



Cambodia

FINAL PROJECT REPORT

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Preparatory Assistance for CMDG/NSDP Monitoring
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As part of a communications game, elected provincial and district councillors place indicators in the correct place on a CMDG scorecard grid at a workshop on the use of the Commune Database for monitoring progress on CMDG at the sub-national level

Sihanoukville, April 23 2010

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Executive summary

This project is an Initiation Plan (IP) initially designed to strategically articulate with the Ministry of Planning and Development Partners the activity results, schedule, budget and management arrangement of a longer term programme, establish appropriate institutional mechanisms for implementing and monitoring activities committed in the Ministry of Planning Strategic Plan, pilot test a local poverty and MDG monitoring tool and support the diffusion of key policy documents.

While the situation at the Ministry of Planning and its associated Technical Working Group did not allow for the design of a coherent programme based approach building on an accepted capacity assessment and development strategy, this IP went far beyond its objectives in providing critical information for the refinement of national plans and strategies, the development of the new UNDAF by the UN Country Team and the elaboration of the UNDP country programme for 2011-15.

The IP resulted in:

- *Sub-national CMDG scorecards were developed, tested as part of the sub-national planning process and presented to all provincial and district planning officers, members of board of governor, and representatives from provincial and district councils of all 24 provinces;*
- *Sub-national scorecards including CCWC CMDG scorecards were adopted as key element of the government sub-national planning guidelines and CCWC planning guideline;*
- *Training on the generation, interpretation and use of the CMDG scorecards derived from the Commune Database was provided to provincial planning officers in all provinces;*
- *Innovative communication tools to disseminate and generate the scorecards at sub-national level were developed and generated a lot of interest at sub-national level;*
- *The preparation and presentation of an MDG Gap Analysis and identification of MDG best practices which generated a high level of media interest and contributed to fundamental changes of strategies, targets and measurements by line ministries, particularly in maternal mortality and education CMDG;*
- *The preparation in full collaboration with all line ministries of the 2010 CMDG progress report and of various other documents related to analysis of progress on CMDG in the critical 2010 summit year;*
- *The preparation of a project document for the new five-year NSDP/CMDG Monitoring Support Programme (NSDP) as part of the new UNDP country programme for 2011-2015.*
- *The successful development and wide national and sub-national diffusion of sub-national poverty and CMDG measures and maps derived from the Commune Database which highlighted the need to develop strategies to deal with regional disparities;*
- *The dissemination of the National Strategic Development Plan in all provinces and the discussion on how to integrate vertically and horizontally planning processes for NSDP/CMDG achievement at the sub-national level;*
- *The dissemination in two international conferences of the experience of Cambodia in developing sub-national CMDG monitoring and planning tools;*
- *A capacity assessment and capacity development framework for the Ministry of Planning, which unfortunately were not built on for strategy development and long term action;*

In general, the project activities and interactions with Line Ministries have helped create a greater awareness of CMDG, of the need to monitor them systematically for evidence-based decision-making at both the national and sub-national levels, of the deficiencies in the current M&E framework and the need to improve it, of the need to follow monitoring by appropriate policy action and of the need to consider and act on regional disparities.

I. Context

Background

Cambodia is signatory of the Millennium Declaration and is fully committed to the achievement of the Millennium Development Goals (MDG). In 2003, the Royal Government of Cambodia (RGC) contextualized the MDG to the Cambodian situation, resulting in the formal adoption of the Cambodian Millennium Development Goals (CMDG) that included a Cambodia specific 9th goal related to De-mining, Explosive Remnants of War (ERW) and Victim Assistance, a goal of particular importance in the Cambodian context.

In line with the CMDG commitments, and with support from the United Nations Development Programme (UNDP), the Royal Government of Cambodia (RGC) prepared the National Strategic Development Plan (NSDP) 2006-2010, specifying selective, overarching and pro-poor goals and enumerating the targets to be met during the period 2006-2010. The NSDP was widely considered as MDG-based plan, as two-third of NSDP monitoring indicators were drawn from CMDG indicators. The Ministry of Planning (MoP) is mandated to formulate and monitor the NSDP and tasked to report to the RGC on progress and achievements.

In July 2007, MoP finalized a Ministry of Planning Strategic Plan (MPSP) that highlighted key activities and resources needed for monitoring the NSDP. The newly developed MPSP provided a framework with which Development Partners (DP) could align their support to MoP and help move to a more coordinated and manageable way of supporting MoP.

The coordination mechanism for RGC-DP partnership in support of the formulation, implementation and monitoring of the NSDP is the Technical Working Group for Planning and Poverty Reduction (TWG-PPR). In May 2008, a set of partnership principles intended to guide the work of the TWG-PPR were developed and proposed for consultation. In particular, these principles called for the alignment of DP activities to the MPSP and the integration of their support in the context of a Programme Based Approach (PBA)¹ to which all were, in principle, committed.

In 2008, UNDP undertook the design of a project intended to strengthen national and sub-national capacities for effective NSDP/CMDGs monitoring and to provide timely data generation for NSDP/CMDG monitoring and reporting. A draft was prepared in 2008 and it was felt that more was needed to address the following:

- i) The local poverty/MDG monitoring work, which was one of the programme's main components, needed to be better articulated with clear methodology and appropriate capacity in place.
- ii) UNDP needed to articulate how the new programme would fit into a PBA for the support to MoP.
- iii) UNDP was required to conduct a capacity assessment of the implementing agency before engaging in a long-term assistance.

A draft road map for steps towards at PBA for supporting the MPSP was developed in June 2008 and called for the finalization of a costed MPSP with clear contributions by all DP, a capacity development assessment and a capacity development plan (including a rationalization of

¹ A Programme-based approach is a way of engaging in development co-operation based on the principle of co-ordinated support for a locally owned programme of development, such as a national poverty reduction strategy, a sector programme, a thematic programme or a programme of a specific organisation. Programme-based approaches are aimed at promoting aid coordination, reducing transaction costs associated with aid and improving overall effectiveness of a programme/sector. It is not about financing modality.

incentives), and agreement on financing arrangements, the adoption of joint reporting and monitoring arrangements, and the signing of Memoranda of Understanding (MoU). UNDP was given the responsibility on behalf of the TWG-PPR, to commission the capacity assessment and a framework for a capacity development plan.

In light of the above, UNDP decided to opt for an Initiation Plan² (IP), which is a short-term arrangement to clarify the above issues before a full programme was approved. This IP was to be implemented directly by UNDP, in close consultation with MoP.

The IP entitled "*Preparatory Assistance for CMDG/NSDP Monitoring*" was prepared for the period July 2008 to June 2009. The purpose of the IP was to strategically articulate with MoP and DP the activity results, schedule, budget and management arrangement of a longer term programme and establish appropriate institutional mechanisms for implementing and monitoring activities committed in the MPSP. The capacity assessment and the capacity development framework were to form the core focus area of support and the TWG-PPR was to be used as coordination platform to facilitate the implementation of activities under this IP.

Project Goals and Objectives

The contributions of this IP to overall UNDAF and CPAP outcomes are summarized in the project document as follows:

UNDAF Outcome: The national development plan and its implementation serve as an effective guide for sector plans and related budgets, as well as reflecting Cambodia's obligations in relation to human rights and the CMDGs. National Plan effectively monitor with focus on MDG progress.

Intended Outcome as Stated in the CPAP: Improved monitoring of NSDP and CMDGs including broad-based policy dialogue and participatory reporting.

Applicable Strategic Plan Result: Promoting inclusive growth, gender equality and MDG achievement.

Intended CPAP Output (s): - Strengthened national capacity of development planners through selected policy impact assessments and policy briefs for needs-based budgeting. - NSDP/CMDGs monitoring and evaluation mechanism and processes in place.

CPAP outputs, indicators, baseline and benchmark: - Policy research findings and recommendations inform the development of a sound strategy for effective use of natural resources revenues. - Quality NSDP annual reports. - Essential poverty related data

It was expected that the following four outputs would be achieved through this 12-month IP:

- 1) Strategic MoP Capacity Development Plan developed and endorsed to support the implementation of a PBA at MoP
- 2) Local Poverty/MDG monitoring tool developed
- 3) Key policy documents widely disseminated at central and local levels
- 4) 3-years MoP/UNDP work plan to support the implementation of the MPSP approved

The IP was formally appraised on 24 June 2008 and the project document signed on 3 July 2008, with a total estimated budget of US\$ 105,000 for the one-year period.

Evolution of the Project

In 2009, two capacity assessment documents were completed in draft form and submitted to all DP and MoP for comment and action. The first is called "*A capacity assessment – MoP*": (Final Draft

² The purpose of an **Initiation Plan** is to articulate the activity results, schedule, budget, and management arrangements required to complete the *Initiating a Project* process and is used when substantial preparation and analysis is required in the design of a new project. The Initiation Plan replaces the previously defined approach known as "Preparatory Assistance".

dated April-May 2009); the second is called "*Building a Capacity-development Program Framework for the Ministry of Planning*", (Fifth Draft dated 9 July 2009). The capacity assessment was not well received by MoP, which found it had serious shortcomings and no further action was taken. There was no meeting of the TWG-PPR to consider these documents.

The TWG-PPR did not function regularly, relations between UNDP and the MoP deteriorated, MoP was absorbed with the NSDP update (2009-2013) and UNDP decided to pursue strategic objectives by extending and expanding the IP until a new programme design could be finalized.

In 2009, in addition to the capacity assessments, the IP also supported three activities:

- In collaboration with M&E Unit of the National Committee for the Management of Decentralization and De-concentration (NCDD) supported by UNDP's Project to Support Democratic Development through Decentralization and Deconcentration (PSDD) and H.E. Hou Taing Eng, Secretary of State at MoP (in his capacity as chairman of the NCDD planning sub-committee and head of the ad-hoc "Decentralization and Deconcentration and Seth Koma Working Group" (DDSKWG) within MoP), UNDP supported the production and printing of a document demonstrating the use of the Commune Database for CMDG monitoring as well as a national conference held on September 28, 2009 opened by the Minister of Planning, H.E. Mr. Chhay Than, and closed by the Secretary of State of the Ministry of Interior, H.E. Mr. Sak Setha.
- An MDG gap analysis report and an MDG best practices report in response to evolving global UNDP strategic thinking leading to the 2010 MDG summit. The findings of this report were also presented at this national conference
- The initiation of a pilot test of sub-national scorecards derived from the CDB to be used in sub-national planning

Discussion between MoP and UNDP in November 2009 stressed that UNDP collaboration with MoP had to be defined in the context of a PBA in coordination with other DP, and that a 2010 MDG report should be prepared as this year was globally an important milestone in assessing progress towards MDGs.

It was agreed at the meeting that UNDP support for 2010 would include the developing the use of the Commune Database for MDG based scorecards for sub-national planning and the preparation of the 2010 MDG report and that in the context of the latter, UNDP would provide some interim TA for capacity building while waiting for a PBA to be developed.

In 2010, the IP workplan and budget was therefore further modified to include support for the preparation of the 2010 CMDG report, the testing of sub-national scorecards, the development of a communications and advocacy strategy and the development of a new programme document under the new CPAP.

Finally the IP was further extended up to 30 April 2011 to allow for completion of design and a transition to the newly developed five-year NMSP.

During implementation, UNDP worked with two separate teams at MoP: the NSDP secretariat under the leadership of H.E. Tuon Thavrak, Director General of The General Directorate of Planning (GDP), responsible for NSDP/CMDG monitoring and the DDSKWG, under the leadership of H.E. Hou Taing Eng, Secretary of State at MoP, responsible for sub-national planning. Coordination challenges between both teams have created a number of bottlenecks during implementation.

II. Performance review

Progress review

1. Overall progress towards the UNDAF outcome

While this IP was initially only intended to strategically articulate with MoP and DP the activity results, schedule, budget and management arrangement of a longer term programme and establish appropriate institutional mechanisms for implementing and monitoring activities committed in the MPSP, it went far beyond its objectives in providing critical information for both the refinement of national plans and strategies as well as the development of the new UNDAF by the UN Country Team (UNCT).

The presentation of the MDG Gap Analysis in September 2009 generated a high level of media interest and contributed to fundamental changes of strategies, targets and measurements, particularly in maternal mortality and education CMDG, as detailed in Section III.

The key result of the IP is the adoption of the sub-national scorecards were as part of the planning process and through this the need to look at sub-national CMDG achievement was highlighted.

The need to disseminate the NSDP at sub-national level was also accordingly realized and this was implemented with support from this project.

In general, the project activities and interactions with Line Ministries (LM) have helped create a greater awareness of CMDG, of the need to monitor them systematically for evidence-based decision-making at both the national and sub-national levels, of the deficiencies in the current M&E framework and the need to improve it, of the need to follow monitoring by appropriate policy action and of the need to consider and act on regional disparities.

2. Overall progress towards the CPAP outcome and output(s) relating to your project

In essence the relevant CPAP outcome is similar to the UNDAF outcome and all the above comments apply to it. In addition, this project provided critical information on CMDG progress towards the design of the new CPAP 2011-15.

3. Capacity development

The IP was not intended to develop capacity but to assess the capacity development needs of the MoP and to help develop a long term capacity development strategy for MoP. Both exercises were carried out but this result was not achieved because they were rejected by MoP and no follow-up action was taken. Institutional capacity at MoP is very weak and fraught with organizational and personal conflict and its capacity cannot be developed substantially until the issues of organizational structure, roles and responsibilities and personal conflicts are resolved.

Despite this difficult institutional environment, the project developed an excellent working relationship with the DDSKWG, responsible for the Commune Database (CDB) and sub-national CMDG scorecards. Here the project was instrumental in developing the capacity of the group at the national level to generate and analyze CMDG scorecards and maps and they have shown that capacity by undertaking the completion of the task and its diffusion entirely independently.

The project also developed their capacity to prepare regional diffusion conferences and to conduct intensive training of provincial and district planning officers. This core group is now able to design and implement a training workshop systematically, with clear training objectives and evaluation of learning. Over 100 planning officers were trained in the generation, interpretation and use of sub-

national CMDG scorecards and they are all capable of generating these independently as they all completed independently the assignment they were given after the workshop to do so.

This is a remarkable unplanned outcome of this IP.

4. Impact on direct and indirect beneficiaries.

This IP was not intended to improve the situation of beneficiaries as it was essentially a design project. As explained in Section III, it did however reach a large number of beneficiaries at various levels:

- The core team of the DDSKWG acquired skills in Excel analysis, scorecards generation, map generation, workshop design, power point presentation, and training design.
- Over 100 sub-national planning officers acquired skills in generation, interpretation and utilisation of MDG scorecards.
- Over 800 district and provincial counsellors and planners in 6 sub-national workshops, as well as about 100 representatives of commune councils at the annual conference of the National League of Communes/Sangkats (NLCS) understood the concept of MDG scorecards and the importance of monitoring MDG for sub-national planning and of collecting quality data for the CDB
- About 300 provincial and district planners and LM staff understood the same concepts above and practiced using MDG scorecards and indicators in the developing provincial and district strategic plans in three workshops in Takeo, Ratanakiri and Kampot as part of the testing of sub-national planning guidelines
- About 3,000 Commune, District and Provincial Officers Council members were exposed to the NSDP at 24 provincial workshops and discussed issues of vertical linkages between national and sub-national levels and sub-national horizontal linkages for effective implementation of the NSDP.
- The NSDP secretariat core group understood the importance of clear definitions of NSDP/CMDG indicators and methods for measuring progress in CMDG.
- About 150 officers in 14 line ministries and agencies understood the data requirements of their assigned NSDP/CMDG indicators, provided updated information on progress to date and understood the computation of progress for their indicators. They also all provided or reviewed narrative comments for their part of the CMDG progress report
- About 200 participants at two international conferences were introduced to the Cambodian methodology of MDG scorecards.

Implementation strategy review

1. Participatory/consultative processes

Some of the project activities, such as the development of poverty measures and the MDG gap analysis and best practices were almost internal and directed by UNDP.

The entire process of developing, testing and diffusing MDG scorecards was led and planned by the DDSKWG core team at MoP and they took full responsibility for the process

The process of developing the 2010 CMDG report was intended to be more participatory and lead by MoP, but because of time constraints and other priorities of MoP, it was largely led by the UNDP team, although all LM were thoroughly consulted and owned the final product.

2. Quality of partnerships

The main partner for this project was MoP. However, as explained in Section I the project closely worked with two teams at MoP: the NSDP secretariat for the CDMG 2010 report and NSDP dissemination; and the DDSKWG for sub-national scorecards.

Beyond MoP, the project established good working relationships with UN agencies as all are concerned with MDG monitoring, with the various LM that were assisted to prepare their progress status, with the NLCS. A good working relationship with UNCDF and JICA were also established in the process of testing sub-national guidelines.

All of these partnerships enabled the project to achieve results that were far beyond expectations.

3. National ownership

The IP was directly implemented by UNDP. However, most project decisions, work plans and budgets were arrived at in consultation with MoP partners. In particular, both the NSDP secretariat and the DDSKWG took full responsibility for the planning and implementation of all sub-national workshops. UNDP just provided the funds as required.

4. Sustainability

The main result of this IP was intended to be an agreed upon MoP/UNDP work plan to support the implementation of the MPSP. As such the sustainability of IP pilot activities is determined by such a plan being in place. This IP did indeed result in the design of a 5 year programme of support to NSDP/CDMG monitoring and to the extent that this programme gets implemented, it is thus highly sustainable.

In addition, as explained in the capacity development section above, the skills necessary for the implementation of scorecards, in their current format, at the sub-national level have been acquired and the processes automated, so they can continue without further technical assistance and with very limited funding as part of the regular operation of MoP.

It will not be possible for MoP to further expand and refine the scorecard methodology without much further technical assistance.

The skills required for the preparation of an MDG report have not been acquired by the NSDP secretariat and LM. They will need much further training and TA to do so.

The skills required to plan and implement a sub-national workshop with clear objectives have been acquired by both teams.

Management effectiveness review

1. Quality of monitoring

This IP moved at a very high pace in late 2009 and 2010 and was adjusted several times in light of changing circumstances and opportunities, as well as emerging requirements in the critical year for MDG review and design of a new country programmes.

It was able to adapt rapidly and have a high level of achievement because of very frequent monitoring and review of activities by the project team and the fact that it had the flexibility to respond fast. Major decisions about program directions were made at several Board Meetings. The flexibility of the project allowed it to be highly responsive to the needs of MoP partners, the UNCT and UNDP's own internal needs.

2. Timely delivery of outputs

The original outputs were adjusted several times. All project outputs were delivered on time except for the new project design which was caught up in negotiation delays with MoP.

3. Resources allocation

This project did not have development costs per se, as it was intended as a project design effort. The main cost of the project is that of technical assistance in the form of a CMDG advisor and other consultants (about 39%). Operating costs amount to about 33%. The costs of training, printing and workshops amount to about 27%. Given the circumstances, 66% of the costs can be considered development costs and the balance of resource allocation is therefore appropriate.

4. Cost-effective use of inputs

As described in Section III a high level of results was achieved with a relatively low level of inputs. All inputs were used sparingly and effectively to ensure a high return on the investment.

III. Project results summary

The statements of project outputs have changed several times over the life of the project due to the fast moving pace of this IP and the need to adapt it to changing circumstances.

The original project results were:

1. *Strategic MoP Capacity Development Plan developed and endorsed to support the implementation of a PBA at MoP*
2. *Local Poverty/MDG monitoring tool developed*
3. *Key policy documents widely disseminated at central and local levels*
4. *3-years MoP/UNDP work plan to support the implementation of the MPSP approved*

These were redefined as follows in the 2010 AWP text:

1. *Capacity building and technical assistance is provided to MoP in order to develop the 2010 CMDG progress report*
2. *Local CMDG monitoring scorecard developed, piloted and knowledge product documented and disseminated*
3. *CMDG communication and advocacy strategy developed*
4. *CMDG program for the next UNDP programming cycle developed*

There are also discrepancies between the text of AWP and various budgets relating to it. The final changes were done only at the budget level. Outputs in the last budget in Atlas are stated as follows:

1. *Strategic policy and recommendations for CMDGs acceleration, and CMDGs 2010 progress report developed, widely endorsed and disseminated*
2. *Local Poverty/MDGs monitoring tool developed in consultation with key stakeholders, widely endorsed, and tested*
3. *Advocacy and Outreach strategy on CMDGs developed, widely endorsed and tested*
4. *CMDG program for the next UNDP programming cycle developed*

In light of the above changes, in order to report on the whole project period, the four outputs will be defined in more generic terms. Progress towards each of these outputs is summarized below.

Output 1: MoP capacity building and generation of policy documents

As described in Section I, the original intent of the project was to conduct a capacity assessment and develop a capacity building strategy framework, agreed by all partners, as a foundation for a long term capacity development intervention in the context of a PBA.

In 2009, two documents related to this output were completed in draft form and submitted to all DP and MoP for comment and action. The first is called "A capacity assessment – MoP": (Final Draft dated April-May 2009); the second is called "Building a Capacity-development Program Framework for the Ministry of Planning", (Fifth Draft dated 9 July 2009).

The capacity assessment was not well received by MoP, which found it had serious shortcomings and no further action was taken. The MoP was very busy with the preparation of the NSDP update 2009-2013 from mid July 2009 to early 2010 and no meetings of the TWG-PPR were held to consider these documents.

UNDP was reluctant to engage with MoP because of previous difficult experiences and it had accepted to undertake the capacity consultancies only as a service to the TWG-PPR. The initiative to deal with the findings and move forward towards the PBA was left to the TWG-PPR.

The TWG-PPR is supposed to be chaired by H.E. Mr. Ou Orhat, Secretary of State, Ministry of Planning on the government side and co-chaired by the UN Resident Coordinator (UNRC) and the World Bank Country Manager from the DP side. In practice the operation of the TWG-PPR has been delegated to H.E. Mr. Tuon Thavrak, Director General, MoP, the UNRC Senior Coordination Specialist and the World Bank Senior Poverty Economist.

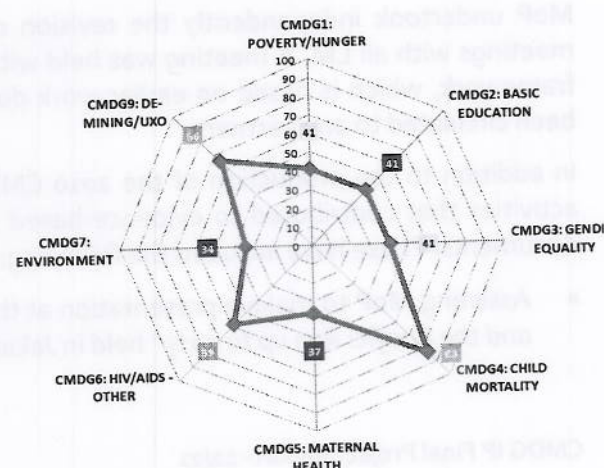
In addition to MoP being preoccupied with the NSDP update exercise, several other factors influenced the lack of further action on this capacity assessment and on moving towards a PBA. These include, among other things: the loss by the World Bank of the DFID-funded trust fund for MoP that was to be the core around which the PBA would be developed; the departure of the World Bank Senior Poverty Economist and the long vacuum before he was replaced; the involvement of all UN agencies in the development of the new UNDAF and their own country programs; the poor functioning of the TWG-PPR; a generally conflictual attitude of MoP GDP towards DP and various personality issues in relations within MoP and between MoP and DP.

In the absence of progress towards agreement on PBA and capacity development at MoP, UNDP used the vehicle of the IP to support the preparation and diffusion of several important policy documents that have had a substantial impact on shaping government policy in 2010 and it also supported the sub-national dissemination of the NSDP.

These documents include a CMDG Gap Analysis, an identification of CMDG best practices, documents on the use of the Commune Database (CDB) for poverty measurement and sub-national MDG monitoring and the 2010 CMDG progress report. UNDP also supported the diffusion of the NSDP in all provinces.

The first two documents were in response to the global UNDP call for analysis of MDG progress leading up to the series of documents prepared for the UN MDG Review Summit held in New York in September 2010. While both remained as internal drafts, a shorter version of the findings of the Gap Analysis was widely circulated among DP and government partners and was presented at a conference on September 28, 2009. The graphic illustrating progress on CMDG and labelling basic education, maternal health and environment as "off track" generated much

Figure 1: Status of CMDG Achievement – 2009



Source: CMDG Gap Analysis

media attention as well as policy responses by at least two of the strongest ministries, the Ministry of Health (MoH) and the Ministry of Education, Youth and Sports (MoEYS).

- The MoH reconsidered all of its indicators and refined them in collaboration with the TWG Health. It also decided to change its maternal mortality target, which was deemed unrealistic. The MoH also used graphics and data from the analysis extensively in its own publications and launched an accelerated strategy to address maternal mortality.
- The MoEYS realized that the target for basic education was unrealistic and not in keeping with the global target that focuses on primary education only and decided to revise the goal to focus only on primary education. It also reviewed and revised its indicators and made changes to them, deciding for example to use completion rates instead of survival rates, and focussing more on flow rates in primary education. It is also focussing its strategy on improving flow rates.

Other ministries also started looking more carefully at their CMDG targets and their measurement.

The document on the use of the CDB for sub-national MDG monitoring, presented at the same conference, also generated much interest and highlighted the need for sub-national analysis of NSDP and CMDG progress, and brought to light the issue of regional disparities.

The gap analysis also highlighted the deficiencies in the NSDP/CMDG monitoring framework and helped re-establish a working relationship between UNDP and the NSDP secretariat at MoP. As a result, and following the meeting with the Minister of Planning in late 2009, in early 2010, under this IP, UNDP proposed a plan for the rationalization and consolidation of the relationship between MoP and LM for NSDP/CMDG monitoring and the collective review of the NSDP/CMDG M&E framework leading to the preparation of the 2010 CMDG report. These activities were to be conducted in a capacity development more, with a training workshop followed by technical assistance to the various LM.

The original plan of forming and training a MoP team to train and work with LM was cancelled by MoP because of the many other pressures they had to respond to at the time and the low likelihood that all LM could attend a long workshop at the same time. Instead, MoP decided to separate the process of preparing the CMDG 2010 report from that of refining the NSDP/CMDG M&E framework and to proceed with the former first to complete it in time for the UN summit in September.

The UNDP CMDG team, accompanied by assigned MoP staff, worked individually with relevant LM to help them perform the required analysis and complete their section of the CMDG 2010 report. The executive summary of the first draft was sent to UNDP NY for inclusion in the Synthesis report that was being prepared for the world summit in September 2010. The CMDG 2010 report itself was completed successfully with participation of MoP and all LM. It was circulated to all DP and LM and their associated TWG for comment and was formally reviewed at an inter-ministerial meeting organized by MoP on September 14. The report has now been translated into Khmer and will be diffused by MoP in 2011. While the report suffers from an inconsistent and incomplete M&E framework, it has clearly identified areas that need critical attention and this has already been useful to many ministries and DP as they plan their strategies for the next few years, including the development of UNDP's own CPAP.

MoP undertook independently the revision of the NSDP/CMDG M&E framework in one to one meetings with all LM. A meeting was held with NIS to review technical matters, but the draft M&E framework, which is based on earlier work done by the TWG-PPR NSDP M&E sub-group, has not been circulated to any partners.

In addition to the production of the 2010 CMDG report, UNDP supported a number of important activities that contributed to evidence-based policy making and the diffusion of important policy documents. These have included the following:

- Assisting MoP to make a presentation at the "*Special Ministerial Meeting for MDG Review in Asia and the Pacific: Run up to 2015*" held in Jakarta, Indonesia on August 3-4 2010.

- Assisting MoP to prepare Cambodia's presentation at the UN Summit in New York in September 2010
- Assisting MoP to prepare Cambodia's presentation for the Partnership Dialogue on Developing and Implementing MDG-based National Development Strategies in Asia-Pacific Countries, held in Phnom Penh, on 13-15 December 2010
- Preparing a technical discussion paper entitled "*Comparing National, Regional and International Assessments of Progress on Cambodia's Millennium Development Goals*" in response to the publication of the paper "*Who Are the MDG Trailblazers? A New MDG Progress Index*" by the Center for Global Development.
- UNDP has supported the sub-national dissemination of the NSDP to all 24 provinces and important lessons were learnt in this process about the need for improved vertical integration of planning processes within Line Ministries and horizontally at the sub-national level. This activity was an ad-hoc request from MoP. Four agencies (UNDP, UNFPA, UNICEF and WB) supported this initiative.

Collectively, all these activities and interactions with LM have created greater awareness of CMDG and the need for systematic monitoring and policy action, as well as the need to consider sub-national levels and regional disparities.

Output 2: Local Poverty/MDGs monitoring tool

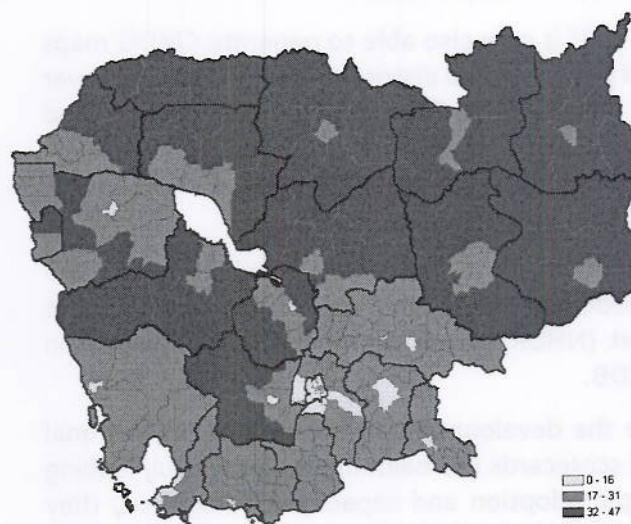
The intention of this output was simply to develop and pilot test a local MDG monitoring tool in a few provinces. Performance in this output has far exceeded expectations as the tools have gone beyond testing into adoption and capacity development for large scale implementation.

The first product supported by the project was the development by the M&E unit of NCDD of poverty estimator based on the CDB. This estimator allows the computation of a poverty measure for every commune, district and province of the country annually and the generation of associated poverty maps. While the methodology has not been subjected to peer review and vetting, it has provided useful insights into the poverty situation in Cambodia and the MoP is now in a position to prepare annual poverty maps

The NCDD M&E unit also produced maps and graphs of selected CMDG by district and province, allowing for the first time a visualization of progress at the sub-national level

The first report on this entitled "*Poverty and Select CMDGs Maps and Charts 2003-2008*" was launched in September 2009 at a large national conference opened by the Minister of Planning, H.E. Mr. Chhay Than, and closed by the Secretary of State of the Ministry of Interior, H.E. Mr. Sak Seta. The publication was subsequently improved and updated in 2010 and widely disseminated

Figure 2: Poverty Map by District Derived from the Commune Database - 2009



Source: CDB 2009

The implementation plan for the development and testing of sub-national CMDG scorecards was altered substantially to take advantage of two ongoing processes: the development and testing of sub-national planning guidelines (province and district), led by UNCDF/MoP, and the project to empower and support Commune Committees for Women and Children (CCWC) to focus on four lagging CMDG areas, led by UNDP's PSSD and the Department of Local Administration (DOLA).

Both these processes have moved much faster than expected and have resulted in the adoption by MoP/Mol of the scorecard methodology in the official Sub-National Planning guidelines as a required practice, as well as by DOLA in its CCWC guidelines, paving the way for inclusion of the same in future Commune Councils planning processes.

A methodology for generating and using sub-national MDG scorecards based on the CDB was developed and tested in the context of three workshops for the testing of sub-national planning guidelines in Takeo, Ratanakiri and Kampot and it was adapted for the needs of the CCWC project.

The scorecards were well received and both processes have moved beyond testing to implementation, as training has been provided across the country to all planning officers for the generation and use of MDG scorecards for sub-national planning. The project planned to provide similar training to all facilitation teams for CCWC. However, because of uncertainty about funding for the CCWC project in light of the termination of PSSD and time constraints, instead of providing the training, a booklet on CCWC scorecards that provides information on what is scorecard, how to generate and use it was provided to the CCWC facilitation teams.

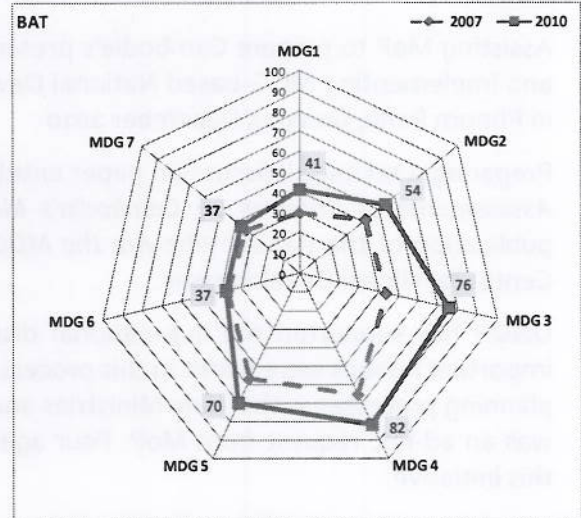
Scorecards for the CCWC project for all communes, districts and provinces can now be generated automatically from the CDB and all provincial planning officers are able to generate scorecards from CDB data in their province.

MoP staff is now also able to generate CMDG maps for all provinces and districts and show progress over time for all CMDG for all communes, districts and provinces. This has been presented at a national workshop to launch the scorecard held on 6 December 2010.

In addition, the project contributed to the methodology of the National Human Development Report (NHDR) which developed indices based on the CDB.

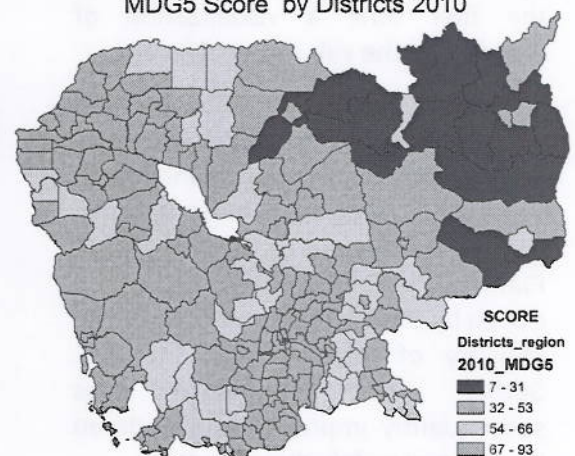
While the development and testing of sub-national MDG scorecards has been highly successful, leading to rapid adoption and capacity development, they still do present some limitations. The indicators that can be extracted from the CDB are limited and there

Figure 3: Example of Provincial CMDG Scorecard



Source: MoP 2010

Figure 4: Example of CMDG Map
MDG5 Score by Districts 2010



Source: MoP 2010

are gaps in finding proxies for many indicators; CDB data needs to be reconciled with other available sub-national data from LM; there is a need to develop economic and environmental score cards to increase the usefulness of the methodology for sub-national planning.

Output 3: MDG communication and advocacy

A large number of communication and advocacy activities took place in the course of the project and several communications approaches were developed and successfully tested.

These include the following:

- **Publications:** the project supported the publication of two versions of the *"Poverty and Select CMDGs Maps and Charts"*, 2003-2008 and 2003-2009 in both English and Khmer; the production and printing of the CCWC CMDG Scorecard booklet; the production and printing of the *"Commune Database (CDB) and the implementation of Cambodia Millennium Development Goals (CMDG) at sub-national levels"* for the national scorecard launch, in both English and Khmer; the printing of and NSDP booklet in Khmer for sub-national dissemination and the printing of the CMDG 2010 report in English and Khmer.
- **Electronic Dissemination:** the MDG gap analysis and best practices documents, as well as various presentation on MDG progress and scorecards were disseminated to a large number of partners via email
- **Holding of national conferences:** several national conferences were supported by the project. These included: the launch of the *"Poverty and Select CMDGs Maps and Charts 2003-2008"*, as well as the findings of the CMDG gap analysis in September 2009; the Inter-Ministerial Meeting to Review the 2010 Cambodia MDG Draft Report held on September 14 2010; and the launch of the sub-national scorecard booklet on 6 December 2010. In addition, presentations on MDG scorecards were made at the national conference of the National League of Communes/Sangkats (NLCS) in Mondulkiri on 2 September 2010.
- **Sub-national conferences:** six sub-national conferences covering all 24 provinces were held from March 30 to April 23 2010 to inform about 800 provincial and district councillors and planners about the use of the CDB for poverty and MDG monitoring and their role in supporting these tools at the sub-national level. This created a high level of interest in the CMDG scorecards and maps.
- **MDG game:** to ensure more participation and understanding of the scorecard concept at the above conferences a CMDG scorecard game was developed and successfully tested. Although simple, it helped maintain a high level of interest throughout the conferences.
- **Participation in international conferences:** the methodology and results of the CDB-based CMDG sub-national scorecards and their use in sub-national planning were presented at two international conferences held in Cambodia: the first was the *"Regional Event on Using Data in Evidence-Based Decision Making: Launch of DevInfo version 6.0 in Asia and the Pacific"* held in Siem Reap, on 2-5 February 2010; the second is the *"Partnership Dialogue on Developing and Implementing MDG-based National Development Strategies in Asia-Pacific Countries"*, held in Phnom Penh, on 13-15 December 2010. Both generated a high level of interest in other Asia-

Figure 5: District and provincial councillors playing the CMDG scorecard game



Pacific countries in Cambodia's CMDG scorecards and the proceedings of the DevInfo conference were widely diffused over the internet and publications

- **Video Production:** two videos, one on the status of CMDG progress and the other on the CDB and the generation sub-national CMDG scorecards and their use, were developed and are being diffused by MoP.
- **UNDP website:** the UNDP website was used extensively to update information on the status of CMDG, and to post various global and national reports and presentations related to MDG monitoring.
- **Contribution to MDG campaign:** a close working relationship was established with the coordinator of the MDG campaign at the RC office and she was provided with all necessary inputs on MDG progress for the national campaign and on best practices for regional publications.
- **Training Packages:** finally, as part of the training of provincial and district planning officers in the generation and use of scorecards, several presentations were prepared in English and Khmer and these are being used extensively to respond to requests about the methodology.

Thus, rather than one knowledge product as initially intended, a range of products were developed, diffused and used under this project.

Output 4: CMDG program for the next UNDP programming cycle

The various analyses of CMDG progress helped shape the direction and content of the UNDP CPAP for 2011-15. This assumed increased importance as the entire country programme became centred on MDG achievement.

A number of briefs, talking points and presentations were prepared under this project as a background for the efforts of UNDP senior management to develop partnerships and shape programme directions towards the development of the country programme, including presentations to UN partners, Cambodia Development Cooperation Forum (CDCF), donors lunch, meetings with the Minister of Planning, meetings with other DP, including World Bank and JICA, briefing of design missions for private sector development, social protection, JICA programmes and World Bank programmes.

UNDP Cambodia also contributed to the thinking at the UNDP regional bureau in Bangkok on MDG acceleration strategies and the linking of experiences in sub-national governance and MDGs in the region.

Based on the emerging MDG trends and global thinking about MDG acceleration in 2010 and the experiences with CMDG monitoring at both national and sub-national levels in Cambodia, several versions of an MDG monitoring programme for the next UNDP programming cycle were developed. After developing it fully, it was finally decided to abandon the idea of an MDG acceleration facility as a core element of the new program. Instead the poverty unit will focus on MDG₁ acceleration, and particularly equity issues in MDG₁, as part of the new Linking Policy and Practice (LPP) programme. The new MDG monitoring programme, now called "*NSDP/CMDG Monitoring Support Programme (NMSP)*" was therefore limited to NSDP/CMDG monitoring capacity and policy dialogue at the national level, the linking of national and sub-national planning to achieve NSDP/CMDG targets within selected LM and the further development and utilization of sub-national scorecards and other tools at the sub-national levels.

IV. Implementation challenges

The main implementation challenges faced by the project have included: the lack of clarity in organizational arrangements at MoP; the parallel systems and networks of CMDG monitoring and overlapping roles of NIS and GDP within MoP; the lack of coordination between the leaders of the two MoP teams making it very difficult to link national and sub-national efforts in a coherent way; the weakness of the TWG-PPR, which has made it difficult to obtain unified DP/MoP action towards a PBA; the conflictual nature of MoP GDP towards DP, which has affected the operation of the TWP-PPR and the attitude of DPs towards MoP; territorial conflicts among DP who are promoting different approaches to poverty monitoring and sub-national planning; animosity between MoP and Mol which has affected the finalization of sub-national planning guidelines; the limited coordination within UNDP on various sub-national initiatives, which has resulted in duplication of efforts and inconsistent approaches; and the high demands made in the project team in a crucial year of global focus on MDGs and the design of a new country program.

Project risks and actions

The table below summarizes the risks identified in the risk log of the last year of the project and the actions taken to mitigate them. They reflect some of the challenges listed above.

Description	Risk	Mitigating action
In the current IP, the team is working with two main counterparts, a secretary of state and a general director, NIS is not closely involved in the process.	One side may discredit the work done by the other side	Involve NIS in face to face consultations with LM conducted by IP team and GDP
		Inform all sides regularly of progress made in both national and sub-national CMDG processes
The sub-national score card methodology has not been widely discussed	There is possible disagreement on the technical aspect of scorecard generation leading to rejection of the tool	Involve a panel of technical experts from MoP, Mol, NIS, DP (Peter, Rezaul, etc.) to obtain consensus on technical issues
There might be the potential overlap area with the sub national planning which is currently under the UNDP PSDD	Confusion and lack of coordination of UNDP support to sub-national planning processes	Close communication between CMDGs project and PSDD and UNCDF
		Resolve all synergy/coordination/overlap issues in the context of the UNDP sub-national working group (the monthly meeting, etc)
IP is operating out of normal time frame from 6 months to 1 year	May reflect poorly on UNDP management	Proper documentation of the special circumstances of this project
Scorecard integrated into sub-national planning guidelines as one of the many other tools for planning	Could be forgotten	Work closely with counterpart MoP and NCDD/Mol to ensure its usage

Project issues and actions

The key issues that arose during the implementation of the IP and the associated actions taken have included the following:

Project Management Structure: the IP was designed with a minimal management structure with no provision for a project manager other than the programme analyst. The issue was raised if this needed to be changed, but it was decided at an early board meeting to keep it that way. Project management functions were assumed informally by the YPO and the CMDG advisor and the project oversight function by the programme analyst. This arrangement worked well for the rest of the project.

Support for MJP: the Maddock-Jolie-Pitt (MJP) foundation in Battambang is implementing a millennium village in Cambodia. Early in the project, UNDP was expected to provide support to this initiative and a fact finding mission was sent. It became clear there were many issues in the approach and philosophy of the operation which made it difficult for UNDP to provide support in a meaningful and sustainable way. Many options were identified, but in the end, slow communication back and forth with MJP, the urgent priorities of preparing the CMDG 2010 report and responding to MDG issues before and after the summit in New York, and the preparation of the MDG monitoring programme for the new CPAP pre-empted further involvement and the activity was dropped for the IP.

Validity of the CMDG 2010 report: several CMDG goals, targets and indicators were changed unilaterally by line ministries (mostly MoH and MoEYS) in the absence of a clear national vetting mechanism for such changes. This posed a problem for measuring progress and writing the 2010 report. It was agreed to use the transitional hybrid framework as desired by MoP but to avoid hard measurements of progress (in the form of spidergraphs and scores for each indicator) that would raise to many controversies.

V. Lessons learnt and next steps

Lessons learnt

A great deal was achieved under this project in a relatively short period of time. This is due to some of the practices listed below, which contributed positively to these achievements:

- **High level sponsorship:** the choice of H.E Mr. Hou Taing Eng, Secretary of State, in his capacity of Chairman of the planning sub-committee of the NCDD, and head of the DDSKWG was a very appropriate choice because it gave the development of scorecards high level ownership and opened the doors to all sub-national planning officers.
- **National Ownership:** even though this project used the UNDP direct implementation modality, both the sub-national CMDG scorecards and the CMDG 2010 reports were owned by MoP. For the scorecards, H.E. Hou Taing Eng and his team made all the non-technical decisions (and later in the project even the technical ones), took charge of all project activities and logistics and prepared and made all presentations, and finally took charge completely of the production and dissemination of the CMDG scorecards. The project only provided technical inputs and payment for the various activities with agreed upon budgets for each. For the CMDG 2010 report, national ownership was lower than had been desired (the project team wanted MoP to take full charge of the production of the report and a training of all LM) but the process was still owned by MoP as it was in their annual plan and MoP staff made the arrangements for meetings with all LM and accompanied the team to all the meetings. They did not however acquire the technical skills for the production of the report. The report is now full owned by MoP, has been vetted in a process chaired and organized by MoP, the translation was reviewed and corrected by MoP and the diffusion is owned by MoP.

- **Flexibility in project implementation:** the nature of the IP allowed the flexibility to change project plans several times, take advantage of opportunities and take rapid corrective action. This was a big factor in the success of its various initiatives

Despite this high level of achievement, there still remains some uncertainty about the sustainability of some of these achievements. This is due to the non-technical, or more specifically, the political or institutional aspects of the intervention, as listed in the challenges above.

Many of the risks identified above relate to issues of institutional environment, partnership building, communication and coordination.

- **Partnership building, advocacy and coordination:** although the project collaborated well with MoP, LM, UNCDF and JICA, due to the fast pace of activities and the heavy load on the project team, insufficient time and effort was made at interacting with other UNDP projects (in particular PSDD), other UN partners and DP as well as with MoI to ensure more broad support for the scorecard initiative, ensure a cleared and stronger adoption in the sub-national planning guidelines and avoid duplication of efforts with other UNDP programmes
- **Project design process:** in the course of designing the NSDP/CMDG Monitoring Support Programme (NMSP) many issues arose, due mainly to the short time frame available. The design process was not clarified from the beginning in the IP; there was not sufficient lead time to adequately involve MoP in the design process; there was conflict between UNDP global priorities and language (in terms of MDG acceleration for example) and MoP priorities (in terms of MPSP implementation for example); there was not sufficient involvement of other DP in the design process. This is partly due to the fact that UNDP had opted out of further support for MoP and that this decision was reversed at the last minute with changes in senior management and CO orientation.

Recommendations

NSDP/CMDG monitoring and policy dialogue is a central area of interest to all UN agencies and DP and to all LM and national agencies. While UNDP is the custodian for MDG monitoring, an initiative of this nature cannot effectively be undertaken by UNDP alone. The best approach would have to be a joint UN programme with broad support and national participation

VI. Financial status and utilization

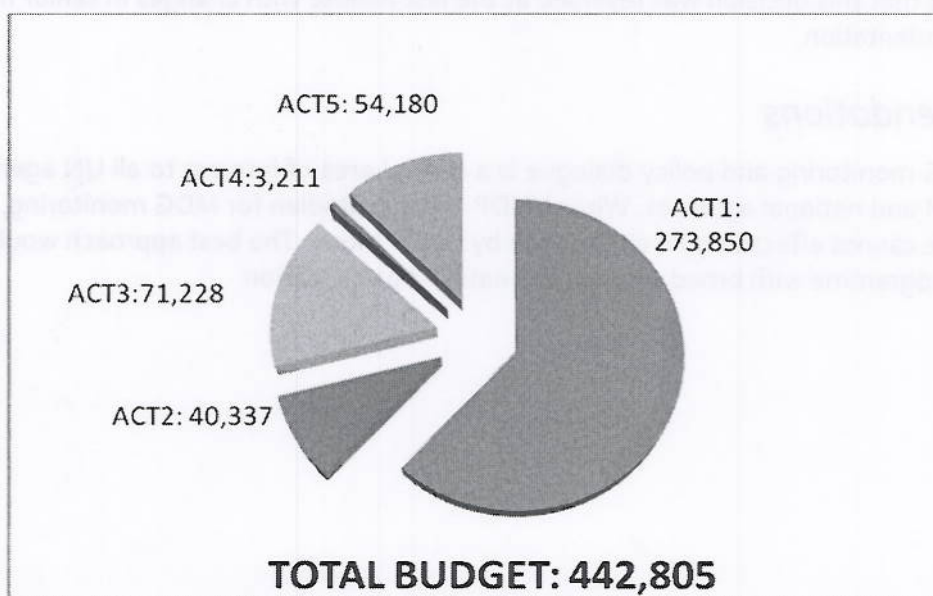
The IP started in June 2008, and ended by 31 Mar 2011. It is fully funded by TRAC, core fun of UNDP.

Financial status

Project Budget and Expenditure [Jun 2008- Mar 2011]

Budgets	BREV - G3	Increase/Decrease	BREV - G4	Expenditure	Delivery %
2008	15,885.00	-	15,885.00	15,885.00	100%
2009	148,698.54	-	148,698.54	148,698.54	100%
2010	322,000.00	(74,778.11)	247,221.89	248,694.19	101%
2011	-	31,000.00	31,000.00	29,000.00	94%
Total budget	486,583.54	(43,778.11)	442,805.43	442,277.73	100%

A large proportion of project funds were allocated to output1/activity1 (MoP capacity building and generation of policy documents) over the life of the project.



Financial utilization:

Expenditure by Activity [JUN 2006 - MAR 2011]

Activity	TOTAL BUDGET	CUMULATIVE EXPENDITURE	BALANCE	DELIVERY (%)
Activity 1 [Technical assistance to MoP for 2010 CMDG report]	273,850	274,833	-982.95	100%
Activity 2 [Analysis, assessment of tools and capacity gap and development of the tools and pilot testing of the scorecard]	40,337	40,825.94	-489.35	101%
Activity 3 [Piloting CMDG communication strategies promotion of CDB use for CMDG monitoring at sub national level]	71,228	71,228	0.00	100%
Activity 4 [CMDGs program for the next UNDP programming cycle developed]	3,211	3,211	0.00	100%
Activity 5 [Programme Support]	54,180	54,180	0.00	100%
Total	442,805	444,277.73	-1,472.30	100%

Expenditure by Activity/Year [JUN 2006 - MAR 2011]

Activity	2008	2009	2010	2011	Cumulative Expenditure	Balance	Delivery %
Activity 1	14,486.00	148,698.54	97,748.10	13,900.00	274,832.64	-	100.0%
Activity 2	-	-	40,825.94	-	40,825.94	-	100.0%
Activity 3	1,399.00	-	69,829.15	-	71,228.15	-	100.0%
Activity 4	-	-	3,211.00	-	3,211.00	-	100.0%
Activity 5	-	-	37,080.00	17,100.00	54,180.00	-	100.0%
Total	15,885.00	148,698.54	248,694.19	31,000.00	444,277.73	-	100.0%

Ms. Sophie Baranes
Deputy Country Director, UNDP



22.04.2011

