

# Project to Support Leading the Way for Gender Equality Programme (PSLWGEP)

Project Final Evaluation Report

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December 2020

Implemented by



Supported by



Project Details		Project Milestones	
Project Title	Project to Support Leading the Way for Gender Equality Programme (PSLWGE)		
Project ID:	00095079		
UNDP Atlas Business Unit: Award ID: Project ID:	KHM10 00088397 00095079	Project Document Signature Date:	22.02.2018
Country/ Countries:	Cambodia	Date Project Manager Hired:	N/A
PSLWGE Operational Programme or Strategic Priorities/ Objectivities	Key expected results: * <i>More effective institutionalization of gender policies across government, and more effective performance of Gender Machinery to lead gender equality mainstreaming with inclusion of disadvantaged groups of women and girls.</i> * <i>Behavioural change in favour of gender equality is promoted among the public and young Cambodians</i> * <i>Measures to increase number of and capacities of women in decision making positions and strengthened feminist leaderships are agreed and implemented</i>	Terminal Evaluation Completion Date	28.02.2021
Implementing Partner	Ministry of Women's Affairs		
Project Financial Information			
Project	USD million		
UNDP Contribution:	945,522.80		
Sida	1,103,106.00		
Total Project Funding	2,048,629.00		

## List of Acronyms and Abbreviations

CDF	Capacity Development Framework
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CNCW	Cambodian National Council for Women
CSO	Civil Society Organisation
DFAT	Department of Foreign Affairs Australia
FGD	Focus Group Discussion
GDCC	Government-Development Partner Coordination Committee
GMAG	Gender Mainstreaming Action Groups
GMAP	Gender Mainstreaming Action Plan
MoCS	Ministry of Civil Service
MoEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sport
MoFAC	Ministry of Fine Art and Culture
MoWA	Ministry of Women's Affairs of Cambodia
MTE	Mid-Term Evaluation
M&E	Monitoring and Evaluation
NCDD	National Committee for Sub-National Democratic Development
NGO	Non-Governmental Organisation
PSLWGE	Project to Support the Leading the Way for Gender Equality
RBM	Results Based Management
RGC	Royal Government of Cambodia
RSA	Royal School of Administration
RULE	Royal University of Law and Economics
RUP	Royal University of Phnom Penh
SDGs	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
ToR	Terms of Reference
TWGG	Technical Working Group on Gender
TWGG-WLG	Technical Working Group on Women, Leadership and Governance
UC	University of Cambodia
UNDP	United Nations Development Programme
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

## Executive Summary

The Royal Government of Cambodia (RGC) has carried out gender mainstreaming in national policies, plans and programs. As highlighted in the Rectangular Strategy III for Growth, Employment, Equity and Efficiency and National Strategic Development Plan (2014- 2018), gender remains a priority for the RGC, particularly in such areas as: 1) Women Economic Empowerment; 2) Legal Protection of Women and Girls; 3) Women`s Participation in Decision Making in the Public Sector and Politics and 4) Mainstreaming Gender across all key sectorial programs and policies.

Following 15 years of broad institutional support and technical assistance for gender equality in Cambodia, UNDP continues to support the Ministry of Women's Affairs of Cambodia (MoWA) in strengthening its capacity to fulfill its mandate of coordinating and monitoring gender mainstreaming. Since its establishment in 1996, the Ministry has achieved considerable success in making gender equality an increasingly prominent policy-making factor in Cambodia. MoWA has been actively involved in the formulation of the country's important policy and planning documents. Progress has been made through the establishment and strengthening national mechanisms for gender mainstreaming, including the establishment of the Cambodian National Council for Women (CNCW), Technical Working Group on Gender (TWG-G) as part of the Government-Development Partner Coordination Committee (GDCC) and establishment of Gender Mainstreaming Action Groups (GMAGs) in engaged line ministries. MoWA presides over the Technical Working Group on Gender (TWG-G) that regularly brings together different government sectors, civil society and the donor community for information sharing, discussions, and monitoring gender-related issues and progress.

In 2016, MoWA developed the “Leading the Way for Gender Equality” Programme. The overall objective of the “Leading the Way for Gender Equality” Programme is to develop an enabling environment for GE, women’s empowerment and feminist leaderships in Cambodia through enhanced capacities of the Gender Machinery. UNDP and the Government of Sweden, through the Embassy of Sweden, provide financial and technical support to MoWA to implement the LWGE Programme through the Project entitled Support Leading the Way for Gender Equality Programme (PSLWGEP).

The PSLWGEP is focused on three components or outcomes:

- 1) More effective institutionalisation of gender policies across government, and more effective performance of Gender Machinery to lead gender equality mainstreaming with inclusion of disadvantaged groups of women and girls;
- 2) Promotion of behavioural change in favour of gender equality among the public and young Cambodians; and
- 3) Increased number of and capacities of women in decision making positions and strengthen feminist leadership.

PSLWGEP was implemented from April 2017 until December 2020. This final evaluation has been commissioned jointly between the Ministry of Women’s Affairs and UNDP to assess management actions following the recommendations from the mid-term evaluation conducted in 2019 and to look back over the life of the project to appraise progress towards the achievement of the objectives and outcomes and as specified in the Project Document. In particular, the evaluation will evaluate the impact of the project and the sustainability of results.

Due to travel restriction and challenges in international travel, this evaluation was conducted as a home-based desk review with remote consultations and interviews. This evaluation report synthesises the analysis from the desk review, qualitative and quantitative data and stakeholder interviews.

## **Data Analysis by Outcome Areas**

Overall, the design of the programme is sound. However, it is overly ambitious, especially given the shift towards a nationally implemented modality. The financial resources allocated for the project were adequate, but the technical assistance provided was insufficient, especially considering the new approaches and tools that were planned, such as coaching, on the job training and production of knowledge products. Although UNDP did review the amount of technical assistance provided after approximately 2.5 years, perhaps if this was carried out sooner the project would have been more successful.

Outcome 1 was an ambitious and large outcome. The project achieved excellent results in a very short time – especially in terms of consultation and collaboration. The results achieved under this outcome have the potential to be far-reaching and to set the agenda for gender equality work in Cambodia well into the future. There is more work to do in monitoring and evaluation (M&E), budgeting, strengthened accountability and harmonisation.

Outcome 2 has managed to achieve sustainable results with the Young Professionals Network and Youth Labs and has demonstrated MoWAs ability to implement innovative programmes on gender equality. Under this outcome, MoWA established diverse partnerships with universities and the media. Although activities under this outcome were initially slow, the activities have had a definite impact on the life of everyday young Cambodians. At the same time, the activities under this outcome have close linkages with Outcomes 1 and 3. There is some concern over the sustainability of the media code of conduct and further effort is required to ensure that this output continues to have an impact.

Limited progress was achieved against Outcome 3. Following the mid-term review, a decision was made to focus on outcome areas 1 and 2. Problems with Outcome 3 were largely due to the design and systemic issues, making it difficult to enact significant changes in this area. Outputs included under this outcome do not equate with change at the outcome level and could have been picked up during the design phase.

## **Evaluation Findings and Conclusions**

The project has been assessed against five indicator areas: relevance, effectiveness, efficiency, impact, and sustainability. Findings are discussed against each of these indicators below along with a binary qualitative rating of satisfactory or unsatisfactory. While all indicator areas have been assessed as being satisfactory, work in some areas is ongoing and results in the areas of impact and sustainability were satisfactory yet only partially achieved.

### **Relevance**

*Assessment: Satisfactory*

- Strong alignment with UNDP’s country programme, UNDAF, Cambodia’s SDGs and Cambodia’s Rectangular Strategy and National Strategic Development Plan.

- Project focus is relevant to COVID-19 pandemic due to a focus on gender-based discrimination of target populations, including gender-based violence. There is also evidence of the programme adapting ways of working including moving to online workshops, meetings and consultations.

## Effectiveness

### *Assessment: Satisfactory*

- Progress has been made towards all outputs; however, some activities have not yet been completed.
- Although the PSLWGE objectives, outcomes and outputs are clearly articulated they did not take into account the systemic issues facing RGC.
- A key cause for delays was the need to formalise partnerships through MOUs another explanation for delay was the inability of staff, particularly those in MoWA to dedicate time for project implementation.
- Excellent capacity of individuals within MoWA on GE – vulnerable groups.
- Evidence of new skills acquired by youth, MoWA staff, pilot ministries.
- Quality knowledge products.
- Evidence of ownership within MoWA but also within MoEYS, youth work.
- Approaches for challenging social norms (outcome 2) are in line with international best practice approaches.

## Efficiency

### *Assessment: Satisfactory*

- 14 key achievements, with a financial delivery rate of 83% (Minutes of the LWGE Pre-SC meeting 23 March 2020).
- Regarding the financial progress, about 70% of the total budget spent in 2019 (Annual Report 2019 March 2020).
- Time for the project implementation was short and the design required the project team and partners to spend a lot of time on planning and administrative work such as signing MOUs.
- International Technical Assistance was provided for two years from the outset of the programme however, in the second half of the project a decision was agreed to expand the technical assistance to include capacity development, results-based management and monitoring and evaluation. This much needed bolstering of technical assistance was appreciated but would have more impact if it was provided earlier.
- Stronger oversight from UNDP and MoWA Secretary / Minister was needed to reduce delays, facilitate linkages with other ministries and ensure collaboration between departments within MoWA across outputs.
- CNCW could play a more active role (especially in outcome 1 and 3 providing political and strategic direction).

## Impact

### *Assessment: Satisfactory*

- There is a marked improvement in the capacity of MoWA to lead the development of national policy and research on gender equality. There is also evidence of an increase in MoWAs capacity to coordinate across ministries and to work with the MEF on increasing budget allocations for gender equality.



- MoWA has demonstrated its ability to implement programs on gender equality with a range of partners. In particular, MoWAs work under Outcome 2 demonstrates its ability to work in new and innovative ways with non-traditional partners. This work has enabled MoWA to reach out to young Cambodian and change their perceptions of gender equality.
- There is some evidence that government partners (pilot ministries) will continue to advocate for gender equality. However, this work is patchy. There is an overwhelming sentiment among some ministries that gender equality work is the responsibility of MoWA. Although MoWA has provided ministries with a taste of new ways of working, these approaches are time-consuming and can be resource-intensive, relying on one on one or small group discussions. At the same time, the approaches endorsed by the PSLWGE are not institutionalised within the RGC, making it difficult for government staff to prioritise new ways of working, or to go against the grain.
- Measuring the impact of the PSLWGE on the lives of Cambodian women will not be possible until the National Gender Policy and monitoring and evaluation framework are approved and implemented.

## Sustainability

### *Assessment: Satisfactory*

- Policies, strategies and knowledge products developed by the project are likely to lead to a sustained focus on gender equality in the RGC. Further effort will be required to ensure that the National Gender policy is finalised and approved and that there are resources allocated in the national budget and through ODA to implement the policy.
- Once finalised, the harmonised M&E framework for CEDAW and National Gender policy are positive examples of sustainable project results. The M&E framework should continue to provide the CNCW and RGC ministries with the evidence required to prioritise and report on gender issues and allocate resources. All data needed to populate the framework will need to be collected locally to emphasise the urgent need for further training and coaching which will need to come from external sources.
- Sectoral strategies and plans developed with support from the project, such as those produced by MoEYS, play an important role in ensuring the sustainability of project results. Similarly, the changes to the university curricula and work with educational institutions will likely have an ongoing impact after the project ends. MoEYS work with the Royal School of Administration shows strong results and evidence of applying gender analysis and approaches. However, GMAPs from other ministries are not of the same quality and are not likely to contribute to the sustainability of project results.
- MOUs signed with a number of ministries and the revitalisation of technical working groups (TWG-G and TWG-WLG) also provide an opportunity to work towards sustainable results, but energy is required to keep the partnerships active.
- Newly introduced concepts and approaches for working on gender equality have gained traction in MoWA and among pilot ministries, but to be institutionalised further work will be needed.
- The work with youth on attitude and behaviour change on social and gender norms will likely have a lasting impact beyond the life of the project. However, further work will be needed to continue to promote diverse roles models and perspectives to Cambodian youth.
- Financial sustainability is difficult to measure due to COVID-19. Although there is a mechanism for budget allocations, these contributions tend to be small, and there will be an ongoing need for ministries to obtain funding from external sources.

## Lessons learned

1. Three years and nine months is too short for a project with so many partners and of this complexity. Time for implementation was cut short due to time spent on administration such as signing MOUs. In addition, the time anticipated for developing the M&E framework for CEDAW and the National GE Policy was underestimated resulting in these outputs not being completed in the expected timeframe.
2. The emphasis on national ownership and in particular MoWA ownership in the design and implementation of the project is commendable. However, the technical expertise provided was not sufficient to achieve the results.
3. The project design did not recognise the limitations facing MoWA as a ministry. MoWA's mandate is to coordinate gender equality work but MoWA does not have the authority at the national to influence and challenge political processes. At the sub-national level MoWA does not have the resources to implement large scale programs that are able to deliver results across multiple ministries and to large numbers of Cambodian women. Although CNCW was a key partner in the project, affording them more responsibility in Outcome 1 and 3 may have led to better results. MoWA is strongest when it works alongside of CNCW.
4. The Capacity Development Framework did not adequately take into consideration systemic, political and economic issues stakeholders within the project. There was an assumption that handbooks and trainings would lead to sustainable changes and that by strengthening the existing structure of GMAGs and GMAPs an increase in national budget allocations would follow. Although the structural commitment is obvious within MoWA and the RGC, the ability to achieve real change across ministries is fragile and contingent on budgets and political will. At this stage, it is not possible to assess whether or not the afore mentioned assumptions were disproved as there has been little time for institutionalisation of trainings and handbooks, and budgets for GMAPs are not available.
5. As this project represents the final phase of targeted support from UNDP to MoWA, a strong exit strategy would have assisted forward planning.
6. There is an appetite within MoWA for professional development and trying new capacity development approaches, such as coaching.
7. Developing a national M&E framework for CEDAW and GE Policy is a complex task that requires time and dedicated expertise.
8. Working with youth is a positive entry point into working on challenging social and gender norms.
9. Diverse partnerships with educational institutions, other ministries, CSOs and national institutions demonstrate MoWAs ability to work "outside the box" - promoting new approaches and ways of working.

## Recommendations

Six strategic recommendations are suggested by the evaluator to contribute to finalising outstanding project activities and the contribute the long-term sustainability of achieved project results. These recommendations are directly the responsibility of UNDP and MoWA. In the context of Sida moving away from working within with RGC and UNDP reducing its support (in the form of a long term and largescale project) two recommendations have been included to effectively manage this transition and learn from the past. Strategic recommendations include:



1. *Agree to a no-cost extension for 3 months to complete outstanding activities – particularly activities under Outcome 1<sup>1</sup>. Deliverables under outcome 1 will be critical for the achievement of national and international gender equality commitments and in ensuring that gender equality remains a priority of the government.*
2. *To ensure that the momentum for gender equality is not lost UNDP in partnership with MoWA should continue support for the passage and implementation of the National Gender Policy. UNDP’s long history working on gender equality with MoWA and the significance of a strong gender policy framework in achieving the SDGs makes UNDP a valuable partner in supporting the policy implementation.*
3. *Finalise the harmonised M&E system and provide easy to use tools to other line ministries collect data. A harmonised M&E system and tools will make it possible for the RGC to work towards evidence-based budgeting and planning and to report against national and international gender equality commitments.*
4. *MoWA in partnership with MEF to continue Gender Responsive Budgeting support to line ministries. The strong policy framework along with the M&E system provides an enabling environment for evidence-based gender responsive budgeting and planning. MoWA has established a good relationship with MEF and is now well positioned to push this agenda forward.*
5. *MoWA to develop an exit strategy in partnership with UNDP to outline future ways of working. MoWA has established strong relationships with line ministries and other institutions working on gender equality, to ensure that this work continues in the future with less support from UNDP and Sida further thinking and strategising needs to occur. An exit strategy developed in partnership between MoWA and UNDP would provide a roadmap to guide MoWA.*
6. *Conduct a longitudinal review of the long-term engagement with MoWA to assess impact of support over the last 15 years. Looking back over the 15-year partnership with MoWA to assess the impact of this work as well as capturing lessons learned, changes and challenges will likely improve how UNDP works on gender equality and how they work with RGC. This review will also be valuable for MoWA to highlight how they have grown as a line ministry.*

Four additional operational recommendations have been included to guide MoWA to continue its work with particular line ministries. These recommendations include:

1. *MoWA and MoCS to continue working on women’s leadership through the existing MOU. Working on women’s leadership in the RGC will go a long way towards addressing structural gender inequalities in Cambodian society. MoWA has already made some progress in this area which can continue through the established partnership with MoCS.*
2. *MoWA to move away from delivery of training / technical support to other ministries towards strengthening its advocacy role (particularly on the issues in the CGA). does not have the resources to meet the capacity development demands within the RGC, however, MoWA’s expertise in analysis and policy development mean they are well placed to provide advice and advocacy to other line ministries. To do this MoWA will need to finalise lessons learned and case studies (especially related to the development of national policy, gender analysis and coaching) and compile approaches and tools for dissemination.*

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<sup>1</sup> This extension has now been agreed during the finalization of this evaluation.

3. *MoWA to share the CDF with the Public Administration Reform Technical Working Group and to plan for the institutionalisation of the CD Framework / approaches – integration into GMAPs.* The CDF provides a comprehensive approach for working on gender equality within the RGC. Sharing the CDF would ensure a unified and systematic approach across other line ministries.
4. *Use the MoInf, MoWA and journalists working group to finalise monitoring mechanism for the Media code of conduct and play an ongoing role in institutionalising the Media Code of Conduct in Cambodia.* The media code of conduct is a useful tool for monitoring the media. MoInf has made good progress working with MoWA, journalists and other donors on its implementation. Some work has already commenced on establishing a monitoring mechanism but further work is needed to ensure it is widely understood and rolled out.

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# 1. Introduction

## 1.1 Background

UNDP has provided the Ministry of Women's Affairs of Cambodia (MoWA) institutional support and technical assistance on gender equality in Cambodia for the last 15 years. Since its establishment in 1996, MoWA has been mandated to coordinate and monitor gender mainstreaming into national policies, strategies and programs.

MoWA has achieved considerable success in making gender equality an increasingly prominent policy-making factor in Cambodia and has been actively involved in the formulation of the country's important policy and planning documents. In particular through the establishment and strengthening national mechanisms for gender mainstreaming including the establishment of the Cambodian National Council for Women (CNCW), Technical Working Group on Gender (TWG-G) as part of the Government-Development partner Coordination Committee (GDCC) and establishment of Gender Mainstreaming Action Groups (GMAGs) in all line ministries. MoWA also presides over the Technical Working Group on Gender (TWG-G) that brings together different sectors of government, civil society and the donor community on a regular basis for sharing information and discussing and monitoring gender related issues and progress.

In 2016, MoWA developed the “Leading the Way for Gender Equality” Program. The overall objective of the “Leading the Way for Gender Equality” Programme is to develop an enabling environment for gender equality, women’s empowerment and feminist leaderships in Cambodia through enhanced capacities of the Gender Machinery.

UNDP and the Government of Sweden, through the Embassy of Sweden, provided financial and technical support to MoWA to implement the LWGE programme through the Project to Support Leading the Way for Gender Equality Programme (PSLWGE). This USD2 million project (50% funding from UNDP and 50% funding from Sida) aimed to provide long-term capacity development and advisory support to MoWA for achieving the national goals on gender equality and women’s empowerment by strengthening the enabling environment and institutional architecture for formulating, implementing and monitoring national gender policies more effectively.

The PSLWGE is focused on three components or outcomes:

- 1) More effective institutionalisation of gender policies across government, and more effective performance of Gender Machinery to lead gender equality mainstreaming with inclusion of disadvantaged groups of women and girls;
- 2) Promotion of behavioral change in favor of gender equality among the public and young Cambodians; and
- 3) Increase number of and capacities of women in decision making positions and strengthen feminist leadership.

PSLWGE was implemented from April 2017 until December 2020 with co-funding from UNDP and Sida. UNDP’s funding was used mainly for TA/P4 and consultancies, while funding from Sida was used for the implementation of activities. While some consultancies took place or started in 2017, most activities could not start until the fund from Sida arrived. A mid-term evaluation (MTE) was conducted in the second half of 2019 and provided some recommendations for adjustment to project approaches and strategy, such as the coaching and

mentoring introduced several months prior to the MTR. This final evaluation has been commissioned jointly between the Ministry of Women's Affairs, the Embassy of Sweden and UNDP to assess management actions following the recommendations from the mid-term evaluation conducted in 2019, and to look back over the life of the project and appraise progress towards the achievement of the objectives and outcomes and as specified in the Project Document.

## **1.2 Evaluation Scope and Objective**

This final evaluation focuses on the effectiveness of capacity development measures as well as an assessment of the relevance, efficiency, effectiveness, impact and sustainability of the project (see Annex 1 for the Terms of Reference). Key questions answered by the evaluation include:

### **Relevance**

- Alignment and contribution to national development priorities and sustainable development goals and with UNDP's country programme and Strategic Plan.
- Who are the target beneficiary groups (5 groups) and how useful are the project outputs for these women?
- Are the activities and outputs of the project consistent with the overall project's objectives and goals?
- Is the project's theory of change clearly articulated?
- How did the project react to the changing environment during the project implementation period? Has COVID-19 impacted the project?
- Is the project understood by government/stakeholders? Is there commitment to enforce and implement the mechanisms, strategies, policy, monitoring systems prepared with support from the project?

### **Effectiveness**

- Are the project's objectives and outcomes and outputs clearly articulated, feasible and realistic?
- To what extent were the project's outputs achieved?
- Which project activities contributed most to the achievement of the results?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- To what extent have the project's capacity building processes been effective in helping the project team and the Ministry of Women's Affairs to effectively manage the programme, coordinate with different MoWA's department and external partners (Government ministries, development partners and CSOs), and to mainstream gender at both policy and institutional level in an inclusive manner?
- Which capacity building processes and approaches been most effective in helping the Government to develop, implement, monitor and report gender related policies and programmes? Why?
- To what extent has the project's related policy and regulation work contributed to improvement of gender equality and women's empowerment in Cambodia?
- Where are results most visible? Why and what have been the supporting factors? How can the project build on or expand these achievements - recommendations?
- In which areas has the project not been able to achieve the expected results? What are the constraining factors and why? How can or could they be overcome?



- What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- What is the project's partnership strategy and approach? To what extent has it been appropriate and effective to achieve the project's results?
- Who are the stakeholders and to what extent have stakeholders been involved in project implementation?
- To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design processes and during project implementation?
- To what extent are project management, implementation, and monitoring and evaluation participatory and is this participation contributing towards the achievement of the project objectives?

### Efficiency

- To what extent were partnership modalities (National Implementation Modality with UNDP's supports) conducive and cost-effective to the delivery of the project's outputs?
- To what extent did monitoring systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly?
- To what extent was the project management and staffing structure as outlined in the project document efficient in generating the expected results?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- To what extent has the Project's procurement modality been efficient and cost-effective?

### Impact

- What are the results (or preliminary results) of the intervention in terms of 1) change in capacity of MoWA to design policy and strategies, to coordinate and implement programmes, and to support other line ministries, 2) change in how the Government partners (especially the pilot ministries) advocate for gender equality in their sector, and mainstream and implement gender-related activities, and 3) change in the perception of people (especially youth) toward gender equality?
- Did the project's intervention result in a positive change in the lives of women in Cambodia? How is this measured?

### Sustainability

- To what extent did the project establish mechanisms to ensure the sustainability of the results achieved, both at the output and outcome levels? In particular, has the project contributed to strengthening national partners' institutional capacities to sustain the outcome level results? How? Do the project's capacity development approaches (mentoring, coaching, and training among others) contribute to the achievement and sustainability of the project's results?
- To what extent will the project supported policy, strategies, guidelines, and knowledge products be implemented and used to positively impact the life of women in Cambodia?
- To what extent did the project contribute to partnerships with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?

- What are the partners’ resources, incentive and ability to continue the activities and sustain the results beyond the life of the project?
- Are there any financial risks that may jeopardise the sustainability of the achieved project outputs? Changed to the national budget? Cuts due to COVID-19?
- Is there any risk that partners’ ownership will not be sufficient to allow for the project benefits to be sustained?
- To what extent are lessons learned being documented by the project and shared with others?
- What is needed for the project’s interventions to be sustained, adapted and replicated in the future?

Table 1 provides more detail on the type of data that was collected from each of the stakeholders.

*Table 1: What data was collected from each stakeholder?*

<b>Stakeholder</b>	<b>Data gathered</b>
MOWA	<ul style="list-style-type: none"> <li>• Assess changes to MoWa’s capacity</li> <li>• Assess project management and implementation (participatory)</li> <li>• Assess the suitability of the procurement model</li> <li>• Effectiveness of capacity development methods and approaches</li> <li>• Evaluate which approaches / activities were most effective</li> <li>• Identify challenges / barriers in implementation</li> <li>• Highlight opportunities / recommendations for future work</li> <li>• Evaluate monitoring approach and flexibility / adaptability of the project</li> <li>• Adequacy of technical and human resources in implementing the project</li> <li>• Gather lessons learned and good practices.</li> </ul>
UNDP	<ul style="list-style-type: none"> <li>• Assess the efficiency of the National Implementation Modality in providing cost effective delivery</li> <li>• Evaluate monitoring approach and flexibility / adaptability of the project</li> <li>• Identify challenges / barriers in implementation</li> <li>• Assess changes to MoWa’s capacity</li> <li>• Gather lessons learned and good practices.</li> </ul>
Sida	<ul style="list-style-type: none"> <li>• Adequacy of technical and human resources in implementing the project</li> <li>• Identify challenges / barriers in implementation</li> <li>• Highlight opportunities / recommendations for future work</li> <li>• Assess changes to MoWa’s capacity</li> <li>• Gather lessons learned and good practices.</li> </ul>
UN Women	<ul style="list-style-type: none"> <li>• Assess understanding and commitment to project objectives</li> <li>• Assess the project’s partnership approach</li> <li>• Evidence of institutionalisation and sustainability</li> <li>• Measure impacts on the lives of Cambodian women</li> <li>• Assess changes in MoWA’s capacity and progress towards gender equality</li> <li>• Discuss or identify alternative approaches and risks to sustainability</li> </ul>

	<ul style="list-style-type: none"> <li>• Gather lessons learned and good practices.</li> </ul>
Oxfam	<ul style="list-style-type: none"> <li>• Assess understanding and commitment to project objectives</li> <li>• Assess the project's partnership approach</li> <li>• Evidence of institutionalisation and sustainability</li> <li>• Measure impacts on the lives of Cambodian women</li> <li>• Assess changes in MoWA's capacity and progress towards gender equality</li> <li>• Discuss or identify alternative approaches and risks to sustainability</li> <li>• Gather lessons learned and good practices.</li> </ul>
Cambodian National Council for Women	<ul style="list-style-type: none"> <li>• Assess understanding and commitment to project objectives</li> <li>• Assess the project's partnership approach</li> <li>• Evidence of institutionalisation and sustainability</li> <li>• Assess changes in MoWA's capacity and progress towards gender equality</li> <li>• Discuss or identify alternative approaches and risks to sustainability</li> <li>• Gather lessons learned and good practices.</li> </ul>
Ministry of Education, Youth and Sports	<ul style="list-style-type: none"> <li>• Assess understanding and commitment to project objectives</li> <li>• Assess the project's partnership approach</li> <li>• Evidence of institutionalisation and sustainability</li> <li>• Assess changes in MoWA's capacity and progress towards gender equality</li> <li>• Discuss or identify alternative approaches and risks to sustainability</li> <li>• Gather lessons learned and good practices.</li> </ul>
Ministry of Civil Service	<ul style="list-style-type: none"> <li>• Evidence of institutionalisation and sustainability</li> <li>• Assess changes in MoWA's capacity and progress towards gender equality</li> <li>• Discuss or identify alternative approaches and risks to sustainability</li> <li>• Gather lessons learned and good practices.</li> </ul>
Ministry of Information	<ul style="list-style-type: none"> <li>• Assess understanding and commitment to project objectives</li> <li>• Assess the project's partnership approach</li> <li>• Evidence of institutionalisation and sustainability</li> <li>• Assess changes in MoWA's capacity and progress towards gender equality</li> <li>• Discuss or identify alternative approaches and risks to sustainability</li> <li>• Gather lessons learned and good practices.</li> </ul>
Royal School of Administration	<ul style="list-style-type: none"> <li>• Assess understanding and commitment to project objectives</li> <li>• Assess the project's partnership approach</li> <li>• Evidence of institutionalisation and sustainability</li> <li>• Discuss or identify alternative approaches and risks to sustainability</li> <li>• Gather lessons learned and good practices.</li> </ul>

### 1.3 Limitations and assumptions

Planning for the evaluation was supported by UNDP and MoWA. Although the consultant selected the sample and approach for the evaluation the selection of representatives from pilot Ministries and partner organisations as well as the times for the meetings and focus group discussions were the responsibility of MoWA. Some focus group discussions were not

organised and in some cases the representative interviewed was not knowledgeable on the details of the project.

A significant limitation is the lack of involvement of CSOs in this evaluation. CSO stakeholders were contacted and asked to participate in the evaluation but did not respond. Relevant data collected from Oxfam, an international non-government organisation, has been used to represent the voice of CSOs where possible. The lack of interest on the part of national CSOs should raise an alarm for MoWA and UNDP and staff may want to follow up to better understand their perceptions of the program.

It was not possible given the tight time frame and language constraints to deeply assess the quality of the knowledge products and changes in terms of plans developed by the GMAGs. Some of these products, in particular the women's leadership manual and media code of conduct were only available in Khmer.

Some project activities have been delayed due to COVID-19, for these activities the evaluation merely provides an update on progress but cannot assess the impact or sustainability of the expected results. In particular, activities related to the development of the monitoring and evaluation framework for the national gender equality policy, the monitoring tool for the media code of conduct and the population of the database related to women in the civil service.

## **2. Evaluation Approach and Methods**

Due to travel restriction following the preventative measures against COVID-19, this evaluation was conducted as a home-based desk review. The evaluation comprised a desk review of documents, in-depth semi-structured interviews and focus groups discussions. The mid-term evaluation report and management response provide the baseline data for the evaluation.

### **2.1 Desk review**

A desk review of strategic and Project documents, baseline assessments, progress reports, Capacity Development Framework (CDF), knowledge products, relevant national policies was conducted. See Annex 4 for a complete list of documents and reports reviewed.

### **2.2 Sampling**

The sample comprised 43 (6 males and 37 females) identified by MoWA and UNDP. Stakeholders were selected based on their involvement and familiarity with the project. The stakeholders included representatives from:

- ◇ UNDP finance
- ◇ UNDP project staff
- ◇ UNDP evaluation officer
- ◇ Sida
- ◇ MoWA departments of Gender Equality, Information and Education
- ◇ Technical Coordination Desk under intra MoWA units
- ◇ TWG-G Secretariat
- ◇ TWG-WLG Secretariat
- ◇ MoWA Young Professionals Network

- ◇ MoWA departments of Gender Equality, Information and Education
- ◇ Cambodian National Council for Women (CNCW)
- ◇ GMAG Ministry of Civil Service (MoCS)
- ◇ GMAG Ministry of Planning (MoP)
- ◇ GMAG Ministry of Education, Youth and Sport (MoEYS)
- ◇ GMAG Ministry of Information (MoInf)
- ◇ Council for Development of Cambodia (CDC)
- ◇ Universities
- ◇ Oxfam
- ◇ UN Women
- ◇ Royal School of Administration
- ◇ Club of Journalists.

See Annex 2 for a list of stakeholders.

### **2.3 Semi-structured interviews**

Semi-structured interviews were conducted remotely using zoom. Each interview took approximately one hour.

Data collected during the interviews was used to:

- Assess changes to MoWA's capacity
- Assess project management and implementation (participatory)
- Assess the efficiency of the National Implementation Modality in providing cost effective delivery
- Assess the suitability of the procurement model
- Effectiveness of capacity development methods and approaches
- Evaluate which approaches / activities were most effective
- Identify challenges / barriers in implementation
- Highlight opportunities / recommendations for future work
- Evaluate monitoring approach and flexibility / adaptability of the project
- Adequacy of technical and human resources in implementing the project

Annex 3 includes a complete list of questions by stakeholder.

### **2.4 Focus Group discussions**

Three focus group discussions (FGDs) were planned in the evaluation methodology. However, only one was conducted due to the unavailability of stakeholders to meet together. See Annex 3 for a list of focus group discussion guiding questions.






A FGD was conducted with Cambodian youth to discuss outcome 2. The FGD included participants from the MoWA Young Professionals Network, participants in Feminist Awakening Labs, campaigns and debates (males and females).

Consideration were taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/ computer was also considered and UNDP office space was offered for interviews.

## **3. Data Analysis**

What follows is an analytical summary of the programme results according to outcome area.

3.1 Outcome 1: More effective institutionalisation of gender policies across government, and more effective performance of Gender Machinery to lead gender equality mainstreaming with inclusion of disadvantaged groups of women and girls.

Expected Outputs	Output and Activity Indicators	Evaluation finding and assessment	
<p><b>Key Deliverable 1:</b> More effective institutionalisation of gender policies across government, and more effective performance of Gender Machinery to lead gender equality mainstreaming with inclusion of disadvantaged groups of women and girls.</p>	<p>Output Indicator 1: Harmonised monitoring system for national gender policies is endorsed and followed under high-level Government mechanism.</p>	<p>The framework is not yet finalised. A planning workshop to operationalise the Neary Rattanak V and to review the M&amp;E Framework is planned for Jan-March 2021.</p>	
	<p>Output Indicator 2: MoWA staff involved in the Project to Support the LWGE Programme has improved capacity and increasingly lead to management of project's human and financial resources by MoWA in alignment with Standard Operating Procedures (SOP).</p>	<p>Good progress has been achieved under this output.</p>	
	<p>Activity Indicator 1.1: First National Gender Policy formally approved by council of ministers and made available within and outside of government structures.</p>	<p>Policy is completed but not yet approved. Technical meetings and National consultative meeting with CNCW members and line ministries still need to happen before the policy is submitted to the Council of Ministers.</p>	
	<p>Activity Indicator 1.2: Number of Cambodia Gender Assessment's sectors completed or updated to inform sectoral policies and action plans in addressing gender equality.</p>	<p>CGA has been updated and new data is informs sectoral plans and GMAPs. Some chapters need to be finalised (eg. Covid-19 and gender).</p>	
	<p>Activity Indicator 1.3: Number of pilot ministries which integrate measures for gender equality/mainstreaming-as per advisory support from MoWA and informed by national gender policies-into their ministerial annual work plans and budgets (AWPBs), including inclusion of five vulnerable groups of women and girls.</p>	<p>MOUs have been signed with MoEYS, MoCS and MoInf and GMAPs have been developed and are being implemented with varying degrees of success.</p>	



Progress towards this outcome is ongoing, results are incomplete and therefore cannot be assessed for impact and sustainability. The results that were achieved under this outcome are substantial in terms of potential impact and reach. The main pieces of work under this outcome are the development of the National Gender Equality Policy, the harmonisation of the national monitoring tool for gender equality, updated gender assessment and Neary Rattanak V. These are very important pieces of work that provide evidence, analysis and guidance on the direction of gender equality work in Cambodia.

The Mid Term Evaluation (MTE) recommended the development of a National Gender Equality Policy and for follow-up work to be conducted to ensure a financial commitment by the RGC. One year on, these same recommendations can be made and this work has been prioritised by UNDP and MoWA. Despite this effort, the policy has not been approved and although some work has been conducted by MoWA with the Ministry of Economics and Finance, this work is ongoing. These delays could have been anticipated and additional time allocated as required. However, finalising the policy and RGCs financial commitment for gender equality is further complicated by budget cuts due to COVID-19.

A draft of the National Gender Policy has been developed and is awaiting final review by the council of ministers and submission for approval in early 2021. The Cambodia Gender Assessment was updated and the Neary Rattanak V was completed. Both of these knowledge products provide a comprehensive and useful summary of key issues. Other government ministries and CSOs were involved in the development of the knowledge products and the policy. Three consultation meetings were conducted with representatives from non-government organisations, CSOs, development partners and the private sector to provide inputs and suggestions to the drafts of the National Policy on Gender Equality and Neary Rattanak V. Additional to the meeting and to ensure the process was collective and inclusive, the formulation team was provided three weeks to send back the inputs through groups of stakeholders as UNDP, JICA (as co-facilitators of TWG-G) and UN Women (as UN Thematic group on Gender) coordinated inputs/comments among respective development partners and international organisations, GAD/Net, CPWP and NGO-CEDAW to coordinate inputs/comments. It was not possible for this evaluation to determine how concerns raised through the consultation process were addressed. A comment tracking tool was used to ensure that all comments were addressed before being included or dropped. There was a suggestion to reference specific UPR recommendations that the RGC has already accepted as well as CEDAW Concluding Observations in the policy itself. In particular, the UPR recommendation for comprehensive anti-discrimination legislation to be included under 5.1 reference the CEDAW Concluding Observations regarding anti-discrimination legislation, review of DV Law and Surrogacy legislation. At least one stakeholder mentioned that the time for consultation on the National Gender Policy was rushed and mentioned that the process could have been improved if comments were not sought during the Christmas holiday period when many people were busy.

The needs of disadvantaged or vulnerable groups were considered in the development of the CGA and National Gender Policy. Several consultations were conducted and sub-working groups were established and continue to meet. Interviews with stakeholders at MoWA demonstrated that the complex needs of disadvantaged groups are understood and fundamental to the work of the ministry. The CGA includes a chapter on vulnerable groups in the CGA with a sound analysis of key issues and the MoWA department for vulnerable groups is very active in ensuring the issues facing these groups are understood and communicated across other

working groups, such as the working group on leadership and disability. The interests of disabled and ethnic minority women were also integrated to some extent into activities under Outcome 2 relating to youth.

The process for the development of the National Gender Equality Policy and the analytical knowledge products was led by MoWA with support from technical consultants. MoWA's ownership over the knowledge products is apparent and once the National Gender Equality Policy is approved, the CGA should assist MoWA to advocate and encourage public institutions, civil society and the private sector to integrate gender equality into their policies and programs. The monitoring and evaluation framework should also assist in improving the quality of evidence available on gender equality.

The partnership and coordination between CNCW has been strengthened; however, the support provided to the CNCW focused on monitoring and evaluation. CNCW is responsible for monitoring and evaluating policies and programs to assess their contribution to achieving the government's goals in promoting gender equality and the empowerment of women. They have received training and coaching and have been working with a national consultant to develop a monitoring and evaluation framework and tools. Work on the monitoring and evaluation tool has advanced over the last six months. However, the tool is not yet finalised, and training of monitoring and evaluation officers is not yet complete. The monitoring template and handbook was reviewed as part of this evaluation. Although the template is clear, the handbook is quite theoretical and a little generic. To ensure that the new framework is accessible and user-friendly among different government officers with diverse skill sets requires a lengthy period of coaching by the consultant, testing by practitioners, and revision by CNCW in partnership with MoWA and the national consultant. A no-cost extension has been granted, but there will be a need for further work in this area to ensure that officers are able to use the tool, prepare reports and train others on how to collect and report the data. At the time of the evaluation, the CNCW General Secretariat had not received any monitoring reports from participants in the training and, therefore, it was not possible to assess the quality or impact of the monitoring and evaluation interventions as part of this review.

A Technical Coordination Desk was established under the programme to support internal coordination between MoWA and line ministries working on gender equality. Currently, 30 Gender Mainstreaming Action Groups (GMAG) and 29 of these have developed and implemented Gender Mainstreaming Action Plans (GMAPs) with programme support and Official Development Aid. The plans of each ministry are shared through the annual and networking meetings of GMAGs. It is not apparent whether or not the quality of GMAPs has improved as a result of the PSLWGE. According to MoWA the Technical Coordination Desk has been operating on an *ad hoc* basis and has been moved to the MoWA Public Administration Reform Working Group. There is some evidence of gender mainstreaming in pilot ministries. For example, MoEYS has mainstreamed gender into all key sectoral strategies and policies. Similarly, MoCFA has integrated gender considerations into its plans. There is also some evidence of gender mainstreaming action groups advocating for increased spending on gender equality, especially within the MoEYS. However, much of this work is ongoing and was not finalised at the time of the evaluation.

There is evidence of CSO involvement in the development of the National Gender Policy, CGA and Neary Rattanak V. CSOs also participated in the reformed TWG- Gender and in some project activities under the two other outcome areas. However, because the CSOs were invited to participate in this evaluation (with the exception of Oxfam) but were unable to join, their

absence raises some additional questions. Do CSOs have an ongoing dialogue with MoWA on gender equality issues? Is MoWA recognised as a leader on gender equality among CSOs? Is MoWA able to effectively engage with CSOs? How do CSOs, CNCW, and MoWA interact and work together to form a strong gender machinery? Given the shrinking space for advocacy, what more can MoWA do to support CSOs working on gender equality? According to MoWA, CSOs have participated in all activities and work well with MoWA. During the time of the evaluation, the Swedish government decided to focus its development support in Cambodia on issues related to human rights, democracy and the rule of law. Gender will continue to be a priority in the pursuit of these objectives, and funds will be provided to non-state actors with a focus on civil society.

A comprehensive Capacity Development Framework (CDF) was developed during the programme inception with a strong focus on building the capacities of MoWA and pilot ministries. Advanced and diverse modalities such as training, mentoring, coaching, exposures, internships, campaigns, forums and debates were used. These new approaches were appreciated by stakeholders and demonstrated a real appetite to move away from lecture-style training. As many of these approaches are more time-intensive (such as coaching and mentoring), more time and technical assistance was needed to really have an impact, particularly among pilot ministries. At the same time, these approaches require a shared understanding of key concepts, which can take time, particularly given the different professional backgrounds of government officers. It should also be noted that some of the concepts promoted by the project, such as feminist leadership, are highly political and cannot simply be mapped onto the existing RGC system. For example, feminist leadership comprises four critical aspects: power, principles and values, politics and purpose, and practices. A feminist leadership approach demands questioning who benefits from traditional patriarchal leadership pathways.

The CDF was designed to have an impact at four levels: individual, program, institutional and network-stakeholders level. Three national consultants were recruited to support capacity development in 2020. These consultants contributed to provide technical support, including coaching to each unit and are considered by MoWA as making a critical contribution to the growth, institutionalising and ownership of MoWA. Measuring institutional and network-stakeholder capacity is more difficult given that many of the capacity development activities are recent and changes within institutions take time. For example, the monitoring and evaluation capacity support is ongoing and participants have not yet submitted reports following the new format. Although the new format is clearly outlined in the monitoring and evaluation handbook, it is generic and theoretical, and users will need practical and technical support to ensure its usability. Some capacity development activities, such as the master programme for the training of trainers, has been delayed due to COVID-19. Although there are examples of capacity development activities being adapted and moved online, the time and technical support provided for capacity development is insufficient given the ambitious goals. This is partly due to COVID-19 and the subsequent delay of activities however, it could have been avoided if technical assistance was provided earlier.

There is definitely evidence of individual capacity development, especially within MoWA and in the area of project management, finances and reporting. The CDF pays particular attention to the improvement in management practices and systems of the pilot MoWA departments and units. These departments were identified as enablers and as a result of capacity development at all levels. There is evidence of stronger management of finance and human resources largely

due to technical support provided under the project and the NIM modality. MoWA met the audit and financial review requirements with no serious problems.

### 3.2 Outcome 2: Behavioral change in favor of gender equality is promoted among the public and young Cambodians.

Expected Outputs	Output and Activity Indicators	Evaluation finding and assessment
Key Deliverable 2: Behavioural change in favour of gender equality is promoted among the public and young Cambodians	<p>Output Indicator 3: Number of Cambodian people reached by activities with educational institutions, MoWA media outlets, social media and communications campaigns and positive attitudes of a number of them are observed in social media.</p> <p>Indicator 3a: Number of Cambodian people reached by activities with educational institutions, MoWA media outlets, social media and communications campaigns</p> <p>Indicator 3b: Positive attitude towards gender equality observed among the people reached</p>	<p>Over 3 million people have been reached by social media campaigns and activities. Partnerships have been established with educational institutions and new and innovative approaches have been trialled. IEC resources on Covid-19 and gender will be finalised by March.</p>
	<p>Output Indicator 4: Messages delivered in public by MoWA and other government officials are more forward-looking, articulated and better aligned with Neary Rattanak V, National Gender Policy, and CEDAW, in accordance with institutional advocacy strategy developed for MoWA.</p>	<p>While it was not possible to evaluate all press releases and communications materials under this review, of those reviewed there was alignment with NR V, gender policy and CEDAW.</p>
	<p>Output Indicator 5: Number of mass media sources which are more gender-responsive after dissemination of Media Code of Conduct for Reporting on VAW and corresponding trainings and award competition.</p>	<p>A monitoring plan has not yet been established. A working group was established and several training programs have been conducted to disseminate the code. The code itself was not reviewed as part of the evaluation as it is in only available in Khmer.</p>

	Activity Indicator 2.1: Number of academic institutions which implement measures to promote gender equality as per agreed MoUs and work plans developed with MoWA.	Four universities have signed MOUs with MoWA, gender corners and universities have participated in debates. There is a plan to monitor impact and efficiency of the gender corners before March.	
	Activity Indicator 2.2: Gender-discriminatory contents of school curricula are reviewed and entry points for integration of gender equality into secondary school curricula are identified.	Report with review of gender-discriminatory school curricula contents is available in Khmer.	
	Activity Indicator 2.3: A resource center (library) with feminist/gender literature is established at MoWA in partnership with universities to promote research and knowledge of Cambodian university students and citizens.	Online and physical resource center is available and new resources are available. There is a plan to finalise and print a Manual on Gender Analysis and Advocacy for Gender Equality.	
	Activity Indicator 2.4: Booklet on 'Introduction to Feminist Thinking and History of Cambodian Women' is developed, published and disseminated.	Booklet is available on MoWA website in Khmer. The contents was not reviewed as part of this evaluation. There is no information on how / if this material is being used.	
	Activity Indicator 2.5: Number of social media campaigns developed and disseminated by MoWA which get major attention from media and social media users.	Social media campaigns have been conducted. Facebook and MoWA website are being used to promote campaigns.	
	Activity Indicator 2.6: Number of press releases which are regularly developed by MoWA and disseminated to the media for increased public outreach.	Press releases are being disseminated by MoWA. It is not clear how many have been shared to date, however this was not raised as an issue by any stakeholders during the evaluation.	

Some good results have been achieved under this outcome. The PSLWGE worked with universities, youth networks, media and entrepreneurs to promote gender-equitable behaviors. Debates with university students, feminist leadership sessions and intensive

external communications through social media were undertaken reaching over 2 million young Cambodians. MoWA has signed Memoranda of Understandings with universities, MoEYS and MoInf to accelerate work on the curriculum review, establish gender libraries and the media code of conduct.

There is evidence of a deep understanding of the linkages between the activities with youth and other results areas such as violence against women, promoting women’s leadership and the rights of disadvantaged groups. In 2018, dialogues between women from the five disadvantaged groups and government officials were facilitated to increase government understanding and accountability towards these groups of women. Innovative ethnographic research -using Feminist Participatory Action Research as a methodology- was also conducted to better comprehend the situation and needs of women from the five groups and to identify policy and legal interventions that address their discrimination and improve their lives. Similarly, the Youth Leadership Labs (16 Female, four males) provided young people with the opportunity to visit provinces, meet women leaders and develop proposals to resolve gender problems. Participants were selected for the youth leadership labs through an announcement on the MoWA YouTube and Facebook page. A total of 35 candidates applied for this programme, and the committee selected 20 candidates. It is not clear whether these young people are representative of Cambodian youth, and future activities could do more to target and give a voice to marginalised youth. The activities included under this outcome have successfully challenged traditional ways of working within MoWA, which are likely to have a sustainable impact after the end of the project. There is a plan to extend the position of Lab Coordinator for 3 months, conduct practical exchanges for youth with leaders at the community and review the annual progress of the youth leadership lab programme and identify the ways forward.

MoWAs Social Media Working Group was established with 25 members from all the departments. Several meetings were conducted in order to develop the MoWA social media master plan and workplan. Under this outcome, awareness-raising campaigns and posts on gender equality issues have led to an increase in the number of visits to the MoWA Facebook page. In 2019, there were 601,360 visits and by 2020, there were 1, 695, 601 visits to the page.

A Media Code of Conduct for Reporting on Violence Against Women was developed in 2017 and has been disseminated in partnership with the Ministry of Information and the Club of Journalists. A working group co-led by MoWA and Ministry of Information has been established to continue training and monitoring of the implementation of the code. Although CSOs and civilian journalists have been involved in the working group, they could be further tapped as a useful resource for promoting the code and monitoring its implementation. Recently, the working group obtained funding from the French Embassy to continue their work.

### 3.3 Key deliverable 3: Increased number and capacities of women in decision making positions and strengthened feminist leadership

Expected Outputs	Output and Activity Indicators	Evaluation finding and assessment
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Key Deliverable 3: Measures to increase number of and capacities of women in decision making positions and strengthened feminist leaderships are agreed and implemented.	Output Indicator 6: PBA mechanism for women in leadership and governance is fully operational and used to agree and implement relevant measures to promote women in leadership and decision making.	Although the TWG-WLG is operational and has established a workplan work under this area has been slow and measures to promote women in leadership are conservative.	
	Activity Indicator 3.1: A capacity development framework for empowerment of women in leadership and decision making, and for education of male decision makers on gender equality, has been jointly developed with TWG- WLG stakeholders and implemented.	A CD F was developed and the workplan for the TWG-WLG has been developed. While the project has strictly met this indicator there is little evidence of the TWG-WLG working with male decision makers.	
	Activity Indicator 3.2: Number of new partnerships between MoWA and key stakeholders established and implemented to advance the gender equality agenda and promote women in leadership and decision making (i.e. Royal School of Administration, CSOs, Women's Caucus from the National Assembly and Senate).	Relationships have been established with RSA, CSOs and National Assembly.	
	Activity Indicator 3.3: A handbook on "women's empowerment and feminist leaderships" developed and disseminated.	A handbook has been developed and uploaded to the website but it is not finalised. Note that this is not available in English and could not be assessed as part of this evaluation. There is no data on who is / will be using the handbook, its institutionalisation within MoWA and how the information is being used to generate change among MoWA and with other RGC partners. There is a plan to finalise the booklet by March.	

The outputs under this outcome are inadequate to deliver real change in the area of women's leadership. Delivering feminist leadership in MoWA is also ambitious. Gender equality is still poorly understood in many RGC ministries (and in Cambodian society in general). The outputs under this outcome such as, a capacity development framework, the establishment of partnerships between MoWA and key stakeholders and a handbook on women's leadership are

not sufficient to leverage change in the area of women's leadership. These activities fail to appreciate the complex barriers to women's leadership and the capacity for MoWA to enact change in this area. International best practice in the area of women's leadership highlights the use of special temporary measures such as quotas and targets along with other measures which seek to understand and redefine leadership opportunities for women. A leadership initiative such as this would need to be part of a much larger reform agenda led by the highest levels of government.

Under the PSLWGE, the TWG-WLG was established and had a workplan. The group contributed to the finalisation of the CGA chapter on Women in Leadership and Governance, completion of the data set on women's decision making in the public and political sector, and developed five case studies on women in politics and governance. The group has been used mostly to update and share data and information rather than a mechanism for advocating for approaches that may have a meaningful impact on women's leadership, such as, Temporary Special Measures, reviewing CEDAW concluding comments, parental leave policies, sexual harassment in the workplace.

An MoU between MoWA and MoCS to promote women leadership in the public sector was signed in 2019 with the aim of enhancing gender equality and increasing women in the public sector. Both Ministries are developing annual work plans to ensure that gender equality will be integrated in National Programme on Public Administration. The 2020 workplan for implementation includes integrating gender sessions into Royal School of Administration (RSA) program, conducting follow-up impact with the participants of RSA female leadership training programme in the four pilot ministries and identifying the key challenges, lesson learnt and entry points to implement and monitor the implementation of 20-50% to recruit new staffs for women in line ministries in order to increase the number of female civil servants from 41% to meet CSDGs target 42% in 2021. These increases are conservative and it is possible that this target would be reached as a result of the prioritisation of the appointment of female deputy directors, which has been ongoing in Cambodia for some time.

While male champions were engaged by PSLWGE there was some criticism by stakeholders that the effort to educate men on women's leadership and gender equality was tokenistic. Male champions were not identified by the project however, some male leaders were used to promote gender equality during activities, such as activities related to women in leadership.

The mid-term evaluation recommended that UN Women become more active in the last six months of the project with a view for taking over the women's leadership work. At the same time UN Women has been downsizing its support to Cambodia and although it will continue to have a presence and programme in Cambodia, the focus of UN Women's work on women's leadership is very different to the work already underway by the PSLWGE.

## **4. Evaluation Findings**

The project has been assessed against five indicator areas: relevance, effectiveness, efficiency, impact, and sustainability. Findings are discussed against each of these indicators below along with a binary qualitative rating of satisfactory or unsatisfactory. While all indicator areas have been assessed as being satisfactory, work in some areas is ongoing and results in the areas of impact and sustainability were satisfactory yet only partially achieved.

## 4.1 Relevance

### *Assessment rating: Satisfactory*

In agreement with the Mid-Term Evaluation this final evaluation found that the PSLWGE programme is highly relevant and contributes to the national development priorities, Sustainable Development Goals and UNDP country program. The design was ambitious and covers a broad range of issues and approaches. At once it seeks to address data and policy gaps, as well as tackling key capacity issues in ministries as well implementing some innovative approaches for behaviour and attitude change. This seems like a lot for one program. However, the approach articulated in the design is likely to have a lasting impact at the national level, and may assist in defining future gender programming and sectoral policies, particularly in education, health, social protection. The increased evidence and policy priorities can also assist in defining key issues at the sub-national level and to particular groups of women and girls considered vulnerable or marginalised.

The project targets five priority disadvantaged groups (older women, females from LGBT community, disabled women and girls, Muslim and indigenous women and girls). These groups were identified in the CEDAW Concluding Remarks as those most at risk of being left behind and facing gender inequalities. A MoWA Technical Working Group on vulnerable groups was established to mainstream/integrate these issues and priorities to MoWA units and line ministries. The needs of these groups have been incorporated into the analysis of the Neary Rattanak V, in dedicated a chapter on vulnerable groups in the CGA and in PSLWGE activities, such as the campaigns and debates under Outcome 2. The programme also has a highly relevant and specific focus on working to raise the consciousness of the next generation of women and men in Cambodia. This work with the successor generation is important, especially when working in countries where public administration reform is ongoing.

The project's theory of change is clearly articulated, and the suite of activities included under each deliverable in the project is logical and consistent with the overall project objectives and goals. The national machinery in Cambodia is unusual as there is very little separation between MoWA and the CNCW. In Cambodia, it is the CNCW that has the mandate to report on gender equality commitments at both national and sub-national levels and who has the linkages to the highest forms of government. However, the design of the programme focuses on building the capacity of MoWA, who play a coordination role with less authority than CNCW. Further, the activities included under Outcome 3 are not substantial enough to catalyse any significant changes in the area of women's leadership.

While the project has direct linkages to the UNDP's country programme, particularly in the area of good governance, the project's poor performance in the area of women's leadership (Output 3.2 of the country programme) reduces the contribution that the project has made to UNDP fulfilling its goals. There was an effort in 2019 by UNDP to add a fourth pillar – women's economic empowerment. This pillar would have increased the relevance of the project to the new UNDP country programme, which also includes a focus on economic policies. However, the proposal was not accepted by the board at the February 2019 meeting.

The project was slow to start and then experienced delays in establishing agreements between stakeholders and signing MOUs. Implementation was well underway during the second year but then was slowed down due to the COVID-19 pandemic. In most cases, the project was able to move activities online, but some activities especially training programs and coaching was delayed. It is difficult to assess the extent of the impact of COVID-19 on the implementation

of PSLWGE activities as the programme has a history of delays. The programme is even more relevant during the COVID-19 pandemic given the increased risk of women (particularly disadvantaged women and girls) to gender-based violence.

While gender equality is well understood and appreciated by senior government partners and key stakeholders in Cambodia, the visibility of the PSLWGE was difficult to assess. All stakeholders were familiar with MoWAs core business, but some staff within MoWA and other ministries were unfamiliar with and able to speak to the PSLWGE outcomes and objectives. This could mean that the project was well embedded within MoWAs day to day work, but more likely it means that there was a lack of clarity and communication of the programme objectives within the project, the ministry and to partners. While the programme utilised existing mechanisms such as the GMAGs and GMAPs, and revived the TWG-G and established the TWG-WLG, members of these groups were not always familiar with PSLWGE strategies and goals. During interviews with some stakeholders, it felt that project funds were supporting business as usual. Overall, this is reflected in the PSLWGE results which tend to be patchy and are sometimes measured in terms of the number of meetings held, number of MOUs signed or the number of plans developed, rather than in terms of impact or substantial change.

## 4.2 Effectiveness

### *Assessment rating: Satisfactory*

Progress has been made towards all outputs; however, some activities have not yet been completed. At the time of the evaluation at least six activities were not yet completed. Although the PSLWGE objectives, outcomes and outputs are clearly articulated, they did not take into account the systemic issues facing RGC. A key cause for delays was the need to formalise partnerships through MOUs another explanation for delay was the inability of staff, particularly those in MoWA to dedicate time for project implementation. Project activities were seen as additional work for some government officers who are already stretched and receive a low salary. Although MoWA was the lead implementation partner, their coordination role within government does not come with the authority necessary to implement activities and deliver results across ministries. Despite the initial three-year timeframe for the project momentum in getting started was slow, leaving little time for implementation.

At the time of the Mid-Term Evaluation, a number of knowledge products produced by PSLWGEP were not finalised and could not be assessed. As part of this final evaluation, the National Policy on Gender Equality (Draft December 2019), Neary Ratanak V, Press release on launch of Media Code of Conduct, We Can Do It Video, Monitoring and Evaluation Framework report and Capacity Development Framework were reviewed to determine their technical quality. All products reviewed as part of this evaluation were of a high standard. This evaluation was not able to assess the quality of the Media Code of Conduct, feminist leadership materials, training and coaching materials and GMAPs as these are only available in Khmer language.

The CD Framework was based on capacity needs assessment in 2017 and a further assessment conducted by the Capacity Development Consultant in 2019. Table 2 summarises the progress made towards the CD Framework under the project.

Table 2: Summary of progress against the Capacity Development Framework

Level of capacity development	Strategies adopted by PSLWGE	Capacities / skills	Assessment
<b>Individual</b>	Mentoring Coaching Training On the job	<ul style="list-style-type: none"> <li>• Management</li> <li>• Feminist theory</li> <li>• Gender analysis</li> <li>• Leadership</li> <li>• Managing staff</li> <li>• Writing concept notes</li> <li>• Leading a meeting</li> <li>• Facilitating sessions</li> <li>• Presenting</li> <li>• Writing a case study</li> </ul>	<p><i>We just got a taste for the coaching but it was not comprehensive.</i></p> <p><i>Each person has become a resource within their own department. We can be called upon to give advice.</i></p> <p>Individuals working within MoWA reported an increase in their own capacity. A dedicated international advisor provided full time support to the project for the two first years of implementation and in the final year four national consultants provided coaching and training support in the area of results based management, reporting, media and communication, youth and education, M&amp;E and capacity development.</p>
<b>Program MoWA</b>	Information management and sharing system Post meeting and workshop feedback (lessons learned)	<ul style="list-style-type: none"> <li>• Managing funds</li> <li>• Managing people</li> <li>• Preparing reports</li> <li>• Implementing activities</li> <li>• Collecting data</li> </ul>	<p><i>Now we are more capable in project management, we can prepare concept notes on our own, we prepare the budget and liquidation. We did everything on our own. We took the ownership of our activities, of our project and of the results.</i></p>
<b>Institutional MoWA</b>	Organisational development Technical desk Youth Professional Network	Individuals were promoted Resources are available (library) and online resources	<p><i>We don't want the consultant to produce the result. Although our results were slower than what you might find in another project, we did the work ourselves. We did not rely on the technical assistance to implement activities.</i></p>

	<p>Promotion of qualified professionals Knowledge management</p>		<p><i>MoWAs capacity has improved there are male and female leaders, they have explained CEDAW to us, they have a national policy, different plans and they are progressing well.</i></p> <p>Although the technical capacity of the MoWA staff increased some officers are compromised as to how fast they can advance, how much they can change how they work due to systemic challenges within the RGC and politics.</p> <p>A number of staff explained that their participation in the project and the acquisition of new skills has supported their promotion within the Ministry.</p> <p>The Technical desk operated in an ad hoc way and has now been relocated to the Public Administration Reform working group.</p>
<p><b>Stakeholders</b> Ministry of Civil Service, Ministry of Education, Youth and Sports, Ministry of Information, and Ministry of Culture and Fine Arts, Cambodian National Council for</p>	<p>Learning by doing Post meeting Workshop feedback</p>	<ul style="list-style-type: none"> <li>• Planning</li> <li>• Analysis</li> <li>• Coordination</li> <li>• Budgeting and preparing budgets</li> <li>• Monitoring evaluation</li> <li>• Writing press releases</li> <li>• results-based reporting</li> <li>• filming</li> <li>• video editing</li> </ul>	<p><i>We had time for learning but so far we have no time for doing.</i></p> <p><i>We know the theory and can go on and implement but we face budget constraints.</i></p> <p><i>It is not easy for everyone to use the tools. Further training will be necessary for the end users to be comfortable with the tools. This is a concern for me.</i></p> <p><i>Cooperation between MoWA and other organisations has been strengthened. Their capacity has really increased.</i></p>



<p>Women and the National Assembly. Educational institutions: Royal School of Administration and at least four universities Relevant networks: Clubs of Journalists, youth networks and CSOs</p>		<ul style="list-style-type: none"> <li>• photography</li> <li>• Curriculum review</li> <li>• Surveys</li> <li>• Code of conduct drafting</li> </ul>	<p>Line ministries reported increased knowledge and capacity on gender equality, vulnerable groups and monitoring and evaluation. Most ministries explained that there was not enough time allocated to capacity development activities and there was inconsistent participation with some staff not able to attend regular sessions. Often staff interviewed as part of the evaluation were not the people who had attended training or coaching sessions and could not speak to those.</p> <p>All stakeholders reported improved coordination with MoWA through the GMAGs. Although GMAGs existed before the PSLWGE, dedicated support to MoWA and a budget to work across ministries provided a purpose for the coordination with an expected result.</p> <p>CNCW reported an increase in their capacity in the area of monitoring and evaluation and across other areas including youth leadership. Participants in activities under outcome 2 reported acquiring a lot of practical skills.</p> <p>It was not possible to assess the capacity of CSOs as part of this evaluation.</p>
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Outcome 1 focused on improving policy and regulatory work. Although the National Gender Equality Policy is not yet finalised it is anticipated that this work will contribute to the improvement of gender equality in Cambodia. The policy and the supporting knowledge products provide evidence of key issues and a pathway for where support is needed. The policy and the knowledge products are highly visible results of the project which will set the direction for investments on gender equality and overseas development assistance more generally in the future.

As mentioned in the previous section, further participation and leadership of CNCW General Secretariat in the project could have leveraged change for the entire gender machinery in Cambodia. At the same time, according to MoWA all key activities and products of the project engaged and consulted with CSOs, however, this project evaluation was not able to assess the participation and value of CSOs in the project.

Outcome 2 of PSLWGE focused on promoting behavioral change in favor of gender equality among the public and young Cambodians. Behaviour change is ambitious and takes time. However, there are several widely recognised strategies identified to challenge gender and social norms. This evaluation found that the strategies deployed by PSLWGE under Outcome 2 were in line with international best practice. Table 3 assesses the strategies adopted by PSLWGE against international approaches.

*Table 3: Assessment of PSLWGE strategies for challenging gender and social norms.*

Strategies for working to challenge gender and social norms <sup>2</sup>	PSLWGE
Find early adopters: often, people are already living their lives in positive ways that support girls’ choices and opportunities.	<ul style="list-style-type: none"> <li>• The project worked with male and female youth and educational institutions who promote gender equality.</li> <li>• The project identified female leaders who participated as speakers in activities.</li> <li>• The project worked with a range of stakeholders including the media, CSOs and organisations working with specific groups of women and girls from disadvantaged groups.</li> <li>• More effort could have been made to find early adopters at the sub-national level. Some female ethnic minority leaders were involved in the project.</li> </ul>
Build support groups of early adopters: It can be hard to embody positive, rights-based change alone. Groups help individuals support, encourage and trouble-shoot.	<ul style="list-style-type: none"> <li>• The youth leadership labs and young professionals programme together strengthened what will now become the youth council. It will be important for the youth council to continue to keep gender equality issues at the forefront of their work.</li> </ul>
Use future-oriented positive messages: Help people imagine positive alternatives. Change is possible.	<ul style="list-style-type: none"> <li>• The project uses celebrities, televised debates, video clip and social media as a way to promote positive imaging.</li> </ul>

<sup>2</sup> SOURCE: [CARE Tipping Point Project, Social Norms Innovations Series](#)

Open space for dialogue: Get people talking to each other about new ideas. Challenge the implicit assumptions that everyone holds the same views, experiences and preferences.	<ul style="list-style-type: none"> <li>The project used debates, writing competitions and project visits to promote dialogue. Young people travelled to the province to learn more about challenges facing poor and ethnic women.</li> </ul>
Facilitate public debate: Engage publicly with community members to debate on what is OK in this context.	<ul style="list-style-type: none"> <li>Three debates were supported and broadcast on television.</li> </ul>
Expect by-stander action: Move from envisioning possibilities of justice to action. This involves building community and accountability, so that people show up for girls' rights in their words and actions.	<ul style="list-style-type: none"> <li>While the media code of conduct does have the potential to increase accountability further action is required to ensure the broad dissemination of the code of conduct and the involvement of CSOs and civilian journalists in monitoring reporting on gender-based violence. Action Aid, GADC, Women Media Center and civilian journalists have been included as members of the working group however, these organisations could also play a fundamental role in promoting and monitoring the implementation of the code of conduct.</li> </ul>
Show examples of positive behaviour in public: Demonstrate that the positive shift we hope for already exists. And it is totally normal.	<ul style="list-style-type: none"> <li>Positive shifts have been documented and shared via social media, further case studies will be shared across the RGC.</li> </ul>
Map allies and ask for their support: Identify the resources and networks we need to support positive change for individuals, families and communities.	Key international organisations were mapped by MoWA and resources have been mobilised (eg. French Embassy, DFAT and Oxfam). Networks have been established with the media, universities and formal government networks. Additional effort could have been made to engage CSOs in all activities.

The outputs under Outcome 3 were not sufficient for MoWA to leverage significant change in the area of women's leadership. Activities such as a capacity development framework, the establishment of partnerships and a handbook on women's leadership do little to address complex barriers to women's leadership.

Monitoring and evaluation of the project was conducted by UNDP and MoWA. Staff within MoWA were trained on monitoring using the RBM framework. However, the proficiency and quality of the monitoring varied across departments. This could have been addressed through more monitoring and evaluation support from the national consultant. The RBM framework was used to monitor progress against the outcomes. Most indicators are quantitative and do not measure the quality of the products produced. Although the quality of products was assured by MoWA through processes and technical expertise, this is not obvious in the framework. There seems to be a gap between some of the outputs and the outcomes. As mentioned, this is particularly the case in outcome area 3 but also to some extent in outcomes 1 and 2 where quantitative indicators measure the existence of a report or an MOU but do not measure the meaningfulness of the contents. This could have been resolved through a revision (or even a clarification) of some indicators.

A mid-term review was conducted during the third year by an international consultant. Monitoring and evaluation could have been enhanced through the participation of national experts in the mid-term and final evaluations. The knowledge and analytical lens that a national consultant who knows the Cambodian context, MoWA and other stakeholders would be invaluable in a complex project such as this.

The project has promoted monitoring and evaluation for learning throughout the life of the project, particularly through the collection of case studies. However, the finalisation of case studies takes time, and several were still being developed at the time of the evaluation. Having case studies documenting processes such as the development of the national policy would be useful for other stakeholders and could be used for training purposes. At the end of the project, there are still several key outputs that have not been completed (and therefore not evaluated). It is also the case that planned learning/sharing activities are also delayed, and although these are planned for the coming months, it is not clear how these will be able to reflect on the evaluations of recently completed activities, especially the manuals and handbooks, but also the monitoring frameworks.

### 4.3 Efficiency

#### *Assessment rating: Satisfactory*

UNDP has supported MoWA for more than 15 years. Phase 4 started in March 2017 as DIM (while negotiation with Sida was underway).<sup>3</sup> An agreement was reached with Sida at the end of 2017 and the project was changed to NIM with a revised project document signed in February 2018.<sup>4</sup> Moving away from a direct implementation approach and towards NIM allowed MoWA to demonstrate their ability in project management and implementation. The shift to the NIM modality also required MoWA to take ownership. MoWA was able to rise to this challenge and, despite some significant delays, has achieved good results in the area of project management and implementation.

UNDP supported the development of MoWA's financial management capacities and financial tools and Accounting Software "QuickBooks 2018." MoWA prepared monthly and quarterly financial reports. According to the Minutes of the LWGE Pre-SC meeting 23 March 2020, the project achieved a financial delivery rate of 83%. There are several key deliverables that have not yet been submitted and a no-cost extension is recommended to ensure this work is completed. According to UNDP, quarterly reporting by MoWA has also improved.

Although the financial resources allocated for the PSLWGE were adequate, the technical assistance over the life of the project was insufficient, especially considering the new approaches and tools that were planned, such as coaching, on the job training and production of knowledge products.

The project received the following technical assistance during the life of the program:

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<sup>3</sup> Direct Implementation (DIM) is the modality whereby UNDP takes on the role of Implementing Partner. In DIM modality, UNDP has the technical and administrative capacity to assume the responsibility for mobilising and applying effectively the required inputs in order to reach the expected results. UNDP assumes overall management responsibility and accountability for project implementation and follows all policies and procedures established for its own operations.

<sup>4</sup> Under the NIM modality the implementing partner assumes full responsibility for the effective use of resources and the delivery of results in the signed project document. UNDP is accountable for the effective and efficient use of resources for the achievement of results in conjunction with the implementing partner and UNDP monitors progress towards intended outputs.

1. International technical adviser gender equality (full-time for the first two years) based at MoWA. This adviser provided analytical support and inputs into the redesign of the project document and coordination among departments within MoWA. It seems that this adviser also played a significant role in creating a bridge between UNDP, MoWA, Sida and other organisations working on gender equality (such as UN Women).
2. National Consultant for Gender, Media and Communication (part-time from mid-2019).
3. National Consultant for Gender, Education and Youth (part-time from mid-2019). The work of this consultant was instrumental in developing activities under outcome 2.
4. National Consultant for Gender and M&E (70 working days mid-2019) to review existing tools, adjust or develop an appropriate M&E and reporting tools and methodologies and provide guidance in the form of training and coaching to MoWA.
5. National Consultants on CD F and RBM (70 working days from mid-2019) responsible for constructing the CD F and RBM framework and conduct training and coaching of MoWA and other ministry staff.

The technical assistance was critical to achieving outputs under outcome areas 1 and 2 of the project. The technical assistance was procured by UNDP. The procurement process was described as time-consuming and some delays were experienced. Planning was also described as taking a long time and that the budget was carved up into too many parts with particular departments within MoWA taking responsibility for certain outcomes.

The project reduced the international technical assistance after year two as national capacities within MoWA were increasing. It may be coincidental however, delays in implementation correlate with the gap in technical assistance during year two. Technical assistance in specific areas of gender in education, media and communication was provided in the second half of 2019. Other technical assistance in the area of M&E and capacity development was not provided until the final eight months of implementation. If technical support was provided earlier, delays may have been avoided and further coaching of staff within MoWA and pilot ministries may have been offered.

There is a plan by the project to spend some time until March 2021 assessing the efficiency and impact of some of the project outputs (gender corner and youth labs) that are due for completion.

The micro assessment and the spot check used to provide an overall assessment of the MoWA's program, financial and operations management policies, procedures, systems and internal controls found no major problems or financial mismanagement.

#### **4.4 Impact**

##### *Assessment rating: Satisfactory*

There is a marked improvement in the capacity of MoWA to lead the development of national policy and research on gender equality. The impact of this work will need to be monitored once the policy is approved. There is also evidence of an increase in MoWA's capacity to coordinate across ministries and to work with the MEF on increasing budget allocations for gender equality. Pilot ministries and other stakeholders recognise the capacity of MoWA to lead on

gender equality issues, and in some instances, see MoWA as able to fundraise or attract donor funding.

MoWA has demonstrated its ability to implement programs on gender equality with a range of partners. In particular, MoWAs work under Outcome 2 demonstrates its ability to work in new and innovative ways with non-traditional partners. This work has enabled MoWA to reach out to young Cambodians and change their perceptions of gender equality. Activities including debates, social media campaigns and the video clip have successfully increased the visibility of MoWA and encouraged Cambodians to take an interest in gender equality issues and possibly change their perceptions. Further effort could be made in the future on ways that MoWA can harness those young people to continue to advocate for gender equality.

There is some evidence that government partners (pilot ministries) will continue to advocate for gender equality, however, this work is patchy. There is an overwhelming sentiment among some ministries that gender equality work is the responsibility of MoWA. This sentiment was not felt among MoEYS whose gender equality work is well embedded in the work of the ministry. Although the GMAGs and GMAPs provide a structure and a small budget for ministries to work on gender equality the capacity of staff who participate in GMAGs is inconsistent. Certain GMAGs have been successful in attracting donor funding and will continue to advocate for gender equality as long as they have this support. However, changing how GMAGs operate and what they include in their GMAPs is difficult and is beyond the authority of MoWA. Although MoWA has provided ministries with a taste of new ways of working, these approaches are time-consuming and can be resource-intensive, relying on one on one or small group discussions. At the same time, the approaches endorsed by the PSLWGE are not institutionalised within the RGC, making it difficult for government staff to prioritise new ways of working, or to *go against the grain*.

Measuring the impact of the PSLWGE on the lives of Cambodian women will not be possible until the National Gender Policy and monitoring and evaluation framework are approved and implemented. After this time it will be possible to measure where support for gender equality is focused: Are vulnerable women and girls benefiting? Are investments focused on priority issues? Which ministries are working on gender equality? What are the investments for gender equality?

## 4.5 Sustainability

*Assessment rating: Satisfactory*

- Policies, strategies and knowledge products developed by the project are likely to lead to a sustained focus on gender equality in the RGC. Further effort will be required to ensure that the National Gender policy is finalised and approved and that there are resources allocated in the national budget and through ODA to implement the policy.
- Once finalised the harmonised M&E framework for CEDAW and National Gender policy are positive examples of sustainable project results. The M&E framework should continue to provide the CNCW and RGC ministries with the evidence required to prioritise and report on gender issues and allocate resources. There is a real concern that the budget cuts due to COVID-19 will hamper progress in the area of gender equality. In particular, there is a concern that there is no budget to roll out the newly developed monitoring and evaluation framework at the sub-national level. All data needed to populate the framework will need to be collected locally emphasising the



urgent need for further training and coaching which will need to come from external sources.

- Sectoral strategies and plans develop with support from the project, such as those produced by MoEYS play an important role in ensuring the sustainability of project results. Similarly, the changes to the university curricula and work with educational institutions will likely have an ongoing impact after the project ends. MoEYS work with the Royal School of Administration shows strong results and evidence of applying gender analysis and approaches. However, GMAPs from other ministries are not of the same quality and are not likely to contribute to the sustainability of project results.
- MOUs signed with a number of ministries and the revitalisation of technical working groups (TWG-G and TWG-WLG) also provide an opportunity to work towards sustainable results, but energy is required to keep the partnerships active. For example, MoInf work on the Media Code of Conduct will require ongoing effort from MoWA to develop the monitoring tool and to conduct working group meetings. Similarly, the MoCS partnership with MoWA on women's leadership will need technical and strategic support to develop and delivery on its plan of action. MOUs also provide an opportunity to further fundraise on gender equality.
- Newly introduced concepts and approaches for working on gender equality have gained traction in MoWA and among pilot ministries. For these approaches, like coaching, intersectionality and feminism to truly become embedded and institutionalised in Cambodia, further work will be needed. This will require opportunities for further training but also follow up, by MoWA within the workplace and on the job as well as ensuring that training institutions also update their own curricula and approaches.
- The work with youth on attitude and behaviour change on social and gender norms will likely have a lasting impact beyond the life of the project, however, further work will be needed to continue to promote diverse roles models and perspectives to Cambodian youth.
- Financial sustainability is difficult to determine given the massive budget cuts due to COVID-19. Although there is a mechanism for budget allocations under the GMAPs and for the functioning of the TWGs on gender, these allocations tend to be small and ministries that have implemented gender equality activities tend to obtain funding from external sources.

## 5. Lessons Learned

The MTE identified three key lessons learned, these lessons learned remain relevant:

1. The programme design and complexity should be tailored to the capacity of the implementing partner, available human resources and time allocation.
2. Complex programs need milestones as was added during the project implementation, more proactive approach, consistent interaction and communication between the actors and guidance (coaching) throughout the entire programme cycle management.
3. Capacity development is linked to generating and managing changes and it is a difficult and sensitive process, still vague and unclear for many stakeholders and often it encounters personal and institutional resistance, therefore it should involve a clear step-by-step implementation approach and a thematic expert, which can guide the programme during overcoming those resistances and transforming reluctances into incentives.

Several other lessons learned have been identified as part of the Final Evaluation.



1. Three years and nine months is too short for a project with so many partners and of this complexity. More time for implementation was needed. For example, developing an M&E framework for CEDAW and the National GE Policy are ambitious and complex and needed more time
2. The emphasis on national ownership and in particular MoWA ownership in the design and implementation of the project is commendable however, the technical expertise provided was not sufficient to achieve the results.
3. The project design did not recognise the limitations facing MoWA as a ministry. MoWA's mandate is to coordinate gender equality work but MoWA does not have the authority at the national to influence and challenge political processes. At the sub-national level MoWA does not have the resources to implement large scale programs that are able to deliver results across multiple ministries and to large numbers of Cambodian women. Although CNCW was a key partner in the project, affording them more responsibility in Outcome 1 and 3 may have led to better results. MoWA is strongest when it works alongside of CNCW.
4. The Capacity Development Framework did not take adequately into consideration systemic, political and economic issues facing stakeholders within the project. Financial constraints reduces the likelihood that capacity development activities will be prioritised or continued within departments of MoWA and stakeholder institutions. There was an assumption that handbooks and trainings would lead to sustainable changes and that by strengthening the existing structure of GMAGs and GMAPs an increase in national budget allocations would follow. Although the structural commitment is obvious within MoWA and the RGC, the ability to achieve real change across ministries is fragile and contingent on budgets.
5. As this project represents the final phase of targeted support from UNDP to MoWA, a strong exit strategy would have assisted forward planning.
6. There is an appetite within MoWA for professional development and trying new capacity development approaches, such as coaching.
7. Developing a national M&E framework for CEDAW and GE Policy is a complex task that requires time and dedicated expertise.
8. Working with youth is a positive entry point into working on challenging social and gender norms.
9. Diverse partnerships with educational institutions, other ministries, CSOs and national institutions demonstrate MoWA's ability to work "outside the box" – promoting new approaches and ways of working.

## 6. Conclusions

Cambodian society is changing, and gender equality issues are gaining currency. There is evidence of a reduction in the gender gap (World Economic Forum: from 112 (2016) to 93 (2018) out of the 149 countries on the list). Despite these gains, in 2020 and beyond, the economic and social consequences of COVID-19 pose a risk for gender equality results (achieved by the project but also more generally). In particular, COVID-19 is expected to have an impact on incidences of GBV, social protection measures for women, economic opportunities and women's leadership. Against this backdrop MoWA will play an important role as an advocate for gender equality issues – a Ministry that can lobby for funding and technically capable of identifying where money should be spent to ensure maximum benefit to women and girls in Cambodia. MoWA's comparative advantage is not as an implementer of projects, instead as an accelerator of change. MoWA can harness good practices, particularly those related to programming and lead other ministries towards attaining stronger gender

equality results. MoWA can play a key role in providing other Ministries tools and approaches on how to integrate gender alongside an already strong policy framework and evidence base.

## 7. Recommendations

Cambodian society is changing, and gender equality issues are gaining currency. There is evidence of reduction in the gender gap (Economic Forum: from 112 (2016) to 93 (2018) out of the 149 countries on the list). Despite these gains, economic and social consequences of COVID-19 pose a risk for some gender equality gains to be lost, particularly around gender-based violence and women's leadership. There is an opportunity for MoWA to act as an accelerator of change. This means:

- Promoting and advocating for positive changes in the area of gender equality;
- Providing Ministries with tools and approaches on how to integrate gender;
- Harnessing good practices that are already available in other Ministries; and
- Leading not “doing” - show others how to implement.

Six strategic recommendations are suggested by the evaluator to contribute to finalising outstanding project activities and the contribute the long-term sustainability of achieved project results. These recommendations are directly the responsibility of UNDP and MoWA. In the context of Sida moving away from working within with RGC and UNDP reducing its support (in the form of a long term and largescale project) two recommendations have been included to effectively manage this transition and learn from the past. Strategic recommendations include:

1. *Agree to a no-cost extension for 3 months to complete outstanding activities – particularly activities under Outcome 1.* Deliverables under outcome 1 will be critical for the achievement of national and international gender equality commitments and in ensuring that gender equality remains a priority of the government.
2. *To ensure that the momentum for gender equality is not lost UNDP in partnership with MoWA should continue support for the passage and implementation of the National Gender Policy.* UNDP's long history working on gender equality with MoWA and the significance of a strong gender policy framework in achieving the SDGs makes UNDP a valuable partner in supporting the policy implementation.
3. *Finalise the harmonised M&E system and provide easy to use tools to other line ministries collect data.* A harmonised M&E system and tools will make it possible for the RGC to work towards evidence-based budgeting and planning and to report against national and international gender equality commitments.
4. *MoWA in partnership with MEF to continue Gender Responsive Budgeting support to line ministries.* The strong policy framework along with the M&E system provides an enabling environment for evidence-based gender responsive budgeting and planning. MoWA has established a good relationship with MEF and is now well positioned to push this agenda forward.
5. *MoWA to develop an exit strategy in partnership with UNDP to outline future ways of working.* MoWA has established strong relationships with line ministries and other institutions working on gender equality, to ensure that this work continues in the future with less support from UNDP and Sida further thinking and strategising needs to occur. An exit strategy developed in partnership between MoWA and UNDP would provide a roadmap to guide MoWA.
6. *Conduct a longitudinal review of the long term engagement with MoWA to assess impact of support over the last 15 years.* Looking back over the 15-year partnership

with MoWA to assess the impact of this work as well as capturing lessons learned, changes and challenges will likely improve how UNDP works on gender equality and how they work with RGC. This review will also be valuable for MoWA to highlight how they have grown as a line ministry.

Four additional operational recommendations have been included to guide MoWA to continue its work with particular line ministries. These recommendations include:

1. *MoWA and MoCS to continue working on women's leadership through the existing MOU.* Working on women's leadership in the RGC will go a long way towards addressing structural gender inequalities in Cambodian society. MoWA has already made some progress in this area which can continue through the established partnership with MoCS.
2. *MoWA to move away from delivery of training / technical support to other ministries towards strengthening its advocacy role (particularly on the issues in the CGA).* does not have the resources to meet the capacity development demands within the RGC, however, MoWA's expertise in analysis and policy development mean they are well placed to provide advice and advocacy to other line ministries. To do this MoWA will need to finalise lessons learned and case studies (especially related to the development of national policy, gender analysis and coaching) and compile approaches and tools for dissemination.
3. *MoWA to share the CDF with the Public Administration Reform Technical Working Group and to plan for the institutionalisation of the CD Framework / approaches – integration into GMAPs.* The CDF provides a comprehensive approach for working on gender equality within the RGC. Sharing the CDF would ensure a unified and systematic approach across other line ministries.
4. *Use the MoInf, MoWA and journalists working group to finalise monitoring mechanism for the Media code of conduct and play an ongoing role in institutionalising the Media Code of Conduct in Cambodia.* The media code of conduct is a useful tool for monitoring the media. MoInf has made good progress working with MoWA, journalists and other donors on its implementation. Some work has already commenced on establishing a monitoring mechanism but further work is needed to ensure it is widely understood and rolled out.

**EVALUATION TERMS OF REFERENCE**  
**Individual Contractor**

**1. Assignment Information**

Assignment Title	Final Evaluation of Project to Support the Leading the Way for Gender Equality Programme (PSLWGEP)
Cluster/ Project	Programme and Results Unit/Project to Support Leading the Way for Gender Equality Programme
Post Level	Senior Specialist, International Consultant
Contract Type	Individual Contractor (IC)
Duty Station	Home-based
Expected Place of Travel	N/A
Contract Duration	25 days (expected from October to December 2020)
Supervisor	UNDP Cambodia’s Head of Results Based Management Unit (in close coordination with Evaluation Reference Group)

**2. Background and Context**

Following 15 years of broad institutional support and technical assistance for gender equality in Cambodia, UNDP continues to support the Ministry of Women’s Affairs of Cambodia (MoWA) in strengthening its capacity to fulfil its mandate of coordinating and monitoring gender mainstreaming into national policies, strategies and programmes. Since its establishment in 1996, the Ministry has achieved considerable success in making gender equality an increasingly prominent policy-making factor in Cambodia. MoWA has been actively involved in the formulation of the country’s important policy and planning documents.

Significant progress has been made through establishment and strengthening national mechanisms for gender mainstreaming including the establishment of the Cambodian National Council for Women (CNCW), Technical Working Group on Gender (TWG-G) as part of the Government-Development partner Coordination Committee (GDCC) and establishment of Gender Mainstreaming Action Groups (GMAGs) in all line ministries. MoWA presides over the Technical Working Group on Gender (TWG-G) that brings together different sectors of government, civil society and the donor community on a regular basis for sharing information and discussing and monitoring gender related issues and progress.

In 2016, MoWA developed the “Leading the Way for Gender Equality” Program. The overall objective of the “Leading the Way for Gender Equality” Programme is an to develop an enabled environment for gender equality, women’s empowerment and feminist leaderships in Cambodia through enhanced capacities of the Gender Machinery.

UNDP and the Government of Sweden, through the Embassy of Sweden, are providing financial and technical support to MoWA to implement the LWGE programme through the Project to Support Leading the Way for Gender Equality Programme (PSLWGEP). The project aims to provide long-term capacity development and advisory support to MoWA for achieving the national goals on gender equality and women’s empowerment by strengthening the

enabling environment and institutional architecture for formulating, implementing and monitoring national gender policies more effectively. The PSLWGEP is focused on three components or outcomes: 1) More effective institutionalisation of gender policies across government, and more effective performance of Gender Machinery to lead gender equality mainstreaming with inclusion of disadvantaged groups of women and girls; 2) Promotion of behavioural change in favour of gender equality among the public and young Cambodians; and 3) Increase number of and capacities of women in decision making positions and strengthen feminist leadership.

A strong focus of the PSLWGEP is to build capacities of MoWA using a more advanced approach that combines different modalities: trainings, mentoring, coaching, exposures, internships, etc. The capacity development of PSLWGEP is meant to have an impact at four levels: individual, program, institutional and network-stakeholders level. In order to guide the capacity building interventions of the project and measure its impact at all levels, a Capacity Development (CD) Framework – that includes an Operational Plan and a Results Matrix – was developed and is being implemented. This CD Framework pays special attention to the improvement in management practices and systems of the pilot MoWA departments and units because those were identified both as enablers and result of capacity development at all levels.

PSLWGEP started in April 2017 and is expected to complete in December 2020. A mid-term evaluation (MTE) was conducted in the second half of 2019 and provided some recommendations for adjustment of project approach and strategy. As the project is approaching its end date and as per the requirement by the Project Document, UNDP is now looking to hire a qualified and experienced International Consultant to conduct the Final Evaluation of the Project to Support Leading the Way for Gender Equality Programme.

Project Information	
Project title	Project to Support Leading the Way for Gender Equality Programme
Atlas ID	00095079
National Priority	Good governance and gender equality
Cambodia's Sustainable Development Goal	CSDG 5: Gender Equality: Achieve gender equality and empower all women and girls  Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
UNDP / CPD outcome and output <sup>5</sup>	Outcome (UNDAF Outcome #4): By 2023, women and men, including those underrepresented, marginalised and vulnerable, benefit from more transparent and accountable legislative and governance frameworks that ensure meaningful and informed participation in economic and social development and political process.  Output 3.2 Women have improved status in leadership and decision-making
Country	Cambodia

<sup>5</sup> The project was designed in 2016 under the previous UNDAF and CPD. With the new UNDAF and CPD (2019-2023), the outcome and output are changed.

Region	Nationwide
Date Project Document was signed	22 February 2018 (revised to include fund from the Embassy of Sweden)
Project Dates	Start: March 2017 <sup>6</sup> End: 31 December 2020
Project Budget	USD 2,048,628.80 (UNDP: USD 945,522.80 and Sweden: USD 1,103,106.00)
Project Expenditure	USD1,664,868.12 (as of 31 July 2020)
Funding Sources	UNDP and Embassy of Sweden
Implementing Partner	Ministry of Women’s Affairs

### 3. Evaluation Objective

This final evaluation is commissioned jointly between the Ministry of Women’s Affairs, the Embassy of Sweden and UNDP in the final year of the project. The Evaluation will assess progress towards the achievement of the project objectives and outcomes and as specified in the Project Document and the management actions following the recommendations from the mid-term evaluation conducted in 2019. A specific focus will also be given on the effectiveness of capacity development measures and <https://web.undp.org/evaluation/guidance.shtml> approaches of the project given to MoWA and selected line ministries. The Evaluation will also review the project’s approach and methodology, its risks to results impact and sustainability and document lessons learnt and good practices that can be used in other similar projects.

### 4. Evaluation Criteria and Key Guiding Questions

The evaluation will mainly focus to assess the relevance, effectiveness, efficiency and sustainability of the project. The following are guiding questions within the framework of the evaluation criterions (to be reviewed/ elaborated in the evaluation inception report):

#### Relevance

- To what extent was the project in line with and contributed to the achievement of the national development priorities and sustainable development goals and with UNDP’s country programme and Strategic Plan?
- How useful are the project outputs to the needs of women in Cambodia, including especially the five vulnerable groups that the project specifically focused on?
- Are the activities and outputs of the project consistent with the overall project’s objectives and goals?
- To what extent have these activities been contributing to the project’s results?
- Is the project’s theory of change clearly articulated?
- How did the project react to the changing environment during the project implementation period?
- Is there enough government/stakeholder commitment to enforce and implement the mechanisms, strategies, policy, monitoring systems etc. prepared with support from the project;

<sup>6</sup> The project started as DIM, directly implemented by UNDP. With additional fund from Sida, the implementation modality was changed to NIM (executed by MoWA).

## **Effectiveness**

- Are the project's objectives and outcomes and outputs clearly articulated, feasible and realistic?
- To what extent were the project's outputs achieved?
- To what extent did project's activities contribute to the achievement of the results?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- To what extent have the project's capacity building processes been effective in helping the project team and the Ministry of Women's Affairs to effectively manage the programme, coordinate with different MoWA's department and external partners (Government ministries, development partners and CSOs), and to mainstream gender at both policy and institutional level in an inclusive manner?
- To what extent has the project's capacity building processes and approaches been effective in helping the Government to develop, implement, monitor and report gender related policies and programmes? How?
- To what extent has the project's related policy and regulation works been contributing to improvement of gender equality and women's empowerment in Cambodia?
- In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
- In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
- What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- To what extent has the project's partnership strategy and approach been appropriate and effective to achieve the project's results?
- To what extent have stakeholders been involved in project implementation?
- To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design processes and during project implementation?
- To what extent are project management, implementation, and monitoring and evaluation participatory and is this participation contributing towards achievement of the project objectives?

## **Efficiency**

- To what extent were partnership modalities (National Implementation Modality with UNDP's supports) conducive and cost effective to the delivery of the project's outputs?
- To what extent did monitoring systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly?
- To what extent was the project management and staffing structure as outlined in the project document efficient in generating the expected results?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- To what extent has the Project's procurement modality been efficient and cost-effective?

## **Impact**

- What are the results (or preliminary results) of the intervention in terms of 1) change in capacity of MoWA to design policy and strategies, to coordinate and implement programmes, and to support other line ministries, 2) change in how the Government partners (especially the pilot ministries) advocate for gender equality in their sector, and mainstream and implement gender related activities, and 3) change in the perception of people (especially youth) toward gender equality?
- Did the project's intervention result in a positive change in the lives of women in Cambodia?

## **Sustainability**

- To what extent did the project establish mechanisms to ensure the sustainability of the results achieved, both at the output and outcome levels? In particular, has the project contributed to strengthening national partners' institutional capacities to sustain the outcome level results? How? Do the project's capacity development approaches (mentoring, coaching, and training among others) contribute to the achievement and sustainability of the project's results?
- To what extent will the project supported policy, strategies, guidelines, and knowledge products be implemented and used to positively impact the life of women in Cambodia?
- To what extent did the project contribute to partnerships with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?
- What are the partners' resources, incentive and ability to continue the activities and sustain the results?
- Are there any financial risks that may jeopardise the sustainability of the achieved project outputs?
- Is there any risk that partners' ownership will not be sufficient to allow for the project benefits to be sustained?
- To what extent are lessons learned being documented by the project and shared with others?
- What is needed for the project's interventions to be sustained, adapted and replicated in the future?

## **5. Methodology**

The consultant will propose the evaluation methodology in the proposal. The detailed and final methodology shall be discussed with UNDP and MoWA after the consultant is selected for the work. The final project evaluation methodology should include well-thought-out sampling methods for selecting key informants, sampling methods for selecting beneficiaries at the local level, and methods for assessing results stated in the project document using methods as follows:

- Reviewing of relevant documents related to the project;
- Conducting individual/ semi-structured interview with MoWA's core team, UNDP, Sida, UN Women, Oxfam, MoWA's departments participated in the project, CNCW, pilot ministries (Ministry of Education, Information, Civil Service and Culture and Fine Arts), universities, other relevant institutions (eg. Royal School of Administration and Club of Journalists) engaged throughout the project, and others as relevant;



While the consultant will be fully independent and will retain enough flexibility to determine the best approach to collecting and analysing data for the evaluation, UNDP and MoWA will work closely with the consultant to facilitate this process, by:

- Providing relevant documents related to the project for desk review,
- Identifying and providing contact of stakeholders and sources of information if needed,

## 6. Evaluation Products (Deliverables/Outputs)

Below is a summary of expected outputs/ deliverables and their processes.

<p>Evaluation Inception Report (10-15 pages, excluding annexes)</p>	<p>The inception report should be carried out following and based on preliminary discussions with UNDP and MoWA after the desk review and should be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits). It should detail the evaluator’ understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables. The inception report provides the evaluation manager and the consultant with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.</p>
<p>Evaluation Debriefings</p>	<p>Immediately following an evaluation, the consultant is expected to provide a preliminary debriefing and findings to MoWA, UNDP, Sida, Oxfam and UN Women.</p>
<p>Draft Evaluation Report (40-60 pages maximum, including executive summary, excluding annexes)</p>	<p>The content of the Evaluation Report should consist of the following:  List of Acronyms and Abbreviations  Executive Summary  Introduction  Evaluation Scope and Objective  Evaluation Approach and Methods  Data Analysis  Evaluation Findings and Conclusion  Recommendations  Lessons Learned  Annexes</p> <p>MoWA, UNDP, Sida, Oxfam, and UN Women will review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time (within two weeks after receiving document), addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.</p>
<p>Evaluation report audit trail (following the provided template)</p>	<p>Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.</p>

Final Evaluation Report	The consultant will revise the draft based on inputs provided and submit the final report within two weeks after receiving the comments.
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## **7. Evaluation Ethics**

This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’. The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorisation of UNDP and partners.

## **8. Implementation Arrangements**

This evaluation is managed by UNDP’s Head of Results Based Management Unit (the Evaluation Manager) who ensures the evaluation is conducted in accordance with established policies and standards on evaluation. Project Implementing Partner, donors and relevant stakeholders are consulted throughout the evaluation process and ensure the quality of evaluation deliverables in line with evaluation policy and standards and agreed terms of reference.

The Evaluation Manager manages this exercise in close consultation with the Evaluation Reference Group (ERG) which includes the National Project Coordinator from MoWA, representatives from Sida and UNDP (Programme Unit) which provides oversight to the project. The roles of ERG are to provide strategic advice to the evaluation, ensure the transparency and independence of evaluation exercise and advise on evaluation’s relevance and appropriateness of methodology. The consultant will work closely with the MoWA and UNDP.

The immediate supervisor during the assignment for the Consultant is the UNDP Evaluation Manager. The National Project Coordinator will be the focal point contact for day-to-day interactions and for liaisons during the assignment.

The detailed methodology or inception report and draft evaluation report, including key observations, findings and recommendations will be shared and discussed with the Project’s steering committee, whose members (MoWA, UNDP, Sida, Oxfam and UN Women) will also be interviewed by the consultant.

## **9. Time Frame for the Evaluation Process**

The evaluation will begin with a desk review of available information (home-based), as well as an initial discussion with the Evaluation Manager to firm up the methodology and approach for data collection and analysis. An Inception Report will be prepared by the evaluator. Following the approval of the Inception Report, the evaluator will collect necessary data and interviews with key stakeholders. Due to travel restriction and challenges in international travel, the evaluator will work from home and conduct interview and discussion online. The

main deliverable of the evaluation is the final Evaluation Report which synthesises the analysis from the desk review, qualitative and quantitative data and stakeholder interviews.

The consultant is expected to be on board and starts the assignment in the first week of October 2020 and complete the assignment at the end of November 2020 latest. The assignment is expected to be completed within 25 working days. In Cambodia, the working week is from Monday to Friday. Below is a summary of process and expected timeframe for deliverables:

N	Deliverables / Outputs	Estimated Duration to Complete	Target Due Dates	Review and Approvals Required (indicate designation of person who will review outputs and confirm acceptance)
1	Deliverable 1: Submission of evaluation inception report/work plan and evaluation matrix	02 days	26 October 2020	UNDP Evaluation Manager on Deliverable  UNDP Head of Programme on payment
2	Deliverable 2: Presentation of preliminary findings to ERG and others Submission of draft evaluation report and recommendations	18 days	25 November 2020	UNDP Evaluation Manager on Deliverable  UNDP Head of Programme on payment
3	Deliverable 3: Submission of the final evaluation report taking into account inputs provided by ERG and others	05 days	10 December 2020	
Total # of Days		25 days		

## 10. Duty Station

This assignment is home-based. The consultant can expect a five-working day turnaround for feedback on the inception report and 10-working days for the draft report.

The selected consultant is required to undertake the Basic Security in the Field (BSIF) training (<https://dss.un.org/dssweb/WelcometoUNDSS/tabid/105/Default.aspx?returnurl=%2fdssweb%2f>) prior to travelling, if travel is required.

## 11. Minimum Qualifications of the Individual Contractor

Education	Master's degree in gender studies, public policy, arts, social sciences, development studies, or other related fields.
Experiences	<ul style="list-style-type: none"> <li>At least 10 years of relevant professional experiences in designing, implementing and evaluating development projects with UNDP, UN or other international organisations;</li> </ul>

	<ul style="list-style-type: none"> <li>• Strong record of conducting evaluation of gender and policy related projects;</li> <li>• Technical knowledge and experience in applying qualitative and quantitative evaluation methods;</li> <li>• Proven knowledge on gender related issues and gender in the development context especially in Cambodia or other ASEAN countries with similar context;</li> <li>• Experience working in Cambodia or other ASEAN countries with similar context is a strong asset;</li> </ul>
Competencies	<ul style="list-style-type: none"> <li>• Strong technical background and understanding of gender related issues and proven competency in gender related programme/project management and evaluation.</li> <li>• Demonstrated analytical skills, ability to assess complex situations, to succinctly and clearly distil critical issues, and to draw practical conclusion.</li> <li>• Excellent evaluation skills, including capacity to produce high quality and constructive reports.</li> <li>• Excellent English report writing skills.</li> <li>• Good facilitation and presentation skills.</li> <li>• Demonstrated ability to communicate effectively with various partners including the government, civil society, private sector, UN and other development donors and high-quality liaison and representation at local and national levels.</li> <li>• Excellent organisational and time management skills.</li> <li>• Be flexible and responsive to changes and demands.</li> <li>• Be client oriented and open to feedback.</li> <li>• Computer literate (MS office package) and ability to communicate online.</li> </ul>
Language Requirement	Full proficiency in English

## 12. Criteria for Evaluation of Level of Technical Compliance of Individual Contractor

As part of transparency, the Terms of Reference must bear the general criteria, which will be used in evaluating the acceptability and level of technical compliance of the candidates, as well as their corresponding weight.

Technical Evaluation Criteria	Obtainable
At least 10 years of relevant professional experiences in designing, implementing and evaluating development projects with UNDP, UN or other international organisations;	30
Strong record of conducting evaluation of gender and policy related projects	20
Technical knowledge and experience in applying qualitative and quantitative evaluation methods;	20
Proven knowledge on gender related issues and gender in the development context especially in Cambodia or other ASEAN countries with similar context;	20
Experience working in Cambodia or other ASEAN countries with similar context is a strong asset	10
Total Obtainable Score	100

### 13. Payment Milestones

The consultant will be paid on a lump sum basis under the following instalments. Approval of each payment is made by the Head of Programme, once the milestone is reviewed and agreed by the Evaluation Manager and the Evaluation Reference Group.

N	Outputs/Deliverables	Payment Schedule	Payment Amount
1	Upon satisfactory completion of Inception report/work plan (Deliverable 1) that includes inputs from the Evaluation Manager and the Evaluation Reference Group	26 October 2020	10%
2	Upon completion of presenting preliminary findings to MoWA, UNDP, Sida, other Steering Committee members, and other project's partners/ stakeholders for comments and satisfactory submission and acceptance of draft report that includes inputs from the Evaluation Manager and the Evaluation Reference Group (Deliverable 2).	25 November 2020	60%
3	Upon satisfactory submission and acceptance of final evaluation report (Deliverable 3) that includes inputs from the Evaluation Manager and the Evaluation Reference Group.	10 December 2020	30%

### 14. Annexes

- Project Document
- Capacity Development Framework of the LWGE Program
- Annual and Quarterly Progress Reports
- PSLWGE mid-term evaluation report
- List of key stakeholders and partners that should be consulted
- Current UNDP Country Programme Document and UNDAF
- CSDGs, NSDP, Rectangular Strategy,
- National Five-Year Strategy for Gender Equality (Neary Rattanak IV/NR IV)
- Gender Policy
- Cambodia Gender Assessment
- Code of Conduct for Evaluators in the UN System

Annex 2. Evaluation Sample and meeting list

No	Department/ Institution	Focal Person	Position / role in the project	Data collection method	Date of interview	Contacts
<b>MoWA</b>						
1	LWGE Management team	H.E The Chhunnhak	DG and LWGE Programme Coordinator	Focus Group Discussion	28/11/20	
2		H.E Hou Nirmita	Under Secretary of State and LWGE Deputy Programme Coordinator			
3		Ms. Sengphal Davine	DDG and LWGE Deputy Programme Coordinator			
4	SCNCW	H.E Bun Chhit Veasna	Secretary General	In-depth Interview	26/11/20	<a href="mailto:bunchhit.veasna@gmail.com">bunchhit.veasna@gmail.com</a>
5		Ms. Hou Sophalika	Head of Unit	In-depth Interview	24/11/20	<a href="mailto:sophalika@yahoo.com">sophalika@yahoo.com</a>
7	TWG-WLG Secretariat	Ms. Cheng Chinneth	Head of TWG-WLG Secretariat	In-depth Interview	19/11/2020	<a href="mailto:chchinneth@gmail.com">chchinneth@gmail.com</a>
8	Young Professional Networks	Ms. Tha Bonavy	Member of Young Network	Focus Group Discussion	19/11/2020	<a href="mailto:tha_bonavy@yahoo.com">tha_bonavy@yahoo.com</a> <a href="mailto:aysophea@yahoo.com">aysophea@yahoo.com</a>
9		Ms. Ay Sophea	member of Young Network		19/11/20	
10		Ms. Thoeun Sarkmarkna	member of Young Network		19/11/20	
11		Ms. Ket Saroth	member of Young Network		19/11/20	
12		Ms. Ly Fyny	member of Young Network		19/11/20	

13	Women and Education Department	Ms. Kim Sokhanry	Chief Office	In-depth Interview	23/11/2020	<a href="mailto:kimsokanry@gmail.com">kimsokanry@gmail.com</a>
14	Information Department	Ms. Pen Kunthea	Deputy Director Department	In-depth Interview	24/11/2020	<a href="mailto:penkunthea5@gmail.com">penkunthea5@gmail.com</a>
15	Gender Equality Department	Ms. Cheng Chinneth	Director of Department	Focus Group Discussion	23/11/2020	<a href="mailto:chchinneth@gmail.com">chchinneth@gmail.com</a>
16		Ms. Meach Sotheary	Deputy Director Department			<a href="mailto:meachsotheary@gmail.com">meachsotheary@gmail.com</a>
17		Mr. Meas Chiwuth	Chief Office			
18	Representative from the group incharge of Vulnerable group	Ms. Sar Sineth	DG and DDG of Social Development	In-depth Interview	18/11/2020	<a href="mailto:sineth_sar@yahoo.com">sineth_sar@yahoo.com</a>
19	Representative from Youth Leadership Lab	Ms. Onn Chansreyleak	Intern and Youth Lab members	Focus Group Discussion	19/11/2020	Join with MoWA Youth group <a href="mailto:aunchansreyleak@gmail.com">aunchansreyleak@gmail.com</a>
20		Female	Participant in youth lab / debates		19/11/20	
21		Female	Participant in youth lab / debates		19/11/20	
22		Female	Participant in youth lab / debates		19/11/20	
23		Male	Participant in youth lab / debates		19/11/20	
24	MoEYS	Mr. Nham Sinith	DDG	In-depth Interview	24/11/20	send through telegram 012 820 496
25	MOCS	H.E Chhy Vichara	Under-secretary of State	In-depth Interview	30/11/20	



26	MOCS	Mrs. Tek Kosra		In-depth Interview	30/11/20	
27	MoInf	H.E Ouk Kimseng	Under-secretary of State	In-depth Interview	30/11/20	
28	MoCFA	Mr		In-depth Interview	26/11/20	
29	CDC	Mr. Kim LumangBopata	Director of Department	In-depth Interview	28/11/20	
30	NCDD	Mr. Kaol Yutly	Deputy Head of Unit and Policy Development	Focus Group Discussion	30/11/20	Send through telegram 077 313 236
31		Ms. Somali			30/11/20	Send through telegram 017 363 904
32	Oxfam	Ms. Phean Sophaon	Gender specialist provided comments on the gender policy and participant in the TWG-WLG	In-depth Interview	20/11/20	
33		Ms Solinn	Representative and provided comments on the gender policy and participant in the TWG-WLG	In-depth Interview	20/11/20	
34	UNDP	Ms. Phat Phy	Programme officer	Focus Group Discussion	16/11/20	
35		Ms. Mao Meas	Programme analyst, programme oversight			
		Ms. Ratana Norng	RBM unit manager			
36		Ms. Amara Bou	Programme analyst, programme oversight			

37		Ms. Rany Pen	Head Results Unit, programme oversight			
38		Ms Sonali Dayaratne	Deputy Resident Representative			
39	Sida	Mr. Magnus Andre	Senior Policy Specialist	In-depth Interview	25/11/20	
40		Ms. Johanna Palmberg	Former Sida representative in Cambodia	In-depth Interview	27/11/20	
41	National consultant	Mr Sophatt Chunn	Monitoring and evaluation consultant	In-depth Interview	20/11/20	
42		Mr Navuth Ya	Capacity development and RBM consultant	In-depth Interview	20/11/20	
43	UN Women	Ms. Sophea Khun	Acting representative in Cambodia compiled comments on the gender policy and participant in the TWG-WLG	In-depth Interview	11/12/20	

## Annex 3. Interview and Focus group discussion guide

### Interview questions

#### UNDP

1. Following the mid-term evaluation what changed in terms of project delivery / operations (e.g did you have stricter deadlines)?
2. What additional support was provided to MoWA in the area of capacity development?
3. Who is responsible for the M&E? esp. CD Framework.
4. What additional support was provided to MoWA following the Mid Term Evaluation on Results Based Management?
5. Was an exit strategy prepared by the project?
6. What do you consider to be the greatest achievements of the project?
7. What could the project have done better?
8. What kind of support will UNDP be offering MoWA in the future?
9. There was mention of the possibility of adding a 4<sup>th</sup> outcome on economic empowerment. What happened with this?

#### Sida

1. Was the design too ambitious? Why?
2. Do you think the project had adequate resources? (financial and human)
3. Where has the project had the most impact?
4. What do you consider to be the greatest achievements of the project?
5. Do we have the data to support changes?
6. What could the project have done better?
7. How sustainable are the results of the project?
8. What future support will Sida be offering MoWA and RGOC?

#### **MoWA (different departments as advised by UNDP but to include leadership, National Consultant and heads of departments, Project manager, communications, professional development network)**

1. What is the status of the National Gender Policy, Neary Rattanak V and the Cambodian Gender Assessment?
2. What is the level of financial commitment from government for the implementation of these policies?
3. Do you think the project had adequate resources? (financial and human)
4. Did you prepare an exit / sustainability plan for the end of the project?
5. Following the mid-term evaluation what changed in terms of operations? e.g. did you have stricter deadline?
6. Did the programme have dedicated human resources working on the project?
7. What do you consider to be the greatest achievements of the project?
8. What could the project have done better?
9. Who was responsible for the capacity development framework?
10. What results were achieved? Who monitored it? How was it assessed?
11. How has capacity changed within MoWA? Are these changes sustainable?

#### UN Women

1. How would you describe the role of UN Women in the project? How did this change over time?
2. How would you assess MoWA's capacity – institutional and individual to lead on gender?

3. What do you consider to be the greatest achievements of the project?
4. What could the project have done better?
5. How does UN Women intend to work with MoWA in the future?

### **Oxfam**

1. How would you describe the role of Oxfam in the project? How did this change over time?
2. How would you assess MoWA's capacity – institutional and individual to lead on gender?
3. What do you consider to be the greatest achievements of the project?
4. What could the project have done better?
5. How does Oxfam intend to work with MoWA in the future?

### **Pilot ministries: Ministry of Education, Youth and Sport (MoEYS), Ministry of Civil Service (MoCS), Ministry of Information (MoInf)**

1. What support has been received by MoWA?
2. How has this support changed how you advocate for gender equality in their sector and mainstream gender?
3. Which activities / approaches were most successful?
4. Will you continue to work towards gender in the future? How?
5. What are the challenges / risks that may prevent this?

### **Focus Group Discussion questions**

#### **1. Stakeholders working on gender equality at the policy level: CSOs / NGOs, national institutions (Cambodian National Council for Women (CNCW), UN agencies**

- How did your organisation participate in the project?
- How has the project improved the capacity of Ministry of Women's Affairs to effectively manage, coordinate with different MoWA's department and work with external partners (Government ministries, development partners and civil society organisations) to mainstream gender at both policy and institutional level in an inclusive manner?
- In what areas has MoWA capacity improved?
- How has the project contributed to establishing or strengthening partnerships between MoWA and other national institutions, non-government organisations, United Nations agencies, the private sector and development partners to sustain results?
- How has the programme collaborated across other projects with synergies? What could have been done better?
- How useful are the knowledge products developed by the program? Any areas they could be improved?

#### **2. Cambodian youth: MoWA Young Professionals Network, participants in Feminist Awakening Labs, campaigns and debates (males and females).**

- How did you participate in the project?
- What activities / approaches were most effective and why?
- How has your perception of gender equality changed?
- How did the project result in a positive change in the lives of women in Cambodia?

**3. Stakeholders working on women's leadership - Royal School of Administration, National Committee for Sub-National Democratic Development Secretariat (NCDD), CSOs and the Committee to Promote Women in Politics.**

- How did you participate in the project?
- What activities / approaches were most effective and why?
- How has women's leadership changed since 2017?
- How will you continue to work on gender in the future?
- What challenges do you anticipate?

#### Annex 4. List of documents to be reviewed

##### **Background documents**

- Current UNDP Country Programme Document and UNDAF
- Code of Conduct for Evaluators in the UN System
- List of key stakeholders and partners that should be consulted
- Revised PSLWGE programme document, February 2018
- Revised PSLWGE programme Results Resource Framework (RRF), July 2019
- Terms of Reference for all technical advisers and consultants

##### **Annual workplans and Progress Reports**

- 1ST JANUARY - 31ST MARCH 2020
- 1ST APRIL - 30TH JUNE 2020
- 1ST JULY - 30TH SEPTEMBER 2020
- PSLWGE 2020 Annual workplan and budget
- PSLWGE programme Annual Report, 2019
- Guiding Note for Project Quarterly Report (PQR)
- Final project report December 2020

##### **Knowledge products (handbooks, booklets and training resources)**

- Capacity Development Framework of PSLWGE program, 2017 – 2020
- Neary Rattanak V
- Cambodia Gender Assessment
- National Gender Equality Policy (version 1 and version 2)
- Comments on the National Gender Equality Policy coordinated by UN Women
- Case study: Leadership Lab for Gender Equality
- National Tools and Approaches to Monitoring, Evaluation and Reporting of the Project to Support the Leading the Way for Gender Equality (PSLWGE) Programme of the Ministry of Women Affairs (MoWA)

##### **Reports from technical advisers**

- PSLWGE programme Mid-Term Review Report, November 2019
- Inception report from Monitoring Evaluation Adviser May 2020
- Report of Training on Results Based Planning & Reporting on Results (PSLWGE Program) Venue: Ministry of Women Affairs, PSLWGE Programme Meeting Room Date: 25 June & 6-7 July 2020
- Report of Training on RBM-M&E Planning, Implementation & Reporting (PSLWGE/LWGE Program) Venue: Hotel Dara-Airport, Phnom Penh Date: 22-23 September 2020
- Final Assignment Report Monitoring and Evaluation and Reporting (MER) Advisor (May – December 2020)

#### Annex 5: Recommendations table

<b>Strategic recommendation</b>	<b>Responsibility</b>
1. Agree to a no-cost extension for 3 months to complete outstanding activities – particularly activities under Outcome 1.	UNDP and MoWA

2. Continued support for passage and implementation of the National Gender Policy.	UNDP and MoWA
3. Finalise the harmonised M&E system and provide easy to use tools to collect data.	UNDP and MoWA
4. MoWA in partnership with MEF to continue Gender Responsive Budgeting support to line ministries.	UNDP and MoWA
5. MoWA to develop an exit strategy in partnership with UNDP to outline future ways of working.	UNDP and MoWA
6. Conduct a longitudinal review of the long term engagement with MoWA to assess impact of support over the last 15 years.	UNDP
<b>Operational</b>	<b>Responsibility</b>
7. MoWA and MoCS to continue working on women's leadership through the existing MOU.	MoWA and MOCS
8. MoWA to move away from delivery of training / technical support to other ministries towards strengthening its advocacy role (particularly on the issues in the CGA). To do this MoWA will need to finalise lessons learned and case studies (especially related to the development of national policy, gender analysis and coaching) and compile approaches and tools for dissemination.	MoWA (especially training, education and information departments)
9. Share CDF with the Public Administration Reform Technical Working Group and to plan for the institutionalisation of the CD Framework / approaches – integration into GMAPs	MoWA and Public Administration Reform Technical Working Group
10. Use the MoInf, MoWA and journalists working group to finalise monitoring mechanism for the Media code of conduct and play an ongoing role in institutionalising the Media Code of Conduct in Cambodia.	MoWA and MoInf



## Annex 6: Audit trail of comments on the draft evaluation

Comment received	Consultant's response
1. Please include the outputs for each outcome. Following this, refer towards specific outputs when discussing results and progress throughout the report.	Completed (see pages 16, 20, 22)
2. Include youth / gender norms work in the sustainability section.	Completed (see pages 7 and 34)
3. Check and reference some of the comments related to RGC from Hak.	Completed (these comments were deleted / replaced with language provided from Sida) (see page 18) Comment about the role of technical assistance integrated in text.
4. Build on the MTR and provide an analysis of the project's RRF.	Completed (see changes throughout the report and particularly in the effectiveness section.)
5. Provide more information about interview and focus group questions.	Completed (see Table 1 and Annex 2)
6. At times, the report lacks specificity and provides broad statements without evidence. Please elaborate where needed and provide evidence/examples of your findings. (Lessons, key findings, recommendations)	Lessons, key findings and recommendations were revised.
7. More background information in executive summary.	Completed (see pages 2-8)
8. Add additional annexes (TOR, questions, reports reviewed).	Completed (see pages 38-54)
9. One thing highlighted in the MTR was the lack of bridging between outcomes and outputs (i.e. intermediate outcomes). This could be worth considering (see MTR Relevance Section). It could also be worth considering the projects overall contribution towards the CPD, if applicable.	Completed (see pages 24, 30, 31)
10. Assessment of how the project performs. Maybe in the form of rating, against each of the below criterion. And the overall project rating? Include additional sections on financial management, Monitoring and implementation, oversight project management.	This was not included as a requirement in the TOR nor was it proposed in the inception report and methodology. However, a binary rating of satisfactory / unsatisfactory was added to findings in section 4.
11. Expand recommendations into a narrative.	Completed (see pages 8 and 35)

12. Need formatting the whole report with proper numbering/etc. updated headings and acronyms.	completed
13. Further information on the effectiveness of the technical assistance provided by the project.	Completed (see pages 31 and 32)
14. Sida's comments in track changes	Completed and all were accepted
15. Sida's overarching comment: A general comment is that, although this is a programme with national implementation modality, the evaluator could have assessed UNDP's role in providing technical assistance and supporting the implementation of the programme more in depth. The initially slow implementation of activities and UNDP's role in this is something that has been raised by a colleague that were previously responsible overseeing Sida's contribution. As this was a major challenge of the programme a more thought assessed could provide valuable lessons learned for future work in this important area.	Completed (see pages 30, 31, 32, 34, 35)
16. Add column in stakeholder table on role / position	See column 4. Additional information provided. UNDP to provide missing information.
17. Include a section on sampling	See 2.1 Sampling
18. Remove future directions section	Text has become a preamble for the recommendations section.