

MDSP Independent Review

Capacity Development for Aid Effectiveness

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Glossary Of Terms

AER	Aid Effectiveness Report
CAR	Council for Administrative Reform
CCC	Cooperation Committee for Cambodia
CDC	Council for the Development of Cambodia
CDCF	Cambodia Development Cooperation Forum
CD	Capacity Development
CDS	Capacity Development Strategy
CRDB	Cambodian Rehabilitation and Development Board
DP	Development Partner
GDCC	Government-Development Partner Coordination Committee
HR	Human Resources
IT	Information Technology
LAN	Local Area Network
MBPI	Merit-Based Performance Incentive
MDSP	Multi-Donor Support Program
NEX	National Execution
NGO	Non-Governmental Organization
ODA	Official Development Assistance
P&H	Partnership and Harmonization
PEG	Program Executive Group
PMS	Performance Management System
RGC	Royal Government of Cambodia
TWG	Technical Working Group
UNDP	United Nations Development Program

1. INTRODUCTION

1.1. The Multi-Donor Support Program (MDSP)

MDSP supports the implementation of the Royal Government of Cambodia's (RGC) Strategic Framework for Development Cooperation Management by strengthening the RGC's capacity to manage and enhance the effectiveness of development resources. To this end, MDSP focuses on strengthening the capacity of i) the Cambodian Rehabilitation and Development Board (CRDB) as the focal point within the RGC on ODA mobilization and aid coordination; ii) line ministries and agencies in terms of effectively managing external assistance.

Box 1: The Project's Results Areas

1. Strengthened capacity in CRDB to ensure that development cooperation activities are nationally owned, are fully aligned with Cambodia's development priorities, and are managed by RGC to achieve targeted development results.
2. Strengthened capacity in CRDB to effectively engage in policy discussion on aid effectiveness in the OECD/DAC and other international forums; and to lead the process to promote harmonized donor practices, promoting strengthening of national systems, within an environment of partnership, mutual trust and mutual accountability to maximize aid effectiveness.
3. Strengthened capacity in line ministries and agencies to play a leadership role in the work of TWGs, and to manage their aid coordination and aid management functions.
4. Strengthened capacity in CDC/CRDB and line ministries and agencies to develop, upgrade and maintain aid information management systems to support their development management functions, and to develop, update and maintain websites to disseminate information on development cooperation activities to all national and international development partners and civil society.

1.2. Purpose of the Review

This independent review was commissioned by the MDSP Program Executive Group (PEG) to assess project performance since 2006 and to provide guidance on the future direction of the project¹. It follows an internal mid-term review of the project conducted at the end of 2008. This independent review is also informed by a broader independent evaluation of Aid Effectiveness in Cambodia conducted by the RGC in mid-2008, as well as a UNDP CPAP review, also conducted in 2008.

The focus of MDSP support and, therefore, of this review is on the contribution that MDSP has made to strengthening the capacity of the Cambodian Reconstruction and Development Board (CRDB) to serve as the focal point for aid coordination and management and to achieve implementation of Cambodia's aid effectiveness agenda (including building the capacity of line agencies to address aid effectiveness). This is not therefore a wider review of aid effectiveness in Cambodia² although the

¹ See TORS in annex 1

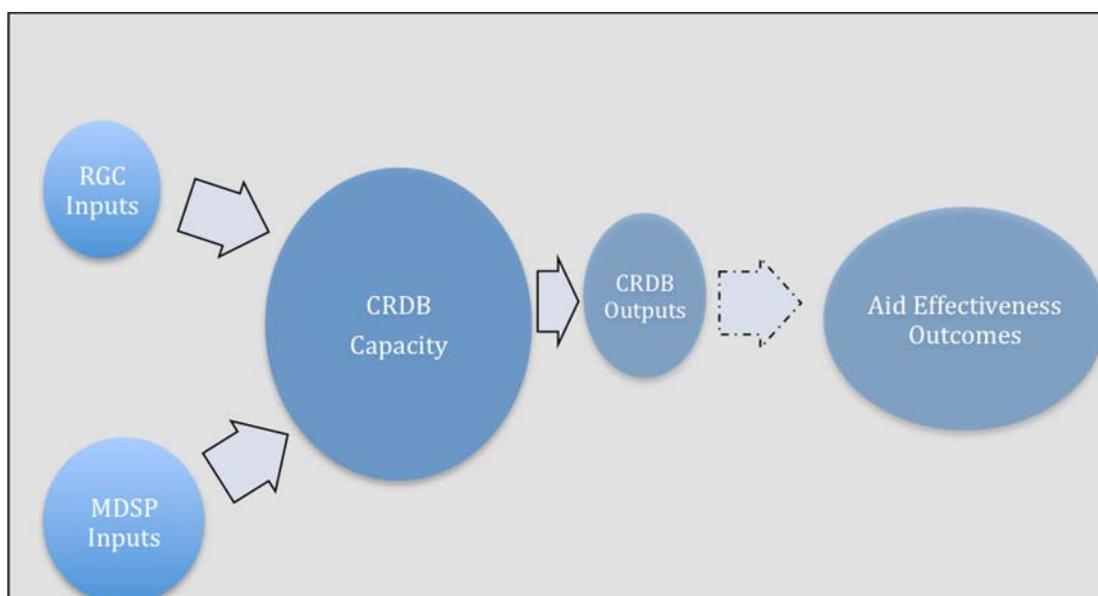
² A review of progress in the implementation of the Paris Declaration in Cambodia will be carried out in 2010.

contribution that CRDB has made towards advancing the aid effectiveness agenda, through MDSP support, is examined.

1.3. Methodology & Conceptual Framework

This review was conducted in two phases. *Phase 1* involved the conduct of a staff survey prepared by MDSP and administered by a national consultant in September 2009. The survey focused on staff perceptions of capacity change within CRDB and of the contribution of MDSP. *Phase 2* involved a two week mission (8 – 20 November 2009) conducted by an international consultant to carry out interviews with CRDB and MDSP staff, members of various Technical Working Group (TWG) secretariats as well as representatives of the Development Partners (DPs) currently funding the project³. A selection of documents was also reviewed⁴.

To guide the analysis, and to structure this report, the following conceptual framework is used.



The “results chain” presented in the above framework includes the following elements:

Element	Explanation
RGC inputs	The human, physical and financial resources that the Cambodian Government provide to CRDB
MDSP inputs	The technical, material and financial resources that MDSP brings to CRDB
CRDB Capacity	The various organizational capabilities that CRDB has developed, using the combined resources of RGC and MDSP to enable it to execute its mandate
CRDB Outputs	The various products and services delivered by CRDB on its own and together with MDSP support
Aid Effectiveness Outcomes	The contribution of CRDB outputs toward influencing aid effectiveness policy and practice in Cambodia

³ See Annex 2

⁴ See Annex 3

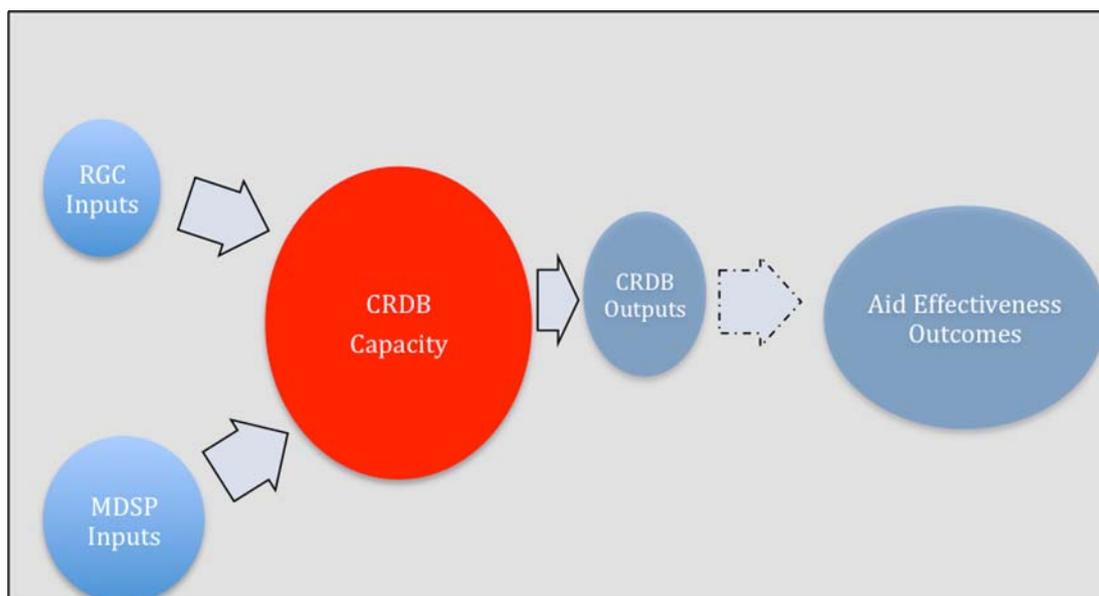
1.4. Report Structure

The report is structured as follows:

Section 1	Provides the background to this review
Section 2	Looks at the progress made in developing CRDB <i>capacity</i>
Section 3	Highlights the performance of CRDB in terms of the <i>outputs</i> it has generated
Section 4	Examines the <i>contribution</i> that MDSP has made to CRDB capacity and performance
Section 5	Considers the extent to which CRDB outputs have contributed at the <i>outcome level</i> to implementation of the aid effectiveness agenda
Section 6	Wraps up by making recommendations and proposals for the way forward

2. CRDB CAPACITY

The main focus of MDSP support has been on strengthening the capacity of CRDB to function as an effective focal point for aid coordination as well as a promoter of the aid effectiveness agenda. This section summarizes, in mainly qualitative terms, the progress that has been made in developing CRDB's capacity.



Substantial progress has been made in developing CRDBs capacity since the start of MDSP in 2006. The organisation of today bears little resemblance to the fragile organisation that was created in 1995, or indeed to the organisation that MDSP found in 2006. The capacity of CRDB has been enhanced in a number of important ways.

- In 2009, CRDB received a revised legal mandate (sub-decree 149 of 2009), which sets out its role, functions and associated structure. This recognises the formal establishment of the Policy and Partnership departments.

- CRDB adopted a Capacity Development Strategy to guide the organisation's internal CD process, over the life of the Strategic Framework for Development Cooperation Management (also the period of MDSP implementation). The CRDB capacity development process has, moreover, enjoyed consistently strong leadership and support from the top of the organisation.
- Staffing has been increased across all departments with the recruitment of approximately 37 junior staff. The organisation is now adequately staffed according to the functional review/ staff needs assessment conducted in 2006. Individual job descriptions, and departmental terms of reference have been developed that are linked to organisation-wide objectives.
- CRDB has introduced a performance management system (PMS) that has contributed to improving staff - management relations, as well as better awareness of individual and collective performance objectives. PMS is an integral part of a salary supplementation scheme that is financed by MDSP (see further below).
- Various initiatives have been taken to promote teamwork, and build stronger relations between CRDB's various departments. This has contributed to a stronger organisational identity, sense of purpose and shared values/ goals among staff. It also reflects a whole-of-organization approach to addressing its mandate. This is most obvious in relation to the development of key products such as the ODA Database, Aid Effectiveness Report and support to TWGs.
- The technical competency of staff to meet mandated tasks, as well as to provide leadership around aid effectiveness has been enhanced through a variety of staff development initiatives. Overall, there is a growing understanding across the organization of the aid effectiveness agenda.

All in all, CRDB has become a far more confident organisation, with a clearer sense of purpose and motivated staff. As various staff members noted, CRDB is now a very attractive place to work; it offers a good working environment, it values the contribution of all staff, encourages performance and job satisfaction, and encourages learning.

Yet the news is not all positive. Notwithstanding these achievements, the sustainability of the progress made remains in question. There are also a number of areas that are key to promoting the aid effectiveness agenda that remain comparatively weak and reliant on external assistance.

- Most staff positions below Deputy Director level are temporary. The absence of any formal intent on the part of RGC to establish (at least some of) these positions in recognition of the investment made to develop CRDB's capacity, and in recognition of the presumed strategic role that CRDB plays for the government, brings into question the depth of RGC commitment to the institutional development of CRDB.
- As elsewhere in the public service, salary levels of all staff remain extremely low. This creates a high level of dependency on the salary supplementations that are

offered by MDSP, in terms of staff retention and performance improvement (see further below). In this regard, the recent decision taken by government to suspend MBPI may well have consequences on the progress made so far to develop CRDB's capacity.

- CRDB as one of three operational arms of CDC receives only a very small budget allocation from RGC to meet its operational costs, meaning that the organisation depends heavily on MDSP funding to cover both day to day running costs, internal capacity development activities, as well as the financing of TWG outreach activities.
- The technical competency of staff within the key strategic area of policy development and analysis remains comparatively weak, resulting in a continued high level of reliance on external advisory support to ensure that key products and services are delivered (see box below).

Box 2: Building the Capacity of the Policy Department

The policy department was only established 3 years ago with a view to advancing the aid effectiveness agenda in Cambodia through conduct of policy research and analysis and in terms of outreach work towards other parts of government, via the TWG mechanism.

Although the department does not yet have a director, three staff hold the position of deputy director (having status of civil servants), with one appointed as acting head of department. There are in addition three contract staff. These are all young graduates at the start of their careers, or with relatively limited working experience.

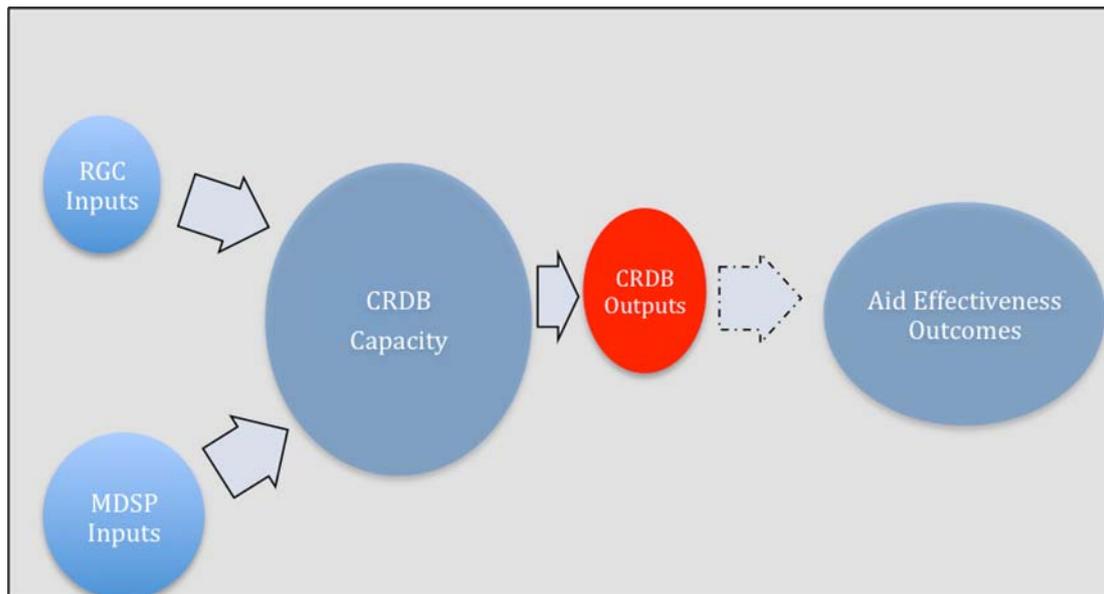
The policy department receives substantial support from MDSP through the Senior Adviser and two national professionals. For now, departmental staff does not yet have the capacity or confidence to fully assume responsibility for leading activities but progress is being made. They are at the stage where they can accompany processes, but would find it difficult to lead initiatives and provide advisory support.

The CRDB Secretary-General recognizes the key role of the policy department in advancing aid effectiveness and sees this as a priority for attention in the coming years. The challenge for MDSP staff is to strike the right balance between on the one hand focusing on staff development (through mentoring etc.) and on the other hand taking on a capacity supplementation role. In practice, MDSP staff has been very visible in the development of key products and services such as preparation of the AER and support to TWGs.

- While technical competency in other areas, such as information management and administration have improved considerably, some level of external support is still considered necessary to ensure that routine tasks are properly carried out.

3. CRDB PERFORMANCE

It is expected that any well-targeted investment in capacity development should contribute to improved organizational performance. What is less clear is how quickly this will happen and what other enabling factors need to be in place to ensure that enhanced capacity is effectively “put to work”. This section reflects on some of CRDB's key performance areas. The following observations are made:



CRDB is, today, substantially able to fulfill its mandate as the national aid coordination focal point. Moreover, this role is now well understood, and appreciated by other parts of government and by most development partners. CRDB is able to:

- Perform the *administrative, liaison and coordination tasks* required of the various departments that service the multi-lateral, bilateral and NGO development partners.
- Provide an adequate level of *administrative and logistical support* to the GDCC and CDCF meetings, and to the nineteen TWG secretariats. Moreover, CRDB staff is starting to provide substantive inputs to TWG meetings on matters relating to aid effectiveness and partnership. However, MDSP input to the preparation of content for GDCC, CDCF and the Partnership and Harmonization TWG remains significant.
- Maintain a *functioning aid management information system (ODA and NGO databases)* that provides an important source of information for other CRDB products eg: AER. However, further work is required to strengthen its maintenance and trouble-shooting capabilities, as well as data validation and verification skills⁵. CRDB is also able to maintain a *user-friendly website* that provides access to documentation and related information pertaining to aid effectiveness and coordination (see box below).

Box 3: The Growing Capacity of the Information Department

Responsibility for information management sits within the Information Department (ID). Key products and services include i) the ODA and NGO Database platforms, ii) the CRDB website iii) maintenance of LAN and related IT hardware and software iv) media/public relations.

⁵ It is understood that data entry is substantially performed by Development Partners, using the on-line data entry facility

The ID is now fully staffed, but continues to rely on full-time support of two MDSP staff. This has been justified on the following grounds:

- Basic technical maintenance and trouble-shooting functions ought to be handled by CRDB staff. However, the department has experienced a high turn over of staff, who join the private sector once trained up (IT staff are relatively marketable). This has resulted in the IT technician, provided under MDSP, continuing to play a largely in-line supervisory role of junior technical staff.
- Development, maintenance and upgrading of the ODA Database has remained work in progress and requires expertise in a specific area of software programming which, apparently, is not easily available in the market. This has justified retention of the IT expert to oversee the on-going development of the system and to attend to trouble-shooting functions. However, the system is now substantially up and running. Users are able to input and extract data, while technical staff can attend to basic trouble-shooting. Full-time support of an IT expert can probably be phased out during the course of 2010 to be replaced with short-term inputs on an as-needed basis.

Management of the website (technical side) can now be largely supported internally by CRDB staff. Different departments develop web content, with support from MDSP staff.

CRDB is, however, not yet able to fully lead the policy process and outreach work with respect to implementing the aid effectiveness agenda, and continues to rely heavily on MDSP support. Enhancing its capacity to address this key strategic area of work will remain a major challenge for the years ahead. Together with MDSP advisory support, CRDB has been able to engage in a number of activities that have contributed to broadened awareness and ownership of aid effectiveness principles across government. Examples include:

- Production of the annual *Aid Effectiveness Report* – produced in 2007 and 2008
- The commissioning of various *policy research studies* and the development of associated policy *guidance* such as on technical cooperation.
- Participation in *international and regional forums* and contributions to DAC/working party on aid effectiveness work streams, associated with the implementation of Paris Declaration and Accra Agenda for Action.
- *Outreach work* aimed at raising the capacity of TWG secretariats to carry forward aid effectiveness at the sector/ thematic level. This has included the organisation of training events, the establishment of TWG “networks”, the provision of block grants to facilitate TWG secretariat work, as well as provision of ad hoc advice (see box below).

Box 4: CRDBs Outreach Role - A New Way of Working

Increasing attention has been given by CRDB to supporting the TWG secretariats to take ownership of the aid effectiveness agenda and to lead activities within their own sectors/ thematic areas. Experience has demonstrated that the TWG system provides a level of access to line agencies that would otherwise not be possible.

For CRDB, this has meant learning to work in a way that differs from bureaucratic routine. A key challenge has been to build relationships with other organizations, and to strike the right balance between being directive and facilitative. In a context where government departments tend to operate in silos and where there is little tradition of cross-departmental cooperation, relationship building takes on a particular importance. It is also important to recognize that there is no legal framework to guide CRDB's relationship with TWG secretariats, and therefore these relationships need to be developed on

the basis of trust and mutual respect. In this regard, members of TWG secretariats expressed their appreciation of CRDB’s TWG “network” initiative that provides opportunities for different secretariats to meet informally to exchange experiences, and to participate in formal training events.

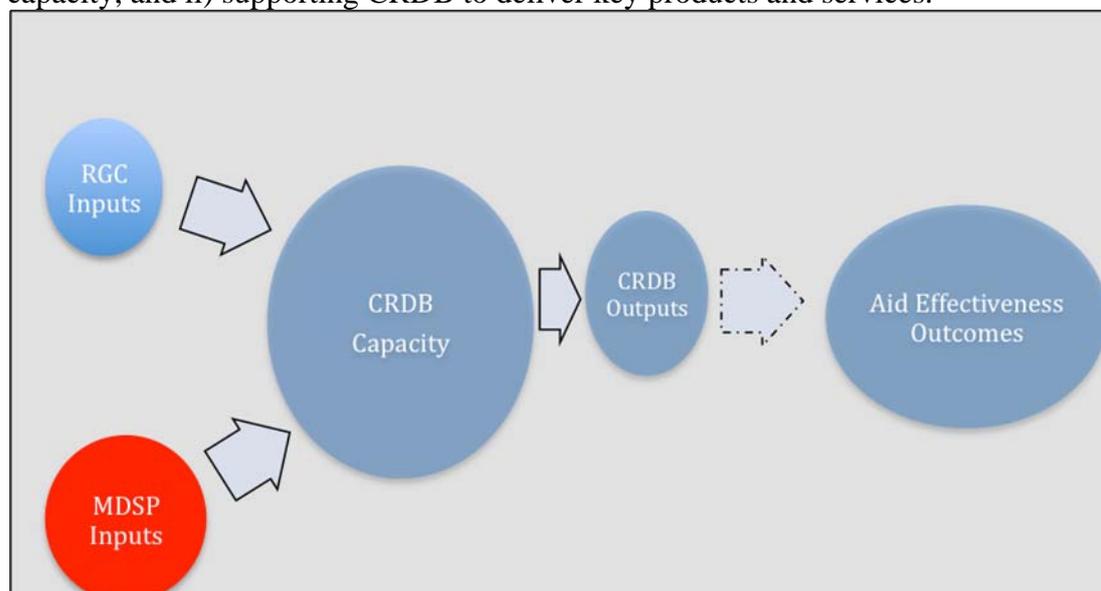
CRDB is at the stage where it needs to make the shift from providing comparatively passive administrative and logistical support to TWG secretariats, to playing a more pro-active role in agenda setting and engaging with TWG on substantive issues.

So far, the focus of TWG support has been at a technical level related to knowledge exchange and dissemination. Block grants have been used for instance as a vehicle to enable TWG secretariats to implement their own activities related to aid effectiveness. Experience has been mixed, but has highlighted the need for CRDB to provide close but not intrusive support to TWG secretariats both in the development of block grant proposals as well as in the execution of activities. For CRDB staff, a particular challenge is developing sufficient knowledge about sector context so as to be able to tailor advice to specific need.

- *Engagement with core central agencies;* (notably Ministry of Planning, Ministry of Economy and Finance, and Council for Administrative Reform (CAR)) to address broader reform issues as well as exploration of ways to integrate aid management information into planning and budgeting processes.
- *Development of the NGO Database and engagement with civil society;* Besides further development of the NGO database, CRDB has rolled out a training program, in partnership with CCC, on the use of the database by NGOs.

4. THE MDSP CONTRIBUTION

This section reviews the contribution that MDSP has made to i) strengthening CRDB capacity, and ii) supporting CRDB to deliver key products and services.



MDSP has played a significant role both in developing CRDB capacity, as well as supporting it to deliver key products and services in areas where it lacks the capacity to do so on its own.

The relationship between CRDB and the MDSP is very close and it can be difficult to separate out what is MDSP and what is CRDB. The NEX modality, which gives program management responsibility to the Secretary-General CRDB, the close working relationships that have developed between MDSP staff and CRDB staff and the substantial budget that MDSP provides CRDB, means that MDSP has become an integral part of the CRDB organizational landscape. This close relationship has contributed to a high degree of ownership of MDSP by CRDB and close alignment of the program behind CRDB organizational priorities.

MDSP is in this regard substantially different from the two projects that preceded it, which had more limited “footprints” on the organization. The first project, which ran from 1995 to 2000 relied heavily on TA inputs and functioned mainly as a capacity substitution intervention. Very limited efforts were made to strengthen organizational capacity. The second project, which ran from 2000 to 2005 went some way towards addressing organizational capacity needs through the provision of training opportunities for staff, but the focus remained largely on capacity substitution. Advisory inputs, nevertheless, played an important role in establishing the broader aid management policy framework and architecture - through, for example, establishment of the TWG system and the development of the harmonization and results action plan.

By comparison, the thrust of MDSP has been on cross the board organizational strengthening within CRDB, and in turn on developing the capacity of TWGs to advance the aid effectiveness agenda. CRDB staff regards MDSP as the first fully CD-oriented support project that has significantly empowered the organization to fulfill its mandate.

4.1. Strengthening CRDB Capacity

Below, some of the key elements of MDSP capacity development support are highlighted.

Capacity Development Strategy (CDS) – MDSP was instrumental in assisting CRDB to prepare its first capacity development strategy. The CDS is a thorough piece of work, offering both a strong conceptual and operational framework to guide CRDB’s internal capacity strengthening process. The CDS has contributed to the review of CRDB’s organizational structure, determination of an appropriate staffing level, and has set the agenda for various staff development and organizational strengthening activities.

Led by the MDSP senior adviser, the CDS was prepared in a participatory manner that involved all levels of the organization, and is recognized to be a living document that should be reviewed from time to time.

Performance Management System (PMS) – A key component of the CDS was the introduction of a PMS in 2007. This has helped staff to begin focusing on performance issues and to better understand roles and responsibilities; it has also helped to demonstrate the links between individual, departmental and organizational performance, and in so doing to promote a stronger sense of organizational identity. It has also encouraged departmental heads to better manage their staff through closer supervision and mentoring, a feature that is highly appreciated by staff.

There is much scope to enhance the effectiveness of the PMS. Doing so is closely linked to the wider challenge of strengthening the human resources management function across the organization eg; further developing the leadership and mentoring skills of departmental heads, strengthening the HR unit within the administration department to coordinate the HR function, and further inculcating a performance “culture” across the organization.

Salary Supplementation – The MDSP has financed a comprehensive salary supplementation scheme for CRDB that broadly follows the provisions of MBPI. The scheme is offered to all staff, both those on civil service contracts as well as those on temporary contracts. In view of the very low levels of basic pay (noted earlier), the supplementation scheme serves as an important monetary incentive to boost individual performance. Introduced in 2007, supplementations have also helped attract young graduates to the organization and, thereafter, to retain them. Even so, the combined basic pay and salary supplementation offers a package that cannot compete with salaries offered in the private sector or by development partners (including NGOs), and in certain areas, such as IT, the organization has had difficulty in retaining staff. Non-monetary incentives (such as opportunities for training, and the provision of a conducive working environment) have proven equally important for motivating staff.

Inevitably, externally financed salary supplementations that are not linked to broader pay reform, create a dependency on external donor support. While constituting part of a broader CD “package” that recognizes the importance of incentives to performance improvement, the level of dependency that arises, brings into question the sustainability of MDSP’s overall capacity development support. The very recent RGC decision to cancel MBPI, and the instruction to all departments to reduce contract employment by 50% in 2010 illustrates how vulnerable such schemes can be. Equally, any potential decision on the part of development partners to reduce or withdraw supplementations would have serious repercussions for CRDB⁶.

Staff Development – MDSP has offered a variety of staff development opportunities, targeting in particular younger staff recruited in the last three years.

- Various short and long term *training opportunities* have been offered, covering a wide range of technical fields, English language proficiency, as well as soft skills. Increasingly, training needs are being linked to the performance management system and the appraisal of individual performance.
- The organization of monthly *staff seminars* is particularly valued by staff. These have been used as a mechanism to inform staff of emerging issues and debates, to encourage more critical analysis and to build confidence among staff in presentation and related skills. It has also stimulated cross-organizational learning, which has helped broaden staff engagement around aid effectiveness issues. On occasions, outside speakers have been invited to make presentations to staff.

⁶ Since this is an on-going issue that is under discussion between the government and development partners, no further remark is made.

- CRDB management together with MDSP staff has taken various other *ad hoc staff development initiatives*. Noteworthy is a recent effort to prepare a mock evaluation of progress on implementation of the Paris Declaration. Each department was given responsibility to review data pertaining to one or two indicators and to prepare an analytical write-up. Not only was this a useful exercise in honing policy analysis skills, it also encouraged cross-departmental cooperation around the preparation of a common product. Other initiatives include the organization of regular staff retreats to encourage a more participatory approach to decision-making and information exchange.

Advisory Support – As in the previous project, MDSP has provided various categories of advisory/ project management support.

- The *Senior Advisor* has played a key role in the success of the MDSP, guiding MDSP support for capacity development as well as providing substantive advisory support to CRDB on policy related matters pertaining to aid effectiveness. Crucial to this success has been the ability to combine i) process facilitation and organizational development skills, and ii) expertise on aid effectiveness and related fields of development policy analysis.

The contribution of the Senior Advisor has been highly appreciated by all levels of the organization. Of note is the contribution made to the delivery of key products and services that fall under the responsibility of the Policy Department, such as the Aid Effectiveness report, the commissioning of specific pieces of analytical work, and development of the ODA Database. But of equal note is the support provided to the development of the CDS and PMS, as well as the day-to-day support, on-the-job learning and mentoring of staff, as well as specific advice provided to the Secretary-General and management at large.

- *National Professionals* - MDSP has retained the services of three national professionals, who are largely “embedded” within the structure of CRDB. Two work primarily within the Policy Department while also maintaining general relations with other parts of the organization as well as liaising closely with the Senior Advisor. The third national professional – an IT technician - supports the Information Department.

National professionals have performed primarily gap-filling roles enabling the CRDB to deliver in areas where it has lacked its own capacity. This has been fully justified up until now, as it is only recently that CRDB has been able to recruit additional staff. In the current situation, it would seem appropriate to review the role of the national professional cadre. One option is to retain them as MDSP national professionals but to redefine their roles as primarily advisory, supporting the Senior Advisor in mentoring junior staff and developing departmental capabilities. This would be especially important for the policy department. The other option would be to fully integrate them into the CRDB establishment to assume positions located between junior staff and departmental heads. As in-line employees of CRDB they would effectively help raise the capacity of the organization.

- *Short-term Experts* – MDSP has recruited a range of national and international consultants to carry out discrete tasks. These include supporting the design and implementation of training programs, conducting policy-related research and reviews, and supporting in-house organizational development activities.
- *Project Administration Support* – A Senior Operations Manager, as well as a Senior Administration Officer have also been recruited to manage project finances and administration. Both effectively perform in-line functions supervising CRDB junior staff and attending to day-to-day administrative tasks. They have played an important role in assuring the smooth functioning of project administration and in guiding CRDB staff. If the intention is to develop a permanent administration capability within CRDB, then it would seem appropriate that the roles of these two officers is adjusted to become more advisory and less hands on. This seems to make sense with respect to the human resources and general administration functions, which CRDB must be able to manage. For finance it is less clear because it is understood that formally, responsibility for CRDB finances sits with CDC's own finance section, and not with CRDB. It is only MDSP funds that are currently managed directly by CRDB.

4.2. Supporting CRDB to deliver products and services.

Besides its capacity development role, MDSP has continued to support CRDB to deliver key products and services related to aid effectiveness, as discussed in section 3 of this report. This has been fully justified, given on the one hand, the growing complexity of, and demands being placed on implementation of the aid effectiveness agenda, and, on the other hand, the relative weakness of CRDB in those areas that are needed to address this agenda, namely: in policy analysis, advocacy and outreach work. These all constitute comparatively new areas of work for the organization. MDSP support has included i) preparation of the Aid Effectiveness Report (see box below) ii) further development of the ODA and NGO Databases iii) TWG outreach/CD activities, such as block grants, and organization of local and international training iv) the commissioning of analytical work (partnership, technical cooperation, joint monitoring indicators, functioning of TWGs etc.).

Box 5: Preparation of the Aid Effectiveness Report (AER)

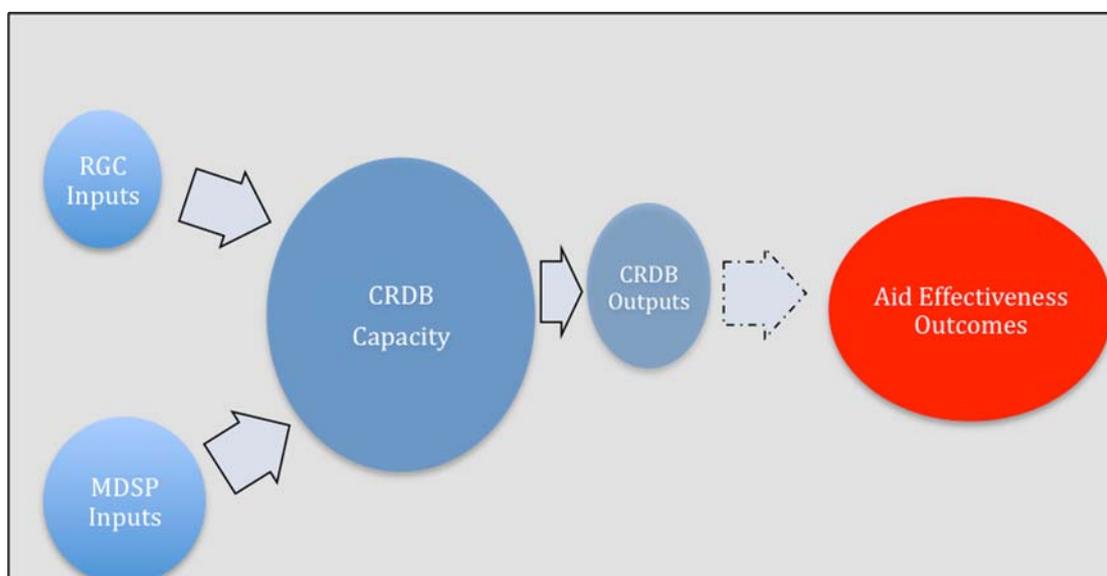
Two AER's have been produced, in 2007 and 2008. These are highly regarded by the broader development community and now serve as the "flagship" product for the organization. Production of the AER relies heavily on MDSP input. However, concerted efforts have been made to increase CRDB engagement in the AER preparation process; and their input in the 2008 report was substantially higher than the year before. While the input of CRDB in the development of forthcoming AERs can be expected to increase, it would be unrealistic to expect CRDB to assume full responsibility for some time to come.

The AER is more than a report. It has served as a vehicle for structuring engagement with development partners, for guiding the TWG secretariats in their work, and for the identification of policy research priorities. It has also put CRDB and Cambodia on the international map regarding implementation of the Paris Declaration.

5. BEYOND OUTPUTS – INFLUENCING OUTCOMES

This section considers how far the outputs generated by CRDB (with MDSP support) have had an impact at the outcome level. Here our interest is primarily on how far CRDB has been able to advance the aid effectiveness agenda by functioning as an agent of change.

From the point of view of results chain “logic”, any entity, such as CRDB, can reasonably expect to control the level of its output, as this is within its direct sphere of control. However, the extent to which those outputs can influence broader outcomes, such as aid effectiveness practice, is less certain. Whilst the outcome level might well fall within the entities sphere of “influence”, there are many other factors and groups that are likely to shape outcomes.



This is no more so than in the realm of aid effectiveness, where concrete change requires concerted and coordinated action by a wide range of stakeholders, over a broad action field. It is highly improbable, therefore, that any single entity, notwithstanding its political influence and technical competency, can on its own bring about the desired level of change.

The TORS did not ask for an assessment of the overall level of progress made in implementing the aid effectiveness agenda. This was the subject of a separate review conducted last year, and will be addressed again in 2010 as part of the monitoring of the Paris Declaration. International experience, anecdotal evidence picked up during the review as well as conclusions from last years evaluation⁷ highlight the challenges involved in bringing about substantive change in the area of aid effectiveness. Amongst other things, the report emphasises the need for collective action and leadership on both the parts of development partners as well as the Cambodian

⁷ Wood et al, 2008. Cambodia Evaluation on Aid Effectiveness, CRDB

government for real change to take place. The following broad conclusions are, therefore, drawn:

At a technical level, CRDB has been able to broaden ownership of the aid effectiveness agenda and to broaden knowledge and awareness of aid effectiveness principles across government:

- CRDB is increasingly looked upon by government agencies, and to a growing extent by development partners, as a source of technical expertise and knowledge on matters pertaining to aid effectiveness.
- Through its work with the TWG Secretariats, CRDB has broadened general awareness and understanding of aid effectiveness issues and principles at the sector and thematic levels. A number of TWG secretariats are now taking steps to broaden knowledge and awareness within their respective working areas. In a number of sectors, basic capacity is in place to take forward aid effectiveness principles (see box below).

Box 6: The views of the TWG Secretariats

Asked what benefits have accrued from their engagement with CRDB, TWG secretariat members noted the following:

- They are now more aware and knowledgeable about the aid effectiveness agenda and feel more confident to engage with development partners on aid effectiveness issues
- They have a clearer understanding of the role of CRDB and have established a productive working relationship with it
- They are now more confident to develop their own training and information dissemination activities to sensitize and inform their own organizations, based on the training they have received themselves, as well as to provide guidance to their senior management
- A number of TWGs have commissioned studies to identify specific aid effectiveness priorities that are relevant to their sector contexts.
- TWGs are increasingly using information contained in the ODA and NGO Databases to support planning and decision-making.

- Through its outreach work, CRDB has begun to broaden awareness among the large and fragmented NGO community that was hitherto peripheral to the main forums of discussions on aid effectiveness.
- CRDB has also developed closer working relations with core central agencies that provide an opportunity to link the aid effectiveness agenda to broader institutional reform processes such as a public financial management reform.
- Through its secretariat function, CRDB has been instrumental in ensuring that TWG meetings take place and that the necessary actions and processes are followed up on in terms of feeding GDCC and CDCF meetings. While the effectiveness of the TWG mechanism has been the subject of some criticism, it has nevertheless created a framework for relationship building, information exchange and dialogue, all of which are regarded as essential to meaningful partnership, and progressive alignment behind country priorities, strategies and systems.

- Such contributions to knowledge exchange, awareness raising and promotion of dialogue are important facets of any change management strategy. Building relationships with groups that one is seeking to influence and gaining their respect is equally important. In this regard, CRDB has in a comparatively short period of time recorded some important achievements.

CRDB has thus far been less successful at bringing about substantive change in key areas of aid effectiveness reform such as harmonization and alignment of capacity development support, or adoption of program-based approaches.

- To a large extent, this is because such changes need to take place at sector/ thematic level by the respective actors involved. In this regard, CRDB recognizes the limits of its own influence, which in the final analysis is largely of a technical nature. Real change in practices requires political leadership and commitment among the actors involved at the sector/ thematic level. The comparative progress made in some sectors such as health and education bear testimony to this. Change will thus happen at different speeds and in different ways across different sector/ thematic areas. As a case in point, the recent reconvening of the Public Administration Reform TWG resulted from a particular coincidence of events, and dynamics over which CRDB would have had only limited influence.
- Progress on aid effectiveness also depends largely on advances made in implementing key reforms such as public financial management and public administration reform. Both reforms are complex, are politically sensitive and will take time to show results. Such reforms do not fall under the direct influence of CRDB and their progress depends on strong leadership at the highest levels of government.
- There are also actions that can be taken by development partners on their own to improve aid effectiveness practices, which would provide a positive signal to the Cambodian government regarding commitment to reform. Even though the success of aid effectiveness reform depends on strong country leadership, actions of this nature would not necessarily require a significant input on the part of CRDB. It is acknowledged by some development partners that their own level of commitment to aid effectiveness challenges has lagged behind the policy rhetoric.
- Progress on aid effectiveness ultimately depends on strong political leadership being exercised by both the Royal Government of Cambodia and also the commitments of both the government and development partners at the highest levels. With those in place, CRDB can serve as a key tool for advancing the agenda, but its impact is reduced if that level of leadership is limited.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1. Conclusions

In four years, MDSP has recorded a number of important achievements. Overall, MDSP has:

- Helped CRDB to become a much more capable and confident organisation that is recognised for its role in aid coordination and promotion of the aid effectiveness agenda
- Enabled CRDB to perform and to generate a set of key products and services that have helped broaden ownership, understanding and engagement around issues of aid effectiveness. In so doing, it has also contributed to establishing a basic competency within TWG through their Secretariats to advance work on aid effectiveness at the sector/ thematic level

However, in the process, MDSP has created a high level of organisational dependency on external support. While CRDB capacity has increased substantially, its ability to perform relies heavily on MDSP financing to meet salary and operational costs, and on MDSP advisory support to guide work in key strategic areas of policy analysis and outreach.

MDSP support to CRDB has not yet resulted in significant change in aid practices and behaviour. Given the complexity of the challenge, this is not surprising. Change across the breadth of the aid effectiveness agenda demands a high level of political leadership. It also demands collective action and time. CRDB has a critical role to play, but the effectiveness of its contribution is contingent on development partners as well as the Cambodian government providing the necessary level of leadership and commitment.

On the basis of the above, MDSP has largely met its first objective, begun to address its second objective, made important inroads in addressing its third objective, and substantially achieved its fourth objective.

6.2. Recommendations for the Future

CRDB is clearly not yet at a stage where it can fully carry out its mandate without external support. There is still a role for development partners to sustain the level of engagement that has now been achieved around aid effectiveness, and to help CRDB consolidate the gains it has made in terms of its own capacity.

The following recommendations are proposed for consideration by the PEG:

2010, the last year of the current project, should be used as an opportunity i) to plan for the future, as well as ii) to advance a number of capacity development tasks that MDSP and CRDB have been working on over the past years.

(i) Planning For the Future

2010 should be used by CRDB and MDSP to reflect on a possible future round of support. This could best be achieved by inviting CRDB (in consultation with its stakeholders) to draft a *5-year strategic development plan*. This strategic plan would:

- Set out strategic priorities for CRDB particularly with respect to advancing the aid effectiveness agenda (including further outreach to and capacity development of line agencies).

- Incorporate an *updated* Capacity Development Strategy (CDS) taking account of achievements over the last four years and identified strategic priorities.
- On the basis of the above, identify areas where external support is needed and specify the nature/ level of external support required. Importantly then, the focus will first be on what CRDB is able to achieve by itself, and only afterwards to consider where external support might be required.

In carrying out this strategic planning exercise, CRDB and MDSP might wish to reflect on the following questions:

- *Could and should CRDB be more assertive at the political level to advance the aid effectiveness agenda and would its current mandate and influence allow it to do so? In this regard, what ambition does government have for CRDB?*
- *Would such a role be consistent with the way government decision-making takes place, and would this be consistent with its efforts at playing a facilitation role?*
- *What additional efforts could CRDB make at the technical level to advance the aid effectiveness agenda? How could its change/ influencing strategy be improved? Does it have the capacity and willingness to do more, and to work differently?*
- *Given the complexity of the reforms envisaged, and the entrenched practices and interests that have developed over the past 15 years, should we moderate expectations of what can be achieved by a single organisation in terms of bringing about change?*
- *What other actions need to be taken by government and development partners to support the work of CRDB, and signal real political commitment to the reform process? Could the MDSP funders play a more proactive role through the P&H TWG?*

Without pre-empting what the suggested CRDB strategic plan might propose, some ideas regarding the objective and features of a possible future support programme are outlined below.

The *objective* of the programme would be to support the implementation of Cambodia's aid effectiveness agenda by further strengthening the capacity of CRDB to act as a focal point for promoting change in aid practices, as well as to empower other stakeholders (civil society, government departments and sub-national governments) to play a more active role.

The programme would continue to emphasize its capacity development role while recognising the need to continue to provide discrete inputs to service delivery. The programme would:

- Continue to anchor support within CRDB, recognising its role as a focal point and to ensure that the agenda is country-owned, but give greater emphasis to enhancing CRDB's outreach/ external relations functions than to internal organisational development.
- Accordingly, invest more effort in engaging i) civil society ii) sub-national government iii) central agencies around aid effectiveness while continuing to support TWG secretariats. This would include identifying alternative modes of engagement as well as capacity strengthening.

- Within CRDB, CD efforts would focus on strengthening the policy analysis and outreach capabilities of the organisation with particular emphasis on strengthening the policy department.
- To a lesser extent, the programme could assist CRDB to consolidate some of the organisation wide systems and processes that have been introduced; notably PMS, but also information management and administration (HR, finance) functions.

Any future support would probably need to offer the same range of inputs as in the current program. Thus:

- *Funding* would be required to meet the costs of monetary and non-monetary incentives, as well as capacity development and outreach activities. The offer of financial support should be linked to a clear commitment on the part of RGC to increase its contribution to CRDB's operational costs, as well as creation of more permanent positions within the organization. At this point in time, creation of additional contract posts does not seem to be warranted.
- *Technical assistance* would be required to support both capacity development and service delivery roles. In this regard, there would likely be need for a senior advisor to perform similar functions as in the current program, focusing both on the strengthening of CRDB capacity in core areas such as policy analysis and advice as well as support to outreach activities and external relations. The role of IT expert could probably be changed from being full-time to part-time as the capacity of the information department is further strengthened. The Senior Operations Manager and Senior Administration Officer could assume a mentoring/ advisory role as part of a purposeful strategy to hand over administrative responsibilities to CRDB staff. National Professionals could either be re-cast as mentors and advisors of junior CRDB staff with revised Terms of Reference to reflect this role, including an exit strategy, or be fully incorporated in CRDB as in-line staff on a more permanent basis.

In terms of capacity development support, it would be useful for any future programme to establish a results framework against which progress can be monitored. This would be particularly important in those areas where external advisory support would be expected to tail off by the end of the programme. It would help CRDB define more clearly those areas and tasks where assistance is required. It would also help the programme set out clearer Terms of Reference for technical assistance personnel in terms of their capacity development role. In proposing a results framework, care needs to be taken to avoid it becoming overly prescriptive. International experience points to the fact that capacity development follows unclear and unexpected pathways and a certain level of flexibility is required to enable adaptation to emerging needs and demands. An incremental approach that allows for learning and adaptation is therefore recommended.

In terms of project management and governance, it is recommended that the PEG is expanded to include a representative of the office of the Deputy Prime Minister and/ or the Ministry of Economy and Finance in order to broaden ownership by, and accountability to the Government of Cambodia of the MDSP.

The above proposals for future support are based on the following assumptions:

- Commitment of the Government of Cambodia to further develop CRDB as a permanent and adequately resourced structure playing a strategic role in aid management/ effectiveness
- Commitment of Government of Cambodia and Development Partners to intensify implementation of the aid effectiveness agenda through the establishment of a performance monitoring framework and mutual accountability
- Government of Cambodia commitment to the implementation of key public service reforms; notably public administration reform, public financial management reform.
- Development Partner commitment to internal organisational/ corporate reforms required to support implementation of the aid effectiveness agenda

(ii) Advance Capacity Development Tasks

The other priority for 2010 is to further advance some of the on-going capacity development tasks that MDSP and CRDB have been working on. The degree of progress made will influence any decisions regarding the focus and scope of possible future support.

- *Administration department* – Preparation of operational manuals (finance, HR, procurement, asset management), and exploration of option to adopt RGC financial rules and procedures. Preparation of a phased strategy that will see the Senior Operations Manager playing more of an advisory role as capacity of administration department is strengthened.
- *Information department* – Preparation of coding manual for maintenance and upgrading of the ODA database. Implementation of a phased exit strategy for the full-time Database expert in the short term and the IT technician in the medium term.
- *Policy department* – Review approaches and methods for mentoring policy department staff, with a view to increasing their contribution to the development of key products such as the 2010 Aid Effectiveness Report. This should also be reflected in the TORs of national professionals.
- *CRDB organisational sustainability* – Further engage with appropriate levels of Government to identify options/ possible timeframe for the creation of permanent posts as well as securing a larger recurrent budget to meet the costs of its mandated responsibilities.
- *Ownership* – Explore the option of including Ministry of Economy and Finance and/or office of Deputy Prime Minister within the MDSP governance structure. The purpose here would be to broaden RGC ownership of the MDSP programme and strengthen programme accountability within Government.

ANNEXES

ANNEX 1 – TERMS OF REFERENCE

Independent Review of the Multi-Donor Support Programme for Aid Coordination MDSP (2006-2010) Terms of Reference

I. Background

Official Development Assistance continues to represent a significant share of funding to Cambodia's National Strategic Development Plan (NSDP) and contributes approximately 50% of the national budget. In the context of the global economic and financial crisis and its impact on the people and the economy of Cambodia, as well as on the volume of international aid flows, effective resource mobilisation and aid coordination, combined with increased government capacity to manage aid and development partnerships continues to be crucial.

Since 2006, the Royal Government of Cambodia (RGC) has been implementing an aid management and coordination policy framework (the Strategic Framework for Development Cooperation Management) and has convened government-development partners coordination mechanisms. There are now 19 joint government-development partners technical working groups (TWGs) at the sector level to manage sector and theme-based dialogue; a high level Government Donor Coordination Committee that meets 2-3 times a year to give policy guidance, set priorities and resolve issues raised by the TWGs; and a Government-led Cambodia Development Cooperation Forum to discuss national policies and reform, and to mobilise resources (which replaced a World Bank-led CG process in 2007).

The Cambodian Rehabilitation and Development Board at the Council for Development of Cambodia (CRDB/CDC) acts as the RGC focal point for resource mobilization and for development cooperation relations with donor countries, agencies and Non-Governmental Organizations (NGOs). It is leading the Government's effort to implement the aid effectiveness agenda. Since 2006, the Multi-Donor Support Programme (MDSP) to implement the RGC's Strategic Framework for Development Cooperation Management has provided capacity development support to CRDB/CDC, building on previous support provided UNDP⁸. The Programme's objectives are to strengthen capacity in:

- 1) CRDB/CDC to ensure that development cooperation activities are nationally owned, are fully aligned;
- 2) CRDB/CDC to effectively engage in policy discussion, promote strengthening of national systems and within an environment of partnership, mutual trust and mutual accountability;

⁸ The MDSP 2006-2010 is jointly supported by UNDP, New Zealand, UK/DFID, Canada and Australia and executed by CDC/CRDB.

- 3) line ministries and agencies, to play a leadership role in the work of the TWGs, and to manage their aid coordination functions; and
- 4) CRDB/CDC and line ministries to develop, upgrade and maintain aid information management systems.

II. Objectives

An internal mid-term review conducted by MDSP staff in December 2008, found that while there had been some notable capacity gains in CRDB/CDC (including with strengthening national systems such as the Cambodia ODA database and the Aid Effectiveness Report), further efforts were needed to strengthen its policy capacity and explore new approaches to further enhance its administration/human resources functions, as well as to consolidate and sustain gains made since 2006. The review also found mixed results with the performance of TWGs and stressed the need for CRDB/CDC to further tailor its support to the needs of each TWG and to continue to sustain and accelerate progress in aid management and coordination at the sector level.

To inform the final year of the MDSP's implementation and to guide a decision on the future nature of any required support, CRDB/CDC and its MDSP development partners agreed to commission an independent review of the programme in the fourth quarter of 2009 to complement the 2008 internal mid-term review. The independent MDSP review comprises the following objectives:

- 1) To assess results against output-related objectives outlined in the project document (particular attention to be paid to sustainability of CRDB/CDC's support to line ministries and agencies and to aid effectiveness progress at sector level).
- 2) To specifically assess gains in capacity development (e.g. knowledge transfer vs. capacity substitution, performance management); assess the sustainability of capacity initiatives to date; provide some lessons learned, and recommendations on indicators and other methodologies to measure progress in capacity development.
- 3) To reflect on and understand the changing context and national priorities that may require re-alignment of the MDSP objectives and activities for the final year of MDSP implementation and to assess the future needs of CRDB/CDC, and other Government Ministries and agencies, in developing, applying and sustaining capacity to mobilise and manage aid resources.
- 4) To review MDSP management arrangements, including: (a) the performance of the UNDP Country Office in managing the MDSP on behalf of its co-funding partners (NZAID, AusAID, CIDA and DfID); (b) the reporting and partnership arrangements between CRDB/CDC, UNDP and MDSP co-funding partners; (c) conduct of audit and follow-up.
- 5) To elaborate concrete options and recommendations for support to RGC aid management and coordination capacity beyond 2010, including on potential support modalities and management arrangements. This will include proposing a set of performance benchmarks that could be used in 2010 and in future capacity development support to CRDB/CDC (using the "evaluation proposition" methodology)

III. Propositions of the Review

The review is expected to identify how the MDSP has contributed to improved CRDB/CDC performance and to stronger national aid management capacities using the program results and resources framework as a reference. Based on the four anticipated outputs of the MDSP, the following propositions are to be tested. These propositions are not meant to be prescriptive; they should be used as guidance to structure the assignment.

Proposition 1

CRDB/CDC has strengthened national ownership of aid management arrangements and policies, including to promote alignment of development assistance with national priorities and to strengthen the linkage between resources (inputs) and development results (outcomes).

In addition to assessing progress against the targets from the results framework, This will include testing the validity – and elaborating on the evidence - of the following statements:

- a) CRDB/CDC is now better staffed and internally organised, with roles and functions clarified;
- b) The Performance Management System has been a useful tool to manage and motivate staff to improve their performance and skills;
- c) CRDB/CDC staff feel that there have been improvements in: (i) their ability to perform their core roles and functions; (ii) their ability to receive coaching and guidance from supervisors or MDSP staff; (iii) their working environment; (iv) opportunities for training and career development.
- d) The Capacity Development Strategy has been a useful tool to guide capacity innovations and improved CRDB/CDC performance.
- e) Development partners agree that ownership has become stronger and that aid management policies and approaches have enabled them to align their support with national priorities;
- f) the TWGs, GDCC and CDCF remain useful mechanisms for dialogue and coordination – notwithstanding current efforts to address their acknowledged limitations.

Proposition 2

CRDB/CDC has engaged in international aid effectiveness dialogue in a manner that has informed national policy and dialogue, as well as making a contribution to the global dialogue on implementing the Paris Declaration.

This will include testing the validity – and elaborating on the evidence - of the following statements:

- a) CRDB/CDC has effectively led the adaptation and implementation of the Paris Declaration in Cambodia (including the survey);
- b) the Paris Declaration survey in Cambodia has been a useful exercise to strengthen joint efforts to meet these global commitments by 2010;
- c) Cambodia has been able to apply lessons from the global initiative to strengthen its national efforts in aid effectiveness;

- d) CRDB/CDC has developed its capacity to lead and manage the Partnership and Harmonisation TWG.

Proposition 3

CRDB/CDC has worked effectively with line ministries and played a leadership role to strengthen national ownership and to develop effective aid management arrangements.

This will include testing the validity – and elaborating on the evidence - of the following statements:

- a) CRDB/CDC has effectively led the TWGs and has provided support;
- b) This support has been relevant and effective (capacity assessments, Manila training, TWG Network, block grants, PBA training);
- c) the JMIs have been well-managed by CRDB/CDC to strengthen mutual accountability and a results focus.

Proposition 4

CRDB/CDC has strengthened its aid information management system and has effectively promoted the use of this tool to inform policy and national aid effectiveness efforts.

This will include testing the validity – and elaborating on the evidence - of the following statements:

- a) The ODA Database is a tool that provides relevant, accurate and timely information on aid activities and opportunities for PIP/budget integration;
- b) The Aid Effectiveness Report provides analysis that is useful to inform policy dialogue on resource mobilisation and coordination;
- c) The ODA Database and Aid Effectiveness Report have together supported an effort to link dialogue, policy, resource management, and the link to development results.

Proposition 5

Finally, and most important, the review is to test the proposition that, to the extent that the above propositions can be confirmed, the MDSP has contributed in a substantive manner to the improved capacity of CRDB/CDC and to the performance of national aid management arrangements.

IV. Methodology and Scope of Work

The review will be undertaken in two discrete stages (below). It will be conducted as an independent exercise, though bounded by the parameters of this Terms of Reference.

Stage One: Survey and qualitative evidence

This stage will be conducted by a national consultant with the following competencies:

- a) experience in evaluation of organisation development and capacity building;
- b) skills in managing surveys and interviews, then consolidating into an analytical report.

Task 1.1: CRDB/CDC staff survey on organisational performance

A survey questionnaire will be developed by MDSP staff and approved by the PEG.

The survey will gather qualitative information of CRDB/CDC organisational performance. The consultant will consolidate and analyse the findings. Interviews with staff and senior management will explore and validate the major themes that emerge. A short report (maximum 5 pages, survey results annexed) will be prepared.

Task 1.2: TWG secretariat survey on TWG performance

A survey questionnaire will be developed by MDSP staff and approved by the PEG.

The survey will gather qualitative information on CRDB/CDC support to TWGs and its contribution to performance. The consultant will consolidate and analyse the findings and prepare a short report (maximum 5 pages, survey results annexed).

Stage Two: Review of MDSP Performance

This stage will be conducted by an international consultant with the following competencies:

- a) experience in evaluation of organisation development initiatives and review of capacity building projects
- b) familiarity with global aid effectiveness initiatives (Paris Declaration, AAA)
- c) expertise in developing and assessing capacity development indicators and monitoring arrangements

Task 2.1: Interviews with relevant development partners

Interviews with MDSP development partners (UNDP, AusAID, UK/DFID, CIDA, NZAID) to focus on all propositions identified above as well as on MDSP management arrangements/performance. Additional interviews with other main DP counterparts, especially those supporting or working closely with CRDB (World Bank, JICA, DANIDA), will be focused on the propositions identified above.

[N.B. A collective meeting – proxying an inception report – can be called if either the consultant or PEG members feel that it is necessary to clarify the direction of the review]

Task 2.2: Additional interviews with TWG members (RGC & DPs)

Only if considered to be necessary after the survey and interviews in task 2.1., interviews with TWGs (especially block grant recipients and a selected range of

TWG co-facilitators), to assess progress in promoting leadership, commitment and capacity, including through following instruments: a) Training (PBAs, Manila aid management course); b) TWG Network; c) Database work (MoEYS/MoWA/MoWRAM/ MoH); and d) block grants.

Task 2.3: UNDP Programme Management

Interviews with UNDP and CRDB management and assessment of UNDP performance in managing the MDSP. (a) the performance of the UNDP Country Office in managing the MDSP on behalf of its co-funding partners; (b) the reporting arrangements between CRDB/CDC and UNDP, and between UNDP and MDSP co-funding partners; (c) conduct of audit and follow-up

Task 2.4: Interviews with civil society

Interviews with CCC and NGO forum – possibly MediCam – to assess CSO engagement in aid effectiveness dialogue, CS capacity in the context of AAA, and the possible future direction of CS in aid effectiveness initiatives.

Task 2.5: Interviews with CRDB/CDC and MDSP staff

These will validate the findings, elaborate the evidence and investigate the explanatory factors for success/failure. This will confirm and clarify results, progress against the 4 MDSP outputs, MDSP support to strategic, managerial technical, administrative, ODA Database and IT systems support, and performance management functions in the context of the Capacity Development Strategy.

Task 2.6 CRDB/CDC Capacity Development Strategy review – production of report

Based on the findings from all of the above tasks, including Stage One, the consultant will prepare a report on progress in implementing the CRDB Capacity Development Strategy, focusing on: (i) the match between intended and implemented activities (e.g. the actual benefits of training/coaching, knowledge management); (ii) performance management system (how it has been used and to what extent it has contributed to improve individual and organisation performance); (iii) the results achieved and their sustainability; and (iv) revisions necessary to achieve MDSP objectives.

Task 2.7 Identify the need (and focus) for future support to CRDB/CDC

The consultant will include in his/her report a recommendation for further support to CRDB/CDC. If relevant, this will include proposing a set of capacity/performance benchmarks/indicators that could be used in 2010 and in future capacity development support to CRDB/CDC.

Task 2.8 Presenting and finalising the draft report

The consultant will present his draft findings in a debriefing to the MDSP PEG. He/she will draft and finalize the independent report. MDSP partners will be invited to comment on the draft reports. These comments will be incorporated into the document, with any comments inconsistent with the independent views of the consultant, included in a separate annex.

V. Timing

Timing of the review exercise is as follows:

Stage 1 – September 2009 (10 working days)

Stage 2 – October/November 2009 (17 working days: 10 in Cambodia and 7 home-based)

VI. Resources and documents

The main information sources to be used to guide the review are:

- a) The MDSP project document (anticipated outputs, management arrangements)
- b) CRDB/CDC Capacity Development Strategy (the main focus of MDSP activity), based on CRDB/CDC sub-decree for supporting national aid coordination, and CRDB performance management system reporting and staff surveys (an additional survey will be commissioned as part of this assignment, see below).
- c) MDSP Annual Progress Reports 2006, 2007 and 2008; 2008 Internal Mid-Term Review; and the minutes of 2006, 2007, 2008 and 2009 Programme Executive Group (PEG) meetings. Independent UNDP Country Programme Action Plan Results Assessment (2008).
- d) National references: National planning documents (e.g. NSDP), TWG reports to the 14th GDCC meeting, the JMI on Aid Effectiveness, the TWG self-assessment and Independent Review phase of the Evaluation of Aid Effectiveness in Cambodia, the 2008 Aid Effectiveness Report, the RGC and DP presentations to the 2008 CDCF meeting.
- e) Global references: MDG Progress Reports, Accra Agenda for Action, Paris Declaration, DAC DCR on resourcing profile for the period 2010-2015 that corresponds to the final five-year period for attaining the MDG targets. UNDP Strategic Plan (2008-2011)
- f) Interviews with CRDB/CDC management and staff, structured surveys with CRDB/CDC staff, RGC officials (including block grant recipients), MDSP development partners, civil society and parliament representatives.

VII. Outputs

Outputs will include:

Stage 1 – a report on the CRDB/CDC staff survey and a report on the TWG survey (both surveys annexed). These reports should be of no more than five pages each in length (excluding graphs and annexes) and should be analytical in nature. Submission is to be no later than

Stage 2 – a draft report presented to the PEG for comments, and a final report to be submitted within two weeks of receiving consolidated written comments from PEG members. These reports should be concise and analytical, addressing each of the objectives in turn and responding to the propositions identified above. The report should place less emphasis on documenting/describing what

has taken place and more on explaining the reasons for successes and failures and then making evidence-based recommendations to guide the future direction.

VIII. Management arrangements

The consultants will be accountable to the MDSP Program Executive Group for the delivery of the outputs. Where this presents no conflict of interest, the consultants will work in collaboration with the UNDP Country Office, the Senior Adviser to MDSP and the Secretary General of CRDB/CDC in his capacity as MDSP National Program Director. The UNDP Country Office will provide overall orientation and logistic support to the consultants.

Results of the review will then be discussed with CRDB/CDC and MDSP partners at a Programme Executive Group meeting in December 2009.

Prior to this meeting, a UNDP Regional Centre expert (on aid effectiveness and/or capacity development) will be invited to prepare a written comment to the review and to bring in regional perspectives to better gauge the successes/failings of the project based on comparative evidence. This will provide a broader perspective and contribute to the assessment of options for 2010 and beyond.

The results from the Independent Review and from the PEG discussions will inform the MDSP Annual Workplan for 2010, the preparation work for the new UNDP Country Programme Action Plan for 2010-2015, and the design of any future MDSP type of program.

ANNEX 2 - LIST OF PERSONS MET

Name	Title	Organisation
CRDB Staff (14)		
H.E. Chhieng Yanara	Secretary General	CRDB
Houl Bunnarith	Dep. Director	CRDB, Policy Dept.
Samreth Chedthaphirum	Director	CRDB, Multilateral Dept.
Chan Thorn	Deputy Director	CRDB, Partnership Dept.
Heng Sokun	Director	CRDB, Asia Dept.
Phon Samphors	Director	CRDB, Information Dept.
Phanna Veunida	Deputy Director	CRDB, Asia Dept.
Keang Sthavuth	Director	CRDB, Admin Dept.
Peang Setha	Deputy Director	CRDB, Admin Dept.
Im Sour	Director	CRDB, NGO Dept.
Ros Salin	Deputy Director	CRDB, Policy Dept.
Oul Nak	Deputy Director	CRDB, Policy Dept.
H.E. Rith Vuthy	Director	CRDB, EU Dept.
Hem Van Yuth	Deputy Director	CRDB, EU Dept.
MDSP Staff (6)		
Chhin Sam Oeun	Senior Operations Manager	MDSP-UNDP
Heang Kanelle	National Expert (Policy Adviser)	MDSP-CRDB
Philip Courtnadge	Senior Adviser	MDSP-UNDP
South Peou Piseth	National Expert (IT Adviser)	MDSP-CRDB
Saram Channarith	IT Expert	MDSP-UNDP
Chou Heng	National Expert (Policy Adviser)	MDSP-CRDB
TWG Secretariat Members (6)		
Mak Mony	Head TWG Secretariat	Agriculture and Water
Sam Sereyath	Head TWG Secretariat	Education
Chan Darith	Deputy Secretary General	CARD (Food Security/Nutrition)
Nhean Sochetra	Head, TWG Secretariat	Gender
Sim Kimsan	Director Resource Mobilisation	National Aids Agency
H.E. Leng Sochea	Dep. Secretary General	Mine Action
Development Partners (9)		
Misa Fukunaga	Aid Coordination/ Effectiveness	JICA / CRDB
Hin Wisal	ARR Poverty Reduction	UNDP
Gonzalo Delgado	Focal Point MDSP (designated)	UNDP
Jo Scheuer	Country Director	UNDP
Marjolaine Nicod	Ex- Aid Effectiveness Adviser	DfID
Philip Hewitt	Counsellor	NZAID
Linda Wishart	Counsellor	CIDA
Belinda Mericourt	Programme Manager	AusAID
Peter Murphy	Public Sector Specialist	World Bank
Rebecca Carter	Aid Coordination Adviser	World Bank
Others (1)		
You Souty	Consultant	

ANNEX 3 – SOURCES CONSULTED

CRDB, 2007. A Capacity Development Strategy for the CRDB

CRDB, 2008. The Cambodia Aid Effectiveness Report 2008

MDSP, 2005. Project Document

MDSP, 2007. Annual Project Review Report

MDSP, 2008. Annual Project Review Report

MDSP, 2009. MDSP – Report on findings from CRDB Staff and TWG Secretariat Surveys

MDSP, 2009. MDSP – Mid-Term Review

RGC, 2009. Sub-Decree 149 of 2009 on the Organisation and Functioning of the Council for the Development of Cambodia

UNDP, 2008. UNDP CPAP Review - Outcome 10; Aid Effectiveness

Wood et al, 2008. Cambodia Evaluation of Aid Effectiveness