



Final Evaluation of the Millennium Development Goals Achievement Fund (MDG-F) Cambodia Creative Industries Support Programme (CISP)

Prepared for:

The MDG-F Secretariat in New York,
The Royal Government of Cambodia,
The United Nations in Cambodia

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Preface

This final evaluation has been conducted for the Millennium Development Goals Achievement Fund (MDG-F) Cambodia Creative Industries Support Programme (CISP), operating under the MDG-F Thematic Window for Culture and Development. Evaluation activities were carried out in September and October 2011.

The CISP was approved in April 2008 and has a duration of three years (September 2008-September 2011), with total funding of US\$3.3 million. This joint programme is a concerted effort among four United Nations agencies—UNESCO, as “Coordinating Agency”, ILO, UNDP, and FAO—as well as four Ministries from the Royal Government of Cambodia, and a series of implementing partners throughout the country.

This joint programme was made possible through the €528-million partnership agreement signed by UNDP and the Government of Spain, to establish the MDG-F. The Fund encourages joint programming interventions among different UN agencies, in order to contribute to the progress of the MDGs, national ownership, and UN reform (i.e. “delivering as one”). Currently, 128 joint programmes have been approved in 49 countries.

Thus, this final evaluation report, as well as those conducted for other MDG-F joint programme, will contribute to the overall evaluation of the thematic window undertaken by the MDG-F Secretariat, in order to assess the overall impact of the Fund.

Acronyms

AAC	Artisans Association of Cambodia
ADB	Asian Development Bank
BDS	Business Development Services
CANDO	Cambodian NTFP Development Organization
CCC	Cambodia Craft Corporation
CDC	Council for the Development of Cambodia
CEDAC	Centre d'Etudes et de Développement Agricole Cambodgien
CISP	Creative Industries Support Programme
CLA	Cambodian Living Arts
COWS	Cambodian Organization for Women Support
EDI	Enterprise Development Initiative
MVI	My Village International
FAO	Food and Agriculture Organization of the United Nations
FLD	Farmers Livelihood Development
ILO	International Labour Organization
IP	Indigenous Persons
JP	Joint Programme
LHT	Living Human Treasures
M&E	Monitoring & Evaluation
MAFF	Ministry of Agriculture, Forestry and Fisheries
MDG-F	Millennium Development Goals Achievement Fun
MIME	Ministry of Industry, Mines and Energy
MoC	Ministry of Commerce
MoCFA	Ministry of Culture and Fine Arts
MODE	Minority Organization for the Development of Economy

MVI	My Village International
NAPV	National Authority for Preah Vihear
NGO	Non-Governmental Organization
Nomad RSI	Nomad Recherche et Soutien International
NTFP	Non-Timber Forest Products
NTFP-EP	Non-Timber Forest Products Exchange Programme
ODA	Official Development Assistance
PDAFF	Provincial Department of Agriculture, Forestry and Fisheries
PDoC	Provincial Department of Commerce
PDoCFA	Provincial Department of Culture and Fine Arts
PDoIME	Provincial Department of Industry, Mines, and Energy
PFC	Provincial Field Coordinator(s)
PKH	Ponlok Khmer
PMC	Programme Management Committee
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
VFI/VFC	Village Focus International / Village Focus Cambodia

List of CISP NGO Partners

NATIONAL LEVEL PARTNERS:

Artisans Association of Cambodia: Formed in 2001, AAC is a Fair Trade association that supports over 50 handicraft groups across Cambodia, mainly working with vulnerable communities. The organization seeks to promote the traditional techniques of Cambodia's arts and crafts, while also combining modern designs. It has become an active member of the International Fair Trade Association and Asia Fair Trade Forum.

Enterprise Development Institute: EDI was formed in 2009, to assist communities in developing profitable rural and urban business models through training, research, and community development.

Cambodian Living Arts: Originally founded as the Cambodian Masters Performing Project, CLA supports master musicians, teachers, and artists to develop the skills and relationships needed to enable them to generate income and become leaders, while helping to promote and preserve Cambodia's cultural heritage.

Cambodian Craft Cooperation: Founded in 1997, CCC supports craft enterprises through both short- and long-term training to improve product quality and design, as well supporting study tours and building business skills to assist its members in becoming sustainable enterprises in the fields of traditional arts and crafts.

Non-Timber Forest Products-Exchange Programme: NTFP-EP supports sustainable forest management and harvesting of NTFPs, land security and land users' rights, livelihood security through NTFP subsistence use, income generation from sustainable NTFP use, and strengthened negotiating positions for forest-dependent communities.

Royal School of Administration: RSA was established under Royal Decree and seeks to provide training to middle- and high-ranking civil servants in Cambodia. Training courses seek to update the knowledge of civil servants and provide modern techniques for public management.

LOCAL LEVEL PARTNERS:

Kampong Thom

Cambodian Organization for Women Support: Founded in 1993, COWS works for the development of vulnerable women to strengthen their capacity and self-reliance, promote health, education, sustainable natural resource management for handicrafts (alternative livelihoods), good governance, and natural resource conservation.

Minority Organization for Development of Economy: Since 1993, MODE has been committed to working with the most vulnerable people of Cambodian society, especially women and children. It seeks to empower people through education, strengthening democracy, and promoting good health and sustainable development projects.

Preah Vihear

Farmer Livelihood Development: Formed in 2002, FLD was established to alleviate poverty in rural Cambodia. Through its support of local communities, it seeks to improve productivity, create jobs, and improve business enterprise practices for greater food security and better livelihoods and health.

Ponlok Khmer: Ponlok Khmer (in English, People and Knowledge of Highlanders), was founded in 2005, to support indigenous communities, forest communities, and local authorities to improve upon good governance of natural resource management and improve the economic opportunity of forest byproducts for communities.

Mondulkiri

My Village International: Founded in 2006, MVI supports indigenous communities in Mondulkiri province through community land titling, the organization of community forests, and support to traditional alternative livelihood programmes.

NOMAD RSI: Since 1997, NOMAD RSI has been working to improve health services for indigenous people, and strengthening and improving the effective use of traditional medication through knowledge sharing between elderly healers and communities. It has taken this knowledge sharing model to support activities for livelihood as well.

Village Focus International: VFI has been working in Cambodia since 2003 and works to support remote and vulnerable villages by focusing on local leadership development to bring about positive social change. It emphasizes and supports local leadership, decision-making and ownership through the projects it supports.

Ratanakiri

Centre d'Etudes et de Développement Agricole Cambodgien: CEDAC provides training services in ecological agriculture, community development, and socially responsible business enterprises, as well as exploring and developing appropriate innovation and technology to support local community development.

Cambodian NTFP Development Organization: Established in 2006, CANDO strives to improve forest-based livelihoods by integrating non-timber forest product conservation and socio-economic development for indigenous and vulnerable communities.

Executive Summary

Programme Background and Rationale

In order to promote both the social inclusion and cultural rights of indigenous peoples, as well as provide sustainable income generation and employment creation, the Millennium Development Goals Achievement Fund (MDG-F), under financing from the Government of Spain, supported the Creative Industries Support Programme (CISP) in Cambodia. The CISP, under the auspices of the MDG-F Thematic Window for Culture and Development, was approved in April 2008 and has a three-year duration (September 2008-September 2011), with a total allocation of US\$3.3 million.

Within the MDG-F, a results-oriented monitoring and evaluation (M&E) strategy was established to measure contributions to the MDGs and multilateralism. The strategy seeks to (i) support programme to attain development results, (ii) measure contributions to MDG-F objectives, MDGs, and aid effectiveness mechanisms, and (iii) support scaling up and replication of successful programme through evidence-based knowledge and lessons learned.

Background of the Assignment

In Cambodia, a mid-term evaluation, with a formative focus, was conducted in 2010. The final evaluation of the CISP, which is summative in nature, will draw upon the information provided within baseline surveys and the mid-term evaluation in order to observe changes throughout the duration of the programme. Consequently, the final evaluation will contribute to the overall evaluation for the MDG-F Thematic Window for Culture and Development, in order to assist the MDG-F Secretariat in understanding the overall impact at both national and international levels.

In order to complete the assignment, a combination of methods were used, including: desk review of international conventions, national legislative and policy frameworks, and programme documents; key informant interviews; fieldwork, composed of focus group discussions (FGDs) and village visits; and, report writing and analysis, informed by a series of evaluation questions and levels of analysis.

Description of Intervention

In Cambodia, the CISP involves four UN agencies—UNESCO as “Coordinating Agency”, ILO, UNDP, and FAO—working in partnership with four ministries of the Royal Government of Cambodia (RGC). Each agency and its RGC counterpart work according to their organizational strengths. UNESCO and the Ministry of Culture and Fine Arts (MoCFA) collaborate on outputs and outcomes related to the preservation and promotion of Khmer and indigenous culture, while ILO and FAO—in partnership with the Ministry of Industry, Mines and Energy (MIME), and the Ministry of Agriculture, Forestry and Fisheries (MAFF), respectively—work together toward improved income generation and employment creation, community development, and livelihood improvement. UNDP, along with the Ministry of Commerce (MoC), oversee the commercialization component of the CISP, responsible for marketing cultural products and assets and creating sustainable business ventures. The following table highlights the participating UN organizations, the respective agencies’ contributions to the joint programme, their respective government counterparts, and the focus of their CISP-relate activities.

Under the objectives of the Thematic Window for Culture and Development, as well as the aforementioned outcomes of the CISP, the joint programme was designed to promote the cultural diversity and heritage of Cambodia with the aim of harnessing the social and economic potential of its cultural assets and products.

Thus, in order to support the social and economic potential of Cambodia’s heritage and diversity, the CISP focused its efforts on traditional basket weaving and performing arts in all four provinces, as well as a series of other cultural products and assets specific to the peoples and practices of each area, including: jars and pottery (Ratanakiri); resin production (Preah Vihear, Mondulkiri); and, textile weaving (Mondulkiri, Ratanakiri).

The CISP not only operated in partnership with four national RGC counterparts—MoCFA, MIME, MAFF, and MoC—but, initiated partnerships with five national-level and nine local-level NGOs throughout its course of implementation. Initially, the CISP was designed to collaborate with business development service (BDS) providers; however, the lack of these providers within the country led to various agreements with NGOs which focus on similar target groups and services, such as training on business skills and marketing, handicraft production, and sustainable natural resource management.

As previously mentioned, the CISP was designed as a three-year programme (September 2008-September 2011); however, as would be expected for a joint programme, delays resulted from the hiring of programme staff, as well as the coordination of activities among all agencies. Thus, although the official start date was 10 September 2008, actual implementation began later. Staff mobilization was mainly finalized by December 2009, which was followed by a literature review and initial field visits. Programme Field Coordinators, responsible for the coordination and logistical arrangement of activities at the provincial level, began searching for suitable local-level implementing partners in mid-2009. Implementing partners then assisted with the initial scoping visits to local communities, to identify potential target areas and select programme beneficiaries; however, for many implementing partners, contracts and the actual implementation of training activities did not begin until mid-2010.

Levels of Analysis

A series of evaluation questions, of interest to both the CISP team and MDG-F Secretariat, were provided within the Terms of Reference (TOR), as well as levels of analysis and evaluation criteria. The final evaluation sought to understand three primary evaluation criteria: (i) design, (ii) process, and (iii) ownership. The evaluation questions within each category were then used to generate answers for each level

The CISP not only seeks to improve upon the culture sector, but achieve broad-based social, political and economic changes within the communities involved. Thus, the final evaluation will also assess the specificities of the culture sector, in order to measure the programme's lasting effects. In order to measure these effects

Findings, Conclusions, and Lessons Learned

Considering the initial delay in beginning programme activities, it should be noted that the CISP was still quite effective in delivering upon the majority of its expected outputs. As previously documented, the attainment of development outputs may be found within Table 4 (p. 9). Additionally, significant progress toward its expected outcomes were also made, as programme outputs contributed to: the preservation of Cambodia's heritage, cultural diversity, and living arts while promoting their social and economic potential (Outcome 1); improvements in livelihoods, particularly for indigenous groups and women, from enhanced creative industries (Outcome 2); and, improved commercialization of selected cultural products and services in domestic markets (Outcome 3).

Although a series of results were documented at both the output- and outcome-level, the sustainability of the CISP is highly questioned. This doubt mainly arises due to the short time-frame of the joint programme. Although three years in duration, the actual implementation of activities for local communities began in early 2010, which would constitute an actual implementation period of approximately 20 months (for the earliest contracts signed). Additionally, due to difficulties in establishing timely contracts with all local implementing partners, some activities initiated implementation as late as August and September 2011, just weeks prior to the close of the joint programme.

Recommendations, MDG-F Secretariat

First, recommendations have been outlined for the MDG-F Secretariat in New York, concerning the management and oversight of future joint programme. Recommendations were then provided for the CISP, as a whole, as well as individual UN agencies; these mainly focus on the continuation and sustainability of programme activities.

One-UN, One-Procedure

As highlighted within the findings, the financial and administrative burden placed on local-level implementing partners was quite extensive, considering that the operations of these organizations are often constrained by limited financial and human resources. Partners were asked to provide separate reports to each UN agency, albeit in a common format, prior to the disbursement of funds. Additionally, funds were not actually controlled at the level of the joint programme, as they were separately handled by each agency; in turn, causing several implementing partners to be subject to twelve different payment schedules.

The recommendation within the mid-term evaluation mentioned the lead UN agency could, in effect, care for the management and disbursement of programme funds. This would simplify the financial management of the fund for all involved, including local-level implementers, who could then submit one financial report to one unified programme, rather than separate UN agencies. This proposal is preferred due to its simplicity (i.e. funds would simply be transferred to one agency and the procedures of that agency would then be adopted); however, it is possible that certain agencies may not agree in handing over their financial autonomy to another UN organization.

It is also possible that each joint programme hold its own financial officer, autonomous from any involved agency. This option would require the building of an institution and related procedures though. Although the addition of one financial officer does not seem overly complicated, it should be considered that reporting formats would also need to be designed, as well as the actual financial management process to be followed.

Implementation Guidelines

Although the joint programme began in September 2008, implementation guidelines were only provided in July 2009. This was a major constraint as initial delays may have been more easily adjusted if programme staff were aware of the official decision-making and planning procedures. In order to avoid delays and confusion over lines of authority, implementation guidelines should be provided prior to programme inception. These guidelines should also be translated in the local language as soon as possible, in order to provide technical ministries and local programme staff with an acceptable and readily available document when they join the programme. Additionally, the programme document originally developed for the CISP did not include human and financial resources for (i) communications and advocacy, and (ii) monitoring and evaluation; however, the implementation guidelines noted that both were essential to the implementation and management of MDG-F joint programmes. As the implementation guidelines were only provided in July 2009, both the communications and M&E strategies were late in their implementation, as the CISP needed to reappropriate programme funds for staff and work plans. Thus, it would be best to mention the importance in outlining communications and M&E resources and strategies within future 'Requests for Proposals'. This would inform programme designers on the importance of these two oft-overlooked management aspects.

Lines of Authority

The MDG-F should consider if its current management structure is most appropriate—i.e. the organization of a Programme Management Committee, responsible for the overall guidance of the joint programme, as well as the appointment of a Programme Coordinator, selected by the lead UN agency. As mentioned within the MDG-F implementation guidelines, lead UN agencies should not manage the joint programme; thus, limiting the authority the Programme Coordinator has in making technical and operational decisions, as this responsibility lies with the PMC, which convenes on a quarterly basis. This structure has its limitations, if one considers that technical and operational decisions must be made on a daily basis during the inception phase. Allowing the Programme Coordinator to make technical and operational decisions may lessen the probability of delays during inception; however, this could also diminish other UN agency's sense of ownership in the process. Nonetheless, the power of decision-making would not lie solely in the hands of the Programme Coordinator, but with the entire team, which happened by default.

Recommendations, CISP and Concerned UN Agencies

As the joint programme is coming to a close, recommendations concern issues of programme continuity and sustainability; rather than drawing upon what could have been changed during programme implementation.

Continuity and sustainability

At the time of writing, interest and complementary financing had not been obtained from other donors; thus, the joint programme will draw to a close on 31 October 2011. Thus, the continuity and sustainability of programme interventions, as well as the livelihoods of beneficiaries, are currently at jeopardy. Recommendations were provided to the CISP team, prior to the finalization of this report, and it was found that all were actually in line with the activities already conducted by the programme. The italicized sentences simply highlight the activities conducted by CISP, in line with each recommendation, in its effort to sustain its activities after the programme's closing.

Without the presence of future complementary activities, each of the concerned agencies within the CISP should attempt to incorporate certain activities within their overall national strategies or programme. If financial support is not possible, agencies should provide technical assistance to national and sub-national government counterparts or civil society organizations.

UNESCO: Currently, a national cultural policy does not exist in Cambodia. This absence allows the arts and culture sector to be at risk, as there is no high-level policy document safeguarding the cultural identity of Cambodia's Khmer majority, ethnic minorities, and indigenous groups. Additionally, by not setting goals and strategies for the arts and culture sector, there is a risk that innovations will stall in these areas and inhibit new careers, educational opportunities, and economic growth. Thus, in accordance with the joint programme's model of aligning itself to national strategies, UNESCO should continue to provide technical support to the MoCFA, regarding the formation of a national cultural policy. By looking to the conventions, national policies, and legal frameworks supported throughout the span of the joint programme, UNESCO could incorporate its CISP-related work within the design of this important policy document. This could, in essence, create possibilities for the continuity and sustainability of the cultural outputs and outcomes achieved during the joint programme. Furthermore, systematic implementation guidelines outlining the roles and responsibilities of line departments, as well as the policy's relevance to the MoCFA's current strategy, would be helpful in executing this policy. *Continuity and sustainability measures:* UNESCO held a national workshop on cultural policy, which was organized in mid-2011. The discussion during the workshop was considered fruitful, which can be seen as a possible result of the close work between the CISP team, the MoCFA, and other CISP-supported partners. As a result of the workshop, a draft cultural policy is currently being prepared.

CISP Staff: From the information obtained during interviews, it was understood that a number of local implementing partners are interested in continuing CISP-related programme activities, after the closing of the joint programme. These national- and local-level implementing partners are currently in the process of finalizing and submitting project proposals to various donors. In order to ensure these partners have the greatest number of possibilities available, it would be helpful if CISP staff, prior to the closing of the programme, advise partners on the most relevant organizations that could provide either funding or additional contacts for funding sources.

CISP Staff: According to the Cambodia Official Development Assistance (ODA) website, administered by the Council for the Development of Cambodia (CDC), the Asian Development Bank (ADB) has initiated a development intervention in Kampong Thom, which seeks to improve income generation and local

employment through the enhanced production and sale of Khmer handicrafts and locally processed foods.¹ As a number of programme features are similar to those of the CISP, it would be possible for joint programme staff to meet with ADB programme staff to advise them on the inclusion of previously supported CISP producer groups, as these beneficiaries may need further assistance and training. *Continuity and sustainability: the CISP team met with the ADB project team during the inception of the JFPR 9156-CAM, and the ADB team invited CISP representatives to join their final inception workshop. After speaking with ADB project representatives, it was understood that CISP-supported target areas may be incorporated within the ADB project.*

Considering the vast number of constraints and initial delays during its inception phase, the Creative Industries Support Programme was, nonetheless, able to deliver upon its expected outputs and outcomes, as well as addressing the goals set within the Thematic Window for Culture and Development.

¹ “Improving Market Access for the Poor in Central Cambodia (JFPR 9156-CAM)” has a time-frame from 5 April 2011 to 2 March 2014, and will be implemented in Kampong Thom province, with an overall budget of US\$2.08 million.

I. Introduction

Programme Background and Rationale

In accordance with the Millennium Development Goals, the Royal Government of Cambodia established the Rectangular Strategy Phase II and National Strategic Development Plan (NSDP) 2009-2013, with the aims of improving economic growth and reducing poverty. Along with the construction and garment sectors, the tourism sector has been a major contributor to economic growth in Cambodia; however, it has not necessarily alleviated poverty, as can be seen from the missed potential for poverty reduction in the country's tourism hub of Siem Reap.

While Siem Reap, and in particular, the temples at Angkor have become a cultural symbol and viable economic vehicle for Cambodia, much of the country's cultural heritage has remained unseen, especially that of its indigenous populations. Furthermore, if taking the current model of the tourism sector, the cultural heritage of the indigenous communities outside of Cambodia's main tourism mainstays would not only continue to remain unseen, but the communities themselves would benefit little, just as their rural counterparts near Angkor.

In order to promote both the social inclusion and cultural rights of indigenous peoples, as well as provide sustainable income generation and employment creation, the Millennium Development Goals Achievement Fund (MDG-F), under financing from the Government of Spain, supported the Creative Industries Support Programme (CISP) in Cambodia. The CISP, under the auspices of the MDG-F Thematic Window for Culture and Development, was approved in April 2008 and has a three-year duration (September 2008-September 2011), with a total allocation of US\$3.3 million.

Overall, the MDG-F, which seeks to accelerate progress on the MDGs through a series of 128 programmes in 49 countries across 5 regions, was established in December 2006 and made possible with a €528 million contribution from the Government of Spain. The MDG-F supports joint programming, in that it seeks to promote collaboration among UN agencies in order to support the UN system's ability to deliver as one, as well as to form partnerships with national governments, local authorities, and civil society organizations. Subsequently, the Thematic Window for Culture and Development encompasses 18 joint programmes, all seeking to support "effective public policies that promote social and cultural inclusion, and facilitate political participation and the protection of rights". The Thematic Window seeks to "promote cultural and creative industries and to generate the data and information necessary for the effective formulation and monitoring of policies on diversity, culture and development".²

Background of the Assignment

Within the MDG-F, a results-oriented monitoring and evaluation (M&E) strategy was established to measure contributions to the MDGs and multilateralism. The strategy seeks to (i) support programme to attain development results, (ii) measure contributions to MDG-F objectives, MDGs, and aid effectiveness mechanisms, and (iii) support scaling up and replication of successful programme through evidence-based knowledge and lessons learned.

In Cambodia, a mid-term evaluation, with a formative focus, was conducted in 2010. The final evaluation of the CISP, which is summative in nature, will draw upon the information provided within baseline surveys and the mid-term evaluation in order to observe changes throughout the duration of the programme. Consequently, the final evaluation will contribute to the overall evaluation for the MDG-F Thematic Window for Culture and Development, in order to assist the MDG-F Secretariat in understanding the overall impact at both national and international levels.

Thus, as the final evaluation is summative in focus, it is anticipated that evidence-based knowledge and lessons learned may be able to determine the effectiveness in addressing the problems and needs of target populations, and

² UNDP/Spain MDG Achievement Fund. *Terms of Reference for Thematic Window on Culture and Development*.

assisting UN and RGC stakeholders in assessing the overall worth of project activities, with the aim of establishing whether similar interventions should be carried out in the future.

Objectives of the Assignment

As mentioned, the final evaluation is summative in nature and seeks to:

1. Measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes and specifically measure development results.
2. Measure to what extent the joint programme has contributed to respond to national needs and priorities for development and assess the degree of national ownership developed in its design and implementation.
3. Generate substantive evidence-based knowledge, on the Culture and Development thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability), including approaches and working methods sensitive to culture and gender specificities.

The findings, conclusions and recommendations generated by the final evaluation will contribute to the overall evaluation of the Culture and Development thematic window.

Methodology

In order to complete the assignment, a combination of methods were used, including: desk review of international conventions, national legislative and policy frameworks, and programme documents; key informant interviews; fieldwork, composed of focus group discussions (FGDs) and village visits; and, report writing and analysis, informed by a series of evaluation questions and levels of analysis.

The following section highlights these methods:

Desk review

The desk review encompassed a wide range of policy documents from the Royal Government of Cambodia, as well as international conventions and strategies from concerned UN agencies. The desk review of legislative and policy frameworks included topics related to private sector development, poverty reduction, and indigenous peoples. This was done in order to assess the joint programme's relevance in addressing the needs of the country and the priorities of the RGC. In addition to the aforementioned policy documents, CISP and MDG-F Secretariat documents were also reviewed, including: planning documents, implementation schedules, activity updates, and M&E reports.

Key Informant Interviews

Interviews with key informants were scheduled in Phnom Penh, prior to conducting fieldwork. Meetings were scheduled with government officials, members of the CISP team, UN representatives, and national- and local-level programme partners. Please see Annex I (p. 32) for the detailed interview schedule.

Fieldwork

A series of FGDs were held with targeted citizens—indigenous communities, handicraft producer groups, performing arts groups—in each province; this assisted in understanding results, sustainability, and ownership at the level of the beneficiary population, as well as satisfaction with programme activities and processes. Asking beneficiary groups to participate in the final evaluation may inform interested stakeholders on actual results and sustainability, from the perspective of the programme's service users. Additionally, the FGDs were helpful in understanding whether the programme's working methods were sensitive to culture and gender, and if it contributed lasting effects to the Thematic Window on Culture and Development. It was originally planned that FGDs would involve six to ten beneficiaries who received CISP-supported training and services, with a proportional gender

representation based upon the actual composition of each group. However, certain FGDs were composed of less than six individuals, due to unfavorable weather conditions or lack of time due to farming activities, while other groups consisted of far more than ten beneficiaries, as communities were adamant in showing their support of CISP-supported activities.

Information was based upon relevant evaluation questions (see below) and associated outputs and outcomes (Figure 1). With assistance from the CISP team and local-level programme implementers, FGDs were scheduled with nearly all target groups.

Report writing

Drafting of the report commenced during fieldwork and was completed in Phnom Penh. The draft report was submitted for comments and feedback, prior to finalization. Additionally, an inception report and evaluation methodology were completed prior to fieldwork.

Analysis within the report focused on a series of evaluations questions and three primary levels of analysis: (i) design, (ii) process, and (iii) ownership. These questions were then used to inform two additional levels of analysis: (i) results and (ii) sustainability.

Limitations of the Assignment

Evaluation activities were carried out from 5 September to 8 October, which included desk review, interviews with key informants in Phnom Penh and each of the four target provinces, and FGDs/village visits with programme beneficiaries; reporting was conducted thereafter. Sufficient time was provided for interviews with key informants and FGDs/village visits; however, this time-frame did not allow for individual/household interviews with programme beneficiaries. Additionally, due to heavy rain and flooding in certain areas, two FGDs/village visits were cancelled. Nonetheless, due to the commitment of the CISP Provincial Field Coordinators (PFCs) and local-level implementing partners, nearly all scheduled interviews and FGDs/village visits were conducted, as scheduled. Consequently, due to time and resource constraints, the information gathered from programme beneficiaries was mainly qualitative in nature.

Furthermore, apart from time and resource constraints, after reviewing the baseline conducted for the CISP in December 2009, it was found that an end-line evaluation would be difficult to undertake. The baseline survey, although comprehensive in the information obtained, was conducted prior to selecting actual target villages and programme beneficiaries. Due to this approach, the baseline survey was able to inform the CISP of the general socio-economic status of potential programme beneficiaries in the four target provinces, as well as the type of natural resources and cultural products available in the surrounding areas. However, due to the timing of the baseline survey and the selection of respondents, it could not provide a base to measure actual beneficiary (individual/household) impact, in terms of income. Thus, as previously mentioned, the portrayal of results in this final evaluation was mainly based upon qualitative information obtained during FGDs, rather than longitudinal data which was systematically tracked for each participant throughout the course of the CISP.

Moreover, as the CISP was slow to start and contracts with several implementing partners were only signed near the end of the programme's duration, results and sustainability were difficult to forecast for certain activities. While several implementing partners held pre- and post-tests to measure the knowledge of programme beneficiaries on certain topics (e.g. marketing, business skills), the skills imparted during these training activities may have not yet been practically incorporated within their daily business practices, as many have been focusing on subsistence farming activities, due in part to the timing of certain training activities. While several communities have had the opportunity to practice their new business skills, others have not (i.e. many producer groups have not experienced a full production cycle after receiving CISP-supported training, mainly because handicraft production was placed on hold as the harvest season was approaching); thus, the actual impact of certain training activities could not necessarily be considered, due to the timing of these training activities and the time-frame for fieldwork.

Although a number of constraints have been mentioned, the qualitative methodology of this evaluation may still be useful in informing management and planning decisions for future joint programme, based upon the evidence gathered from key informant interviews and FGDs.

II. Description of Intervention

Initial Concept

In Cambodia, the CISP involves four UN agencies—UNESCO as “Coordinating Agency”, ILO, UNDP, and FAO—working in partnership with four ministries of the Royal Government of Cambodia (RGC). Each agency and its RGC counterpart work according to their organizational strengths. UNESCO and the Ministry of Culture and Fine Arts (MoCFA) collaborate on outputs and outcomes related to the preservation and promotion of Khmer and indigenous culture, while ILO and FAO—in partnership with the Ministry of Industry, Mines and Energy (MIME), and the Ministry of Agriculture, Forestry and Fisheries (MAFF), respectively—work together toward improved income generation and employment creation, community development, and livelihood improvement. UNDP, along with the Ministry of Commerce (MoC), oversee the commercialization component of the CISP, responsible for marketing cultural products and assets and creating sustainable business ventures. The following table highlights the participating UN organizations, the respective agencies’ contributions to the joint programme, their respective government counterparts, and the focus of their CISP-related activities.

Table 1. Participating UN Agencies, Programme Contributions, Government Counterparts, and Programme Focus

UN Agency	Contribution (US\$)	Government Counterpart	Programme Focus
UNESCO	748,604	Ministry of Culture and Fine Arts (MoCFA)	Cultural preservation and promotion
ILO	941,017	Ministry of Industry, Mines and Energy (MIME)	Income generation / community development / livelihoods
UNDP	818,826	Ministry of Commerce (MOC)	Commercialization
FAO	791,553	Ministry of Agriculture, Forestry and Fisheries (MAFF)	Income generation / community development / livelihoods

Under these premises, it is anticipated that the CISP will contribute to the achievement of three MDGs, two outcomes from the United Nations Development Assistance Framework (UNDAF), and a total of three joint programme outcomes and a number of associated outputs (Figure 1). Moreover, in choosing indigenous communities as its primary target, the CISP is in accordance with a number of broader UN initiatives concerning the rights of indigenous peoples and cultures, including the UN Declaration on the Rights of Indigenous Peoples (2007) and the forthcoming World Conference on Indigenous Peoples in 2014. During the most recent International Day of the World’s Indigenous Peoples (9 August 2011), UN Secretary-General Ban Ki-Moon called on Member States to help indigenous communities “to protect, develop and be compensated fairly for the cultural heritage and traditional knowledge that is ultimately of benefit to us all”.³

Figure 1. UNDAF Outcomes and Joint Programme Outcomes and Outputs

MDGs:

MDG1 – Poverty Reduction

MDG 3 – Women’s Empowerment

MDG 8 – Developing Global Partnerships for Development

³ United Nations (n.d.) *International Day of the World’s Indigenous Peoples, 9 August. Secretary-General’s Message for 2011*. Retrieved from http://www.un.org/en/events/indigenousday/message_sg.shtml

UNDAF Outcomes:

UNDAF Outcome 2: Increased and equitable access to and utilization of land, natural resources, markets, and related services to enhance livelihoods.

UNDAF Outcome 3: The rural poor and vulnerable using their enhanced skills, abilities and rights to increase productivity.

Joint Programme Outcomes and Outputs:

1. Cambodia's heritage, cultural diversity and living arts are preserved and developed to promote their social and economic potential.

1.1 Government and civil society capacity to design and implement policies and programme will be developed to strengthen the cultural sector (including Cultural Centers).

1.2 Awareness raised about cultural diversity and indigenous peoples specificity in collaboration with national counterparts and development partners, through research and publications.

1.3 Traditional skills are transferred to communities by development partners and artisan techniques are used by communities

2. Enhanced creative industries lead to improvements in livelihoods, particularly for indigenous groups and women.

2.1 Fair and effective marketing networks established.

2.2 Organizational capacity of business development service providers is increased.

2.3 Improved technical skills and effective business development service delivery that respect the cultural practices of entrepreneurs and other stakeholders and promote better practice of natural resource management.

3. Improved commercialization of selected cultural products and services in domestic markets.

3.1 Recommendations for trade related legislation and implementation procedures presented to MoC to support the commercialization of selected cultural products of the target group.

3.2 Guidelines established and piloted to enable provincial public-private sector consultation to improve commercialization of cultural products.

3.3 Sales and promotion/market access activities implemented for selected cultural products and services.

3.4 Official certification introduced to promote cultural products/services.

Source: Adapted from the MDG-F. 2010. *Culture and Development – Cambodia. Creative Industries Support Programme. Report on the 4th Programme Management Committee Meeting. Phnom Penh: Cambodia.*

Programme Description: Theory of Change

In line with the Royal Government of Cambodia's Rectangular Strategy Phase II and National Strategic Development Plan (NSDP) 2009-2013, the UN in Cambodia, through UNDP, is seeking to support key national priorities to achieve inclusive growth and human development, such as: the promotion of agricultural sector diversification; land reform and de-mining; fishery and forestry reform; and, social safety net strategies. Moreover, five areas were identified by UNDAF within the Common Country Assessment 2009: promotion of equitable, green, diversified economic growth; access to health and education; gender equality and empowerment of women; accountability and responsiveness to the needs and right of people, and participation in democratic decision making; and, social protection.⁴

⁴ United Nations Development Programme. 2010. *Country Programme Document for Cambodia (2011-2015)*. Phnom Penh, Cambodia.

Likewise, the activities of the CISP are also in accordance with a number of RGC policies and UN conventions, including: the RGC’s Rectangular Strategy, Small and Medium Enterprise Development Framework, and the Cambodia Trade Integration Strategy, as well as UNESCO Conventions on “World Heritage (1972)”, “Safeguarding of the Intangible Cultural Heritage (2003)”, and “Protection and Promotion of the Diversity of Cultural Expressions (2005)”.

Under the objectives of the Thematic Window for Culture and Development, as well as the aforementioned outcomes of the CISP, the joint programme was designed to promote the cultural diversity and heritage of Cambodia with the aim of harnessing the social and economic potential of its cultural assets and products.

With this aim in mind, the CISP sought to support the inclusion and participation of indigenous and marginalized groups in four of Cambodia’s remote Northern and Northeastern provinces, including: Kampong Thom, Preah Vihear, Mondulkiri, and Ratanakiri (Table 2). Nearly all CISP-supported target areas could be considered remote and areas are especially difficult to reach during the rainy season, requiring the use of small canoes or motorized boats to traverse impassable roads and rivers; this also highlights the vulnerability of the targeted communities, as they are usually isolated from larger district towns, in turn, adding to the difficulty for economic trade and the accessibility of social services. While the CISP targets indigenous communities and ethnic minorities, care should be taken not to simply group these communities into one homogenous unit. While certain indigenous groups make up the ethnic majority of the areas they inhabit (e.g. Tampuan, Phnong) and celebrate a nearly autonomous lifestyle from the country’s Khmer majority (e.g. Tampuan Kreung, Lao, Phnong), other groups seem far more assimilated into the prevailing Khmer culture and language system (e.g. Kuoy of Kampong Thom). This assimilation may be due, in part, to a geographic proximity to the majority, or access to reliable roads; however, each of the target groups hold their own distinct language and culture, but with varying degrees of practice.

Thus, in order to support the social and economic potential of Cambodia’s heritage and diversity, the CISP focused its efforts on traditional basket weaving and performing arts in all four provinces, as well as a series of other cultural products and assets specific to the peoples and practices of each area, including: jars and pottery (Ratanakiri); resin production (Preah Vihear, Mondulkiri); and, textile weaving (Mondulkiri, Ratanakiri).

Table 2. CISP Target: Geographic Areas, Ethnic Groups, and Cultural Products

Area	Ethnic Group	Cultural Product / Asset
Kampong Thom	- Khmer	- Basket weaving, performing arts
	- Kuoy	- Basket weaving, performing arts
Preah Vihear	- Kuoy	- Basket weaving, performing arts, resin
Mondulkiri	- Phnong (also, Bunong or Pnong)	- Textile weaving, basket weaving, resin
Ratanakiri	- Tampuan	- Basket weaving, jars and pottery, performing arts, textile weaving
	- Kreung	- Basket weaving, textile weaving
	- Lao	- Jars and pottery

Furthermore, to strengthen the institutional capacity of civil society organizations, in hopes of building local ownership and sustaining programme activities after the conclusion of the CISP, the joint programme implemented its activities through national and local non-governmental organizations (NGOs) (Table 3). This method was applied as the CISP was designed to strengthen established institutions, rather than create new mechanisms for the promotion of its policies and activities. Thus, implementing partners were selected with their respective strengths in mind, as well as their capability of contributing to the present success and future sustainability of CISP initiatives.

Table 3. CISP Implementing Partners and Geographic Areas

Area	Implementing Partners
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National (Phnom Penh)	<ul style="list-style-type: none"> - Artisan Association of Cambodia (AAC) - Cambodia Craft Cooperation (CCC) - Cambodia Living Arts (CLA) - Enterprise Development Institute (EDI) - Non-Timber Forest Products-Exchange Programme (NTFP-EP) - One Village One Product National Committee
Kampong Thom	<ul style="list-style-type: none"> - Minority Organization for Development (MODE) - Cambodian Organization for Women Supports (COWS)
Preah Vihear	<ul style="list-style-type: none"> - Ponlok Khmer (PKH) - Farmer Livelihood and Development (FLD) - National Authority for Preah Vihear
Mondulkiri	<ul style="list-style-type: none"> - Nomad Recherche et Soutien International (Nomad RSI) - My Village International (MVI) - Village Focus Cambodia (VFC)
Ratanakiri	<ul style="list-style-type: none"> - Cambodia-NTFP Development Organization (CaNDO) - Center d'Etude et de Développement Agricole Cambodgien (CEDAC)

The CISP not only operated in partnership with four national RGC counterparts—MoCFA, MIME, MAFF, and MoC—but, initiated partnerships with five national-level and nine local-level NGOs throughout its course of implementation, in addition to five guest ministries and government institutions (see below, Table 4, Output 1.1) . Initially, the CISP was designed to collaborate with business development service (BDS) providers; however, the lack of these providers within the country led to various agreements with NGOs which focus on similar target groups and services, such as training on business skills and marketing, handicraft production, and sustainable natural resource management.

As previously mentioned, the CISP was designed as a three-year programme (September 2008-September 2011); however, as would be expected for a joint programme, delays resulted from the hiring of programme staff, as well as the coordination of activities among all agencies. Thus, although the official start date was 10 September 2008, actual implementation began later. Staff mobilization was mainly finalized by December 2008, which was followed by a literature review and initial field visits. Programme Field Coordinators, responsible for the coordination and logistical arrangement of activities at the provincial level, began searching for suitable local-level implementing partners in mid-2009. Implementing partners then assisted with the initial scoping visits to local communities, to identify potential target areas and select programme beneficiaries; however, for many implementing partners, contracts and the actual implementation of training activities did not begin until mid-2010.

The baseline survey was conducted from December 2009-February 2010, before specific target villages and actual programme beneficiaries had been selected by the implementing partners. Although extensive in the information provided in terms of the general socio-economic situation of households, the survey could not provide a base in which to measure individual/household impacts, since the surveyed areas and respondents were not necessarily chosen as CISP target areas and programme beneficiaries. Thus, due to this constraint, a systematic end-line survey could not be used to measure certain indicators, such as increased sales. During FGDs, however, respondents were asked to provide information as to whether they were able to easily market their products and increase sales, due to CISP-supported activities. Nonetheless, considering the number of initial setbacks, the achievement of outputs did not seem to be inhibited, as can be seen on the following pages (Table 4).

Table 4. CISP Output Monitoring

Outputs	Indicators	Activities	Achievement
<p>1.1 Government and civil society capacity to develop and implement policies and programme will be developed to strengthen the cultural sector</p>	<p>At least 20 national and provincial government staff (at least 50% women) have increased their knowledge and skills on safeguarding intangible heritage and promoting the diversity of cultural expressions</p>	<p>1.1.1 Quarterly meetings of the PMC gathering 4 UN Agencies, 4 partner Ministries and guest Ministries</p>	<p>8 PMC meetings: 4 UN Agencies, 4 partner Ministries, 5 guest ministries/government institutions (Tourism, Women’s Affairs, Rural Development, One Village One Product, National Authority for Preah Vihear)</p>
		<p>1.1.2 Identify officials (at least 50% women) within the participating Ministries for on-the-job training and capacity building</p>	<p>164 officials (15% women) (see 1.1.8 for training/capacity building)</p>
	<p>Safeguarding activities carried out</p>	<p>1.1.3 Identify potential civil society development partners in selected localities</p>	<p>297 producers and artists (72%) supported by 9 basket weaving groups, 4 jars and pottery groups, 4 performing arts groups</p>
		<p>1.1.4 Design safeguarding/ inventory activities in selected localities</p>	<p>Activities designed and localities selected</p>
		<p>1.1.5 Implement safeguarding/ inventory activities in selected localities</p>	<p>94 artists (47% women) in 4 performing arts groups in Kampong Thom (incl. 2 teachers), Preah Vihear and Ratanakiri MRDC contributes to Phnong safeguarding/inventory activities in Mondulkiri Provided equipment to performing arts group in Mondulkiri, through PDoCFA (at their request)</p>
	<p>Inscription of intangible elements on</p>	<p>1.1.6 Carry out/facilitate on-the-job</p>	<p>Activities carried out in Kampong</p>

	<p>2003 UNESCO Convention heritage list has progressed</p> <p>Living Human Treasure (LHT) criteria established and adopted and at least 5 LHTs recognized</p> <p>At least 2 cultural centers conceptualized, constructed/ established and operational Target: At the end of 20 months at least two cultural centers</p>	<p>training of officers of the MoCFA during the implementation and monitoring of programme/policies</p> <p>1.1.7 Design training courses with materials in Khmer language on the relevant UNESCO Conventions</p> <p>1.1.8 Deliver training on the relevant UNESCO Conventions in strategic locations</p> <p>1.1.9 Develop criteria specific to Cambodia based on UNESCO LHT criteria and a recognition process for LHTs</p> <p>1.1.10 Partners identified to manage cultural centers</p> <p>1.1.11 Location for cultural centers identified</p>	<p>Thom PDoCFA. MoCFA also benefited through constant collaboration with CISP, as the joint programme held its office on the ministry compound.</p> <p>Training course designed in Khmer language for 2003 and 2005 Conventions</p> <p>1 training on 2003 Convention (Oct 2009) 1 training on 2005 Convention (October 2010)</p> <p>Royal Decree adopted and signed by His Majesty the King (February 2010) 143 participants (12% women) 1 national consultation on LHT (August 2009) 5 sub-national dissemination workshops on LHT principles (1st semester 2009) 4 provincial workshops to disseminate/ explain LHT Royal Decree to stakeholders from 4 target provinces and 1 additional province (December 2010 and March 2011)</p> <p>Partners identified in Preah Vihear, Mondulkiri and Ratanakiri</p> <p>Locations identified in Preah Vihear, Mondulkiri and Ratanakiri</p>
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	conceptualized	<p>1.1.12 Cultural centers conceptualized and constructed in most appropriate locations</p> <p>1.1.13 Management and/or business plan elaborated for cultural centers</p>	<p>1 cultural center operational (Mondulkiri), 1 nearly constructed (Ratanakiri), 1 conceptualized (Preah Vihear)</p> <p>Management plans elaborated in Mondulkiri and Ratanakiri</p>
1.2 Awareness raised about cultural diversity and indigenous peoples specificity in collaboration with national counterparts and development partners, through research and publications	<p>At least 2 research projects completed</p> <p>Dissemination of at least 2 publications</p>	<p>1.2.1 Identify appropriate topics and experts</p> <p>1.2.2 Elaborate and facilitate research programmes</p> <p>1.2.3 Publish and disseminate documents</p>	<p>5 topics and 4 experts identified</p> <p>5 research programme completed (inventory of minority languages translated; research on Phnong rites and objects completed; Kampong Thom tangible heritage inventory completed; Kuoy language historical study completed and Phnong oral literature inventory completed)</p> <p>3 publications finalized and published, 2 being finalized</p>
1.3 Traditional skills are transferred to communities by development partners and artisan techniques are used by communities	At least 10 producer groups (at least 60% women) have retrieved/ refined their traditional products	<p>1.3.1 Identify development partners to disseminate traditional techniques amongst communities (at least 50% women)</p> <p>1.3.2 Develop training programme with materials</p> <p>1.3.3 Support mentors to produce higher quality traditional handicrafts adapted to market demand</p>	<p>14 partners identified: 5 national-level and 9 local-level</p> <p>Training programme developed</p> <p>Mentors supported in each location, prior to training of new producers</p>

		<p>1.3.4 Support mentors to disseminate traditional and improved handicraft techniques adapted to market demands to selected communities</p> <p>1.3.5 Support new producers (at least 50% women) to learn traditional handicraft techniques adapted to market demands</p>	<p>Mentors supported during training activities with new producers</p> <p>250 new producers and artists supported (77% women) 9 basket weaving groups, 4 jars and pottery groups, 1 performing arts group</p>
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Outputs	Indicators	Activities	Achievement
2.1 Fair and effective marketing networks established	<p>Targeted communities have improved access to market information</p> <p>Increased sales by targeted communities</p> <p>Targeted women producers access marketing networks</p>	2.1.1 Activities facilitated by implementing partners	<p>158 producers (47% women) have joined study tours to observe local markets and share information</p> <p>321 producers (59% women) have been trained on small business management</p> <p>Handicrafts: 18% increase in sales Resin: 33.33%-100% increase in sales</p> <p>Confirmed (during FGD) by women producers in Kampong Thom, Preah Vihear, Ratanakiri, and Mondulkiri</p>
2.2 Organizational capacity of business development service providers is increased	Demonstrated organizational development	2.2.1 Demonstrated organizational development by CISP partner organizations	8 partner NGOs have received practical training regarding how to manage creative industries projects, as well as related BDS

<p>2.3 Improved technical skills and effective business development service delivery that respect the cultural practices of entrepreneurs and other stakeholders and promote better practice of natural resource management</p>	<p>Gender considerations taken into account in the planning, and delivery of all business development services</p> <p>Development of products that draw upon cultural techniques/ designs and/ or natural resources</p> <p>Increased marketability and commercialization</p> <p>At least 500 producers (60% women) benefit from services</p>	<p>2.3.1 A systematic approach to the development of new and improved marketable products is achieved</p>	<p>1 report on “Operationalizing Gender Aspects in the Creative Industries Support Programme” produced (2010)</p> <p>1 video on gender in the target provinces (award winner, 3rd Place, at MDG-F Regional Workshop)</p> <p>Gender targets were set for all activities</p> <p>Partner NGOs facilitated training with community mentors on traditional handicrafts (bamboo/ rattan basket weaving, textile weaving, jars and pottery), resin.</p> <p>Partner NGOs developed training manuals on new designs to diversify product range according to market demands and supply</p> <p>Partner NGOs supported sustainable methods for resin tapping and refining</p> <p>In total, 715 artisans supported (69% women, 92% indigenous)</p> <p>In total, 809 citizens supported (67% women, 87% indigenous)</p>
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Outputs	Indicators	Activities	Achievement
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<p>3.1 Recommendations for trade related legislation and implementation procedures presented to MoC to support the commercialization of selected cultural products of the target group</p>	<p>Analysis of trade legislation and implementation completed and recommendations submitted</p> <p>Trade related training provided to both local authorities and relevant civil society</p>	<p>3.1.1 Identify existing trade related laws, procedures and actual implementation effecting selected cultural products</p> <p>3.1.2 Identify the trade related laws, procedures and implementation constraints to commercialisation of selected cultural products and elaborate recommendations report</p> <p>3.1.3 Present MoC with recommendations to revise trade related laws, procedures and implementation that will improve commercialisation for selected cultural products</p> <p>3.1.4 Conduct training for local NGOs and producers/traders on relevant trade related laws and procedures in target provinces</p>	<p>Trade related procedures studied, consulted with relevant stakeholders and recommendations are provided for implementation</p> <p>Analysis of trade legislation and implementation was completed and validated by relevant stakeholders and experts. The report was also endorsed by the PMC</p> <p>Training was provided in 4 targeted provinces to local NGO partners, traders, producers to enhance understanding of relevant trade procedures and processes</p>
<p>3.2 Guidelines established and piloted to enable provincial public-private sector consultation to improve commercialization of cultural products</p>	<p>Provincial public-private consultation guidelines developed reflecting local needs</p> <p>Consultation guidelines piloted in at least 1 province</p>	<p>3.2.1 Conduct scoping study for the provincial public-private consultation in target provinces</p> <p>3.2.2 Develop the provincial public-private consultation concept note</p> <p>3.2.3 Develop, in collaboration with key stakeholders, the provincial public-private consultation guidelines</p>	<p>Scoping study conducted and concept note on Sub-National Public Private Consultation developed and shared with joint UN team</p> <p>Concept note developed</p> <p>Concept note shared with officials from the Ministry of Interior and pilot planned</p>

		<p>3.2.4 Pilot the provincial public-private consultation in at least 1 target province</p> <p>3.2.5 Provincial workshop with relevant development partners, public sectors, CSOs about creation of PPP Consultation guidelines</p>	<p>Piloted in 2 target provinces: Preah Vihear and Ratanakiri (December – February 2011)</p> <p>Consulted with NGOs and donors at round table discussion (16 August 2011)</p> <p>Consulted with the Ministry of Interior on Kampong Cham province (26 August 2011)</p> <p>National-level workshop held in Mondulakiri with 14 ministries from 5 provinces (4 CISP target provinces + Kampong Speu province) to disseminate PPP Consultation guidelines (September 2011) / Discussion followed on relevant national policy and action plans on indigenous culture and economic empowerment at the sub-national level through the National Programme for Sub-National Democratic Development (SN-SNDD) of MoI</p>
<p>3.3 Sales and promotion/ market access activities implemented for selected cultural products and services</p>	<p>Strategy to strengthen links between tourism and selected cultural products developed and implemented</p> <p>Sales and promotion strategies developed and implemented by partner NGOS</p>	<p>3.3.1 Develop a strategy to strengthen links and enhance commercialization between tourism and selected cultural products</p> <p>3.3.2 Support the implementation of the strategy</p>	<p>Strategy completed and shared with MoC</p> <p>NGO partners supported the implementation of promotion/ market access activities</p>

	<p>Selected cultural products promoted</p>	<p>3.3.3 Identify partner NGOs to develop and implement sales and promotions/market access strategies for selected cultural goods</p> <p>3.3.4 Develop sales and promotions/market access strategies for selected cultural products in partnership with local NGOs</p> <p>3.3.5 Support the implementation of these strategies by partner NGOs</p> <p>3.3.6 Carry out activities that promote the selected cultural products</p>	<p>Market strategy developed to promote CISP cultural products and recommendations provided for implementation by NGO partners</p> <p>Market strategy established for each local NGO partner in the field and extensive coaching sessions provided to NGO staff on marketing</p> <p>UNDP Small Grants provided to local NGOs at both national- and local-level to create market linkages and market access of CISP cultural products</p> <p>Provided comprehensive training on design skills, marketing, quality improvement, and business skills</p> <p>UNDP Small Grants provided and a sales consultants advised NGO partners on the implementation of a marketing strategy</p> <p>UNDP supported the implementation of 8 business plans proposed by 8 producer groups from 4 provinces to improve market access and business linkages for their cultural products</p> <p>Promoted indigenous products nationwide through “Indigenous Designers of the Year Competition”,</p>
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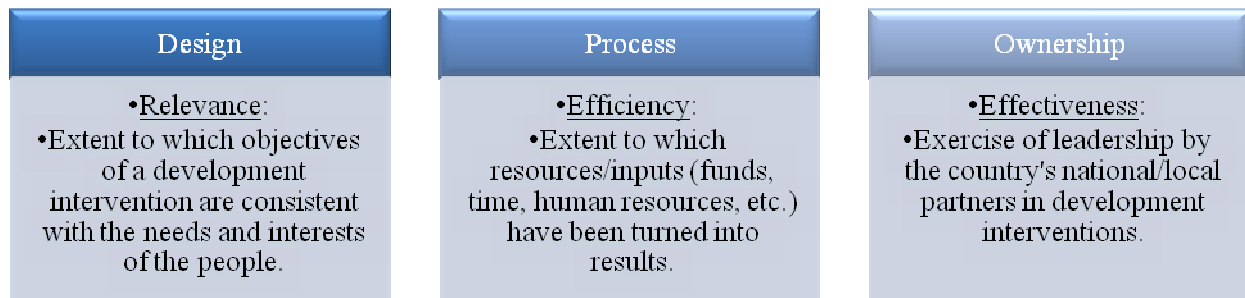
			<p>held at the National Museum in Phnom Penh (5 Oct 2011)</p> <p>Organized Indigenous Handicraft Exhibition at the National Museum (6 Oct—12 Nov 2011)</p>
<p>3.4 Official certification introduced to promote cultural products/ services</p>	<p>Consultations initiated with government and handicraft sector partners</p> <p>Certification system jointly developed and adopted based upon defined criteria</p> <p>Certification system implemented</p>	<p>3.4.1 Consultations with National Institutions and development partners to propose the seal of excellence concept</p> <p>3.4.2 Support collaboration efforts to jointly design the seal of excellence programme</p> <p>3.4.3 Seal of Excellence applied to cultural products and services</p> <p>3.4.4 Seal of Excellence operational. Design Competition Programme initiated and is being implemented</p> <p>3.4.5 Business plan competition operation (also Outcome 2)</p>	<p>Consultations with MoCFA, AAC and OVOP</p> <p>Selection of products and partners from Ratankari and Mondulkiri to apply for OVOP certification. Field visits conducted for OVOP officials to the two provinces (February 2011)</p> <p>Local NGOs, provincial departments and producers are aware of the OVOP movement. Local NGOs and producers from Mondulkiri and Ratanakiri have applied for OVOP certificates and recognition</p> <p>Indigenous Products Design Competition event organized to promote cultural products (October 2011)</p> <p>Training on basic business plans were provided to local partners Small grants offered for the implementation of 8 business plans</p>

III. Levels of Analysis

Evaluation Criteria

A series of evaluation questions, of interest to both the CISP team and MDG-F Secretariat, were provided within the Terms of Reference (TOR), as well as levels of analysis and evaluation criteria. The final evaluation sought to understand three primary evaluation criteria: (i) design, (ii) process, and (iii) ownership. The evaluation questions within each category were then used to generate answers for each level.

Figure 2. Evaluation Criteria and Programme Levels



The analysis of the three aforementioned criteria then informed two additional levels of analysis: (i) results and (ii) sustainability. Furthermore, as the CISP is a joint agreement between the MDG-F and the RGC, it was necessary to assess how programme achievements were in line with the national policy framework, as well as the attainment of the MDGs.

Through this framework, it would then be possible to best inform interested stakeholders on the results and sustainability of the CISP, as well as its appropriateness for scaling up and replication in the future.

Evaluation Questions

The following evaluation criteria and primary questions were highlighted from the TOR of the final evaluation. For a detailed list of evaluation questions, please see Annex II (p. 44).

Design level

Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, and the Millennium Development Goals.

Process level

Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results.

Ownership in the process

Effective exercise of leadership by the country's national/local partners in development interventions.

Results level

Effectiveness: Extent to which the objectives of the development intervention have been achieved.

Sustainability (at the local and national level)

Probability of the benefits of the intervention continuing in the long term.

Supplementary information specific to the Culture and Development Thematic Window

The CISP not only seeks to improve upon the culture sector, but achieve broad-based social, political and economic changes within the communities involved. Thus, the final evaluation will also assess the specificities of the culture sector, in order to measure the programme's lasting effects. In order to measure these effects, a series of evaluation questions, specific to the Thematic Window, have been summarized below:

- Specificities of the culture sector, taken into account within the project;
- Project contribution: building M&E capacities within the culture sector;
- Most relevant (and irrelevant) interventions regarding culture and development;
- Sustainability: encouragement of partners to search for additional resources;
- Design and ownership: participatory design processes and levels of ownership;
- Unexpected outcomes: positive and negative outcomes outside the scope of the M&E framework.

In order to attain much of this information, key informants interviews and FGDs with target beneficiaries were conducted.

IV. Findings, Conclusions, and Lessons Learned

Design

As specified within the updated programme document, the overall objective of the CISP seeks “to support the people of Cambodia to preserve and develop their tangible and intangible cultural assets and to develop creative industries that are fair, diverse and dynamic particularly improving the position of women and minority groups in Ratanakiri, Mondulakiri, Preah Vihear and Kampong Thom provinces”.⁵ As previously mentioned, the design of the CISP was in accordance with a number of RGC policies, especially concerning the improvement of income growth, poverty reduction, women’s rights, and natural resource management.⁶

During key informant interviews and fieldwork, it was further understood that the decision to work with indigenous groups and ethnic minorities was in line with a series of national legislative and policy frameworks; however, in a sense, this decision also set the CISP apart, in that it was one of the few large-scale interventions actually focusing on the rights and cultural preservation of these groups in Cambodia. Thus, the CISP seemed to fill a gap often left uninhabited by donors, as large-scale interventions often focus on priorities such as agricultural production.

The CISP was conceptualized jointly by the four concerned agencies—UNESCO, ILO, FAO, and UNDP—with assistance from a number of locally based development consultants. Throughout the programme’s early lifespan, however, a series of revisions were made in order to take account of the actual realities in the field. Furthermore, the inclusion of local-level implementing partners assisted the CISP team in pinpointing the most relevant villages and groups to be included as target areas and programme beneficiaries. For example, prior to the implementation of training activities—on product quality, natural resource management, and rural marketing and business skills—implementing partners and PFCs conducted a series of fieldwork missions to further understand the needs of beneficiaries and the possibilities of implementing CISP-supported activities. CISP staff, as well as a number of consultants, traveled to the field to jointly conduct periodic fieldwork missions as well; however, the inclusion of local insight seems to have added significant value in programme design. Implementing partners not only provided insight on local cultures and products, but established trust among the targeted communities prior to the implementation of activities, as many of the selected NGOs held prior experience working with the indigenous groups and ethnic minorities of their respective locations.

Although conceptualization was jointly conducted by the four agencies, the inception phase for the CISP, consisting of additional research and design, carried on throughout the entire first year (i.e. until December 2009), before actual implementation could begin. However, by electing to work with local implementing partners with prior experience in their respective areas, the CISP was able to compensate for lost time during the design phase. Additionally, the majority of implementing partners noted their satisfaction with the freedom provided them by the CISP team to design and direct their own activities without much external pressure.

In order to exert less pressure on the activities of its implementing partners, the CISP team formed joint TORs to specify the outputs and outcomes expected from each UN agency, as well as a common M&E reporting format, to be completed during and after the implementation of local activities. Additionally, monitoring missions were generally conducted by at least two UN agencies, in order to decrease disturbances to implementing partners’ activities, as well as the daily lives of target communities. Additionally, the common Communications and Advocacy (C&A) strategy not only resulted in joint reporting formats, but also the creation of a CISP logo. This not only increased the visibility of the programme, but created a shared sense of identity among CISP staff.

⁵ MDG-F. 2010. *Culture and Development – Cambodia. Creative Industries Support Programme. Report on the 4th Programme Management Committee Meeting*. Phnom Penh: Cambodia

⁶ Royal Government of Cambodia. 2008. *National Strategic Development Plan Update 2009-2013*. Phnom Penh: Cambodia.

In March 2010, a revised M&E Framework was adopted, in order to clarify all outputs and outcomes and align them more to the actual reality in the field. For example, Outcome 2 initially called for, “Improved employment opportunities and income generation in the creative industries through enhanced cultural entrepreneurial skills, improved BDS and market access”; however, the revised framework adjusted this outcome’s focus on, “Enhanced creative industries lead to improvements in livelihoods, particularly for indigenous groups and women”. Focusing on livelihoods, rather than employment, seems a far better indicator of measurement when speaking of indigenous groups that may already employ a portion of their time on traditional creative industries.

Process and Ownership

As mentioned in the previous section, a common set of reporting guidelines were developed for implementing partners, which were designed to decrease the administrative burden for local staff. However, it should be noted that, according to implementing partners, this reporting guideline was only common in name, and not function. The common reporting guideline was not inhibited by its design though; rather, it was limited by the fact that each UN agency was responsible in following its own administrative and financial procedures.

As was the case, certain implementing partners held contracts with all four of the concerned UN agencies. Thus, although a common TOR and reporting guideline were formed, these implementing partners were responsible for signing four separate contracts. Furthermore, they were also responsible in submitting four different reports, albeit in a common format, prior to receiving the financial disbursement from each agency. In effect, for those implementing partners executing a common TOR with all four agencies, disbursements were then divided into twelve different payment schedules (i.e. three payments per agency, with varying time-frames for each). Considering total contract amounts, implementing partners were left to wait several weeks, or months, before receiving financial disbursements that were, at times, less than US\$1,000. These implementing partners noted that, at times, they needed to request funds from other donors in order to maintain CISP-supported activities, since CISP-related disbursements were often late due to various administrative delays. These delays were largely due to the fact that the CISP could not administer and disburse its own funds directly to its implementing partners; rather, funds were held within each respective agency’s country office, or sub-regional office (in the case of non-resident agencies). Thus, financial decisions were made by those that were not actually part of the joint programme.

This disconnect between implementation and financial disbursement could have, in reality, affected the results attained by certain implementing partners; however, due to these partners’ abilities to siphon funds from other sources, the actual implementation of activities was not affected. Most implementing partners reiterated that this feature of the CISP was simply an administrative burden, and did not affect implementation or reduce the efficiency in delivering outputs and attaining outcomes. However, it is clear that the joint programme’s financial management model was not necessarily efficient in comparison to the development results obtained, as the success of local-level activities should be attributed to the resourcefulness of implementing partners. Although the common TOR and reporting guideline followed the general notion of “delivering as one”, a number of implementing partners mentioned, in jest, that the CISP functioned as “One UN, four procedures”.

The notion of “delivering as one” should also be considered in the context of the overall governance of the CISP, and how it is affected under the Programme Management Committee (PMC) and National Steering Committee (NSC) structures recommended by the MDG-F Secretariat. According to the MDG-F Secretariat, the NSC maintains its role as the “highest body for the strategic guidance, oversight and coordination” of the joint programme. The Resident Coordinator of the United Nations System (UNRC) acts as co-chair, along with one government counterpart, and a representative from Spain. In this capacity, the UNRC is able to provide support to the joint programme, and monitor if the programme’s activities are running smoothly.

The PMC, on the other hand, should consist of joint programme implementing partners who are responsible in reaching consensus before making decisions on the daily management of activities. However, as the PMC occurs on a quarterly basis, decisions were often put on hold during the programme’s inception phase; in turn, leading to

delays in design and implementation. According to all CISP staff, implementing partners, and RGC and UN stakeholders, the skills of the Programme Coordinator were vital in keeping the CISP afloat, especially during its most difficult periods. As mentioned within the MDG-F implementing guidelines, the lead UN agency should not manage the joint programme; in fact, this was the case with the CISP, as the Programme Coordinator seemed to do an exceptional job considering his limited role as a coordinator, and not a manager. However, according to the structure of management and oversight documented in the MDG-F implementation guidelines, the question that begs to be answered is who is responsible in making decisions between PMC meetings; or, should decisions be placed on hold until the next meeting.⁷ Nonetheless, it was agreed by many key informants that PMC meetings were helpful as a forum for discussion on upcoming activities, as well as venues for implementing partners and RGC counterparts to gain ownership in the process; however, the actual structure itself may not enable efficient decision-making, due to the limitation in its frequency. By default, day-to-day management decisions were made by the CISP team, as postponing these decisions until PMC meetings would have delayed operations. As mentioned within the MDG-F implementation guidelines, decisions should be made by consensus; however, attaining such consensus—especially with such a large number of UN agencies, government counterparts, and national- and local-level NGO partners—proved to be difficult at the programme’s inception phase. This is natural within a start-up environment, however, as the organizational development of any venture would take time to mature, in any case. Thus, a clear definition of the lead agency’s role in making decisions and leading, rather than coordinating, could assist this facet of management.

Overall, the majority of key informants agreed that joint programming was the correct option for the CISP. Although it may have caused a number of delays at the inception phase, as well as for financial disbursements, it was agreed that without the specialization of each agency, the CISP would have simply focused on the typical agenda of one agency, rather than incorporating the necessary precautions to allow for a cohesive programme focusing on cultural preservation, improved livelihoods, and commercialization.

Based upon the mid-term evaluation conducted in May 2010, the CISP team was able to make a number of important revisions to its strategy, in turn, assisting the CISP in becoming a far more cohesive response to the challenges stated in the programme document. It was agreed that the commercialization strategy of UNDP should focus more on grassroots marketing, rather than export promotion, as the quality of goods would first need to be enhanced. It was also advised, and followed, that a micro-credit component should not be implemented.

Although it is important to note how UN agencies were able to work together and “deliver as one”, it is also notable to understand how national- and local-level partners took an active role in the process. As RGC Ministries may have limited budgets, support often came in the form of technical guidance and institutional commitment, rather than financial support. This ownership was highly evident in the case of the lead RGC counterpart for the CISP, the MoCFA and its sub-national offices, in three primary ways: (i) offering office space to the CISP on the grounds of the MoCFA in Phnom Penh, as well as to Provincial Field Coordinators on the sites of the PDoAFF in each target province, so as to allow joint programme staff the ability to sit together and easily coordinate the daily management of activities; (ii) ownership over the Living Human Treasures (LHT) initiative; and, (iii) offering land on the site of the PDoCFA in Banlung City, Ratanakiri province, in order to construct a provincial cultural hub, (iv) the introduction of the Sub-National Public and Private Consultation Guideline and considering its adaptation in the existing mechanism of the National Programme for Sub-National Democratic Development of the Ministry of Interior. Support was also offered by the Secretary of State of MIME, a rather high-level official within the RGC. This ownership was further augmented by the Secretary of State’s visit to CISP target areas, where he met with programme beneficiaries and advised sub-national officials on the importance of programming for indigenous peoples and ethnic minorities. In this case, it was helpful for the CISP to have such a high-level official champion its cause; this was mentioned by all sub-national officials during fieldwork.

⁷ MDG-F. 2009. *Implementation Guidelines for MDG Achievement Fund Joint Programmes*.

On the other hand, ownership by national- and local-level NGO partners was also significant; however, it should be noted that the sustainability of this ownership is most likely determined by the nature of their activities. It is important to note that the initial concept of the CISP called on the programme to work with BDS providers; however, due to the lack of these service providers, NGO partners were contacted. While NGO partners were able to take ownership of the design and process of CISP-supported activities, their commitment to continue work in these areas (e.g. indigenous rights, cultural products) may be limited, as their activities often follow donor trends. Thus, if donor support for these initiatives wavers in the future, activities may be altogether abandoned.

Results

Considering the initial delay in beginning programme activities, it should be noted that the CISP was still quite effective in delivering upon the majority of its expected outputs. As previously documented, the attainment of development outputs may be found within Table 4 (p. 9). Additionally, significant progress toward its expected outcomes were also made, as programme outputs contributed to: the preservation of Cambodia's heritage, cultural diversity, and living arts while promoting their social and economic potential (Outcome 1); improvements in livelihoods, particularly for indigenous groups and women, from enhanced creative industries (Outcome 2); and, improved commercialization of selected cultural products and services in domestic markets (Outcome 3).

Documenting the joint programme's contribution to the MDGs at the local and national levels, on the other hand, is more difficult. As informed during key informant interviews and FGDs, programme beneficiaries were normally able to earn an additional US\$50 from the increased sales of cultural products, such as handicrafts or resin. While this amount may slightly improve the overall livelihood of programme beneficiaries, it does not necessarily constitute a gripping figure that could attest to local- and national-level poverty reduction (MDG 1). The difficulty in measuring this indicator is further complicated by the absence of an end-line survey for this programme. On the other hand, MDG 3 (Women's Empowerment) was evaluated qualitatively from the information gathered during FGDs/village visits in the four target provinces. During each FGD, female programme beneficiaries were asked to report on the effects they experienced after participating in the CISP. From the discussions with producer groups, and across all provinces, female programme beneficiaries spoke of their increased confidence due to their newly acquired skills and, at times, their ability to contribute to their household's income through the sale of cultural products. Female programme beneficiaries also attributed the decrease in the incidence of domestic violence to their increased contribution to household income. Lastly, MDG 8 would be difficult to measure as the joint programme was not necessarily involved in the development of global partnerships for development.

The joint programme has also been quite effective in addressing the goals set in the thematic window on Culture and Development. Under the first goal—concerning the development of policies to effectively manage the country's cultural heritage and tourism sector—CISP has provided technical support to the RGC, with regard to the conceptualization of a museum and cultural center in Preah Vihear, based upon the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage (1972). Additionally, training sessions have been organized for RGC and civil society organizations on the UNESCO Convention for the Safeguarding of Intangible Cultural Heritage (2003) and the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005). In 2009, CISP and the MoCFA jointly organized a national consultation workshop on the draft decree for a national Living Human Treasures (LHT) system in Cambodia, which was first drafted by the MoCFA in 2007, with assistance from the Government of South Korea. This garnered further support from RGC counterparts and civil society, which was instrumental in upgrading the law's status to a Royal Decree (officially adopted and signed by His Majesty the King of Cambodia on 16 February 2010). This was then followed by recommendations to improve trade-related legislation and procedures regarding the commercialization of cultural products, guidelines to institutionalize Public-Private Sub-national Dialogues and the creation of a National Indigenous People Policy Dialogue (in collaboration with the National Programme for Sub-National Administration, Ministry of Interior) to allow for improved dialogue and engagement on the integration of cultural preservation and economic empowerment programme.

Furthermore, cultural and tourism infrastructure were also established. One cultural center is currently fully operational in Mondulkiri province (Mondulkiri Documentation Resource Centre) and another is nearing completion in Ratanakiri (construction to be completed by late October 2011/early November 2011, depending upon weather), while nine handicrafts workshops, which house cultural products and may be used as display centers and handicrafts shops, have also been supported. Overall, concerning the thematic window on Culture and Development, as well as its overall impact on targeted citizens, a total of 809 individuals (67% women, 87% indigenous) have benefited from CISP participation, in the form of improved livelihoods, income generation, and skills development.

Moreover, through its design and implementation, the joint programme was in accordance with a number of development frameworks, including the Paris Declaration on Aid Effectiveness (2005) and the Accra Agenda for Action (2008), as well as promoting UN reform (i.e. delivering as one). As previously mentioned the joint programme's design was in line with national development strategies; thus, contributing to the 'Alignment' principle of the Paris Declaration, as well as increasing 'Ownership' through the inclusion of various RGC counterparts. Its willingness to "deliver as one" throughout its implementation is also in line with the 'Harmonization' principle of the Paris Declaration, which calls for transparent and collective action among donors.⁸

Figure 3. Good practices: Kuoy Community Handicraft Association, Kampong Thom Province

A number of good practices were highlighted from discussions with local implementing partners and FGDs/village visits. The following story highlights how the design and implementation of the joint programme contributed to a series of results for the Kuoy ethnic minority in Prasat Balang district, Kampong Thom province.

As mentioned above, differentiated effects occurred for female producers participating in the joint programme. However, differentiated effects were not limited to gender, as they extended to ethnic groups as well. During an FGD with the Kuoy ethnic group in Okroach village, Prasat Balang district, Kampong Thom province, community members mentioned their new-found pride in identifying with their traditional cultural heritage. Unlike other indigenous groups, such as the Phnong in Mondulkiri, the Kuoy constitute a rather small percentage of the ethnic makeup of Kampong Thom and Preah Vihear provinces, where the majority of inhabitants are of Khmer ancestry. Prior to the joint programme, producers admitted that they were not necessarily concerned in preserving their cultural heritage and products, as they did their best to integrate within Khmer society in order to avoid discrimination. After receiving CISP-supported training (implemented by COWS), however, they now feel otherwise; noting that their traditional culture is a valuable asset that they can share with the younger generation within their community, as well as the Khmer majority. These differentiated effects were not the only success for this group though. Due to their continued motivation throughout the life of the joint programme, the four producer groups supported by COWS were able to come together to form one association, the Kuoy Community Handicraft Association, and duly register their association with the MoC. Through sustained CISP-related support for nearly 18 months, producers from the Kuoy Community Handicraft Association were able to build confidence in handicraft production and business skills, practice sustainable natural resource management practices including the collection and replanting of bamboo and rattan resources, and more importantly, preserve their cultural heritage and promote its social and economic potential within their community.

Sustainability

Although a series of results were documented at both the output- and outcome-level, the sustainability of the CISP is highly questioned. This doubt mainly arises due to the short time-frame of the joint programme. Although three years in duration, the actual implementation of activities for local communities began in early 2010, which would constitute an actual implementation period of approximately 20 months (for the earliest contracts signed).

⁸ Organisation for Economic Cooperation and Development (OECD). 2008. *The Paris Declaration on Aid Effectiveness and the Accra Agenda for Action*.

Additionally, due to difficulties in establishing timely contracts with all local implementing partners, some activities initiated implementation as late as August and September 2011, just weeks prior to the close of the joint programme.

In order to further discuss sustainability, the joint programme attained a one-month no-cost extension until 31 October 2011, to allow for additional discussions with UN stakeholders in Cambodia. Moreover, while a number of workshops and consultations were held to build the capacity of national and sub-national government institutions, it does not seem likely that these partners—apart from the MoCFA, which was able to incorporate the LHT system within its structure—were provided a sufficient amount of time to incorporate the joint programme within their respective institutions, which would result in local ownership beyond the duration of the joint programme’s three-year lifespan.

While national and local institutions may have shown a commitment to work with the joint programme throughout its implementation, it is not yet evident whether such a programme could be scaled up without support from UN agencies or other donors. As previously mentioned, development interventions mainly focus on priority issues such as agricultural production, and programme related to ethnic minorities and cultural preservation do not necessarily hold much credence in national debate. It should also be mentioned that the financial capacity of RGC counterparts is somewhat constrained, while that of local NGO partners is typically donor-dependent.

Nonetheless, a series of national policies and legal frameworks were supported throughout the duration of the joint programme, such as consultations concerning the UNESCO Conventions and the dissemination of information on the Royal Decree on the Living Human Treasures system. According to stakeholders within the MoCFA, the RGC will continue to support the LHT system even after the close of the CISP, as it is a national-level initiative under Royal Decree. At the moment, the Living Human Treasures are being identified and will receive monthly stipends to share their skills and knowledge about traditional cultural practices.

Furthermore, it should be noted that the local-level initiatives targeting producer groups, conducted by NGO implementing partners in the field, may be sustainable, albeit limited in scope. During FGDs, all producer groups mentioned that the CISP-supported activities had motivated them to continue producing their traditional cultural products and assets. However, as many local implementing partners currently act as the main buyers of producer groups’ cultural products, programme beneficiaries noted that they did not necessarily need to find a market, nor would they be able to do so on their own. Due to the short time-frame between training and evaluation, it was not possible to use a systematic numeric scoring system to assess whether producers were actually able to implement the skills attained during training, as producer groups had either sold products directly to implementing partners or had not been able to market their products yet due to the timing of activities (i.e. many producer groups have not experienced a full production cycle after receiving CISP-supported training, as the harvest season interrupted the production and marketing of cultural products).

Culture and Development Thematic Window

In its efforts to build national institutions and foster ownership of processes and outcomes, a series of workshops were held to disseminate knowledge on cultural policies and practices, as mentioned above. Additionally, training on improved proposal development skills in collaboration with the Royal School of Administration, as well as trade legislation for cultural products and NTFP in collaboration with MoC and various consultants, were administered to sub-national officials in an effort to encourage partners to look for resources to ensure sustainability and scaling up at the local level. These training activities may assist in generating resources; however, according to the evaluation made by the Royal School of Administration, sub-national officials would need continued support and training. On the other hand, producer groups, with assistance from national- and local-level NGOs, were able to produce business proposals to procure funding through the CISP Small Grants initiative (under the UNDP component), in order to improve the marketing and commercialization of cultural products.

Throughout the duration of the joint programme, partners were encouraged to build the capacity of their staff through CISP-supported activities; in turn, potentially assisting with longer-term effects for the promotion and commercialization of cultural products. However, it seems that the most relevant type of intervention regarding the Thematic Window on Culture and Development was the training offered to producer groups and artists. The training activities for programme beneficiaries were composed of a mentor training model. For the most part, local implementing partners, through preliminary research, were able to locate community members familiar with the construction of cultural products. Local implementing partners were then able to facilitate training activities, to assist these community mentors in disseminating their knowledge and skills on traditional crafts.

While a number of local implementing partners used this model to successfully take into account the cultural specificities of the ethnic minorities they worked with and spread traditional cultural knowledge, it should be noted that other implementing partners did not; in turn, potentially leading to what could be considered a series of negative unexpected effects in the future. After key informant interviews and FGDs, a number of these non-outputs were documented and mainly concerned the type of knowledge and skills being disseminated to ethnic minorities.

One example concerned the Kuoy ethnic minority in Preah Vihear province, who were receiving training on stone carving techniques. Although stone carving was not selected as a CISP-supported activity, the local implementing partner in this area received funding in order to continue its current income-generating activity. As mentioned within the baseline survey and value chain analysis conducted by external consultants to CISP, stone is readily available in the areas surrounding the Kuoy ethnic minority in Preah Vihear. However, what was most particular about these training activities, according to Kuoy respondents attending FGDs, was the fact that stone carving is not actually a traditional Kuoy activity. In fact, the trainer imparting the knowledge during these activities had actually been brought to Preah Vihear from his native province of Pursat, where stone carving is considered a traditional Khmer craft. Thus, in this case, the unexpected outcomes here relate to the lack of cultural sensitivity on the part of the implementing partner, in its effort to produce indigenous handicrafts and meet its project-related outputs.

Furthermore, the introduction of new methods to produce traditional cultural products may be seen as both a positive and negative outcome, depending on how it is viewed. In light of Outcome 2 (“Enhanced creative industries lead to improvements in livelihoods, particularly for indigenous groups and women), the provision of new tools and methods, such as foot-powered pottery wheels and a modern kiln for traditional jar and pottery makers in Ratanakiri province could, in reality, improve the production capacity of these groups. However, new methods such as these also hold strong negative implications, if viewed from the perspective of the cultural preservation and promotion of intangible heritage. During FGDs, the younger generation within many of these communities noted the ease-of-use of the newly introduced pottery wheels, and their renewed interest in producing traditional jars and pottery. Additionally, after its construction, it was found that the modern kiln could not produce a sufficient amount of heat to produce the same effect as the traditional kiln. Furthermore, community producers mentioned the modern kiln requires them to use more timber, as well as taking more time to prepare this timber (i.e. tree branches may be used for the traditional kiln, whereas the modern kiln requires the community to cut trees and prepare kindle similar to that used for wood-burning ovens and fireplaces). However, if using these new methods, it should be questioned whether the product being made could actually be considered a traditional jar or pot, as the process of its creation (intangible means) is nearly as important as the final result (ends). In this sense, national- and local-level implementing partners should be chosen carefully for a joint programme of this nature, as cultural preservation and socio-economic development should be balanced.

Concerning scalability and replication, care must also be taken to maintain the expectation of all stakeholders and beneficiaries before a programme of this nature is taken to scale. Although programme activities may result in improvements in income generation and livelihoods for target populations, the handicrafts/cultural products market is limited; thus, handicrafts/cultural products may act as supplementary income, but improvements in income and livelihoods would be limited as well. Nonetheless, it was found that programme beneficiaries were actually content in sparing time for the production of these traditional handicrafts, as it meant they were able to forego migration to

act as hired labor on nearby plantations. Through FGDs/village visits, it was learned that many individuals within the various indigenous communities were interested in maintaining a sense of independence. Thus, although handicraft production may only offer a portion of the salary provided by plantation owners, programme beneficiaries were still more interested in pursuing the former. It is evident, in this case, that CISP-supported activities may not be able to compete with the salaries provided by plantations, but they were, more importantly, able to provide a sense of economic agency and empowerment to programme beneficiaries. This positive trait should not be overlooked, as providing beneficiaries a sense of agency and empowerment is a rather important, and unexpected, cultural outcome.

Best Practices and Lessons Learned

Before considering recommendations, a brief list of lessons learned have been outlined, in an effort to highlight a number of aspects concerning the implementation of the CISP. These lessons may be considered by future joint programmes, government counterparts, and other donors, concerning the management and implementation of programmes similar to the CISP.

- **Publications:** As previously mentioned, much of the current work highlighting the cultural heritage of Cambodia concerns the temples of Angkor, with little research done on indigenous cultures and ethnic minorities. Furthermore, for programmes of this nature, activities typically revolve around training to improve the production capacity of local producers, while promoting and preserving traditional handicrafts. The CISP, however, also supported the production and publication of academic research on indigenous cultures, traditions, and languages. This work will further aid cultural promotion and preservation in Cambodia and possibly encourage both foreign and national researchers in undertaking original research.
- **Networks:** CISP-supported partnerships with RGC counterparts and national- and local-level NGOs assisted the implementation of the joint programme, while these partnerships, in effect, have created a lasting network that may continue after the programme's closing. A number of CISP-supported NGOs have already developed proposals to continue their activities with indigenous and ethnic minority producer groups, while others stated they will continue monitoring the progress of these groups. As an example, AAC (national-level NGO) will continue working with the producer groups supported by MODE and COWS (local-level NGOs), while CLA (national-level NGO) will carry on with the performing arts group from Yeak Lom. To continue dialogue, commune councils could also be encouraged to reappropriate some funds to support the cultural preservation and production of traditional handicrafts within their Commune Invest Plans. Communication at the local-level is essential when working on community development, as local government should encourage dialogue from its communities, in order to effectively incorporate needs within planning and budgeting processes.
- **External threats:** When working with traditional handicrafts made from natural resources, a strong assumption concerns the preservation of these resources. Unfortunately, many CISP-supported community groups have been affected by economic land concessions and the deforestation of their agricultural and ancestral land (i.e. agricultural land includes that used for traditional slash-and-burn farming, to support livelihood; ancestral land includes that used for traditional ceremonies and burial grounds).
- **Cultural significance:** Programmes for cultural preservation and promotion are often left with little funding by international organizations and national counterparts, as a number of priority areas must still receive strong support (e.g. health, education, socio-economic development); however, this should not be taken as an indicator to the importance of cultural preservation and promotion in Cambodia. Throughout the CISP, encouragement was provided on a daily basis by government counterparts from various ministries, not simply the MoCFA. Additionally, His Majesty the King also sent a letter congratulating the CISP on its work to promote Tampuan music through the programme's support to the Yeak Lom Art Group.
- **Governance:** As a joint programme, the CISP focused on cultural preservation and socio-economic development; however, due to the nature of the handicraft products being supported, it was also working on

natural resource conservation and community development. Furthermore, its work with national- and local-level authorities was able to build capacity and develop these institutions, especially concerning public-private dialogue, trade legislation, and proposal writing. Local-level governance should also be mentioned, as communities were encouraged—by NGOs and government counterparts—to replant natural resources and register their land, in an effort to protect against land degradation and deforestation. Registration was also encouraged for community enterprises, as two CISP-supported producer groups were able to officially register their enterprises with the MoC (e.g. Kuoy Community Handicraft Association in Kampong Thom, Community Resin Business Enterprise in Preah Vihear). Registration, of both land and enterprises, is important as it allows indigenous groups and ethnic minorities to take advantage of existing legal frameworks to help protect and preserve land and resources. One-Office, One-UN: One interesting aspect (and asset) of the CISP was the location of its office, as it was granted a room at the compound of the MoCFA, in Phnom Penh. CISP staff could easily contact and collaborate with lead ministry (MoCFA) officials, which facilitated dialogue and the organization of events and activities. The existence of a joint programme office where all staff could sit together—regardless of UN agency—also aided the coordination of activities and the daily management of the CISP. As mentioned, decisions were to be made by consensus, and if joint programme staff had been based within their respective agencies, it can easily be seen how the coordination of activities would have been hampered by the coordination of simply meeting to discuss activities (i.e. the CISP Programme Coordinator would have needed to contact other CISP staff, by phone or email, to coordinate a meeting based upon varying staff schedules, as well as procuring office space to hold a meeting). In terms of organizational development, a joint office assisted all staff in feeling as if they were part of one programme, and not simply contracted by a single UN agency, which is an important aspect when thinking about One-UN reform and actually “delivering as one”.

- Documentation: After each PMC meeting, the entire session was transcribed, printed, made into a bound book, and distributed to key stakeholders. For evaluation purposes, these PMC reports can be seen as a helpful tool to external evaluators with little or no prior knowledge of the joint programme. Reading each PMC report, in sequence, aids in understanding how activities progressed throughout the course of the programme, as well as all stakeholders’ opinions on different matters. The PMC reports not only allow external evaluators to easily understand the joint programme, but also provides adequate knowledge management for stakeholders joining the programme after its inception (i.e. this is helpful if programme staff turnover is high, or key UN staff, such as the UN Resident Coordinator or agency directors, are rotated or replaced).

V. Recommendations

First, recommendations have been outlined for the MDG-F Secretariat in New York, concerning the management and oversight of future joint programme. Recommendations were then provided for the CISP, as a whole, as well as individual UN agencies; these mainly focus on the continuation and sustainability of programme activities.

Recommendations, MDG-F Secretariat

A series of recommendations have been outlined below for the MDG-F Secretariat, along with the positive and negative counterpoints regarding the adoption of each, in order to provide a balanced picture for each proposal.

One-UN, One-Procedure

As highlighted within the findings, the financial and administrative burden placed on local-level implementing partners was quite extensive, considering that the operations of these organizations are often constrained by limited financial and human resources. Partners were asked to provide separate reports to each UN agency, albeit in a common format, prior to the disbursement of funds. Additionally, funds were not actually controlled at the level of the joint programme, as they were separately handled by each agency; in turn, causing several implementing partners to be subject to twelve different payment schedules.

The recommendation within the mid-term evaluation mentioned the lead UN agency could, in effect, care for the management and disbursement of programme funds. This would simplify the financial management of the fund for all involved, including local-level implementers, who could then submit one financial report to one unified programme, rather than separate UN agencies. This proposal is preferred due to its simplicity (i.e. funds would simply be transferred to one agency and the procedures of that agency would then be adopted); however, it is possible that certain agencies may not agree in handing over their financial autonomy to another UN organization.

It is also possible that each joint programme hold its own financial officer, autonomous from any involved agency. This option would require the building of an institution and related procedures though. Although the addition of one financial officer does not seem overly complicated, it should be considered that reporting formats would also need to be designed, as well as the actual financial management process to be followed.

Implementation Guidelines

Although the joint programme began in September 2008, implementation guidelines were only provided in July 2009. This was a major constraint as initial delays may have been more easily adjusted if programme staff were aware of the official decision-making and planning procedures. In order to avoid delays and confusion over lines of authority, implementation guidelines should be provided prior to programme inception. These guidelines should also be translated in the local language as soon as possible, in order to provide technical ministries and local programme staff with an acceptable and readily available document when they join the programme. Additionally, the programme document originally developed for the CISP did not include human and financial resources for (i) communications and advocacy, and (ii) monitoring and evaluation; however, the implementation guidelines noted that both were essential to the implementation and management of MDG-F joint programmes. As the implementation guidelines were only provided in July 2009, both the communications and M&E strategies were late in their implementation, as the CISP needed to reappportion programme funds for staff and work plans. Thus, it would be best to mention the importance in outlining communications and M&E resources and strategies within future 'Requests for Proposals'. This would inform programme designers on the importance of these two oft-overlooked management aspects.

Lines of Authority

The MDG-F should consider if its current management structure is most appropriate—i.e. the organization of a Programme Management Committee, responsible for the overall guidance of the joint programme, as well as the

appointment of a Programme Coordinator, selected by the lead UN agency. As mentioned within the MDG-F implementation guidelines, lead UN agencies should not manage the joint programme; thus, limiting the authority the Programme Coordinator has in making technical and operational decisions, as this responsibility lies with the PMC, which convenes on a quarterly basis. This structure has its limitations, if one considers that technical and operational decisions must be made on a daily basis during the inception phase. Allowing the Programme Coordinator to make technical and operational decisions may lessen the probability of delays during inception; however, this could also diminish other UN agency's sense of ownership in the process. Nonetheless, the power of decision-making would not lie solely in the hands of the Programme Coordinator, but with the entire team, which happened by default.

Recommendations, CISP and Concerned UN Agencies

As the joint programme is coming to a close, recommendations concern issues of programme continuity and sustainability; rather than drawing upon what could have been changed during programme implementation. Recommendations were provided to the CISP team, prior to the finalization of this report, and it was found that all were actually in line with the activities already conducted by the programme. The italicized sentences simply highlight the activities conducted by CISP, in line with each recommendation, in its effort to sustain its activities after the programme's closing.

Continuity and sustainability

At the time of writing, interest and complementary financing had not been obtained from other donors; thus, the joint programme will draw to a close on 31 October 2011. Thus, the continuity and sustainability of programme interventions, as well as the livelihoods of beneficiaries, are currently at jeopardy.

Without the presence of future complementary activities, each of the concerned agencies within the CISP should attempt to incorporate certain activities within their overall national strategies or programmes. If financial support is not possible, agencies should provide technical assistance to national and sub-national government counterparts or civil society organizations.

UNESCO: Currently, a national cultural policy does not exist in Cambodia. This absence allows the arts and culture sector to be at risk, as there is no high-level policy document safeguarding the cultural identity of Cambodia's Khmer majority, ethnic minorities, and indigenous groups. Additionally, by not setting goals and strategies for the arts and culture sector, there is a risk that innovations will stall in these areas and inhibit new careers, educational opportunities, and economic growth. Thus, in accordance with the joint programme's model of aligning itself to national strategies, UNESCO should continue to provide technical support to the MoCFA, regarding the formation of a national cultural policy. By looking to the conventions, national policies, and legal frameworks supported throughout the span of the joint programme, UNESCO could incorporate its CISP-related work within the design of this important policy document. This could, in essence, create possibilities for the continuity and sustainability of the cultural outputs and outcomes achieved during the joint programme. Furthermore, systematic implementation guidelines outlining the roles and responsibilities of line departments, as well as the policy's relevance to the MoCFA's current strategy, would be helpful in executing this policy. *Continuity and sustainability measures:* UNESCO held a national workshop on cultural policy, which was organized in mid-2011. The discussion during the workshop was considered fruitful, which can be seen as a possible result of the close work between the CISP team, the MoCFA, and other CISP-supported partners. As a result of the workshop, a draft cultural policy is currently being prepared.

CISP Staff: From the information obtained during interviews, it was understood that a number of local implementing partners are interested in continuing CISP-related programme activities, after the closing of the joint programme. These national- and local-level implementing partners are currently in the process of finalizing and submitting project proposals to various donors. In order to ensure these partners have the

greatest number of possibilities available, it would be helpful if CISP staff, prior to the closing of the programme, advise partners on the most relevant organizations that could provide either funding or additional contacts for funding sources.

CISP Staff: According to the Cambodia Official Development Assistance (ODA) website, administered by the Council for the Development of Cambodia (CDC), the Asian Development Bank (ADB) has initiated a development intervention in Kampong Thom, which seeks to improve income generation and local employment through the enhanced production and sale of Khmer handicrafts and locally processed foods.⁹ As a number of programme features are similar to those of the CISP, it would be possible for joint programme staff to meet with ADB programme staff to advise them on the inclusion of previously supported CISP producer groups, as these beneficiaries may need further assistance and training. *Continuity and sustainability: the CISP team met with the ADB project team during the inception of the JFPR 9156-CAM, and the ADB team invited CISP representatives to join their final inception workshop. After speaking with ADB project representatives, it was understood that CISP-supported target areas may be incorporated within the ADB project.*

This final evaluation report has demonstrated the complexity in managing and implementing a joint programme within the MDG-F Thematic Window for Culture and Development. Furthermore, it also shows the difficulty in attaining sustainability within a culture sector that is not supported by a national cultural policy. Given the lack of a coherent national framework and limited experience in implementing, monitoring, and evaluating cultural initiatives, the sustainability of the joint programme is naturally inhibited.

Furthermore, sustainability was also hampered due to the short time-frame of the joint programme; however, it should be noted that its approach created new or closer partnerships between UN agencies and RGC counterparts who had not necessarily collaborated with one another prior to its implementation. Considering the vast number of constraints and initial delays during its inception phase, the Creative Industries Support Programme was, nonetheless, able to deliver upon its expected outputs and outcomes, as well as addressing the goals set within the Thematic Window for Culture and Development.

⁹ “Improving Market Access for the Poor in Central Cambodia (JFPR 9156-CAM)” has a time-frame from 5 April 2011 to 2 March 2014, and will be implemented in Kampong Thom province, with an overall budget of US\$2.08 million.

Annex I. Preliminary Meeting (Phnom Penh) and Fieldwork Schedules

Time	Monday 12 Sept	Tuesday 13 Sept	Wednesday 14 Sept	Thursday 15 Sept	Friday 16 Sept	Thursday 29 September	Friday 30 September	Wednesday 12 October
08:00-09:00 AM		H. E. Mr. Chhiv Yiseang, Director of Studies and Internship, Royal School of Administration	H. E. Mr. Meas Sarun, Advisor to the Minister of Culture and Fine Arts		8:30 - Mr. Yem Phalla, FLD			
09:00-10:00 AM		Mrs. Ann Lund Senior UN Coordination Specialist & Ms. Mercedes San Roman Ruiz UN Coordination Officer	Ms. Femy Pinto, NTFP-EP Cambodia Facilitator	9:30 - Ms. Sarom Monory - CISP Communication Officer		H. E. Mrs. Than Theany, Secretary General of the National Commission for UNESCO	H. E. Mr. Hab Touch, Director General of Heritage (former Director General of Cultural Technique)	
10:00-11:00 AM	Mr. Seng Kuy Sron, CISP Market Network Officer	09:45 Ms. Elena Tischenko, UNDP Country Director	Mr. Seng Song, CLA Project Manager	10:30 - Mr. Men Sinoeurn, AAC Director		10:30 Mr. Vann Piseth, EDI Director	Mr. Heang Sarim, CANDO Executive Director	
11:00-12:00 AM	Mr. Min Muny - Ministry of Interior	Mr. Phillipe Delanghe, UNESCO Head of Culture Unit	Mr. Juan Pita, ACEID General Coordinator in Cambodia (DONOR)		Mrs. Anne Lemaistre, UNESCO Representative in Cambodia			

Afternoon

02:00-03:00 PM	Mr. Chuop Paris, FAO Assistant Representative	H. E. Mr. Ok Sophorn, Director General for Cultural Techniques MoCFA	Mr. Pech Pisey, CISP-UNDP Programme Manager	Mr. Tun Sophorn, ILO Coordinator in Cambodia		Douglas Broderick - United Nations Resident Coordinator	Mr. Seng Thuy, former CISP-FAO Coordinator (FAO)	2:30 - Mr. Vao Sovang, Director of the Department of R&D, OVOP National Committee
03:00-04:00 PM	Mr. Vin Laychour, Deputy Director General of Cultural Techniques, Ministry of Culture and Fine Arts	3:30 pm - Mr. Huot Bounary, Deputy Director General, MoAFF		H. E. Mr. Kong Kanthara Under-secretary of State, Ministry of Culture and Fine Arts - 3rd Floor	Mr. Seng Soth, Director of International Cultural Cooperation - Ministry of Culture and Fine Arts			
04:00-05:00 PM			H. E. Mrs. Tekreth Kamrang - Under Secretary of State, Ministry of Commerce	H. E. Mr. Ith Praing, Secretary of State, Ministry of Industry, Mines and Energy	4:30 - Mr. Seung Kimyoon, Director of CCC-4:30 PM			
		05:00 pm Mr. Bun Youdy, Legal Consultant						

Schedule of Final Evaluator CISP-MDG-F to two main Target Provinces

From 18 September - 23 September 2011

Purpose of the mission:

- Undertake a mission to Preah Vihear, Kampong Thom Province from 18 Sept to 23 September to meet with NGO Partners, Beneficiaries, and two main provincial departments in two main target provinces.

Tentative Schedule:

Date/Time	Description	Remarks
DAY 1	Sunday 18 September 2011	
08:00 AM – 03:00 PM	Traveling from Phnom Penh to Preah Vihear Province	
03:00-05:00 PM	Meeting with Mr. Bun Racy, Provincial Field Coordinator	Venue of meeting: Malup Trosek Restaurant
DAY 2	Monday 19 September 2011	
08:00-12:00 AM	Meeting with provincial departments: DoCFA, DoIME	Venue of meeting: Department Mine and Energy, Preah Vihear town
12:00-01:30 PM	Lunch	
02:00-03:00 PM	Meeting with Ponlok Khmer NGO	Venue of meeting: PK office Preah Vihear town
03:00-04:00 PM	Meeting with Farmer Livelihood Development (FLD)	Venue of meeting: FLD office Preah Vihear town

04:00-06:00 PM	Meeting with Resin Producer Groups in Prame village	Prame Pagoda, Tbeng Meanchey District, Preah Vihear Province
DAY 3	Tuesday 20 September 2011	
08:00-10:30 AM	Meeting with stone carving Producer groups of 2 villages (Krang Daung and Donma Village)	Krang Daung and Donma village, Preah Khlaing and Raksa commune, Preah Vihear Province
10:30-12:30 PM	Meeting with Handicraft Producer groups in Donma village, Raksa Commune, Preah Vihear Province	Donma village, Raksa commune, Preah Vihear Province
12:30- 2:30 PM	Travel From Preah Vihear Province to Kampong Thom Province	
04:00-05:00 PM	Meeting with Mr. Khieu Sam Oeurn, Provincial Field Coordinator	
Day 4	Wednesday 21 September 2011	
08:00AM-12:00 PM	Meeting with four main provincial departments, DoCFA, DoC, DoIME, DoAFF	CISP Office, Kampong Thom
12:00-1:30 PM	Lunch	
02:00-04:00 PM	Meeting with MODE	Venue of meeting, MODE office
04:00-06:00 PM	Meeting with COWS	Venue of meeting, COWS office
Day 5	Thursday 22 September 2011	
09:00-10:00 AM	Meeting with Cambodian Living Arts programme, dance teachers and dance students	Kompong Chheu Teal High School, Prasat Sambor district
10:00-12:00 AM	Meeting with 02 Producer Groups (Kampong Chheuteal and Sambor) at Craft Shop	Prasat Sambor Preikuk, Prasat Sambor district
12:00 PM-01:30 PM	Lunch	

01:30-03:00 PM	Meeting with 03 Producer Groups (Veal Pring Leu, Roveang and Ngorn) at Production Workshop	Veal Pring Leu village, Sandan district Cancelled due to flooding / inaccessible by road
03:00-05:30 PM	Travel back from Sandan district to Kampong Thom provincial town	
Day 6	Friday 23 September 2011	
08:00 AM- 12:00 PM	Meeting with 04 Producer Groups (Srae, Korky, Okroach and Marak Kor) at Production Workshop	Okroach village, Prasat Balang district
12:00 PM- 01:30 PM	Lunch	
02:00 PM- 05:00 PM	Travel back from Kampong Thom Province to Phnom Penh	

Schedule of Final Evaluator, CISP-MDG-F to Ratanakiri and Mondulakiri Province

From 02 October – 08 October 2011

Purpose of the mission:

- Undertake a mission to Rattanakiri and Mondulakiri Province from 02 October to 08 October to meet with NGO Partners, Beneficiaries, and four main provincial departments in these two target provinces.

Tentative Schedule:

Day 1	Sunday 02 October 2011	Remarks
07:00 AM-05:00 PM	Travel from Phnom Penh to Rattanakiri Province	
05:30-06:30 PM	Meeting Up with Mr. Chea Vuthy, Provincial Field Coordinator	
Day 2	Monday 03 October 2011	
08:00 AM-10:00 AM	Meeting with main provincial departments: DoCFA, DoC, DoIME, DoAFF	Venue of meetings: Departments' meeting rooms
10:00 AM-12:00 AM	Meet with CANDO	CANDO office, Banlung, Banlung district, Ratanakiri Province
12:00 PM-01:30 PM	Lunch	
02:00-04:00 PM	Meeting with CEDAC	CEDAC office, Banlung, Banlung district, Ratanakiri Province

04:00-06:00 PM	Meeting with Producer Group, CEDAC CISP-ILO	LaEunkren village, O'Chum commune, O'Chum district, Ratanakiri Province
Day 3	Tuesday 04 October 2011	
08:00-10:00 AM	Meeting Up with Producer Group, CANDO CISP-UNDP	Kreh village, Poy commune, O'Chum district, Ratanakiri Province Cancelled due to flooding / inaccessible by road
10:00 AM-12:00 PM	Meeting Up with Producer Group, CANDO CISP-UNDP	Kanncheung village, Poy commune, O'Chum district, Ratanakiri
12:00 PM-01:30 PM	Lunch	
01:30 PM-03:00 PM	Meeting with Producer Group, CEDAC CISP-ILO	Lalnchomka, Teun commune, Konmom district, Ratanakiri Province
03:00 PM-06 PM	Meeting with Producer Group, CEDAC CISP-ILO	Lalnsrae, Teun commune, Konmom district, Ratanakiri Province
Day 4	Wednesday 05 October 2011	
07:30 AM-05:30 PM	Meet with Jar and Pottery Producers from Kompongcham and Pakalann Villages, CEDAC CISP-ILO	Pakalann village, Pakalann commune, Veunsai district, Ratanakiri Province
Day 5	Thursday 06 October 2011	
07:00 AM-03:30 PM	Travel from Ratanakiri to Mondulkiri Province	
03:00 PM-05:00 PM	Meeting with Mr. Leng Sam Ath, Provincial Field Coordinator	

Day 06	Friday 07 October 2011	
08:00AM-10:00 AM	Meeting with main provincial departments: DoCFA, DoC, DoIME	
10:00 AM-12:00 PM	Meeting with Village Focus Cambodia	Venue of meeting at VFC office, Sen Monorom
12:00 PM-01:30 PM	Lunch	
02:00 PM-03:30 PM	Meeting Up with My Village International (MVI)	Venue of meeting: MVI office
03:30 PM-05:30 PM	Meeting Up with NOMAD-RSI	Venue of meeting: NOMAD-RSI office
Day 07	Saturday 08 October 2011	
08:00AM-10:00 AM	Meeting Up with Producer Group from... Village/District??? ??	
10:00 AM-12:00 PM	Meeting Up with Producer Group from... Village/District??? ??	
12:00 PM-01:30 PM	Lunch	
01:30 PM-06:30 PM	Travel from Mondulkiri to Phnom Penh	

Annex II. Evaluation Questions, Levels of Analysis and Criteria

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

Design level

- Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.
- a) How much and in what ways did the joint programme contributed to solve the (socio-economical, gender, cultural and environmental) needs and problems identified in the design phase as well as concerns of all stakeholders, including local communities, civil society and Government?
- b) To what extent this programme was designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines and final evaluation guidelines)
- c) To what extent joint programming was the best option to respond to development challenges stated in the programme document?
- d) To what extent the implementing partners participating in the joint programme had an added value to solve the development challenges stated in the programme document?
- e) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results?
- f) To what extend did the joint programme have a useful and reliable C&A strategy?
- g) To what extend did the joint programme have an influence over the national policy with regard to concerns of indigenous peoples?
- h) If the programme was revised, did it reflect the changes that were needed?

Process level

- Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results
- a) To what extent did the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) was efficient in comparison to the development results attained?
- b) To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?
- c) To what extent the governance of the fund at programme level (PMC) and at national level (NSC) contributed to efficiency and effectiveness of the joint programme? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?

- d) To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?
- e) What type of work methodologies, financial instruments, business practices have the implementing partners used to increase efficiency in general and in delivering as one?
- f) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have this affected its efficiency?
- g) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

Ownership in the process

- Effective exercise of leadership by the country's national/local partners in development interventions
- a) To what extent did the targeted population, citizens, participants, local and national authorities made the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?
- b) To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the joint programme?

Results level

- Effectiveness: Extent to which the objectives of the development intervention have been achieved.
- a) To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document?
 1. To what extent and in what ways did the joint programme contribute to the Millennium Development Goals at the local and national levels?
 2. To what extent and in what ways did the joint programme contribute to the goals set in the thematic window?
 3. To what extent (policy, budgets, design, and implementation) and in what ways did the joint programme contribute to improve the implementation of the principles of the Paris Declaration and Accra Agenda for Action?
 4. To what extent and in what ways did the joint programme contribute to the goals of delivering as one at country level?
- b) To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `What kinds of results were reached?
- c) To what extent did the joint programme had an impact on the targeted citizens?
- d) Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them
- e) What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

- f) To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc)
- g) To what extent did the joint programme help to increase stakeholders' (authorities/communities-civil society-NGOs) dialogue and or engagement on development issues and policies?

Sustainability: Probability of the benefits of the intervention continuing in the long term.

- a) To what extent the joint programme decision making bodies and implementing partners have undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the joint programme?

At local and national level:

- a) To what extent did national and/or local institutions support the joint programme?
- b) Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?
- c) Have operating/technical capacities, legal frameworks or other specific dynamics been created and/or reinforced to ensure continuation beyond the joint programme closure?
- d) Did the partners have sufficient financial capacity to keep up the benefits produced by the programme?
- e) To what extent has the joint programme triggered national and local dynamics that will last beyond its completion? Has the joint programme helped to establish lasting networks amongst its beneficiaries/partners?
- f) To what extent has the joint programme contributed to the building and strengthening capacity of both local partners and beneficiaries which resulted in local ownership beyond the joint programme?
- g) To what extent will the joint programme be replicable or scaled up at national or local levels?
- h) To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

SUPPLEMENTARY INFORMATION SPECIFIC TO THE CULTURE AND DEVELOPMENT THEMATIC WINDOW:

- The Terms of Reference of the Culture and Development Thematic Window clearly state that projects in favour of Culture and development were expected to result in social changes. It is not only the transformation of the culture sector that is expected from the projects, but more widely social, political and/or economic changes that were expected to emerge from the support given to culture taken as a basis for sustainable development. In addition of looking at results, the present evaluation should address the specificities of the culture sector and seek to measure the long-term effects generated by the programmes.
- a) What are the specificities of the cultural sector that have been successfully taken into account in the project?
- b) To what extent did the project contribute to build monitoring and evaluation capacities in the culture sector?

- c) What was the most relevant type of intervention (capacity building, training, etc...) with regard to “culture and development”?
- d) Were partners encouraged to look for resources to ensure the sustainability of the project? (This question concerns the sustainability of projects. Typically project interventions in the culture sector build on the notion that culture activities are subsidised either by national authorities or international cooperation.)
- e) Were all relevant stakeholders involved in the design and in the implementation of the projects? Because of lack of ownership from stakeholders other than government actors, project outcomes (new cultural facilities, new services or new arrangements) often are not transformed into sustainable impacts.
- f) What are the positive and negative unexpected outcomes of the project, and if any in which area? (This question aims at describing, identifying and measuring the project non-outputs, which are a common trait of culture and development projects).

Monitoring and Evaluation Framework

The Royal Government of Cambodia (RGC) Rectangular strategy (2006)
MDG 1 Poverty Reduction MDG 3 Women's Empowerment MDG 8 Developing Global Partnerships for Development
Outcome 2: Increased and equitable access to and utilization of land, natural resources, markets, and related services to enhance livelihoods
Outcome 3: The rural poor and vulnerable using their enhanced skills, abilities and rights to increase productivity
To support the people of Cambodia to preserve and develop their tangible and intangible cultural assets and to develop creative industries that are fair, diverse and dynamic particularly improving the position of women and minority groups in Ratanakiri, Mondulakiri, Preah Vihear and Kampong Thom provinces

	Indicators	Means of verification	Assumptions
Intangible cultural heritage are linked to economic development	Programme related to the convention on the safeguarding of intangible cultural heritage developed and implemented	Programme documents MoCFA documents and policy (proposals, reports, reviews, evaluations)	Human and financial resources will be made available Stable government
UNESCO MoCFA,	Programme on the protection and promotion of the diversity of cultural expressions developed and implemented		The Tourist industry in Cambodia remains buoyant
	Indicators	Means of verification	Assumptions
Local society developed to sector	At least 20 national and provincial government staff (at least 50% women) have increased their knowledge and skills on safeguarding intangible heritage and promoting the diversity of cultural expressions	Skills audit Training materials/reports	The political will and resources to develop and implement a programme Sufficient numbers of women working in the ministries to train
	Inscription of intangible elements on 2003 Unesco Convention heritage list has progressed	Nomination files prepared by MoCFA Cambodian intangible heritage	A sufficient number of local authorities will be available and committed to the programme

	<p>Safeguarding activities carried out</p> <p>Living Human Treasure (LHT) criteria established and adopted and at least 5 LHTs recognized</p> <p>At least 2 cultural centers conceptualized, constructed/ established and operational</p>	<p>Progress reports</p> <p>LHT documentation (training tools, reports, official text ratified)</p> <p>Cultural centers plans/ documentation</p>	<p>Availability of experts for recent conventions</p> <p>Continued RGC and development partners support to cultural centers</p>
1.2 Awareness raised about cultural diversity and indigenous peoples specificity in collaboration with national counterparts and development partners, through research and publications	<p>At least 2 research projects completed</p> <p>Dissemination of at least 2 publications</p>	<p>Research documents</p> <p>Book review</p>	Availability of experts
1.3 Traditional skills are transferred to communities by development partners and artisan techniques are used by communities	At least 10 producer groups (at least 60% women) have retrieved/refined their traditional products	<p>Training reports</p> <p>Focus group discussions/Interviews</p>	Crafts people interested in and have time to attend training

Outcome 2	Indicators	Means of verification	Assumptions
<p>Enhanced creative industries lead to improvements in livelihoods, particularly for indigenous groups and women</p> <p><i>Implementing Agency ILO, FAO</i> <i>Implementing Partners MIME, MAFF</i></p>	<p>Increased income generated from creative industries by targeted communities</p> <p>Targeted women have increased decision making power relating to the production and sales of cultural products</p>	<p>Focus group discussions & Interviews</p> <p>Focus group discussions & Interviews</p>	<p>Global economy improves</p> <p>Government policies continue to be supportive of creative industries</p> <p>RGC policies successfully promote tourism</p> <p>Compatibility of traditional life styles with increased entrepreneurial activities</p>

			Continued support for programme outcomes and strategies beyond its lifespan by other stakeholders Positive collaboration with stakeholders in the value chains
Outputs	Indicators	Means of verification	Assumptions
2.1 Fair and effective marketing networks established	Targeted communities have improved access to market information Increased sales by targeted communities Targeted women producers access marketing networks	Focus group discussions & Interviews Focus group discussions /interviews Focus group discussions /interviews	There is a significant niche market for new and improved cultural products
2.2 Organizational capacity of business development service providers is increased	Demonstrated organizational development	Organizational assessments Review of organizational documents (strategic plan, action plan, board meetings Steps taken towards accreditation by Cambodian Cooperation Committee (CCC)	Partners are willing and able to allocate time and resources to programme outcomes. Adequate business development service providers/ NGOs exist
2.3 Improved technical skills and effective business development service delivery that respect the cultural practices of entrepreneurs and other stakeholders and promote better practice of natural resource management	Gender considerations taken into account in the planning, and delivery of all business development services Development of products that draw upon cultural techniques/designs and/or natural resources	Focus group discussions/interviews Baseline/Review (focus group discussions / interviews /progress reports)	Existing micro finance products are appropriate for indigenous communities Adequate business development service providers/ NGOs exist Community forest land is not taken by private companies

	Increased marketability and commercialization At least 500 producers (60% women) benefit from services	Focus group discussions/ interviews, progress reports Progress reports, training reports, focus group discussions	
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Outcome 3	Indicators	Means of verification	Assumptions
Improved commercialization of selected cultural products and services in domestic markets <i>Implementing agency: UNDP, UNESCO</i> <i>Implementing partner: MoC, MoCFA</i>	Domestic sales of selected cultural products increased	Focus group discussions/ interviews	Selected local products are produced to the quality and quantity required by market demand Targeted localities will be accessible year round or during most of the year Continued good security allowing easy travel and transportation of goods
Outputs	Indicators	Means of Verification	Assumptions
3.1 Recommendations for trade related legislation and implementation procedures presented to MoC to support the commercialization of selected cultural products of the target group	Analysis of trade legislation and implementation completed and recommendations submitted Trade related training provided to both local authorities and relevant civil society	Trade legislation report with recommendations Training reports	RGC is receptive and responsive to programme recommendations
3.2 Guidelines established and piloted to enable provincial public-private sector consultation to improve commercialization of cultural products	Provincial public - private consultation guidelines developed reflecting local needs Consultation guidelines piloted in at least 1 province	Consultation process reports Provincial public- private guidelines Provincial public-private consultation minutes/report	A productive relationship exists between the MoC and the CISP programme CISP programme can meet the expectations of the MoC
3.3 Sales and promotion/ market access activities implemented for selected cultural products and services	Strategy to strengthen links between tourism and selected cultural products developed and implemented	Strategy document, progress reports Strategy documents, NGO progress reports	Supply can meet market demand Trade legislation weaknesses addressed punctually

	Sales and promotion strategies developed and implemented by partner NGOS		
	Selected cultural products promoted	Reports	
3.4 Official certification introduced to promote cultural products/services	Consultations initiated with government and handicraft sector partners	Consultation report	Willingness and commitment of the national institutions
	Certification system jointly developed and adopted based upon defined criteria	Seal of Excellence documentation with criteria	Productive collaboration between national institutions and development partners
	Certification system implemented	Reports	Time frame is adequate