

Country Name	Project on Improvement of Local Government Administration (PILAC)
Cambodia	

I. Project Outline

Background	<p>The Cambodia Government promoted the decentralization and deconcentration (D&D) reform, for which Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans (Organic Law, 2008) was prepared. The decentralization and transfer of functions to Sub-National Administrations was expected, but the capacity development of officials at the provincial and district level was limited. Also, the capacity of officials in General Department of Local Administration (GDLA) of Ministry of Interior (MOI), the implementing body of the reform, needed to be strengthened to manage the training to provincial and district officials for improving the knowledge of local administration and newly introduced the Organic Law.</p>																	
Objectives of the Project	<p>1. Overall Goal: Human resource involved in local administration will be developed through training. 2. Project Purpose: (1) Officials of GDLA will improve the capacity of training management. (2) Officials in charge of local administration at national level and provincial level will improve the knowledge of local administration. 3. Assumed steps for achieving the project goals¹: (1) GDLA Task Force is formed; (2) core trainers of GDLA Task Force and provincial trainers of model provinces are trained; (3) All of GDLA officials are trained by core trainers; (4) GDLA manages trainings for (i) selected central ministry officials, (ii) provincial governors and vice governors, (iii) selected provincial and district officials, and (iv) provincial councilors and senior council personnel; (5) The trainees (i)-(iv) improve their understanding of D&D policy and local administration; (6) Provincial trainers at all provinces are trained by GDLA, and the provincial trainers train provincial and district officials.</p>																	
Activities of the project	<p>1. Project site (Model provinces): Phnom Penh, Kampong Cham, Siem Reap, Battambang, Sihanoukville 2. Main activities: Situation surveys, Formation of GDLA Task Force, Trainers Training (TOT), Conduct of training, Monitoring and evaluation of training 3. Inputs (to carry out above activities)</p> <table border="0"> <tr> <td>Japanese Side</td> <td colspan="2">Cambodia Side</td> </tr> <tr> <td>1. Experts: 9 persons (75.59MM)</td> <td colspan="2">1. Staff allocated: more than 13 persons including GDLA Task Force members</td> </tr> <tr> <td>2. Trainees received : 39 persons (counterpart training in Japan)</td> <td colspan="2">2. Land and facilities: project office, electricity, water supply</td> </tr> <tr> <td>3. Equipment: PCs; software; printers; audio-visual equipment for training; photocopier; etc.</td> <td colspan="2">3. Others: office space and necessary furniture; cost for utilities</td> </tr> <tr> <td>4. Others: Cost for training and workshops/seminars; translation fees</td> <td colspan="2"></td> </tr> </table>			Japanese Side	Cambodia Side		1. Experts: 9 persons (75.59MM)	1. Staff allocated: more than 13 persons including GDLA Task Force members		2. Trainees received : 39 persons (counterpart training in Japan)	2. Land and facilities: project office, electricity, water supply		3. Equipment: PCs; software; printers; audio-visual equipment for training; photocopier; etc.	3. Others: office space and necessary furniture; cost for utilities		4. Others: Cost for training and workshops/seminars; translation fees		
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Project Period	January 2007 to January 2010	Project Cost	383 million yen															
Implementing Agency	General Department of Local Administration (GDLA) of Ministry of Interior (MOI)																	
Cooperation Agency in Japan	Local Administration Bureau and Local Autonomy College of Ministry of Internal Affairs and Communications; City of Higashi Hiroshima; Hiroshima University																	
Related Projects	<p>-Japan's cooperation: "Local Government Administration for Cambodia" (Country-focused Training Course, 1999-2003); Capacity Development of Provincial Rural Development in Northeastern Provinces (Technical Cooperation, 2007-2011); "Urban Planning Management Advisor for the Municipality of Siem Reap" (Individual Expert, 2008-2010); "The Project for Capacity Development for Implementing the Organic Law at Capital & Provincial Level" (Technical Cooperation, 2010-2015) -Other donors' cooperation: Administration Reform and Decentralization Project (GTZ); Commune Council Development Project II (ADB); Project to Support Democratic Development through Decentralization and Deconcentration (UNDP, SIDA, DfID); assistance in formulation of the National Program (World Bank); District Strategic Development Planning (UNCDF); dispatch of advisors in governance (EC-UNDP); other capacity development activities by UNDP, France, USAID; etc.</p>																	

II. Result of the Evaluation

1 Relevance
<p>This project has been highly relevant with Cambodia's development policy "Promoting decentralization for improving public services and human resource development for local administration" as set in Rectangular Strategy (2003-2008), Strategic Framework for Decentralization and Deconcentration Reforms (2005), and National Program for Sub-National Democratic Development (NP-SNDD²), development needs, "capacity development of provincial and district officials for implementing local administration reform and of GDLA officials for training management", as well as Japan's ODA policy "improvement of public service" as set in Country Assistance Program to Cambodia (2002) and JICA's Country Implementation Plan (2006). Therefore, relevance of this project is high.</p>
2 Effectiveness/Impact

¹ Reviewed at the time of the ex-post evaluation.

² NP-SNDD was formulated as a 10-year national program (2010-2019) for promoting D&D and has 5 program areas including (1) Sub-National Administration Organization Development, (2) Human Resources Management and Development Systems, (3) Transfer of Functions, (4) Budget, Financial and Asset Management Systems, and (5) Support Institutions for D&D.

The project has achieved the project purpose at the time of completion. The training management capacity of GDLA staff, as well as the capacity and knowledge on the Organic Law, related guidelines, rules and regulations of officials in charge of local administration at the national and provincial level including councilors and executive officials of the model provinces were improved.

At the time of ex-post evaluation, GDLA has no explicit mandate of the training on local administration and the Organic Law. The succession of the roles and responsibility of GDLA Task Force³, which was formed by gathering selected members across the boundary of departments under GDLA and was dissolved after the project completion, was failed in the transition period of D&D reform. Currently training management on local administration is performed by the Department of Personnel and Vocational Training (DPV) and the Department of Local Administration (DOLA) under GDLA, but it does not solely focus on the district/provincial officials' knowledge about D&D policy and local administration.

As a consequence, the overall goal "Human resource involved in local administration will be developed through training" has been achieved at a limited level. GDLA has not conducted the project developed TOT for provincial trainers in both model provinces and other provinces since the project completion. Although GDLA has conducted TOT as activity under Sub-Program 2(SP2) of Implementation Plan 3 (IP3)⁴, the training focus is limited on institutional development rather than the legal and institutional framework of D&D reform and the training has not covered all provinces. Some GDLA core trainers have participated in the TOT under SP2/IP3 and the DPV's trainings for newly-employed civil servants as trainers and partly utilize the skills and knowledge from the project, e.g. the knowledge of Organic Law and other related regulations, as well as its training materials, modules and curriculum with some adjustments.

Among the model provinces, Siem Reap proves to be the best model province in continuing the training activities and training management capacity regarding local administration and the Organic Law. Key contributing factors include leadership of the provincial governor, utilization of the human resource (core trainers and provincial trainers) trained by the project, and the high budget priority given to the capacity development. In 2010, the governor issued a decision to establish the provincial committee on training management to all civil servants, and the training has been regularly conducted⁵ by applying the project developed curriculum that was updated following the approved Organic Law and regulations. In contrast, continuation of the project effect was not found in Battambang and Phnom Penh, due to budget constraint and lack of commitment of the top management.

In light of the above, effectiveness/impact of the project is fair.

Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) (1) Officials of GDLA will improve the capacity of training management. (2) Officials in charge of local administration at national level and provincial level will improve the knowledge of local administration.	(Indicator 1-1) GDLA Task Force is able to manage the training by themselves. (Indicator 1-2) Training management of GDLA is evaluated at more than 8 out of 10 (full grade) in the evaluation system.	(Project Completion) Self-evaluated as "able to manage training by themselves without support". (1-1) Self-evaluation: 2.8 against full grade of 3.0, and (1-2) average score: 8.7 (against the target of 8) (Ex-post Evaluation) According to the former project director and core trainers, GDLA is still able to manage the training by themselves. The former core trainers have participated in the training activities under SP2/IP3 and in the trainings for newly-employed officials as trainers and partly utilize the knowledge and tools developed by the project.
	(Indicator 2-1) The average grade of satisfaction of trainees is more than 8 out of 10 (full grade) in the evaluation system. (Indicator 2-2) Knowledge on local administration of officials improves.	(Project Completion) Knowledge of the Organic Law, related guidelines, rules and regulations were improved. (2-1) average score of 8.67 (against the target of 8), and (2-2) average improvement level: 31.6%. (Ex-post Evaluation) n.a. (The project developed trainings on D&D policy and local administration do not continue after the project completion.)
(Overall goal) Human resource involved in local administration will be developed through training.	(Indicator) The number of provincial and district officials trained under the newly developed training system for local administration.	(Ex-post Evaluation) GDLA continues the management of trainings on local administration for GDLA officials and provincial councilors and officials under sub-program 2 of IP3. However, The current TOT under SP2/IP3 for national and provincial trainers has different training focus and only covers in 24 provinces.

Source : Project Completion Report, Terminal Evaluation Report, Interviews with counterparts

3 Efficiency

While the inputs were mostly appropriate for producing the outputs of the project, and the project period was within the plan (ratio against the plan: 100%), the project cost was higher than the plan (ratio against the plan: 128%) because the number of experts increased, and the cost for training and workshop/seminars, which was not planned at the time of ex-ante evaluation, also increased. Therefore, efficiency of the project is fair.

4 Sustainability

The project is still given importance under the policy framework of NP-SNDD (2010-2019) and its IP3/ SP2 carried out by MOI. Institutionally, there is no change in organizational structure of GDLA, expect the dissolution of the project's Task Force. Trainings on local administration are maintained under SP2/IP3 as mentioned in effectiveness/impact, but it is observed that GDLA has no clear organizational mandate for training on D&D policy and local administration focused in the project. The technical capacity of the core trainers has been improved by learning by doing and by sharing among their colleagues. According to the interviews, they have constantly provided training and updated their knowledge to catch up with the changes in

³ GDLA Task Force was responsible for training management including development, implementation and monitoring and evaluation of trainings on D&D policy and local administration by core trainers/provincial trainers using training materials. The former Task Force members returned to their original departments or changed the positions and responsibilities after the project.

⁴ IP3 is a 3-year further elaborated implementation plan (2011-2013) in order to achieve the 10-year NP-SNDD. IP3 consists of six Sub-programs, among which SP2 focuses on institutional and human resources capacity development for Sub-National Administrations.

⁵ All training activities have been supported by the provincial budget in "three-year rolling of provincial investment".

the relevant laws and regulations for local administration. The former project director hopes their skills would be maintained, however, there is no clear institutional setup at GDLA to maintain the skills. The training for local administration is currently carried out by budget of IP3 and by national budget of MOI. IP3 will be completed in 2014, and no information about the successor funding sources is provided.

At the provincial level, Siem Reap province has clear organizational structure and mandate of the trainer team, effective plan to implement the trainings on local administration and the Organic Law, and own provincial budget for the next three years (2014-2016), while no such setting were found in Battambang and Phnom Penh.

As there are uncertainties in institutional, technical and financial aspects, sustainability of the project effect is fair.

5 Summary of the Evaluation

This project has achieved the project purpose of (1) Officials of GDLA will improve the capacity of training management and (2) Officials in charge of local administration at national level and provincial level will improve the knowledge of local administration, at the time of project completion. However, at the time of ex-post evaluation, overall goal has been achieved at a limited level, as the mandate of GDLA for capacity development on D&D policy and local administration is not clear, and the project's contribution to the current training activities is limited. As for sustainability, there are uncertainties in terms of institutional, technical and financial aspects as a result of the unclear mandate of GDLA and future budget resource after the completion of IP3. For efficiency, the project cost slightly exceeded the plan.

In the light of above, this project is evaluated to be partially satisfactory.

III. Recommendations & Lessons Learned

Recommendations to implementing agency:

1. MOI should set up a clear organizational structure under GDLA through a regulation aiming unified management of trainings for Sub-National Administrations, such as establishment of managerial or administrative posts with mandate and responsibility for the training management across the departments under GDLA. Such organizational body at GDLA should also be responsible for updating the project developed curriculum and manuals and enhancing future expansion to the sub-national level.
2. MOI should plan and allocate budget for the training on local administration in the long-run perspective. The utilization of the project outputs, e.g. the core trainers' knowledge on D&D policy and local administration, is not sufficient as it is partly continued under the trainings with different focus including SP2/IP3, which also has the limitations in implementation period and budget.
3. MOI should study or conduct the analysis on the best practice in model provinces for sustainable implementation of the trainings on D&D policy and local administration in addition to addressing the budget allocation issue. Such analysis will help MOI, which does not conduct monitoring after the project completion, to search key information to sustain the project effects in on-going activities. Indeed, Siem Reap province clearly shows that the sustainable implementation of the trainings can be achieved by integration into provincial planning and budget.

Lessons learned for JICA:

1. When a project forms a new Task Force for the project, it should make sure the Task Force function would be institutionalized as regular work of its members. Such institutionalization failed in the project. This failure undermined the sustainability of the project effects including establishment of GDLA's mandate to provide trainings for D&D policy and local administration and increasing the number of officials who gain the knowledge at the national and provincial levels.
2. For securing sustainability of the training system introduced by a project, it is desirable that the training contents/activities would be continued independently rather than be entrusted to other development assistance programs. The project's effects are utilized partially as trainings under IP3 have different focus from the project. Also, in consideration of the fact that development assistance programs have limited budget and period of cooperation, the national ownership should be strengthened for ensuring clear organizational structure, budget allocation and self-efforts to maintain or make adjustment to the project developed training activities.



“Top Management Seminar on Decentralization and Leadership Towards Local Needs and Changing Society” conducted under the succeeding JICA project⁶ (2013)

⁶ Technical Cooperation “The Project for Capacity Development for Implementing the Organic Law at Capital & Provincial Level” (2010-2015)