistance to Commune Councils for projects involving two or more communes with an emphasis on non-infrastructure projects. For this purpose, ICC staff produced an elaborate set of guidelines to assist Commune Councils in designing and implementing such projects. Although the Evaluation Team did not investigate the matter, it would obviously be important to ensure that these guidelines and those used by PSDD in the DIP are consistent if not very similar.

Figure 4.2. Structure of PRDC
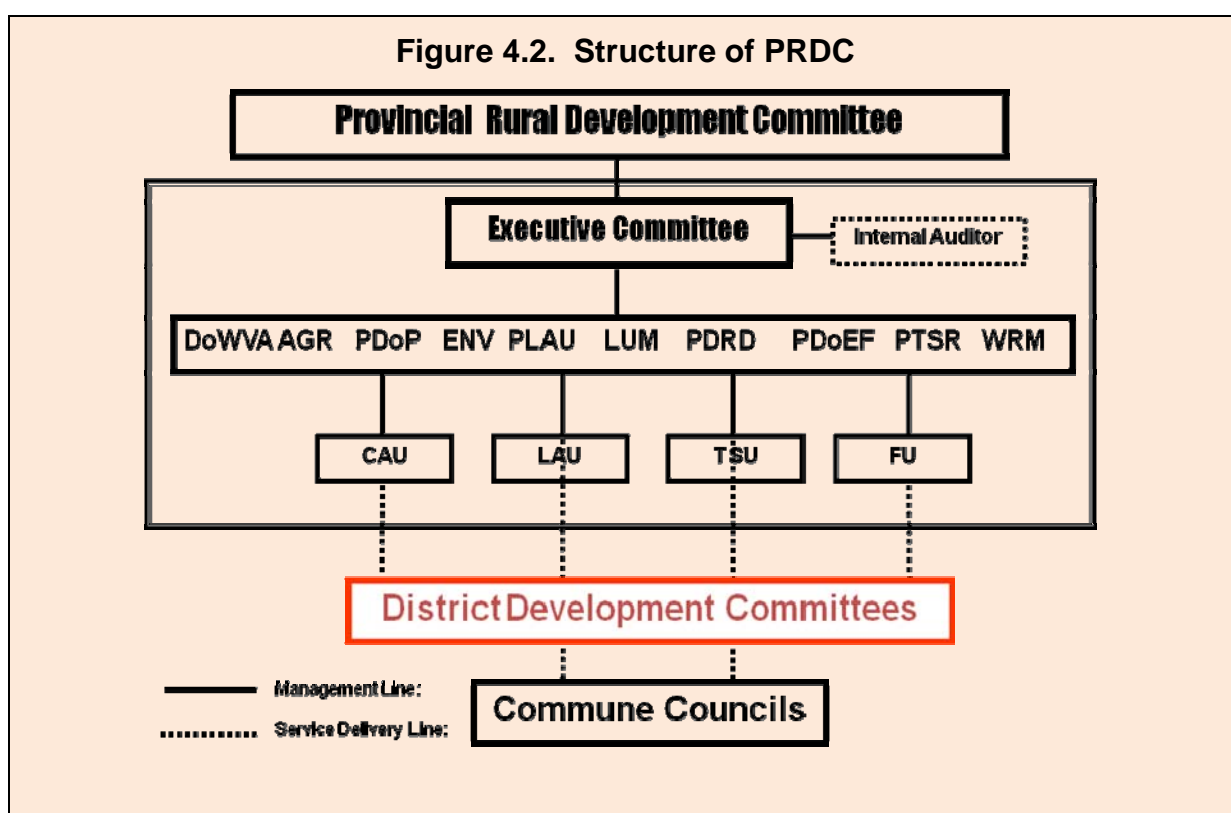
4.1.2. Comments

In the view of the Evaluation Team, the framework constructed by PSDD and its predecessors for the purpose of delivering public services has been one of the key instruments contributing to its success. It includes players at all levels of government, grass roots community organisations, NGOs, Development Partners (DPs) and many others. Collaboration between PSDD and the various players has varied, but overall PSDD has managed to generate strong commitment, active participation, and a high level of ownership, particularly among Commune Councils. An important element of this framework has been the Provincial Rural Development Committee and its Executive Committee (ExCom). By providing strong links between the government at the national level and the Commune Councils at the community level,

the ExCom serves as a highly effective mechanism for coordinating the delivery of public infrastructure and services to Cambodians across the country. In doing so, PSDD has been able to attract and mobilise substantial donor funding for a wide range of projects designed to promote development at the sub-national level.

The implementation framework has great strengths but also weaknesses. One of its great strengths is clearly the role of the PRDC and ExCom in facilitating coordination among DPs at the sub-national level and harmonising procedures for implementing projects. This is something both government authorities and the DPs frequently mentioned in our interviews with them. The PRDC provides a means for the provincial and district Governors to coordinate development activities within their jurisdiction. DPs can make use of project delivery systems already in place, rather than having to create their own. The DIWs have proven highly effective as another means for Commune Councils and DDCs to access support and to coordinate development activities.

Data on the disbursement of funds and the completion rate of projects clearly shows that the delivery system works effectively. In 2009, to take one example, total disbursement from the PSDD budget was 90%, as high as 100% for the DIF, 99% for the C/S Fund, and more than 80% for all other activities at the sub-national level. Details of each expenditure as appeared in PDSS Annual Report for 2009 (released February 2010) is attached in Annex 4.1.

One weakness, however, has been the relatively limited collaboration with central government ministries involved in DP funded activities at the sub-national level. A notable exception is the MAFF, where PSDD TAs have been deployed for many years. As mentioned in Chapter Two, PSDD provides financial support to these ministries but not necessarily technical assistance. This might have been particularly useful, for example, in improving central government support from the Ministry of the Environment and the Forestry Administration in the Ministry of Agriculture for the activities of the NRM&L project. Stronger collaboration with some of these ministries would also have helped to prepare the way for implementing the OL2.

An old criticism we often heard during our interviews with DPs and others outside government is that by setting up a PRDC and its ExComs, PSDD (and its prede-cessors) have created a parallel structure to government at the sub-national level. We believe this criticism is misplaced and based on a misunderstanding of the structure and responsibilities of government at this level. As mentioned in section 2.1 of this report, prior to CARERE2, the government presence at the sub-national level comprised only the offices of the Provincial and District Governors, whose responsibilities were mainly limited to maintaining peace and security, and provincial departments and district offices of central government line ministries. There was no parallel government structure in place that was legally authorised to perform the functions of the PRDC and the ExCom.

Once the Commune Councils were established, the original Commune Development Committees were dissolved and their role taken over by the new councils. Now that the OL2 has created provincial and district authorities, the opportunity arises to transfer the structures and systems under PSDD to them. But this will only be possible as and when supporting legislation clarifies their functions and fiscal resources.

4.2. Staffing

4.2.1. Strategy and composition

PSDD's strategy in staffing the project followed predecessor projects. The intention is to rely as far as possible on government staff supported by a cadre of technical advisors (TAs) and key management staff. Through a combination of training and learning by doing, it is hoped that government staff will eventually be able to rely less on advisors and take over more of the responsibilities themselves. The results are discussed later in Chapter Five under the section on capacity development.

To support the strategy, UNDP directly recruits management staff and the team of TAs. These comprise international and national experts hired on short and longer term contracts. Originally, under CARERE2, the international advisers were placed both at the national and provincial levels, but by the start of PLG in 2001 all international advisers had been withdrawn from the provinces and since then have served only at the national level under the NCDD Secretariat. At the provincial level, they have been replaced by national advisors, some of whom have long served under predecessor projects. Each province has between six to nine TAs, depending on the volume of resources, range of activities and the capacity of government staff.

Although UNDP contracts all of the PSDD TAs, there has been a high degree of delegation to the Project Manager for recruitment, selection and supervision. With the expansion of coverage to all provinces in the country and the addition of new activities, the total number of PSDD staff in 2010 is on the order of 180 people.

Of these, some 40 international and national advisors are posted at the national level to support the NCDD, its Secretariat, the MOI and to a lesser extent the line ministries that are members of the NCDD. These people are engaged in a wide variety of tasks mainly related to policy matters, drafting of legislation for decent-ralization and deconcentration, preparation of guidelines and manuals for the use of staff at the sub-national level, and an extensive programme of capacity development encompassing a huge range of government personnel, programme staff and civil society organisations.

The main focus of PSDD support is still at the commune level, which is inevitable given the large number of commune councils and the huge volume of projects implemented at that level. Most of the TAs are located among the ExComs and its four units, who together with the PFTs and DFTs provide technical support to the commune councils for planning, budgeting and project implementation. The growing volume of DP activities facilitated by the ExCom has required increased support for this purpose.

Government counterpart staffs come from the NCDD Secretariat, MOI, provincial departments and district offices of central line ministries. The selection of staff to work under the four units of the ExCom is managed by the ExCom through a competitive process and has resulted in a large number of civil servants seconded from a wide variety of line departments.

Quality of staff. The Evaluation Team found that the quality of government staff working with the ExCom varies in the four provinces we visited. While some have university degrees, others have only a high school certificate or a teachers training qualification, but this was found to be insufficient to work at the assistant level in the ExCom. The limited range of courses offered among institutes of higher education

coupled with the modest educational achievements of some staff, means that many are working in positions for which they have little appropriate background knowledge or skills. This sometimes hampers progress in implementation. To address the issue, PSDD supported the NCDD Secretariat with annual plans for capacity development through training, workshops, public education and awareness campaigns for NCDD, its Secretariat and PRDC staffs. As part of the strategy to improve the skills of government staff, PSDD relies on a combination of mentoring, coaching and facilitation, especially at the national level, and at the sub-national level on the extensive training of trainers (ToT). TAs and staff from the central government first train staff selected from regions and provinces, who then conduct training sessions at the provincial level prior to the training of commune staff. Depending on the number of people who require training, these sessions may be held in Phnom Penh, regional centres or provincial capitals.

Salary supplements. Given the low salaries paid by government, PSDD used to provide salary supplements to those working on the project until the government ordered that these be cancelled after 31 December 2009. The cancellation of these supplements has gravely affected performance in the field. We heard numerous reports of staff resigning or simply going absent. But we also heard reports from some line department heads that their staffs were continuing to work as normal, since it was part of their designated duties. Some government staff we met also expressed full commitments to the project, aware of its importance for the development of their own communities. We could not determine exactly how big an impact salary cuts have had, but judging by most reports it seems to have been extensive.

Turnover of staff. Even before the cancellation of salary supplements, there appears to have been a considerable turnover of government staff seconded to the ExCom. Some leave for better opportunities, some prefer simply to return to their line departments, while others, as we learned in Kratie province, have found that net salaries even after supplements are still not enough to cover living expenses, particularly if they have to move away from home and rent accommodation. We were unable to obtain data on the level of staff turnover, but needless to say this undermines continuity and impedes implementation of workplans. It also places a heavier burden on those who have to take on more work, particularly the TAs who have to train new people all over again.

4.2.2.   Comments

Based on our field visits to four provinces, the Evaluation Team saw clearly that the technical support provided by PSDD staff was crucial in keeping the whole machinery running for the delivery of projects and services at the sub-national level. Members of Commune Councils in particular expressed appreciation for the help they receive. Others commented to the effect that "The democratic development agenda would not have been advanced as it is today without PSDD".

We also found that the TAs funded by UNDP at the provincial level play a pivotal role in providing guidance and support not only for other staff of the ExCom, but also for the Commune Councils and other non-government players that are involved. We were particularly impressed by the high professional standard of the Senior Provincial Project Advisors (SPPAs), who helped to organise our visits and provided briefings for us. This is not to say there aren't complaints. Some criticised the limited technical expertise of TAs in some fields, such as agriculture and resource

management. But this may reflect the difficulty of recruiting staff with such expertise particularly in more remote locations, which is a common problem everywhere.

UNDP and some DPs have also expressed concern about the large number of TAs working on the project. We think this, is well justified. One of the key factors that attracts and facilitates funding from DPs for sub-national development is that PSSD provides the technical support staff needed to implement their projects. This not only accelerates start-up of a project but also means a higher proportion of funds can go to investment rather than operations, making it more cost effective. A further attraction of PSDD support at the sub-national level is the emphasis placed on cross-cutting issues of gender mainstreaming, accountability and other principles of good governance, which all further the goal of democratic development.

Although the number of TAs seems a lot, the cost of all TAs located at the central and provincial levels from 2006 until the end of 2009 was US$13.5 million[4]. At the sub-national level, the cost of TAs represents only 4% of the total resources trans-ferred to the sub-national authorities through the ExCom, which represents a highly cost-effective use of resources.

TAs we met expressed worries about the announcement that PSDD would terminate 31 December 2010 and the lack of information about what might follow. Many are already looking for alternative employment. Unless plans are clarified very soon, there is a high risk that many key staff will leave, which would seriously undermine efforts to extend project activities into 2011.

4.3. Planning and budgeting

4.3.1. Procedures

Most of the procedures and systems for project management were developed and put into practice at the relevant levels of government during predecessor projects. PSDD has concentrated on refining and updating them in anticipation of main-streaming them into the new SNAs. The key features follow on the bottom-up approach in planning starting with commune planning and most recently the District Initiative Plan (DIP) as well as the provincial investment funds (PIF).

With bottom up planning, village baseline data has been the basis of the planning process. Each commune has a compilation of the village data within the commune, which is stored in the commune database. Each commune develops a five year development plan followed by annual budgets and investment plans. The same process is followed at the district and provincial levels.

At the district level, an important innovation has been the introduction of the District Integration Workshop (DIW).5 This provides a mechanism for the Commune Coun-cils and latterly the DDCs to exchange information with line departments, NGOs and other service providers on the availability of projects and services and to enter into implementation agreements for the following year. The DIW has proved to be a

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[4] (See Annex 4.1 lines 13, 14 and 15, cumulative of National Technical Advisers – NTAs, at both provincial and national levels, and International Technical Advisers – ITAs).
[5] In the DIW each commune presents its needs of development, and relevant stakeholders with funding resources offer their projects and "buy" the activities/projects required by the commune. The annual DIW continued to be the preferred planning session and continued on in Seila (2001-2006) as well as during the current PSDD.

highly effective mechanism for coordination between government and suppliers of non-infrastructure services at the local level and a model that merits replication in other countries.

Budgeting:

There are at least 3 budgeting lines running in parallel in project implementation at the sub-national level. Deconcentrated sectoral investment funds managed by the ministries, Salakhet investment and operational funds from MoI, and the democratic development funds channelled under the NCDD through the PIF. At both national and provincial levels there are financial advisers attached to the finance units in the NCDD Secretariat and each of the 24 provincial ExComs, who provide support to the district and commune councils. In addition, PSDD supports deconcentrated investments channelled through IFAD, LASED and other projects.

At the national level, PSDD's annual workplan and budget (AWPB) is shaped by the availability of resources from DPs. This determines the allocation of funds to meet obligations for the NCDD and its Secretariat, annual contracts with central government line ministries, support for ExComs and contributions to the C/S Fund, the DIF and the PIF.

At the provincial level there are three investment funds managed by the PRDC: the PIF, the DIF and the C/S Funds. PIF is allocated to the PRDC for programming in accordance with provincial and commune priorities. Allocation of PIF was according to a formula taking into account population, poverty levels, and availability of other resources including the deconcentrated sector project funds. The District Initiative, which was designed to test and develop capacity at the district level in anticipation of the Organic Law, initially provided $ 25,000 of investment funds to one district in each province. With the agreement of the Danida NRML program to adopt this same idea, the District Initiative coverage grew to 106 Districts by 2009.

The C/S Fund follows a budgetary process with an increasing percentage of annual domestic revenue allocated to the fund by the RGC. PSDD has been the only source of additional financing for the C/S Fund since its establishment in 2002 while the World Bank since 2003 has reimbursed government for eligible expenditures. The C/S fund is divided into Administration and Development components, with no more than one third allocated to administration and no less than two thirds to development. The Development Component of the C/S Fund was allocated by formula with 35% of the total funding on an equal base amount for each council, 35% being allocated proportionately to population and 30% being allocated according to poverty levels assessed from socio-economic data. This formula was an adjustment of the previous formula of 40%, 40%, and 20%, in order to provide additional funds to poor communes. However, there was no evidence of better benefit for the poor as the result of additional allocation.

4.3.2. Comments

During field visits, the Mission heard many comments about PSDD and learned of several issues concerning the process of planning and implementation.

For example, the provision of office equipment was useful in strengthening the planning process. The head and staff of the planning department in Siem Reap learned how to use computers. The training of trainers (ToT) and on the job trainings provided by the TAs and the PFTs and DFTs have increased their capability in developing plans and proposals including related budgets.

Assistance from the TAs was helpful in verifying technical designs and bills of quantity (BOQs), in clearance for payments made by the provincial treasurer, in report writing, in improving proposals, and translating reports. The senior provincial program advisers (SPPAs) have successfully assisted the ExCom in coordinating DPs in the provinces.

Overall the process of planning and budgeting was found efficient, since the proportion of C/S funds for administration and operation was insignificant compared to the funds raised for C/S investment during the DIW process. Many communes receiving loans and grants from the ADB have been able to raise more than US$ 150,000 annually from the ADB alone. Other major donors such as IFAD, UNICEF, and DANIDA provided investment funds for non-infrastructure projects.

The Mission also learned of a number of concerns.

- The laborious process introduced by the World Bank related to the prior review of project designs and safeguard mechanisms caused delays in the tendering process and thus the start of project implementation. Those we met at the commune level reported that all projects planned for 2009 had been completed before the end of the year. However, the annual report for 2009 states that over the period 2006 through 2009, 88% of PIF funds were disbursed, 66% of C/S funds and only 60% of DIF funds (see Annex 4.1). We were unable to determine how much of this lack of disbursement was due to delays in completing projects and how much was due to other reasons, such as cancellation or postponement of projects, delays in preparing project designs, or simply not being able to identify suitable investments.

- Guidelines on recommended unit prices for construction materials has not kept pace with inflation. This means the estimated cost of most projects now exceeds the threshold of $500, which triggers the need for more elaborate procedures for procurement and tendering. Respondents urged that the threshold should be raised instead to $5,000.

- Although the participation of women in the local planning process has increased substantially, in some villages up to 80% of all participants, active participation at later stages of implementation has been much lower, in Kratie estimated to be only 30%. However, an analysis of temporary agreement signed between communes and non government organizations (NGOs) or International Organizations (IOs) reflects a growing attention to gender issues.

- While the application of safeguards for public works projects ensures that people are fairly compensated for any land they lose, informants told us that there are still a few cases where this has not happened.

4.4. Financial administration

4.4.1. Procedures and systems

Procedures and systems of financial administration have followed the agreed process between the donors, UNDP and the RGC since the Carere and Seila projects. The intention is to increase accountability, transparency, efficiency and effectiveness in financial administration at all levels of government. After years of cumulative experience, the evaluation mission found no significant delays in the transfer of donor funds to UNDP and from UNDP to the NCDD Secretariat. Although

much improved, sub-national government units still rely heavily on TAs attached to the ExCom for help with financial management, which raises doubts about sustainability once support is withdrawn.

PSDD has been funded by major DPs such as DFID and SIDA as well as from UNDP TRAC funds. (See Table 4.1.) With DFID discontinuing its contribution in 2009 there are currently only two DPs financing the project. The total funding contribution of each donor as per September 2010 is significantly higher than the committed funds in PSDD project document of US$34,800,000. The total contribution up to end of September 2010 was close to US$55,753,500 with annual contributions from each DP as shown below in Table 4.1.

The flow of funds starts with transfers as requested by the RGC. Advances from the UNDP are provided quarterly on the basis of the annual work plan and budget agreed by both parties (see flow arrangement of PSDD funds in Annex 4.3). Occasional delays in receiving funds from DFID and SIDA have not affected transfers to the NCDD Secretariat, since UNDP has been able to provide advance payment from its own resources. Separately, UNDP has also used other funds to recruit its own governance adviser, whose responsibilities include support and monitoring to PSDD.

Table 4.1 Annual PSDD Expenditure					
Development Partners	2007 (US$)	2008 (US$)	2009 (US$)	2010 (US$)	TOTAL 2007-2010 (US$)
Sweden/SIDA	3,489,873.45	5,323,631.19	7,888,437.89	12,320,252.26	29,022,194.79
UK/DFID	4,767,874.91	4,996,547.50	6,348,018.72	0	16,112,441.13
UNDP	1,698,306.84	2,130,701.68	3,090,973.08	3,698,880.00	10,618,861.60
TOTALS	9,956,055.20	12,450,880.37	17,327,429.69	16,019,132.26	**55,753,497.52**
Source: UNDP (2010) Cambodia.					

Transfers were made on quarterly basis from UNDP to two accounts within the government. First, transfers were made to the NCDDS for equipment, operations, Ministry allocations, ExCom allocations, DIF and PIF. Second, transfers are made to the account at the national treasury for contributions to the C/S Fund. Other than these expenditures, the salaries of TAs are paid directly by the UNDP. Funds from the NCDD Secretariat have been used at the central and the provincial levels. There were delays experienced in the transfer of funds from the UNDP to the NCDD for PSDD activities[6]. However this has not further delayed the transfer of funds from the NCDD to the PRDC in the 24 provinces, since the NCDD Secretariat managed to use funds remaining from the previous year.

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[6] The UNDP recorded these expenditures as National Execution or NEX. The delays were attributed to late signing of MoU between the RGC and UNDP for example the last experience showed that transferred was only made on 30 March 2010 while the government needed to start the activities earlier in the year.

Transfers of C/S funds to communes were made via provincial treasuries. Problems associated with these arrangements began to be reported in 2003 and have been a concern since then, both for those involved with commune governance, and those attempting to plan reform of the public finance management system in general and provincial governance in particular.

4.4.2. Comments

The Mission observed that although the resources provided under PSDD for the PIF were limited, they have provided great flexibility and helped to smoothen project implementation. Perceptions on the use of discretionary funds provided by PSDD and allocated at the national level and provincial level has been positive. The Mission found that commune councillors are aware of the issue of providing funds for the operation and maintenance of public infrastructure, and have used part of their C/S funds for this purpose.

With assistance from TAs in the planning and budgeting process, implementation of PSDD has been smooth and free from significant delays. Support from all advisers has been positive especially in assistance and filling in gaps in reporting, document-ation, verifying payment request against guideline, and auditing. The use of Peachtree accounting software has been instrumental in expediting reports from the province level to the NCDD Secretariat. The electronic data connection from province (ExCom) finance unit to central NCDD finance unit has eased the quarterly reporting process, therefore expedited quarterly disbursement to the project.

Surprisingly auditing was found not cumbersome for the councillors and in fact some found it useful as it points out weaknesses to be improved in the future. Periodic audits have reported no significant cases of fund misappropriation.

The evaluation team sees as urgent the task of institutionalising the built values of transparency in disbursement process and progress, flexibility of implementation manual and the quick responses of government to address changes in finance issues. Informants noted a lack of quality assurance during the process of appointing accountants by the MEF and provincial line departments. Two changes of financial guideline have slowed down financial procedures, since insufficient trainings was provided. In both cases ExCom financial advisers managed to cover these weaknesses, emphasising again how much others depend on them.

Delays in financial reporting caused late disbursement from the NCDD to ExComs but not more than 3 weeks. C/S reporting capability is considered sufficient although there were delays experienced in some communes. Financial reports from C/S to ExCom still require verification by the financial advisers. Financial and accounting capabilities in the Provincial Treasury were considered low indicating the need for further training7.

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[7] This weakness is reflected on internal audits findings. For example in Siem Reap there are unrecorded birth certification registrations, a lack of supporting documents for some payments, weakness in asset registration, and some delays of payments in infrastructure projects.

4.5. Monitoring and evaluation

4.5.1. The system

PSDD has been using the updated manual from the Seila project,8 which involves both internal and external monitoring. The purpose is to understand progress, ensure timely delivery of project outputs, and inform stakeholders for future planning to achieve the project goal and purpose. Progress and evaluation reports will feed into the M&E of the National Programme for Sub-National Democratic Development for the RGC and DPs.

The M&E cycle includes data collection and storage, analysis, reporting, and inputs into decision making. Data resources were made available starting from the communes, provinces, and up to the relevant central government agencies. Other resources are collected from the UN, multilateral, and bilateral agencies, as well as from non government organizations. Data collection is handled by the PFTs and DFTs working at the sub-national level, with assistance from the M&E unit at the NCDD Secretariat and M&E TAs attached to the ExCom.

Analysis of data as appears in the quarterly, midterm and annual reports is directed to the above purposes. Investments and administrative9 costs were monitored and evaluated against the relevant indicators. At the C/S level, M&E focuses on the investment and delivery of services funded by the RGC and DPs within each commune. For this purpose, commune staff meet every month or as required. Data are then analyzed against agreed indicators as appear in the annual work plan and budget (AWPB), contractor and services provider work plan, and coverage of bene-ficiaries. Results are presented in the agreed format and reported monthly at the commune and province levels, and quarterly to the NCDD Secretariat. The quarterly reports are then used as the basis for payment from the NCDD.

Information is stored in four databases, which are designed to be accessible to relevant stakeholders.

1. The C/S Data Base (CDB) started to be used in 2002. It contains core infor-mation regarding demographic, socio-economic and physical assets of each commune collected by Village Chiefs and Commune Clerks and compiled at the commune level. The data are used by communes to prepare socio-economic profiles at commune, district and provincial levels, as part of the annual planning exercise. The database is maintained by the Ministry of Planning, and is used to produce the poverty index, which is used for the allocation of investment funds to communes.

2. The C/S Development Planning Data Base (CDPD) contains information on both the type of projects that the communes prioritize in the annual Commune

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8 The original manual for Monitoring and Evaluation (M&E) was established in 2003. The purpose was to assist project personnel to understand the nature of monitoring and evaluation, their roles and responsibilities for different levels of government, and the M&E mechanism. In parallel it enhanced accountability, improve management and decision making, and encourage learning process. Other than explaining the purpose and principles of M&E the manual laid out the multi-layered nature of the project as it was developed to serve the various institutions in each level of government. For the C/S purposes similar manual has also been developed in 2004.
9 The term investment in this context refers to construction projects implemented at C/S level. Administration refers to administrative works implemented to support the project construction and commune council operation costs.

Investment Plan (CIP), as well as information on temporary agreements signed with line departments, NGOs and international donors during the annual District Integration Workshop (DIW). The CDPD was piloted in 2003 and enhanced in 2004 to support the recording of commune investment priorities and the preparation of the District Priority Action Matrix (DPAM) that is used in the DIW process. This database is maintained by the Ministry of Planning and updated quarterly.

3. The Project Information Database (PID) was originally developed in 2003 for the purpose of keeping track of projects financed from the C/S Fund. From 2003 onward, data collected in the PID has been used in conjunction with Peachtree accounting software to prepare statements of expenditure for requesting reimbursement of funds from the World Bank's Rural Investment and Local Governance (RILG) project. From 2009 onwards, a new internet based application of the PID replaced the old stand alone application[10.]

The National Contract Database (NCD) records all contracts implemented. This database covers a wide range of contracts with PRDC ExComs for the implementation of annual work plans and budgets, and those related to the Project Information Database (PID) of Commune/Sangkat Fund development expenditures and outputs.

4.5.1. *Comments*

To enable the government to mainstream the M&E system, an innovative approach to capacity development was initiated through a training of trainers for champions developed by the M&E unit at the NCDD Secretariat, assisted by M&E TAs. So far, the trainings and ToT in M&E were found effective as project delays were short, 5 days or less. Formats were found user friendly and useful for quality control, and monthly meetings of the Commune Councils. However, the NCDD Secretariat's M&E unit still felt that government staff at all levels perceive M&E as a tool only for reporting purposes not for planning. This was reiterated by the head of the planning department in Siem Reap province, who asked for more assistance and capacity development to inform the planning process in the future.

The evaluation team found that in practice the writing of reports, especially those in the English language, was still dependent on TAs, since government staff evaluation skills are still limited at the sub-national level. However, the NCDD Secretariat uses the reports and the information in the C/S database as an accountability tool in reporting to DPs.

One challenge for those concerned with data management is to improve the consistency and compatibility of information among the four databases. In anticipation of information needs under the NP-SNDD, PSDD recently commissioned a study with recommendations on the design of a user friendly MIS that consolidates information from all four NCDD databases.

For the overall monitoring of project outputs, the PSDD has been following the revised logframe discussed earlier. However, the issue of sustainability of project outputs and detailed socio economic impacts has not been addressed compre-hensively. There are impact monitoring studies for some sectors produced by other DPs as well as supported by PSDD, for example for roads, water supply, irrigation,

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[10] Up dated project information database is accessible at http://db.ncdd.gov.kh/pid

and the health sector. The progress reports produced at commune and national levels vary in quality and in the evaluation of project impacts. However, the mission's field visits have shown that M&E systems are being implemented and to some extent mainstreamed into government agencies (for example in Siem Reap and Svay Rieng). At the national level, M&E on D&D policy needs to be improved.

Some facts highlighting the issue of sustainability were discovered. For example only half of each report was prepared by government officials, while the rest was finalized by TAs. There appears to be a perception among some government staff that since the salary of TAs is much higher than theirs, the TAs should assume greater responsibilities for reporting, especially to minimise delays.[11] There were also claims that funds for petrol and DSAs was insufficient to cover adequate data collection and monitoring during 2010, and this affected the performance of DFTs' and PFTs' in monitoring. In some cases recommendations included in the reports were not followed up by the ExCom Adviser.

The team found significant progress made by PSDD staff at the sub-national level, especially in nurturing transparency in the PRDC, and better access to information from central government agencies. Notable improvements included information on the status of fund disbursement from MEF treasury and ongoing and future projects from other ministries, as well as more participation by commune councillors in monitoring project implementation than before.

Although the Project Implementation Manual (PIM) was found cumbersome, the project monitoring format was found informative and not complicated. With annual refresher courses and training in M&E, the sub-national staff anticipated few problems in the future. C/S councillors were aware of the importance of M&E as a source of information for quality, control especially for the project management committee.

4.6. Lessons learned

Long term technical assistance since Carere2 has provided the RGC and the people a substantial "learning by doing" process that has slowly institutionalized policies, systems, and positive working culture amongst government agencies and staff.

Flexibility in project financing that allowed the users of PSDD funds to switch between recurrent and investment as well as between infrastructure and non-infrastructure projects has resulted in smooth project implementation.

Bottom-up planning and budgeting that has been nurtured since Carere2 has become standard practice for Commune Councils.

However, DPs' confidence in government funding mechanism is still low especially in financial administration. This is reflected in the unwillingness of DPs to channel their funds through on-budget mechanism. With the exception of the PSDD contribution to the C/S Fund, the only on budget project is RILG funded by the World Bank through post facto reimbursement.

Despite this, DPS are still strongly committed to the democratic development agenda and are willing to continue future financial support. With PSDD project management

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[11] In the case of Kratie the adviser's assistance has prevented delays in report submission to less than 5 days.

systems slowly being adopted by provincial governments, more accountable, transparent, effective and efficient governance are being built up.

5. PROJECT IMPACT AND OUTCOMES

The TORs asked the evaluation mission to assess the "ability of PSDD to meet its objectives taking into consideration the changing environment over the course of the project". However, as discussed in Chapter Three, the objectives for PSDD have never been clearly specified. The outputs stated in the revised logframe do not distinguish between the tasks for PSDD and those for the government and other actors, while most of the progress indicators mentioned in it are inappropriate as a basis for evaluation.

Instead, this chapter is confined to comments on the achievements of PSDD as they relate to the tasks that may reasonably be considered the responsibility of the project. Following the practice adopted in the PSDD annual reports, these are organised roughly around the outputs mentioned in the logframe, even though they are misleading. Other sections of this chapter attempt to assess the overall impact and outcomes of activities undertaken by PSDD since it started in 2007.

5.1. Main achievements of PSDD

The main achievements of PSDD may be considered in terms of (a) contributions to the policy and legal framework for democratic development; (b) systems and procedures for delivering services; and (c) investment in sub-national projects and the delivery of services; and (d) aid effectiveness. These headings correspond approximately to three of the four outputs specified in the logframe.

5.1.1. Contributions to the policy and legal framework

Much confusion has arisen over of what PSDD was expected to do in support of the government's policy agenda for democratic development and implementation of the OL2. The original project document mentioned a comprehensive list of indicative activities related to support in formulating policies for decentralization and decon-centration, including the transfer of functions, fiscal resources and staffing. The revised logframe also implies that PSDD should be responsible for similar tasks. However, as discussed earlier, the reassessment of tasks for PSDD following the enactment of OL2 was never formalised in a revised project document, and the logframe confuses the tasks for PSDD and the government. This has left PSDD exposed to criticisms that it has not done enough in this regard.

The notion that PSDD should take on support for policy formulation was unrealistic from the start, given the complexity of the issues involved and the extensive agenda for which it was already responsible. Instead, PSDD has sensibly confined itself mainly to preparations for implementation of the OL2 and supporting the NCDD Secretariat in implementing decisions already made. A reading of PSDD's annual progress reports shows that this support has been substantial. Among the activities mentioned have been assistance for:

- The transfer of responsibility for decentralization and deconcentration from the Seila Task Force and NCSC to the National Committee for Management of the Decentralization and Deconcentration Reforms, which was later replaced by the present National Committee for Democratic Development at the Sub-national Level .

- The establishment of the current NCDD and its Secretariat, including drafting its scope of work and TORs for the recruitment of staff, capacity development and preparation of AWPBs.

- The expansion of the District Initiative to test mechanisms and procedures for potential adoption by District Councils, once they were established, including the operation of a District Investment Fund (DIF).

- The earlier NCDD in revising the draft of the Organic Law and organizing national consultations.

- DOLA in conducting a nationwide orientation programme for government staff on the scope and content of the OL2.

- NCDD on drafting legal documents related to the OL2 and supporting guidelines.

- NCDD in drafting TORs for the contracting of a consulting firm to design the NP-SNDD, and supporting deliberations on the subject.

- Central government ministries to conduct studies on the implications of OL2, in particular to identify functions for transfer to the new SNAs.

- The establishment of Commune Committees for Women and Children and similar committees for the new provincial and district councils.

- NCDD in designing a training programme and guidelines for government staff in anticipation of regulations soon to be issued on sub-national planning and budgeting.

- NCDD in designing systems for data management and monitoring for the NP-SNDD.

Given the already heavy workload for PSDD on other matters, staff should be commended for the extent of this support for implementation of the OL2, not criticised for the lack of it.

5.1.2. Systems and procedures

Most of the systems and procedures used for delivering services were developed under CARERE2 and PLG. Under PSDD, these have been updated, improved and expanded.

Systems and procedures at the sub-national level.

Over the years, a wealth of manuals and guidelines have been produced governing the procedures to be applied at the sub-national level, primarily by the Commune Councils and more recently by the districts included in the District Initiative. These cover a great range of topics including planning, budgeting, investment, project implementation, infrastructure maintenance, use of C/S funds, and safeguards covering environmental impact, land acquisition and the involvement of highland peoples. Each embodies procedures to be followed by the communes and districts and is intended to improve the standards and quality of their performance.

The PIM. The grand daddy of them all is the Project Implementation Manual (PIM), which was most recently updated in 2008 and issued for use in 2009. This has become the bible for the planning and implementation of projects at the sub-national

level and is used to by everyone concerned. Previous versions dealt almost exclusively with infrastructure projects, but the latest version adds an expanded section on non-infrastructure projects, which many had long demanded, to encourage Commune Councils to consider a broader range of options in using C/S funds. Over the years, the PIM has grown to become a huge volume of over 300 pages, and includes guidance on preparing numerous documents, many of them required by DPs, especially the World Bank for infrastructure. Without them, the government cannot be reimbursed by the Bank for the use of C/S funds for these kinds of projects.

Tradeoffs. Much as we respect the worthy intentions behind all these procedures and requirements, there has been little discussion of the important trade-offs involved between quality of performance, commune dependency on technical support, and longer term sustainability. The procedures they describe places an ever increasing burden not only on those who have to follow them, but also on those who provide technical support. The limited capacity of commune staff makes them increasingly dependent on technical assistance from the members of the PFT, DFTs and the Technical Support Unit (TSU) of the ExCom, who in turn depend on guidance and advice from PSDD TAs. In some instances, additional assistance is needed from outside consultants for such matters as environmental impact studies and other technical matters. This matter is taken up again below in section 5.4 on sustainability

Systems and procedures at the national level.

At the national level, PSDD has taken steps to make important improvements to systems for monitoring, evaluation and management information. Among other things, this has entailed modifications to databases, access to the databases through web-based applications and the consolidation of databases in the form of a unified MIS.

Monitoring and evaluation. A new system was designed in 2007 and implemented in 2008. An extensive training programme was implemented to improve the capacity of government M&E units throughout the country. The PSDD M&E unit has since undertaken research on a number of topics and updated the 2003 baseline survey. Some of the reports produced by contractors are unintelligible, but staff have made good use of data to issue several highly informative and useful reports. Some of the results are referred to below in the section on project impacts on beneficiaries.

Management Information Systems (MIS). Meanwhile, improvements have been made to the project's MIS, which were completed in 2009. PSDD databases contain a wealth of information on all aspects of project activities, particularly the C/S planning process, projects proposed at the DIWs, and progress in implementing these projects. MIS staffs produce periodic reports on many subjects that are a big help to management. Members of the Evaluation Team who have used these databases have been impressed by the ability of those in charge to rapidly generate information on demand.

The MIS units under PSDD in Phnom Penh rely on ExCom staff to record data on events like the DIW and progress in implementing commune projects, and to collect other data from the field. Problems have included incomplete or inaccurate data, and delayed submission of information from ExComs. These are common problems,

especially for a project like PSDD with such extensive coverage. Constant training and support have ensured steady improvements.

Accountability. In addition, PSDD has supported and expanded the activities of the Accountability Working Groups (AWGs), which were established in 2006 under PLG as a mechanism to promote accountability and transparency in the use of resources from the CS Fund. In 2009, the guidelines for National and Provincial AWGs were restructured which broadened their mandate to include all resources under the sub-national administrations. The performance of the PAWGs has oscilated widely from place to place and from year to year. Due to a restructuring process, the number of active PAWGs fell from 16 in 2006 to only 6 in 2009, but this year all 24 were functioning as intended. Data for 2010 up to August indicate that the proportion of complaints resolved through investigation by PAWGs increased from 4.1% of total in 2006 to 17.44% in 2010. Sanctions applied to people found at fault have included dismissal of civil servants and clerks from their functions, stern warnings and in cases of corruption, repayment of funds.

Our enquiries in the field revealed that little use is made of the mail boxes to receive written complaints, which often lie empty for months on end. This is probably because some people are illiterate, others find it difficult to articulate their complaints in written form, but mostly because people find it much easier simply to talk to commune officials, who are easily found in their neighbourhoods.

5.1.3.   Investment and delivery of services

Funding for sub-national development comes from many sources and is channelled in different ways from the origin to recipients at each level. (See Annex 4, Table A4.3.) The total amount of funds for this purpose supported in one way or another by PSDD has steadily increased from year to year. (See Table 5.1.) This has totalled US$ 255 million over the four year period 2007 through 2010, rising from US$49 million in the first year to US$77 million in the current year[12]. In part, this reflects the proven capacity of PSDD to deliver projects and services and the willingness of DPs to use the systems and procedures developed by PSDD and predecessor projects.

Table 5.1 Funding for sub-national development (US$ million)					
	2007	2008	2009	2010	Total
PSSD Total	10.4	12.1	19.7	14.8	57.0
Other funding	**48.8**	**65.8**	**62.8**	**77.4**	**254.8**
NCCD total	59.2	77.9	82.5	92.2	311.8
Source: PSDD Annual Report 2009					

The C/S Fund. PSDD provides funding for sub-national development projects through three channels, the C/S Fund, the DIF and the PIF. Each of these has already been discussed in Chapter 5. Since contributions to the C/S Fund are co-mingled with those of the government and other DPs, PSDD makes no attempt to track how they are used. Instead, they monitor the use of all C/S funds received by Commune Councils through assistance to them in preparing budgets and financial reports, which are passed to the Provincial Department of Economics and Finance

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[12] Including C/S Funds.

(PDEF) and the provincial treasury. Many people may not realise this, but the government relies for this purpose in large part on the procedures and systems developed by PSDD and its predecessors and the technical support from the project.

The DIF. While PSDD contributions to the C/S Fund are on-budget, those for the DIF and PIF are off-budget and handled at the provincial level by the ExCom. Plans and budgets for the use of these funds are prepared by the District Development Committee, which comprises representatives from each Commune Council in the district and the District Governor. Proposals are based on prior results from a participatory process involving Commune Councillors and their constituents. A similar procedure is used under the ICC component of UNDP's DLGG project.

A report on the DI written in 2008 indicated that the planning process was working well enough, but implementation was sometimes delayed due to late submission and approval of proposals. The report also mentioned that it was difficult to interest the DDC in non-infrastructure projects, a complaint frequently heard in relation to the preference of Commune Councils in using C/S funds. However, this is refuted by information in the PSDD annual reports. In 2009, for example, DDCs selected a total of 594 projects with a total budget amounting to US $ 2.8 million. These included 141 infrastructure projects (24% of the total) and 453 non-infrastructure projects (76%), with total budgets amounting to US$ 1,703,825 (60%) and US$ 1,147,871 (40%) respectively.

One point that we noted during our mission is that district workplans and budgets still need to be submitted to the ExCom for approval. This is presumably because PSDD is responsible for the use of DIF resources. However, now that District Councils have been established, it would be more appropriate for the process of review and approval to be transferred to them, just as the Commune Councils are responsible for the funds they receive from the C/S Fund. Since this responsibility is already embodied in the OL2, it should be possible to implement without further delay and would constitute another step towards mainstreaming PSDD procedures.

The PIF. Much has already been written about the PIF and we have only three points to emphasise here. Although the amount of funds for the PIF is small relative to total funding for sub-national development, PSDD provides technical support to Commune Councils, provincial line departments and others for the use of most of the funds received from sources other than the PIF. An important feature of the PIF is that apart from earmarked allocations for gender mainstreaming, all other funds are discretionary, allowing wide flexibility in deciding how to invest them. It should also be noted that according to information in the annual report for 2008, "Transfers and delivery rates for those projects fully assisted by PSDD advisors were 35% higher than those projects receiving only partial support". This is another indication of the effectiveness of the system developed by PSDD and its predecessors for the delivery of projects and services at the sub-national level.

5.1.4. Aid effectiveness

PSDD has taken several actions to improve the effectiveness of assistance received from DPs. Annual audits of DP projects under the NCDD have been undertaken, although some were delayed, and UNDP decided to withdraw PSDD from the joint audit for 2009 for reasons which we were unable to determine. In response to DP recommendations, PSDD added a gender specialist to the TORs for the NP-SNDD design team and undertook to add a gender specialist to the NCCD Secretariat to

further develop the GM strategy, and support the work of rolling out Commune Committees for Women and Children to Commune Councils. An annual workplan and budget was prepared for the first year of operation of the NP-SNDD. PSDD has also provided support for the meetings of the Joint TWG on D&D, which met only once in 2007 but three or four times a year since then.

5.2. Impact on potential beneficiaries

PSDD supports the implementation of 15 DP programmes and projects and the government's Commune/Sangkat Fund (C/SF). The goal of PSDD is "Poor people benefit from functioning sub-national institutions in Cambodia". Its ultimate end is thus reduction of poverty in its operation areas. In this report, impact of PSDD on potential beneficiaries is assessed in terms of: poverty effects of projects under its support mechanisms; and improvements in the quality, accessibility and equity of services at the sub-national level.

5.2.1. Impact on Poverty Reduction

PSDD has not directly reduced poverty, but has supported and coordinated pro-poor development projects executed by other agencies. Thus, its poverty reduction indicators are derived from individual projects under its support framework. PSDD's indirect impact on poverty could be assessed in terms of poverty rates in its coverage areas and poverty-related dimensions of respective schemes.

In general, PSDD-backed programs and projects have contributed to poverty reduction (see Table 5.2). Although commune investment funds allocated to "poor villages" have declined (26.4% in 2006, 21% in 2007, 23% in 2008, and 20% in 2009),[13] there has been an overall decrease in the number of rural households with incomes below the "National Poverty Level" (34.7% in 2005, 28% in 2008, 27.4% 2009, and 25.8% in 2010 (up to October))[14].

In addition, specific indicators from individual projects accessible by the Evaluation Team depict decline in poverty-pertinent dimensions. To exemplify, there has been constant increase in additional settlements reached by rural roads: 16.2% in 2006, 17% in 2007, 16% in 2008, and 16% in 2009 (WB's RILGP). In UNICEF's Seth Koma Program, the proportion of children under one year of age immunized against seven vaccine-preventable diseases has increased from 59.9% in 2005 to 82% in 2007, 90% in 2008, and 90% in 2009 (estimate); the proportion of children aged six to eleven years enrolled in primary school has increased from 87.8% in 2006 to 88.5% in 2008, and 89% in 2009; and the proportion of rural households with access to safe drinking water has increased from 38.2% in 2003 to 47.6% in 2007, 49.4% in 2008, and 50.3% in 2009.

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[13] The Commune Database and the Project Information Database; 2009 Progress: CDB based poverty estimation model, NCDD PST M&E Unit, 2009 and 2010. According to NCDD (2010), "The "poor village" is identified by using CDB indicators that are statistically significant determinants of consumption expenditure as used in Cambodia Socio Economic Survey 2003/2004 and using the poverty estimation model developed by the NCDD PST M&E Unit in 2009. The total amount invested is taken from the NCDD Project Information Database."

[14] UNDP (2007), "Report from Cambodia MDG tracking biannual"; NCDD/PST (2008), "2008 Follow Up to 2003 Socio Economic Baseline Survey"; NCDD/PST (2010), "CDB based poverty estimation model".

At the field level, commune councillors in Kampot and Svay Rieng provinces reported considerable improvements in maternal and child health. The councillors and villagers also reported improvements in rice yield and production, and a reduction in the number of poor households.

Table 5.2 Select poverty-pertinent indicators of PSDD-supported schemes			
Item	2007	2008	2009
1. Rural households with incomes below the "National Poverty Level"	N/A	28%	27.4%
2. Additional settlements reached by rural roads	17%	16%	16%
3.Children under one year of age immunized against seven vaccine-preventable diseases	82%	90%	90%
4. Children aged six to eleven years enrolled in primary school	N/A	88.5%	89%
5. Rural households with access to safe drinking water	47.6%	49.4%	50.3%
Source: NCDDS (2010b), "Final Progress Report (draft dated October 2010) on the Revised Final Logframe dated February 2008: Project to Support Democratic Development through Decentralisation and Deconcentration (PSDD)".			

The chief and councillors of Prey Khmum Commune, Teuk Chou District, Kampot Province, indicated that farmers could now produce rice for 1.5-1.7 tons per hectare, compared to 900 kilograms per hectare in the early 1990s. This is due to training in agricultural knowledge and skills (such as compost making, System of Rice Intensification, and insect/pest prevention) provided by the Provincial Department of Agriculture through the ExCom structure. Between 40%-50% of the commune populace now have a rice surplus. Only 129 (9%) out of the commune's 1,425 households are still classified as poor (those who lack food to eat).

5.2.2. Improvements in access to services

As a result of commune initiatives, access to services has improved. Commune councillors in Kampot and Svay Rieng provinces all reported that better roads made it easier for villagers to come to the commune and it was quite easy to convene people to receive social services, such as vaccination and education awareness. As well, people have better access to education and health services due to the establishment of health centres and higher-level schools in communes. Villagers have also benefitted from a wider range of social services in their communes (particularly education, health and gender) provided by development agencies (such as provincial line departments and NGOs).

In Svay Rieng Province, the chief and councillors of Prasaut Commune, Svay Teap District, mentioned that it is now quite easy to obtain vaccinations for women and children as people understand better the significance of vaccination due to previous awareness-raising campaigns conducted by the commune in cooperation with other development agencies (such as the Provincial Department of Health and NGOs). Currently, most women deliver babies at the provincial hospital and there are no longer any traditional birth attendants in the commune. In 2010, only two children

died at birth and there were no maternal deaths. Only 227 (12%) out of the commune's 1,863 households are classified as poor.

In a similar vein, the chief and councillors of Daun Sor Commune, Svay Chrum District, Svay Rieng Province, revealed that all women and children receive regular vaccinations. Most pregnant women now deliver at the commune health centre and 88% of villagers have access to clean water. On agricultural yield, the present average output of rice is 1.8 tons per hectare, compared to 900 kilograms per hectare in 2002. Only 258 (13.50%) out of the commune's 1,914 households are classified as poor.

Villagers, who are beneficiaries of IFAD-RPRP/RLI projects, in Chan Sa Village, Daun Sor Commune, Svay Chrum District, Svay Rieng Province, reported that they have improved their living conditions by using inputs (such as training in agricultural knowledge and skills, rice and vegetable seeds, fruit trees, animals, agricultural appliances, and credit) provided by projects supported by PSDD. At present, out of the village's 173 households, 70 households can produce sufficient rice for own consumption and 80 households have a rice surplus. Ten households with better access to irrigation can also do dry-season rice farming and the best households can do 2-3 crops per year and produce 2 tons of rice a year, with more than 1 ton of rice surplus for sale. Only 10 households (6%) of the village population are classified as poor. In the past (before 2008), around half of the villagers did not produce enough rice to eat and the villagers planted crops only once a year.

5.2.3.   Improvements in the quality and equity of services

PSDD-supported programs and projects have focused mainly on service delivery by communes. Thus, the quality, accessibility and equity of services evaluated here are at the commune level.

The quality of services provided by communes has improved in terms of speed and transparency, partly due to information dissemination by CSOs (for instance, in the LAAR project). Villagers we met in Svay Rieng province that have been included in the IFAD-supported RPRP and RULIP projects commented that commune councillors were approachable and always disseminated information on services and activities in commune meetings.

The improved delivery of services by commune councils is manifested in increased accountability and responsiveness of communes perceived by citizens (see Table 5.3). The 2008 Baseline and 2009 Follow-up Perception Surveys on Select Outcome Dimensions of the NCDD/PSDD Programme depict that commune councils' accountability of their work and use of C/S funds is improving.[15] Citizens' perception that CCs are accountable for their work improved from 3.06 in 2008 to 3.45 in 2009 out of a 5-point scale. This reflects in the downturn in the number of complaints about CCs' general work, projects and C/S fund. Complaints about commune councils and their general work dropped from 12% in 2008 to 8% in 2009, and complaints about CC projects and C/S fund from 4% in 2008 to 3% in 2009.

The same surveys also reveal that commune councils' transparency is also improving in terms of informing citizens about their work and managing C/S funds for development projects. Citizens' perception that councillors kept them properly

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[15] NCDDS (2010), "Local Governance Accountability, Responsiveness and Related Perceptions: 2009 Follow up to 2008 Baseline Surveys".

informed of important plans and decisions affecting them and community improved from 3.09 in 2008 to 3.43 in 2009 on a 5-point scale. Analogously, citizens' perception that councils use resources from the C/S fund and manage project activities in a transparent manner increased from 2.94 in 2008 to 3.42 in 2009 on a 5-point scale.

Table 5.3 Increased accountability and responsiveness of communes perceived by citizens		
Item	**2008**	**2009**
1. CCs' accountability of their work and of C/S fund	3.06	3.45
2. Complaints about CCs' general work	12%	8%
3. Complaints about CC projects and C/S fund	4%	3%
4. CCs properly informed of important plans and decisions	3.09	3.43
5. CCs transparently used C/S fund and managed project activities	2.94	3.42
6. CCs addressed priority concerns	62%	85%
Note: Numeric scores were derived out of a 5-point scale. Source: NCDDS (2010a), "Local Governance Accountability, Responsiveness and Related Perceptions: 2009 Follow up to 2008 Baseline Surveys".		

As well, councils have become more responsive to people's needs. The percentage of citizens who perceive that commune councils are addressing their priority concerns has increased from 62% in 2008 to 85% in 2009. Moreover, citizens' interest in commune councils' affairs is high. The percentage of citizens wanting to be kept informed of commune councils' decisions, projects and events stood at 90% in 2009.

Commune development projects tend to benefit the general population. However, there has been better focus on inclusion of women and the poor in commune development activities. Women have increased their participation in the development process and benefited from commune projects. The poor have benefited from projects by line departments and NGOs through membership in groups that encourage savings and assist in income-generating activities. These agencies target marginalized people through commune priorities expressed at DIWs. For example, most of those participating in the IFAD-sponsored RPRP/RLI project in Svay Rieng province were poor women.

The increased responsiveness and accountability of commune councils may be attributed in part to broader participation by citizens in the commune planning and decision-making process. Many reports estimate participation rates of citizens in village planning meetings at 40-60% of all households. Data from the NCDD Secretariat indicate that the average attendance at recent C/S meetings stood at 54% of the total population in 2008 and 52% in 2009. Commune councillors we met in Kampot and Svay Rieng provinces reported an attendance rate of around 60% with the majority of participants being women. Some research reports that women are more active as participants than men in the commune decision-making process,

and seem uninhibited and at ease with articulating their needs and priorities[16]. Most estimates also suggest that participation rates are increasing because of better access within communes and people's better understanding of commune affairs.

However, some factors discourage people from attending commune meetings, such as unmet needs for non-infrastructure services and inconvenient times for meetings. Since Commune Councils use much of their allocations from the C/S Fund for infrastructure projects, little is left for non-infrastructure needs. Instead, these are addressed through other development agencies (such as NGOs and line departments). Participation in the commune decision-making process can be improved by: informing villagers well beforehand of meeting schedules, holding meetings at times and for a duration convenient for citizens, making sure that villagers comprehend the process, and encouraging different forms of deliberation during meetings.[17]

Another avenue of participation by citizens is through district, provincial and regional forums organized by the National League of Communes and Sangkats (NLC/S). These forums have been effective mechanisms for sharing information between councillors and enhancing service delivery to residents.[18] The forums have also fostered a culture of dialogue between citizens, councillors and local and national authorities, and helped councillors to boost their knowledge, skills and confidence.

5.3. Capacity development

Improving the capacity of government to deliver services to the people of Cambodia has been a central recurring theme underlying all UNDP projects in support of D&D since the start of CARERE2 onwards. Over time, this has also expanded to include people and organisations outside government that are an essential part of the development process, particularly at the grass roots level.

5.3.1. Strategy for capacity development

The strategy for capacity development has remained more or less unchanged since the beginning. This has entailed building institutional structures, developing operational systems and procedures, and improving human knowledge and skills.

The building of institutional structures started at the village level, moved to the commune level and included the creation of PRDC and the ExCom as a means to coordinate development activities and channel donor resources for the purpose. In addition, this has included support for the establishment and strengthening of units within central government concerned with D&D. Under PSDD, institution building has involved the establishment of Commune Committees for Women and Children, and expansion of the District Initiative project that now covers more than half the districts in the country. With the passage of OL2, PSDD has also been closely involved in helping to launch the NCDD, its Secretariat and related units and task forces, including the Policy Team's Capacity Development Unit. These have already been discussed in Chapter 4.

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[16] Don Townsend (April 2010) *Process Audit on the 2009 Planning of Commune Sangkat Funds Final Report.* Phnom Penh, Cambodia.

[17] PACT Cambodia. (June 2010). *LAAR Impact Evaluation Report Implications of the Second Citizen Satisfactory Surveyor for the LAAR Program.* PACT Cambodia, Phnom Penh, Cambodia.

[18] UNDP Cambodia. (August 2010). *Issue Paper on UNDP's activities regarding Accountability.* UNDP, Phnom Penh, Cambodia.

However, the main emphasis in capacity development has been on improving human knowledge and skills. This has been directed to project personnel and government staff, but also to large numbers of people outside government, especially among contractors, private construction firms, and grass roots CBOs involved in development activities. The method of doing this has included training, guidelines, manuals, on-site technical support and most importantly learning by doing.

The scale and extent of PSDD's training activities has been gigantic. In 2009 alone, these covered 314,000 participants from all provinces in the country, amounting to 4.3 million person training days. Women comprised 40% of participants, an unusually high proportion rarely achieved in most other projects and reflects a determined and sustained effort to engage women in development activities.

Some commentators have faulted PSDD TAs for undermining the process of learning by doing in that they tended to perform tasks that should have been done by government staff. This is a common problem in most development projects, often referred to as "substitution", and reflects a conflict between the objectives of building capacity and getting the job done on time to meet deadlines. There's no choice when missing the deadline has serious consequences or unduly delays progress. We heard this comment mainly from DPs in Phnom Penh, but informants we talked to in the field did not see this as a serious or pervasive problem. However, it has been exacerbated by the recent cancellation of salary supplements, which has undermined motivation and commitment among government staff.

5.3.2. Effectiveness

Compared with the situation earlier, there is no question that PSDD and its predecessors have substantially strengthened capacity among government units, especially at the sub-national level, and also among community based organisations, local construction firms and many other non-government service providers.

The performance of ExCom and the effectiveness of the systems used for delivering services at the sub-national level have been widely praised and acknowledged by government, DPs and others, not only during our interviews, but as shown by the steady increase under PSDD in the number of DP projects and the amount of funding that makes use of the system. As mentioned earlier, projects with full assistance from Ex Com staff have achieved substantially higher rates of fund disbursement and completion than those with only partial support. Financial audits of projects managed and supported by PSDD field staff report insignificant findings and no misappropriation of funds. This is indeed is a remarkable achievement given the large sums of money and the many actors involved.

At the national level, PSDD can point to a job well done in helping the NCDD and its Secretariat to become operational in a period of only a few months. Their young staffs appear to be well motivated, but they clearly rely heavily on support from PSDD management and TAs. This is understandable during the early stages.

The effectiveness of the massive training activities is harder to judge, though the numbers are certainly impressive. The manuals and guidelines we inspected are well structured, although the revised PIM is overwhelming. Off-site training may be useful for building awareness, but usually has a limited effect in improving performance or introducing new methods of working unless most members of a work group receive the training together.

During 2010, PSDD has been making an attempt to measure capacity improvement, or the lack of it, among the four units of the ExCom. This is based on a survey to be completed by the SPPA covering several if not all provinces, using a questionnaire covering various aspects of performance. The current survey follows a baseline survey completed at the start of PSDD in 2007. The results were still being compiled during our mission, but one sample from Kampong Cham provides clues. It shows most units have improved, scoring 1.0 or 1.5 points higher on a scale of 1 to 5, but some have deteriorated, almost always due to staff turnover, a point mentioned earlier.

It's difficult to judge the effect on Commune Councils of capacity development efforts based on a few field visits. But members of the Evaluation Team that have visited them in previous years gained the impression that it has had positive results. It was also encouraging to note that younger people see the job of commune clerk to be an attractive career choice.

5.4. Gender mainstreaming

A report prepared for PSDD in October 2009 on progress in gender mainstreaming concluded:

> *"UNDP and its development partners have brought enormous attitude change (through implementation of CARERE, PLG, Seila and PSDD) that has successively and successfully brought about change in behaviour toward gender by increasing women's voice in decision making and access to more productive resources."[19]*

PSDD's strategy for promoting gender mainstreaming has included financial support, capacity development and collaboration with DPs, NGOs and government, particularly the Ministry of Women's Affairs (MWA). Financial support for gender mainstreaming has averaged over USD 200,000 per year coming mainly from PSDD and in part from UNICEF. This includes annual allocations to the Ministry of Women's Affairs, tied allocations to the PIF for the Provincial Departments of Women's Affairs, as well as capacity development programmes. A report on capacity development covering the period from the start of the project to August 2010 indicates that on behalf of the NCDD, PSDD organised a number of events on various topics related to gender mainstreaming that reached some 30,000 participants of whom 32% were women.[20] In addition, a large number of other gender-focused activities have been undertaken by international and national NGOs in collaboration with commune councils as a result of agreements reached through the DIWs.

The results achieved directly and indirectly as a result of PSDD's gender mainstreaming strategy are many and various. Legislation was enacted to authorise C/S councils to establish Women and Children Committees (CCWCs), which are now operating in throughout the country. Similarly, the OL2 stipulates that the new district and provincial councils should include a similar committee. National and international gender experts are being recruited to guide work mainly at the sub-national level. Further innovations and proposals for gender mainstreaming are now being planned under the new 10-year National Program for Sub-National Democratic Development.

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[19] PSDD. (October 2009). *PSDD Gender Mainstreaming Progress Report. NCDD, Phnom Penh, Cambodia.*
[20] NCDD (October 2010) *NCDD Capacity Development 2007 – 31 Augsut 2010. NCDD, Phnom Penh, Cambodia.*

Funding for the MWA has been used to support gender mainstreaming, maintenance of gender disaggregated data in data bases, ongoing advocacy to ensure women participate in planning processes and representation on decision making bodies. Funding for IFAD agriculture projects and the MDLF NRML programme has also been used to promote gender mainstreaming and gender networks in many provinces. The most popular topics for training and awareness building at the commune level have been gender mainstreaming, prevention of domestic violence, prevention of trafficking of women and children and training for the CCWCs. Initiatives have been undertaken to assist women to establish income-generating activities, which in Pursat province included for example businesses for mat weaving, rattan handicrafts and handkerchief weaving. Efforts to reduce discrimination in recruitment have resulted in more women being hired by the ExCom and evidence suggests that more women are being appointed as deputy governors or heads of government departments.

5.5. Sustainability of innovations

An important consideration in looking at the achievements of PSDD and its pre-decessors is the prospect of sustaining elements of the system for delivering projects and services at the sub-national level after PSDD terminates. The time has arrived when these elements need to be integrated into the new district and provincial administrations, although supporting legislation is first needed to clarify their roles and responsibilities, the fiscal resources that they will be able to count on, and the staff they will be able to recruit.

5.5.1. Structures and functions

The big questions here are: Is there still a need for bodies to perform the role and functions of the PRDC and the ExCom; and if so, how are they to be assumed by the new SNAs?

The PRDC. The PRDC comprises members of the Governor's office, representatives of provincial line departments, district governors and other stakeholder groups. The Committee has no powers of decision making, since this is left to the ExCom, but is serves mainly as an advisory body and as a platform for exchanging information and sharing ideas on development in the region. This is certainly a valuable role, since it encompasses a potentially wide spectrum of organisations and opinions. The Provincial Council might play this role, but its composition is limited only to members of the council. A body with broader membership would need to be re-established on a different footing, and changes would be needed to the composition of its members and other features. This might be done either by the provincial council or by the Governor, depending on who has authority to do so, and also whether there is sufficient support from the councils and the public to recreate such a body. It would also need administrative support and funds to convene meetings.

The ExCom. In contrast to the PRDC, the ExCom has power and authority. Its strength has been the ability to coordinate development in the province and to harmonise the activities of DPs. It also operates the PIF, which is one means for DPs to channel funds off-budget to the sub-national level. These are functions much valued by DPs, but which will be difficult for new provincial authorities to replicate.

Whether the functions of the ExCom can be fully replicated depends on how the new law is interpreted and elaborated through supporting regulations. While the OL2

requires the district administrations to support the Commune Councils, no such role is envisaged for the provincial authority to support the District Councils.   However, the law does states that:

> *"The technical facilitation committee (of the council) shall ensure that the development plans and budgets of the ministries, government institutions, and departments involved in provision of services, equipment and infrastructure within the council's jurisdiction will be well integrated within the annual and three-year development plans and budgets of the Council."*

The term "government institutions" apparently refers only to entities at the central level, although an MOI *prakas* on the structure of the new SNAs attempts to include all ExCom functions. A further problem arises in that the plans produced by the Technical Facilitation Committee have to be approved by the provincial council, which may be perceived as interfering with the authority of the commune and district councils. Other questions arise. Will DPs be willing to collaborate with the provincial administration in coordinating their activities? How will the provincial administration manage a PIF, if most of the DP contributions are off-budget? These and other questions require detailed investigation to determine a viable solution that would enable the province to replicate functions of the existing ExCom.

5.5.2.   Systems and procedures

The prospects look more promising for mainstreaming the systems and procedures developed by PSDD and its forerunners. Since many of them in the past have been developed in close collaboration with government, the need for revisions or modifications for use by the new councils is not expected to be great.

While mainstreaming the systems and procedures may not present major problems, we worry whether government staff will continue to apply them as rigorously as they have been up until now. The procedures for planning and implementing projects at the commune level have become lengthy and complex. While the underlying intentions are worthy, the process is beyond the capacity of most Commune Councils without external assistance. In response to our question, several of their representatives replied that they could probably manage on their own without technical assistance, but the quality of plans, budgets, financial reports and other required documents would probably suffer. The question arises whether they would still be of sufficient quality to be accepted by those whose approval is needed, for example the Governor's office, the provincial treasury, and other line departments responsible for administering projects funded by the government and DPs? We suspect not.

This implies that many communes and probably districts will need technical support for some time to come. A successor project to PSDD might continue this for a few years, but eventually the district and provincial administrations and central government line ministries will have to take on this task. But will they themselves have the technical capacity, the funds and the commitment to provide continuing support to those lower down the government hierarchy? Perhaps, if DPs provide the funds and TOT required, but perhaps not if left to themselves. Organised and systematic technical support for government staff is rarely a priority in line department budgets.

This being the case, we believe a radical review of systems and procedures is needed to design a simpler process and procedures that are more within the capability of commune staff, and more sustainable.   Yes, we understand the concerns and objectives of DPs, but is it realistic to hold local communities to

standards that are rarely achieved in countries at low levels of development, let alone many countries at higher levels of development? Demands to produce documents may not seem so difficult to meet for well educated bureaucrats in the comfort of a modern air-conditioned office equipped with the latest electronic equipment. But these demands look very different from the perspective of people with limited education, working in ramshackle offices, intermittent power and no computers. Steps to reduce the paperwork would not only reduce dependence on outside help, but would also enhance community ownership and empowerment.

5.5.3.   Human resource skills

While the comments above may suggest prospects for sustainability are not promising, another important factor points strongly in the opposite direction. For the past 15 years, PSDD and its predecessors have been training an uncountable number of project personnel, government staff, members of NGOs and CBOs on all manner of topics. One way or another many people have been exposed to the concepts, methods and workings of these projects and the institutions involved. Many staffs have learned how the systems adopted by the ExCom operate. Staff may have resigned or moved on, but most of them are still around. On our field trips, we encountered many people who had previously worked on these projects who are now in new positions, where they are using the knowledge and skills they obtained earlier. For example in Siem Reap alone:

- Eight of sixteen council members in one district were previously members of district facilitation teams (DFTs).

- The other eight are members of the PRDC.

- Five former members of the PRDC are currently serving as the governors of a municipality or district.

- Other previous staff members are currently serving as deputy governors. (See Annex 4.2).

Elsewhere, many permanent members and staff of the ExComs come from the Salakhet and plan to return there taking their knowledge of systems and procedures with them. If provincial authorities are given the necessary funds, they intend to recruit additional staff, many of whom may come from the line departments that worked with the ExCom. At the district level, many have received training through the ExCom or through the DI programme and will remain in place or have become members of the District Councils. All of this bodes well for sustaining the machinery put in place during the last fifteen years.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1. Conclusions

Based on our analysis of the PSDD project, we come to the following conclusions.

The design of the project

- The drafting of the project document and the logframe for PSDD was exceptionally weak for a project of this magnitude. Together they created misleading expectations, and provided poor guidance for the PSDD team.

- The progress indicators in the logframe were unusable for the purpose of tracking the performance of PSDD. As a result, there was little guidance for determining priorities, or reporting progress against specific targets.

- The lack of clarity in the project document and logframe has exposed PSDD management to multiple and often conflicting demands and expectations from both government and DPs.

The framework for service delivery

Stakeholders generally agree that PSDD has been highly successful in providing a framework for government and DPs to collaborate in promoting sub-national development.

- DPs particularly appreciate PSDD's dependable and cost-efficient mechanisms to support implementation of their projects, the disbursement of funds, and to ensure the appropriate use of those funds.

- Important mechanisms for facilitating coordination are the preparation of AWPBs for each province and the annual District Integration Workshop. The latter greatly facilitates the exchange of information between commune councils, line depart-ments and other agents for the delivery of services in response to community preferences.

- Commune Councils particularly appreciate PSDD's role in providing technical support and the means to access a wide variety of projects and services.

- An important achievement under PSDD has been the establishment of Commune Committees for Women and Children, and enactment of supporting legislation.

Investment

Total investment for sub-national development handled by the NCDD and supported by PSDD has increased steadily since the start of the project, reaching USD 92 million in 2010.

- PSDD's share of this total is 18%, indicating that it leveraged more than USD 4.5 for every dollar invested in the project.

- Commune Councils are implementing about 20 projects a year on average, funded from the C/S fund allocations, PSDD, NGOs and others. The majority are for services but the bulk of spending goes for infrastructure.

- DPs see PSDD as a cost-efficient and speedy method of implementing their projects, since much of the operating cost is covered by PSDD and most supporting staff are already in place.

- By operating a unified structure for planning and budgeting covering all provinces, PSDD has also been able to promote the equitable allocation of resources among all concerned.

Good governance

The application of PSDD procedures has greatly enhanced the practice of good governance among Commune Councils.

- Procedures for planning and budgeting ensure the active participation of local communities in determining needs and priorities.

- Procedures for procurement have been welcomed by local contractors, stimulating local competition and largely eliminating collusion and corruption.

- Other procedures for project design, implementation and financial reporting have greatly increased transparency and accountability.

Systems and procedures

PSDD has steadily updated and expanded manuals and guidelines covering a comprehensive range of operational methods and procedures.

- However, the effort involved in conforming to growing demands for documentation implies trade-offs between quality of performance, the cost of training and technical support, prolonged dependency of those who need it, and sustainability.

- We wonder who is going to fund and provide this technical support after PSDD terminates. Are central government and SNAs willing and able to provide it?

- There is an urgent need to review the entire approach to administrative requirements for units of local government, where skills and resources are limited.

Staffing

Some have expressed concern about the large number of TAs employed by PSDD, now totalling about 180 people, most of whom are engaged in providing technical support at the sub-national level.

- However, the cost of TA operations represented only 15% of the total USD 92 million budget for 2009, and the cost of TA salaries posted at the sub-national level amounted to only 4% of this amount.

- Preliminary results from an ongoing survey conducted by PSDD on the capacity of the four units under the ExCom show staff turnover undermine performance. Units with lower turnover usually show improvement.

Policy Support

Some critics have faulted PSDD for not doing enough to support the government's policy agenda for democratic development.

- This arises in part from false expectations and misperceptions stemming from the PSDD project document and logframe.

- Given the complexities involved, it was unrealistic to expect PSDD to support policy formulation without adding substantial additional technical expertise to the project.

- With the start of the design process for the NP-SNDD in September 2008 and the more active involvement of DP's in D&D policy areas, the position of PSDD in the policy arena has changed dramatically. For example, planning has been assigned to UNCDF, fiscal decentralization to the World Bank, and the transfer of functions to GTZ/UNICEF. While positive from the perspective of engaging broader support for D&D within the DP community, PSDD has to a certain extent been sidelined from a range of policy areas.

- Finally, with the passing of the OL2 in 2008 and the indirect election of Sub-National Councils in May 2009, critical supporting legislation on finance, planning and administration has been slow to evolve. This has made it largely impossible to work on the transfer of current experience and lessons learned into the new regulatory framework.

Support for implementing government policy

Instead, PSDD has done a lot to support implementation of the policy agenda.

- In anticipation of OL2, PSDD together with other DPs has expanded the District Initiative (DI) to more than half the districts in the country.

- PSDD helped with the transfer of responsibility for decentralization and decon-centration from the Seila Task Force and the NCSC to the former NCDD.

- In accordance with the OL2, PSDD also helped to establish the new NCDD and its Secretariat.

- The project has assisted with revisions to the OL2 and the drafting of supporting regulations and guidelines.

- Staff helped NCDD in drafting TORs for the contracting of a consulting firm to design the NP-SNDD, and supporting deliberations on the subject.

- PSDD supported DOLA in designing and conducting a nationwide orientation programme for government staff on the scope and content of the OL2.

Project impacts

PSDD's ultimate goal is not to reduce poverty per se, but it might be stated as: to facilitate the provision of infrastructure and services that contribute to reducing poverty. Many of the DP projects supported by SPDD aim to do just that, and have achieved significant results. For example:

- Investment in rural roads has reached an increasing number of settlements, rising by 16% or 17% per year.

- Better roads have helped to improve physical access to social services and facilities. For example, a rising proportion of pregnant women now attend a health facility for the birth of their children.

- Under UNICEF's Seth Koma Program, a greater proportion of young children are receiving immunizations, enrolment in primary school has risen, and more households have access to clean water.

- Partly as a result of IFAD projects, several commune chiefs reported that rice farmers are now achieving improved rice yields, more households are able to feed themselves and produce a surplus for sale.

- They also told us that poor families have benefited from joining groups that encourage savings and promote income generating activities.

Public perceptions

With help from PSDD, the government has been tracking changes in the public's perception of the performance of Commune Councils. Results reveal that:

- An increasing proportion of constituents perceive an improvement in the performance their councils, notably in addressing local priorities and concerns.

- Fewer complaints were heard about the council's performance and about projects financed with allocations from the C/S Fund.

- Other indicators show that more women are participating in the commune development process and have benefited from commune development projects.

- However, average attendance at meetings organised by the Commune Councils has plateaued at a little more than 50% of households within the jurisdiction. A levelling off is to be expected, but 50% is still a high figure.

Capacity development

PSDD's strategy for capacity development includes building institutions, developing systems and procedures, and enhancing people's knowledge and skills.

- Under PSDD, institution building has focused on the district level through the DI, the establishment of the NCDD and CCWCs at the commune level, tasks which have now been successfully accomplished.

- Systems development has been mainly concerned with improving systems for monitoring, evaluation and management information, and updating and expanding manuals and guidelines for operational procedures. Our worries about the latter have already been mentioned.

- Since PSDD covers the whole country, training programmes have reached an enormous number of people. While the numbers are impressive, we wonder how effective these have been in transferring knowledge and skills.

- Past experience from PSDD predecessors has shown clearly the most effective way to build skills is through learning by doing.

- Some commentators have faulted PSDD TAs for undermining this process by performing tasks themselves rather than relying on government staff. Evidently, this practice has increased as a result of the cancellation of salary supplements at the end of 2009.

- Sometimes substitution is necessary to meet deadlines and to ensure that lower level processes are not held up by higher level bureaucracy. However, we were informed by people we met in the field that under normal circumstances "substitution" is not a pervasive problem, although it might be in other places. Where this is the case, management needs to address the problem.

Prospects for sustainability

With the creation of new SNAs under OL2, the time has come to mainstream institutions and systems developed by PSDD and its forerunners. At the presentation the Evaluation Team gave on 1 October, we expressed optimism that this could be accomplished, but on closer analysis we see problems.

- It is hard to see how provincial councils can effectively perform the coordination functions of the ExCom, unless language in the OL2 is amended to grant them specific authority to do this for the whole province, including DPs and particularly the District and Commune Councils.

- Powers of coordination would also have to include authority to manage something similar to the present PIF, which currently receives funding from DPs, all of which is still off-budget.   Whether the practices developed under the PIF could be applied to the Salakhet budget remains to be seen and is not being prioritized in the first three year implementation plan of the National Program (IP3).

- These powers would also have to include the obligation for district and commune councils to seek approval from the provincial administration for their proposals, and to report on the use of funds from the PIF and other matters as well. This may be perceived as infringing on their autonomy.

- Assuming such powers are granted, provinces will also require funds from central government to perform these functions, which may be difficult to obtain.

- Mainstreaming systems and procedures should present fewer difficulties, but we worry whether government departments will have adequate technical capacity and funds to continue providing the level of support now provided by PSDD.

- However, one factor that may help to mobilise support for the province's role in coordination is the large number of ExCom "alumni", who are now members of district councils and who be well disposed towards the idea.

6.2. Recommendations

In light of our findings, the Evaluation Team makes the following recommendations.

6.2.1. For immediate action

- **UNDP must ensure that the current machinery developed by PSDD and predecessor projects for delivering projects and services to the sub-national level is kept running without interruption after 31 December 2010.** This is vital for all concerned, most importantly to assist Commune Councils in preparing plans and budgets for the use of allocations from the C/S Fund. UNDP cannot risk the collapse of a system they have spent 15 years developing.

- **UNDP should do this by extending PSDD** (under this or any other name) **by at least six months and preferably one year until the end of 2011.** This is the only practical option given the short time remaining until the end of the year. Other hypothetical options to transfer activities to another existing project or to launch a new project will simply not be in place soon enough to keep the machinery running without a major hiatus.

- **UNDP should immediately inform the RGC, DPs and all others involved that it is their intention to extend PSDD.**   This is important to alert staff and avoid

loss of personnel. Also to allow as much time as possible to mobilise funds for 2011 and prepare AWPBs.

- UNDP should immediately review the availability of TRAC funds for an extension and decide how much to allocate for the extension of PSDD. Others will need this information to start preparing AWPBs.

- **If they haven't already done so, UNDP should immediately seek funding from DPs for this purpose, particularly Sida.** In our interview with Sida, their representative expressed strong concern about the prospect of PSDD terminating at the end of 2010. Sida apparently may be able to mobilise funds for continuing activities in 2011.

- **UNDP should immediately enter into discussions with the RGC to arrange the extension of the project.** The NCDD Secretariat will need to know as soon as possible in order to adjust their AWPB for 2011

- The NCDD Secretariat and PSDD should prepare AWPBs for 2011 for both PSDD and the Secretariat as soon as possible taking into account funds already confirmed and adjust plans as additional funding is confirmed. It's already late in the year to prepare AWPBs for 2011, but this must be done in order to minimise disruptions, especially for the Commune Councils and districts included in the DI.

6.2.2. Other Recommendations

These refer to actions to be undertaken during the extension of PSDD or a follow-on project of longer duration.

- **UNDP, NCDD Secretariat and PSDD should discuss what revisions might be made to the implementation modality for the extension of PSDD without causing disruptions to ongoing operations.** For example:
  - o Transferring responsibility for recruitment of national personnel from UNDP to the NCDD
  - o Transferring responsibility for other components of the budget from UNDP to the NCDD, such as consultancies.

- **For the PSDD extension and / or any other project to follow PSDD, UNDP should make a clear distinction in the scope of work between support for policy dialogue and its formulation and support for implementing OL2, the NP-SNDD and IP3.** The technical expertise required for policy formulation, and the clientele for such support, is quite different from that for implementation.

- **Support for policy formulation should include the assignment of technical experts to other key ministries.** These will be needed to address the transfer of functions, fiscal resources and possibly staff to SNAs, and to elaborate new tasks for each ministry, such as supervision, monitoring and the setting of standards. This may be done under a follow-on project or through a separate project, but not under PSDD.

Depending on the length of the extension, PSDD or a follow on project should assist the NCDD Secretariat and others in the following tasks:

- **Transfer responsibility from the ExCom to districts included in the DI programme for determining the use of funds from the DIP.** Now that District Councils are in place, they should not have to refer to the ExCom for approval.

- **Intensify capacity development efforts for members of the provincial and district councils and their staff on principles of good governance and what this implies for the functions they perform.** This should be similar to what PLG and PSDD have done for members of the Commune Councils.

- **Prepare additional guidelines for council members and staff of the new SNAs to promote civic engagement, community outreach, and participatory methods of planning and project implementation.** This is needed as part of the capacity development for council members and staff of the new SNAs.

- **Prepare recommendations on what is needed to integrate the functions and trained staff of the PRDC and the ExCom within the new SNAs.** Particularly important here is to clarify the role of the provincial administration in coordinating development activities within their jurisdiction.

- **Prepare recommendations on what is needed to transfer operation of the DIF or the D/M Fund to the government, similar to the C/S Fund.** This will need close collaboration with both the government and DPs involved such as the World Bank.

- **Prepare recommendations on what is needed to maintain technical assistance for the Commune Councils in planning and implementing projects once PSDD terminates.** This requires clarification of the role of District and Provincial Administrations and availability of funding for this purpose.

- **Undertake a comprehensive review of the PIM to determine how it can be radically simplified to minimise the need for technical assistance.** This is essential to ensure requirements are realistically aligned with the capacity of District and Commune Councils. Otherwise, after termination of PSDD, there is a high risk of extended delays in implementing projects and a sharp drop in the rate of disbursements and project completion.

- **Take actions to implement these recommendations as and when supporting legislation is in place that allow PSDD functions and procedures to be mainstreamed into the new SNAs.** However, it should be recognised that the scope for taking these actions during the remaining life of PSDD may be limited.

- **Strengthen links and communication between Provincial AWGs and the National AWG to improve case resolution.** In many cases, action at the national level is needed to support recommendations from the provincial AWGs.

- **Clarify the rights of those accused of misconduct to legal counsel and a fair trial in a court of law**. This may already be the case, but we could not determine whether this is so from the information we collected.

- **Undertake a study to assess needs for technical support to the new councils and to recommend who is to be responsible for this and how it is to be funded.** Central government will need to provide long term support for the new administrations, which in turn will need to continue support to the Commune Councils.

- **PSDD itself should provide intensive technical guidance to the staff recruited by NCDDS prior to its termination.** This is needed to enable new staff to take over critical functions, such as preparation and implementation of AWPBs for the NCDD and the operation and maintenance of databases.

ANNEXES

Annex One: TORs

Terms of Reference

Final Evaluation of the Project to Support Democratic Development through Decentralization and Deconcentration (PSDD)

2007-2010

Background

Since emerging from a long lasting conflict, Royal Government of Cambodia (RGC) has been aiming at decentralizing and deconcentrating powers from central level to lower levels of government as a part of the strategy to combat poverty in the country. UNDP has provided support to the Royal Government in this regard for the past 15 years through a series of different programs (CARERE2, Partnership for Local government in Support to Seila and PSDD). The latest of these, Project to Support Democratic Development through Decentralization and Deconcentration (PSDD), has been implemented since 2007 and is foreseen to an end in 2010 after a one year extension. PSDD has been funded by the Swedish International Development Cooperation Agency (SIDA), UK Department for International Development (DFID) and United Nations Development Programme (UNDP). UNDP has been entrusted to administer the PSDD since its inception. PSDD, by working with the government, other development partners and non-government organizations, has worked to promote reforms related to democratic development and took the lead in developing the capacity of national government institutions and sub-national administrations to implement these reforms.

PSDD aims at assisting the RGC in meeting the challenges of a decentralization and deconcentration reform in order to help maintain the delicate balance between continuity and change, while continuing to strengthen national institutions and at the sub-national level planning, to strengthen service delivery, gender mainstreaming, pro-poor rural investments, monitoring and evaluation and systems for participatory governance. The Project's primary means for delivery of its outputs has been through capacity development addressing all its objectives in coordination with the National Committee for Democratic Development (NCDD) within the Ministry of Interior. The project was designed to be flexible in order to be able to quickly respond to the ever changing environment through a program approach to delivery of its outputs while being responsive to government priorities.

The objectives of the programme are:

1. **Objective 1**: Strengthening local government systems and structures to enable better pro-poor investment.
2. **Objective 2**: Improving the quality, accessibility and equity of services at the sub-national level

3. **Objective 3**: Prior to and following enactment of the organic law on D&D, supporting a more effective policy, legal, political, institutional and administrative framework that will give the poor greater access to and benefits from local services.

The Project's log frame was redesigned in late 2007. The structure of this redesigned log frame follows a format consistent with a standard monitoring and evaluation framework.

Goal: Poor people benefit from functioning sub-national institutions in Cambodia;

Purpose: State and social institutions reconstructed at the sub-national level so as to engage with and empower poor and excluded citizens;

- ▪ *Output 1*: Cambodian owned sub-national structure agreed and in place that promote voice, responsiveness, delivery capability and accountability;

- ▪ *Output 2*: Planning, finance, implementation and monitoring systems in place and integrated into new national structures and systems

- ▪ *Output 3*: Investment funds delivered through mechanisms that promote accountability (on-budget) and which enables debate (largely discretionary in nature to allow choice);

- ▪ *Output 4*: Aid effective mechanisms in place.

PSDD's budget was initially approximately USD 34.8 million for three year period. However, given its one year extension, the budget currently stands at approximately USD 54.0 million.

With the adoption of the Organic Law in 2008 and the subsequent establishment of indirectly elected councils at District and Provincial levels in May 2009, the RGC is moving towards the next phase of the decentralization and deconcentration reform. The newly created National Program for Sub-National Democratic Development (NP-SNDD) is about to be finalized with expected approval by the Councils of Ministers during the early part of the year. The National Program will provide the policy framework for the implementation of democratic development reforms for the upcoming ten year period. The PSDD aligned its 2010 Annual Work Plan and Budget to meet not only its outputs but also the initial needs of the new National Program for Sub-National Democratic Development under its first platform (2011-20013).

Against this background an evaluation of the PSDD will be implemented to assess its effectiveness to reach its intended objectives in line with government D&D reform challenges and constraints.

The Purpose of the Mission

The purpose of the mission is -- in consultation with the relevant Cambodian institutions -- to carry out the final evaluation of PSDD. The mission should also develop recommendations for the future based on lessons learned from the implementation of PSDD. The mission shall not only concentrate on the management of the project but also the Project's overall ability to meet its objectives taking into consideration the changing environment over the course of the project. The mission will evaluate whether the chosen approach has been sound and

whether the implementation of the project has been carried out in a cost efficient manner. Furthermore, the mandate of the mission will be to review PSDD outputs based on the indicators contained in its log frame as well as to evaluate whether the project was able to address the changing needs of the government in a flexible manner given the limitations placed upon it by factors outside of its control. Attention should also be paid at the cross cutting themes of gender mainstreaming and accountability as well as in the establishment of data bases and monitoring and evaluation systems that can provide relevant information for evidence based decision making at the central and sub-national levels. Moreover, the mission will be charged to look at the primary means of delivery of project outputs through capacity development (in all of its forms, trainings, coaching and mentoring, study tours, etc.) at both the national level (foremost the NCDD along with its affiliated ministries) and sub-national levels (commune, district and province).

The final report of the evaluation mission shall:

a) Assess the political and technical context under which the decentralization and deconcentration reforms have taken place and analyze its challenges to the successful implementation of the project. To this end, the review should:

- Assess the commitment of the involved institutions, foremost the NCDD along with the Ministry of Economy and Finance, Ministry of Planning, Ministry Line Departments and other affiliated institutions.

- Assess the human, physical and financial capacities at sub-national levels in light of project objectives to deliver its outputs.

- Assess the enabling environment for decentralization and deconcentration. Were the legal frameworks, regulations and guidelines in place for addressing the PSDD's objectives?

- To what extent has the Project contributed to ownership from the side of the government to take the process forward. Is there a champion for the process and how has the PSDD contributed towards enhancing the champion's ability to take the processes forward?

- Measure to what extent the project objectives have been achieved in light of the factors that were not under the control of the PSDD? Taking into consideration these factors, the mission will examine and provide the rationale for progress or the lack of progress in meeting Project objectives. As well, the mission will provide lessons learned over Project implementation. Special attention should be paid to whether the project was able to be responsive under the changing legal and operational environment imposed upon it by factors outside of its control and whether its support has created an environment for moving forward with reforms.

- Assess the transitional arrangements of PSDD to facilitate the establishment of a unified administration at sub-national level

As input to all of the above points, the mission will review prior relevant assessments of the PSDD as part of the final evaluation (mid-term reviews conducted over the course of the PSDD).

b) Assess the relevance of the various approaches and strategies for the implementation of the Project? Was the project focused on achieving the agreed objectives? And, in light of this, establish any lessons that could be learned from the project implementation.

c) Make recommendations for a PSDD exit plan; one that is in line with its current Annual Work Plan and Budget.

d) Asses the partnership arrangements in project implementation
- The overall effectiveness of pooled funding through PSDD.
- The harmonized technical assistance arrangements with teams of PSDD advisors supporting the NCDD an all 24 Provinces/Capital Executive Committees to develop and implement annual workplans financed by 15 development partners. How have other projects supported, in full or in part, by the PSDD benefited from project implementation?
- What were the limitations its partners placed on Project implementation? Was there an agreement and clear understanding on expected roles by all partners during course of Project implementation?

e) Review project audit procedures, financial management arrangements, fiduciary assurance arrangements under PSDD.
- Were the audits carried out in time? If not, what were the reasons for any delays?
- What methods were used to respond to audit recommendations? And, where these methods effective to address any deficiencies found in the audits?
- Were project funds used in a transparent manner for planned purposes?

f) Were the roles of the international personnel relevant to the project implementation in general and specific terms?
- Revision of TORs and relevance to project implementation.

g) Assess the extent and effectiveness of capacity development initiatives at the national and sub-national levels (commune, district and province) to deliver project outputs.
- Was the project primary means to delivery capacity to government (national and sub-national) in terms of training events, manuals, coaching mentoring, study tours, etc?
- How did the PSDD act as a facilitator of capacity development at the national and sub-national level (liaison with other projects, ministries, line departments, non-government institutions, etc.) to meet its Project's outputs?
- Did the Project provide support to develop training materials for national institutions (NCDD as its primary client) and sub-national administrations?

- Did the project contribute to enhance the mode of delivery of capacity development by introducing new learning methodologies?

h) Assess the extent and effectiveness of democratic governance initiatives at the sub-national level to deliver project outputs and services that are pro-poor and gender sensitive

- Impact of planning systems on democratic participation and voice
- Accountability of relevant executive and administrative staff to commune councils
- Inclusiveness of poor and excluded groups in planning and decision-making processes

In order to achieve its purpose the evaluation mission shall cover, but not necessarily be limited to the following issues:

Rationale and relevance of the PSDD design

- Were the objectives and planned results, approach, organization and scope valid and relevant, taking into account the evolving environment at the national and sub-national level?
- Was the PSDD responsive to the government and did it build trust with its primary client (NCDD) in its ability to perform its work and meet government expectations?

Efficiency

- How were PSDD's outputs matched against available human and financial resources, taking into account cost-benefit aspects of Project implementation?
- Was the Project delivered efficiently in terms of staff, physical resources and expenditures?

Effectiveness and Sustainability

- Was the Project owned by the stakeholders taking into account capacity, financial, management and strategy aspects as well as the existing circumstances outside of the control of the Project?
- Could the Project's indicators be used to measure sustainability of Project outputs?
- Assess the quality - including environmental sustainability - of results of services delivered, such as access to safe water and construction of roads etc, at sub-national level

Gender

- How has the Project promoted gender mainstreaming (training events, facilitation of gender networks, dissemination of relevant materials, etc.) and to what extent did the Project impact have on gender equality at the sub-national level?

- Did project attempt to measure gender disaggregated information and to what extent did it capture this information?

Analysis of critical issues

- The mission shall provide an analysis of any critical issues related to the achievement or non-achievement of the agreed PSDD objectives.

Capacity Development

- The mission shall provide an analysis of the overall ability to of the PSDD to develop capacity at the national and sub-national levels to deliver on its outputs and meet its goal.

Duration of the Mission and Workplan

The mission should be carried out over a period of seven weeks

- Collect existing data/reports, preliminary interviews, desk top analysis and preparation; 1 week within arrival to Cambodia and start of the mission.
- Produce of a preliminary inception report for review by partners and relevant government officials. A final inception report will incorporate comments in the mission's approach to the evaluation; 2 weeks
- Conduct field work in Cambodia: interviews, consultations, workshops, preparation of first draft of the final report, 3 weeks following the approval of the inception report (field work should include number of days spent on the field visiting communes, districts, provinces and LM deconcentrated offices across a variety of sectors).
- Conduct at least one presentation to key project partners and government stakeholders that would be followed by a facilitated discussion of the outputs of the mission in the form of a roundtable.
- Produce the final PSDD Evaluation Report within two weeks after leaving the country, incorporating comments by the partners and government.
- Comments on the final report shall be provided within two weeks from the key partner and government stakeholders.
- The final report shall be finalized within one week after receipt of comments and the mission would issue a final report of the Evaluation of the PSDD.

Deliverables

The following deliverables need to be produced by the consultant and approved by UNDP:

- Workplan
- Preliminary inception report
- Final inception report (2 weeks)

- Draft final report (5 weeks)
- Facilitation of at least one workshop to key stakeholders
- Final report

Required Expertise

The mid-term review shall be carried out by a consulting firm that is capable of providing a group of international and national experts. The firm shall be selected as part of UNDP's tendering process. One of the international experts will act as the Team Leader, taking full responsibility for the work of the mission, ensuring the TOR is implemented in its entirety as well as ensuring quality of the information contained in the PSDD Final Evaluation Report.

Required expertise:

The International experts shall have at least a Master's degree in Public Administration, Political Science, International Economics, Development Studies or any other relevant field (local development, decentralization or other related field of specialization).
Professional experience: The Team Leader shall have at a minimum 10 years of professional in decentralization and deconcentration reform and proven experience in conducting evaluations of projects. The other international experts [how many?] of the mission shall have seven years or less of professional experience in decentralization and deconcentration reform and should together cover the following professional areas of expertise:

a) Solid theoretical and practical knowledge of decentralization;
b) Previous experience in evaluation of capacity development of large program based projects;
c) Financial management experience as it relates to project implementation and delivery of pro-poor investments;
d) Contract and project management experience;
e) Previous development cooperation and evaluation experience in a relevant area;
f) Understanding of UNDP corporate priorities and its history in Cambodia; and
g) Work experience in developing countries similar to Cambodia preferably in Southeast Asia.

The Cambodian experts shall have at least a Master's degree in a relevant field such as public administration, economics or public policy. Furthermore they will have more than five years of professional working experience in Cambodia and should together cover the following areas of expertise:

a) Solid theoretical and practical understanding of decentralization and public sector reforms;
b) Financial management related to type of PSDD work;
c) Experience in evaluation of capacity development within the context of a program based project;

d) Previous experience in project management, monitoring and evaluation and change management; and

e) Knowledge of Decentralization and Deconcentration environment and relevant legislative framework environment in countries undergoing decentralization reform.

Selection of the consultant

The selection will be based on the evaluation of the technical and financial offer. The technical offer shall present the tendering company and provide examples of similar task previously carried out by the company, provide CVs of the proposed personnel and clearly indicate the roles of each team member and propose a methodology and workplan for the assignment. The financial proposal shall indicate the number of days that each consultant will work and the daily fee for each consultant. Furthermore it will give estimates for travel expenses and other workshop related expenses that will be reimbursed as per UN rules and regulations against the original receipts.

Annex Two: List of people met and field schedule

Government Agencies, Donors and Stakeholders

No	Date	Time	Name	Position and Institution
1	30 August	11:00am	Mr Mauri Starckman Mr Chea Vibol Ms So Lyda	Governance Advisor, UNDP Cambodia D&D Program Analyst, UNDP Cambodia Program Associate, UNDP Cambodia
2	30 August	2:00pm	Mr Scott Leiper	Senior Program Advisor, NCDD-PSDD
3	03 September	2:00pm	Mr Ouch Chamroeun	Senior Program Officer, ADB Cambodia
4	07 September	8:00am	Ms Nadamoto Satoko Ms Megumi Toda Ms Naoko Ide Mr Masahiko Suginaga Mr Phok Phira	Project Formulation Advisor (Good Governance), JICA Cambodia Aid Coordination Advisor, PILAC2, JICA Cambodia Local Governance/Project Coordinator, Project of Capacity Development of Provincial Rural Development in Northeastern Provinces, JICA Cambodia Chief Advisor/Public Administration, PILAC2, JICA Cambodia Program Officer, Governance & Education Section, JICA Cambodia
5	07 September	10:00am	Ms Katharina Hubner	Program Coordinator, Administrative Reform and Decentralization Program, German Technical Cooperation/GTZ Cambodia
6	07 September	11:30am	Mr Ung Dararat Moni	IFAD Chief Technical Advisor
7	08 September	8:30am	Ms Hou Vimol	Program Officer, Youth & Community, UNFPA Cambodia
8	08 September	3:00pm	Ms Maria Fariello	Team Leader for Democracy and Governance Program, EC Delegation, Cambodia
9	09 September	3:00pm	Ms Elena Tischenko	Country Director, UNDP Cambodia
10	09 September	4:00pm	Mr Chhor Sophal Mr Erin Blake	Chief of Party, LAAR Program, Pact Cambodia Monitoring, Evaluation, Reporting

No	Date	Time	Name	Position and Institution
				& Learning Coordinator
11	21 September	2:30pm	Mr Cheap Sam An Mr John Michael Scott	Senior Program Officer, Senior Advisor, DANIDA Cambodia
12	21 September	4:00pm	Ms Janelle Plummer	Senior Governance Specialist, World Bank Cambodia
13	23 September	10:00am	Serey Moeung	National Finance Adviser, NCDD
14	23 September	4:30pm	Mr Richard Bridle	Representative, UNICEF Cambodia
15	24 September	2:00pm	Mr Thomas Kjellson	Sida Cambodia
16	27 September	3:00pm	HE Hou Tang Eng	Secretary of State, Ministry of Planning
17	28 September	9:00am	HE Leng Vy	Director General, Directorate of Local Administration, Ministry of Interior
18	29 September	10:00am	HE Ngan Chanroeun	Deputy Director General, Directorate of Local Administration, Ministry of Interior
19	29 September	2:00 pm	Ms So Lyda	Programme Associate, UNDP Cambodia
20	30 September	11:00am	Ms Sophie Baranes Mr Chea Vibol	Deputy Country Director, UNDP Cambodia D&D Program Analyst, UNDP Cambodia

People Met in the Field

FIELD SCHEDULE FOR PSDD EVALUATION TEAM

Kratie Province: 05-06 September 2010
Siem Reap Province: 13-14 September 2010
Kampot Province: 13-14 September 2010
Svay Rieng Province: 15-17 September 2010

Mission Team 1:

1. Hugh Evans, Team Leader

2. Ngin Chanrith, Accountability and Participation Specialist

Mission Team 2:

1. Heracles Lang , Management Specialist

2. Min Muny/Prom Nga, D&D Specialist

DATE/TIME	PEOPLE MET	TEAM MEMBERS
Team 2: Sunday, 05 September 2010, in Kratie Province		
17:00-20:00	1. Mr Eng Vichetr, Senior Provincial Program Advisor 2. Mr Chon Chan, Provincial Monitoring, Evaluation & Sector Advisor 3. Mr Tat Ny, Local Administration Advisor	Cles & Muny
Team 2: Monday, 06 September 2010, in Kratie Province		
07:00-09:00	1. Mr Yous Pheary, Director of CED) 2. Mr Tep Thavarin, Representative of Oxfam	
09:00-10:30	1. Ms Prak Chanthan, CAU Chief and Director of Provincial Department of Planning 2. Mr Touch Hoeun, FU Chief and Director of Provincial Department of Economy and Finance	Cles & Muny
10:30-12:00	1. Mr Rath Tola, TSU Chief 2. Mr Lang Mang, LAU Chief 3. Mr Kong Socheat, ExCom Permanent Member a.i.	
13:30-15:00	Wrapup meeting with all concerned PSDD Provincial Advisors	
Team 1: Monday, 13 September 2010		
8.00-9.30	1. HE Khim Saman, Chairman, Provincial Council of Kampot 2. HE Khuy Sien, Member, Provincial Council of Kampot 3. HE Meas Savan, Member, Provincial Council of Kampot 4. HE Van Dara, Member, Provincial Council of Kampot	Hugh & Chanrith
10.00-11.30	HE Saut Yea, Deputy Governor and Deputy Chairman of ExCom	
14.00-15.30	1. Mr Prak Munny, SPAA 2. Mr Kheav Sopheap, PFA 3. Mr Tuy Lalin, PIA	

DATE/TIME	PEOPLE MET	TEAM MEMBERS
	4. Mr Khun Chotteroth, LAA 5. Mr Rous Chanthy, NRMLA 6. Mr Hy Vicheth, PMESA	
15.30-17.00	1. Mr Chuon Sara, Chief of Kep Division, Forestry Administration, and Representative of Kampot FA Cantonment 2. Mr Khem Ponna, Chief of Agriculture Extension Office, Provincial Department of Agriculture	
Team 1: Tuesday, 14 September 2010		
7.30-9.00	1. Ms Lam Chan, Coordinator, Kampot Commune/Sangkat Council Association, and Technical Advisor, German Development Service (DED) 2. Ms Im Maredi, Provincial Coordinator, Partnership for Community Forestry (PCF), Capacity Building for Sustainable Forests and Land Management Project (CBSFLMP), RECOFTC 3. Mr Sean Kosal, Provincial Facilitator, Kampot and Kep, Catholic Relief Service (CRS) 4. Mr Men Rithy Sen, Community Facilitator, Kampot and Kep, Costal Resource Institute	Hugh & Chanrith
9.30-11.00	1. HE Uk Lay, Governor, Teuk Chhou District, Kampot Province 2. Mr So Phan, Chief of Administration, Teuk Chhou District, Kampot Province	
11.00-12.00	1. HE Sau Sambo, Chairman, Teuk Chhou District Council, Kampot Province 2. HE Non Sen, Member, Teuk Chhou District Council, Kampot Province 3. HE Uk Nin, Member, Teuk Chhou District Council, Kampot Province	
13.30-15.00	1. Mr Sau Meng, Chief, Prey Khmum Commune, Teuk Chhou District, Kampot Province 2. Mr Ly Sopheap, Clerk, Prey Khmum Commune, Teuk Chhou District, Kampot Province 3. Ms Chheng Saroeun, District Facilitation Team	
Team 2: Monday, 13 September 2010 , in Siem Reap Province		
08:30-9:30	1. Mr. Heng Vuthy, ExCom Permanent Member	
9:30-11:00	1. Mr. Nhim Hak, SPPA 2. Mr. Ly Nara, Provincial Infrastructure Advisor 3. Mr. Chea Ratana, Local Administration Advisor 4. Mr. Sou Somaly, Local Administration Advisor 5. Mr. Kim Yon, NRM Advisor Mr. Um Vanneth, Finance Advisor	Cles & Nga
11:00-12:00	1. Mr. Hou Sokha Daravuth, Deputy Director of Provincial Department of Rural Development	
13:30-15:30	2. H.E Mr. Chan Sophal, Provincial Council Chief	

DATE/TIME	PEOPLE MET	TEAM MEMBERS
16:00-17:30	1. Mr. Sou Kim Prithy, Director of Provincial Department of Planning	
Team 2: Tuesday, 14 September 2010		
08:00-10:00	1. Mr. Ros Sar, Council Chief, Siem Reap Municipality	Cles & Nga
10:00-12:00	1. Mr Sam Lorn, Salakamreuk Sangkat Council Chief 2. Ms Khhem Sokhorn, Sangkat Councilor 3. Mr San Nai, Sangkat Councilor 4. Mr. Han Huon, Sangkat Councilor 5. Mr. Sorn Soeum, Sangkat Councilor	Cles & Nga
Teams 1 & 2: Wednesday, 15 September 2010		
14.00-15.30	1. Mr Uk Pat, Chief, Prasaut Commune, Svay Teab District, Svay Rieng Province 2. Mr Put Siphan, First Deputy, Prasaut Commune, Svay Teab District, Svay Rieng Province 3. Mr Ken Silen, Second Deputy, Prasaut Commune, Svay Teab District, Svay Rieng Province 4. Ms Meas Phally, Councilor, Prasaut Commune, Svay Teab District, Svay Rieng Province 5. Mr Sau Tol, Councilor, Prasaut Commune, Svay Teab District, Svay Rieng Province 6. Mr Chheuk Borey, Clerk, Prasaut Commune, Svay Teab District, Svay Rieng Province 7. Mr Tum Sareth, District Facilitation Team	Chanrith
14.00-15.30	1. Mr Uy Romnea, SPPA	Hugh & Cles
15.30-17.00	Mr Khat Sok Eng, Provincial Agriculture Advisor	Hugh, Chanrith, Cles
Teams 1 & 2: Thursday, 16 September 2010		
8.00-9.30	1. HE Keo Samoeun, Deputy Governor in Charge of ExCom, Svay Rieng Province 2. Mr Sam Vuthy, Chief of Administration, Svay Rieng Province 3. Mr Ros Pharith, Deputy Chief of Administration, and Personal Assistant to Governor, Svay Rieng Province 4. Mr Them Nath, Chief, Planning and Investment Division, Svay Rieng Province	Hugh, Chanrith, Cles
10.00-11.30	1. Ms Tum Sarany, Deputy Director, Provincial Department of Women's Affairs 2. Ms Chhem Sorphorn, Chief, Planning and Statistics Office, Provincial Department of Women's Affairs 3. Ms Kong Phalla, Chief, Home Economy Development Office, Provincial Department of Women's Affairs	Hugh, Chanrith, Cles
13.30-15.00	1. Mr Thach Ratana, Director, Provincial Department of Agriculture 2. Mr Mi Yoeung, Deputy Director, Provincial Department of Agriculture	Hugh, Chanrith, Cles

DATE/TIME	PEOPLE MET	TEAM MEMBERS
	3. Mr Vorng Vanny, Officer, Administration Office, Provincial Department of Agriculture 4. Mr Oum Dara, Deputy Chief, Accounting and Planning Office, Provincial Department of Agriculture 5. Mr Kim Phon, Planning Officer, IFAD-RPRP 6. Mr Moeuk Vanna, NRM Officer 7. Mr Chea Sarun, M&E Officer 8. Mr Mok Solda, Finance Officer, IFAD-RPRP 9. Mr Men Prek, NRM Officer	
15.30-17.00	1. Mr Oum Sarath, Deputy Governor, Svay Chhroum District, Svay Rieng Province 2. Mr Hem Sarith, Chief, Administration Office, Svay Chhroum District, Svay Rieng Province 3. Mr Sok Saraun, Officer, Administration Office, Svay Chhroum District, Svay Rieng Province 4. Mr Ngin Sarin, Provincial Facilitation Team 5. Mr Prum Sorphorn, LAU Official	Hugh, Chanrith, Cles
Teams 1 & 2: Friday, 17 September 2010		
8.00-9.30	1. Mr Chuk Sao, Chief, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 2. Mr Yem Hen, Second Deputy, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 3. Ms Khuon Phanna, Councilor, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 4. Mr Seung Phai, Councilor, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 5. Mr Men Sak, Councilor, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 6. Mr En Mon, Councilor, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 7. Ms Chea Sim, Councilor, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 8. Mr Pol Sarith, Clerk, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province	Hugh, Chanrith, Cles
10.00-11.30	1. Mr Tep Kan, Chief, Chan Sa Village, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province 2. Around 50 IFAD-RPRP/RULIP project beneficiaries, Chan Sa Village, Daun Sor Commune, Svay Chhroum District, Svay Rieng Province	Hugh, Chanrith, Cles

Annex Three: List of References

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Annex Four: Tables

Table A4.1: Cumulative Expenditure by Budget Line: February 2006 to December 2009

No.	Budget Line	Total Project Budget	Cumulative Expenditure	Balance	Delivery
1	CS Fund	4,400,000	2,900,000	1,500,000	66%
2	CS Targeted (CCWC)	1,688,895	1,688,895	0	100%
3	District Initiative	2,122,223	1,282,223	840,000	60%
4	Provincial Investment Fund	6,133,019	5,383,019	750,000	88%
5	Provincial Program Support (ExCom)	13,118,920	9,628,920	3,490,000	73%
6	PSDD Advisory Services Operations	1,962,468	1,472,468	490,000	75%
	subtotal	**29,425,525**	**22,355,525**	**7,070,000**	**76%**
7	National Ministries	1,674,500	1,194,500	480,000	71%
8	NCDDS Staff Allowance	1,323,571	998,571	325,000	75%
9	NCDDS Equipment	916,514	665,604	250,910	73%
10	NCDDS Consultancies/Studies	1,122,711	704,711	418,000	63%
11	NCDDS Audit	99,092	99,092	0	100%
12	NCDDS Operations	2,126,872	1,476,872	650,000	69%
	subtotal	**7,263,260**	**5,139,350**	**2,123,910**	**71%**
Total NEX Budget		**36,688,785**	**27,494,875**	**9,193,910**	**75%**
13	NTA Provincial Level	8,153,323	5,771,373	2,381,950	71%
14	NTA National Level	1,993,646	1,345,498	648,148	67%
15	ITA National Level	3,370,000	2,240,000	1,130,000	66%
16	Consultancies	542,195	442,195	100,000	82%
17	UNDP PSDD Audit	90,000		90,000	0%
18	GMS	3,179,890	2,238,550	941,340	70%
Total UNDP Budget		**17,329,054**	**12,037,616**	**5,291,438**	**69%**
GRAND TOTAL		**54,017,839**	**39,532,491**	**14,485,348**	**73%**

Table A4.2: Staffing

Record of Staff Serving under PRDC and Executive Committees who have been elected to Sub-National Councils

Province: Siem Reap

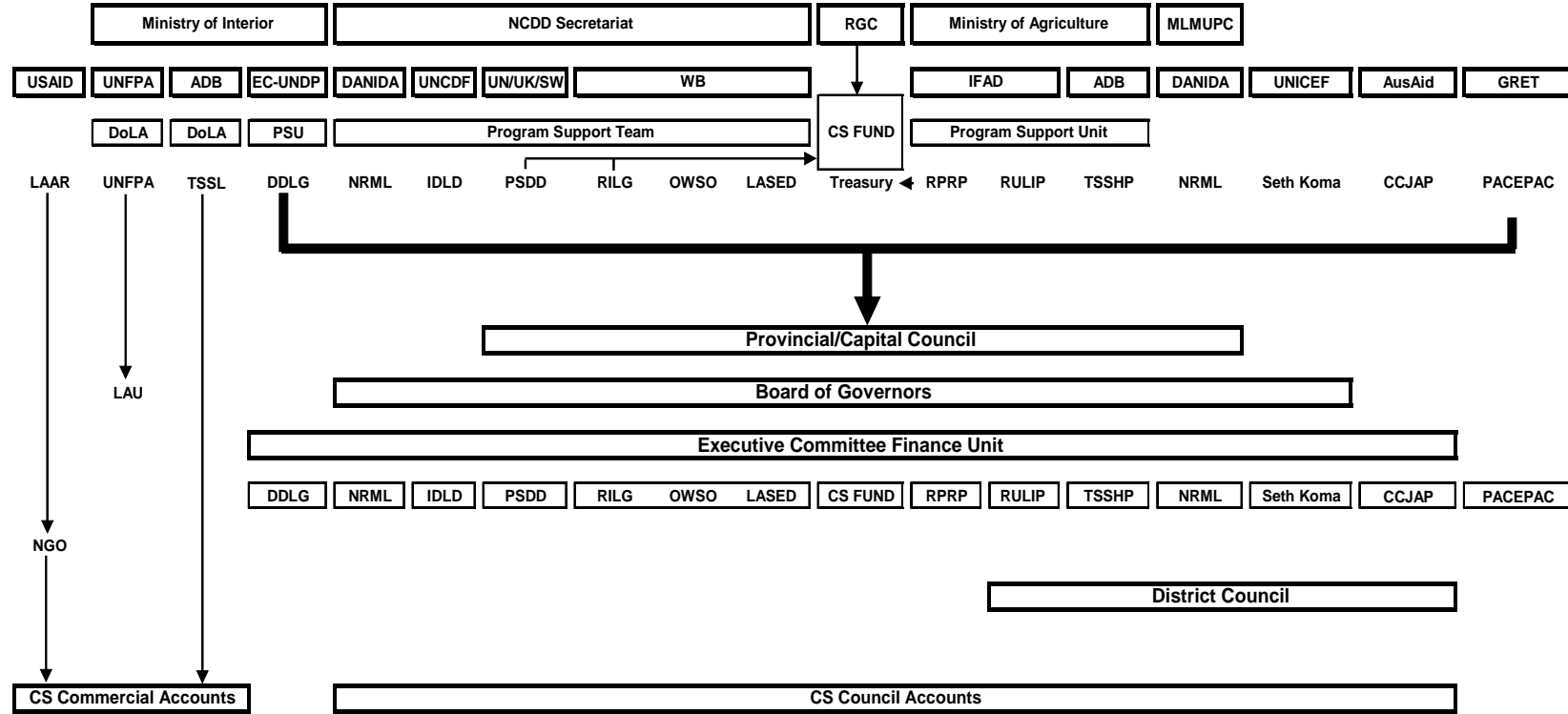| No.	Name	Sex	Previous Position in:		Elected to Council in:				
			Government	ExCom	Capital	Khan	Prov.	Dist.	Mun.
1	Eng Hoeun	M	Director of Provincial Information Department	PRDC Member			Concil's member		
2	Am Sam Art	M	Director of Provincial Telecommunication and Post	PRDC Member			Concil's member		
3	Tor Kim Sean	M	Director of Provincial Education, Yourth and Sport De	PRDC Member			Concil's member		
4	Kuy Sang	M	Director of Provincial Tourism Department	PRDC Member			Concil's member		
5	Kao Sophorn	M	Chi Kraeng District Governor	PRDC Member				Concil's member	
6	Chhem Tun	M	Angkor Chum District Governor	PRDC Member				Concil's member	
7	But Kary	M	Angkor Thom District Governor	PRDC Member				Concil's member	
8	Em Vat	M	Varin District Governor	PRDC Member				Concil's member	
9	Chea Chhoeun	M	Deputy chief of district office, Chi Kreng	DFT				Concil's member	
10	Tep Chamrouen	F	District finance officer, Chi Kreng	DFT				Concil's member	
11	Phat Siv	M	Chief of district office, Chi Kreng	DFT				Concil's member	
12	Eang Setha	M	Deputy chief of Agriculture office, Chi Kreng	DFT				Concil's member	
13	Pich Mai	M	Deputy district governor, Puok	DFT				Concil's member	
14	Norm Saret	M	Office chief, district tax office, Puok	DFT				Concil's member	
15	Men Hem	M	District Education Officer, Puok	DFT				Concil's member	
16	Oeu Sam Ol	M	Officer,district education office, Sotr Nikum	DFT				Concil's member	

Record of Staff Serving under PRDC and Executive Committees who have been appointed to Boards of Governors

Province: Siem Reap

No.	Name	Sex	Previous Position in:		Appointed to Board of Governors in:				
			Government	ExCom	Capital	Khan	Prov.	Dist.	Mun.
1	HE Sou Phirin	M	Provincial Governor	Chief of PRDC			Governor of Siem Reap		
2	HE Sok Leakhena	M	Deputy Provincial Governor	Deputy Chief of PRDC			Deputy Governor of Siem Reap		
3	Tep Bun Chhay	M	Siem Reap Municipality	PRDC Member					Governor of Siem Reap
4	Pho Sam Art	M	Prasat Bakong District Governor	PRDC Member				Governor of Prasat Bakong	
5	Det Dorn	M	Sotr Nikum District Governor	PRDC Member				Governor of Sotr Nikum	
6	Pich Sokhalai	M	Puok District Governor	PRDC Member				Governor of Puok	
7	Ean Khun	M	Kralanh District Governor	PRDC Member				Governor of Kralanh	
8	Bat Sambath	M	Varin District office	DFT				Deputy Governor of Varin	
9	Se Bunsin	M	Svay Lue District office	DFT				Deputy Governor of Svay Lue	
10	Keo Nara	M	Salakhet	NREM				Deputy Governor of Chi Kraeng	
11	Teab Bun Chhuoy	M	District Finance office, Prasat Bakong	PFT				Deputy Governor of Prasat Bakong	
12	Lok Phus	M	Angkor Chum District Office	DFT				Deputy Governor of Angkor Chum	
13	Suos Sophat	M	Ministry of Interior	CAU Inventory Staff				Deputy Governor of Soutr Nikum	

Table A4.3: Fund Flows

2010 Fund Flow Arrangements under the NCDD Framework

	LAAR	UNFPA	TSSL	DDLG	NRML	IDLD	PSDD	RILG	OWSO	LASED	CS FUND	RPRP	RULIP	TSSHP	NRML	Seth Koma	CCJAP	PACEPAC	TOTAL
National		60,000	600,000	815,231	348,490	321,500	1,906,432	823,380	173,306	2,361,940		251,352	290,730	1,759,053		890,000			10,601,414
Province		31,220	375,000	183,204	1,160,564	16,000	4,548,331	155,160	43,720	2,050,000		2,090,427	3,305,147	340,416	570,000	1,080,516	39,000	11,000	15,999,705
District					2,340,000	200,000	840,000		590,978	850,000				551,424			351,000		5,723,402
Commune	529,070	242,000	1,073,000	2,001,956	4,562,100		3,099,000	12,612,787		500,000	36,255,854	321,080		1,070,770		635,200		280,000	49,070,029
TOTAL	529,070	333,220	2,048,000	3,000,391	8,411,154	537,500	10,393,763	13,591,327	808,004	5,761,940	36,255,854	2,662,859	3,595,877	3,721,663	570,000	2,605,716	390,000	291,000	81,394,550

Annex Five: List of participants at Meeting 1 October to present initial findings of the evaluation report

បញ្ជីវត្តមាន

(List Of Participant)

ស្តីពី :

កន្លែងប្រជុំ   : NCDD Secretariat Meeting Room

កាលបរិច្ឆេទ: O1 October, 2010

ល.រ NO.	នាម និងគោត្តនាម (Full Name)	ភេទ (Sex)	ក្រសួង.ស្ថាប័ន (Ministry/Con.)	តួនាទី (Position)	ទូរស័ព្ទលេខ (Telephone)	E-mail Address	ហត្ថលេខា (Signature)
1	Ngah Chamroeun	M	NCDDs	Deputy Head	012 489993		
2	Scott LEIPER	M	UNDP-NCDDS	Sn. Prog. Manager	016-995-501		
3	Mauri Stockman	M	UNDP	Gov. Advisor			
4	Ruud Corsel	M	NCDD	Advisor			
5	Maris Mikelsons	M	UNDP-PSDD	Program Advisor	012 356 820		
6	KHEOU SOK GANG	M	PSDD	Advisor	092222719		
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10	Maria Friello	F	EU Delegation	"	012951134		
11	Retaud Karim	♂	PSDD	Advisor (M&E)			R. Karim

បញ្ជីវត្តមាន
(List Of Participant)

ស្ដីពី :

កន្លែងប្រជុំ : NCDD Secretariat Meeting Room

កាលបរិច្ឆេទ: O1 October, 2010

ស.រ NO.	នាម និងគោត្តនាម (Full Name)	ភេទ (Sex)	ក្រសួង_ស្ថាប័ន (Ministry/Con.)	តួនាទី (Position)	ទូរស័ព្ទលេខ (Telephone)	E-mail Address	ហត្ថលេខា (Signature)
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15	Yiu Melyus	M	NCDDS	Admtu Chief			
16	PRAK LANNAAROA	M	PT/NCDDs	Member of CNM	012826155		
17	Ly Bunthai	~	PSDD	CDIU adv	012695891	bunthai@ncdd.gov.kh	
18	MAONN. Math Noth	M	PT.NCDDS	Cly staff	088.5555080	maonn@ncdd.gov.kh	
19	SOR VORIN	-					
20	Sok Sothy	-					
21	So Munyraksa	-	NCDDS/PT	CDIU CHIEF	017-43/301	somunyraksa@ncdd.gov.kh	
22	M. ELMENSI	-	NCDDS/GTZ	Consultant	012 936 031		
23	HUGH EVANS	M	UNDP	teamleader			