

SPACE

លើកកម្ពស់ការបំពេញការងារ គណនេយ្យភាព និងការចូលរួមរបស់ប្រជាពលរដ្ឋ ដល់ក្រុមប្រឹក្សាតាមបែបប្រជាធិបតេយ្យនៅកម្ពុជា

យើងទាំងអស់គ្នា ដែលបានចុះហត្ថលេខាខាងក្រោម បានព្រមព្រៀងផ្តល់ការគាំទ្រ ចំពោះការអនុវត្តសកម្មភាពនានា ដូចមានចែង ក្នុងឯកសារឧបសម្ព័ន្ធភ្ជាប់ក្នុងអនុស្សរណៈនៃកម្មវិធី ដែលមានគោលដៅជំរុញការអនុវត្តកម្មវិធីជាតិ សម្រាប់ការអភិវឌ្ឍតាម បែបប្រជាធិបតេយ្យនៅថ្នាក់ក្រោមជាតិនៃ គ.ជ.អ.ប។ យើងទាំងអស់គ្នាបានទទួលស្គាល់ថា កិច្ចព្រមព្រៀងប្រតិភូកម្មវិធីរវាង DFID Sida និងអង្គការ GTZ ក្នុងនាមជាទីភ្នាក់ងារប្រតិបត្តិការតំណាងឱ្យភាគី BMZ ត្រូវបានចុះហត្ថលេខានៅពេលនេះនឹង ទទួលស្គាល់ថាកិច្ចព្រមព្រៀងប្រហាក់ប្រហែលមួយទៀតជាមួយនឹងប្រតិភូសហភាពអឺរ៉ុបកំពុងរង់ចាំការចុះហត្ថលេខា ព្រមព្រៀង ចុងក្រោយ។ ដូចបានព្រមព្រៀងគ្នា ការអនុវត្តសកម្មភាពនានានឹងត្រូវបានផ្ទេរពីរដ្ឋាភិបាលអាស៊ីម៉ង់ដទៅឱ្យអង្គការ GTZ ជាអ្នកអនុវត្ត។



ឯកឧត្តម សក់ សេង្នា

តំណាង

គណៈកម្មាធិការជាតិសម្រាប់ការអភិវឌ្ឍតាមបែបប្រជាធិបតេយ្យ

(គ.ជ.អ.ប)



Dochoo Moreno, Rafael

តំណាង

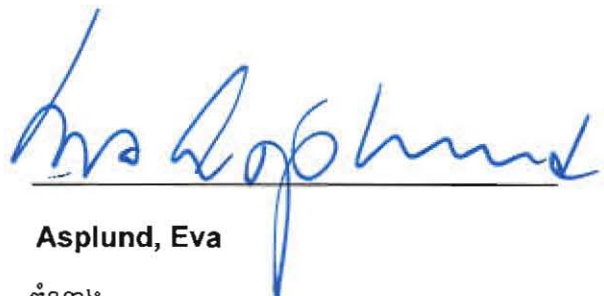
ប្រតិភូសហភាពអឺរ៉ុប



Riad, Hady

តំណាង

Bundesministerium für Wirtschaftliche
Zusammenarbeit und Entwicklung (BMZ)



Asplund, Eva

តំណាង

ទីភ្នាក់ងារសហប្រតិបត្តិការអភិវឌ្ឍន៍អន្តរជាតិស៊ីឌីអ៊ែត
(SIDA)



Erlebach, Rick

តំណាង

ក្រសួងអភិវឌ្ឍន៍អន្តរជាតិ (DFID)

SPACE

Strengthening Performance, Accountability and Civic Engagement
of Democratic Councils in Cambodia

We, the undersigned, hereby agree to support the implementation of the activities described in the attached SPACE Program Memorandum which are intended to advance the National Program for Sub National Democratic Development of the NCDD. We acknowledge that the delegation agreement between DFID, Sida and GTZ as implementing agency on behalf of BMZ has been signed, and that a similar agreement with the EU Delegation is awaiting a final signature. As agreed, the implementation will be commissioned by the German Government to GTZ.



H.E. Sak, Setha

for the
National Committee for Democratic Development
(NCDD)



Dochoa Moreno, Rafael

for the
European Union Delegation



Riad, Hady

for the
Bundesministerium für Wirtschaftliche
Zusammenarbeit und Entwicklung (BMZ)



Asplund, Eva

for the
Swedish International Development
Cooperation Agency (Sida)



Erlebach, Rick

for the
Department for International
Development (DFID)

PROGRAM MEMORANDUM

**EU Program
for
Strengthening Performance, Accountability and
Civic Engagement
(SPACE)
of Democratic Councils in Cambodia**

Final Draft

March 2010

CONTENTS

	Contents	Page
	List of Acronyms	3
	List of Tables	3
	Main Document	
1	Summary	4
2	Program Details	
	2.1 Program Description	6
	2.2 Program Appraisal	10
	2.2.1 Background	10
	2.2.2 Approach - Harmonisation	11
	2.2.3 Economic	11
	2.2.4 Social	12
	2.2.5 Gender	12
	2.2.6 Institutional	12
	2.2.7 Political	13
	2.2.8 Environmental	13
	2.2.9 Fiduciary	14
	2.3 Lessons and evaluation	
3	Program implementation	
	3.1 Program costs	15
	3.2 Sources of funds	16
	3.3 Program Governance structures	
	3.3.1 Coordination within EU group	16
	3.3.2 Coordination with Government and other partners	17
	3.3.3 Technical advice for EU partners	17
	3.3.4 Contracting and procurement	18
	3.3.5 Accounting and audit	18
	3.3.6 Monitoring and reporting	18
4	Undertakings and Risks	
	A. Developmental risks	19
	B. Implementation risks	20
	C. Management risks	21
5	Conditionality	23
	Annexes	
	1. Logic model and program structure	
	2. Logical framework	
	3. Activity Program	
	4. Program Budget	

ACRONYMS

ADB	Asian Development Bank
AWPB	Annual Work Plan and Budget
BMZ	German Federal Ministry for Economic Cooperation and Development
C/S	Commune/Sangkat
CSO	Civil Society Organisation
D&D	Decentralisation and Deconcentration
DD	Democratic Decentralisation
DANIDA	DANIDA International Development Agency
DDLG	Democratic Decentralised Local Governance Project
DFID	Department for International Development (UK)
DP	Development Partner
DOLA	Department of Local Administration (MOI)
EC	European Commission
EU	European Union
EUDP	EU Development Partner
FTE	Full time equivalents
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HR	Human resources
L-M-H	Low-Medium High (Risks)
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MOI	Ministry of Interior (RGC)
NCDD	National Committee for Democratic Development
NCDD/S	NCDD secretariat
NPSNDD or NP	National Program for Sub-national Democratic Development
OL	Organic Law
PACT/LAAR	Local Administration and Reform Program (Managed by PACT for USAID)
PAG	Programme Advisory Group
PM	Programme Memorandum (DFID)
PSDD	Programme to Support Decentralisation and Deconcentration
PMC	Programme Management Committee
RGC	Royal Government of Cambodia
SC	Steering Committee
Sida	Swedish International Development Agency
SN	Sub-national
SPACE	Strengthening Performance, Accountability and Civic Engagement of Democratic Councils in Cambodia
TA	Technical Assistance
TWG/DD	Technical Working Group for Democratic Accountability
UNCDF	UN Capital Development Fund
UNDP	UN Development Programme
UNICEF	UN International Children's Emergency Fund
USAID	US Agency for International Development

List of Tables

1. Program Budget
2. Source of funds
3. Risk analysis matrix

EU Program for Strengthening Performance, Accountability and Civic Engagement (SPACE) of Democratic Councils in Cambodia

SECTION 1: SUMMARY

1. Despite impressive progress in poverty reduction, many living in rural Cambodia are poor, excluded and without protection for their rights, livelihoods or a voice in their future. Mechanisms to enable dialogue between government and citizens are weak and conflicts continue to be resolved outside the state system.

2. Political economy analysis commissioned by European Union (EU) Member States suggests that Cambodia can make more sustainable progress on MDGs by focussing on strengthening the responsiveness and accountability of the state. A key entry point is the local government reform process.

3. This joint EU program is designed to address three key challenges in the local government reform process which weaken citizen voice and accountability:

- First, it will help tackle donor fragmentation which has directly undermined local voice and political accountability and be a catalyst for the design of a new, broader programmatic approach from 2011 onwards.
- Second, it will overcome gaps in the Royal Government of Cambodia's 10-year National Program for Sub-national Democratic Decentralisation by providing high-level policy advice to government on strengthening voice and accountability at the local level to complement existing operational TA and its focus on service delivery/operational issues.
- And third, it will model civic engagement and design of systems and structures that will strengthen deliberative space and citizen voice to inform the first phase of the National Program (2011-13).

4. The programs a milestone in improving aid effectiveness. It brings together six Member States and the European Union Delegation under a single mechanism. It is the first tangible output of the EU division of labour exercise that began in Cambodia in 2008 following Accra. Our success has encouraged UN agencies to begin a similar exercise. We have been instrumental to the World Bank's decision to open up its second Rural Investment and Local Governance Project to a fundamental redesign, moving from a project-based approach to the design of a multi-donor program-wide approach with the EU and other development partners from 2011.

5. The budget is Euro 3.880.000 with the following contributions: European Union Delegation (Euro 1.500.000), Germany (Euro1.110.000), Sweden (Euro 390.000) and the UK (Euro 880,000). The programme will be managed by GTZ under a delegated cooperation agreement. Sida will co-chair a steering committee with the Secretary of State, Ministry of Interior. The program will begin in February 2010 and be completed in June 2011 by which time the EU will begin providing support through a broader donor program-wide approach under a new joint program.

6. The purpose of the program is to support national and sub-national agencies jointly develop structures, procedures and capacities enabling them to be more responsive to citizens. That means to support the strengthening of deliberative (or political) space through which citizen representatives can take and be accountable for their decisions. This project is expected to improve the lives of ordinary Cambodians by contributing to the goal of citizens and the state engaging in constructive and inclusive dialogues about development choices, rights and services and citizens increasing their sense of citizenship.

SECTION 2: PROJECT DETAILS

PROJECT DESCRIPTION

7. EU donors have been funding the local government reform in Cambodia since 2001. We have been supporting a long-term process of political reconstruction in rural Cambodia where endemic mistrust in government authority and the legacy of three decades of conflict are being overcome.

8. Cambodia's local government reform began with the creation of directly-elected commune councils in 2002. The communes are critical because they are the lowest elected level of government delivering services in rural areas where 90% of Cambodia's poor live.

9. The councils receive discretionary funds from the national budget to commission projects and respond to the needs of constituents. The councils have created an important platform for citizen accountability and helped begin to shift the focus of local governance from a top down process of planning to a bottom up, political process of contest around the budget.

10. Development Partner funds – including separate projects supported by five EU Member states (Denmark, France, Germany, Sweden and UK) and the European Union Delegation – have been used to rebuild the country's shattered infrastructure, improve natural resources management and social services and develop government systems and structures at the local level where previously they did not exist.

11. This reform has started a process where the local state is increasingly accepted as a legitimate authority, able to bring local development. It is a contributing factor explaining why Cambodia is the exception to the rule as a fragile state that has not slipped back into conflict.

12. Despite this remarkable progress, a number of significant challenges have emerged that this programs designed to address.

13. First, aid to local government reform remains massively fragmented. It is dominated by separate projects, which bypass government systems and impose external monitoring and reporting requirements. A large amount of funding remains off budget and is earmarked according to donor – not council – priorities. Although a study commissioned by government in 2006 illustrates how these donor support modalities have undermined commune accountability and voice, donor commitments to change remain weak.

14. Second, donor-supported policy advice and technical support has focussed predominantly on strengthening administrative oversight and service delivery at the sub-national level to the neglect of citizen voice and accountability. For example, the Government's 10-year National Program focuses on improving service delivery and is presented in terms of program areas and platforms relating to transferring functions to councils. There is little attention paid to the establishment and functioning of councils themselves and measures to strengthen democratic accountability.

15. Third, the government's vision for local government reform has expanded and could potentially weaken citizen accountability. With the passage of the Organic Law in 2008, potentially the locus of power could shift upwards to the indirectly elected district and provincial councils and away from the directly-elected commune councils. New lines of accountability have emerged and the indirect party list system for district and provincial councils could dilute the primary accountability of the communes. As government's 2006 study on decentralisation and deconcentration concluded, many lines of accountability do not necessarily lead to greater accountability (Royal Government of Cambodia, *Independent Study on Options for Support to Decentralisation and Deconcentration*, 2006)

16. In response to these challenges, the EU program brings current and future program of member states into a unified program of support within the framework of the National Program.

17. The purpose of the program is to support national and sub-national agencies to jointly develop structures, procedures and capacities enabling them to be more responsive to citizens.

18. The program will support 5 outputs. The overall project logic is set out in Annex 1 and detailed activities and log frame indicators are included in Annex 2.

Output 1: EU-RGC Dialogue and Mission: Support design of a multi-donor program approach to implement Government's National Program from 2011 onwards

19. 2010 is an important transition year. A 10-year National Program for Sub-national Democratic Decentralisation which has been under design for the past 12 months is nearing completion. Government expects this to trigger the phasing out of multiple donor projects and the realignment of support under a program-wide approach. However, donor commitment to this new approach is weak. This component will allow the EU to respond to a specific request from government for it to play a catalyst role and broker a broader multi-donor program from 2011. Funds will be used to provide TA to government to help design the new program-wide approach.

20. The EU will use its position in the Technical Working Group on Decentralisation to encourage other donors to honour international commitments on aid effectiveness. Key principles such as using government systems, bringing donor funds on-budget and making them discretionary so the elected representatives (not the donors) set priorities - will also create a better enabling environment for strengthening citizen voice and accountability.

Output 2: Approaches to Democratic Development: Policy advice on strengthening voice and accountability

21. The objective of this component is to open up discussion on concepts and ideas and build a greater/deeper and more informed understanding with key government and development partner counterparts of approaches to democratic development, thereby strengthening the enabling environment.

22. This component supports through TA a facilitated process of policy dialogue around options for democratic development, including democratic accountability using different country experiences and international good practice. This includes a policy forum supported by a range of international practitioners and academics to promote dialogue and debate about different conceptual and theoretical approaches to democratic development.

23. These debates will be framed around key issues for building civic engagement and will be used to frame a series of facilitated and focused study visits looking at the operational implications of civic engagement, accountability mechanisms and deliberative processes. The debates and study visits will be used to inform on-going development of civic engagement in the modelling areas (see below) together with development of further legal and administrative instruments necessary to support the wider adoption of civic engagement processes nationwide. A tentative list of issues to address has been identified with the government's National Committee for Democratic Development (NCDD).

Output 3: Models for civic engagement: Strengthening Councils for civic engagement in modelling areas (2 provinces) to support voice and oversight

24. This component responds directly to Platform 1 of the National Program and Outcome 1.3 - 'programs to increase citizen involvement and which protect citizens' rights are implemented'. It will develop and test models of civic engagement in at least two provinces. It will focus on the inter-relationships between different levels of government – commune, district, sangkat, municipality and province – and between elected councils and the appointed Boards of Governors. The provinces selected for testing will represent the diversity of livelihood/economic systems in Cambodia including, municipalities and rural areas and, within the rural areas, both agriculture and natural resource systems.

Output 4: Awareness: Communication and Dissemination of Information by NCDD on the sub-national democratic process

25. The lack of awareness of sub-national reform and the requirements of democratic accountability negatively affect the ability of National Committee to roll out the national program. Lawmakers, policymakers in central and sector Ministries regard local government reform as competition in the allocation of national budgets and donor funds and in their ability to control delivery within their own sector. Greater awareness of the nature of democratic development, its benefits and limitations especially among members of the National Assembly and Senate, civil society leaders and the public at large will help create the conditions under which specific elements of sub-national reform will be agreed and approved.

26. In addition, this component will support the development and implementation of a NCDD communications strategy to raise awareness on sub-national reforms within and outside government and at national and sub-national levels. This will include training for strengthening the understanding of democratic accountability for state and non-state actors.

Output 5: Strengthening responsiveness; Functional assignment for the sub-national level

27. The allocation of mandates and powers to councils – or the process of functional assignment – has implications for the strengthening voice and accountability. The greater the discretionary space, the greater the responsibility and opportunity for a council to advance the interest of its territory. If the mandate is tightly prescribed – with limited discretionary space – the council mandate tends towards oversight only. This component will support the National Committee for Democratic Development (NCDD) in developing an overall methodology for functional assignment which will help strengthen deliberative space.

28. The program will benefit Cambodian society as whole. The goal (indirect objective) of the EU program within the overall framework of the Government's National Program is:

Citizens and the state engage in constructive and inclusive dialogues about development choices, rights and services and citizens increase their sense of citizenship.

29. This goal will be measured by a multi-stage random sample survey of citizens' perception of transparency, accountability, responsiveness and effectiveness of local government (The survey will be commissioned from an independent research organisation and, ideally, incorporated as a baseline for the first year of the National Program).

PROJECT APPRAISAL

Background

30. Remarkable progress has been made with local government reform despite donors struggling with the legacy of aid modalities developed during the post-emergency phase and pursuing practices that actually undermine future state building in Cambodia.

31. Aid to local government reform remains massively fragmented. It is dominated by discrete projects, which bypass government systems and fails to effectively address the needs of Cambodia's rural poor. In many cases the focus of donor projects has prioritised the needs for capital investment, rather than with wider forms of development, such as governance of natural resources, land distribution and economic development.

32. Donor competition, poor coordination and low trust have led to contradictory policy advice to government and the inefficient use of aid. The burden on government – which already suffers from weak capacity after three decades of conflict – is high and the commitment to improve on this among donors is weak.

33. This EU program is designed to be a catalyst for change and to reduce donor 'harm' in its engagement with and support for Cambodia's local government reform process. It is the direct result of an EU division of labour process that began in 2008 following the Accra Conference on Aid Effectiveness (see box below).

The EU Division of Labour Exercise in Cambodia (2008-present)

In response to commitments at Accra, EU Member States began a division of labour exercise in 2008. The main purpose has been to support strengthening sub-national democratic development through:

1. Engagement with the design of the Government's 10-year National Programme;
2. Development of this joint programme under EU division of labour arrangements during the 2010 transition year; and
3. Support for the design of a new, broader multi-donor programme from 2011 onwards.

The main outputs from the exercise have been:

- Issuing an EU common position on local government reform in October 2008.
- Preparing joint EU comments on the first four drafts of the National Program document.
- Leading the national program dialogue on Accountability, Responsiveness and Oversight on behalf of development partners.
- Commissioning an independent joint appraisal of the 4th draft of the national program on behalf of EU Member States.
- Agreement to design and finance this 18-month joint program under a delegated cooperation agreement with Germany to support implementation of the first year of the National Program with a focus on strengthening voice and accountability; ii) pilot joint EU delegated cooperation and management arrangements; iii) inform design of a wider joint donor program from 2011.

34. This program has been developed and designed in close consultation with the NCDD Secretariat.¹ The Secretary of State, Ministry of Interior, has endorsed the EU approach and the focus on voice and accountability. It will be implemented under the aegis of the NCDD

¹ Specifically, the Secretary of State, Ministry of Interior and head of the NCDD Secretariat.

Secretariat and is consistent with and adds to the focus areas and platforms set out in the government's National Program.

35. The EU will focus its support on the development of systems of democratic accountability through councils in general and commune and sangkat councils (voice and oversight mechanisms) in particular. It will support responsive sub-national government in the ways:

- Engaging in a political dialogue with the government and other development partners;
- Supporting sub national councils to exercise democratic accountability; and
- Providing technical advice to key elements of the national program especially those which enable responsive sub national government.

36. The justification for continued EU support to democratic development is the opportunity to develop mechanisms and capacity for democratic voice in decisions affecting people's lives – their rights and livelihoods. The program will build on the successful commune and sangkat councils and develop linkages between these councils and the indirectly elected provincial and district councils.

37. In this context, it is envisaged that future investment funds will give councils the capacity to deliberate and take decisions based on the voice of the citizens.

Approach: Harmonisation

38. To date, different development partners have supported local government reform in Cambodia through a range of different project approaches. The World Bank and ADB focus on strengthening councils in terms of their effectiveness as instruments to achieve single issue developmental objectives. UNDP, Sida and DFID, have so far focused their support on the provincial administration and the communes and sangkat councils through support to the Seila programme and its successor. UNDP also implements a project, funded by the European Commission, to strengthen the National League of Communes and Sangkats/Councils and to support inter-municipal cooperation. UNICEF focuses on supporting the women and children committees at the commune level and social services. UNCDF is supporting the sub national governments in development of planning guidelines and advising the Ministry of Finance on drafting a law on sub national finance management and financial transfers. German support through the Administrative Reform and Decentralisation Program (ARDP) has focused on training and functional assignment. ARDP will be merged with into this new program. USAID is strengthening civil society in promoting citizens' interests in decision-making processes. France supports the formation systems of civil servants

39. DANIDA provides support for natural resource management at the commune, district and province levels as part of its broader Multi-Donor Livelihoods Facility (MDLF) co-financed by DFID and New Zealand Aid. While DANIDA has actively engaged in the EU process, it will assess any future involvement in a post-2010 joint EU program during the design of the second phase of the MDLF in early 2010.

40. The current EU program is a milestone in improving aid effectiveness. It brings together six Member States and the European Union Delegation under a single mechanism. It is the first tangible output of the EU division of labour exercise that began in Cambodia in 2008 following Accra. Our success has encouraged UN agencies to begin a similar exercise. We have been instrumental to the World Bank's decision to open up its second Rural Investment and Local Governance Project to a fundamental redesign, moving from a project-based approach to the design of a multi-donor program-wide approach with the EU and other development partners from 2011.

Economic Appraisal

41. The proposal sets out specific capacity development activities for 2010-2011 including (i) the design of a common EU Program for 2011-13, for which a full economic appraisal is not appropriate at this stage and (ii) a realignment of the current GTZ-funded activities within the likely future program.

42. Technical assistance funds for 2010 and 2011 are provided to support the design of a system of democratic accountability focusing particularly on commune/Sangkat councils and the accountability relationships among councils. This includes the design of an EU common program (early 2010) and the development of ways of working to support council functioning and processes of deliberation (2010-11). Support is also provided to other aspects of responsive government (functional assignment, funding mechanisms) to ensure the full empowerment of commune/sangkat councils in particular and councils in general.

43. The EU group aim to ensure that investment funds are available on-budget, un-earmarked and with minimal conditionality to incentivise democratic accountability by creating space for political voice, choice and oversight. The level and quantum of investment funds is still uncertain and will be determined during 2010.

44. The marginal returns to investments in infrastructure and services in Cambodia are likely to be high given the dearth of investment over the past 50 years. Few people have access to basic services outside the main urban areas and transport arteries. New functions – including regulatory functions - will be developed. The opportunity cost of not providing infrastructure and services through local authorities is to continue supporting centralised programs. Over the long-term these services should be better managed and more appropriately delivered and targeted by sub-national authorities. The lack of capacity at all levels of sub national government means it will take some years before the benefits from greater efficiency and improved effectiveness will be realised. Despite these risks the overall returns to investments are likely to be high.

45. Pooling the funds of the EUDPs through a delegated agreement with Germany/GTZ provides a mechanism to increase an efficient use of the funds. More detailed information on the implementation of the funds can be found in Chapter 3 Implementation – Management Arrangements.

Social Appraisal

46. The relative weakness of grassroots civil society is problematic for democratic accountability. Although commune/sangkat councils, for example are regarded as more responsive and open to civic engagement today than commune officials were ten years ago, there is no culture of critical engagement between local government and individual citizens. Participation tends to be by invitation. Consultation, therefore is frequently limited to an inner circle.

47. The program through its focus on democratic accountability will strengthen council capacity for civic engagement and ensure future allocation of resources through commune/sangkat councils to support poverty reduction activities, in particular for especially vulnerable groups, indigenous minorities as well as women and children. Poverty reduction is a goal of these processes where voice, choice and oversight (democratic accountability) is fostered as well as the provision of responsive services and public goods and the building of identity and social capital.

Gender Appraisal

48. Cambodia's gender empowerment measure is among the lowest in Asia (and the world) reflecting the strong power relations that constrain women's access to the political domain. Their representation in government and parliament is low, as is their access to decision-making. Although there has been progress in establishing a policy environment favourable to the protection of equal rights of women, in practice this has been weakly enforced. Despite the increasing levels of women's participation in the economic sphere with an increasingly strong economic voice, their entry into the political sphere is more limited, as is their political voice. The program has a strong focus on inclusion and in particular to provide opportunities for more marginalised citizens to engage in deliberative processes. It sets in place mechanisms to build women's political capability to exercise their voice. This includes support to women councillors building their capability to have effective and representative voice for other women as well as the wider citizenry.

Institutional Appraisal

49. The establishment of the conditions for democratic accountability is an evolving process to be supported by the program. The Organic Law and associated decrees address some elements of the conditions and define the boundaries of the deliberative procedures through which democratic accountability to foster sub national democratic development will be exercised. To develop ways of working will be the key part of the technical advice to be provided to the councils and Ministry of Interior.

50. The program has an explicit focus on capacity development of the involved stakeholders and a continuous policy dialogue with the NCDD including advice on reform management. It will use a mentoring approach to build individual and organisational skills to manage the reform process at national level and in the modelling areas at sub national level. Developing an approach to functional assignment that is focused on delivering sufficient discretion is critical to foster the space for political choice at council levels. Thus the technical advice to functional assignments will provide support to allocation of powers with this respective spot light. This will be furthered by support to policy advice on the approach towards democratic accountability using different country experience and international good practice. Secondly this will be complemented with a policy dialogue process between NCDD and the EU.

Political Appraisal

51. The program is to be implemented in conditions where political space has narrowed over the last ten years. Civil society is fractured and disorganised and often largely limited as NGOs and user groups. Press freedoms are limited and the judiciary is weak and lacking in independence. Building deliberative procedures in these conditions is constrained by multiple elements of patronage, fear and a culture of quiescence to authority.

52. The program responds to the complex political environment for decentralisation and supports the establishment over time of the key elements of democratic accountability of commune/sangkat councils and the accountability relationships with district, municipal and province level. This includes ensuring that councils have a legal and administrative mandate to discuss, decide, execute and oversee. This is more than the power to implement obligatory functions but rather the ability to make decisions over the allocation of resources in response to local demand.

53. Establishing legal, political, fiscal and administrative mechanism can enhance accountability of civil servants to elected councils and citizens, but must be complemented

by instruments of voice and oversight between elections through civic engagement, organised interest groups and an active media.

Environmental Appraisal

54. The program is expected to be environmentally positive. The mechanisms of voice and oversight will help to inform policies and practices that support poor people to adapt their livelihoods to cope better with the likely impacts of climate change. It is expected that the natural resource management decision-making will increasingly be informed by the deliberative processes held within sub national councils, above all the use of community based processes for natural resource management.

Fiduciary Appraisal

55. The transitional program consists almost entirely of funds for technical assistance and will be managed according to GTZ Rules and Regulations. Less than 20% of the budget will be used to fund associated partner activities and these will be managed according to existing GTZ procedures.

LESSONS AND EVALUATION

56. DFID and Sida have supported Democratic Decentralisation since its inception. As part of this support, a wide range of political and social studies have been undertaken by International and national political scientists. This work has informed understanding in government, technical assistance and the donor community and has been used to inform program design.

In 2006 the EC began implementing DDLG through UNDP. Certain aspects of this project have been key to securing a fragile democratic space. German organizations (GTZ, CIM, DED, InWEnt, as well as political foundations such as Konrad-Adenauer- and Friedrich-Ebert-Foundation) have wide experience of democratic decentralisation both in Cambodia and within the region.

Lessons learnt from all relevant projects, including PSDD and DDLG have been incorporated into the program design.

SECTION 3: IMPLEMENTATION

Management Arrangements

57. The management arrangements for the transitional program described here cover the period 2010-2011 and will be adjusted to reflect the outcome of the 2010 design process. The approach is in line with the EU aid effectiveness agenda and code of practice.

58. The EU will establish a joint funding arrangement with Germany/GTZ responsible for the day-to-day implementation of the program and management of all funds. Participating donors will transfer their contributions to GTZ in accordance with the delegated cooperation agreements, agreed disbursements amounts and schedules and, subject to satisfactory conclusion of the relevant M&E reports. GTZ will manage the procurement, disbursement, oversight and reporting functions according to their rules.

Programme costs

59. The Program budget consists entirely of Technical Assistance costs (Annex 3). It includes funds/resources remaining under the current reprogrammed GTZ support program and additional funds from EU Delegation, Sida and DFID. The budget does not include the cost of the current EU Delegation funded support program for DD which is managed by UNDP.

60. The preliminary budget includes Advisory and office staff (31% of the total), International and local consultants (21%), partner (12%) operational costs, Equipment and vehicles (17%) and GTZ general administrative costs. The general administrative costs are estimates according to the rules for BMZ commissions to GTZ. The cost is calculated in a "post-calculating-system" and may therefore change. In agreement with BMZ the EU Delegation will cover 7% of this cost. The difference will be covered from the BMZ contribution. For all bilateral partners the same calculation rule will be applied to their contribution as applies to the BMZ contribution.

61. The program budget does not cover investment funds during 2010 (already committed) or future investment funds which will be programmed as part of the new programme-wide approach that will be launched in 2011.

The budget is indicative. The amounts within outputs and categories might be adjusted during implementation to be flexible in replying to governments priorities.

SPACE Programme Budget

Output	Direct Cost (Original)	Percent Per Output	Output incl. Cost sharing Euro	Output incl. cost sharing GBP	Output incl. Cost sharing USD	Percent Per cost sharing
1	193,800.00	5%	330,000.00	300,000.00	450,000.00	9%
2	405,400.00	11%	690,000.00	630,000.00	940,000.00	18%
3	541,000.00	15%	920,000.00	830,000.00	1,260,000.00	24%
4	619,800.00	17%	1,030,000.00	940,000.00	1,410,000.00	27%
5	478,200.00	13%	810,000.00	740,000.00	1,110,000.00	22%
Sub Total	2,190,200.00	60%	3,780,000.00	3,440,000.00	5,160,000.00	100%
Cost-sharing						
Mgmt.	222,000.00	6%				
M&E	142,000.00	4%				
Equip./Oper	631,000.00	17%				
Admin.	172,200.00	5%				
Other	22,400.00	1%				
Gen. adm cost	452,200.00					
Subtotal	1,641,800.00	42%				
Total	3,880,000.00	100%				

Source of funds

62. Four Member States will provide a total of Euro 3,880,000 for transitional activities during 2010 and 2011.

Table 2 Source of funds

Euro	2010	2011	Total
EU Delegation	500.000	1.000.000	1.500.000
Sida	200.000	190.000	390.000
BMZ	500.000	610.000	1.110.000
DFID	880.000	0	880.000
Total	2,080.000	1.800.000	3.880.000

63. DFID's contribution to the total cost is 23% all of which must be spent in calendar 2010. Given the closure of the DFID office and program in 2011 there is no possibility of a cost or no cost extension. Any unspent funds attributed to DFID will have to be refunded in January 2011.

64. The Sida contribution is 10% for the period 2010 to 06.2011.

65. The European Union Delegation contribution is 39% and the BMZ contribution is 29% both for the period 2010 – 2011.

Coordination

66. The Technical Working Group for Democratic Development (TWG/DD) is responsible for coordinating development partner assistance for local government reform. It is co-chaired by NCDD and the World Bank/UNICEF with the EU, DANIDA, France Germany/GTZ and Sida currently members in their individual capacity. For the past year, the TWG has focussed primarily on discussion of the National Program components and document drafts. With design almost complete, it is expected that the NCDD will more actively coordinate donor support. For example, it is planning to establish a Steering Committee under the TWG/DD to coordinate and manage new and ongoing donor programs.

67. Prior to the emergence of wider TWG Steering Committee, an EU program **Steering Committee (SC)** will be established at the beginning of the project and be responsible for providing general orientation and guidance, supervision and monitoring of the implementation of the program, issue recommendations for the approval of the work plan, and ensure its appropriate sequencing and coordination with reforms developing in the sector as well as within line ministries at sub-national levels. It will also provide orientation, inform the design and monitor the transition between the present project and the future

broader joint program to be formulated in 2010 and implemented from 2011. The SC should meet every six month and discuss the six monthly monitoring reports.

68. The SC will be co-chaired by a representative of the MOI (Secretary of State, HE Mr. Sak Setha) and of the EUDP (Sida in its capacity as EU lead under the agreed EU Division of Labour). GTZ will act as the Secretariat to the SC. Attendance at the SC will be open to other Government representatives, EU Member States and other development partners. However, in line with the EU Code of conduct, the intention is to limit the number of EU partners interacting with Government.

69. GTZ will prepare six monthly monitoring reports, which will detail activities undertaken and progress towards achieving program outputs as well as financial performance. There will be an independent annual review process which, among other things, will assess on progress against the log frame. The first will take place in February 2011.

70. An EU Program Advisory Committee (PAC) will advice on all strategic decisions related to the implementation of the Programme Memorandum. The PAC will consist of the four EU funding partners (EU Delegation, Germany, Sweden/Sida, UK/DFID) and any other European Union development partners supporting or interested in the local government reforms (i.e. France, DANIDA). The PAC will provide strategic orientation, policy guidance and monitoring to the program as well as to the design of the new program 2011-2013. The mandate of the PAC is expected to extend beyond the transitional year 2010.

71. The European Union Delegation as the largest contributor to the program, will chair the PAC the duration of the transition program.

72. The PAC will meet periodically to prepare for meetings with Government and other committees associated with democratic decentralisation. The chair can convene meetings as required.

73. An **External Program Advisory Group** will be convened to provide technical advice to both the EU and to Government. This group will consist of both international and national experts, who will be contracted to provide long term, periodic inputs. The purpose of the group will be to discuss and review the approach and programs of the SNPDD – initially through the design process and the transitional year. They will present their findings and observations to the EU and NCDD. They shall enrich the discussion through knowledge and experience on decentralisation reforms and approaches of civic engagement/democratic accountability outside Cambodia.

Contracting and Procurement

74. The program will use standard GTZ rules and procedures for contracting and procurement. These are untied and comply with all EC requirements following the EC's "six pillar assessment" of GTZ.

Accounting and Audit

75. All program resources will be subject to an annual independent audit by a competent firm of auditors and in accordance with internationally accepted accounting standards.

SECTION 4: RISKS

76. The project risks presented here relate primarily to the transitional program (2010 – 2011). Further work is required during the design process to define the risks for the longer-term program.

Table 3. Risk analysis matrix

Risk	Description of issue	Likelihood	Mitigation
Developmental risks (Purpose to Goal)			
Democratic institutionalisation does not take place	Separation of party and state does not take place, allowing increased patronage and capture	Medium-high	<ul style="list-style-type: none"> • Program is designed to develop mechanisms for legalised local control • Periodic review and direct engagement with Government
The Cambodian government halts its decentralization policies		Medium-low	<ul style="list-style-type: none"> • Policy dialogue with high ranking key actors, particularly skeptics of the reforms • Study tours dealing with local government topics
Differences of opinion regarding decentralization policies increase within the government	The NCDD, which is responsible for implementing the reforms, is comprised of representatives from different ministries. If differences of opinion arise among the various ministries, this could lead to considerable delays in NCDD decisions.	High	<ul style="list-style-type: none"> • Policy dialogue with key actors • Study tours dealing with local government topics • Communication strategy to support the reform, disseminate best practices and promote discussions on controversial topics
Technocratic approach to D&D substitutes for explicit political processes	Community-driven development paradigm dominates	Medium-high	<ul style="list-style-type: none"> • Commitment from Government • Engagement by EU group with Government and with DPs through Working groups and joint missions
The functional assignment exercise limits the scope of deliberative space and procedures	Range of functions and authority and mandates to deliver are constrained by a technical functional	Medium-low	<ul style="list-style-type: none"> • Unlikely that no functions can be transferred • Support can be developed around council's responsibilities for regulatory functions

	assignment process		
Scope for responsive government limited by commitments to donor-supported sector programs	Continued earmarked funding constrains opportunities for choice and trade-off, councils only able to decide on targeting the benefits		<ul style="list-style-type: none"> Engagement by EU group with Government and with DPs through Working groups and joint missions
Citizens do not engage with sub-national councils	The newly elected councils have few responsibilities, there is low awareness among citizens of the new councils and their roles and the new councils have not had a chance to make visible changes, such that citizens may be disinterested in engaging or may even be afraid to engage	High	<ul style="list-style-type: none"> Develop and implement targeted best-practice examples and disseminate them throughout the country Awareness campaign informs citizens about reform implications Organize exchange of experience between councils Enable exchange of experience among CSOs
Key Ministries unable to agree on a first package of functions	The intention of outfitting all the sub-national levels with an initial set of functions from different ministries is at risk of failing. The negotiations regarding this first package have been going on for months without tangible results	Medium-high	<ul style="list-style-type: none"> Intensify policy dialogue with relevant ministries Develop alternate strategies for specific times, for example the step-by-step transfer of functions from ministries that are ready for such a process.
Implementation risks (Output to Purpose)			
The choice of one or both of the provinces turns out to be hindering the testing of developed approaches, mechanisms and instruments	A lack of motivation among the key actors. The difficult political conditions have made the successful implementation of planned sub-national activities partially or entirely	Medium-low	<ul style="list-style-type: none"> Develop criteria for the selection of provinces If problems arise, analyze the root problems and if necessary, change the program accordingly (supplement or reduce)

	impossible.		
Missing elements of the legal framework cause delays in implementation			<ul style="list-style-type: none"> • Support NCDD to promote the necessary legal framework within the RGC • Include the parliament in communication of reform process
Low qualified people available in the provinces to implement and guide the activities	Absence of public sector pay reforms and the government's cancellation of an interim solution (sector-wide merit-based pay schemes) may encourage the most capable to exit the civil service	High	<ul style="list-style-type: none"> • Development of non-financial instruments, which could increase motivation among the civil servants • Apply selection criteria for the definition of target area that reflect the issue of motivation
Communication via TV, radio and printed media has little impact, because the NCDD and Mol do not open public discussion	The ministries have been very reserved in regard to their publicity work. They avoid all risks and therefore remain conservative in their statements as well as their use of media. Developed approaches and instruments for communication might not be meaningful and therefore awake minimal interest from the public.	High	<ul style="list-style-type: none"> • Focus on verbal communication within the framework of assemblies, forums, etc. • Use of new forms of communication, which arouse interest, e.g. podium discussions
Management risks (Activity to Output)			
The understanding of D & D policy is so limited on the sub-national levels that the process takes much longer than planned	The low capacities of the councils in most communes that reforms might overwhelm them by the speed of the implementation. This might lead to resistance towards the planned sub national activities.	Medium-high	<ul style="list-style-type: none"> • Address the low capacities of the councils in the activities • Develop specific measures for weaker councils • Monitor the pace of implementation and adjust the number of activities in necessary

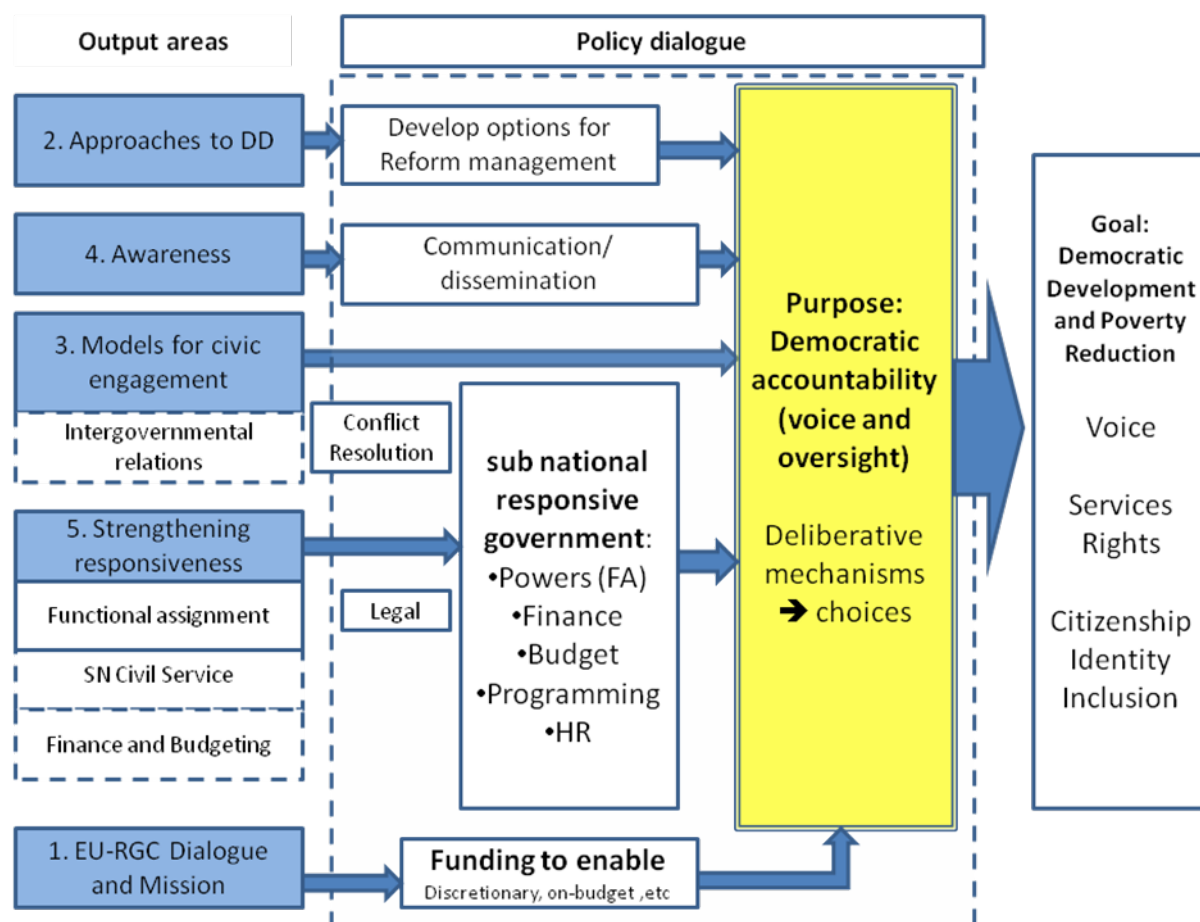
The drafting of guidelines between the national and sub-national levels is delayed	The joint drafting of different guidelines between the various sub national levels has required more time than planned;	Medium	Adjust the number of guideline to be developed to two main topics: <ul style="list-style-type: none">• Areas of cooperation between the different sub-national levels• Information policy of the councils on the cooperation
Due to major delays in the implementation of the 2010 transitional program have an substantial effect on the design of the program to support the NPSNDD (2011-2013)	Since the design mission is to be conducted in the first half of 2010 it might be difficult to draw sufficient information and experience for a appropriate design of a program 2011-2013	Medium	<ul style="list-style-type: none">• Revise the timeframe for the design mission 2010 in March 2010

SECTION 5: CONDITIONALITY

As an indicator of government commitment and support for the program, it is expected that Government will provide personnel, office space and materials. This contribution is estimated to be 100.000 EUR (2010/2011).

NCDD and GTZ will agree upon specific support packages (activity sheets) describing the intended changes, the contributions of each party and the implementation timeframe.

Annex 1 Programme logic model showing outputs, outcomes and impact



INDIRECT OBJECTIVE (GOAL) Citizens and the state engage in constructive and inclusive dialogues about development choices, rights and services and citizens increase their sense of citizenship		BMZ Indicators are not required at this level			
BMZ PROGRAM OBJECTIVE (12/2014) National and sub-national agencies are more effective, transparent and accountable (to citizens) in fulfilling their responsibilities		Citizens' perception of transparency, accountability and effectiveness of local government improves every year on average by ...% (gender- and poverty-differentiated citizen satisfaction survey, baseline: results of <i>PACT/LAAR Citizen Satisfaction Survey 2008 as baseline</i>)			
EU Group DEMOCRATIC DECENTRALISATION Component Objective (Purpose) National and sub-national agencies jointly develop structures, procedures and capacities enabling them to be more responsive to citizens		<ul style="list-style-type: none"> • Project design for support 2011-2013 agreed between NCDD and EUDPs in which democratic accountability is central (Source: Project documents) • Guidelines (at least 2) of councils internal deliberation processes tested in modeling areas (Source: guidelines and manuals) • 2 Studies per year developed with NCDD addressing the strengthening of democratic accountability have been discussed with the stakeholders (for example: approaches to democratic accountability and civic engagement; roles and responsibilities of commune councils; mechanisms and instruments of reform communication at national and sub national level; relationship between functional assignment and democratic accountability) (Source: studies, reports reflecting results of the discussion) • First package of council mandates and powers approved in a consultative and transparent way (Source: document) 			
Outputs	EU-RGC Dialogue and Mission: Support design of multi-donor program approach to implement government's National Program	Approaches to Democratic Development: Policy advice on strengthening voice and accountability	Models for Civic Engagement: Strengthening Councils for civic engagement in modelling areas (2 provinces) to support voice and oversight	Awareness: Communication and Dissemination of Information by NCDD on the sub-national democratic process	Strengthening responsiveness: Functional assignment for the sub-national level

Annex 2 Program log frame

Level	Indicator	Baseline	Milestones		Target	Assumption	
		EOY 2009	EOY 2010	EOY 2011	EOY 2013	Statement	Risk
Goal Citizens and the state engage in constructive and inclusive dialogues about development choices, rights and services and citizens increase their sense of ownership	1. Perception index of positive change in transparency, accountability and effectiveness of local government Citizens by gender Commune councillors	n/a	Baseline to be developed				
	Means of verification Multi-stage random sample survey undertaken by Independent research organisation Survey will be conducted in late 2010 and become the baseline for the National Program (2011-2013)						

Purpose National and sub-national agencies jointly develop structures, procedures and capacities enabling them to be more responsive to citizens	1. Project design for support 2011-2013 agreed between NCDD and EUDPs in which democratic accountability is central	Not in place	Project document				Purpose to Goal Local Councils will make decisions for the common good, not subject to personal and immediate gains Powers and capacity of Councils are defined to allow deliberation and choice regarding (i) Public investments and maintenance of assets; (ii) service delivery; and (iii) regulatory orders Common ground can be established with major DPs and government, especially around democratic accountability	L-M-H
	2 Guidelines (at least 2) of councils internal deliberation processes tested in modeling areas	Not in place	2 guidelines/ manuals developed	2 guidelines/ manuals tested	In place all Prov. -			M
	3. 2 Studies per year developed with NCDD addressing the strengthening of democratic accountability	Not in place	2 studies, reports	2 studies, reports				M-H
	4. First package of council mandates and powers approved in a consultative and transparent way		Draft proposal	Document stating package				L-M
	Means of verification: Report from Program Advisory Group based on project assessment visit, including visits to Councils and discussions with key stakeholders.							
	Inputs							

Output 1 EU-RGC Dialoge and Mission: Support design of multi-donor program approach to implement government's National Program	1. Support program for NP designed jointly with NCDD and other DPs		In place			Implementation assumption Output 1 to purpose EUDPs reach agreement with Govt and DPs on a programmatic approach to support the NP addressing democratic accountability.	L-M-H High-Med
	2. Policy dialogue (on-going)	On-going	On-going	On-going	On-going		
	3. Expert Advisory Group established and functioning effectively		Established + Reporting	On-going	On-going		
Impact weight	Inputs						
40%	(9% of total)						
Output 2 Approaches to Democratic Development: Policy advice on strengthening voice and accountability	1.Policy options developed through Policy forum		GTZ series			Implementation assumption Output 2 to purpose Scope for institutionalising “options” is constrained by legal instruments Agreement on “options” is limited in current political context	L-M-H Med
	2. Study visits completed		Various				
	3. M&E framework developed		NCDD system in place				
	4. Unified NCDD program with common AWPB		Separate donor AWPBs				
Impact weight	Inputs (18% of total)						

Output 3 Models for Civic Engagement: Strengthening Councils for civic engagement in modelling areas (2 provinces) to support voice and oversight	1. Models tested in councils in provinces x2	Nil	On-going	On-going		Implementation assumption Output 3 to purpose Government systems for deliberative practices developed and tested, especially a) Council powers defined b) Discretionary, on budget funds c) Council control over means of implementation d) Permissive legal framework	L-M-H
	2. Guidelines prepared	Nil	Draft	Final			Medium
	3. Intergovernmental relationships tested	Issue under discussio n	Report				
Impact weight	Inputs						
30%	(24% of total)						
Output 4 Awareness: Communication and Dissemination of Information by NCDD on the sub-national democratic process	1. Understanding of democratic accountability disseminated both in the public sector and in civil society	Restricted to very few			Majority of all civil servants understand	Implementation assumption Output 4 to purpose Political context permits higher profile discussion NCDD/S agrees to transparent not restricted communication campaign	L-M-H
	2. Communication strategy developed to raise awareness of Sub-national reforms	None					Medium
	3. New and existing platforms developed and strengthened for promotion of democratic accountability						
Impact weight	Inputs						
5%	(27% of total)						

Output 5 Strengthening responsiveness: Functional assignment for the sub-national level	1.Allocation of powers (i.e. a wide range of functional assignments) associated with discretionary budget	Under discussion	Initial powers agreed		Relevant SN functions decided by SN Councils	Implementation assumption Output 5 to purpose Scope for discretionary funding is possible at this stage of PFM Functional assignment exercise is from the perspective of Council's discretionary powers, rather than sector deconcentration. Support is provided to Councils to develop this capacity Scope to allow role of councils to include mix of: Investment funding Asset maintenance Service delivery Regulatory instruments	L-M-H Medium
	2. Develop methodology on functional assignment process	Under discussion			Councils in control of means of execution (but still with limited capacity)		High-medium
							S/T – High L/T - Medium
Impact weight	Inputs						
15%	(22%of total)						

Annex 3 SPACE-indicative Overview Activities and Sub activities (process steps) per Output

OUTPUT 1	ACTIVITY 1.1	Sub activities	Sub activities	
EU-RGC Dialoge and Mission: Support design of multi-donor program approach to implement government's National Program	Agreement on the outputs of EUDPs support (SPACE) in 2010-2011	Prepare draft program/issues for clarification for first meeting with Mol/NCDD 2010	Discussion on final outputs of EUDP support in 2010-2011	
	ACTIVITY 1.2	Sub activities	Sub activities	
	Establish mechanism for an effective policy dialogue between EUDPs and NCDD and other development partners	Discussion and agreement on mechanism for an effective policy dialogue between EUDPs, development partners and NCDD		
	ACTIVITY 1.3	Sub activities	Sub activities	
	Provide expert support (advisory group) to promote analytical discussion and strategic thinking. Feed into the policy dialogue of main actors on democratic accountability options and practice	Joint selection of members of the advisory team	Establish proceeding for agenda setting and organisation of meetings	
	ACTIVITY 1.4	Sub activities	Sub activities	Sub activities
	Support to design a joint program between RGC and EUDPs for the implementation of the NP SNDD 2011/2013	Support to conduce a design mission and agreement between EUDPs on joint proposal of support to RGC	Conduct workshops and meetings to design joint program between EUDPs and RGC	Agreement between EUDPs and RGC on joint program

OUTPUT 2	ACTIVITY 2.1	Sub activities	Sub activities	Sub activities
Approaches to Democratic Development: Policy advice on strengthening voice and accountability	Support NCDD in developing an approach on democratic development (e.g. State Architecture)	Support dialogue across key reforms (decentralisation, public financial management and public administration)	On request support the development of a sub national HHRR policy and statute	
	ACTIVITY 2.2	Sub activities	Sub activities	Sub activities
	Identify key areas of policy advice for the implementation of the NP SNDD in conjunction with /NCDD to implement the approach to democratic development	Provide detailed work plan for policy advice areas as requested by NCDD for 2010 – 2013 (first plat form of the NP SNDD)	Prepare concept note for policy advice in identified key areas	
	ACTIVITY 2.3	Sub activities	Sub activities	
	Support implementation of policy advice	Facilitate study visits, short causes, seminars (Cambodia and elsewhere)	Support the organisation of discussion forums with different stakeholders (including Assembly and Senate)	
	ACTIVITY 2.4	Sub activities	Sub activities	Sub activities
	Support the development of a monitoring framework and monitoring system in policy advice areas	Support the development of a baseline and monitoring system for citizen satisfaction		
	ACTIVITY 2.5	Sub activities	Sub activities	Sub activities
	Support to unify AWBP	Support the organisation of a retreat		

OUTPUT 3	ACTIVITY 3.1	Sub activities	Sub activities	Sub activities	Sub activities	Sub activities
Models for Civic Engagement: Strengthening Councils for civic engagement in modelling areas (2 provinces) to support voice and oversight	Develop sub national governance system (processes and procedures) for and the unified administration (within and across sub national levels)	Training on OL and legal framework	Develop management skills for council that support decision making: - Meeting preparation - Facilitation skills - Communication	Joint development and testing of guideline: - to promote Gender Equity - for information policy of councils - monitoring mechanisms for councils	Support the development of working mechanisms in the unified administration	Support the integration and coordination between line departments in unified administration
	ACTIVITY 3.2	Sub activities	Sub activities	Sub activities	Sub activities	Sub activities
	Develop sub national system of civic engagement concepts	Develop and test concept and models of citizens' engagement (agenda setting and advocacy through citizens and representative organisations)	Develop and test citizen oversight mechanisms that provide process of review and evaluation	Guidelines setting out roles and responsibilities of councils as well as procedures and advice for civic engagement (deliberative processes)	Provide technical support to bi-annual provincial meeting between CSOs and Province/ District administration	
	ACTIVITY 3.3	Sub activities	Sub activities	Sub activities	Sub activities	
	Strengthen female councillors at all sub national levels	Identify capacity development needs of female councillors	Provide technical support and training to female councillors			
	ACTIVITY 3.4	Sub activities	Sub activities	Sub activities	Sub activities	
	Strengthen provincial associations of commune/sangkat councils	Identify capacity development needs of provincial associations	Provide technical support to provincial associations	Joint development of guideline on cooperation between councils on sub national level		

OUTPUT 4	ACTIVITY 4.1	Sub activities	Sub activities	Sub activities	Sub activities
Awareness: Communication and Dissemination of Information by NCDD on the sub-national democratic process	Training for strengthening the understanding of democratic accountability for public sector and civil society	Training of trainers in all provinces (PLAU, Provincial staff.etc.)	Training on gender and decentralization	Workshop / training on OL/FR (including data base) for D&D WG in selected ministries	Training of trainer on OL for CSOs upon request
	ACTIVITY 4.2	Sub activities	Sub activities	Sub activities	
	Support NCDD in awareness raising on democratic development	Develop communication strategy on democratic accountability	Implement communication strategy through: TV and Radio Bi-monthly newsletter to all councils Information material on citizen engagement	Increase awareness and understanding on D&D amongst Assembly men/women and senators and other key decision makers	
	ACTIVITY 4.3	Sub activities	Sub activities	Sub activities	
	Develop new and strengthen existing platforms for dialogue and exchange of information on democratic development	Support quarterly meeting between government and CSOs on DD Reform	Share information on DD reform through participation in WGPDP	Strengthening platform for dialogue between female politicians-CPWP	

OUTPUT 5	ACTIVITY 5.1	Sub activities	Sub activities	Sub activities	Sub activities
Strengthening responsiveness: Functional assignment for the sub-national level	Support development of package of functions of sub national councils and multiple sectors (obligatory/ permissive) with NCDD in a consultative and transparent way	Identify candidate of functions by using Mol-DOLA and RGC Powers and Functions Database	Identify applicable internal practice and lessons	Support the establishment of a transparent and consultative process for agreeing on first package of functions	Support the establishment of mechanism for review and monitoring implementation of function transfers
	ACTIVITY 5.2	Sub activities	Sub activities	Sub activities	
	Support National League of Commune and Sangkat Councils to propose first package of functions for commune and sangkat councils	Identify candidate functions by analysing data from Mol-DoLA Database and RGC Powers and Functions Database and through field work	Desk study on comparable international experience	Preparation of draft proposal for first package of functions for commune councils and first package of functions for sangkat councils	Preparation of draft internal document identifying candidate functions for future packages of functions for commune and sangkat councils
	ACTIVITY 5.3	Sub activities	Sub activities	Sub activities	Sub activities
	Support NCDD to develop an overall systematic methodology for functional review that strengthens deliberative space	Support NCDD Policy Team in developing a methodology for functional review	Support the NCDD Functions and Resources sub Committee to engage with sector ministries on design of methodology	Maintain, update and disseminate RGC Powers and Functions database outputs	Advisory support to D&D working group of selected sector-ministries
	ACTIVITY 5.4	Sub activities	Sub activities		
	Support legal drafting to strengthen democratic accountability	Support the NCDD Policy team to mainstream democratic accountability in sub decrees and other legislation within the framework of the OL	Strengthen legal drafting of capacity of sector D&D WG and legal units (depends on CLJR and CIM expert)		

