

**Novib's PILOT CORE COUNTRY  
EVALUATION  
PILOT COUNTRY: CAMBODIA 2005**

**volume 1**

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# Executive Summary

Novib is one of the major Dutch non-governmental development organizations and aspires to form, together with the sister organizations of Oxfam International, a worldwide movement of people with a single, communal goal : a just world which is free of poverty for everyone. Novib, and the other Oxfams, focus their efforts on five interlinked rights, thereby distinguishing eight strategic change objectives (SCO's) that are of particular relevance within the Novib/OI program. These are (1) right to a sustainable livelihood; (2) right to basic social services; (3) right to life and security; (4) right to be heard; and the (5) right to an identity : gender and diversity.

Novib works in 18 priority or core countries, one of which, Cambodia, is a pilot country to evaluate the results of the work of Novib and its counterparts, to assess Novib's contribution in achieving the results and to assess the effectiveness of Novib's strategic positioning in Cambodia. Novib works with 14 counterpart organizations in Cambodia with a total annual budget of €2.2 M.

The core country program evaluation assessed Novib's work in Cambodia for the period 2001-2005. The sample universe came from the 13 counterparts that have been chosen in the field phase of this evaluation (directors and management staff, implementing staff, and some of their beneficiaries), resource persons from other major NGOs, government and multi-lateral agencies, and the Oxfams working in Cambodia as well as officers and management staff of Novib. In total 312 people were interviewed plus staff and officers of Novib. Various methodologies were used including focused group discussions, individual and group interviews, supplemented by secondary data reviews.

In general, the core country program has been fairly successful in achieving what Novib has set out to do.

At the level of policy, three major policy changes can be linked to the contributions of counterparts with the support of Novib, these were: (1) Six Articles (23-28) on tangible assets of the indigenous communities have been included in the recently passed Land Law; (2) the Ministry of Education has agreed to incorporate mental health care into the curriculum for primary education in high school and early childhood education program; (3) Election policies were amended for better election processes.

Novib's counterparts will have to continue their efforts in official adoption of: (a) the Protected Area Law and the Community Forestry Law; (b) the sub-decrees on community based natural resource management within the Fishery Law; (c) Anti-Corruption Law. Corollary to these policy challenges would be for Novib counterparts to be significantly involved in the implementation of the Land Law as this milestone will shape the control, ownership and management of Cambodia's natural resources; to heighten the pressure (internationally and locally) for the government to respect human rights, by among others, reforming the judicial system, and for more accountability and transparency; to lobby for the legislation of a transparency law or access to information law for civil society to be well aware of laws being drafted by the government; and to lobby the Ministry of Education to secure funds to implement the education for all policy.

At the level of practice changes, the major findings were: (1) the role of NGOs, including Novib counterparts, was more recognized by government agencies and some models developed by counterparts were adopted by these agencies; (2) the role of human

rights NGOs, especially Novib's counterpart ADHOC, was grudgingly recognized by government agencies--court officials and the police-- at the commune, district and provincial level to be important; (3) more women and indigenous groups participated in the economic, socio-political spheres; (4) beneficiaries and local authorities at the commune, district and provincial levels exhibited more awareness of human rights; (5) at the commune level, elected local officials performed their roles and responsibilities better; (6) laborers put more pressure on their unions to represent their interests and concerns; (7) informal sector segment—sex workers—was organized; (8) growing culture of repayment among the entrepreneurial poor; (9) more people, including indigenous groups, realized the value of education and have sent more children to school; (10) more people, including sex workers, practiced safe sex contributing to the decrease of new HIV infections.

At the level of strategic change objectives we find the following notable achievements: (1) At least 220,000 people were provided with increased and regular sources of income and better living conditions in their communities; (2) At least 28,000 job were created; (3) Novib has contributed to initiating the organizing of the informal labor sector by assisting in the formation of a union among sex workers and guiding the union to fight against irresponsible anti-HIV drug trials among sex workers; (4) Novib's counterpart has contributed to the raising of the quality of primary education by succeeding in incorporating mental health care in the official curriculum for high school and early childhood education; (5) Novib's counterparts have contributed to raising awareness on HIV and its prevention such that over-all new infection rates were decreased; in addition Novib's counterpart has provided health care, counseling and economic rehabilitation to poor and vulnerable women (some of whom were HIV positives or AIDS patients) and their children; (6) At least one Novib counterpart (and 7 other OI counterparts) began to incorporate community based disaster management into their development programs; in total some 10,000 families in the most badly hit flood and drought areas benefited from natural disaster preparedness technologies and the training program; (7) At least 400 government and non-governmental representatives learned peace building and conflict resolution skills; (8) At the commune, provincial and district levels, Novib counterparts significantly contributed to raising awareness on human rights among ordinary and poor citizens and local authorities (the police, and the courts) such that there was significant increase in people seeking redress for grievances and for human rights abuses; (9) Novib's counterparts contributed significantly to better organized and more transparent election processes; (10) By supporting the work of the Women's Media Center manifold objectives were achieved such as raising awareness on HIV/AIDS, raising the profile of women, and using the media to promote food and income security, and/or appropriate agricultural technologies.

We find that the choices Novib has made in relation to counterparts to support have been strategic. Over the years, Novib has developed a coherent array of programs with the work of its counterparts.

Novib's direct contribution (that included first and foremost institutional support) to the counterparts allowed them to contribute to the achievement of the strategic change objectives within their areas of coverage. Novib's direct contribution of financing operations was an indispensable contribution to the ability of counterparts to fulfill their missions—Novib provided up to 80% of its counterparts funding. Novib counterparts can, and did, leverage the significant support from Novib to acquire additional support from other funding agencies. In addition, a good financial base allowed counterparts to develop workable models in Cambodia.

There was steady growth or maturity of Novib's counterparts for the past five years, the capacity to conceptualize, design, implement and monitor, and evaluate programs improved. The management of the organizations of Novib's counterparts was in general colored/tempered/ by prudence and honesty. Novib has greatly contributed to this growth through its advices programmatically, technically and financially.

In particular, the core country program can be better improved through these major recommendations: (a) Systematic complimentarity of programs at the commune, district and provincial levels not just among Novib counterparts but also with other NGO's; (b) Up-scaling of operations/areas of coverage by physical and geographic expansion into the 24 provinces; or for Novib to upscale through the Oxfams, especially in SCO 1.1 and 1.2; or to mainstream models developed by counterparts as part of the services of different government agencies; (c) Integrating services into existing structures or institutions (public or private) whenever possible such as legal assistance in professional organizations, within universities offering law courses; temples (some collaboration currently being done); (d) Enlarging civil society. Indigenous or grassroots organizations must be formed to build wider constituency where they are most organic: small subsistence farmers, landless agricultural workers, fishing industry workers, toktok drivers, out of school youth, students, teachers, in the informal and formal labor sector, urban and rural areas, grassroots and professional and religious organizations, established entrepreneurs (such as rice mill owners, market vendors); (e) Greater organizational sustainability of counterparts; (f) Promote corporate social responsibility; (g) Engaging government to provide basic services.

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# List of abbreviations

ACLEDA	Association of Cambodian Local Economic Development Agencies
ADHOC	Cambodian Human Rights And Development Association)
ADPC	Asian Disaster Preparedness Center
ASEAN	Association of South East Asian Nation
BSS	Basic Social Services
CBO	Community Based Organization
CEB	Cambodian Entrepreneur Building Limited
CEDAC	Centre d'Etude et de Developpement Agricole Cambodgien
CC	Core Countries
CCP	Core Country Program
CCCR	Cambodian Centre for Conflict Resolution
CDRI	Cambodia Development Resource Institute
COMFREL	Committee for Free and Fair Elections in Cambodia
CP	Counterpart
CPD	Centre for Peace and Development/Democracy
CSO	Civil Society Organizations
CSR	Corporate Social Responsibility
DCDM	District Committee for Disaster Management
DFID	Department for International Development
ESEA	East and Southeast Asia
FGD	Focused Group Discussion
GNP	Gross National Product
HANet	Humanitarian Accountability Network
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HR	Human Rights
IFI	International Financial Institution
ILO	International Labor Organization
KWVC	Khmer Women's Voice Center
LAC	Legal Aid Cambodia
MB	Mlup Baitong
MFI	Micro-Finance Institution
MoWA	Ministry of Women Affairs
NAA	National AIDS Authority
NCDM	National Committee for Disaster Management
NGOs	Non-Governmental Organization
NTFP	Non-Timber Forest Products
OHK	Oxfam Hongkong
OI	Oxfam International
OI DM	Oxfam International Disaster Management Program
OinK	Oxfams operational in Cambodia
OGB	Oxfam Great Britain
Padek	Partnership for Development in Kampuchea
PICDM	PADEK's Integrated Community Development Model
PPCs	Policy and Practice Changes
PRSP	Poverty Reduction Strategy Paper/Program
RD	Reference Document
RGC	Royal Government of Cambodia
SCO	Strategic Change Objectives

SPM	Strategic Program Management
TOR	Terms of Reference
TPO	Transcultural Psychosocial Organization
USAID	United States Agency for International Development
WAC	Womyn's Agenda For Change
WMC	Women's Media Centre of Cambodia
WTO	World Trade Organization
VAW	Violence against Women
VDMC	Village Committees for Disaster Management

# I. Introductory Part

## 1. Introduction

### 1.1. Background of the evaluation

Novib is one of the major Dutch non-governmental development organizations, and together with the eleven sister organizations of Oxfam International, Novib aspires to form a worldwide movement of people with a single, communal goal: a just world, which is free of poverty for everyone. Novib distinguishes eight strategic change objectives (SCO) to promote the five rights, and that are of particular relevance within the Novib/OI program.

By the end of 2004, Novib had 330 staff and a budget of €149 million, obtained from the Dutch government and about 332.000 donors. The lion share of these funds (118 million) was used to support around 800 counterparts, spread over 18 core countries, 11 regional and one world program. Novib follows a “rights based approach”, based on the Universal Declaration of Human Rights, and Novib focuses on five interlinked rights.

In 2003, Novib narrowed the focus of its work, in terms of themes and countries —18 core countries (CC) were identified to which a major part of Novib’s support would be directed, and where Novib could develop a broad program in which the five basic rights (sustainable livelihood, access to basic social services, life and security, social and political participation, and, identity) could be addressed. For each Core Country, a specific program is defined (Core Country Program--CCP), which described the results Novib sought to achieve in that country, in terms of significant, sustained and positive changes in the lives of people suffering from poverty, insecurity and exclusion. As the decision to set up CCPs was quite recent, many of these CCP are still being developed into coherent sets of actions pursuing a limited number of strategic changes. Present Core Country Programmes usually have a history that dates back to (sometimes long) before 2003.

The evaluation of the Core Country program in Cambodia was a pilot evaluation.

### 1.2. Aims of the evaluation

The CCP has two main objectives:

- 1.2.1. To report on the results of the Core Country Programmes, particularly in terms of contributions made to the achievement of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs).
- 1.2.2. To feed Novib’s strategic decision-making process, providing inputs for future opportunity and risk assessment and the strategic choices at the CC level, as well as for Novib’s policy-making as a whole.

#### Expected outputs

Four main outputs are expected from a CCP evaluation:

- A summarized description of the CCP and its origins (objectives, areas of intervention, the magnitude of Novib’s commitment in terms of human, financial and program resources, types of counterparts supported, networking and coordination efforts with OI and other actors, linkages with lobby and campaigning efforts in the Netherlands, etc.), as well as a description of relevant elements of the local context (evolutions, dynamics, principal actors involved, etc.)
- An assessment of Novib’s strategic positioning in the CC, including an assessment of the relevance of the strategic choices made, an assessment of

the quality of the decision-making processes that have led to the formulation of the strategic choices, and an assessment of how these strategic choices are implemented in practice and followed-up.

- An assessment of the results achieved by the CCP: this analysis focuses on the higher result level: Strategic Change Objectives, and Policy and Practice Changes, as an intermediate level, and includes an analysis of explaining factors (external and internal), that have contributed positively or negatively to the achievement of results.
- An assessment of Novib's contribution to achieving these results: an analysis of the degree to which Novib has contributed, in a positive or negative sense, to the achievement or non-achievement of the results; including an analysis of the principal factors by which the degree of Novib's influence may be explained: the quality of Novib's choices and interventions (related to the previous points), the capacities of local counterparts and factors related to the external context.

## 2. Evaluation approach and methodology

### *Scope and Sample Universe*

We interviewed a total of 312 respondents in different venues and through various methods (individual & group interviews, focused group discussions, workshop) supplemented by secondary materials and documents. The data-gathering phase was initiated by the discussions with various Novib officers in The Hague at the start of the project.

We interviewed the leadership and the management staff of the 13 (of 14) current counterparts of Novib. We visited two project areas each of 3 counterparts: Padek, Adhoc and NTFP.

We interviewed representatives from 27 NGOs during the focused group discussions conducted at the beneficiaries' level of the three counterparts, and during the 3 focused group discussions conducted on Trade & Labor, Health, and Social & Political Participation.

We interviewed 22 government representatives ranging from Directors in different ministry departments to the Health Minister.

We interviewed representatives of the 3 Oxfams with offices in Cambodia (GB, America and Australia) but was not able to interview Oxfam Quebec staff.

We interviewed representatives from two multi-lateral agencies.

We interviewed 7 resources persons or personalities in the development/ human rights fields in Cambodia.

### *Evaluation Approach*

The evaluation approach used was "Perception, Documentation and Validation Approach" (as per the Core Country Program Guidelines). The 3-day Start-Up Workshop was the first formal data gathering exercise where the counterparts presented their accomplishments and challenges for the years 2001 to 2005, where various small group discussions and plenary discussions occurred to gather more perceptions and data on policy and practice changes in Cambodia.

We visited beneficiary communities of PADEK, ADHOC and NTFP—the more mature/older counterparts working in Novib's three main areas of work: human rights, community development and ethnic minorities—who would most likely be able to demonstrate changes and results because they have worked on their programs longer. Lacking time to visit all the communities or talk to all the beneficiaries of all the counterparts we chose the communities of these three counterparts.

We chose resource persons based on recommendations of Novib, OGB, the counterparts and the local consultants. Resource persons had in-depth knowledge and experience in the development context of Cambodia who can provide insights into development and civil society, validate perceptions, and counterbalance views.

Focused Group Discussions (FGDs) were done at the community level—with NGOs

and/or with the beneficiaries—and at the national level with Directors of other NGOs in the same field, multilateral or bilateral or government officials and the various counterparts of Novib. These FGDs were designed to validate perceptions and emerging trends of the evaluation exercise, to gather external perception on the situation of Novib in the development context (such as perceptions as to what international donors can do in general, and Novib in particular).

For referencing purposes the following codes are used in this report:

**Reference Document 1 (RD 1)**

Counterpart Report presented during the start-up workshop (Oct 18-20, 2005)

**Reference Document 2 (RD 2)**

Start-up Workshop Process Documentation of Proceedings

**Reference Document 3.a (RD 3.a)**

Counterparts Interviews

**Reference Document 3.b (RD 3.b)**

Counterpart Beneficiaries Facilitated Group Interviews

**Reference Document 3.c (RD 3.c)**

Counterpart Local NGOs Group Interviews

**Reference Document 3.d (RD 3.d)**

Counterpart Stakeholders (Courts, Police, Commune Councils, Government Agencies)

**Reference Document 4 (RD 4)**

Interviews with Personalities/Resource Persons (from Government, NGOs, Multi-lateral)

**Reference Document 5 (RD 5)**

Interviews with Oxfam International Offices in Cambodia

**Reference Document 6 (RD 6)**

Focused Group Discussion Proceedings on Trade & Labor, Health, Social & Political Participation

*Data Management*

For facility of accessing data from this evaluation exercise, we refer to this main report including the Executive Summary as Volume 1. The primary data that were collected and used as references are contained in Volume 2 (working document). Volume 2 can be accessed upon request to appropriate Novib officers.

*Methodologies and Tools*

Direct data gathering methods were used, specifically, (1) Individual Interviews, (2) Group Interviews, (3) Focused Group Discussion, (4) Start-Up Workshop, (5) Reports of Accomplishments and Challenges by the counterparts.

The Data Gathering Instruments (See Annex 1 & 2) for Resource Persons and for Counterparts guided the individual interviews and group interviews. The Focused Group Discussions on three thematic areas: Trade and labour, Health and Social & Political participation were guided by the FGD design (See Annex 3)—and were attended by representatives from different stakeholders—counterparts, other NGOs, government agencies, multi-lateral agencies. The Start-up workshop was guided by the design (See Annex 4).

The data gathering instruments attempted to be able to gather as much as possible the expectations as stated in the Terms of Reference, guided by the Evaluation Guidelines developed for this project.

### *Limitations*

The Pilot Evaluation faced many limitations. In particular we have not been able to include two items as stated in the Terms of Reference. (1) To know if the psychological aspects of Novib's concern on rebuilding trust, restoring social networks and/or coping with trauma and to address the question on whether restoring social tissue is both a strategy and a goal in itself. This was a very sophisticated concern of distinct and different discipline from the other aims and strategic change objectives. To conduct a thorough study on this aspect would have taken more time and different sets of tools would have been required. This issue was briefly touched on during the Start-Up Workshop (3rd day) during a discussion on cultural change (as part of the counterparts' expectations)—however, the counterparts have not given us an indication of what country specifics this theme could apply to or indicators we could use, or how the evaluation could assess the outcomes of the application of this theme (*See Volume 2, page 14 of the Process Documentation of the October 18-20, 2005 Start-up Workshop*). (2) To know the overall impact of Novib funded CP's on the improvement of people's lives during the past 5 years (as it pertains to SCO 4). We did not have the time to develop the instruments (including reconstruction of criteria and indicators to be used) to construct a baseline data as well as to gather data and analyze them in the truest sense of an impact evaluation.

As there was tight schedule in the data-gathering phase, we were not able to thoroughly focus on SCOs 3.1 & 3.2 (Disaster management & Peace Building) and SCO 5 (Gender and diversity). For these SCOs we relied more heavily on previous evaluations—although the counterparts involved in these SCOs were included in the various data gathering activities in varying degrees: the Women's Media Center (start-up workshop, counterpart interview, focused group discussion on Health), NTFP (start-up workshop, counterpart interview and field visit), CDRI (start-up workshop and counterpart interview) and Oxfam GB (start-up workshop, OI interviews, Focused Group Discussion on Trade and Labour and on Social and Political Participation).

In addition to the tight schedule, one member of the evaluation team (with experience and expertise in gender) had to discontinue her contract with Novib. We lost more days interviewing and selecting a replacement. The replacement was not a gender specialist.

We planned four (4) thematic Focused Group Discussion but were only able to conduct three (3). The last thematic FGD on Education coincided with an event that the Ministry of Education was conducting, thus the FGD had to be cancelled. The participants who attended the FGD on Social and Political Participation came mainly from Novib's counterparts—government officials invited (for example, the Director of the Government's Human Rights Commission) required an official letter requesting for representation to the FGD, as we could not produce the letter well before the scheduled date, we were not able to secure his attendance.

We developed a data-gathering instrument that, among others, gave us information on counterparts' organizational efficiency in the form of common efficiency ratios such as overhead cost/program expense cost; average funds portfolio per staff; total organizational expense/beneficiaries—due to lack of time, however, we were not able to obtain all the information/data from the counterparts that would give us sufficient input for analysis.

### *Analysis Plan*

The analysis plan bridged the Terms of Reference and the data gathered from the field. We constructed the analysis plan to satisfy the provisions of the Terms of Reference.

Nuanced definitions of Policy and Practice were used. For the purpose of this evaluation we found it necessary (for easier manipulation and analysis of data) to use the following definitions:

Policy: refers to the modifications or legislation of formal and written political, cultural, social or religious norms that guide the actions of people, organizations and institutions of the state, market, and civil society

Practice: refers to the modifications or initiation of informal and unwritten political, cultural, social or religious norms that guide the actions of people, organizations and institutions of the state, market and civil society.

Nuanced use of Change and Challenge when referring to Policy & Practice is found throughout this document. For the purpose of this evaluation we again found it necessary (for easier manipulation and analysis of data) to refer to Policy change when a law has been actually legislated, and to refer to Policy challenge when a law is in the process of being legislated. We refer to Practice Change when actual attitudes (as expressed) and behaviors (or actions) were observed and we refer to Practice Challenge when attitudes or behavior did not yet reflect a change.

# 3. Program context

## 3.1. Country description

(Source for this section: Novib's SPM document, referenced from such sources as: Unicef, Social Watch Report, indexmundia, etc.) corroborated by interviews, focused group discussions and supplementary reading materials)

### 3.1.1 Facts and Figures

Cambodia's Life Quality Index is among the lowest in the world (61 in 1997, 130 of 175 in 2003). Despite an economic growth of more than 6,8% average per year in the period 1994-2003 and a GNP per head of US\$ 282 in 2003, 36% of Cambodians live below the poverty line of 1 dollar per day and according to the Asian Development Bank, almost 70% of the population live on less than US\$ 2 per day. This percentage exceeds those of Vietnam and Laos. The life expectancy at birth is 59 years (56 for men, 61 for women). 83% of the 13 million Cambodians do not have access to adequate sanitation and 70% lack access to clean water--percentages that are usually associated with poor African countries. The literacy rate in 2002 was relatively high: 69% (men 81%, women 59%). According to Unicef Cambodian children are among world's most vulnerable to HIV/AIDS, war and poverty. In terms of women's empowerment, Cambodia ranks among the countries "in the worse situation" though some improvements have been made in gender equity over the past 5 years with slightly more than half of the women finding employment in the non-agricultural sector (mostly manufacturing).

### 3.1.2. Overall picture

The principal challenges Cambodia face are securing the factors of production for the majority of poor people, increasing agricultural production and improving its distribution systems, diversifying its economic base (the manufacturing industry has been hit hard after the phase out of the Multi-Fibre Agreement in 2005), further curbing the HIV/AIDS rates and increasing access to Basic Social Services. Cambodians increasingly have to deal with natural disasters, both floods and droughts, which can be partly attributed to environmental degradation both in Cambodia and the upper parts of the Mekong River Basement.

In addition to the daunting challenge of long-term development of the economy (after decades of war remain a daunting challenge), are the challenges of long-term development to the social, judicial and political arenas. Cambodia has gone down in the pages of history for its unprecedented disrespect for basic human values and little progress has been made in restoring this. A prerequisite for adequately coping with all the challenges mentioned above, but also an end in itself, would be restoring trust among people and increasing their individual empowerment and that of the communities.

At another level, a major challenge is the establishment of the rule of law, and thus providing the guarantee that Human Rights, including Women's Rights, would truly be respected and defended. Corruption is a major impediment to development.

Some major key events that are expected to influence the room of maneuver of Civil Society in Cambodia including the organization of the Khmer Rouge Tribunal (some counterparts fear that this will be used to further curb their influence) and the finalization and adoption of the NGO law (potentially repressive).

### 3.1.3 Short description of situation in relevant sectors

#### **Food and Income Security Context in Cambodia (Novib SCO 1.1)**

In 2001 there was massive relocation of squatters people and increasing land dispute cases caused displacement and exacerbated the poverty situation in Cambodia. However since 2002, more NGOs focused on improvement of agricultural production including some coordinated response to natural disasters such as flood and drought. In 2002, the good governance policy (PRSP) was passed due to pressure from IFIs. However, the conditions imposed by IFIs may have contributed to increasing poverty. The implementation of the decentralization policy began in this year. In 2003 the Poverty Reduction Strategy was made an official document. In the same year, more cases of land grabbing by powerful people were noted. In 2004 the Rectangular strategy of government was also made official. While there were good policy papers put out by the government, the lack of legal enforcement led to the decrease in natural resources and displacement of people. In addition there was increasing drug addiction, and the consequences of HIV/AIDS (orphans, sick people needing health care) and massive corruption of government. On the other hand, there was increasing access to private schools that increased human resources. The government reform strategy (military demob, judicial reform, banking reform) was a good and constructive series of events. The control, management and ownership of natural resources were increasingly contested areas in today's Cambodia. As Cambodia's economy was opened to the global market economy, natural resources—their control, ownership and management—became pivotal issues in the flow and distribution of income (*RD 3.a, RD 2, RD 4*).

#### **Trade and Labor Context in Cambodia (Novib SCO 1.2)**

Cambodia's Labor laws featured a lot of provisions that consider the welfare of workers. The challenge for NGOs working in the labor sector has not been in the area of legislating laws that would promote the right to secure employment and good/decent working conditions but in the enforcement of these laws (by government authorities) and in the compliance of corporate employers to adhere to the provisions of the law. The provisions of the labor were seen to be too steep and restrictive for business, hence, the widespread violations of provisions such as rest days, separation pays after closure of operations, and others. For the multinational companies or brand names (Levi's, GAP, Adidas, Puma, etc) that have contracted companies in Cambodia to manufacture their products, there were existing codes of conduct from corporate headquarters. Policies, good policies were not lacking in the area of labor and decent working conditions, the implementation of such policies were the major challenges. In 2001 when the quota for Cambodia's garment manufacturing industry ended, it forced the closure of many garment factories. The labor sector was poorly organized with weak labor unions unable to represent the case of their members. The negative impact of factories closing was widespread. The big workers demonstration that happened in 2004 (coinciding with Cambodia's accession to the WTO) where some laborers were killed including a union leader, has contributed slightly to companies abiding by labor laws such as minimum wage. However, the situation has not improved significantly since then (*RD 1, RD 2, RD 3.a, RD 4, RD 6*).

#### **Micro-Finance context**

A positive consequence of preparing the Cambodian economy (by both multi- and bi-lateral donors and the government) to participate in the global economy was that banking, fiscal and monetary policies have also been enacted, creating the backdrop for small and medium enterprises to grow. In particular, micro-finance became a fully supported and regulated industry by the Central/National Bank of Cambodia. The roots

of micro-finance in Cambodia clearly came from the work of NGOs and has given birth to micro-finance-- now a mainstream industry. Practice (of NGOs lending schemes to the poor) has led to policy development for micro-finance (RD 3.a).

#### **Access to Basic Health Services Context in Cambodia (Novib SCO 2.1)**

From 2001 to 2005 Cambodia's HIV/AIDS' infection rate significantly dropped due to higher public awareness, with more condoms being used including by sex-workers. However, global funding to support program for Anti-Retro-Viral medicines for HIV/AIDS affected victims was short-term which covered 2002 to 2003 only (RD2, RD 6). However, maternal and child mortality rates were more severe. This is due to the lack of basic health service, when women give birth at home without proper care from midwives, especially in rural far-flung areas and do not have the means for transportation to seek proper medical care when something goes wrong. There is also lack of awareness in risks related to maternal and child health-care (RD 2, RD 4, RD 6).

The provision of basic health services by the government remains to be inadequate. The influx of foreign donor funds into the area of health directly through the government or through the 170+ NGOs working in the area of health (with particular focus on HIV/AIDS), has made up or compensated for the inadequacy of government service, but still could not provide basic health services to all, especially in the most remote areas (RD 3.a, RD 4, RD 6).

#### **Access to Basic Education Services Context in Cambodia (Novib SCO 2.2)**

From 2001-2005 Primary school education's enrollment has increased but the curriculum has not improved. Kindergarten level was the worse level. There was heightened awareness for girls' education due to the campaigns of related stakeholders (specifically, NGOs and the Ministry of Women's Affairs), and enrollment has increased, but statistics on girls dropping out of primary and secondary schools was unknown—it could be that the number of girls finishing secondary school has not increased. NGOs provided schools but no statistics on how many have been built by NGOs in rural areas (RD 2, RD 3.a).

Even as the enrollment rate was increasing in rural areas, the number of teachers was decreasing due to poverty and low salary—causing teachers to find work in towns. The quality of education was very poor: there was lack of teaching materials and shortage of facilities, while teachers were paid lowly and not experienced (RD 2, RD 3.a). According to conservative government figures in 2002, only around 79% of Cambodia's 2.9 M school-age children went to school (female girls share 49.6% of the total number) and the rest (21%) have had no chance to go to school.

The actual figure may be higher due to increasing poverty in the country, children have to work to support or help support their family, although the anti-child labor law has been legislated to protect them from violation and exploitation. The effort of NGOs (including that of counterparts) and Government were not yet successful in reaching those vulnerable groups (RD 2, RD 3.a, RD 5). Even though the government (Seila Program, Commune Database, National Data, 2002) claimed that there were enough schools to cope with the number of children (163, 201 children born every year), PADEK (chairs, other classroom fixtures) and Oxfam Australia and other NGOs continue to provide for the shortage of schools in rural areas, often in remote rural areas (RD 2, RD 5). In addition to actual school buildings, teachers' low salary affected the quality of education as good teachers cannot be enticed to teach in rural areas. The other problems that plague public education were: access to and the means for transportation (to reach the school) or access to school, their families' livelihood

improvement, special education services, and other means of incentives for the teachers (*RD 2, RD 5, RD 6*).

Multilateral and bilateral funds that go into the World Food Program provided food for children at school, however their distribution system was not sufficiently extensive to reach all children. They continued to lack for partners to implement their feeding program. As majority of people were unable to access any education, more attention to adult literacy may be needed. There were no statistics on the current illiteracy rate making it more difficult to track improvements on adult literacy programs that some NGOs were embarking on (*RD 2, RD 3.a*).

#### **Natural Disaster Preparedness and Mitigation (Emergency Aid) context in Cambodia (Novib SCO 3.1)**

A history of alternating disasters of drought (1995, 1998) and flooding (1996) became more severe when both disasters occur in a year (2001, 2002). Another bout of drought occurred in 2004. Due to these severe natural disasters as well as external factors (the influence of being ASEAN with its strong program on Disaster Preparedness), the Cambodian government realized the important link between disaster and development work, demonstrated by the establishment of the Mekong River Commission. Support from NGO community, bilateral support, and the Asian Disaster Preparedness Center (ADPC) also contributed to significant work being done in the area of disaster preparedness and mitigation (*RD 1, RD 2*).

#### **Conflict Prevention Context in Cambodia (Novib SCO 3.2)**

In 2000, the gun destruction policy was put into motion and many unused guns were destroyed, in addition the number of Crime, fighting, robbery and weapon abuse decreased. In 2001 the government issued a circulation and in 2005 a full-fledged law on gun use. Beginning the same year (2001) there was a marked conflict over natural resources as land grabbing by powerful individuals became more and more rampant. In 2005 there was a marked decrease in conflict in the fisheries sector (*RD 1, RD 2*).

#### **Social and Political Participation Context in Cambodia (Novib SCO 4)**

Freedom of speech and freedom of association were two rights that were still in Cambodia's constitution. However, for the past years, these two freedoms have been severely curtailed through administrative orders (to commune councils restricting their attendance to training and travel as contained in Prakas 10), filing libel (a criminal act not a civic act) suits against human rights activists, arresting and jailing the director of a radio station for broadcasting anti-government opinions, killing a union leader protesting labor conditions and low wages (*RD 1, RD 2, RD 3.a-c, RD 4, RD 6*). Despite these setbacks, there was still modest progress in the area of human rights and in the promotion of social and political participation in Cambodia. Judicial reforms have been started such as the drafting of the anti-corruption law, the drafting and subsequent legislation of the domestic violence law, the initiative in drafting criminal code and criminal procedure code, and others. The 2003 Senate (National Assembly) election was a marked improvement from the previous practice of nominating or appointing senators—achieved through the collective efforts of organized civil society, at the forefront of which was COMFREL, and pressure from international donors (*RD 1, RD 2, RD 3.a-c, RD 4, RD 6*).

#### **Identity (Gender and Diversity) Context in Cambodia (Novib SCO 5)**

The situation of women and children in Cambodia was the lowest on Asia Pacific. This was being addressed in several ways: Line Ministry plans were being aligned with the Millennium Development Goals with specific direction on promoting women

status in Cambodia. Funds to support gender mainstreaming in projects increased at all government projects and NGO partners of government (example were the announcements for recruiting new staff) gave women more opportunities as well as increased the number of women who can participate and benefit in development process through these projects. Donors have very strong policy on gender strongly influencing programs by government and NGOs alike (RD 2).

More women participated at village/commune level (each commune has to appoint one woman responsible for women and children issues) but still few in decision making from 5% to 8% increase of women in commune council. There were about 8% of women at the national level (RD 2).

Poor education of women and the lack of jobs or employment in rural areas (especially after the rice planting & harvesting season) were contributing factors to the poor situation of women. Women migrate to urban areas to seek employment as garment factory workers to be able to feed their families (RD 2).

#### **3.1.4 Main development actors**

Cambodia has a large civil society with around 600 national NGOs and 200 international NGOs, one third of which consists of women's organizations. Cambodia's civil society is engaged and vibrant—it provides a challenging check and balance to Cambodia's increasingly repressive government as well as a government that is opening Cambodia's doors to the global market economy. Cambodia's civil society also collaborates well with Cambodia's government ministries in areas deemed collaboration possible such as rural development, women empowerment, HIV/AIDS reduction, environmental education, and disaster management. Civil society in Cambodia is fairly well organized especially as it lobbies the Consultative Group of International Donors so that the international donors can in turn pressure the government to enact reforms as conditions for the release of international aid. International donors are composed of multilateral and bilateral organizations and wield influence on Cambodia's development directions.

### **3.2. NOVIB's Core Country Program**

(Source: Novib's SPM document and interviews with Novib officers)

#### **3.2.1. Origin**

Novib has been active in Cambodia since the mid 1980's. Originally NOVIB closely co-operated with (local) government institutes in the provision of food and fulfilment of Basic Social Services (BSS) and infrastructure works. Once the Royal Government of Cambodia (RGC) seemed on track and took on its responsibility in these fields, and Civil Society Organizations (CSO) were built up, Novib decided to focus its support to Human Rights organizations working on Civil and Political Rights. For a while supporting these organizations became more paramount in NOVIB's program. However, given the slow progress in improving day to day life of poor Cambodians and their deepening struggle for survival, the period 2001 to 2005 (and into the future) more than half of NOVIB's funds were again targeted at Sustainable Livelihood and Basic Social Services ~ but not in an isolated manner. Work at the grass root level in these areas was linked to lobby and advocacy. The focus on Sustainable Livelihood included an emerging program for labor, and took into consideration Human Rights counterparts who shifted their focus towards land and labor issues. The inclusion of two Micro Finance institutes (of which one was funded via NOVIB ASN fund and thus not part of the regular portfolio) also strengthened the focus on Sustainable Livelihood.

NOVIB's view is that the RGC is primarily responsible for the provision of Basic Social Services and in principle also has the budget to fulfill these. Most Counterparts funded by NOVIB fall within the category of relatively small, experimental NGOs, with a clear role model and function as change agents in Cambodian society. The NOVIB program in Cambodia intended to improve the "quality" instead of increasing the "quantity" of Basic Social Services, which logically might only be provided to peripheral areas. Rebalancing inputs has been a deliberate choice. In the 2001 plan it can be read that Cambodia, one of the poorest countries in the region, would receive increased Novib support in the field of sustainable livelihood and basic social services, while the proportion of investments in human rights would gradually decline. However, Novib continued to support counterparts that provided legal aid and focused on reform of the judicial system.

NOVIB has combined in the Cambodia portfolio "old and steady", (internationally) renowned NGOs that reach large numbers of beneficiaries and have big political leverage, with relatively small, experimental NGOs, that have a clear role model and function as focused change agents in Cambodian society (and thus enjoy high "visibility" for other reasons). This mix guaranteed that pressure through numbers and proven practices was combined with influence through new and dynamic alternatives.

Novib has worked and intends to continue to work with and through organizations that a) combine activities for improved livelihoods and BSS with encouraging social and political participation b) while doing so rebuild trust, restore social networks and/or cope with post-war traumas c) effectively combine grass root activities with lobby and advocacy work so as to change the very structures that cause and perpetuate poverty, and create the conditions under which Human Rights will be respected. It was assumed that restoring social tissue was both a strategy and a goal in itself (given Cambodia's violent past).

In total eight Oxfams run programs in Cambodia. Novib continued to operate within the framework of Oxfam International. In as far can be seen NOVIB's contribution would continue to be around Euro 2 - 2,5 million annually or around one third of the total Oxfam budget. In total, the Oxfams fund around 60 CounterParts with the Oxfams agreeing on division of tasks among them including which counterparts or which theme would a specific Oxfam focus on. The core country program in Cambodia is a result of Novib's own strategies as well as the result of negotiations with the different Oxfams to ensure that the Oxfam's presence and work in Cambodia will have coherence and will be more efficient and also effective. For example NOVIB has engaged in the OI initiative of Disaster Management Program. As an enhancement of the work in-country in Cambodia, the Oxfams, since 2002, has developed regional Strategic Change Objectives. As an example of this, Novib engaged in the OI Mekong River Basin Management Program.

### **3.2.2. Program portfolio development mix**

Novib funds the programs of counterparts that as a whole covers programs that would promote all five rights and achieve goals for all eight strategic change objectives. The profile of counterparts features experienced and tested NGOs, as well as new and experimenting NGOs.

### **3.2.3. Description of present program portfolio**

Novib aimed to alleviate poverty in Cambodia, promote social and political participation, identity and diversity, promote access to basic social services, and promote life and security. Novib, with limited resources and operating from outside Cambodia, provided

different modes of financing to selected partners, Novib's counterparts, who would be able to contribute to the realization of Novib's aims. Financing was supplemented by other interventions (such as technical support for specialized areas and lobby and advocacy) to support the work of counterparts, in and outside the country.

#### Areas of intervention per SCO and envisaged outputs and outcomes

The following is a summary of intended results for the period 2004-2006 (based on the focus document written in the spring of 2003). These reflect Novib's line of thinking and the type of activities Novib planned to do.

#### **Aim 1 Right to a Sustainable Livelihood**

##### Strategic Change Objective 1.1. Food and Income Security

- People (in particular women and minority groups) will enjoy increased food-security.
- Food security programmes of at least two NGOs (PADEK and NTFP) will benefit from CEDAC's research in the field of sustainable agricultural production by the end of 2006.
- Policy impact: NGO's continue to influence the Ministry of Rural Development and local government through their training programmes on Community Development Model, involvement of local government in Community Development projects and advocacy of minority interests.

##### Strategic Change Objectives 1.2. Trade and corporate responsibility

- Labour: In 2004 a contribution will be made to the OI Make Trade Fair Campaign through the provision of campaignable evidence and "illustrations" of the violation of Women's Labour Rights in ESEA's Garment sector, in particular in the Sportswear Sector.
- In 2004 Novib will explore the possibility to focus on the most marginalized, unorganized labourers in Cambodia and the movement or organizations that represent their needs and interests and to formulate a realistic PPC in this field for the period 2005-2006.
- Through the organization of a workshop early 2005, mutual understanding between various "labour actors" (Unions, women's movement, Oxfams) in Cambodia will be increased.
- Policy impact: for CSR to be determined (among other things to be based on a mapping of Dutch Corporate interests in the region.) For formal labour: the enforcement of existing labour law. For unorganized workers still to be determined.

#### **Aim 2 Right to Basic Social Services**

##### Strategic Change Objective 2.1. Awareness on and prevention of HIV/AIDS (Tentative)

- More people to receive medical assistance and health education in appropriate manner.
- Rights of HIV/AIDS infected persons to be understood, respected, translated into policy.
- HIV/AIDS issues to be mainstreamed into at least 3 NGOs
- Policy impact: to be determined.

##### Strategic Change Objective 2.2. Basic Education

- In 2004 through 2006 in total 30 schools will be built in remote and/or political sensitive areas, serving the needs of around 10,000 children, at last 40% of which are girls. Parent Teachers Associations will be established and villagers empowered.

- By the end of 2006 the quality of the curriculum in 10 schools will have been upgraded through the introduction of non-cognitive learning methods (theatre, plays, and games) and 50 schools will be actively involved in Environmental Education projects.
- Policy impact: Local Government will be made responsible for the provision of teachers and school materials, co-operation with communities will be improved and serve as a good example of government decentralization (and in this sense also contribute to Novib's theme "promoting global citizenship").

### **Aim 3 Right to Life and Security**

Strategic Change Objective 3.1. Emergency Aid

- More NGOs will be integrated into the existing OI Disaster Management programme.
- More specifically: In close cooperation with the local communities of pilot villages in Takeo District a (gender specific and for Cambodia appropriate) model for preparedness and mitigation will be developed.
- Expertise of CBO's and NGO's in preparedness and management of risks and problems associated with floods will be improved.
- At least 2,000 Cambodians will directly benefit from these latter efforts.
- Policy Impact: The work with the Village Committees for Disaster Management has a strong advocacy element; it will facilitate the VDMC in their engagement with local government (NDDM, PCDM and DCDM-and in this sense also contribute to Novib's theme "promoting global citizenship"). The improved OI DM will furthermore serve as a "good practice" for the National Committee of Disaster Management in Cambodia

### **Aim 4 Right to Social and Political Participation**

- People will receive legal aid, will benefit from mediation of one of the HR organizations and will receive HR education (including voters' education).
- Good governance: HR organizations will continue to make the RGC accountable. They will specifically focus on the development (and enforcement) of an effective anti-corruption law.
- "Promoting global citizenship": Civil Society will continue to critically follow the International Donor Community and increase its influence on the CG meetings.
- Capacity Building: HR organizations will improve their capacity to mainstream gender issues in their organization, programmes and network.

### **Aim 5 Right to an Identity (Gender and Diversity)**

- By the end of 2006 Legal Aid will have been provided to women survivors of VAW (Domestic Violence, Reproductive Violence and Rape).
- By the end of 2006 there is more awareness among the general public and government that Women's Rights are Human Rights and that Domestic Violence, rape within marriage and Reproductive Violence are not just "private family matters". Child Rights will be higher on the Government Agenda. Trafficking will be made illegal and perpetrators be criminalized.

### **Short Description of the Current Counterparts Involved in the Evaluation**

(Source: primarily the presentation of each counterpart during the start-up workshop October 16-18, 2005):

## **PADEK**

(Working primarily on Aim 1, Right to a Sustainable Livelihood, SCO 1.1

Food and Income Security)

The initial involvement of Padek's donor agencies in Cambodia was in early 1980's in relief and rehabilitation work. The donor consortium was formalized under the name of PADEK in 1986 with five member agencies and Novib was the lead agency. In 1993 Padek moved from infrastructure based sectoral support to a community development programme. In 1999 this strategy was formalized as PADEK's Integrated Community Development Model (ICDM). It operates in 4 provinces in Cambodia and one urban area covering 14 districts, 39 communes, 282 villages, and 39,456 families. The objectives are focused on building organizations, generating income and ensuring food security, the promotion of education and culture and health.

## **NON-TIMBER FOREST PRODUCTS (NTFP)**

(Working primarily on Aim 1, Right to a Sustainable Livelihood, SCO 1.1

Food and Income Security)

Non-Timber Forest Products (NTFP) is a local NGO based in Ratanakiri province, Cambodia. NTFP has been working for over nine years promoting land, natural resources and cultural rights of indigenous people to sustain their livelihood. Following a study on natural resources and livelihood in Ratanakiri, funded by Oxfam Great Britain and other Oxfams, in early 1996, the NTFP project began in August 1996. NTFP envisions that local communities in Northeast Cambodia, especially ethnic minority communities, have the capacity to protect their rights to manage and use natural resources as well as to access priority essential services to improve their quality of life and achieve sustainable livelihood. The mission of NTFP is to promote effective participation of indigenous communities, men & women, in determining their own future, especially in assuring their rights to manage, use, and develop the land and natural resources on which their livelihood and culture depend. NTFP's objectives are to: (1) Increase the capacity of associations in target indigenous communities, especially in participatory leadership, management, and providing support to activities protecting their rights and interests; (2) Improve the livelihood of indigenous communities through activities that add value to natural products through sustainable harvesting and processing, which can also serve as model to other communities; (3) Empowerment for target indigenous communities through building networks and advocacy for protecting the community interests; (4) Indigenous communities in target areas understand the value of their culture and traditions, and are motivated to preserve their community solidarity and cultural identify; (5) Increase the capacity of the organization in order to efficiently achieve the mission and be a good model to other development agencies.

## **MLUP BAITONG**

(Working primarily on Aim 1, Sustainable Livelihood, SCO 1.1

Food and income security)

Mlup Baitong (MB) means "green shade" in Khmer. MB was established as a project of a British NGO in 1998, and it became an independent local Cambodian NGO in 2001 and officially registered with the Ministry of Interior. MB was localized in 2003—local Khmer people now handle MB's management and leadership. The mission of Mlup Baitong is to increase environmental awareness and conservation through education, training, advocacy and other environmental services to support the sustainable and equitable use of natural resources for the benefit of Cambodia. MB's main area of work includes: community forestry, community protected area, community based ecotourism, gender and environment, national park assistance, environmental education in schools, Buddhist temples, military, radio programs and the establishment and management of the environmental education resource center.

### **CAMBODIAN ENTREPRENEUR BUILDING LIMITED (CEB)**

(Working primarily on Aim 1, Right to a sustainable livelihood, SCO 1.2  
Labor and Creation of Employment)

CEB started in 1995 as an NGO called Cambodia Community Building (CCB), and became a Micro-Finance institution (MFI) in 1999. CCB transformed itself from an NGO type micro-finance provider into a professional private sector MFI. CEB received its license from the National Bank of Cambodia as a regulated MFI in 2003. Its vision is to be the leading regulated micro-finance institution in entrepreneurship building of poor women in urban and rural areas. By reinvesting most of its profits in expanding outreach and improving and/or diversifying its micro-finance services, CEB shall contribute on an increasing scale to the development of women who run income-generating activities and micro-enterprises and thereby to women entrepreneurship building with a direct impact on self-employment and poverty alleviation. Its mission is to empower entrepreneurial poor women in urban and rural areas to develop their income-generating activities and micro-enterprises through access to micro-finance services, including credit and savings, at reasonable rates. Products and services include: mobile and branch banking service, Cambodian riel loan, individual and solidarity group loans, community bank model (when solidarity groups merge), and US dollar loan. CEB operates in five provincial areas (Phnom Penh, Kandal, Kompong Cham, Kompong Thom, and Siem Reap).

### **WOMYN'S AGENDA FOR CHANGE /WAC**

(Working primarily on Aim 1, Right to a sustainable livelihood, SCO 1.2  
Labor and Creation of Employment)

Womyn's Agenda for Change (WAC) started small in 1999 as a program of Oxfam Hongkong. With the support of OHK, WAC has grown as an organization and in July 2004, it became an independent entity. WAC's work is focused on the empowerment of grassroots women. WAC's programs include those for/on garment workers, sex workers, research on debt and globalization and gender disparities, and advocacy to the Cambodian parliament.

### **NYEMO CAMBODIA/COUNSELING CENTER FOR VULNERABLE WOMEN AND THEIR CHILDREN**

(Working primarily on Aim 2, Right to basic social services, SCO 2.1. Health)  
Nyemo Cambodia helps vulnerable women to analyze their situation and to strengthen their capacity to improve their quality of life and that of their children. Nyemo also aims to strengthen the community to recognize this vulnerability and to assist in improving the welfare of these women and children. Nyemo's objective is to build an integrated network for vulnerable women and children in the community for educational and health support, and access to other local public services. Nyemo's programs are: the maintenance and management of Community Center, Mother and Child Support, Education, Market analysis and vocational training, Job Placement and follow-up and Integration into the Community.

### **CAMBOKIDS**

(Working primarily on Aim 2 Right to basic social services, SCO 2.2 Education)  
Cambokids is a non-government organization working in the field of Primary Health Care for Children in Community after Arms Conflict. Founded on 1st September 1999 and created as a result of the TPO-Games Pilot Project that was implemented in Cambodia from 1998 to 1999. TPO-Cambodia is a part of the Transcultural Psychosocial Organization based in Amsterdam, the Netherlands. The mission of Cambokids is improving the mental status and psychosocial well-being of children in general by promoting the Primary Mental Health Care for Children in Community after

Arms conflict as a contribution to extend the Primary Health Care System in Cambodia. The Goals are: (1) to contribute to prevent new conflicts in Cambodia; (2) To heal collective trauma. The Objectives are: (1) To transform the project into Information and Human Resource Training Centre for Primary Mental Health Care for Children in Community after Arms Conflict; (2) To develop a volunteer structure and use the potential of volunteerism to contribute to the implementation process of Child Care and Development within the National Program; (3) To stimulate the integration of the concept of Primary Mental Health Care for Children in Community with those of other NGOs, OIs, and Government sectors working with children in the field of Child Care and Development.

#### **OXFAM GREAT BRITAIN, DISASTER MANAGEMENT PROGRAM**

(Working primarily on Aim 3, Right to Life and Security, SCO 3.1 Emergency Aid) The severe floods and droughts that occurred in 2000 and 2001 and their impact on family life, incomes, village agricultural patterns and community development have triggered the Joint *Oxfam* Disaster Management Programme (OI-DM). The OI-DM has responded to these disruptions during the past two years with three different strategies: the first is the core programme of disaster management and disaster preparedness, principally through partnership training. Secondly, it has organized and participated in the distribution of household kits – emergency relief kits which include mosquito nets, clothing, rice, cooking utensils, plastic sheets, and other food items including salt, dried noodles and canned fish. A third component, rehabilitation, has also been designed and implemented based on assessment and planning support provided by the *Oxfam GB* Humanitarian Department in Oxford. The core of the Joint *Oxfam* Disaster Management Programme is programmatically supported by seven of the *Oxfams* operational in Cambodia (*OinK*), and financially by *Oxfam GB* (40%), *Oxfam Hong Kong* (20%), and *NOVIB* (40%).

#### **CENTRE FOR PEACE AND DEVELOPMENT (CPD)/CAMBODIA DEVELOPMENT RESOURCE INSTITUTE (CDRI)**

(Working primarily on Aim 3, Right to Life and Security, SCO 3.2 Conflict Prevention and Peace Building)

The Cambodia Development Resource Institute (CDRI) was established in 1990 to enhance human resource capacity in Cambodia and to undertake research and analysis contributing to the formulation of sustainable development policies and strategies. The Centre for Peace and Development (CPD) is a programme of CDRI, initially founded in 1996 as the Cambodian Centre for Conflict Resolution (CCCR). In 2000 it was renamed the Centre for Peace and Development and fully integrated as a programme of CDRI. CPD's mission is to contribute to building a culture of peace and to enhance human security in Cambodia, through applied research, raising awareness and developing skills for conflict transformation, and by creating opportunities for constructive engagement and reconciliation. CPD's two-fold aims are: (1) to enhance policy dialogue and public awareness through applied research linking peace and human security with governance and development; (2) to strengthen understanding and the effectiveness of public officials, community and civil society leaders at national and local level, to understand and transform conflict into positive social change based on values of tolerance, forgiveness, non-violence, social justice and interdependence.

#### **LEGAL AID CAMBODIA /LAC**

(Working primarily on Aim 4, Right to Social and Political Participation)

Legal Aid Cambodia (LAC) is a non-profit, non-governmental Khmer-administered organization of lawyers to provide legal services to the poor free of charge. LAC was founded in December 1995 as Cambodia's first legal aid society and officially

recognized by the King of Cambodia, Ministry of Interior, Ministry of Justice and the Cambodian Bar Association. LAC envisions a Cambodian society where rule of law and human rights are respected and implemented. LAC's mission is to provide quality legal service to and advocate for the Cambodia's poor so that they are fairly and equally treated in the society. LAC's focus is on providing legal representation to clients in both criminal and civil cases, apportioning 60% of its resources to criminal cases and 40% to civil cases. LAC provides legal services to both adults and juveniles who are accused of committing crimes or who are victims of offenses, with a focus on indigent clients who are in pre-trial detention. In civil cases, LAC's focus is on land, fishery, families' issues and children's issues.

### **COMFREL**

(Working primarily on Aim 4, Right to Social and Political Participation)

In December 1995, decision of leaders of Human Rights Group (ADHOC, Vigilance, Licadho) to create a permanent election monitoring system, thus COMFREL was established. Comfre's board is composed of ten member-NGOs. It has established 24 provincial network (called Provincial Secretariat) and 185 district contact persons as well as 1621 commune activists. Comfre's mission is to promote democracy, especially local democracy and to promote the right to participate.

### **CAMBODIAN HUMAN RIGHTS AND DEVELOPMENT ASSOCIATION/ ADHOC**

(Working primarily on Aim 4, Right to Social and Political Participation)

The Cambodian Human Rights and Development Association (ADHOC) was set up in December 1991. It is an independent, non-partisan, non-profit and non-governmental organization. Its mission is to educate the Cambodian people about human rights, the rule of law and democracy as well as monitors and investigates human rights violations and all forms of violence against the most vulnerable people including women and children. ADHOC has offices in 23 provinces in addition to its headquarters in Phnom Penh. The 2 core strategies of ADHOC are: (1) Monitoring and investigating human rights violations and violence; and (2) Advocating human rights which includes training, campaigns, radio broadcasting and publication. ADHOC's target groups are grassroots people so that they are aware of their rights and are able to defend these rights; and the military, police, military-police and local authorities to promote good governance and respect for human rights.

### **WOMEN'S MEDIA CENTRE OF CAMBODIA/WMC**

(Working primarily on Aim 5, Right to an identity, Gender and Diversity)

Women's Media Centre (WMC) is a non-profit NGO using the media, specifically broadcasting, to promote social change. WMC started in 1994 as the Khmer Women's Voice Center (KWVC). KWVC supported women's issues, provided equipment and trained professionals in advocacy, research and media. In 1995, KWVC's Media Center became independent and changed its name to the Women's Media Center of Cambodia (WMC). The Center is staffed by video and radio professionals who produce programs on social issues. It also serves as the focus point for the Women's Media Network, made up of women working in national and grassroots media with the explicit purpose of improving the status of women in media by increasing the number of women journalists and changing the exploitative way that the mainstream Cambodian press portrays women. The Media Center includes video and radio facilities and houses a media resource center with video, radio, print and photo archives. Building a network of women journalists and developing leadership for the public interest movements is one of the Center's primary goals. The Center produces public information campaigns, educational materials and public interest features. WMC touches on most issues effecting women in Cambodia today such as; HIV/Aids, trafficking, election, domestic

violence, and poverty. Women's Media Centre (WMC) radio and TV programs cover: women's rights, women's health, poverty, domestic violence, leadership, drug abuse, HIV/AIDS, decentralization and Rule of Law.

#### **Characterisation of counterpart organizations**

(Source: Novib's SPM document)

	Aim 1		Aim 2		Aim 3		Aim 4	Aim 5
CPs	1.1	1.2	2.1	2.2	3.1	3.2	4	5
PADEK	X*	X	x	x	x			x
Mlup Baitong	X			x				x
NTFP	X	x	x	x			x	x
WAC		X						x
Cambokids			x	X			x	x
Nyemo		x	X	x			x	x
OI DM	x				X	x		x
CPD (CDRI)	x	x	x	x		X	x	x
ADHOC	x	x	x	x			X	x
LAC	x	x					X	x
Comfreli							X	x
WMC	x	x	x	x			x	X
CEB		X						x

\*Where Capital X represents primary or focused SCOs of Counterparts

#### **Summarizing table (per SCO and type of intervention)**

(Source: TOR, September 2005)

Overall	Aim 1		Aim 2		Aim 3		Aim 4	Aim 5
funding	SCO 1.1	SCO 1.2	SCO 2.1	SCO 2.2	SCO 3.1	SCO 3.2	SCO 4	SCO 5
2001	13,2 %	6,3 %	12,7 %	15,4 %	--	0,2 %	39,8 %	12,4 %
€1.9 M								
2005	19,8 %	15,5 %	6,9 %	11,5 %	1,6 %	1,5 %	25,1 %	18,0 %
€2 M								

Note: figures are rounded off

## II. Analytical Part

(Evaluator's opinions based on interviews, focused group discussions, and documents reviewed).

### 4. Analysis of Novib's strategic positioning in the country

#### 4.1. Analysis of the strategic decision-making process and products

##### 4.1.1. Quality of the strategic decision making process

*Novib's strategic choices of counterparts*

Novib was able to choose counterparts strategically and has, over the years, been able to develop a relevant array of organizations with focus spread among relevant sectors, with geographic reach extend to both rural and urban areas, with capability to spread services throughout the country.

Conceptually, the strategic decision-making to arrive at the portfolio of counterparts consisting of both "old, steady" and "small, experimental" NGOs makes a lot of sense and from the areas of improvement it can be noted that such a portfolio of counterparts can be mutually beneficial for both "categories" of NGOs. The new and experimental can learn a lot from the experience and competence of the old and the steady, while they in turn can be inspired to recreate their own programs or innovate new ones. The decision-making process was sound, however, the counterparts have not been able to capitalize on the presence of the other kind since interaction was limited (*Restitution Workshop*).

During the evaluation period, we have noted that the current portfolio was a product of constant decision-making process and negotiations with counterparts such that there were compelling reasons to end relationships with other counterparts—such as the time to "unsupport" or "graduate" the organization has come, such as in the case of ACLEDA (the Micro-Finance Institution) through ASN/Triodos Bank; or that the counterpart was "turned-over" to a sister Oxfam for alignment of programs and resources; or that there was no longer a good fit between Novib's strategic directions with that of a counterpart's core business.

The partnership with the OIs contributes to better relevance or better crafting of programs especially since Novib is not based on the ground.

##### 4.1.2. Relevance of the strategic choices in view of national development plans, goals and policies

In view of Cambodia's national development plans of opening up the economy to the global economy and allowing the control of resources to fewer and fewer people, many

of these foreigners and corporations, then Novib's strategic choices in supporting the work of ADHOC, NTFP, COMFREL and a legal institution such as LAC is relevant because these organizations would be able to help in providing check and balance to the government so that human rights will be promoted and justice achieved (interviews with WB representative, the SEILA program, focused group discussions held on the themes of Trade and Labor and Social participation: RD 4 and RD 6).

Novib's focus on gender and diversity, on sustainable livelihood, on HIV/AIDS awareness and prevention contributes to the attainment of millennium development goals and in line with the focus of other major donors as well as that of the government of Cambodia.

#### **4.1.3. Relevance of the strategic choices in view of the national development situation**

**Strategic financing** was a relevant position to take given limited financial resources. Strategic financing was most worthwhile because workable, innovative and sustainable development models were “bankrolled” and rolled off or graduated in due course. This mode of strategic financing has been successful in the case of CEB in that appropriate support for micro-finance organization “pressured” CEB to reach and surpass break-even point to earn profits. Financing a micro-finance organization as part of Novib's portfolio mix also demonstrated the relationship between income generating activities at the lowest charity case level to a sustainable level where entrepreneurship can be developed. Not all those who were helped at the lowest level could graduate into being entrepreneurs but there will be some. By building entrepreneurial capacities and providing access to capital and markets (both domestic and maybe international) is an important contribution to expanding the middle class in Cambodia.

*Rebuilding trust, restoring social networks and/or coping with traumas*

The evaluation was too limited to discourse at length about this aspect, we can only contribute what we have clearly observed in our data gathering: that the work of counterparts with beneficiaries created trust and confidence for the NGOs assisting them.

**Clearer programs on:**

Programs to promote corporate social responsibility would now be relevant and necessary in Cambodia.

Advocacy programs to lobby different government agencies to provide more and better quality basic services (health and education). Part of this may be more adult literacy programs can be implemented in coordination with the Ministry of Education or within NGO networks.

Disaster management—each Novib counterpart incorporate disaster management into their programs including a program to prepare and deal with human-made

emergencies, such as political repressions or civil unrest.

#### **4.1.4. Relevance of the strategic choices in view of Novib's/OI overall policies**

We affirm the value of Novib working with the Oxfams and sharing common objectives in Cambodia. As discussed in a previous section, the Oxfams might consider tightening the achievement of SCOs 1.1 and 1.2 since majority of counterparts and funds were directed to these areas—and the Oxfams have started to do so in 2005.

Considering the real and potential effect and consequences of natural disasters in Cambodia especially in the promotion of sustainable livelihood and in the achievement of food and income security, Novib's decision to financially support the Disaster Management Program through OGB was appropriate and strategic. It made sense programmatically and organizationally: OGB has the expertise and very strong presence in Cambodia.

The Mekong River Basin Management Program that Novib has supported has contributed to the advocacy needed for policy lobby and practice changes for natural resource management—enhancing the focus on food and security income, and social and political participation. The design of the program (run by Oxfam America, significant participation and involvement of counterparts, clear regional perspective) fitted well in seeking synergies of programs supported by Novib. In addition to this, the Mekong River Basin Management Program provided a platform for alignment of the OIs in the region.

#### **4.1.5. Alignment of strategic choices with the views and priorities of the counterparts**

There was no dissonance between the strategic choices made by Novib with the views and priorities of the counterparts. Each counterpart has developed a niche and a role to play for development in Cambodia that Novib could and does support.

#### **4.1.6. Synergies and alignment of strategic choices with other initiatives and actors**

The Oxfams' strategic choices were aligned and the Oxfams are actively engaged in achieving synergies of their programs and operations. The Oxfam name or "brand" carries a lot of emotional goodwill among Cambodians and development organizations. The Oxfams, including Novib, have clearly a role to play in ensuring that all Cambodians benefit from Cambodia's participation in the global economy.

### **4.2 Analysis of the implementation of strategic decisions**

Dialogue with counterparts permeated the implementation of Novib's implementation of its strategic decisions, which included measures to cautiously test the efficacy of these decisions. In addition, tools such as program or management evaluations were commissioned to inform or guide the relationships with counterparts.

However, as mentioned, achieving synergy and cooperation among the different categories of counterparts (new and experimental with old and steady) were not fully implemented as of the time of evaluation (although as discussed in the achievement of the different SCOs that there are linkages or collaboration and cooperation between and among the different counterparts).

There were also no clear parameters yet on what Novib wanted to achieve when it intended to contribute to rebuilding trust and restoring social networks.

#### **4.2.1. Quality of monitoring process**

Counterparts stated that Novib is a supportive donor not only through the long-term, unrestricted funding that Novib offers but also in the advises and assistance provided to them in the course of the institutional relationship with Novib.

#### **4.2.2. Quality of evaluations**

The evaluations we have read were sound, offered insights into counterparts organizations and programs and partly informed us on results achieved.

# 5. Assessment (for each SCO) of the main results achieved

## 5.1. Food and income security

### 5.1.1. Planned outputs and outcomes

In Cambodia, the Core Country Program of Novib was focused on the promotion of the right to sustainable livelihood, specifically the achievement of the strategic change objective of food and income security. Novib funded PADEK, NTFP, Mlup Baitong and categorized these counterparts as the lead organizations that would promote the aim concerned, and focus on achieving the strategic change objective. However, these counterparts also integrated other aims and strategic change objectives in their programs, for example, gender and diversity, environmental awareness, disaster management, among other things. On the other hand, other counterparts that were not categorized into this Aim and SCO also incorporated food and income security as part of their programs. For example, ADHOC was concerned about the livelihood of their beneficiaries and made efforts to link with development NGOs, Nyemo integrated income generating activities in its health programs, CEB, as a microfinance institution naturally contributed to food and income security with its micro-finance services.

### 5.1.2. Contribution to practice changes

#### Practice<sup>1</sup> changes:

As far as practice changes were concerned, the representatives of different ministries interviewed, acknowledged the important role of NGOs on food and income security through their work on vocational trainings, eco-tourism, agriculture and self help groups, women's participation, health and education. In some instances, the government agencies adopted the models developed by the counterparts (*RD 3.d, RD 4*).

As exemplified by PADEK, NTFP and Mlup Baitong, they were able to forge better collaboration with local authorities. The Ministry of Environment and Ministry of Education, Youth and Sport recognized the important role of Mlup Baitong in community forestry, environment education and life skills and requested Mlup Baitong to replicate their activities in other provinces, especially in the tourism provinces. Seila officials acknowledged the work of NTFP on community forestry (*RD 3.a, RD 3.d, RD 4*).

Models on community forest management, natural resource management and income-generating projects (such as sustainable agriculture or livestock raising) have been piloted by PADEK, Mlup Baitong, NTFP, and, the work of the various other NGOs involved in the Mekong River Basin Initiative (*RD 5*).

The involvement of women (including indigenous women) in all sector of community development was also noted to have increased in family businesses, in leadership positions within the village. Indigenous people participated in more meetings and workshops, locally and nationally, to express their concerns. Community people were more confident to speak in public or through radio discussion program of and on their concern that affect their livelihood (*RD 1, RD 2, RD 3.a-d, RD 4, RD 6*).

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<sup>1</sup> We define Practice Changes as it refers to the modifications or initiation of informal and unwritten political, cultural, social or religious norms that guide the actions of people, organizations and institutions of the state, market and civil society.

### **Practice Challenge**

In the provinces where the counterparts worked the lack of law enforcement on environmental protection can be felt as natural resources were irresponsibly exploited and depleted, as forest and land concessions were granted without regard for the indigenous people or the natural resources contained therein.

#### **5.1.3. Contribution to policy changes**

##### **Policy<sup>2</sup> change:**

Six Articles (23-28 Articles) on tangible assets of the indigenous communities were included in the Land Law of the Royal Government of Cambodia (RGC). The incorporation of these articles on the Land Law can be linked to the efforts of the Non-Timber Forest Product (NTFP), its allies and supporters—NTFP led the advocacy for this policy (*RD 3.c, RD 3.d*).

##### **Policy challenges:**

The laws on protected areas and law on community forestry were still pending and its legislation an urgent need to protect the habitat areas of indigenous people and the people living in community forests. More lobbying and campaigning would be needed to pass these laws (*RD 3.a, RD 3.c, RD 3.d*).

The adoption of Fishery law and some sub-decrees of the law that stipulate community based natural resource management including ways to curb illegal fishing activities were still pending. The policy advocacy of the sub-decrees of the Fishery Law can be linked to the efforts of Oxfam America and the other Oxfams through the regional program on the Mekong River Basin Initiative. However, the law has not yet been adopted so the challenge is for more advocacy work to be done to pressure government to legislate the policy (*RD 5*).

The Land Law has been passed with all its potential disadvantages and repercussions—such as curtailing the traditional manner of agricultural cultivation (to clear land and cultivate it no longer provided ownership to farmers) by the power of the government to give land concessions. Nevertheless there were rooms for maneuvers. Concessions could also be given to collective groups of farmers or associations and not just to big business or individual owners. Mapping to determine, among others, indigenous lands has not been finalized. The challenge for Cambodia's civil society, in particular, Novib counterparts, would be to find ways for meaningful and substantial participation in the shaping of the control, ownership and management of Cambodia's natural resources. The multilateral organizations—such as World Bank—and bilateral organizations—such as DFID—were financing projects that would complete the mapping exercise so that the Land Law can be fully implemented. The challenge, as mentioned, would be forging paths for participation, not just perfunctory civil society consultation (*RD 4, RD 6, RD 3.a*).

#### **5.1.4. Contribution to impacts**

Padek, NTFP and Mlup Baitong together operated in 7 provinces, with Nyemo in Phnom Penh, CEB's more than 10,000 borrowers--together they have reached an estimated number of 220,000<sup>3</sup> people. These people have realized an increase in and were able to acquire regular income through a variety of sources: fishponds, handicraft, cash crop growing, eco-tourism activities or have gained vocational skills that could be used to start small business or to seek employment. As a result more of these beneficiaries were able to send their children to schools, their living conditions improved (houses), have increased their assets (motorcycles, bicycles), and have better access to clean water by using water filters. In addition, small-scale infrastructure in the

<sup>2</sup> We define Policy Change as it refers only to the modifications or legislation of formal and written political, cultural, social or religious norms that guide the actions of people, organizations and institutions of the state, market, and civil society.

<sup>3</sup> The estimate of 220,000 people was based on CEB's 12,000 beneficiaries, Nyemo's 2,500 beneficiaries, PADEK's 197,000+, NTFP's 13,000 beneficiaries, Mlup Baitong's 3,500 beneficiaries, WAC's 6,000 women workers who were assisted in using separation benefits from factories that closed.

communities improved i.e. small canals, village roads, and dam; or the communities they live in have better environment by producing and using organic fertilizer and pesticides and waste management (*RD 1, RD2, RD 3.a-d, RD 4, RD 5*).

The Women's Media Center's pivotal role in disseminating information (through broadcasts of farming information where also farmers can ask questions related to agriculture, for example) provided an essential support for the work of the counterparts in providing food and income security to their beneficiaries. WMC's audience reach can be estimated at 60% of Cambodians (*RD 1, RD 2, RD 3.a*).

Novib counterparts (PADEK, NTFP for example) worked in other areas to strengthen their programs to preserve the gains that were achieved and to try to bring beneficiaries to the level of sustainability. While counterparts may use different terminology than Novib's strategic change objectives or policy and practice changes, counterparts' vocabulary and concepts include such terms as integrated rural development, sustainability, among others. For example, disaster management (SCO 3.1) enhanced income-generating (SCO 1.1) projects to provide more safety net. However, only PADEK participated in the Disaster Management Program ran by Oxfam GB. Natural disasters such flood and drought wrecked havoc on the livelihood of people and their community and by considering the effects of and preparing for these, food and income security was strengthened. The strategic change objective on Social and Political Participation (SCO 4) has an important link with food and income security as these SCOs were mutually interdependent to secure the control, management and ownership of the factors of production. The work of Novib Counterpart NTFP on Ethnic Minorities rights (SCO 5) came into the forefront as a link to food and income security, not only for the benefit of the more than half-a-million (650,000) indigenous people but also for the preservation of the natural wealth of the indigenous lands.

## **5.2. Employment and working conditions**

### **5.2.1. Planned outputs and outcomes**

In Cambodia, the Core Country Program focused recently on the promotion of employment and (good/decent) working conditions by funding programs of the Womyn's Agenda for Change (WAC) and giving a loan to the Cambodian Entrepreneur Building Limited (CEB), Novib also provided a small grant for CEB to install its Management Information System.

### **5.2.2. Contribution to practice changes**

#### **Practice Changes**

We note many practice changes in the area of labor. The attention given by NGOs, including WAC, to the manufacturing sector eases the social, economic and financial burden of some of the 250,000+ workers, mostly women. These workers were increasingly being aware of their rights and were beginning to make their unions more accountable to them (*RD 3.a, RD 6*).

While the end of the quota for garment manufacturing for Cambodia severely affected workers specially women workers, NGOs such as WAC has assisted some 6,000 of the laid-off workers to seek compensation or separation benefits. NGOs, including counterparts of Oxfam Belgium, were working with unions to work more responsibly for their members' rights. NGOs, including WAC, raised awareness of workers to pressure their unions to represent their concerns and issues to management. We understand that there has been collaboration between WAC and PADEK, and with Oxfam Australia to raise awareness on the effects of rural-urban migration to women workers and their families in rural areas (*RD 3.a, RD 5, RD 6*).

WAC organized sex workers into a union. The union was strong enough to be able to confront corporate, NGOs, and government people and stop the anti-HIV drug trials from being conducted among sex workers (RD 3.a).

### **Practice Challenges**

The challenge for NGOs, including WAC, was to seek and create other mechanisms when unions were not as responsive as they ought to. Are there other mechanisms (voluntary and tripartite arbitration?) that could be used as a platform for workers to air and settle their grievances within the factories? Indeed such a mechanism (voluntary and tripartite arbitration) existed but placed outside the factory or the company and was functioning as an NGO (RD 4, RD 5, RD 6). Such a mechanism was too far removed from the shop floor where problems were encountered and where they must be addressed.

ILO was engaged with companies in promoting voluntary compliance to laws or codes of conducts or even programs that would benefit their workers. However, companies seldom give more than what they have to, hence NGOs and workers pressure continued to be necessary (currently not enough). It was also necessary for some NGOs to engage business in a more collaborative manner (friendly pressure) to supplement the “confrontational” pressure of other NGOs and workers (RD 5, RD 6).

The formal labor sector (hotel and tourist industry, garments manufacturing industry) may be unionized, weakly at the moment, but at least there was a form of organization (the union) that could represent workers. In the informal sector (where majority of Cambodians work) there were only a few examples or models. The challenge was for more economic-interest groups to unionize or form associations that would primarily promote their economic and political interests—associations that can be called grassroots organizations. The union of sex workers was an example of such organization and their lobby to stop the drug experiment (of an anti-HIV drug about to go into human medical trial<sup>4</sup>) among sex workers an example of what organizations can do.

In the foresee-able future, NGOs must prepare to move into erstwhile rural areas to deal with workers and companies, as land concessions would be given to agri-business companies.

Labor Policy, such as the Labor law, was only one of the many policies needed to create employment in the country. Fiscal policies, taxation policies, trade policies, ownership laws, registration laws and many others come into play. The existing trade policies of Cambodia created employment on one hand but it displaced a lot more people than what the jobs created. The Land Law, recently enacted, prepared the way for agri-business in Cambodia, which would create employment. However, the Land Law has many provisions that have negative consequences for the subsistence agricultural farmers, indigenous people, fisherfolks, and others. In this instance, the challenge for NGOs would be to secure the precarious hold of farmers and indigenous people on their lands by pro-actively getting their lands mapped as such (as agricultural area, as indigenous lands, as protected forest area, etc.), and by assisting them to obtain communal land titles or social concessions, as provided for by that law (RD 2, RD 3.a, RD 4, RD 5, RD 6).

### **Micro-Finance**

In the area of micro-finance, the most notable practice change was the growing culture of repayment among the entrepreneurial poor as exemplified by CEB realizing profit after reaching its break-even point. For the entrepreneurial beneficiaries of NGOs,

<sup>4</sup> A pharmaceutical company designed a program to test an anti-HIV drug among humans. The idea was to inject sex workers (who are still HIV negative) with the drug assuming that sex workers will not be able to engage in safe sex all the time will be in contact with HIV positive clients—if the drug is effective then these sex workers will not be able to contract the disease at all.

micro-finance was a logical progression from the initial income generating activities into sustainable livelihood.

The practice challenge seemed to be to increase access to micro-finance to dovetail or follow closely the work of NGOs, including PADEK, NTFP, Nyemo, and other counterparts, who were paving the road for beneficiaries to gain skills and confidence in generating income. CEB, or others like it, must upscale their operations, driving interest rates down, making capital for income generating businesses be more accessible to the entrepreneurial poor. Since CEB was (is) owned by NGOs, its service must be more accessible to a wider geographic area (RD 3.a).

In the same token, as CEB is “owned” by NGOs, CEB can consider other NGOs as its natural investors and NGOs can consider investing parts of their reserved funds or savings into CEB, or other MFIs like it.

The other end of the challenge would be for NGOs like PADEK, Nyemo, Mlup Baitong, and NTFP to graduate individual beneficiaries into individual entrepreneurs, or to organize cooperatives and graduate them from receiving grants or soft-loans into accessing market loans.

### **5.2.3. Contribution to policy changes**

#### **Labor**

In the area of labor no policy change (no amendments) in the labor law have been made, and that there has been vigilant “guarding” of the existing policies to be kept. The challenge for NGOs in this area was to ensure that new laws or amendments to the existing labor laws will not discriminate against people with HIV, against homosexuals, against indigenous people from getting access to employment; or that new laws or amendments to existing laws will not declare prostitution illegal (RD 1, RD 3.a, RD 6).

#### **Micro-finance**

Again we can say that there has been no need for policy changes in the micro-finance industry as existing policies were already attuned to global standards of an established industry such as the micro-finance.

### **5.2.4. Contribution to impacts**

Creation of employment: taking into consideration all the counterparts (as we know them) we were able to ascertain that at least 28,000 jobs were created, benefiting their families of 6 members each for a total of 200,000 (roughly) people. We base this estimate based on the 10,000 to 12,000 micro-finance clients of CEB, some of the 6,000 laid-off workers who were assisted by WAC to seek separation pay after their companies closed who were encouraged to use their separation pay to engage in income-generating projects, some of the 2,500 beneficiaries of Nyemo who were either employed in the various income-generating endeavors of Nyemo or who since acquiring the skills from Nyemo have since moved to engage in their own income-generating activities, at least 10,000 heads of households who form the nucleus of PADEK’s total beneficiaries, and at least some of NTFP’s beneficiaries.

It was harder to estimate how many companies have provided good/decent working conditions since WAC worked indirectly with the companies, but rather through women workers who were encouraged to demand for better working conditions through the unions.

## **Links with other SCOs**

Rural-urban migration was an important linkage with NGOs working in both urban and rural sectors. There existed current linkage of Novib counterparts such as WAC and PADEK or with Oxfam Australia in the area of education or awareness-raising (or with WAC and PADEK income-generating projects for the laid-off workers). These linkages could still be expanded to other areas, and to evolve more forms in addition to exchange of information or visits. Measures for economic sustainability must be tested, or those that were already tested, replicated and expanded.

## **5.3. Health**

### **5.3.1. Planned outputs and outcomes**

In Cambodia, the Core Country Program focused on the promotion of the right to basic service, specifically to health services, by funding programs of NYEMO. In addition many other counterparts also deal with HIV/AIDS (awareness and prevention) such as Women's Media Center (WMC), Womyn's Agenda for Change (WAC), PADEK, among others.

### **5.3.2. Contribution to practice changes**

The NGOs working in health in Cambodia were fairly well organized, and their services and programs were coordinated with the ministry of health. The Ministry of Health recognized the value of contribution of NGOs in the area of health. The Ministry together with international donors and in consultation with NGOs would focus on maternal and child healthcare, targeting to reduce the mortality rates of infants and women at childbirth. This was in recognition that the work on HIV/AIDS awareness/prevention has proven to be successful with the recent statistics that the decreased rate of new HIV infections (this did not mean that the focus on HIV/AIDS will stop) by the National Aids Authority (NAA), the Ministry of Women Affairs (MoWA) together with the efforts of NGOs, including Novib's counterparts (RD 2, RD 3.a, RD 4, RD 6).

Such clear cooperation from the Ministry of Health was a practice change that can be attributed collectively to NGOs working in health and the international donor community (both multilateral and bilateral donors) who bear on the government to enact the law on HIV/AIDS and to provide as much basic health services as possible. The donor community has also pressured the government to increase its budget to health, and the government has indeed increased its budget for health by tapping into its equity fund (RD 4).

WMC has contributed significantly to raising awareness on HIV/AIDS and has contributed to the decrease of new infection HIV rates in Cambodia resulting to behavior change, especially among sex workers to practice safe sex by using condoms.

#### **Practice Challenges:**

Even given the cooperation and open communication between NGOs, the government, the international donor community, the fact remained that the provision of basic health services was still inadequate.

The Ministry of Health has adopted a program (with USAID, Japanese funds, among other donors) that would rehabilitate the health centers at the lowest possible level. But buildings and token medical personnel would not truly rehabilitate or "energize" the health centers (RD 4).

The challenge was how to use the health centers to maximize and coordinate

operations among NGOs and the government agencies. In addition, the challenge was encouraging people to use the health centers as a base for community based health care, promoting traditional medicine as a sustainable and practical way of providing for basic health needs, educating people on basic health issues such as nutrition and parasitic diseases, training more health care workers (barefoot doctors as they were sometimes called).

Parts of this model already existed--midwives were being trained and given the necessary kits or equipments to deliver babies--in different areas, the challenge was to integrate them into a program that can be replicated in communities (Padek's commune midwives committees and commune health agents committees, and Nyemo's counseling and drop-in center for vulnerable women, for example) (*RD 1, RD 3.a*).

While working with the government in close collaboration, there was also the corollary challenge of advocating the government to provide quality basic services, and of monitoring the progress of the ministry in providing basic health services to poor communities. This would mean putting more pressure on the ministry to provide these basic health services, and would mean concerted effort between local civil society and the international donor community (*Restitution Workshop, Counterparts*).

Another challenge was for NGOs to tap other sources for funds or to integrate various health services into existing structures or institutions. Corporations were an untapped source of resources (funds, resources, technical expertise)--corporations were known to be open to supporting health issues. Corporations could start with their own employees, could expand to the communities around their companies or factories, and may even extend to more remote areas. To ease the burden off NGOs, donors and the government, tapping corporations and other resource-rich/plenty organizations was a practice challenge.

### **5.3.3. Contribution to policy changes**

In 2002, the government passed the HIV/AIDS law, among others stipulating a non-discrimination policy against people with HIV/AIDS within society in general and within workplaces in particular. There were no new policy change advocated in this SCO that can be linked to the particular efforts of Novib counterparts.

### **5.3.4. Contribution to impacts**

Some results were achieved as health services were provided by counterparts either because it was within their mandate to provide basic health services (NYEMO for example) or because it was natural consequence of their work (PADEK for example). We could not provide the exact number of clients that have been provided access to basic health services, and we could not provide quality assessment of whether those clients have in the long run gained better health.

At the level of contributing to the awareness and prevention of HIV/AIDS where some amount of Novib financing has been directed, then we can say that the counterparts of Novib did contribute in a significant way to raising awareness on HIV/AIDS prevention especially with the Women's Media Center's (WMC) various activities. The Women's Media Center has been successful in tapping Mobitel (a telecommunications company) to provide resources to its call-in center.

#### **Links with other SCOs:**

The lack of sustainable livelihood for the people was the major reason why they were dependent on government and non-government assistance when sick. The

counterparts knew this and were providing for health services or were facilitating access to health services when they work primarily for livelihood or the counterparts working on health were providing for access to livelihood or income generating projects.

Education or awareness was also a major link of why people suffer needlessly from preventable diseases. Informal education and/or adult education were important links to the promotion of this aim. Counterparts have experience in providing informal and/or adult education such as Mlup Baitong and PADEK and have found that these education sessions enhance the life of the families and the communities where they live (*RD 1, RD 3.a & b*).

It was obvious that counterparts were consciously pursuing an integrative approach to their work and we noted this as an indication of the maturity of Novib counterparts in development work.

**Novib's special interest in this SCO:**

*Novib was interested to know if the choices to improve the “quality” instead of increasing the “quantity” of basic social services, and if basic social services that were provided to primarily focus on peripheral areas, were justified.*

*Novib was interested to know if there was need to mainstream HIV/AIDS better at the organizational level; and if so, how.*

In the area of health, the work of Nyemo has demonstrated a model for empowering poor and vulnerable women – by providing vocational training and actual livelihood opportunities to practice those skills, as well as by providing or assisting them to acquire health care, women who were in poor health can have the skills and the access to generate income for themselves and their families. The Ministry of Women's Affairs, Veterans and Youth Rehabilitation has recognized the value of such a center and has built one. We believe that the work of Nyemo was not peripheral in the sense that they have developed a model that has quality and that Nyemo has also lobbied or advocated, and has succeeded, for government to mainstream its work.

We think that a country program should always aim for quality and quantity—twin goals that could be attainable as exemplified by the work of Nyemo (as well as other counterparts in other SCOs such as ADHOC, PADEK, others). This was not to say that the work was complete in that there were still only a few of these centers (and only in Phnom Penh) that could cater to the high demand of the many poor and vulnerable women, but up-scaling would another level of work that should follow the model building that has been done. In this instance, upscaling can either be Nyemo building and running the centers themselves or together with the Ministry (or other agencies) who can help defray costs and management responsibilities.

In the area of mainstreaming HIV/AIDS awareness, we agree that there was a need for all counterparts to adopt a policy on HIV/AIDS. Such a policy must incorporate regular training of employees and staff on HIV/AIDS; spell out clearly the organization's position in terms non-discrimination against HIV positive applicants in its hiring and promotion; provide health insurances for its staff who are HIV positive; perhaps regular distribution of condoms to its employees; incorporate an HIV awareness and prevention in the organization's programs for beneficiaries. We suggest that Novib would require counterparts written policy on HIV/AIDS in addition to formal policy write-ups of other organizational and management regulations; and if these were written to update them on a regular basis (by refining the policies and/or by discussing anew with the general

staff and management and/or by orienting new employees on these policies). To mainstream HIV/AIDS awareness and prevention, it should not just be counterparts who must adopt such an organizational policy, but all NGOs, to the extent possible. This would mean that networks must also adopt such a policy, commit to designing and implementing HIV/AIDS awareness and prevention programs.

In addition to mainstream HIV/AIDS awareness and prevention but companies as well. Companies must adopt corporate policies on HIV/AIDS awareness and prevention programs for its employees and factory workers.

## 5.4. Education

### 5.4.1. Planned outputs and outcomes

In Cambodia, the Core Country Program focused on the promotion of mental health care education by funding programs of the Cambokids. However many counterparts also conduct adult literacy programs for their beneficiaries: NTFP and Mlup Baitong for example.

### 5.4.2. Contribution to practice changes

In the education sector, as in the health sector, government realized the important role that NGOs have in helping the government fulfill its job. The Ministry of Education was cooperative with NGOs and coordinated activities with them in joint planning and also consulted them in policy making. This was a practice change that we can say was a contribution of NGOs in general.

In particular, Cambokids contribution to practice change was being able to convince the government officials that there was a need to address mental health problems of children. It was documented that some 70% of Cambodians were still suffering from mental “sickness” due to the trauma they saw/experienced during the war, and either school-age children have directly experienced the trauma or were still suffering the effects of mental sickness of their parents or care-takers or adults around them.

The practice change or more specifically attitude change of people was that they realized the value of education hence, more people, including indigenous groups, sent their children to school and more children did go to schools.

Counterparts such as Mlup Baitong and NTFP provide informal/adult/literacy education especially for women. This was an important function that redresses the situation of poor, vulnerable women. How can adult education or literacy programs be made more accessible in particular to women in Cambodia? Can government (in particular the Ministry of Women’s Affairs, Veterans and Youth Rehabilitation) be made to adopt a widespread literacy program?

### 5.4.3. Contribution to policy changes

Recently, the government has passed a new policy that provide for children to start primary school free of charge and for children to reach at least the ninth grade. Secondary schools were to be provided by government in all Communes to achieve above policy. We cannot say specifically how counterparts have contributed to the legislation of this law.

The policy challenge was that not enough funds were budgeted to implement an education-for-all policy.

### **Mental health care education:**

Recently, government has agreed to incorporate the mental health care into the curriculum for primary education in high school and early childhood education program. This policy change can be directly linked to the contribution of Cambokids in demonstrating a workable program to address mental health care needs of children that have suffered trauma in one way or the other. Cambokids has also successfully lobbied for the incorporation of this program into the school curriculum.

The policy challenge was for the ministry to fund the necessary education materials and teachers trainings for successful implementation.

#### **5.4.4. Contribution to impacts**

Novib has indeed achieved what it set out to do in focusing to contribute to the improvement of the quality of education through the support to Cambokids whose work on mental health education has been accepted by the Ministry of Education to be incorporated in the curriculum for primary education in high school and early childhood education. Other Oxfams, like Oxfam Australia have also actively contributed to making primary education accessible to the remotest provinces by building schools, leveraging support from the Ministry of Education for teachers' salaries, among others. In addition, other NGOs and some counterparts like Mlup Baitong, have focused on making adult literacy programs more accessible to people especially to women.

### **Links with other SCoS:**

The link between sustainable livelihood and education was clear and direct in the context of Cambodia. The lack of jobs or access to income or a means of livelihood deterred families from attending to the education needs of their children. This problem was exacerbated when natural disasters occur and/or human rights abuses or land grabbing occurs.

While we see that some of Novib counterparts were linking or integrating more and more SCoS (no matter the term or concept used) in their own work – which was important and noteworthy—we wish to point out the need for counterparts and Novib for careful consideration of their strategy in achieving development with linking SCoS in mind. The key question would be to ask how deep or far is the absorptive capacity of each counterpart—up to how many SCoS can each work on effectively and efficiently? And if its absorptive capacity is reached without being able to integrate into its own work all the SCoS, what can be done?

## **5.5. Emergency Aid**

### **5.5.1. Planned outputs and outcomes**

In Cambodia, Novib directed its support for natural disaster mitigation and emergency preparedness and management to the Joint Oxfam's Disaster Management Program. One Novib counterpart, Padek participated in the program in the province of Prey Veng.

### **5.5.2. Contribution to practice changes**

Oxfam International partners, including Novib counterpart PADEK, were integrating disaster management and preparedness concepts into their community development work—clearly enhancing the sustainability of their livelihood programs (*RD 1, RD 2*).

**Practice Challenge:**

The challenge for the Oxfam DM program was to provide orientation and training for other Novib counterparts, not just PADEK, in relation to disaster preparedness and management. Novib counterparts would need to develop a policy on disaster and emergency preparedness and management that would be realistic for their organizations. In addition to policy on the organizational level, they would also need to think about how to incorporate disaster and emergency preparedness and management for their own programs. There would be need for training combined with a short consultancy job (provided by the Oxfam DM) for counterparts to customize disaster preparedness and management into their current programs. Such a combination of training and consultancy may be an efficient and effective way for counterparts to incorporate DM given their own unique programs and circumstances.

The role of corporations was unclear in relation to disaster preparedness and management and would therefore need to be clarified, and corporations convinced that it would in their interest to support disaster preparedness and management.

The link between the disaster management program of the Oxfams with government agencies must be defined (if this has not been done yet) to ensure that efforts were maximized. We have not been able to ascertain the relationship of the network HANet with Padek or if the network an effective vehicle for coordination of efforts in regards to disaster and emergency preparedness and management.

**5.5.3. Contribution to policy change:**

None. The RGC is open and cooperative with NGOs, international donors, and other ASEAN networks on disaster preparedness (*RD 1, RD 2*).

**Policy Challenge:**

The policy challenge was to enact pending laws or decrees that address the protection and management of existing natural resources such as the Forestry law and the sub-decrees on the Fishery Law (*RD 1, RD 2, Restitution Workshop*).

In addition to securing the protection and management of natural resources, it might be worth looking into building codes that would have consequences for urbanized areas when disaster strikes.

The existence and details of policies and procedures adopted by the NCDM and by HANet to coordinate relief and rescue efforts, including if roles by different sectors were clear, were not apparent to us and may not have been mentioned in any of the data-gathering forums as well as by the documents we have studied. If coordination policies and procedures were clear and written, then they must be disseminated. Novib counterparts would need to integrate disaster management concepts into their own operations, so that when disaster or emergency (natural or human-made) occurs, procedures (communication, evacuation, etc) that must be followed would be clear to all staff. We did not find nor did we really look for disaster management policies and procedures from counterparts we visited.

**5.5.4. Contribution to impacts**

Novib contributed 40% of the total funding managed by OGB on disaster preparedness and management program to promote community based responses. OGB works with PADEK (1 of 8 key partners of the program) in Prey Veng province (1 of 8 provinces). The program has so far benefited 10,000 families by training and capacity building programs in the different provinces and in the construction of wells, water harvesting

structure and deep tube wells, raised hand pumps, community and family boats, women's boats, and flood proof housing. The DM program was very recent and has just completed its pilot phase with much lessons learned (*RD 1, RD 2*).

#### **Links with other SCOs**

Documents of Oxfam GB on disaster management were silent on human-made emergency. In the current and immediate future context of Cambodia—human-made emergency might be worth looking into. Seen in this light, disaster management could be seen as an over-arching concern of Novib as disaster preparedness and management can encompass human-rights and peace-building organizations in addition to the other counterparts working on health, education, women and minorities, and not just development organizations such as PADEK.

Currently in the pilot program of disaster management such link did not yet exist but now might be an opportune time to incorporate such as an aspect (in addition to the other lessons learned—increased training, more focus on gender) that the disaster management program was in its planning stage for the next phase.

## **5.6. Conflict prevention and peace building**

### **5.6.1. Planned outputs and outcomes**

In general, efforts to achieve the strategic change objective of conflict prevention and peace building encompassed the support of Novib to all its counterparts. In particular, the programs of the Center for Peace and Democracy (CPD) for peace building and conflict prevention capacity building, and recently the initiative of COPCEL to conduct dialogues with elected officials for transparency and governance. The work of ADHOC on promoting and raising awareness on human rights and in taking action (such as investigating the cases, bringing cases to court, arranging for legal aid) contributed significantly to building peace and preventing widespread conflict. COMFREL's strong presence in electoral processes contributed significantly to the promotion of peace and order in democratic exercises of elections. The counterpart Non-Timber Forest Product (NTFP) advocated for the rights of the minorities in Cambodia. Womyn's Agenda for Change (WAC) worked in the labor sector to promote labor rights. Legal Aid Cambodia (LAC) provided the necessary legal aid to pursue cases against human rights violations. CPD, COPCEL, ADHOC, COMFREL, NTFP, WAC and LAC together formed Novib's front line response to conflict prevention, human rights promotion and peace building. On the long-term structural prevention of conflict and long-term peace building, the rest of Novib's counterparts (PADEK, MLUP BAITONG, NYEMO, CAMBOKIDS, WMC, CEB) provided the services that would meet the basic socio-economic needs of Cambodians.

### **5.6.2. Contribution to practice changes**

The practice changes as enumerated for SCO 4 (social and political participation) as well as those on SCO 1 (sustainable livelihood) would apply here.

#### **Practice Challenge:**

Peace building would be a constant exercise and appropriate skills and attitudes must accompany civil society including all Novib counterparts. Peace building, conflict management and negotiation skills training must be incorporated into specific programs so that skills can be practiced and used. To compliment the general skills training on peace building and conflict management, there might be need for specialized courses (that include negotiation skills and diplomacy skills) that can be integrated into programs that address different issues such as land disputes, human rights abuses.

Another practice challenge would for civil society to forge more varied diplomatic channels for peace building and conflict management. We learned that Novib counterparts (ADHOC, WAC, CPD/CDRI—among others) have developed some diplomatic channels to different government officials, but we thought that (and it has been suggested in one Focused Group Discussion) that more were needed. A recommendation was to develop channels with the different political parties. (*RD 3.a, RD 6*)

### **5.6.3. Contribution to policy changes**

None

#### **Policy Challenge:**

All the policy challenges that were mentioned in this document when legislated would contribute to conflict prevention and peace building.

### **5.6.4. Contribution to impacts**

At least 400 people from government agencies, civil society, and academic institutions learned skills and developed attitudes for peace building and conflict resolution. There was also a network of trained peace builders that has emerged from the trainings.

#### **Links with other SCOs**

We thought that Novib should develop better delineation between SCO 4 and SCO 3.2 and more specific strategic change objectives be crafted.

## **5.7. Social and political participation**

### **5.7.1. Planned outputs and outcomes**

In Cambodia, the Core Country Program focused on the promotion social and political participation by funding programs of the Cambodian Human Rights and Development Association (ADHOC), Legal Aid Cambodia (LAC), Committee for Free and Fair Elections in Cambodia (COMFREL), and to a certain extent the work of the Center for Peace and Democracy (CPD) of the Cambodia Development Resource Institute (CDRI), the work of the Non-Timber Forest Product (NTFP) counterpart and Womyn's Agenda for Change (WAC). We must also consider the participation of Novib's development oriented counterpart, PADEK, at the commune level.

### **5.7.2. Contribution to practice changes**

The law to control small arms and light armament was enacted, and there has been fairly successful demobilization of loose arms. The law may have been passed because of pressure from the international community (UN for example), but the implementation of the law could not have been as successful without on-the-ground pressure of NGOs such as those of Novib's counterparts (*RD 2, RD 3.a, RD 6*).

In policy formulation, the government has learned to consult, sometimes in a token way with civil society, still, this was a visible change that Novib and OI counterparts have contributed to (*RD 2, RD 3.a, RD 6*).

There was evidence in the success of Novib's counterparts (together with other Human Rights NGOs) at the commune, district and provincial levels in promoting awareness of human rights—among the people, and among local authorities (*RD 1, RD2, RD 3.a to 3.d, RD 4, RD 5, RD 6*). The presence of a big human rights organization like ADHOC in the provinces was a significant key success factor for the practices changes that can be seen at commune and provincial levels. The associations or linkages of

ADHOC, to legal aid, to other human rights organizations—presented a counterforce to human rights abusers and a caution to the authorities. The awareness raising and capability building that was the collective effort of NGOs in the area was another key success factor to the increasing social and political participation of the poor—as evidenced by an increase in complaint cases, especially by women; as evidenced by the increasing number of people who dare to speak, to voice out their criticisms against local authorities, against elected officials. The active presence of human rights NGOs in the provinces pressured the authorities (police, courts) to perform their jobs if not to perform them better (*RD 1, RD2, RD 3.a to 3.d, RD 4, RD 5, RD 6*).

New way of doing things at the commune level: The elected local officials at the commune level have learned to accept their changing roles and responsibilities. While before they were only expected to patrol their villages, today they were responsible for conflict and dispute resolution, for planning and implementation of small infrastructure projects. This practice change happened because of NGOs (both human rights NGOs and development NGOs) raising awareness and because of people demanding that elected officials respond to their needs (*RD 1, RD2, RD 3.a to 3.d, RD 4, RD 5, RD 6*).

Vigorous work with parliamentarians at national level from various counterparts and other NGOs offered a potentially good way to promote social and political participation and other legislations (labor rights, land rights, etc.) (*RD 3.a, RD 4, RD 6*).

#### **Practice Challenges:**

With the issuing of the administrative order restricting movement and activities of local officials at the commune level, the challenge would be how to operate within a narrowing democratic space (*RD 1, RD2, RD 3.a to 3.d, RD 4, RD 5, RD 6*).

To continue the work with government officials, parliamentarians, political parties to inform them of the situation at the ground level and to present researches and data that could influence their decisions (*RD 4*).

#### **5.7.3. Contribution to policy changes**

Election policies have been amended and elections were better organized (voters registration, monitors/observers)—policy changes that we clearly see came into fore with the combined efforts of civil society in Cambodia, with Novib's counterparts (COMFREL, ADHOC, CDRI, among others) contributing significantly to this change.

#### **Policy Challenges**

The international community including the international donors community could check (but not curb) the increasingly repressive political leadership in Cambodia. The challenge continued for both Cambodia civil society and the international community to heighten the pressure for more accountability. Some policies were still in the process of being passed (the Anti-Corruption Law, for instance) despite the strong lobby from the international donors community. Again, the challenge would be for stronger pressure to be applied within and without the country (*RD 1, RD 2, RD 3.a, RD 4, RD 5, RD 6*).

In Cambodia, in general there has been modest improvement to promote social and political participation. Some laws remained faulty or contained elements that did not promote social and political participation, some laws unclear and some laws were not

enforced. The judiciary system needed a lot of improvement and while in the process of being reformed, seeking justice in Cambodia, especially for the poor, will continue to be a slow and frustrating process (*RD 1, RD 2, RD 3.a, RD 4, RD 5, RD 6*).

To truly participate in policy formulation, there would be need for NGOs to be involved at the earliest possible moment, however, NGOs could not readily get access to laws being drafted, and when NGOs were given drafts to comment on, they were given very short notice to do so (*RD 3.a, RD 5, RD 6*).

A way must be found so that government would be more transparent in the laws being drafted: a transparency law may be needed or access to information law (*RD 3.a, RD 6*).

#### **5.7.4. Contribution to impacts**

At the commune, provincial and district levels, the work of Novib's counterparts contributed to:

- A significant number of participants attending public forums and participation during open forums, discussions.
- People at the commune and provincial having access to legal aid, to lawyers.
- People feeling freer to join other political parties apart from the ruling party.
- Building confidence in the people for democratic processes, for redress of grievances (*RD 1, RD 2, RD 3.a to 3.d, RD 4, RD 5, RD 6*).

At the national level, the work of Novib's counterparts was more difficult to quantify and qualify. However without the big human rights organizations, including ADHOC, COMFREL, and, LAC; without the work of CDRI (researches and policy dialogues, the program COPCEL, etc.); without the contributions of NTFP, and other counterparts, the social and political participation in Cambodia would have been worse.

#### **Links with other SCOs**

The promotion of social and political participation required tremendous amount of support if we wish to guard the gains that have been achieved. Without access to financial assistance, without guidance towards economic independence, the poor will always be vulnerable to human rights abuses. ADHOC provided economic assistance to some of its beneficiaries and was actively linking and networking with development NGOs (not yet with other Novib counterparts) to refer victims of human rights abuses for economic and financial assistance.

#### **Novib's special interest in this SCO:**

- *Novib was interested to know the overall impact of Novib funded counterparts on the improvement of poor people's lives during the past 5 years*
- *The provision of legal aid and reform of the judicial system remain important issues for Cambodia. Novib is interested to know if Novib filled this niche in an effective manner.*

As far as impact of human rights counterparts in improving of poor people's lives during the past 5 years was concerned, we can only make a tentative "maybe" depending on the indicators that Novib's wishes to adopt to measure impact. If one set of criteria to be used would be the visible awareness of people of their rights, and demonstrated ability to speak their minds, articulate the misdeeds done to them, have the courage to file complaints and demand for redress—then for the beneficiaries of the counterparts these were evidence that partial impact was achieved. The beneficiaries reached by development-oriented counterparts (as part of the wider array of service providers in these areas—both governmental, quasi-government, other NGOs) have contributed in

improving the lives of families.

As far as the provision of legal aid and judicial reform was concerned, indeed, Novib filled this niche in a most significant way. Legal aid, however, must be made more accessible to the areas where other Novib counterparts work.

## **5.8. Identity**

### **5.8.1. Planned outputs and outcomes**

In Cambodia, the Core Country Program focused on the Right to an Identity by supporting the programs of 12 counterparts. The bias for women empowerment and the recognition and inclusion of ethnic minorities in mainstream Cambodia was evident in the work of the counterparts.

### **5.8.2. Contribution to practice changes**

WMC's radio and TV programs that cover a wide array of women issues (such as women's rights, health, HIV/AIDs, decentralization, among others) has contributed to the vibrant and positive changes in men and women's attitudes and behaviors towards gender equality. The work of the rest of Novib's counterparts (including the rest of NGOs promoting gender equity) and WMC's work were mutually reinforcing.

#### **Practice Challenge**

From our discussions with different stakeholders it seemed that a practice challenge for civil society organizations, including Novib's counterparts, would be raising awareness and providing proper orientation to different sectors of society to better appreciate the Anti-Domestic Violence Law. In Cambodian culture domestic life would be private domain and there seemed to be some fear that the Anti-Domestic Violence encroached too deeply into private domains as well as fear that the law can be misused to disrupt family life and traditional gender roles. A reasonable interpretation of the law and its incorporation into traditional family roles and life would be needed.

### **5.8.3. Contribution to policy changes**

The National Assembly has passed the Domestic Violence Law and now being implemented—we can say that the international donor community (including the Oxfams), Cambodia civil society (including current Novib counterparts), government agencies and personalities have contributed to passing this law.

#### **Policy Challenge**

The Anti-Trafficking law has been drafted but has to be legislated.

### **5.8.4. Contribution to impacts**

WMC's radio coverage that can reach 11 provinces and an additional 8 provinces with its mobile unit has greatly contributed to encourage women to vote, participate in the community decision making processes, involve in development activities and others. The rest of Novib's counterparts have incorporated gender equity and inclusiveness into their programs.

#### **Links with other SCOs**

As a cross cutting theme, gender equity has been regularly and consistently linked with other SCOs by Novib's counterparts.

# 6. Assessment of Novib's contribution to the results achieved

## 6.1. Importance of Novib's support to the counterparts' programs

### Direct contribution

Novib's direct contribution (that included first and foremost institutional support) to the counterparts allowed them to contribute to the achievement of the strategic change objectives within their areas of coverage. Novib's direct contribution of financing operations was an indispensable contribution to the ability of counterparts to fulfill their missions in various areas—at the moment Novib provided up to 80% of its counterparts funding. Novib counterparts can, and did, leverage the significant support from Novib to acquire additional support from other funding agencies. In addition, a good financial base allowed counterparts to develop workable models in Cambodia. The next challenge would be to replicate these models, to reach a scale where more impact could be realized.

In the area of micro-finance, the financing intervention of a loan to ACLEDA (loan has been paid off and ACLEDA now a bank), to CEB was the most and only appropriate form of intervention for these organizations to transform themselves into MFIs. To see a more pronounced link between micro-finance services and the income-generating/ self-help initiatives of other counterparts would be the next step to explore and take. Graduating CEB off the counterpart list would be an essential step, but that Novib and counterparts study what stakes they have in a growing micro-finance industry, and specifically what stakes Novib and counterparts have in investing in CEB, or eventually, others like it, to be truly, a bank of and for the poor.

### Organizational Development/institution building

Novib's significant financial support for the operations of counterparts as well for institution building was a strategic position to adopt in that it allowed counterparts to mature, develop effective models, and provided leverage so that counterparts can garner more support from other funding agencies.

There was steady growth or maturity of Novib's counterparts for the past five years, the capacity to conceptualize, design, implement and monitor, and evaluate programs improved. The management of the organizations of Novib's counterparts was in general colored/tempered/ by prudence and honesty. Novib has greatly contributed to this growth through its advices programmatically, technically and financially (RD 3.a).

### Financial sustainability of counterparts

As of the moment, most of Novib's counterparts are still financially dependent on Novib's support receiving up to 80% of their funds from one major source. Even if there is a three-year funding cycle (such as the Novib's mechanism) this would not be adequate to ensure the sustainability of programs and the organization itself. Each counterpart has to provide for the three kinds of organizational funds needed for (1) Operational/Program Costs<sup>5</sup>; (2) Reserve or Bridge financing funds<sup>6</sup>; (3) Unrestricted/ Capital/Endowment<sup>7</sup>.

Each organization would have to determine the amount as well as the most appropriate resource mobilization/fund raising strategies. In general, however, human rights

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<sup>5</sup> Fulfills programmatic mission of Organization

<sup>6</sup> Fills in temporary fluctuations in funding

<sup>7</sup> Fulfills mission of Organization when external funding dries up

organizations must be treated or viewed different from development organizations. From the evaluation experience in Cambodia, it must be emphasized that human rights organizations such as ADHOC would be strengthened with an endowment fund built purely from grants from independent sources. Development organizations should of course receive grants from independent sources but they would have the flexibility to supplement grants from income earned (which the human rights organizations should not do).

As far as funding practice was concerned, we have noted the significance of institutional support that Novib provided to their counterparts. Novib have not, however, provided for Reserve Funds or Endowment. Since granting endowment was not part of Novib's funding windows, perhaps, there would be other ways of supporting counterparts build such endowments.

We can categorically state that without Novib's singular and substantial financial support, the contributions of counterparts to the promotion of social and political participation would have been tremendously weakened. Novib's funding provided a solid base from which counterparts can operate without compromise and without casting any doubt on their motives.

#### **Indirect contribution**

The campaign and lobby on the Mekong River Basin Initiative on the regional level raised the profile of Cambodia in the region as well as succeeding in pressuring authorities to listen to the concerns of the small fisherfolks (*RD 5*).

The clean-clothes campaign that Novib has engaged in in the Netherlands cannot be discounted as non-bearing for Cambodia (even if tracing the direct link or contribution of those was difficult), consumer-movements around the world were a powerful factor in pressuring companies to take more care in their operations located in developing countries.

It difficult to trace the effect or contribution of Novib's lobby efforts on guns control--but again, the international community's pressure on the Cambodian government proved to be an effective mechanism to promote social and political participation (*RD 2, RD 3.a*).

#### **6.2. Influence of Novib's policies and management practices on the counterparts' programs**

The influence of Novib's policies and management practices on the counterparts' programs as well as the counterparts' organization is deep. Counterparts are conscious of Novib's policies on gender for example and are aware of the need to incorporate gender into their own programs and organization. They are also aware of Novib's new management practice of reporting results per policy and practice changes (and not activities or results alone) and the need of learning to make reports as such (*RD 3.a*).

#### **6.3. Program synergies at CCP level**

Conceptually we can say that combining "old & steady" and "small & experimental" counterparts was an interesting and perhaps creative way to trigger synergy. However, operationally, we have not seen significant collaboration on the ground that would enhance the work of both the old and the experimental. On the larger panorama (on the country level) we also cannot see the maximum benefit of such a combination of the old and the experimental as each counterpart tended to work independent of other counterparts, but there have been some attempts to work together bilaterally (PADEK and WMC for television programs and joint programs on the MDGs, PADEK and WAC for the self-help group concept among garment workers, ADHOC and COMFREL,

ADHOC and LAC, Nyemo and WAC) or among the human rights groups such ADHOC-LAC-COMFREL as they are all part of the Cambodia HR Action, CHRAC, Cambodia's main lobby and advocacy network. The potential to work together extensively on a bi-lateral basis (Nyemo taking care of Human Rights victims together with ADHOC, or that NYEMO could learn or benefit from management expertise of PADEK or of how WMC was able to convince Mobitel to support its programs) or work together as groups (such as the development oriented counterparts within the areas of the human rights counterparts) and enhance each other's work was, however, evident.

#### **6.4. Quality of the partnership**

The partnership between Novib and its counterparts in Cambodia was characterized in significant measures by respect and a healthy valuing of the relationship. Novib's roles went beyond providing grants but "moral support" when and where it was needed (RD 3a.)

# 7. Overall analysis

## 7.1. Role of context factors

There are many external and internal—natural and human made—factors that impinge on development in Cambodia. The overview provided on the country situation details some of these factors, and specifically the sector situation per SCO describes more. There are some overwhelming context factors that slowed development in Cambodia, foremost is the Land Law enacted in 2001 and its implementation. The consequences of the implementation contributed to more displacement of farmers and their families from much needed farm lands, and the impoverishment that follows.

## 7.2. Role of other development actors

Other development actors in Cambodia include multilateral organizations, bilateral organizations and other International NGOs implementing their own programs and/or providing grants to local NGOs. Together they contribute to the vibrancy of civil society in Cambodia and apply collective pressure to the government for good governance, including respecting human rights, civil liberties, strive for transparency, provide basic social services, among others.

## 7.3. Capacities of counterparts

Padek, one of the leading NGOs in community-based development in the rural areas of Cambodia, was (is) a solid and reliable organization. NTFP was the first lead NGO in community forestry in Cambodia and has successfully led major policy changes for the benefit of ethnic minorities. Mlup Baitong's model on energizing communities for the environment in rural areas was replicable and well received. Nyemo has created models of providing safety net (counseling, health care, financial assistance, income generating opportunities and skills) for people with HIV/AIDS and their orphans, as well as other vulnerable groups of people in urban areas. WMC's mass media reach for urban and rural areas was (is) a brilliant choice for Novib as this has achieved the dual objective of raising awareness on HIV/AIDS prevention and also on raising the profile of women in the country. In addition WMC has successfully tapped Mobitel (a leading telecommunications company in Cambodia) to support its phone-in service. WAC's innovation in the area of organizing the sex workers has also demonstrated that a strong grassroots organization can be effective in taking action on matters that most affect them. CEB, with Novib's loan and small grant, was able to reach break-even point and has been able to surpass that point to start earning income from its micro-finance operations. Cambokids was able to incorporate mental health into the primary education in high school and early childhood education program to indeed raise the quality of education. CDRI continued to fill an important niche through its researches and its peace building programs such as CPD and COPCEL. ADHOC and COMFREL's strong presence in Cambodia contributed and continued to contribute significantly to the promotion of social and political participation. LAC's legal services were (are) of primary necessity.

*Quantity and quality of the work of Novib's counterparts*

**Good quality models** that demonstrated effectiveness were evident in the results that had been achieved by Novib's counterparts.

In addition **model replication/mainstreaming of models in different government services/ agencies/ministries** through successful lobbying were numerous such as the Nyemo model recognized and replicated by the Ministry of Social Affairs, Veterans and Youth Rehabilitation; the incorporation of mental health into the curriculum for

primary education in high school and early childhood education; Mlup Baitong's environmental education program has also been recognized by the Ministry of Education.

**Quantity of reach** can be seen in the work of WMC, ADHOC and COMFREL. The alignment of programs with the Oxfams in Cambodia was a way of widening the reach of Novib.

#### *Improving Novib's strategic position in Cambodia*

**Efficiency of counterparts.** An attempt was made to obtain data from counterparts to assess efficiency by using various efficiency ratios such as (a) overhead to program expenses; (b) total portfolio to beneficiaries; (c) total portfolio to staff (See Data Gathering Instrument for Counterparts, Annex 2). Five (5) counterparts (LAC, Nyemo, Padek, Mlup Baitong, and WMC) submitted data but were not uniform and were not comprehensive hence we cannot determine trends for (a) and (b). For ratio (c), the staff of these counterparts can absorb or handle around US\$11,000 worth of projects per year. Novib's strategic position in Cambodia will be strengthened if counterparts will be encouraged to track organizational efficiency as basis for improving operations such that staff will be able to handle more over time, therefore they become more efficient given acquired or cumulative experience.

#### **Gathering Impact Data**

The example of PADEK of graduating beneficiaries must be supported by longitudinal studies to gather impact data and be able to make reasonable conclusions. PADEK, and the rest of Novib's counterparts, could participate in designing and using appropriate instruments to track and monitor, over time, the livelihood and economic status of graduated beneficiaries.

#### **Upscaling and Complimentation of Programs**

We think that a country program should always aim for quality and quantity. For Novib in Cambodia several mechanisms could be explored in addition to the current "quantity" modes that currently exist: media (WMC) and physical expansion (ADHOC and COMFREL) into the 24 provinces. A few of Novib's counterpart were ready to expand physically and could do so in protracted or gradual basis to allow time for financial support to be gathered and for managerial competence to develop to absorb expanded responsibilities.

Another mechanism to upscale would be through the Oxfams. All the Oxfams fund or implement programs to achieve food and income security. It might be worthwhile to study the geographic reach of all counterparts in this SCO. Integrated programs (of different OI counterparts) within an area to respond to complex development and democratic needs—which the counterparts (Novib's counterparts at least) tend to adopt—can be spread throughout the country sharing models, lessons and tools and most of all sharing common visions and objectives. Integrated programs were counterpoints to upscaling by geographic spread, and there would be advantages and disadvantages for any strategic approach. Integrated programs would be more compact and easier to manage and respond to complex development needs, easier to track results and impact. However, competencies tend to be diffused and core business would weaken at some point. The advantage of upscaling would allow for focusing on core competencies, more effective and efficient in a limited (single focus) way. From what we have seen on the ground, there seemed to be a limit to the employment of integrated programs such that we put on the table the idea of up-scaling. For example

ADHOC may lose its competitive edge if it would diffuse its mission to respond to the financial and emotional needs of its beneficiaries. Nyemo's core competence of therapy and rehabilitation of vulnerable women and children might be complicated with its income-generating endeavors. NTFP might have more significant contribution to policy changes if it concentrated on advocacy and lobby. A strategic country approach might be to up-scale and compliment core competencies.

Another mechanism to upscale would be mainstreaming the models that have been developed by different counterparts into appropriate government agencies, or funded and managed by other organizations. The experience of Nyemo for example has been to lobby for the Ministry of Women's Affairs, Veterans and Youth to build and manage a counseling center. This can be replicated in other areas. A corporation or a group of corporations could also sponsor the building and managing of such centers.

#### **Policy Development and Programs to implement Policies**

In our discussions with counterparts we did not readily see available written policies from some counterparts. It will be best if all counterparts formalize, update and develop programs to implement different policies such as HIV/AIDS: to incorporate regular training of employees and staff on HIV/AIDS; non-discrimination against HIV positive applicants in its hiring and promotion; provide health insurances for its staff who are HIV positive; regular distribution of condoms to its employees; an HIV awareness and prevention in the organization's programs for beneficiaries. In addition, a policy on Gender and Diversity should also be formalized, updated to articulate the values that the organization adopts to highlight the importance of gender sensitivity and diversity, to identify the different mechanisms, criteria and indicators that the organization can use to monitor its gender and diversity sensitivity, and to translate these values into their programs. In addition, an Emergency policy might be worth developing for each of the counterpart: in cases of civil unrest, what mechanisms should the staff follow, communication plans, safety measures, among others. In general, counterparts will benefit from formalizing and updating their personnel, financial, administrative and management policies.

#### **7.4. Role of Novib's policies and management practices**

Novib's policies and management practices contribute to the growth and maturity of counterparts.

## III. CONCLUSIONS AND RECOMMENDATIONS

### 8. Main program strengths and weaknesses

#### Strengths:

- Larger media exposure to disseminate information and advocate for different themes, primarily by funding or supporting a Women's Media Center
- Linking counterparts to other sources of funding or outside linkage for advocacy or movements.
- Providing financial loans to micro-finance organizations either directly (from Novib to the MFI) or indirectly (from other Dutch-based sources to the MFI).
- Mature counterparts who can incorporate new concepts such as disaster management concepts into their programs or expand their scope of work to work on other themes.
- Consolidated response of the Oxfams in such areas as disaster management and the Mekong River Basin Initiative.
- Funding large counterparts who can service the whole country.
- Novib's strategy of committing to longer term funding as well as funding core budget items of a counterpart.

#### Areas for Improvement

- Developing and testing models and tools:  
Test models such as PADEK's sustainability model to demonstrate proof that strategies work or that beneficiaries have the ability to withstand fluctuations and reduce vulnerability to market forces, to also justify moves to graduate communities.  
Determine standards that needed to be maintained for gender equity and inclusiveness, including more data dis-aggregation to show results better.  
Develop impact measures. Tracking the life of current beneficiaries to assess their progress towards sustainability is a way to measure impact of counterparts' work, and therefore, Novib's work, in achieving food and income security.
- Expand the limited number of beneficiaries reached, either by more mature counterparts expanding their areas of coverage or by the collaboration on the ground of the different Oxfams. As the Oxfams sought (is seeking) to align their programs in the country, and as the Oxfams concentrated their resources on the promotion of Sustainable Livelihood, there would be need to assess the presence (work and reach) of the other counterparts and study how best counterparts can synergize their programs.
- Need for programmatic or tactical collaboration among NGOs working in the Labor Sector for stronger clout in pressuring companies to implement the different laws and codes of conduct.
- Workers in the informal sector, in rural and urban areas, must be organized into self-help groups, associations, unions, and other forms of organizations. One way to proactively protect human rights at the lowest level was for people to organize. Organizations reduce the vulnerability of people, organizations would deter (although not stop) abuses of authorities, of powerful people. NGOs must assist people to organize into natural clusters: market vendors (for example) must form an association to protect their rights or seek redress for their members when

injustice has been done.

- More direct engagement with corporations (multinational and local) to adopt policies and programs that promote human and labor rights, and to behave more responsibly towards the environment and the communities surrounding their factories/companies.
- The development of an advocacy and monitoring program in the work of the Ministries of Health and Education in collaboration with international NGOs, bilateral and multilateral organizations to provide for basic access to these services.
- Legal aid must be more accessible to the people, legal aid organizations must be more present and available all throughout Cambodia.

## 9. Main conclusions

### 9.a. Policy and Practice Changes

#### **Policy changes:**

- Through the support of Novib, six (6) articles (23-28 Articles) on tangible assets of the indigenous communities were included in the Land Law of the Royal Government of Cambodia (RGC). The incorporation of these articles on the Land Law can be linked to the efforts of the Non-Timber Forest Product (NTFP), its allies and supporters.
- The Ministry of Education has agreed to incorporate the mental health care into the curriculum for primary education in high school and early childhood education program. This policy change can be directly linked to the contribution of Cambokids.
- Election policies have been amended and elections were better organized (voters registration, monitors/observers)-- policy changes that we clearly see came into fore with the combined efforts of civil society in Cambodia, with Novib's counterparts (in particular COMFREL) contributing significantly to this change.

#### **Policy challenges:**

- The laws on protected areas and law on community forestry were still pending and legislation urgently needed to protect the habitat areas of indigenous people and the people living in community forests.
- The adoption of Fishery law and some sub-decrees of the law stipulating community based natural resource management including ways to curb illegal fishing activities were also still pending.
- Civil society must find ways for meaningful participation in the shaping of the control, ownership and management of natural resources, specifically in the land mapping exercise that was so crucial in the implementation of the Land Law. Counterparts must provide input for accurate mapping of land (agricultural, indigenous, protected forest, others) and must secure communal titles or social concessions for their beneficiaries.
- The policy challenge for education would be to secure enough funds budgeted to implement an education-for-all policy and for the ministry to fund the necessary education materials and teachers trainings for successful implementation of mental health education. Civil society, including Novib counterparts, can launch a strong lobby and pressure for the ministry to do so.
- Heighten the pressure internationally and locally to respect human rights by, among others, reforming the judicial system; and for more accountability by legislating such laws as the Anti-Corruption Law.
- Advocate for a transparency law or access to information law for civil society to be aware of laws being drafted at the earliest possible time to can truly participate in policy formulation.

#### **Practice changes:**

- *Role of NGOs, including Novib counterparts, more recognized by government agencies and some models developed by counterparts were adopted.*  
The different ministries of the government acknowledged the important role of NGOs, in particular Novib's counterparts, on food and income security, education and health through their work on vocational trainings, eco-tourism, agriculture and self help groups, women's participation. In many instances, the government agencies adopted the models developed by the counterparts: Nyemo's counseling center was adopted by the Ministry of Women's Affairs, Youth and Veterans; the

environmental education activities of Mlup Baitong by the Ministry of Environment and by the Ministry of Education, Youth and Sport; the organic rice farming and other appropriate technology models of PADEK by the Ministry of Environment and the Ministry of Agriculture.

- *Role of human-rights NGOs, especially ADHOC, grudgingly recognized by government agencies—the courts and the police—at the commune, district and provincial level to be important.*
- *More women and indigenous groups participated in the economic, social and political spheres.*

The involvement of women (including indigenous women) in all sector of community development was noted to have increased in family businesses, in leadership positions within the village. Indigenous people participated in more meetings and workshops, locally and nationally, to express their concerns. Community people were more confident to speak in public or through radio discussion program of and on their concern that affect to their livelihood.

- *Beneficiaries and local authorities at the commune, district and provincial levels exhibited more awareness of human rights.*

There was evidence in the success of Novib's counterparts (together with other Human Rights NGOs) at the commune, district and provincial levels in promoting awareness of human rights-- among the people, and among local authorities.

The awareness raising and capability building that was the collective effort of NGOs in the area was another key success factor to the increasing social and political participation of the poor-- as evidenced by an increase in complaint cases, especially by women; as evidenced by the increasing number of people who dare to speak, to voice out their criticisms against local authorities, against elected officials. The presence of a big human rights organization like ADHOC in the provinces --presented a counterforce to human rights abusers and a caution to the authorities.

- *At the commune level, elected local officials performed their roles and responsibilities better.*

The elected local officials at the commune level have learned to accept their changing roles and responsibilities. While before they were only expected to patrol their villages, today they were responsible for conflict and dispute resolution, for planning and implementation of small infrastructure projects. This practice change happened because of NGOs (both human rights NGOs and development NGOs most significantly Novib's counterparts) raising awareness and because of people demanding that elected officials respond to their needs. Vigorous work with parliamentarians at national level from various counterparts and other NGOs offers a potentially good way to promote social and political participation and other legislations (labor rights, land rights, etc.).

- *Workers put more pressure on their unions to represent their concerns.*

Labor NGOs such as WAC has assisted some 6,000 of the laid-off workers to seek compensation or separation benefits and were raising awareness of workers to pressure their unions to represent their concerns and issues to management.

- *Informal sector segment organized.*

WAC organized sex workers into a union. The union was strong enough to be able to confront corporate, NGOs, and government people and stop the anti-HIV drug trials from being conducted among sex workers.

- *Growing culture of repayment among the entrepreneurial poor.*

The most notable practice change in the micro-finance industry was the growing culture of repayment among the entrepreneurial poor as exemplified by CEB realizing profit after reaching its break-even point. For the entrepreneurial beneficiaries of NGOs, micro-finance would be a logical progression from the

- initial income generating activities into sustainable livelihood.
- *More people, including indigenous groups, realized the value of education.* A noticeable attitude change of people was realizing the value of education hence, more people, including indigenous groups, have been observed to send their children to school and more children did go to schools. Counterparts such as Mlup Baitong and NTFP provided informal/adult/literacy education especially for women. This was an important program that helped redress the situation of poor, vulnerable women.
  - *More people, including sex workers, practiced safe sex.* WMC has contributed significantly to raising awareness on HIV/AIDS and has contributed to the decrease of new infection HIV rates in Cambodia resulting to behavior change.

### **Practice Challenges**

- *On social and political participation.* The most notable practice challenge for NGOs in Cambodia, including Novib counterparts would be operating effectively within the narrowing democratic space.
- *On education.* Addressing the lack of access to education through (a) heightened advocacy and lobby for the government to implement its education-for-all policy, and (b) instituting informal adult education or literacy programs.
- *On health.* Addressing the lack of access to basic health services by advocacy and lobby for government to provide quality basic health services to poor communities. This would mean putting more pressure on the ministry to provide these basic health services, and would mean concerted effort between local civil society, including Novib counterparts, and the international donor community.
- *On corporations.* Corporations in Cambodia remained an untapped source of resources (funds, resources, technical expertise) especially corporations would be more open to supporting health issues.
- *To ease the burden off NGOs,* donors and the government in the provision of basic health services, tapping corporations and other resource-rich/plenty organizations (such as professional associations) would be a practice challenge.
- *On labor.* Seek or develop effective and collaborative mechanisms for laborers to air and settle grievances, when unions would not be as responsive as they ought to and when companies would not volunteer to do address workers grievances. Strengthen workers and other stakeholders' pressure for companies implement and abide by labor laws.
- *On informal labor.* In the informal sector (where majority of Cambodians work) there were only a few examples or models of organization or association. The challenge would be for more economic-interest groups to unionize or form associations that would primarily promote their economic and political interests—what can be called grassroots organizations. In the foreseeable future, NGOs must prepare to move into erstwhile rural areas and deal with workers and agri-businesses, as land concessions would be given to agri-business companies.
- *On micro-finance.* Access to micro-finance activities must increase in areas where development NGOs have given beneficiaries skills and confidence in generating income. CEB, or others like it, must upscale their operations, driving interest rates down, making capital for income generating businesses more accessible to the entrepreneurial poor. The other end of the challenge would be for counterparts PADEK, Nyemo, Mlup Baitong, and NTFP to graduate individual beneficiaries into individual entrepreneurs, or to organize cooperatives and graduate them from receiving grants or soft-loans into accessing (micro-finance) market loans.

## **9.b. Achievement of the Strategic Change Objectives:**

### *Food and Income Security*

Padek, NTFP and Mlup Baitong together operated in 7 provinces, with Nyemo in Phnom Penh, CEB's more than 10,000 borrowers--together they have reached at least 220,000 people. These people have realized an increase in and were able to acquire regular income through a variety of sources: fishponds, handicraft, cash crop growing, eco-tourism activities or have gained vocational skills that could be used to start small business or to seek employment. As a result more of these beneficiaries were able to send their children to schools, their living conditions improved (houses), have increased their assets (motorcycles, bicycles), and have better access to clean water by using water filters. In addition, small-scale infrastructure in the communities improved i.e. small canals, village roads, and dam; or the communities they live in have better environment by producing and using organic fertilizer and pesticides and waste management.

The Women's Media Center's pivotal role in disseminating information (through broadcasts of farming information where also farmers can ask questions related to agriculture, for example) provided an essential support for the work of the counterparts in providing food and income security to their beneficiaries. WMC's audience reach can be estimated at 60% of Cambodians.

### *Creation of employment*

Creation of employment: taking into consideration all the counterparts (as we know them) we were able to ascertain that at least 28,000 jobs were created, benefiting their families of 6 members each for a total of 200,000 (roughly) people. We base this estimate based on the 10,000 to 12,000 micro-finance clients of CEB, some of the 6,000 laid-off workers who were assisted by WAC to seek separation pay after their companies closed who were encouraged to use their separation pay to engage in income-generating projects, some of the 2,500 beneficiaries of Nyemo who were either employed in the various income-generating endeavors of Nyemo or who since acquiring the skills from Nyemo have since moved to engage in their own income-generating activities, at least 10,000 heads of households who form the nucleus of PADEK's total beneficiaries, and at least some of NTFP's beneficiaries.

### *Basic Education*

Novib has indeed achieved what it set out to do in focusing to contribute to the improvement of the quality of education through the support to Cambokids whose work on mental health education has been accepted by the Ministry of Education to be incorporated in the curriculum for primary education in high school and early childhood education. Other Oxfams, like Oxfam Australia have also actively contributed to making primary education accessible to the remotest provinces by building schools, leveraging support from the Ministry of Education for teachers' salaries, among others. In addition, other NGOs and some counterparts like Mlup Baitong, have focused on making adult literacy programs more accessible to people especially to women.

### *Basic Health Services*

Some results were achieved as health services were provided by counterparts either because it was within their mandate to provide basic health services (NYEMO for example) or because it was natural consequence of their work (PADEK for example). They have provided health care, counseling and economic rehabilitation to at least 2,500 poor and vulnerable women (some of whom were HIV positives or AIDS patients) and their children.

At the level of contributing to the awareness and prevention of HIV/AIDS where some amount of Novib financing has been directed, then we can say that the counterparts of Novib did contribute in a significant way to raising awareness on HIV/AIDS prevention especially with the Women's Media Center's (WMC) various activities.

The Women's Media Center has been successful in tapping Mobitel (a telecommunications company) to provide resources to its call-in center.

#### *Disaster Management*

OGB worked with PADEK (1 of 8 key partners of the program) in Prey Veng province (1 of 8 provinces) to incorporate community based disaster preparedness and management. In total the program benefited 10,000 families by training and capacity building programs in the different provinces and in the construction of wells, water harvesting structure and deep tube wells, raised hand pumps, community and family boats, women's boats, and flood proof housing.

#### *Peace Building*

At least 400 people from government agencies, civil society, and academic institutions learned skills and developed attitudes for peace building and conflict resolution. There was also a network of trained peace builders that has emerged from the trainings.

#### *Social and Political Participation*

At the commune, provincial and district levels, the work of Novib's counterparts contributed to:

- A significant number of participants attending public forums and participation during open forums, discussions.
- People at the commune and provincial having access to legal aid, to lawyers.
- People feeling freer to join other political parties apart from the ruling party.
- Building confidence in the people for democratic processes, for redress of grievances.

At the national level, the work of Novib's counterparts is more difficult to quantify and qualify. However without the big human rights organizations, including ADHOC, COMFREL, and, LAC; without the work of CDRI (researches and policy dialogues, the program COPCEL, etc.); without the contributions of NTFP, and other counterparts, the social and political participation in Cambodia would have been worse.

#### **Gender and diversity**

WMC's radio coverage that can reach 11 provinces and an additional 8 provinces with its mobile unit has greatly contributed to encourage women to vote, participate in the community decision making processes, involve in development activities and others. The rest of Novib's counterparts have incorporated gender equity and inclusiveness into their programs.

# 10. Main recommendations

**Systematic complimentarity of programs at the commune, district and provincial levels.** Systematic cooperation not just among Novib counterparts but also with other NGOs to compliment each other's work. Complimenting a Novib counterpart's core business or core focus (such as Human Rights) with equally urgent and immediate needs (such as income generating activities) would allow them to operate on their most efficient and effective levels. There are many examples of this complimentation that would maximize the work of all counterparts: safe houses can be operated by a Novib counterpart (or another NGO) in the areas where they are most needed; and at the same time providing counseling, health services, skills training to victims of human rights abuses; land rights issues among beneficiaries will need the active assistance of legal aid, of human rights activists, to link livelihood projects (on an individual basis or on a cooperative or association basis) with mainstream micro-financing when beneficiaries are ready to become small entrepreneurs, and so on. This recommendation does not exclude the possibility of collaborating with other service providers in the areas of operations whenever possible and practicable.

**Up-scaling of operations/areas of coverage** for the 5 Aims and 8 SCOs. To protect the gains that have been achieved, and to move forward, counterparts who are ready and capable should parallel the operations of ADHOC by physical and geographic expansion into the 24 provinces. Or for Novib to upscale through the Oxfams, especially in SCO 1.1 and 1.2. Or mainstream models developed by counterparts as part of the services of different government agencies.

**Integrating services into existing structures or institutions (public or private)** whenever possible such as legal assistance in professional organizations, within universities offering law courses; temples (some collaboration done); non-discrimination policy within corporations; adopting positive programs within corporations for employees living with HIV--let others share the mission of Novib counterparts (and other NGOs).

**Enlarging civil society.** Indigenous or grassroots organizations must be formed, strengthened to build wider constituency by organizing groups where they are most organic: small subsistence farmers, landless agricultural workers, fishing industry workers, toktok drivers, moto drivers, out of school youth, students, teachers. Informal and formal labor sector, urban and rural areas, grassroots and professional and religious organizations, established entrepreneurs (such as rice mill owners, market vendors, etc.).

**Greater organizational sustainability of counterparts.** Counterparts must develop their sustainability plans: decide on the principles they will adopt for their sustainability as an organization, and then with their Board of Trustees, adopt a sustainability plan (containing targets and strategies) understanding that a plan must be in congruence with the mission of their organization. The sustainability plan must consider the financial system of the country, for example, are income or revenue of NGOs taxed? Are donations from companies taxed? If yes, are there exemptions that are allowed? Can NGOs keep part of their revenues in foreign currencies? Are they allowed to keep accounts offshore? Novib counterparts (as well as other NGOs) will have to use their boards more effectively--for transparency purposes, for reporting to stakeholders (not just donors and funders but government, the beneficiaries, etc.), for resource mobilization and fund raising, among others. To have more checks and balances

within the organization, to separate line and staff functions for greater efficiency and effectiveness. Training of staff to build organizational culture (currently more geared towards specialized needs, but also workshops to talk & discuss values upheld by the organization, gender training, HIV awareness, sexuality/reproductive health). Systematize the human resource management system/capability of the organization. Formalize, update and implement policy on gender and diversity to categorically state that Novib counterparts will not discriminate against or will hire HIV positive applicants, homosexuals (gays and lesbians), and members of indigenous groups. Other policies must be finalized, formalized and updated such as personnel policies (benefits, compensation, promotion, discipline, working hours, sexual harassment, complaints and grievance, among many others); emergency policies, financial policies, among others. To study their efficiency levels and decide on how to reach more efficiency levels.

**Promote corporate social responsibility**--as an untapped source of funding in Cambodia, companies can be made to give a substantial amount of funds, donated services and technical expertise. On another level, business can also make substantial impact on their workers and on the environment. Opposing corporate faults is important, and so does promoting what are responsible behaviours of business.

**Engaging government to provide basic services.** In the area of health and education, lobby bilateral and multilateral donor to provide funds where it is most needed. To collaborate but also to pressure (lobby) government to provide better basic services and to make basic services accessible to more people.

## IV. Annexes

1. Terms of Reference
2. Evaluation Calendar
3. List of people met
4. Tools
5. Bibliography

Note:

VOLUME 1 is this document including the annexes and the Executive Summary.

VOLUME 2 (working document) contains:

1. Start-up Workshop Process Documentation of Proceedings
2. Primary data gathered from Counterparts Interviews, Counterpart Beneficiaries Facilitated Group Interviews; Counterpart Local NGOs Group Interviews, Counterpart Stakeholders (Courts, Police, Commune Councils, Government Agencies); Interviews with Personalities/Resource Persons (from Government, NGOs, Multi-lateral); Interviews with Oxfam International Offices in Cambodia
3. Primary data gathered from Focused Group Discussion Proceedings on Trade & Labor, Health, Social & Political Participation
4. Documentation of the Restitution Workshop (November 21-22, 2005)

# Annexes

## Annex 1: CORE COUNTRY EVALUATIONS Terms of Reference for the local evaluation team

(final)

### Table of Contents

- 1 Background
- 2 National context
- 3 The core country programme
- 4 Objectives of the Cambodia CCP Evaluation
- 5 Scope of the Core Country Programme Evaluation
- 6 Evaluation methodology
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- 8 Evaluation team
- 9 Management arrangements
- 10 Annexes

### List of acronyms

BSS	Basic social services
CC	Core Country
CCP	Core Country Program
CP	Counterpart
CSR	Corporate Social Responsibility
ESCR	Economic, Social, Cultural Rights
MIS	Management Information System
OI	Oxfam International
M&E	Monitoring and Evaluation
NGO	Non-governmental Organisation
PPC	Policy and Practice Changes
RGC	Royal Government of Cambodia
SCO	Strategic Change Objective(s)
VAW	Violence Against Women

# 1. Background

This document contains the Terms of Reference for the evaluation of Novib's Core Country Program in Cambodia. The evaluation is to be conducted in October-November 2004, including a field visit of 5 weeks starting on October 15. In this introductory chapter some background information is given on Novib and its overall evaluation policy; chapter 2 describes some relevant elements of the national context and chapter 3 gives an overview of the history, strategies and components of the Core Country Programme. The objectives of the CCP evaluation are spelled out in chapter 4, whereas its scope is further refined in chapter 5. Chapter 6 describes the evaluation process to be followed and gives some broad indications on the methodology to be used. Finally, the chapters 7 to 9 will deal with some practical issues related to the evaluation: the expected outputs, the composition of the evaluation team and issues related to the management of the evaluation.

## **Short presentation of Novib**

Novib is one of the major Dutch non-governmental development organisations. It works together closely with the eleven sister organisations of Oxfam International. Together with them, it aspires to form a worldwide movement of people with a single, communal goal: a just world, which is free of poverty for everyone.

By the end of 2004, Novib has 330 staff (295.6 FTE) and a budget of 149 million Euro, obtained from the Dutch government and about 332.000 donators. The lion share of these funds (118 million) were used to support around 800 counterparts, spread over 18 core countries, 11 regional and one world program.

## **Rights based approach and Strategic Change Objectives**

Novib follows a "rights based approach", which is based on the Universal Declaration of Human Rights. It focuses its efforts on five interlinked rights, thereby distinguishing in total eight strategic change objectives (SCO) that are of particular relevance within the Novib/OI program.

- **Right to a sustainable livelihood**

Everyone has the right to sufficient and healthy food, to safe and paid work and to a clean, safe and supportive environment. Honest world trade and ethically responsible investments are badly needed. Two SCO are related to this aim: food and income security, and employment creation and working conditions.

- **Right to basic social services**

In order to improve your living conditions you need a proper education and good healthcare. Novib focuses particularly on education for women and girls. Two SCO are related to this aim: health and education.

- **Right to life and security**

In the event of natural disasters and armed conflicts, Novib provides emergency aid, together with Oxfam International. At the same time we lay the basis for sustainable development, for example by training counterparts to act effectively in the event of life-threatening situations. Two SCO are related to this aim: emergency aid, and conflict prevention and peace building.

- **Right to social and political participation**

Civic organisations and political parties must be free and able to act democratically. Each citizen must be able to have a say in decisions that affect his life. One SCO is related to this aim: social and political participation.

- **Right to an identity (gender and diversity)**

People are discriminated against because they are women, homosexuals, disabled or Indians. Such exclusion occurs the world over. That is why Novib is working on integration and equality. Violence against women is an area of particular attention. One SCO is related to this aim: identity.

## Core Country Programs

In 2003, Novib decided to narrow the focus of its work, in terms of both themes and countries. This led to the decision, among others, to identify a limited number of core countries to which a major part of Novib's support would be directed. In total, 18 so-called "Core Countries" (CC) have been selected; in each of these countries, Novib develops a broad program in which the five basic rights (see above) are addressed.

For each Core Country, a specific program is defined (Core Country Program--CCP), which describes the results Novib seeks to achieve in that country, in terms of significant, sustained and positive changes in the lives of people suffering from poverty, insecurity and exclusion. As the decision to set up CCPs is quite recent, many of these CCP are still being developed into coherent sets of actions pursuing a limited number of strategic changes. Present Core Country Programmes usually have a history that dates back to (sometimes long) before 2003.

Within this changed policy approach, CCP evaluations are the logical corollary of country programming and implementation and should correspondingly serve as a tool for strategic management.

Over the last years, Novib has engaged in a so-called "Performance Assessment Project" that aims to develop coherent management practices and tools to improve the quality of the organisation's management. A series of tools have been developed to manage its program portfolio, mainly at the project level, but increasingly at the country and thematic level also.

## Novib's Evaluation Policy

The points of departure of Novib's evaluation policy<sup>1</sup> are:

- Evaluations should have a focus on results;
- In Novib's evaluation planning, evaluation coverage and usefulness are the two guiding criteria; this implies that evaluations are concerned with a substantial share of spending and most policy priorities, and are planned and designed in such a way that they are of most use to the primary intended users;
- A gender perspective must be integrated in all evaluations.

Although CCP evaluations serve primarily the needs of Novib, counterparts should be involved in all phases of the evaluation process, among others to avoid their "instrumentalisation".

The evaluation of the Core Country program in Cambodia is a pilot evaluation. A similar pilot will be developed in Niger. During the evaluation the recently developed guidelines for core country programme evaluations will be tested. After the implementation of the two pilots, the guidelines will be adapted.

Within this changed policy approach, CCP evaluations are the logical corollary of country programming and implementation and should correspondingly serve as a tool for strategic management.

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<sup>1</sup> See document "Novib's Evaluation Policy", which should be read evaluator engaged in the CCP

## 2. National context

Cambodia's Life Quality Index is among the lowest in the world (61 in 1997, 130 of 175 in 2003). Despite an economic growth of more than 6,8% average per year in the period 1994-2003 and a GNP per head of US\$ 282 in 2003, 36% of the inhabitants live below the poverty line of 1 dollar per day<sup>2</sup> and according to the Asian Development Bank, almost 70% of the population lives on less than US\$ 2 per day. This percentage exceeds those of Vietnam and Laos. The life expectancy at birth is currently 59 years (56 for men, 61 for women)<sup>3</sup>. 83% of the 13 million Cambodians do not have access to adequate sanitation and 70% lack access to clean water--percentages that are usually associated with poor African countries. The literacy rate in 2002 was relatively high--69% (men 81%, women 59%)<sup>4</sup>. According to Unicef Cambodian children are among world's most vulnerable to HIV/AIDS, war and poverty<sup>5</sup>. In terms of women's empowerment, Cambodia ranks among the countries 'in the worse situation', though some improvements have been made in gender equity over the past 5 years with slightly more than half of the women finding employment in the non-agricultural sector (mostly manufacturing)<sup>6</sup>.

The principal challenges Cambodia faces today are increasing agricultural production and improving its distribution systems, diversifying its economic base (the manufacturing industry has been hit hard after the phase out of the Multi Fibre Agreement in 2005), further curbing the HIV/AIDS rates and increasing access to Basic Social Services. Cambodians increasingly have to deal with natural disasters, both floods and droughts, which can be partly contributed to environmental degradation both in Cambodia and the upper parts of the Mekong River Basement.

But not only will the long-term development of the economy after decades of war remain a daunting challenge, this also applies to the social, judicial and political arenas. Cambodia has gone down in the pages of history for its unprecedented disrespect for basic human values and little progress was made in restoring this. A prerequisite for adequately coping with all the challenges mentioned above, but also an end in itself, is restoring trust among people and increasing their individual empowerment and that of the communities.

At another level, a major challenge is the establishment of the rule of law, and thus providing the guarantee that Human Rights, including Women's Rights, will truly be respected and defended. Corruption is a major impediment to development.

Some major key events that are expected to influence the room of manouvre of Civil Society in Cambodia include

- The organisation of the Khmer Rouge Tribunal (some counterparts fear that this will be used to further curb their influence)
- the finalisations and adoption of the NGO law (potentially repressive)

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<sup>2</sup> Furthermore, household income and consumption by percentage share are very unequal In 1997 it was estimated that the richest 10% of the population earned and spent one third of the total income; the poorest 10% only 2.9% (source: <http://www.indexmundia.com>)

<sup>3</sup> Source: <http://www.indexmundia.com>

<sup>4</sup> Literacy rate is defined ad the percentage of people of age 15 and over can read and write (source: <https://www.indexmundia.com>).

<sup>5</sup> Unicef report 2004. 45% face malnutrition, 86% do not have access to proper sanitation, more than half of all girls have not finished primary school (though improvements have been made over the past years). According to Unicef, only three countries fare worse: Afghanistan, Ethiopia and Somalia.

<sup>6</sup> Source of all other figures in this paragraph: Social Watch Report 2004

### 3. The Core Country Programme

Oxfam has been active in Cambodia since the mid 1980's. Originally NOVIB closely co-operated with (local) government institutes in the provision of food and fulfilment of Basic Social Services (BSS) and infrastructure works. Once the Royal Government of Cambodia (RGC) seemed on track and took on its responsibility in these fields, and Civil Society Organisations (CSO) were built up, for some time support to Human Rights organisations focusing on Civil and Political Rights became more paramount in NOVIB's programme.

Given the slow progress in improving day to day life of poor Cambodians and their deepening struggle for survival however, currently and into the future more than half of NOVIB's funds are again targeted at Sustainable Livelihood and BSS ~ but not in an isolated manner. Work at the grass root level in these areas is linked to lobby and advocacy.

Changes during the past 5 years can be summarised as follows:

- The main change has been an increase of funds, relatively and absolutely, for SCO 1 (from 20% in 2001 to 35% in 2005 --see table 1) (see annex on p. 20 for description of Regional Strategic Change Objectives). This is in particular due to the inclusion of a labour CP into aim 1.2 since 2004, but also because "existing" Human rights counterparts shifted their focus towards land and labour issues. Rebalancing inputs has been a deliberate choice. In the 2001 plan it can be read that "Cambodia, one of the poorest countries in the region, will receive increased Novib support in the field of sustainable livelihood and basic social services, while the proportion of investments in human rights strictu sensu will gradually decline" (contract 2001, p. 1).
- Consequently the second major observation that can be made, is the decrease of funds going into SCO 4 (from 40 to 25%). At this moment the portfolio consists one typical civil and political rights counterpart), the other two human rights counterparts have become more focused on Economic, Social and Cultural Rights (ESCR), the funding relation with a fourth one was terminated in 2002 and that with a fifth one will be terminated at the end of 2006.
- So almost 55% of all funds these days go into SCO 1 and 2 combined (from 48% in 2001). Nevertheless a third major observation that can be made, is that spending on SCO 2 has decreased with 10% (from 28 to 18%). On the one hand this is due to the fact that some pilot counterparts did not meet the basic NOVIB criteria (anymore) and funding was stopped in the period 1999-2002. On the other this is due to a shift in the classification system: originally all educational activities were put under 2.2, later on these had to be reclassified on the basis of their ultimate goal. (Funds for "true", primary education have actually increased with the approval of euro 200,000 for a counterpart's education programme in 2004.)
- Finally a fourth change is the inclusion of two Micro Finance institutes: (of which one is funded via NOVIB ASN fund and thus not part of the regular portfolio).

Table 1:  
Funds allocated to various aims in 2001 and 2005 (in Euro and %)

SCO			1		2			3	4	5	
AIM	1.1	1.2		2.1	2.2		3.1	3.2			
2001 euro 1.9 mlj	13,2	6,3	19,5	12,7	15,4	28,1	--	0,2	0,2	39,8	12,4
2005 euro 2 mlj	19,8	15,5	35,3	6,9	11,5	18,4	1,6	1,5	3,1	25,1	18,0

The total budget for Cambodia has been around US\$ 10,000.000 for the period 2001-2005.

## 4. Objectives of the Cambodia CCP evaluation

### Main objectives

The CCP evaluation has two main objectives:

1. To report on the results of the Core Country Programmes, particularly in terms of contributions made to the achievement of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs)
2. To feed Novib's strategic decision-making process, providing inputs for future opportunity and risk assessment and the strategic choices at the CC level, as well as for Novib's policy-making as a whole.

### Expected outputs

Four main outputs are expected from a CCP evaluation<sup>7</sup>:

- A summarised **description** of the CCP and its origins (objectives, areas of intervention, the magnitude of Novib's commitment of terms of human, financial and program resources, types of counterparts supported, networking and coordination efforts with OI and other actors, linkages with lobby and campaigning efforts in the Netherlands, etc), as well as a description of relevant elements of the local context (evolutions, dynamics, principal actors involved, etc.)
- **An assessment of Novib's strategic positioning in the CC**, including an assessment of the relevance of the strategic choices made, an assessment of the quality of the decision-making processes that have led to the formulation of the strategic choices, and an assessment of how these strategic choices are implemented in practice and followed-up.
- **An assessment of the results achieved by the CCP**: this analysis focuses on the higher result levels: Strategic Change Objectives, and Policy and Practice Changes, as an intermediate level, and includes an analysis of explaining factors (external and internal), that have contributed positively or negatively to the achievement of the results.
- **An assessment of Novib's contribution to achieving these results**:

<sup>7</sup> More details on the expected outputs and contents the evaluation are provided in the "Guidelines for CCP evaluations" (included in annex).

an analysis of the degree to which Novib has contributed, in a positive or negative sense, to the achievement or non-achievement of the results; including an analysis of the principal factors by which the degree of Novib's influence may be explained: the quality of Novib's choices and interventions (related to the previous points), the capacities of local counterparts and factors related to the external context.

The results of the evaluation will be submitted to Novib, its counterparts in the Core Country and to the Dutch Government. In line with the main objectives mentioned above, the evaluation should, on one hand, provide Novib and its counterparts with recommendations that give orientations for future strategic decision-making. On the other hand, it should give accurate information on the progress and results of the country program to Novib and its principal donor (the Dutch Government).

## 5. Scope of the Core Country Programme Evaluation

In principle the evaluators are expected to cover the whole programme over the period 2001-2005, with a special focus on SCO 4 and 2.

### **Questions with regard to the overall programme**

NOVIB has combined in the Cambodia portfolio "old and steady", (internationally) re-knowned NGO's that reach large numbers of beneficiaries and have big political leverage, with relatively small, experimental NGO's, that have a clear role model and function as focused change agents in Cambodian society (and thus enjoy high "visibility" for other reasons). In our view this mix guarantees that pressure through numbers and proven practices is combined with influence through new and dynamic alternatives.

- We are interested to know if the combination of "old, steady" and "small, experimental" NGO's has indeed been effective
- and if our funding practice (level and duration of funding) was appropriate.

Novib has and intends to continue to work with and through organisations that a) combine activities for improved livelihoods and BSS with encouraging social and political participation b) while doing so rebuild trust, restore social networks and/or cope with post-war traumas c) effectively combine grass root activities with lobby and advocacy work so as to change the very structures that cause and perpetuate poverty, and create the conditions under which Human Rights will be respected. With regard to criteria b

- we are interested to know if NOVIB funded CP's indeed did rebuilt trust, restored social networks and/or coped with trauma's
- and if we are correct in assuming that restoring social tissue is both a strategy and a goal in itself (given Cambodia's violent past).

In total seven Oxfams run programmes in Cambodia. Novib will continue to operate within the framework of Oxfam International. In as far can be seen now NOVIB's contribution will continue to be around Euro 2--2,5 million annually or around one third

of the total Oxfam budget<sup>8</sup>. In total, the Oxfams fund around 60 CP's with a clear division of tasks between them.

- We are interested to know, in light of the overall OI intervention in Cambodia, if NOVIB has made the right choices in engaging itself in OI initiatives such as the OI Disaster Management Programme and the OI Mekong River Basin Management Programme.
- And also, again in light of the overall OI intervention in Cambodia, if NOVIB has filled the "right" niche by building up the current portfolio.

#### **Questions with regard to SCO 4**

Aim 4 has traditionally been one of NOVIB's main foci in Cambodia. At present most CP's that are classified as HR partners belong to the category of "old and steady", (internationally) re-knowned NGO's that reach large numbers of beneficiaries and have big political leverage.

- We are interested to know the overall impact of NOVIB funded CP's on the improvement of poor people's lives during the past 5 years.
- The provision of legal aid and reform of the judicial system remain important issues for Cambodia. We are interested to know if NOVIB fills this niche in an effective manner.

#### **Questions with regard to SCO 2**

Aim 2 is a relatively new field of intervention for NOVIB. NOVIB's view has been (and is) that the RGC is primarily responsible for the provision of Basic Social Services and in principle also has the budget to fulfil these. Most CP's that are funded by NOVIB fall within the category of relatively small, experimental NGO's, that have a clear role model and function as change agents in Cambodian society.

- We are interested to know if the choices to improve the "quality" in stead to increase the "quantity" of BSS, and if BSS are provided to primarily focus on peripheral areas, are justified.
- We are interested to know if there is a need to mainstream HIV/AIDS better at the organisational level, and if so: how.

## **6. Evaluation methodology**

### **6.1. Major phases of the evaluation**

The CCP evaluation will have 3 major phases: a preparatory phase, an implementation phase and a follow up phase.

#### **Preparatory phase**

The phase includes the following steps:

1. Preparation of the evaluation by the Novib staff: the set-up of an evaluation steering group and a review of the scope and coverage of the evaluation on the basis of a discussion with the evaluation steering group and the counterparts.
2. A limited **desk review**, by the team leader, at the level of the Novib headquarters, which includes:
  - An assessment of existing documents related to Novib policies and to each of the programmes that are part of the CCP, project evaluations that have been

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<sup>8</sup> In 2003, Novib was still the single largest Oxfam covering 50% of the overall budget. Since then OGB has increased its contribution considerably.

- conducted
- The identification (by the team leader and key Novib staff ñ evaluation steering group) of major information gaps in relation to the major focus and areas to be covered by the evaluation
  - A workshop (to be moderated by the team leader) to (re-) construct the logic between objectives of the counterparts, the CCP and SCO and to make more explicit the (often implicit) choices that have been made in determining a country strategy, in selecting counterparts, etc.
  - A sharpening of the focus of the evaluation and of the major evaluation issues and definition of the main evaluation questions
  - The development of the methodology for the subsequent steps of the evaluation (fieldwork in major instance).
3. The drafting, by the team leader, of an “**approach paper**” indicating:
- The background and rationale for the evaluation
  - Its expected scope and coverage
  - The operationalisation of this scope in major evaluation questions
  - The major research activities to be undertaken
  - The main methodological and organisational challenges
  - A tentative time table
  - (If necessary) reference to key documentation related to the country’s overall situation.

This approach paper aims at ensuring internal agreement on the CCP evaluation and to facilitate communication with the other evaluators that will be associated and with the local counterparts. The approach paper will be discussed with the evaluation steering group before the start of the field visit.

4. Preparatory work in Cambodia by the local evaluation team:
- Start practical arrangements (timing, logistics, ...) of the field work.
  - Collection and assessment of additional documents, available at the counterpart level. These research activities will mainly concern thematic areas where information gaps (e.g. the lack of baseline data) have been identified during the desk review in the Netherlands.

## **Implementation phase**

The implementation phase will consist of research activities both at the level of the Novib’s headquarters in The Hague and in the field. The drafting of the evaluation report by the senior evaluator will conclude this phase.

- The research activities at the level of Novib will build on the work being conducted in the preparatory phase and will mainly consist of:
  - o Desk research with regard to the major themes and evaluation questions
  - o Interviews and discussions with resources persons both at the level of Novib and elsewhere.
- The research activities at the country level will at least include:
  - o A start-up workshop with counterparts to discuss the evaluation design and make practical arrangements
  - o The implementation of the fieldwork as such, including a mix of methods (PRAs, focus group discussions, meetings with other actors, self evaluation exercises, etc.)
  - o Elaboration of preliminary conclusions and recommendations

- o Restitution workshop at the country level to present the major findings of the evaluation process so far, including discussion on follow-up actions and major lessons learned.
- The senior evaluator is responsible for drafting the CCP evaluation report. The draft report will be submitted to Novib and the counterparts and then finalised.

## **Follow-up phase**

Novib is responsible for the follow-up of the CCP evaluation. Typical follow-up activities can include:

- The organisation, within Novib, OI but also at country level, of “learning events” to discuss the results of the evaluation, to identify lessons and good practices, and to link them up with the overall policies and strategies.
- The inclusion of the main results of the evaluation in the subsequent process of country strategy formulation and in reviews of sector (thematic) policies.
- Possibly, the set up of a series of short documents describing lessons and/or good practices that were identified during the evaluation process.

## **6.2. Evaluation methodology**

In this evaluation the recently developed guidelines for core country evaluations will be tested.

A mix of information gathering methods and instruments should be used in order to gather the necessary in line with the expected evaluation outputs, such as: documentary analysis, sample surveys, semi-structured interviews, focus group discussions, case studies, key informant interviews, field visits, direct observation. Both in-depth and rapid appraisal approaches can be used.

It is the task of the evaluation team (the senior evaluator in particular) to define the detailed analytical approach for the CCP evaluation and to select appropriate evaluation methods and instruments.

The following specific issues should be taken into account when designing the evaluation methodology:

### **Partnership and participation**

- CCP evaluations are to be carried out in a spirit of partnership. Novib’s counterparts in the CC are to be encouraged to actively take part in all stages of the evaluation.
- All other relevant stakeholders (such as governments, NGOs, beneficiaries) will be approached and their perspectives included in the evaluation. Overall, there will be a stress on the use of participatory and interactive methods of data collection.
- Specific approaches should be designed to involve target groups in the evaluation process, poor men and women in particular, to guarantee that their priorities and perspectives are reflected in the outputs of the evaluation.

### **The involvement of counterparts**

Special efforts should be undertaken to include the counterparts in the evaluation

process so as to assure that the process becomes part and parcel of the (complex) partnership relation and to avoid that undesired side effects emerge. The inclusion of counterparts can be realised at different levels in each of the different steps of the process. In essence, participatory approaches should be applied to reach a desired and realistic level of involvement.

### **Linkages with the OI family**

The evaluation should include an analysis of linkages and coherence between Novib's CCP and efforts of other OI actors in the Core Country and assure that the viewpoints of other OI actors are included in the final evaluation results.

### **Linkages with Novib's campaigning and lobby activities in the Netherlands**

Analogously, the evaluation should include an analysis of the linkages between the CCP and Novib's campaigning and lobby activities in the Netherlands, in terms of how potential linkages have been taken into account in strategic decision-making, as well as in terms of results achieved.

## **7. Expected outputs**

1. A report in English that does not exceed 50 pages, excluding executive summary and annexes. The report should respond to the objectives as set out in the ToR, as well as comments from the restitution workshop. A draft version of the report will be shared with counterparts and evaluation steering group.

The report should meet the minimum quality requirements that will be applied to this evaluation (and that are included in the draft guidelines).

Number of copies needed:

1 electronic copy and 50 hard copies.

2. A presentation of the report in the Netherlands to the East and South-east Asia Bureau and other relevant Novib staff.

## **8. Evaluation team**

The evaluation team will be composed by a senior evaluator (team leader) and 2 local team members.

The team leader is a senior evaluator; he/she disposes of a wide body of expertise related to the preparation and implementation of complex evaluation processes. He/she will be responsible for the development of the evaluation design, the global coordination of the evaluation (in cooperation with the counterparts and the Novib geographical desks), the implementation of evaluation (at all levels, and in cooperation with all other major stakeholders), the drafting of the evaluation report and the presentation of the evaluation results to Novib and the counterparts. Before the start of the field visit, the team leader will conduct the desk study in the Netherlands.

The team members are selected based on their evaluation experience and their

knowledge of the local context. Under the coordination of the team leader, they will fully participate in the implementation of the country level evaluations and have, in particular, an important role in preparing the actual field visits and in conducting specific research.

CCP evaluators should operate in accordance with Novib's vision, mission and values; more in particular their ethical conduct should be characterised by:

- An overarching concern to ensure the honesty and integrity of the evaluation process;
- A high level of sensitivity and respect to the cultural and social environment of all stakeholders; this includes awareness of differences in culture, religious beliefs and practices, gender roles, disability, etc. and mindfulness of the potential implications of these differences when planning, implementing and reporting on an evaluation;
- A behaviour that is ensuring the dignity and self-respect of those persons with whom they come into contact and that is not domineering but genuinely tries to share power with others, so that room is created for all stakeholders, the poor in particular, to fully participate;
- Respect of the right of individuals and institutions to provide information in confidence, by ensuring that sensitive data cannot be traced to its source; evaluators should inform the informants on the scope and limits of confidentiality;
- Reporting discretely to the appropriate instance in case evidence of wrong doing is discovered.

CCP evaluators should account for their performance and product in various ways and to various stakeholders (Novib, the counterparts, the communities involved in the projects):

- They should be transparent, at all relevant levels, with regard to their findings, conclusions and recommendations in a manner that is easily understood by target audiences and provide the stakeholders concerned the opportunity to give feedback;
- They should present a clear, fair and accurate report indicating the limitations of their study and, hence, of the validity of their findings and recommendations;
- They should be responsible to complete the evaluation within a reasonably planned time.

## 9. Management arrangements

### Main responsibilities

- The overall management responsibility for the planning and implementation of the pilot Cambodia and Niger evaluations lies with the Quality and Control Unit (Q&C) at the Novib headquarters.
- A Co-ordination Group will take the lead on the implementation of the pilot for Cambodia. This Co-ordination group will be made up of the Bureau head of the South-East Asia Bureau, the programme officer(s) for Cambodia and other team members as needed. Also representatives of the Lobby and Campaigning Departments, the Research and Development Bureau and the Quality and Control Bureau will form part of this group. They participate in the decision making process related to the delineation of the scope of the evaluation, provide feedback on the evaluation design, facilitate in ensuring the evaluators' access to key documents and in the relationships with the counterparts, etc. Their role is particularly important in the follow-up phase as they are among the principal users

of the evaluation's results.

- Other units and desks within Novib will also be associated with the CCP evaluations, depending on the themes and areas of study
- The counterparts of Novib also participate in the three phases of the evaluation. They also ensure a liaising function between the evaluation team and the (organisations of the) target groups and other stakeholders.
- Target groups and their organisations will not be directly involved in the preparation and implementation of the evaluation, but will contribute (via meetings, participatory research, etc.) in the data collection and analysis process with regard to some key evaluation questions.

## **General timeframe of the evaluation**

6 --12 October: Preparation of the evaluation in the Netherlands: first study of the country program, design of the evaluation approach, Ö (team leader)

10 -- 14 October: Practical preparation of the implementation stage and additional document study in Cambodia (local team members)

17 October: Preparation of the startup-workshop (whole evaluation team)

18, 19, 20 October: Start-up workshop in Cambodia (evaluation team, Novib's counterparts)

21 October -- 11 November: Field work

13 -- 14 November: Preparation of the restitution seminar

18 --19 November: Restitution seminar with Novib counterparts

Starting 21 November: Preparation of the draft report.

Between December 1 - 6: Discussion of draft report with Novib staff

Budget Pilot evaluation

The budget for the pilot evaluation amounts to a maximum of 75.000 Euro.

The total number of consultancy days involved is as follows:

Teamleader: 44 days

Two local consultants: 2 x 35 days = 70 days

Two Workshops in countries with Novib partners (material, venue, coffee/tea)  
Participants' real costs to attend start-up and restitution workshop will be reimbursed

# **Annexes**

## ***CCP evaluation guidelines***

Will follow

## ***Country Policy and Strategy)***

Will follow

**Description strategic change objectives**

**OI Regional SCO 1.1.**

1. Small-scale farmers and fishers have secure access to land and aquatic resources.
2. Communities, governments and the private sector use natural resources sustainability.
3. Small-scale farmers and fishers increase and diversify production and get higher returns from markets.

Novib SCO 1.1. for 2007-2010:

Marginalised rural people relying for their livelihoods predominantly on small-scale use of natural resources are able to claim their rights to a sustainable livelihood, and have secure access to natural (land and aquatic) resources and human/social capital that allow them secure food and/or income in a sustainable way (still under discussion)

**OI Regional SCO 1.2.**

All workers, and in particular migrant workers and sex workers, achieve secure incomes, enhanced occupational conditions and guaranteed labour rights.

Novib SCO 1.2. for 2007-2010:

By 2008 workers organisations and labour alliances use tools and analysis to document the impact of TNC practices and Policies on their lives and working environment, make informed choices to develop strategies to change these TNCS Policies and Practices and have a better capacity to implement them, assess their impact and improve them (still under discussion, Migrants to be added).

**OI Regional SCO 2.1.**

Marginalised people targeted by Oxfam programmes will experience a significant reduction in vulnerability to, and mitigation of, HIV infection.

Novib SCO 2.1. for 2007-2010:

Theme as such was not selected. The work on Aim 2 (HIV/AIDS, reproductive health and “preventive” sexual rights education) will be focussed on mainstreaming HIV/Aids and reproductive rights in (partner)organisations and in vulnerable target groups (urban and rural poor, with emphasis on women).

**OI Regional SCO 2.2.**

Significantly increased number of people, particularly girls and marginalised groups, acquire quality, culturally appropriate basic education.

Novib SCO 2.2.:

Theme was not selected, nevertheless CS will have contributed to the development of quality curriculum for primary schooling that is contextually and culturally relevant, and that will become the norm in the design of education programmes that aim to improve access to education, especially for minorities and girls living in rural areas.

**OI Regional SCO 3.1.**

There will be a significant reduction in suffering from environmental disasters, and preparedness and response operations will prioritize women and children.

Novib SCO 3.1. for 2007-2010: Theme was not selected.

### **OI Regional SCO 3.2.**

There will be a significant reduction in the number of people, especially women and children, who suffer as a result of forced displacement, armed conflict and civil unrest.

Novib SCO 3.2.for 2007-2010: Theme was not selected.

### **OI Regional SCO 4**

1. The most marginalised, suppressed and discriminated groups in society are effectively exercising their civil and political rights, as guaranteed in their nation's constitution and/or defined in the UN covenants on civil, political, economic, social and cultural rights.
2. By 2010, a significant proportion of independent, representative and accountable civil rights and public interest groups, as well as farmers/labourers/women organizations work effectively at local, national and regional levels, which contributes to an increase in effectiveness, accountability and transparency of governments, private sector and international institutions.

Novib SCO 4 for 2007-2010:

Governments are held accountable for free and fair elections

The rule of law will be improved where everyone is equal before the law and where access to justice is ensured specifically for the poor and marginalized.

Civil society organizations are vibrant and influential; they have political influence to improve the implementation of decentralization and regional autonomy policies; there are more gender sensitive women in politics at national and local levels.

Counterparts have integrated a gender perspective into their work and have a gender policy  
People are aware on implication of new laws on the war against terror (still under discussion).

### **OI Regional SCO 5**

1. Women and Girls will have their strategic interests secured through gender-equitable national and international development plans.
2. Acknowledgement and incorporation of those customary rights of indigenous peoples and subordinate ethnic minorities which are consistent with internationally accepted norms in constitutional, legal and policy frameworks at the national and local level.
3. Women and children live free from gender-based violence.

Novib SCO 5 for 2007-2010: same as regional SCO

## Annex 2: Evaluation Calender

DATE	ACTIVITY	LOCATION
Oct 5 to 12, 2005	Orientation on the Core Country Program Evaluation, Familiarization with Novib Operations, Planning and Designing the Core Country Program Evaluation for Cambodia, Liaising and coordinating with local consultants and counterparts in Cambodia	The Nether-lands
Oct 13 to 17, 2005	Preparations for the Start-Up Workshop	Cambodia
Oct 18 to 20, 2005	Start-Up Workshop	Cambodia
Oct 21 to 23, 2005	Evaluation of Workshop, Refining the Design of the Evaluation, Logistical preparations for data gathering phase	Cambodia
Oct 24 to Nov 9, 2005	Data Gathering activities from counterparts, resource persons, government agencies; documentation of interviews; initial assessments	Cambodia
Nov 10 to 11, 2005	Focused Group Discussions on 3 themes: Trade and Labour, Health and Political Participation	Cambodia
Nov 12 to 20, 2005	Documentation of data gathering activities, logistical preparations for the Restitution Workshop; initial analysis	Cambodia
Nov 21 to 22, 2005	Restitution Workshop	Cambodia
Nov 23 to Dec 5, 2005	Write up of Report, and documents needed for the final report	Philippines, Cambodia
Dec 6 to 12, 2005	Presentation of results to Novib, Evaluation of the core country program evaluation, Finalization of Report	The Nether-lands
Dec 13 2005 to Jan 9, 2006	Finalization of Report	
April 2006	Acceptance of Report	

## Annex 3: List of people met

LIST OF PEOPLE MET						
A	Counterparts					
	ORGANIZATION	STAFF MET	POSITIONS	Evaluators	DATE	
1	Adhoc Phnom Penh	Mr CHUN Sath	General Secretary	Sandra Libunao & Somethearith Din	Oct. 25, 2005	
2		Mr. Chum Phally	Head of Section			
3		Mr. Yi Sok San	Pro. Publication			
4		Mr. Ny Chakrya	Head, Monitoring Section			
5		Ms. Ponn Ryla	Radio Program			
6		Mr. Chan Sareth	Monotoring Program			
7		Mr. Ouk That	Finance Officer			
8		Ms.Yi Phima	Head of Admin			
9		Ms. Lim Mony	Women Affairs			
10	Adhoc Takeo	Mr. PRAK Saran	Coordinator		Oct. 26, 2005	
11		Ms. SENG Pisey	Women Affaires			
12		Mr. Yem Savin	Angkorborey Activist			
13		Mr. Hun Morn	Tramkak Activist			
14		Mr. Sam Thach	Don Keo Activist			
15		Mr. Thy Sokheng	Samrong Activist			
16	Adhoc Kampong Cham	Mr. Leang Sovath	Coordinator		Oct. 27, 2005	
17		Ms. Thov Chenda	Women Affairs			
18		Mr. Sim Heang	Investigator			
19		Mr. Leng Sarin	Volunteer/ Assistant			
20		Mr. Chin Vorn	Activist			
21		Mr. Nob Thet	Activist			
22		Mr. Toch Munin	Activist			
23		Mr. Leng Sarin	Activist			
24		Mr. Heng Cham-roeun	Activist			
25	Adhoc Takeo/ Beneficiaries	Mr. Kong Phy	Victim		Oct. 26, 2005	
26		Ms. Krouch Kong	Victim			
27		Mr. Kong Savoeun	Victim			
28		Ms. Ming Moeun	Victim			
29		Mr. Un Nuth	Victim			
30		Ms. Nam Sokha	Victim			
31		Ms. Sam Sokhom	Victim			
32		Mr. Chum Sam OI	Victim			
33		Ms. Om Phat	Victim			
34	Adhoc Kampong Cham/Beneficiaries	Ms. Soun Thary	victim		Oct. 27, 2005	
35		Mr. Hor Kong	victim			
36		Mr. Chrourk Lork	victim			
37		Mr. Um Ean	victim			

38		Ms. Tob Yoy	victim		
39		Mr. Sek Sopheap	victim		
40		Ms. Chok Peou	victim		
41		Ms. Nob Mom	victim		
42		Ms. Om Dalin	victim		
43		Ms. Cheam Heak	victim		
44	LAC (Phnom Penh)	Mr. Ouk Vandeth	Director		Oct. 28, 2005
45		Mr. Kaokh Dina	Assistant to Director		
46		Ms. Pong Yokheap	Deputy Director		
47		Mr. Kem Hor Horn	Financial officer		
48	CEB (Phnom Penh)	Mr. Bun Mony	General Manager		Oct. 28, 2005
49		Mr. Var Muth	Deputy General Manager and Operation Manager		
50	WAC (Phnom Penh)	Ms. Rosanna Barbero	Director	Sandra Libunao	Nov. 7, 2005
51		Ms. Sim Socheata	Jr. Program Officer	Sandra Libunao & Somethearith Din	Nov. 3, 2005
52		Ms. Pry Phally Phuong	SPO		
53		Ms. Ly Pisey	Jr. Program Officer		
54					
55					
56	COMFREL	Mr. KOUL Panha	Director	Sandra Libunao	Nov. 4, 2005
57		Ms. SONKET Se-reyleak	Education Program Coordinator and Gender Working Group Coordinator		
58		Ms. SIENG Dahlia	Financial Officer		
59		Ms. KIENG Piseth	Legal Officer		
60		Mr. MAR Sophal	Monitoring Program Coordinator		
61		Mr. KIM Chhorn	Senior Program Coordinator		
62	NTFP	Mr HENG Bunt-hoeun	Coordinator	Vutheary Kong & Somethearith Din	Nov. 7, 2005
63		Mr. HENG Sokha	Program Manager		
64		Ms. CHEA Sophea	Accountant		
65		Ms. ECH SoPhai	Admin Officer		
66		Mr. Gordan PATER-SAN	Board member		
67		Ms. Caroline McCausland	Board member		
68		Mr. HOY Koeun	Chief of Poy Region		
69		Mr. HARA Hong	Agriculture Project Officer		

70		Mr. YUN Samnol	NRM Project Officer		
71		Mr. MEAS Sokhum	NFF Project Officer		
72		Mr. LAM Suot	IYDP Assistant		
73		Ms. KOY Bunngok	Chief of Kok Lak Region		
74	NTFP (Beneficiaries)	Mr. CHANAM Kan-chen	Farmer		
75		Mr. POY Parv	Village Chief		
76		Mr. KATE Kourk	Village Chief		
77		Mr. LONG Koeun	Natural Resource Committee (NRC)		
78		Ms. BALOUEY Meay	NRC		
79		Mr. HAYOEUN Tong	NRC		
80		Ms. PLEN Tamming	Woman Group		
81		Ms. KABIN Tnounh	School Support Committee (SSC)		
82		Ms. CHAY Mey	SSC		
83		Ms. CHEN Samarth	Khmer Loeu Association		
84		Mr. HAYOEUT Sven	SSC		
85		Mr. VATH Keo	SSC		
86	Cambokids (PP)	Mr. THEY Chantor	Coordinator		Nov. 2, 2005
87		Mr. LONG Borom	Program Assistant		
88	CDRI	Mr. Larry STRANGE	Executive Director	Sandra Libunao	Nov. 1, 2005
89		Mr. Ray HOSSINGER	Deputy Director		
90		Ms. Moudda BILL-MEIER	Executive Assistant		
91		Ms. HUY Romdoul	Senior Program Officer		
92		Ms. TOUCH Varine			
93		Mr. MEAS Savath			
94		Ms. HUON Chantrea			
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112		Mr. BORN San	CDF		
113		Mr. DUK Sambath	CDF		
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118		Mr. NENG Sokhoeun	CBO		
119		Ms. UL Simon	VDC		
120		Ms. PORK Nath	VDC		
121		Ms. NEANG Sakhon	VDC		
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123		Mr. LY Earm	CDC		
124		Mr. ARN Sak	Commune Fishery Focal Person		
125		Mr. YOS Cheng	CBO		
126		Ms. ENG Chanthou	CBO		
127		Mr. TAN Sen	CDC		
128		Mr. CHOGN CHHeab	VDC		
129		Mr. YEN Try	CDC		
130		Mr. CHHEAV Sambo	CDC		
131		Mr. KHUT Khoeun	VDC		
132		Ms. HUN Chantha	CDC		
133		Mr. LY Vong	CBO		
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135		Ms. CHEA Kimheng	CBO		
136		Mr. CHHUT Chhourn	CBO		
137		Mr. KEM Own	CBO		
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140		Mr. KEO Moeurn	Village Chief		
141		Mr. KEO Born	VDC Chief		
142		Mr. KAV Hun	Village Chief		
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144		Ms. VORNG Saran	Health Focal Person		
145		Ms. THAI Hoeun	Agriculture Focal Person		
146		Ms. KHIEV Saren	Commune Veterinarian		
147		Ms. SATH ARN	Commune Midwife		
148		Ms. CHUN Phally	Health Focal Person		
149		Ms. Khath Sam Arth	Gender		

150		Ms. CHEA Sok	Midwife		
151		Mr. PHAI Phan	Forestry Community		
152		Mr. TAN Tun	Health Group		
153		Mr. CHAN Nen	VDC		
154		Mr. PROM Den	Chief of Conflict Resolution Group		
155	PADEK Prey Veng	Mr. PROM Chun	CBO		
156	Beneficiaries/Self Help Group	Mr. LOK Seth	SHG Chief		
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159		Mr. SON Sar	SHG member		
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161		Mr. LONG Vuthy	SHG Chief		
162		Ms. LONG Seth	SHG Chief		
163		Ms. ORM Yeth	SHG Accountant		
164		Ms. SORNG Saly	VDC		
165		Ms. IM Thoeuk	SHG Secretary		
166		Mr. YENG Sophath	Commune Health Focal Person		
167		Mr. ORM Saroeun	SHG Chief		
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169		Mr. ORM Run	SHG Secretary		
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178		Ms. MAO Chakriya	CDF Volunteer		
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182		Ms. PRAK Sou	VDC		
183		Mr. POV Bunchhoeun	VDC		
184		Mr. KEO Saphun	VDC/CDC		
185		Mr. KEO Horn	VDC/CDC		
186		Mr. PREAB Bunthol	VDC		
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191		Ms. KONG Sophan	Agriculture Focal Person		

192		Mr. CHHET Sam-nang	Illiteracy Teacher		
193		Mr. MEY Thoeurn	Traditional Health Care		
194		Mr. SAV Sarin	Agriculture Focal Person		
195		Ms. LEAK Sopheara	Fishery Focal Person		
196		Ms. KE Savath	Midwife Focal Person		
197		Mr. KE Sarim	Traditional Health Care		
198		Mr. IN Yon	Veterinary Focal Person		
199		Ms. MEN Chhoeung	Midwife Focal Person		
200		Mr. OUM Sakhoeurn	Veterinary Focal Person		
201		Mr. VA Ouerng	Veterinary Focal Person		
202		Ms. KHUN Roeung	Illiteracy Teacher		
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209		Ms. SOM Saroeun	SHG member		
210		Mr. VA Phal	SHG member		
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212		Mr. MI Thoeun	SHG member		
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214		Ms. EAM Saroeun	SHG member		
215		Ms. KHUM Saman	SHG member		
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217		Ms. NOM Rourn	SHG member		
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220		Mr. EAV Roeun	SHG member		
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224		Mr. SIM Kong	Program Coordinator		
225		Mr. SENG Vanndeth	Project Officer		
226		Mr. OM Sophana	Admin/Finance/HR Coordinator		
227		Mr. HAK Sokleap	Project Officer		
228		Mr. DEK Vime-anpheakdey	Project Officer		
229		Mr. ROS Bapong	Project Officer		

230		Ms. Zarah Jane ALMEIDA	Advisor on Radio & Grants		
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232	Nyemo	Ms. KY Kanary	Co-director	Vutheary Kong	2-Nov
233		Mr. HOEUNG Vireak	Co-director		
234	WMC	Ms. SOM Khemra	Co-Director	Vutheary Kong & Somethearith Din	31-Oct
235		Ms. YEB Nahny	Script Writer, TV Section		
236		Ms. PICH Sthanary	Program Assistant		
237		Ms. LY Tina	Editor		
238		Ms. SAMBUN Yany	Finance		
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240	ACCY	Mr. Kean Kimchay			
241	KKHRO	Mr. Mlim Mon			
242	CCHR	Mr. Soeung Piseth			
243	NECFEC	Ms. Hak Sopheap			
244	CIC	Mr. Ket Sopheap			
	Rattanakiri Province				
245	ICC	Mr. CHHOUK Sakoeun	NFE	Vutheary Kong & Somethearith Din	Nov. 8, 2005
246	ICC	Mr. RATHHAN Simon	CBF		
247	RDCNRM	Ms. PONE Rasy	Accountant		
248	CIDSE	Mr. SUN Thay Heng	ATL		
249	Adhoc	Mr. PEN Bonnar	Coordinator		
250	3SPN	Mr. KIM Sangha	Coordinator		
	Kampong Cham Province				
251	CCHR	Mr. Seng Seang Ly		Sandra Libunao & Somethearith Din	Oct. 27, 2005
252	HCDO	Mr. Khan Vanda			
253	Vigilance	Mr. Be Vanthoeun			
254	CDP	Mr. Kem Veasna			
255	IRI	Ms. Lun Syneth			
256	Samaky	Mr. Hem Seang Bunnary			
257	Licadho	Ms. Choeung Sin			
258	CARE	Mr. Bun Rithy			

259	NAS	Mr. Keut Theng			
	FGD on Trade and Labour				Nov. 10, 2005
260	WAC	CREK Sophea	JPO		
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	FGD on Health				Nov. 10, 2005
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270	Nyemo Cambodia	Ms. KY Kanary	Co-Director		
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271	LAC	Mr. OUK Vandeth	Director		Nov. 11, 2005
272	ADHOC	Mr. NY Chakrya	Coordinator		
273	ComfreI	Mr. KOUL Panha	Director		
274	Oxfam GB	Mr. Mike BIRD	Country Program Manager		
275	CDP	Mr. SOK Sam Oeun	Director		
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276	Rattanakiri Province	HE. KHIEV Sa Yoeun	2nd Deputy Governor	Vutheary Kong & Somethearith Din	Nov. 8, 2005
277	Provincial Rural Devt, Ratannakiri	Mr. PHAN Pirin	Director		Nov. 8, 2005
278	Takeo Province/ Courts	Mr. Kom Chhean	Director of Court Office	Sandra Libunao & Somethearith Din	Oct. 26, 2005
279		Mr. Hean Rith	Court Officer		
280	Kampong Cham Province/Courts	Mr. Tith Sothy	Court's Director		Oct. 27, 2005
281		Ms. Be Kim Yeang	Court Officer		
282	Kampong Cham Province/Police	Mr. Som Ros	Light Criminal		Oct. 27, 2005
283		Mr. Tho Lundy	Human Trafficking		
284		Mr. Tom Channa	Light Criminal		
285		Mr. Be Bun Nach	Chief of police in Battambang District		
286		Mr. Bun Born	Heavy Criminal		

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288	Ministry of Health	HE Nuth Sokhom	Minister of Health	Sandra Libunao	Nov. 7, 2005
289	Ministry of Social Affairs	Dr. Mean Chhivun	Director of NCHADS		
290		Mrs. Em Sophon	Vice Chief of Social Affairs, Ministry of Social Affairs		
291	Ministry of Environment	Ms. Chhay Samith	Dept of Conservation & Protection of natural Resources		
292	Ministry of Women's Affairs	Ms. Sun Vanna	Domestic Violence and Trafficking Dept		Nov. 3, 2005
293	Ministry of Education (MEYS)	Mr. Khak Vanthon	Deputy Director	Vutheary Kong & Barbara Simaeys	Oct. 23, 2005
294	Ministry of Rural Development	Mr. Khun Nget	Deputy Director General, Technical Department		Oct. 24, 2005
295	Primary Education Dept	Mr. PHATH Vanthan	Deputy Director		Oct. 24, 2005
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297	Mr. UY Soeurn	CC First Vice Chief			
298	Mr. IM Yun	CC Second Vice Chief			
299	Mr. SORN Sun	CC member			
300	Mr. Hars Horn	CC member			
301	Mr. Yos Cheng	CC member			
302	Ms. CHHOURN Socheath	Chief of CC Women's Affairs			
	Seila/Partnership for Local Governance				
303	Mr. Julian ABRAMS	Program Advisor, Phnom Penh			Nov. 2, 2005
304	Mr. Ashish Joshua Ingty Hohn	NRM Research Coordinator, Ratanakiri			
305	Mr. HOU Serey Vathana	Senior CNRM TA, Ratanakiri			
306	Mr. LONG Soeung Sopheak	Planning, M & E, Svay Rieng			
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309	WB	<b>Mr. Daniel Atler</b>		Sandra Libunao	Nov. 6, 2005
E	<b>THE OXFAMS</b>				
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311	Ame	<b>Ms. Femi Pinto</b>		Sandra Libunao, Vutheary Kong & Somethear- rith Din	Oct. 30, 2005
312	Aus	<b>Mr. Sam Sovann</b>		Sandra Libunao	Nov. 3, 2005

## Annex 4: Tools

### Annex 4.1: Counterparts Discussions

General	
1	What internal & external (regional & global) events, initiatives, developments have affected Cambodia for the last 5 years?  Cite examples: e Economic p Political c Cultural
2	NGOs/Donors Gov't bodies (e.g. ASEAN) Businesses  What were the outcomes or results of these initiatives?
3	2 Make a judgment: Which are negative (threats or risks to development)? Why? Which are positive (opportunities or boosts for development)? Why? Threats or opportunities on: e food & income security e employment & working conditions c health c education epc emergency aid p conflict prevention & peace building p Social & political participation pc Identity (women & minorities)
4	How did various sectors respond to these? NGOs/Dev Com/Civil Society  Govt Businesses

	Looking back over the past 10/20 years of development in Cambodia, which interventions from the development community gained the most success?
5	<p>Why are these successes?</p> <p>What factors contributed?</p> <p>What interventions were "failures" or less successful? Why?</p>
6	In the current context (national, regional, global) what interventions or directions would be key or pivotal to trigger development?
Specific	<p>How do Cambodian NGOs communicate or relate to development donors?</p> <p>To what extent do you think that Cambodian NGOs participate or even drive the development in Cambodia?</p> <p>Minimal</p> <p>Moderate (sometimes on/off; inconsistent)</p> <p>Maximal</p> <p>If you were to decide on what directions/strategies/programs NGOs/Civil Society should take, what would these be?</p> <p>What roles are development donors playing in 2 Cambodia?</p> <p>What are their contributions to Cambodia development? Give examples.</p> <p>What has Novib contributed that is different 3 from other development donors?</p> <p>What has Novib contributed that is/are the same from other development donors?</p> <p>In what ways Novib contributions are the same or different?</p> <p>What is Novib's contribution to your 4 organization?</p> <p>How long have you been a partner of Novib?</p> <p>How does Novib relate to you as far as programming (planning/implementing programs)?</p> <p>What are the good things in your relationship with Novib?</p> <p>What can be improved further in your relationship with Novib?</p> <p>In the past 5 years what problems related to your programs or your organization have occurred?</p> <p>How have you communicated this to Novib?</p> <p>How did Novib respond?</p> <p>Have you seen changes in the way Novib work? What changes?</p>

Do you like these changes? Why? Why not?

What network do you participate in/belong to?

4

How has your participation in these networks promoted the objectives of your organization?

How could your participation in these networks be improved to further promote the objectives of your organization?

Have you participated in the toolbox

5 workshop?

How did you find it? How are you using the learnings/lessons from that workshop, if any?

More Specific to the Counterparts

1 Funding portfolio  
grants

---

self-generated income  
loan?  
savings? Interests from savings?

What is your organization's sustainability  
2 plan?

---

3 aggregate personnel

---

mgt  
officers  
rank & file

4 Average number of years tenure of staff?

---

What staff training are done the past 4 years?  
5

---

6 efficiency ratios

---

total funding portfolio/staff

---

total funding portfolio/beneficiaries

---

percentage of overhead/program expenses  
(2001-2005)

---

<u>7</u>	Is there a written financial policies of the organization?
	Is there written personnel policies of the organization? Personnel manual? Personnel handbook?
	Is there written operations policies of the organization?
	<u>Is there a clear decision making process in this organization? Is it written?</u>
	Are levels of decision making clear, written and implemented? Who can decide what?
	How are conflicts resolved internally?

What new programs have been developed/designated the past 5 years?

- 1 How did you come up with these programs?
- Where did the need originated?
- How was the response to the need conceived?
- Who were involved?
- Which of these new programs have been offered to Novib for funding?
- Which of these new programs have been offered to other funders?
- Which of the new programs offered to Novib got support?
- Which of the new programs offered to other funders got support?
- Based on your observations, what major and significant changes occurred for the past 5 years (ask for 3 examples)
  - in the lives of the people?
  - in the way community leaders (informal and formal) behaved?
  - in the services of other NGOs and civil society in the community?
  - in the quality and quantity of services?
  - in the quality and quantity of services of local government agencies?
- What factors contributed to these changes?
- What do you think did you contribute to these changes?
- How could you have contributed better?
- In your work in the communities during the last 5 years what unforeseen events occurred? Please enumerate 3 to 5.
- Did you respond? How did you respond?

**Field Staff/  
Activists**

Based on your observations,  
what major and significant  
changes occurred for the past

1 five (5) years (ask for examples)  
in the lives of the people?

in the way community leaders  
(informal and formal) behaved?

in the services of other NGOs  
and civil society in the  
community?

in the quality and quantity of  
services?

in the quality and quantity of  
services of local government  
agencies?

What factors contributed to these  
2 changes?

What do you think did you

3 contribute to these changes?

How could you have contributed  
4 better?

In your work in the communities  
during the last 5 years what  
unforeseen events occurred?  
Please enumerate 3 to 5.

5

Did you respond? How did you  
6 respond?

**Beneficiaries:**

**Victims**

1 draw:

their lives before 5 years ago	their lives now Oct 2005	the future Oct 2010
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draw:

A timeline of significant &  
memorable events/changes in  
their lives and/or in the  
community life

let each one explain their  
drawings

2 Ask the group:

Were these events good or bad  
for yourself? Your family? Your  
family?

Why were these good or bad?

What factors contributed to  
3 these?

How did you respond to these  
4 events? Why?

How did other people or groups  
of people responded? Why?  
5  
leaders?  
NGO workers?  
govt officials?

## Police/Court

Based on your observations,  
what major and significant  
changes occurred for the past  
five (5) years (ask for examples).

## Official

in your work? Your  
responsibilities? Your roles?  
in the community?  
in the lives of the people?  
in the way community leaders  
(informal and formal) behaved?

What factors contributed to these  
changes?  
What do you think did you  
contribute to these changes?  
How could you have contributed  
better?

In your work in the communities  
during the last 5 years what  
unforeseen events occurred?  
Please enumerate 3-5.

Did you respond? How did you  
respond?

## NGOs

What new programs have been  
developed/designated the past 5  
years?

How did you come up with these  
new programs?  
where did the needs originate?  
how was the response to the  
need conceived?  
who were involved?

Based on your observations,  
what major and significant  
changes occurred for the past  
five (5) years (ask for examples)  
in the lives of the people?

in the way community leaders  
(informal and formal) behaved?

in the services of other NGOs  
and civil society in the  
community?

in the quality and quantity of their  
services?

in the quality and quantity of  
services of local government  
agencies?

What factors contributed to these  
changes?

What do you think did you  
contribute to these changes?

How could you have contributed  
better?

In your work in the communitieis  
during the last five (5) years what  
unforeseen events occurred?

Please enumerate 3-5.

Did you respond? How did you  
respond?

Commune  
Councils

What are their roles in the  
community?  
How do they think they performed  
these roles in the past? Good,  
better, best, bad or poor?

How many women are in the  
council? Since when?  
What are their positions?  
How do the commune council  
decide?  
What decisions have been taken  
the last five years?

How have they arrived at these  
decisions? What processes were  
taken? What activities, if any?

## Annex 4.2: Resource Persons/Personalities Discussions

### General

1 What internal & external (regional & global) events, initiatives, developments have affected Cambodia for the past 5 years?

Cite examples:

e Economic

p Political

c Cultural

NGOs/Donors

Gov't bodies (eg: ASEAN)

Businesses

2 What were the outcomes or results of these initiatives?

3 Make a judgment:

Which are negative (threats or risks to development)? Why?

Which are positive (opportunities or boosts for development)?

Why?

threats or opportunities on:

e food and income security

e employment and working conditions

c health

c education

epc emergency aid

p conflict prevention and peace building

p social and political participation

pc identity (women/minorities)

4 How did the various sectors respond to these?

NGOs/Dev community/civil society

Govt

Businesses

5 Looking back over the past 10/20 years of development in

Cambodia, which interventions from the development community gained the most success? Why are these successes?

What factors contributed?

What interventions were "failures" or less successful? Why

6 In the current context (national, regional, global), what

interventions or directions would be key or pivotal to trigger development?

### Specific

1 How do Cambodian NGOs communicate or relate to development donors?

To what extent do you think that Cambodian NGOs participate or even drive the development in Cambodia?

(If you were to decide on what directions/strategies/programs NGOs/Civil Society should take, what would these be?)

Minimal

Moderate (sometimes, on&off, inconsistent)

Maximal

2 What roles are development donors playing in Cambodia?

What were their contributions to Cambodia development? Give examples.

What has Novib contributed that is different from other

3 development donors?

What has Novib contributed that is/are the same from other development donors?

(In what ways Novib contributions are the same or different?)

What roles in Cambodian development do Novib counterparts play?

What do Novib counterparts do well for Cambodian development?

What can they do better?

Have you seen changes in the way Novib work? What changes?

What do you think is the role or niche of Oxfam International has 4 in Cambodia development?

What do the OI or OI members do best?

What can they do better?

5 What are main groupings/network of NGOs in Cambodia?

In what ways are they different in perspectives, approaches, strategies and programs?

How do NGOs resolve their differences? Do they resolve these 6 differences at all?

How do development donors help resolve conflicts or contribute to the widening of conflicts?

7 What recommendations can you give to Novib?

# Annex 4.3: Questions for the Oxfams

Novib's Core Country Program Evaluation  
October and November 2005

## Questions for the Oxfams

1. Determine what are some of the OI milestone interventions during the past 5 years.
2. Discuss what you think as the main results (on civil society and ultimately on the poor people's lives ?) of these OI interventions and the work of OI counter parts.
3. If and how regional interventions contributed to development in Cambodia.
4. What has been Novib's role/that of counterparts in contributing to 1-3 ?
5. What are the major challenges OI encounters in Cambodia (or in the region) today?

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# Colophon

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Remarks: For further information contact Quality & Control Unit