

Country Name	The Project for Capacity Development for Implementing the Organic Law at Capital and Provincial Level
Kingdom of Cambodia	

I. Project Outline

Background	<p>The Royal Government of Cambodia was promoting decentralization and deconcentrating (D&D) reform, for which “Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans (Organic Law)” (2008) was formulated. The law defined that provincial councilors and administrative staff were responsible for formulation, implementation, and monitoring of the provincial five-year development plan (CPDP) and the capital and provincial three-year rolling investment program (CPIP). Although JICA provided technical cooperation through “Project on Improvement of Local Administration (PILAC)” (2007-2010) to enhance the training management capacity of government staff for strengthening local administration management, there was still need for development of capacity of local administration at capital and provincial level on formulation and management of the CPDP and CPIP.</p>												
Objectives of the Project	<p>The project, known as PILAC2, aimed to establish capacity of local administration at capital and provincial level to formulate and manage¹ CPDP and CPIP in Cambodia through (i) identification of issues on human resource development and countermeasures in relation to local administration management and human resource development by National Committee for Sub-National Democratic Development (NCDD) Secretariat (NCDDS) headed by the Ministry of Interior (MoI), (ii) structuring of operational procedures and practices related to formulation and management of CPDP and CPIP at capital and provincial level by NCDDS, and (iii) systematical enhancement of the capacity of capital and provincial councilors and relevant officers to implement local administration management to formulate and manage CPDP and CPIP by Sub-National Administration Capacity and Human Resource Development Office (SCHRDO)/Policy Analysis and Development Division (PADD) and supporting agencies², thereby operationalizing a strategic system to formulate and manage CPDP and CPIP at capital and provincial level with stronger ownership aiming at improving socio-economic situation.</p> <ol style="list-style-type: none"> Overall Goal: A strategic system to formulate and manage 5-year development plans and 3 year rolling investment programs are operationalized at capital and provincial level with stronger ownership aiming at improving socio-economic situations. Project Purpose: Capacity of local administration at capital and provincial level to formulate and manage 5-year development plans and 3-year rolling investment programs is established. 												
Activities of the Project	<ol style="list-style-type: none"> Project Site: Cambodia Main Activities: (i) Implement human resource development program for senior officials at capital and provincial level. (ii) Refine guidelines on CPDP and CPIP; revise manual on CPDP and CPIP and finalize the manual based on the guidelines; problem finding survey on the formulation and management of CPDP and CPIP. (iii) Prepare training package; prepare, implement, and evaluate training management for the revised training manuals; develop training curriculum for the revised training manuals; prepare, implement and evaluate operation and management of CPDP and CPIP training; prepare, implement, and evaluate TOT on CPDP and CPIP; implement CPDP and CPIP training and finalize the training package. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Cambodia Side</td> </tr> <tr> <td>1. Experts: 5 persons</td> <td>1. Staff Allocated: 27 persons from NCDDS</td> </tr> <tr> <td>2. Trainees Received: 25 persons</td> <td>2. Land and Facilities: project office in NCDDS</td> </tr> <tr> <td>3. Equipment: Office equipment, etc.</td> <td>3. Local Cost: utilities for project office, etc.</td> </tr> <tr> <td>4. Local Cost: Cost for training activity and local staff, etc.</td> <td></td> </tr> </table> 			Japanese Side	Cambodia Side	1. Experts: 5 persons	1. Staff Allocated: 27 persons from NCDDS	2. Trainees Received: 25 persons	2. Land and Facilities: project office in NCDDS	3. Equipment: Office equipment, etc.	3. Local Cost: utilities for project office, etc.	4. Local Cost: Cost for training activity and local staff, etc.	
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Project Period	March 2010 - March 2015	Project Cost	(ex-ante) 420 million yen, (actual) 445 million yen										
Implementing Agency	Sub-National Administration Capacity and Human Resource Development Office (SCHRDO)/Policy Analysis and Development Division (PADD) ³ , National Committee for Sub-National Democratic Development Secretariat (NCDDS)												
Cooperation Agency in Japan	None												

II. Result of the Evaluation

< Special Perspectives Considered in the Ex-Post Evaluation >

- To verify the Project Purpose Indicator 3, namely, “capital and provincial councils are able to monitor and analyze the changes of basic regional socio-economic situations for CPIP in capital and all provinces,” we used the following interpretation made in the mid-term review and the terminal

¹ “Manage” means “Monitor and evaluate” according to the project framework.

² Selected government officials of General Department of Local Administration of Ministry of Interior, Ministry of Planning, Ministry of Economy and Finance, NCDD Sub-Committee on Sub-National Plan and Sub-Committee on Financial and Fiscal Affairs.

³ The initial implementing agency was Capacity Development and Information Unit of NCDDS. It was changed to SCHRDO/PADD due to restructuring of NCDDS in early 2012.

evaluation of this project that one could assume a certain achievement this indicator if a monitoring system is in place, that is, if “Monitoring Strategy of CPDP (2014)” is available.

- Continuation status of the training system developed as part of the project’s Outputs shall be confirmed as Supplementary Information to assess continuation of effects of the project.

1 Relevance

<Consistency with the Development Policy of Cambodia at the Time of Ex-Ante Evaluation and Project Completion>

At the time of ex-ante evaluation, the project was consistent with the “Rectangular Strategy for Growth, Employment, Equity and Efficiency of the Royal Government of Cambodia” (2009-2013) announced in 2008 in that good governance was regarded as the core strategy, and public administration reform including D&D, which includes implementation of the Organic Law, was one of the four major reform areas under good governance. At the time of project completion, the project was consistent with the “National Program for Sub-National Democratic Development (NP-SNDD)” (2010-2019) and the “Second Three-year Implementation Plan of NP-SNDD (IP3-II)” (2015-2017) in terms of strengthening of system of D&D and capacity of stakeholders at provincial level.

<Consistency with the Development Needs of Cambodia at the Time of Ex-Ante Evaluation and Project Completion >

This project was consistent with the needs for development of capacity of local administration at capital and provincial level on formulation and management of the CPDP and CPIP as mentioned stated in “Background” above (No information sources report drastic changes in project context that would have declined the needs for the project during the implementation period).

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan’s Country Assistance Program for the Kingdom of Cambodia (2002), which included “strengthening of good governance” under one of the four priority areas (“Sustainable economic growth and realization of a stable society”).

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the time of Project Completion>

The Project Purpose was achieved by the time of project completion. The capital and all the provinces formulated the first CPDP and CPIP in 2011 (Indicator 1), and most of them revised CPIP every year (Indicator 2). The monitoring strategy for CPDP was also formulated in the capital and all provinces, which could be regarded as an indication of the enhanced monitoring capacity of each local administration (Indicator 3).

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have partially continued to the time of ex-post evaluation. The formulation of the second CPDP and CPIP as well as the annual revision of CPIP took place in the capital and all provinces, based on the requirement of the Organic Law as well as the “Policy on Planning System at Sub-National Level” (December 2014) (hereafter called “Planning Policy 2014”). However, the training system developed under this project has not been operational so far since, according to NCDDS, training on CPDP is necessary only at the beginning of the five-year mandate period (i.e., when the new councilors are elected; the next time will be 2019), and training on CPIP is not necessary as the guideline of the Planning Policy 2014 provides guidance on formulation of CPIP. Moreover, as discussed later, the training is a responsibility of the Ministry of Planning (MoP), not Mol as this project expected, under the Planning Policy 2014.⁴

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal was achieved by the time of ex-post evaluation. As stated above, the capital and all provinces formulated the second CPDP and CPIP in 2015 (Indicator 1) and have revised CPIP every year (Indicator 2). Also, the capital and all provincial councils have prepared the monitoring reports annually based on CPIP (Indicator 3).

<Other Impacts at the time of Ex-post Evaluation>

No negative impacts of the project were observed. As a potential positive impact on gender, there is a planning development processes, which requires to promote more women to get involved in the process.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results
(Project Purpose) Capacity of local administration at capital and provincial level to formulate and manage 5-year development plans and 3-year rolling investment programs is established.	Indicator 1: CPDP and CPIP are formulated by capital and all provinces.	Status of the Achievement: achieved (continued) (Project Completion) The first CPDP and CPIP were formulated by the capital and all provinces in 2011. (Ex-post Evaluation) *See Indicator 1 of the Overall Goal.
	Indicator 2: CPIPs are revised by capital and all provinces every year.	Status of the Achievement: mostly achieved (continued) (Project Completion) The first CPIP (2011) were revised in both 2012 and 2013 by the capital and 17 provinces out of 20 collected answers of PILAC2 survey (the number of provinces in Cambodia was 24). (Ex-post Evaluation) *See Indicator 2 of the Overall Goal.
	Indicator 3: Capital and provincial councils are able to monitor and analyze the changes of basic regional socio-economic situations for CPIP in capital and all provinces.	Status of the Achievement: partially achieved (partially continued) (Project Completion) “Monitoring strategies of CPDP (2014)” was not completed by the time of project completion. Nevertheless, the capital/all provinces formulated the monitoring strategy based on CPDP, while it did not have any physical record

⁴ We do not discuss this issue under Relevance, as the adoption of the Planning Policy 2014 had not been revealed at the time of project completion. By around 2017, it became clear that MoP would be in charge of the training.

		since it was in annual meeting materials. (Ex-post Evaluation) The capital and all provinces formulated the monitoring strategy of CPDP 2015-2019, which is written in the CPDP.
(Overall Goal) A strategic system to formulate and manage 5-year development plans and 3 year rolling investment programs are operationalized at capital and provincial level with stronger ownership aiming at improving socio-economic situations.	Indicator 1: 5-year development plan (CPDP) and 3-year rolling investment program (CPIP) at capital and all provincial level are formulated according to guidelines in capital and all provinces even after the 2nd election in 2014.	(Ex-post Evaluation) achieved Following the requirement of the Organic Law as well as the Planning Policy 2014, the capital and all province formulated the second CPDP and CPIP in 2015.
	Indicator 2: 3-year rolling investment program (CPIP) at capital and provincial level are being revised in capital and all provinces.	(Ex-post Evaluation) achieved The capital and all provinces have revised CPIP every year.
	Indicator 3: Capital and provincial councils continue to monitor and analyze the changes of basic regional socio-economic situation in capital and all provinces.	(Ex-post Evaluation) achieved The capital and all provincial councils have prepared the monitoring reports annually based on CPIP which is updated every year.

Source: Terminal Evaluation Report; interview and questionnaires to MoI/NCDDS

3 Efficiency

The project cost slightly exceeded the plan, while the project period was as planned (ratio against the plan: 106% and 100%, respectively). The Outputs of the project were produced as planned. Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

The government established the support policy and system for D&D and implementation of the Organic Law with the three important policy and national program, namely, NP-SNDD, the “Third Three-year Implementation Plan of NP-SNDD (IP3-III)” (2018-2020), and the Planning Policy 2014. However, as already mentioned, this policy does not support the training system developed by the project in the same way as it was expected. Also, while the D&D policy is to decentralize planning management to sub-national administration, it seems the Planning Policy 2014 is giving the responsibility for capacity development of sub-national administration in planning back to the Ministry of Planning (MoP) (principally responsible for national planning) rather than MoI, which is contradicting to the D&D concept.

<Institutional Aspect>

NCDDS continues to be the national focal point for CPDP and CPIP. There have been no structural changes in NCDDS since project completion, and three staff members are assigned to Sub-National Administrative Finance and Planning Office under PADD of NCDDS, which coordinates and organizes policies and legal documents related to CPDP and CPIP. According to NCDDS, this number is not yet sufficient to fulfill the organizational roles. NCDDS is seeking for those who have skills and experiences,⁵ and is developing the staff’s capacity through training.

Regarding the training system on CPDP and CPIP, however, it was not transferred to the newly established Training Department of MoI as recommended by the terminal evaluation of this project; instead, under the Planning Policy 2014, MoP assumes the responsibilities for such training. Since the next (third) CPDP is to be formulated in 2019, it is not clear whether and in what way MoP plans to conduct the training related to CPDP/CPIP.

<Technical Aspect>

Although concrete information was not available, it is considered that the capital and provinces are more or less capable of formulating/revising CPDP/CPIP given the fact that they could formulate the second CPDP and CPIP in 2015 and have revised CPIP since then. At NCDDS, as well, the staff seems to have a certain degree of capacity to coordinate the planning work of sub-national administration. However, most of the staff trained under this project have been transferred to different organizations/institutions. As NCDDS considers that the staff’s skill and knowledge are limited, it is managing to develop their capacity through training related with laws, regulations, etc. The guidelines and other materials developed under this project is no longer used, but they were updated to the current guidelines of the Planning Policy 2014.

<Financial Aspect>

No special budget is required for NCDDS to fulfill the role of the national focal point for CPDP and CPIP. Regarding the training on CPDP and CPIP, due to the situation explained above, NCDDS/MoI does not allocate budget for the training on CPDP and CPIP in 2015 and 2016. As for 2017, USD11,990 was funded from SIDA and there was new budget allocated to MoP for the Planning Policy 2014, but they were not for the training on CPDP/CPIP and detailed information was not available.

<Evaluation Result>

Therefore, the sustainability of the effects through the project is fair.

5 Summary of the Evaluation

The project achieved the Project Purpose of establishing the capacity of local administration to formulate and manage CPDP/CPIP by the time of project completion. The Overall Goal has been achieved as CPDP/CPIP have been worked on by the capital and all provinces to the time of ex-post evaluation, while it is not clear whether the training on planning will continue. Regarding the sustainability, problems were found on the policy, institutional, technical, and financial aspects mainly due to some contradiction between the Planning Policy 2014 (that stipulates CPDP/CPIP formulation and management) and the D&D policy. Nonetheless, NCDDS is continuously functioning as the national focal point for CPDP/CPIP. As for the efficiency, the project cost slightly exceeded the plan. Considering all of the above points, this project is evaluated to be satisfactory.

⁵ NCDDS is a temporary organization, it does not have rights to recruit staff directly. Therefore, NCDDS always requests staff from MoI but no staff volunteer to work with NCDDS where the work is not their core works. As result, NCDDS keeps requesting staff and never has enough staff.

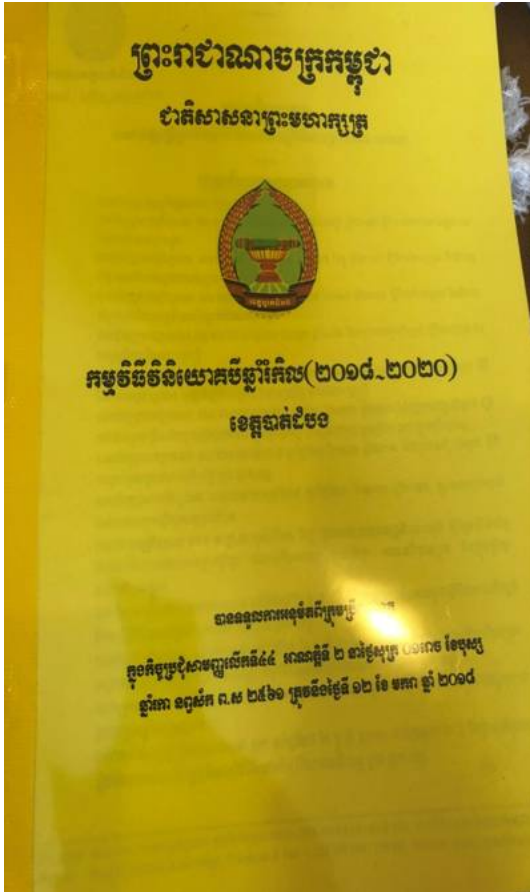
III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

The Ministry of Interior and NCDD Secretariat should seek for a way to coordinate with MoP as soon as possible so that the training related to the formulation of the next CPDP in 2019 would be conducted in a way that is fully aligned to the D&D concept, based on which this project helped establish the system of sub-national planning. For this purpose, NCDD Secretariat could consider coordination with an on-going JICA technical cooperation project “Project for Capacity Development on Training Management for Strengthening Sub-National Administrations” (2017-2022) implemented by Training Department of MoI.

Lessons Learned for JICA:

When we follow up a completed project related with any sector or issues, we should make sure that the policy of the country of that sector is in place, otherwise, the sustainability is not fully ensured like this project. In case of this project, the training (on sub-national planning management) was transferred to another Ministry which was different from the expectation at the formulation stage.



CPIP (2018-2020), Battambang province



CPIP (2018-2020), Banteay Meanchey province