



# Completion Report

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Project Number: 35274  
Loan Number: 1953  
August 2008

## Cambodia: Commune Council Development Project

Asian Development Bank

## CURRENCY EQUIVALENTS

Currency Unit		–	riel/s (KR)
		<b>At Appraisal</b>	<b>At Project Completion</b>
		(as of 28 October 2002)	(as of 31 December 2006)
KR1.00	=	\$0.0002607	\$0.0002457002
\$1.00	=	KR3,835	KR4,070

## ABBREVIATIONS

ADB	–	Asian Development Bank
CCDP	–	Commune Council Development Project
CCDP 2	–	Commune Council Development Project 2
D&D	–	decentralization and deconcentration
DOLA	–	Department of Local Administration
EA	–	executing agency
MOI	–	Ministry of Interior
MOLMUPC	–	Ministry of Land Management, Urban Planning, and Construction
MTR	–	midterm review
NCSC	–	National Committee for Support to Commune-Sangkat Councils
NGO	–	nongovernment organization
OOCR	–	Office of Civil Registration of the Ministry of Interior
PLAU	–	provincial local administration unit
PLG	–	Partnership for Local Governance (Seila Program TA)
PTC	–	project technical cell
RRP	–	report and recommendation of the President
SDR	–	special drawing rights
Sida	–	Swedish International Development Cooperation Agency
SOP	–	standard operating procedure
TA	–	technical assistance
UNICEF	–	United Nations Children's Fund

## NOTES

In this report, "\$" refers to US dollars.

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## BASIC DATA

### A. Loan Identification

- |    |                                  |   |
|----|----------------------------------|---|
| 1. | Country                          | Kingdom of Cambodia   |
| 2. | Loan Number                      | 1953  |
| 3. | Project Title                    | Commune Council Development Project   |
| 4. | Borrower                         | Kingdom of Cambodia   |
| 5. | Executing Agency                 | Ministry of Interior  |
| 6. | Amount of Loan                   | ADB: SDR7,577,000 (\$10 million equivalent)<br>Sida grant: \$3.57 million (attached TA)<br>Government of the Netherlands grant: \$2.4 million (attached TA)<br>Cambodia: \$2.00 million (in-kind) |
| 7. | Project Completion Report Number | PCR: CAM 1042   |

### B. Loan Data

- |    |  |  |
|----|--|--|
| 1. | Appraisal<br>– Date Started<br>– Date Completed  | 19 August 2002<br>23 August 2002                           |
| 2. | Loan Negotiations<br>– Date Started<br>– Date Completed  | 15 October 2002<br>16 October 2002<br>3 December 2002      |
| 3. | Date of Board Approval   | 7 February 2003  |
| 4. | Date of Loan Agreement   |  |
| 5. | Date of Loan Effectiveness<br>– In Loan Agreement<br>– Actual  | 13 March 2003<br>13 March 2003                             |
| 6. | Closing Date<br>– In Loan Agreement<br>– Actual<br>– Number of Extensions                            | 31 August 2006<br>29 November 2007<br>1                    |
| 7. | Terms of Loan<br>– Interest Rate<br>– Maturity (number of years)<br>– Grace Period (number of years) | 1% in grace period, 1.5% thereafter<br>32 years<br>8 years |
| 8. | Disbursements<br>a. Dates  |  |

Initial Disbursement	Final Disbursement	Time Interval
22 May 2003 Effective Date	30 May 2007 Original Closing Date	48 months Time Interval
13 March 2003	31 August 2006	42 months

## b. Amount (million)

Category	Original Allocation <sup>a</sup> (SDR)	Last Revised Allocation (SDR)	Net Amount Available (\$)	Amount Disbursed (\$)	Undisbursed Balance <sup>b</sup> (\$)
1. Civil Works	4.70	5.81	8.55	8.15	0.40
2. Equipment	0.76	0.33	0.47	1.07	(0.60)
3. Photomapping	0.83	0.72	1.05	0.76	0.29
4. Prior Technical Assistance Financing	0.19	0.19	0.28	0.00	0.28
5. Interest Charge	0.14	0.14	0.20	0.17	0.03
6. Unallocated	0.96	0.39	0.66	0.00	0.66
<b>Total</b>	<b>7.58</b>	<b>7.58</b>	<b>11.21</b>	<b>10.15</b>	<b>1.06</b>

( ) = negative.

<sup>a</sup> The difference between the original amount and the revised total amount was due to the exchange rate variation between SDR and the US dollar.<sup>b</sup> The undisbursed loan amount of SDR 575,136.49 (equivalent \$870,313.76) was canceled at loan closing on 30 May 2007, and SDR 117,279.33 was subsequently canceled on 29 November 2007. Total cancellation of loan proceeds is SDR 692,415.82 (\$1,057,603.02 equivalent).

## 9. Local Costs (Financed)

	Appraisal	Actual
- Amount (\$ million)	12.02	9.07
- Percent of Local Costs	63%	57%
- Percent of Total Cost	100%	100%

## C. Project Data

## 1. Project Cost (\$ million)

Cost	Appraisal Estimate	Actual
Foreign Exchange Cost	6.38	6.72
Local Currency Cost	11.02	9.07
<b>Total</b>	<b>17.40</b>	<b>15.79</b>

## 2. Financing Plan (in \$ million)

Cost	Appraisal Estimate			Actual		
	Foreign	Local	Total	Foreign	Local	Total
Implementation Costs						
ADB Financed	4.70	5.30	10.00	4.22	5.76	9.98
SIDA Grant	0.98	2.02	3.00	1.40	1.93	3.33
Gov't of the Netherlands Grant	0.70	1.70	2.40	0.93	1.38	2.31
Borrower Financed	0.00	2.00	2.00	0.00	0.00	0.00
<b>Sub-Total</b>				<b>6.55</b>	<b>9.07</b>	<b>15.62</b>

**IDC Costs**

Borrower Financed	0.00	0.00	<b>0.00</b>
ADB Financed	0.17	0.00	<b>0.17</b>
Other External Financing	0.00	0.00	<b>0.00</b>
<b>Sub-Total</b>	0.17	0.00	<b>0.17</b>
<b>Total</b>	<b>6.38</b>	<b>11.02</b>	<b>17.40</b>
	<b>6.72</b>	<b>9.07</b>	<b>15.79</b>

ADB = Asian Development Bank, IDC = interest during construction.

3. Cost Breakdown by Category Component (\$ Million)

<b>Component</b>	<b>Appraisal Estimate</b>	<b>Actual</b>
<b>A. Base Cost</b>		
1. Facilities	9.06	
2. Civil Works		8.15
3. Capacity Building (TA-4007)	2.75	3.29
4. Equipment		1.07
5. Photo Mapping	1.20	0.76
6. Civil Registration (TA-4008)	2.09	2.29
7. Prior Technical Assistance Financing		
8. Project Review	0.04	0.06
<b>Sub-Total (A)</b>	<b>15.14</b>	<b>15.62</b>
<b>B. Contingencies</b>		
Physical Contingency (est. at 10% of Base Cost)	1.51	
Price Contingencies (est. at 5% of Base Cost)	0.76	
1. Interest Charge		0.17
2. Unallocated		0.00
<b>Sub-Total (B)</b>	<b>2.27</b>	<b>0.17</b>
<b>Total</b>	<b>17.41</b>	<b>15.79</b>

4. Project Schedule

<b>Item</b>	<b>Appraisal Estimate</b>	<b>Actual</b>
Date of Contract with Consultants	3 Apr–5 Apr	Mar 2003
Completion of Engineering Designs		June 2003
Civil Works Contract		
Date of Award	Apr 2003	Nov 2004
Completion of Work	Apr 2005	Dec 2008
Equipment and Supplies		
Dates		
First Procurement	Jun 2003	Feb 2005
Last Procurement	Sep 2003	May 2006
Completion of Equipment Installation		Nov 2006
Start of Operations		
Completion of Tests and Commissioning		
Beginning of Start-Up		

## Other Milestones

1. Delegation of Loan to ADB Cambodia Resident Mission	31 Jan 2005
2. Approval of Minor Change in Scope and Increase in Grant Amount	6 Apr 2005
3. Approval of Minor Change in Scope and Reallocation of Loan Proceeds for Constructing 95 Additional Commune Offices	5 Sep 2005
4. Approval of First Extension of Loan Closing Date from 1 Sep 2006 to 31 Dec 2006	23 Jan 2006
5. Closing of Loan Accounts	27 Nov 2007

ADB = Asian Development Bank.

## 5. Project Performance Report Ratings

Implementation Period	Ratings	
	Development Objectives	Implementation Progress
From 7 February 2003 to 31 December 2003	S	S
From 1 January 2004 to 31 December 2004	S	S
From 1 January 2005 to 31 December 2005	S	S
From 1 January 2006 to 31 December 2006	S	S

S = satisfactory.

## D. Data on Asian Development Bank Missions

Name of Mission	Date	No. of Persons	No. of Person-Days	Specialization of Members <sup>a</sup>
Appraisal Mission	9–24 Aug 2002	6	16	g, a, e, c
Country Programming Mission	5–9 May 2003	1	6	d
Inception Mission	12–16 May 2003	1	7	c
Review	8–12 Sep 2003	1	5	
Review	8–16 Dec 2003	1	8	c
Review	12–21 May 2004	2	10	c, b
Midterm Review (Component 4)	12–30 July 2004	1	21	e, f
Midterm Review	6–24 Nov 2004	1	19	c
Review	9–30 Jun 2005	1	8	b
Review	7 Nov–2 Dec 2005	1	8	b
Review	1–29 June 2006	1	8	b
Final Review of Capacity Building (Component 2)	6–19 Nov 2006	1	14	c
End of Project Review	27 Nov–22 Dec 2006	1	10	b
Project Completion Review <sup>b</sup>	15 Oct -30 Dec 2008	2	75	b

<sup>a</sup> a - counsel, b - programs officer, c - governance specialist, d - senior program officer, e - consultant, f - assistant, g - mission leader.

<sup>b</sup> The Mission consisted of C. Ouch, Programs Officer (Governance) under the guidance of A. Goffeau, Portfolio Management Specialist, CARM.



## I. PROJECT DESCRIPTION

1. Cambodia has historically been a highly centralized state. The long-term institutional reform process of decentralization and deconcentration (D&D), which began with adoption of the Law on Administration and Management of Commune/Sangkat<sup>1</sup> in 2001 and concerns both government decision making and public service delivery, is the single most significant state-building development in the country since the 1993 Constitution. It aims to strengthen governance, consolidate peace and stability, increase accountability and participation, boost efficiency and effectiveness of public service delivery, and thereby enhance equitable development and poverty reduction. The Asian Development Bank (ADB) responded to the Government's request to support this reform process by implementing the Commune Council Development Project (CCDP).<sup>2</sup> The Project's objective was to provide the 1,621 commune and sangkat councils that were first elected in 2002<sup>3</sup> with the facilities, equipment, systems, training, popular understanding, and support required to function effectively.

2. The Project had four components: a facilities component (component 1), a capacity building component (component 2), a digital photomapping component (component 3), and a civil registration component (component 4). The CCDP was supported by grant financing from the Swedish International Development Cooperation Agency (Sida), which provided a total of \$3.57 million (an increase from initial funding of \$3 million following the project midterm review [MTR] in November 2004), and the Government of the Netherlands (\$2.4 million) through the respective technical assistance (TA) projects, the completion reports for which are attached as appendixes 10 and 11.<sup>4</sup> The first provided support under components 1 and 3, plus the whole of component 2. The second supported component 4 in its entirety. The Ministry of Interior (MOI) was the Executing Agency (EA) through its Department of Local Administration (DOLA).

## II. EVALUATION OF DESIGN AND IMPLEMENTATION

### A. Relevance of Design and Formulation

3. The 2002 introduction of elected commune councils in Cambodia was a major initiative in reorganizing the state to promote democratic governance and improve human welfare. For the first time, democratic institutions were introduced at the local level to manage selected aspects of community affairs. The Government adopted an incremental approach in which a very limited range of responsibilities was decentralized to commune councils. Such an approach was deemed necessary, as there were severe shortages of capacity and resources at the central and local levels to ensure successful implementation of the governance reform. Identified were (i) inadequate infrastructure to house the new commune councils, (ii) lack of knowledge and skills among the commune officials to undertake their required duties, (iii) lack of

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<sup>1</sup> *Sangkat* is an urban equivalent of what is the commune in rural areas.

<sup>2</sup> ADB. 2002. Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Technical Assistance Grant to the Kingdom of Cambodia for the Commune Council Development Project. Manila (1953-CAM (SF), for \$10 million, approved on 3 December 2002).

<sup>3</sup> Elections for the second mandate of the commune and sangkat councils were successfully conducted in April 2007.

<sup>4</sup> ADB. 2002. *Technical Assistance to the Kingdom of Cambodia for the Commune Council Development Project*. Manila (TA 4007-CAM); and ADB. 2002. *Technical Assistance to the Kingdom of Cambodia for the Commune Council Development Project*. Manila (TA 4008-CAM) are only financial arrangements for support to ADB. 2002. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Technical Assistance Grants to the Kingdom of Cambodia for the Commune Council Development Project*. Manila (Loan 1953-CAM). There are no separate project documents for these two technical assistance (TA) projects. Please see Appendixes 10 and 11 for the respective TA completion reports.

knowledge about decentralization among the population, (iv) lack of precision and formalization in demarcation of commune boundaries, and (v) lack of systematic population registration across the entire country.

4. The Government identified these problems as priority areas for external assistance in order to enable decentralization to work efficiently and effectively. The combined effect of activities for commune council development would enhance the Government's overall objectives of democratization, improved service delivery, and poverty reduction. Bringing management of some local affairs to the commune level would lead to improved governance and greater community involvement. All four project components responded to the Government's priority and were of high relevance.

## **B. Project Outputs**

5. **Component 1: Facilities.** This component was aimed at improving the working conditions and communications capacity for selected commune councils by providing (i) 440 new or rehabilitated commune office facilities and furnishings; (ii) 1,000 radios for communes outside the mobile telephone networks; (iii) 580 motorcycles for remote communes; (iv) essential equipment for any of the 24 provincial local administration units (PLAUs) and provincial treasury offices in need, plus minor rehabilitation of PLAU offices; and (v) operating costs and vehicles for a project technical cell (PTC) within DOLA and MOI.

6. The outputs achieved included constructing 519 commune offices (79 more than the Project's original objective of 440) in 20 provinces<sup>5</sup> (Appendix 5). Additional commune offices were constructed thanks to (i) savings under component 3, (ii) favorable exchange rates between the SDR and dollar, and (iii) use of contingencies. Component 1 also supported minor rehabilitation of PLAU offices in five provinces: Banteay Meanchey, Kam Pot, Kampong Cham, Odor Meanchey, and Takeo. Computer sets, 13 photocopiers, 6 fax machines, and 24 motorcycles were provided to 24 PLAUs. About 2,500 contractors, builders, commune council members, PLAU staff, and staff of the private ACLEDA Bank plc.<sup>6</sup> received training related to constructing and managing the commune council buildings.

7. Based on a need assessment conducted during implementation, the number of motorcycles was reduced to 349 from the Project's original target of 580. Nineteen radio base stations and 811 radios were procured for PLAUs and for communes, respectively (para. 18). One hundred thirty-five radios were also provided to districts (procured under component 4). During the project review mission conducted in December 2006, only 6 out of 519 commune council buildings remained unfinished. By November 2007, only one very remote commune council building, located in Stung Treng, remained to be completed due to its remoteness and associated cost for transporting materials. This remaining building was completed at the end of February 2008 with top-up funding from the Government.

8. **Component 2: Capacity Building.** This component was aimed at building institutional, organizational, and individual capacities in commune councils and DOLA by (i) preparing a concise but comprehensive capacity building analysis to define the long-term strategic capacity building requirement for the government decentralization program, preparing a baseline assessment to monitor progress over time, preparing an assessment of capacity building's

<sup>5</sup> Only the 20 rural provinces were eligible; the 4 mainly urban municipalities were excluded.

<sup>6</sup> ACLEDA Bank plc. was used to transfer funds for constructing the commune offices (the additional 95 offices) supported by the CCDF.

gender impact, identifying measures to enhance women's participation in decentralization, and identifying priority training activities and public awareness programs; and (ii) supporting the National Committee for Support to Communes-Sangkat Councils (NCSC)<sup>7</sup> training and public awareness campaign programs for commune councilors and relevant government officials to ensure awareness of their roles and responsibilities, and regarding local democracy, council internal procedures, planning and financial procedures, and implementing the Land Law 2001.

9. Component 2's outputs were the following: publication of the capacity building analysis, preparation of eight occasional papers on various issues of decentralization in consultation with the project advisors and PTC, support for 17 nationwide training and refresher training initiatives benefiting 11,200 commune councilors and clerks, an MBA program for 22 DOLA staff at a local university, an English training program for several DOLA staff, and delivery of discussion topics on capacity building and the roles and functions of government for DOLA staff.

10. CCDP financed selected training activities in the NCSC's Annual Capacity Building Plan, which was prepared using the annual survey of training needs assessments carried out by DOLA's staff with support of CCDP and the Partnership for Local Governance (PLG) and Seila Program.<sup>8</sup> Training for commune officials was delivered mainly through the PLG (Seila) mechanism. Topics included general and project management; civil registration procedures; good governance; and commune council involvement in social issues including domestic violence, health, and education. The training activities also included training of trainers.

11. The legal support under component 2 included (i) an analysis of the Social Land Concessions Sub-Decree; (ii) delineation of government structures in relation to decentralization; (iii) review of training materials for consistency with existing legislation, and especially for training on land management and conflict resolution; and (iv) legal inputs provided in drafting the regulation on commune boundary demarcations.

12. The public awareness subcomponent of component 2 supported a range of media campaigns, including through television, radio, drama presentations, films, posters, and T-shirt production. The Neutral Committee for Free and Fair Elections in Cambodia<sup>9</sup> delivered (i) 684 drama performances, (ii) 320 film shows, (iii) 240 loud speaker announcements,<sup>10</sup> and (iv) 38,000 T-shirts with 15 different decentralization messages. A number of television spots and call-in radio shows on decentralization and local governance were also delivered in cooperation with the local radio station (the Women's Media Center) and Action IEC.<sup>11</sup> About 2 million people<sup>12</sup> in rural areas attended the drama performances and film shows and listened to the loudspeaker announcements. The Project also supported the printing of six DOLA newsletters for distribution to all commune councils and a campaign on accountability that included posters, suggestion boxes, and leaflets. This subcomponent of component 2 also provided public awareness activities for component 4 on civil registration.

<sup>7</sup> The NCSC has been replaced by the National Committee for Support to D&D.

<sup>8</sup> *Seila* means "stone" or "foundation" in Khmer. It was an aid mobilization and coordination framework for support to the Government's D&D reform agenda. In January 2007, execution of the entire Seila Program and its TA, known as Partnership for Local Governance (PLG), was moved from the Council for the Development of Cambodia to MOI. Its successor program was renamed Project to Support Democratic Development through Decentralization and Deconcentration." The Seila and its successor programs have been supported by Sida, the United Kingdoms' Department for International Development, and the United Nations Development Programme.

<sup>9</sup> This is a local nongovernment organization (NGO).

<sup>10</sup> In areas where access is difficult, performances were presented using loud speakers mounted on motorbikes.

<sup>11</sup> IEC stands for Information, Education, and Communication. Action IEC is a local NGO.

<sup>12</sup> Between 2,000 and 4,000 people in rural and remote areas attended each drama performance.

13. On the MTR's recommendation, the Project attempted to recruit a national gender consultant. Despite several attempts, no suitable candidates were found. Nevertheless, gender issues were strongly reflected in the training courses supported by component 2. Many of the training courses had been developed under the PLG (Seila) over the previous decade, while other courses (including one on domestic violence) were newly developed. Gender was mainstreamed throughout all training and public awareness activities under component 2,<sup>13</sup> including in public awareness activities on civil registration in component 4.

14. **Component 3: Digital Photomaps.** The NCSC had identified up-to-date maps as being important for commune boundary review and demarcation, as well as for land use planning. This component received joint donor financing to provide commune and sangkat digital photomaps as part of an effort to create up-to-date digital and paper maps for Cambodia. This component was aimed at providing about 550 commune councils and concerned provincial and district departments with digitally enlarged and up-to-date aerial photomaps. The photomaps were to cover 55,000 square kilometers encompassing the Tonle Sap basin, some mountain provinces in the east of the country, and coastal zones.

15. The aerial photography and digital photomap production targets for 550 communes in the targeted areas were achieved. Savings from the unexpectedly low bidding prices enabled this component to undertake additional digital photomap production from aerial photographs produced by a Japan International Cooperation Agency project covering the coastal hinterland and provinces north of the Tonle Sap basin. In addition, the Project completed production of digital photomaps covering most parts of Cambodia and demarcation of commune boundaries.

16. The following committees were established to coordinate the commune boundary demarcation exercise: (i) the NCSC Subcommittee on Urbanization and Commune Boundaries; (ii) the Interministerial Technical Working Group; and (iii) committees in all provinces, municipalities, and districts for the administration of commune boundary demarcation. Component 3 supported training for two technical staff in each province and municipality, as well as pilot activities to demarcate boundaries of six communes in the provinces of Battambang, Kam Pot, and Kampong Thom.

17. **Component 4: Civil Registration.** This component was aimed at supporting development of an efficient nationwide civil registration system for births, deaths, and marriages. Civil registration was the first devolved responsibility for commune and sangkat councils. Before the start of the Project, only 5% of Cambodia's total population had registered births. The Project's target was that 95% of communes would be implementing civil registration effectively by December 2005, 80% of Cambodia's total population of 12.9 million would be registered by December 2005, and MOI would be receiving quarterly statistical reports from all provinces on a regular basis by July 2005.

18. The Project supported (i) revising existing procedures to simplify the civil registration process; (ii) preparing an implementation plan for the national campaign on civil registration; (iii) training personnel involved in civil registration, including the commune and sangkat councilors, to operate the new national system; (iv) printing of civil registration documents (100,000 registration books and 5,900,000 letters certifying births); (v) purchasing 1,806 typewriters for

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<sup>13</sup> Despite the absence of a gender quota, the percentage of female councilors grew from 8.5% to 14.6% between the two elections in 2002 and 2007. The number of women chiefs and deputy chiefs of commune councils increased from 47 to 67 and from 158 to 269, respectively, over the two elections. Seventy-four percent of communes now have elected female councilors.

communes and sangkats, an additional 135 motorcycles for districts to facilitate the registration process, 1,201 steel cabinets for communes and sangkats that did not receive new offices, 330 steel cabinets for districts' safekeeping of civil registration documents, 135 ultra high frequency radios for districts (para. 7), and 1 vehicle for MOI's Office of Civil Registration (OOCR) to coordinate the civil registration campaign; (vi) procurement of office equipment for OOCR and 24 of its provincial offices; (vii) pilot testing of civil registration in Kampong Speu, Ratanakiri, and Svay Rieng prior to launching of the nationwide activities; and (viii) the public awareness and mobilization campaign encouraging households to participate in the registration process. Both the United Nations Children's Fund (UNICEF) and Plan International<sup>14</sup> supported the registration process in coordination with the OOCR and CCDP.

19. CCDP was instrumental in the creation of a well-established and efficient civil registration system in Cambodia. All communes in the country had implemented civil registration by 2005's first quarter. The procedures were well understood and operational across the vast majority of communes. Coordination of the OOCR with the provinces and districts has been strengthened through the provision of equipment, training, and practice. OOCR began receiving the updated reports from the provinces on a monthly basis in the first quarter 2005.

20. About 89% of Cambodia's 12.9 million total population had been birth-registered by the end of the Project (exceeding the original target of 80%) and 100% of communes have been implementing civil registration since the start of the national campaign in October 2004. There were, however, various rates of achievement between the provinces. Remote and more sparsely populated provinces have achieved lower registration figures than have more accessible provinces, some of which have achieved 99% registration. Registration of the remaining population and of newborns is continuing.

### **C. Project Costs**

21. According to the report and recommendation of the President (RRP) to the Board of Directors, the Project's total cost was \$17.4 million. This was allocated as follows: (i) component 1: \$9.06 million, (ii) component 2: \$2.75 million, (iii) component 3: \$1.20 million, (iv) component 4: \$2.09 million, (v) project review: \$0.04 million, and (vi) contingencies: \$2.27 million. Actual budget allocations are on page iii.

22. In the RRP, the financing plan included a loan of \$10 million from ADB, a grant of \$3 million from Sida, and a grant of \$2.4 million from the Government of the Netherlands. Given the anticipated outputs and associated costs, the MTR recommended that Sida's grant be increased by \$0.57 million,<sup>15</sup> bringing the Project's total cost to \$17.97 million. In addition, the Government of Cambodia's in-kind contribution, including the value of the land for construction of commune offices, was estimated at \$2 million.

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<sup>14</sup> An international NGO.

<sup>15</sup> This was subsequently approved by Sida.

**Cost Breakdown by Category Component**  
(\$ million)

<b>Component</b>	<b>Appraisal Estimate</b>	<b>Actual</b>
<b>A. Base Cost</b>		
1. Facilities	9.06	
2. Civil Works		8.15
3. Capacity Building	2.75	3.29
4. Equipment		1.07
5. Photomapping	1.20	0.76
6. Civil Registration	2.09	2.29
7. Prior Technical Assistance Financing		0.16
8. Project Review	0.04	0.06
<b>Subtotal (A)</b>	<b>15.14</b>	<b>15.62</b>
<b>B. Contingencies</b>		
1. Physical Contingency (estimated at 10% of Base Cost)	1.51	
2. Price Contingencies (estimated at 5% of Base Cost)	0.76	
3. Interest Charge		0.17
4. Unallocated		0.00
<b>Subtotal (B)</b>	<b>2.27</b>	<b>0.17</b>
<b>Total</b>	<b>17.41</b>	<b>15.79</b>

Source: ADB. 2002. Report and Recommendation of the President to the Board of Director on a Proposed Loan and Technical Assistant Grant to the Kingdom of Cambodia for the Commune Council Development Project. Manila (1953-CAM (SF), for \$10 million, approved on 3 December 2002).

23. The component 1 budget was increased by reallocating savings from component 3 and due to the favorable exchange rate gain of the SDR to the dollar. Component 4 expenditures were close to the total allocated budget.

#### **D. Disbursements**

24. A disbursement schedule was not included in the RRP, but its implementation schedule provided an initial guide for disbursements. This was modified due to the planned increase in Project's outputs (especially in components 1 and 3) and because of its extended duration.

25. Disbursement arrangements involved establishing the Project's imprest account to cover expenditures of contracts under \$50,000. Contracts in excess of that amount were paid directly by ADB, as were international and local TA.

26. There were some initial delays in transferring funds to the imprest account and in opening the provincial treasury accounts for making transfers for the construction of commune offices. In addition, there were some delays in payments by provincial treasuries to contractors. This was the main cause of delay in constructing the initial 424 commune offices. A switch in late 2005 from using the provincial treasuries for transfer of funds to a private bank expedited the pace of constructing the additional 95 commune offices. The imprest account's ceiling at 10% of the Project's total cost was inadequate for implementing the project activities in a timely manner, and particularly for component 1. The disbursement turnover ratio was about 3.5, which was by far the highest in ADB Cambodia portfolio.

## **E. Project Schedule**

27. The Loan Agreement was signed on 7 February 2003, and it became effective on 13 March 2003. Despite an initial delay in project implementation, the loan closing date was extended by only 4 months, from the original date of 31 August 2006 to 31 December 2006, to allow for (i) delivery of training activities under component 2, which was progressing slower than expected; (ii) producing additional digital photomaps and commune boundary demarcations; and (iii) completing construction of the additional batch of commune offices.

28. Slightly longer lead times were required to get the components organized than had been allowed for in the project design. Care in the Project's early months was essential to ensure the quality of outputs and efficiency of resource utilization. For component 1, there were some initial delays due to ADB procedures and the imprest account ceiling. Additional delays were caused by slow release of funds from provincial treasuries to contractors and the remoteness of some construction sites. For component 3, longer time than anticipated was required to complete the international competitive bidding documents. Consequently, aerial photography flights could not start in the 2003–2004 flying season but were delayed until January 2005. Nevertheless, the flights and digital photo production were completed within the Project's time frame.

## **F. Implementation Arrangements**

29. The director general of MOI's Department of General Administration<sup>16</sup> was the project director, and the director of DOLA was the project manager. Five members of the PTC were assigned from the existing staff at DOLA. The PTC reported to MOI and to ADB and liaised with the Ministry of Economy and Finance. After the Project's MTR, a deputy project coordinator was appointed from the PTC. This was due to the press of work on the project coordinator, who was essential to the success of the Project. The Ministry of Land Management, Urban Planning, and Construction (MOLMUPC) implemented component 3, and the OOCR was responsible for implementing component 4 (Appendix 3).

30. Use of the PTC was an efficient arrangement for enhancing ownership, capacity development, and sustainability beyond delivery of the Project's outputs. Comprised of DOLA staff in their regular official positions, the PTC avoided the creation of a project management unit or donor enclave. No salary supplements were paid by the Project for members of the PTC.

31. Given the nature of the Project's individual components, close cooperation across all components was not functionally necessary. However, the training and public awareness subcomponents of component 2 cooperated closely with component 4 in organizing television and radio spots, dramas, and other promotional activities to publicize civil registration and training on civil registration.

## **G. Conditions and Covenants**

32. There was full compliance with the Project's covenants. Only the submission of annual audited accounts was delayed, due to the auditor's overloaded capacity, while other covenants were satisfied on a timely basis. Details of compliance with loan covenants are in Appendix 4.

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<sup>16</sup> Now renamed the General Department of Local Administration.

## **H. Related Technical Assistance**

33. The attached TA 4007-CAM provided TA support for components 1, 2, and 3 (para. 2). All the consultants under component 1 were directly recruited by ADB and included (i) an international facilities advisor, (ii) three national consultant architects, and (iii) a national consultant engineer. The decision to increase the number of commune offices from 440, as originally envisaged, to 519 resulted in extending the consultants' contracts to ensure completion of construction work. Accordingly, the international facilities advisor's contract was extended from the original 12 person-months to 16 person-months, the three national architects' contracts from 72 person-months to 119.5 person-months, and the national engineer's from 24 person-months to 37.5 person-months. The contract of the Project's national accountant was extended from 36 person-months to 40.4 person-months.

34. A total of 30 person-months of consultancy inputs were envisaged for component 2: international decentralization and training advisor (18 person-months), international mass media advisor (5.5 person-months), international decentralization legal advisor (4 person-months), and the international major service decentralization advisor (2.5 person-months). These consultants were recruited through a firm.<sup>17</sup> The MTR recommended extending the consultants' contracts as follows: 12 person-months for the international decentralization and training advisor, 5 person-months for the international mass media advisor, and 1.25 person-months for the international decentralization legal advisor to allow for completing component 2 activities. That brought the total consultants' input under component 2 to 48.25 person-months.

35. A position for a national curriculum development specialist was created following the MTR to provide local content, knowledge, and expertise in training curricula and to coordinate training activities. The specialist was recruited directly by ADB, and total input for this position was 13.5 person-months. A position for the national gender specialist was also created, but despite two rounds of advertising no suitable candidate could be identified (para. 13).

36. Component 3 involved recruiting an international geographic information system and digital mapping advisor for a period of 5 person-months. The consultant performed all the required tasks in the original terms of reference plus the additional work with a reduced input of only 2.6 person-months out of the originally allocated 5 person-months.

37. The attached TA 4008-CAM supported component 4, including TA for an international civil registration advisor for an initial period of 9 person-months. It was realized at an early stage in project implementation that it would be necessary to include (i) design of pilot projects in six communes in three provinces, along with implementation and monitoring of the pilot projects; and (ii) implementation and monitoring of national mobile civil registration. Accordingly, the input of the civil registration advisor was raised to 18 person-months following ADB's review mission of 8–12 September 2003 and after the external technical review of component 4 in July 2004.

## **I. Consultant Recruitment and Procurement**

38. Consultants for the Project were selected by two methods: quality and cost-based selection and direct selection by ADB. In both cases, ADB rules, regulations, and processes concerning consultant procurement were followed. Except for the position of national curriculum development specialist, international consultants for component 2 were recruited through quality and cost-based selection. Individual consultants under components 1, 3, and 4 were directly

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<sup>17</sup> SAGRIC International PTY, Ltd, which was later taken over by Coffey International Development.



selected by ADB. The consultants were engaged in accordance with ADB's *Guidelines on the Use of Consultants*.

39. Civil works contracts for building and furnishing commune and provincial facilities were procured locally on the basis of local competitive bidding in accordance with the Commune Implementation Handbook, which was in line with standard operating procedures (SOPs)<sup>18</sup> and was acceptable to ADB.

40. Contracts for equipment, material, or services were procured directly, and, depending on the estimated value of the contracts, through local or international competitive bidding.

## **J. Performance of Consultants, Contractors, and Suppliers**

41. Overall, the consultants, contractors, and suppliers provided important inputs to achieving the Project's purpose and outputs. Relations between consultants and the PTC were generally good, and the consultants' dispersal and integration into relevant areas of DOLA, OOCR, and MOLMUPC (as distinct from there being a central project management unit) were viewed positively by the EA. However, an external review of component 2 in November 2006<sup>19</sup> reported that some PTC members had concerns about the appropriateness of the international decentralization and training advisor and whether the inputs he had provided were responding to DOLA's needs. It was agreed that this could be addressed through improved communication and advice from DOLA on tasks to be performed and greater attention to ensuring that consultants had the required qualifications and experience. Overall, the performances of the consultants have been rated satisfactory.

42. The quality control system introduced for the commune building activities under component 1 resulted in contractors producing high-quality work. This was mainly due to the decentralized system of construction management involving commune officials and with close monitoring and technical support from the EA. A survey of component 1 impacts conducted in March 2006<sup>20</sup> during design of the Commune Council Development Project 2 (CCDP 2) found that 53% of the construction quality was rated excellent and the remainder was rated good. There were a few instances where progress was slow, typically where a contractor had secured more than one contract but was unable to maintain the pace of construction on all sites and for remote construction sites. There were some concerns about installation of the radio network, with the contractor having to reinstall some initially unsatisfactory work. Faults were found and adjustments were made to some radio antenna and handsets. Overall, the performances of the contractors have been rated very satisfactory.

43. Component 3 supported aerial photography and digital photomap production. This was implemented well, although the contractor had to undertake some repeated flights when it was

<sup>18</sup> The SOPs aim to improve the efficiency and effectiveness in managing and administering the Government of Cambodia's portfolio of externally assisted projects and programs. Initially, the SOPs were used for projects and programs financed by ADB and the World Bank. The Government plans to gradually expand these SOPs to cover projects and programs financed by other donors. Development of the SOPs was supported by the World Bank Trust Fund IDF Grant No. 05044 – Project Management Capacity Building; and by ADB. 2004. *Technical Assistance to the Kingdom of Cambodia for Harmonizing Loan Project Implementation Procedures*. Manila. This built upon the much-earlier ADB. 1999. *Technical Assistance to the Kingdom of Cambodia for Strengthening External Aid Portfolio Management*. Manila.

<sup>19</sup> COWI. 2006. *Loan 1953-CAM Commune Council Development Project: Final Review of Capacity Building Component*. Phnom Penh.

<sup>20</sup> Department of Local Administration, Ministry of Interior. 2006. *Review of Commune Council Development Project to March 2006 and Implications for Phase 2*. Phnom Penh.

found that the quality of some aerial photographs was not satisfactory due to weather conditions. This work was willingly and promptly undertaken by the contractor.

#### **K. Performance of the Borrower and the Executing Agency**

44. The CCDP was the first ADB-financed project executed by DOLA. Nevertheless, its performance was fully satisfactory. Although there had been initial difficulties in the PTC's understanding of ADB's rules and procedures, its staff quickly learned and applied them appropriately. The PTC arrangement resulted in a high level of ownership, and the PTC took initiatives to carry out all the project activities with support of the consultants. This high level of ownership and responsibility resulted in a consistently high quality in all of the Project's outputs. However, MOLMUPC, which was responsible for implementing component 3, could have been more proactive on matters of change in staff within the Ministry and the limited availability of staff assigned to support production of digital photomaps and subsequent commune boundary demarcations. Overall, the EA's capacity was significantly increased in managing large projects, and the EA developed the confidence to manage future donor-funded projects.

#### **L. Performance of the Asian Development Bank**

45. The project officers at ADB responded rapidly to EA requests and enquiries. The EA staff did note, however, that response time of financial officers (controller) at ADB headquarters was sometimes lengthy. The EA viewed very positively the delegation of the project administration to Cambodia Resident Mission on 31 January 2005. It facilitated easy and timely direct contacts between ADB and the EA and led to more effective project management. Overall the EA's view of ADB performance was positive.

### **III. EVALUATION OF PERFORMANCE**

#### **A. Relevance**

46. The Project was highly relevant in making a significant and necessary contribution to achieving the Government's policy of decentralization through democratically elected commune councils. CCDP activities successfully addressed some of the essential requirements for implementing the commune council system. These included: constructing commune offices and providing equipment to enable the new councils to operate (component 1), delivering training to enable both central and commune council officials to undertake their tasks (component 2), raising public awareness of the new commune council system so that both citizens and officials were familiar with their roles and responsibilities (component 2), producing digital photomaps of all communes to enable the proper drawing of commune boundaries and therefore better informed and accountable decision making on land matters (component 3), and developing a civil registration system that provides citizens with identity and security in their official dealings with the state (component 4). The Project's relevance has been further emphasized in the continuation of the initial gains through CCDP 2, commencing in 2007. Decentralization is a major policy initiative of the Government, and its implementation has shown positive results.

#### **B. Effectiveness in Achieving Outcome**

47. The Project's purpose and outcome was that "the majority of commune and sangkat councils (will) have the facilities, equipment, systems, training, popular understanding and

support required to function effectively”<sup>21</sup>. The CCDP is rated effective, as it has made a major contribution to achieving this purpose.

48. **Construction of Commune Council Facilities (Component 1).** Thirty-two percent of the country’s 1,621 communes and sangkats have received new buildings. These structures are making a significant contribution both to consolidating the status and reputation of elected councils and to creating a more appropriate working environment. The survey of component 1 in March 2006 indicated that the overall relevance, effectiveness, efficiency, and impact of the facilities component are very high. The buildings are generally of high quality. This results from an attractive and functional Khmer design, strong ownership of the commune councils, local participation in construction management, training for contractors, popular awareness that poor quality work had to be corrected before payments were made, and an excellent system of construction monitoring and quality assurance. The survey also found that 95% of councils interviewed thought that the accommodation was appropriate for their needs, 82% of the councils used the offices every day, and 100% of the councils used them at least twice weekly.

49. The equipment procured under component 1 has also notably contributed to commune council effectiveness. Installing an ultra high frequency radio network to cover 811 communes (and 135 radio handsets for districts, supported under component 4) improved communications between remote communities, districts, and provinces. However, extension of the cellular telephone network in some areas meant that radio handsets were not used as much as had been anticipated during the 2002 project appraisal. Where 349 motorcycles were provided, these increased the mobility of council members, clerks, and provincial officials in reaching the commune population, as well as the communication with districts and provinces. A survey conducted by DOLA in November 2006 found that the provision of motorcycles to PLAUs had enabled officials to visit communes more frequently than before. The impact of the typewriters has been suboptimal due to maintenance and spare parts problems, as well as the preference of councils to use computers where computer shops are available.

50. **Capacity Building (Component 2).** The effectiveness of capacity building activities has contributed to an increasing ability of communes to manage their own affairs and the ability of DOLA and OOCR to monitor and advise the councils. The cascade system of training for commune officials has proven effective in developing the EA’s capacity to identify training needs and in training administration. Furthermore, commune officials have demonstrated improved competence in performing their tasks. This is complemented by the public’s and local officials’ enhanced awareness as to the roles and responsibilities of citizens and officials in the new system of commune governance (component 2, subcomponent 2).

51. **Digital Photomap Production (Component 3).** The original target for producing digital photomaps to cover 550 commune councils had been met in the areas encompassing the basin of the Tonle Sap, some mountain provinces in the east of the country, and the coastal zones. This was achieved through digitally enlarged and up-to-date aerial photomaps for use in commune boundary demarcation and land use planning.

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<sup>21</sup> ADB. 2002. Report and Recommendation of the President to the Board of Director on a Proposed Loan and Technical Assistant Grant to the Kingdom of Cambodia for the Commune Council Development Project. Manila (1953-CAM (SF), for \$10 million, approved on 3 December 2002).

52. **Civil Registration (Component 4).** Civil registration is internationally perceived as an essential component of human and women's rights. At the start of the Project, only 5% of Cambodia's total 12.9 million people were registered. Component 4 supported development of an effective system of civil registration in accordance with the Government's Sub-Decree on Vital Registration (29 December 2000). About 89% of the total population (of which more than 50% were women) were given birth certificates by November 2006, thereby exceeding the Project's original target of 80%.

### **C. Efficiency in Achieving Outcome and Outputs**

53. Overall, the Project is rated efficient, as it has succeeded in producing the planned outputs within the budgeted amount in a timely manner. Components 1, 3, and 4 exceeded their planned outputs and component 2 achieved the planned level.

54. A commendable level of efficiency has been achieved in all CCDP components. Component 1 has clearly demonstrated efficiency in a number of ways. First, the average cost per commune building is \$15,900. That amount was widely considered to represent excellent value for money. Second, the component adopted a budget allocation formula in proportion to the number of communes in each province, along with a transparent and objective prioritization system based on commune needs. Third, commune block grants were determined by pricing actual quantities of materials at local prices. Fourth, only three local architects, one local engineer, and a part-time international facilities advisor were needed to support the program nationwide. Fifth, the commune councils assumed responsibilities for procuring the work and, therefore, all aspects of management and quality control. Where defects were found, the contractors were required to make appropriate adjustments before payments were made. Sixth, the average construction time for a commune building was 8 months. Seventh, local branches of a private bank were used to transfer the funds to the relevant commune councils for constructing the additional 95 commune offices. Eighth, only 6 sites<sup>22</sup> of the total of 519 remained unfinished at the time of the loan review mission in December 2006. All the remaining buildings were completed by end-February 2008. Ninth, a high level of ownership that developed during the construction process resulted in good maintenance of commune facilities.

55. There were, however, common causes of delay in constructing the commune offices. First, the imprest account ceiling at 10% of the Project's total cost was inappropriate. Funds to pay contractors were inadequate, and constant requests for replenishment were required. Second, there were delays in transferring funds for construction of the initial 424 commune offices when provincial treasuries were used. A switch to using local branches of the private ACLEDA Bank plc. shortened the construction time for the additional 95 offices. Third, remote locations of some construction sites led to logistical problems in delivering building materials. Fourth, some contractors who were awarded multiple sites simultaneously often lacked the capacity to complete all the works on time.

56. The contextual analysis under component 2 provided a comprehensive overview of capacity development required for the decentralization reform. Second, the cascade system of training delivery through the PLG (Seila) mechanism was cost-effective.<sup>23</sup> Third, DOLA capacity was increased by 22 staff members' successfully completing MBA degrees at a local educational institution. Fourth, the public awareness subcomponent allowed partnership

<sup>22</sup> These involved very remote communes which had posed logistical problems and resulted in higher costs than were originally estimated.

<sup>23</sup> According to a formal review of component 2 in November 2006, the average cost of training was \$7 per participant, with a range of \$2–\$10 depending on the course.

between the EA and Neutral Committee for Free and Fair Elections in Cambodia that resulted in effective public awareness activities. More than 2 million people are estimated to have attended the programs' drama performances and film shows or heard loudspeaker announcements.

57. A survey in March 2006 found that 56% of commune respondents understood the decentralization process, and the majority of respondents understood the value and importance of having a birth certificate for school attendance, marriage, job applications, and national statistics. A November 2006 review of component 2 indicated that all the intended outputs in the project framework were achieved, and it rated the CCDP's effectiveness positively in comparison with similar local government capacity building exercises in other countries. There are, however, some concerns that the essential decentralization messages needed to be further refined to facilitate public understanding.

58. However, the capacity building analysis, which set out the context of decentralization in Cambodia, was not very practical for the EA given its complexity and the use of theoretical terminology. While the analytical background data was generally good, the translation of policy background work into operational work plans was less than satisfactory. For example, the overall contextual analysis provided a good summary of the issues, but the follow-up on work plans was not robust as to how the weaknesses should be addressed. The design of solutions could have been more innovative in terms of initiatives rather than solely relying on the PLG (Seila) to deliver the training activities. The information management system to trace the training activities was not fully developed during project implementation. Likewise, despite the fact that competent and professional outputs had been produced by the decentralization legal advisor, it is difficult to quantify their impacts on policy or procedural development. The TA was not strong on skills transfer. The capacity development consultant spent a disproportionate amount of time writing research papers and insufficient time assisting the EA on programming, budgeting, and implementing capacity development activities.

59. Under component 3, savings from the bid price that was lower than expected for the aerial photography and digital photomaps permitted producing additional digital photomaps from aerial photography undertaken earlier by Japan International Cooperation Agency; training of MOLMUPC's technical staff and selected relevant staff at the province, district, and commune levels; and carrying out pilot commune boundary exercises in six communes in three provinces. The digital photomaps are relatively easy for untrained councilors and citizens to understand and use. MOLMUPC is using them for donor-supported land registration, and so they contribute to mitigating land disputes, allocating social and economic land concessions, land use planning, and commune boundary demarcation. The commune boundary demarcation program—added to CCDP after the MTR—has been piloted in three provinces.

60. Component 4 was highly successful in creating an efficient system of civil registration. It enabled the Government to register about 89% of the total population against the original target of 80%.

#### **D. Preliminary Assessment of Sustainability**

61. There is considerable optimism that the gains made through the CCDP are sustainable. Commune councils have acquired skills, knowledge, and confidence to manage their affairs with decreasing reliance on provincial officials for assistance. The elections for the second mandate of commune councils in April 2007 resulted in slight changes in commune chiefs and councilors. While some updated training is needed for the newly elected officials, considerable knowledge

and skills are still present in the communes as many councilors were reelected. The commune clerks, who are generally the most educated officers in the communes, are permanent staff.

62. While CCDP provided almost one third of Cambodia's commune offices, it is necessary to ensure that these facilities are maintained. The survey in March 2006 found that 70% of councils with new offices had already included maintenance in their budgets.

63. A digital photomap is now available for the entire country. It will eventually be used to demarcate all commune boundaries, as well as to support land allocation and management. The civil registration system continues to function as a routine aspect of commune administration, and data on civil registration is sent to the OOCR on a regular basis. MOI has included an item for civil registration as a part of its overall budget. CCDP 2 will continue to support OOCR capacity development and the development of information technology to preserve the data (which are currently available only in hard copies and are at risk of deterioration).

## **E. Impact**

64. Although the CCDP's implementation coincided with a 12% reduction in the poverty incidence over 1994–2004, to determine the Project's direct contribution would require further study.<sup>24</sup> In any case, the Project's role in consolidating grassroots democracy has been invaluable. Participatory systems remain acutely fragile in Cambodia's elite-driven polity, and the establishment of well-run local democracy characterized by relatively free and fair elections, high electoral turnouts, and modest but important commune functions is potentially of great significance for the country's future. A stronger popular voice and participation at the local level will tend to increase popular demand for greater transparency and accountability over national resources. The success of the democratic tier that is the commune has provided important lessons for drafting of the organic law to devolve service responsibility to subnational levels, including to the province and district. The CCDP was the first major donor project to support the Government's democratization reforms, and its distinctively styled council offices are now the visual manifestation of local democracy in Cambodia. They have made a significant contribution to consolidating expectations that local democracy is a national institution that will continue.

## **IV. OVERALL ASSESSMENT AND RECOMMENDATIONS**

### **A. Overall Assessment**

65. Evaluating its relevance, effectiveness, efficiency, and sustainability shows that the Project is highly successful. The outputs identified in the RRP have either been achieved or exceeded, and they have proven essential for effectively implementing the Government's program of democratic commune governance.

### **B. Lessons**

66. Valuable lessons have been learned from the CCDP and incorporated into CCDP 2. The use of a private bank for transferring block grants for the construction of commune offices

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<sup>24</sup> With only one member of staff and limited resources, commune councils have little role in service delivery. Their main roles are in civil registration, articulating the views and interests of the commune population to the Government, communicating information passed to them by the Government, assisting in dispute resolution and maintaining order, and planning and implementing small infrastructure projects.

proved more effective than using the provincial treasuries. The methodology of arranging block grants and their decentralized management with strong central supervision of the construction process were innovative approaches that continue under the CCDP 2. Moreover, a given contractor's capacity to handle more than one contract simultaneously will be strictly analyzed to avoid unnecessary delays in completing the construction of commune offices under CCDP 2.

67. The 10% limit in the imprest account posed constraints upon the pace of construction. CCDP 2's imprest account limit has been increased to 20% of the total project budget, which is consistent with the recommendation of the auditing firm.

68. Under the CCDP, a partnership was developed between the EA, Neutral Committee for Free and Fair Elections in Cambodia, Action IEC, Women's Media Center, and Plan International for delivering public awareness activities and carrying out the civil registration process. This partnership will be further strengthened under CCDP 2.

69. The PTC arrangement promoted a high level of ownership and initiative on the EA's part. This arrangement has continued under CCDP 2.

## **C. Recommendations**

### **1. Project Related**

70. It is recommended that the EA sustain the civil registration process, and particularly in respect of increasing the marriage registration rate. It also should undertake formal demarcation of commune boundaries using the available digital photomaps.

71. The CCDP's quarterly and annual reports under component 2 were not sufficiently based in a work plan and oriented to results achieved. This will need to be improved under CCDP 2. The EA will also need to monitor the performance of TA that is allocated to it and to formally raise with ADB at an early stage any concerns that it may have.

72. The CCDP was the first major project executed by the EA. The good progress on D&D and the donors' confidence has led to a sharp increase in the number of donor-financed projects executed by MOI. This may put even greater pressure on MOI's capacity for implementing future projects than occurred with regard to the CCDP. It is therefore recommended that the EA continue to give priority to implementing future projects financed by ADB and for which MOI is the EA.

### **2. General**

73. Given the impressive progress in decentralization vis-à-vis reforms in other areas and the positive achievements under the CCDP, ADB is recommended to provide long-term support for D&D reform—including for implementation of the organic law to devolve service responsibility to subnational levels, once approved.<sup>25</sup> Given the crosscutting impacts of D&D, ADB is also recommended to actively engage in policy dialogue related to D&D.

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<sup>25</sup> The organic law was adopted by the National Assembly in March 2008.

## PROJECT FRAMEWORK

Description	Performance Indicators/Targets	Achievements
<b>Goal</b> Enhanced poverty reduction through more participatory, transparent, and accountable governance at commune or <i>sangkat</i> <sup>2</sup> level throughout Cambodia.	By 2007, the majority of poor people say they have greater voice, information, and influence with commune or sangkat councils than under the old system.	Compared with appointed commune chiefs before the commune or sangkat council elections in 2002, the commune or sangkat councilors and their roles are now different. A survey by the Asia Foundation <sup>b</sup> has revealed that citizens are generally satisfied with performances of commune councilors after the elections for the first commune councils in 2002 and that they are generally well aware of the function of the commune councils.
<b>Purpose</b> Commune councils effectively manage the democratic development of their communes.	<p>By 2006, commune councils effectively promote the interests of their constituencies by effectively lobbying the Government for services and resources.</p> <p>Annual local development plans, reflecting the needs and priorities of all commune citizens, and especially the poor, prepared and implemented effectively.</p> <p>Civil registration services and updating of voter lists provided effectively by commune or sangkat councils.</p> <p>The majority of the population understands the essentials of democratic local government.</p>	<p>The Commune Council Development Project (CCDP) has contributed to improved capacity for commune or sangkat councils to articulate and advocate their communities' interests. However, their performances have been limited due to resources constraints, insufficient knowledge to ask for accountability from services providers (such as for health and education), and unclear roles and responsibilities in services delivery (which are to be clarified in the upcoming organic law to devolve service responsibility).</p> <p>Annual local development plans have been prepared. However, implementation depends upon the availability of resources, which are insufficient.</p> <p>Commune or sangkat councils are feeding regular information to the district, province, and Ministry of Interior on a monthly basis. Linking civil registration data to voter registration has not yet taken place, however, due to a sizable lack of data. Only recently, about 89% of the total population has been issued birth certificates. Preserving civil registration information (now available only in hard copy) and updating of the data through computerization is being supported under CCDP 2, which started in early 2007. The updated data would also provide a significant link to updating voter lists and demographic information for development planning.</p> <p>The Asia Foundation survey shows that citizens are generally satisfied with performances of commune councilors after the elections for the first commune councils in 2002 and that they are generally well aware of the function of the commune councils.</p>



Description	Performance Indicators/Targets	Achievements
<p><b>Components/Outputs</b></p> <p><b>1. Commune and Provincial Facilities</b></p> <p>Commune councils and supporting provincial line departments have the working facilities and communications necessary to function effectively.</p>	<p>At least 440 commune council premises established by Dec 2005.</p> <p>At least 1,000 councils have radio and/or cellular telephone communication with provincial centers by Dec 2003.</p> <p>All provincial offices for local administration<sup>c</sup> fully established, equipped, and operational by Jan 2004.</p>	<p>CCDP supported the construction of 519 commune offices.</p> <p>In 18 provinces 811 communes received radio handsets (one handset for each commune), 135 districts received 135 radio handsets (one for each district) for better radio communication, 325 communes received motorbikes (one motorbike for each commune), and 24 provincial local administration units (PLAUs) received motorbikes (one motorbike for each PLAU).</p> <p>The PLAUs have been established and well integrated into the <i>Salakhets</i> (Governor's Office). Computers and equipment were provided to all PLAUs, whose capacities have been developed to an extent that they are able to plan, execute, and monitor training programs. Some training activities have been delegated to PLAUs.</p>
<p><b>2. Capacity Building</b></p> <p>An appropriate legal framework for decentralization is in place.</p> <p>NCSC coordinating efforts to support appropriate decentralization of service delivery in major service ministries.</p>	<p>Decrees and regulations specified in the National Committee for Support to Commune-Sangkat Councils (NCSC) action plan approved and promulgated by Dec 2005.</p> <p>Up to four service ministries reviewing or piloting service decentralization options by Dec 2005.</p>	<p>Legal support provided as needed. Overall support on legal aspects has been overshadowed by the recent development on decentralization and deconcentration. There has been no shortage of donors ready to provide needed support for legal development.</p> <p>Assessment completed by consultant in February 2004 concluded that the plan was overly ambitious.</p>
<p>Councilors, clerks, and district and provincial officials have been trained in their respective roles, functions, and operating procedures.</p>	<p>At least 11,200 commune and sangkat councilors and clerks have received selective refresher training by Dec 2005.</p> <p>Provinces and their districts have received training on support and supervision to commune and sangkat councils by Dec 2005.</p>	<p>More than 11,200 councilors and clerks received training and refresher training supported by CCDP.</p> <p>Although priority is given to training of commune councilors and clerks, concerned provincial officials (at PLAUs) have also received adequate training, and they have sufficient skills to support communes. Districts have not been given a prominent role so far, although this will change soon. The draft organic law is expected to give more responsibilities to districts.</p>

Description	Performance Indicators/Targets	Achievements
	Improved job performance of trained commune and sangkat councilors and clerks.	The study by the Asia Foundation has revealed citizens are generally satisfied with the performances of the commune councilors.
Nationwide mass media public awareness campaign conducted.	Awareness campaign completed by Dec 2005.	CCDP supported the delivery of a total of 684 drama performances, 320 film shows, 240 loudspeaker broadcasts, 38,000 T-shirts, television and radio spots, and radio call-in shows for delivering messages on decentralization, local democratic development, and civil registration.
<b>3. Commune and Sangkat Photomapping</b>  Commune and sangkat councils have up-to-date orthophoto maps to enable their role in implementing the Land Law.	Aerial photography (1:40,000) for 35% of Cambodia completed by Dec 2004.  Aerial photographs scanned, rectified, and digital orthophotos produced by Sep 2005.  Photomaps provided to 550 communes and sangkats by Dec 2005.	Delivered.  Delivered.  Digital photomaps are available for 550 communes and for the entire country.
The national civil registration system for births, deaths, and marriages is fully operational.	Quarterly statistical reports received by Ministry of Interior from all provinces on a regular basis by July 2005.  By Dec 2005, 95% of communes implementing civil registration effectively.  The unregistered backlog is 80% cleared by Dec 2005.	Information from the provinces is sent to the Office of Civil Registration of the Ministry of Interior on a regular basis.  All communes and sangkats have implemented mobile civil registration.  As of November 2006, about 89% of the total population had been given birth certificates.

CCDP = Commune Council Development Project, NCSC = National Committee for Support to Commune-Sangkat Councils, PLAU = provincial local administration units.

<sup>a</sup> *Sangkat* is an urban equivalent of what is the commune in rural areas.

<sup>b</sup> Henke, Roger, and Kim Ninh. 2005. *Commune Council in Cambodia: A National Survey on Their Functions and Performance, with a Special Focus on Conflict Resolution*. Phnom Penh. The Asia Foundation.

<sup>c</sup> Provincial offices for local administration were renamed as PLAUs.

Source: ADB. 2002. Report and Recommendation of the President to the Board of Director on a Proposed Loan and Technical Assistant Grant to the Kingdom of Cambodia for the Commune Council Development Project. Manila (1953-CAM (SF), for \$10 million, approved on 3 December 2002).

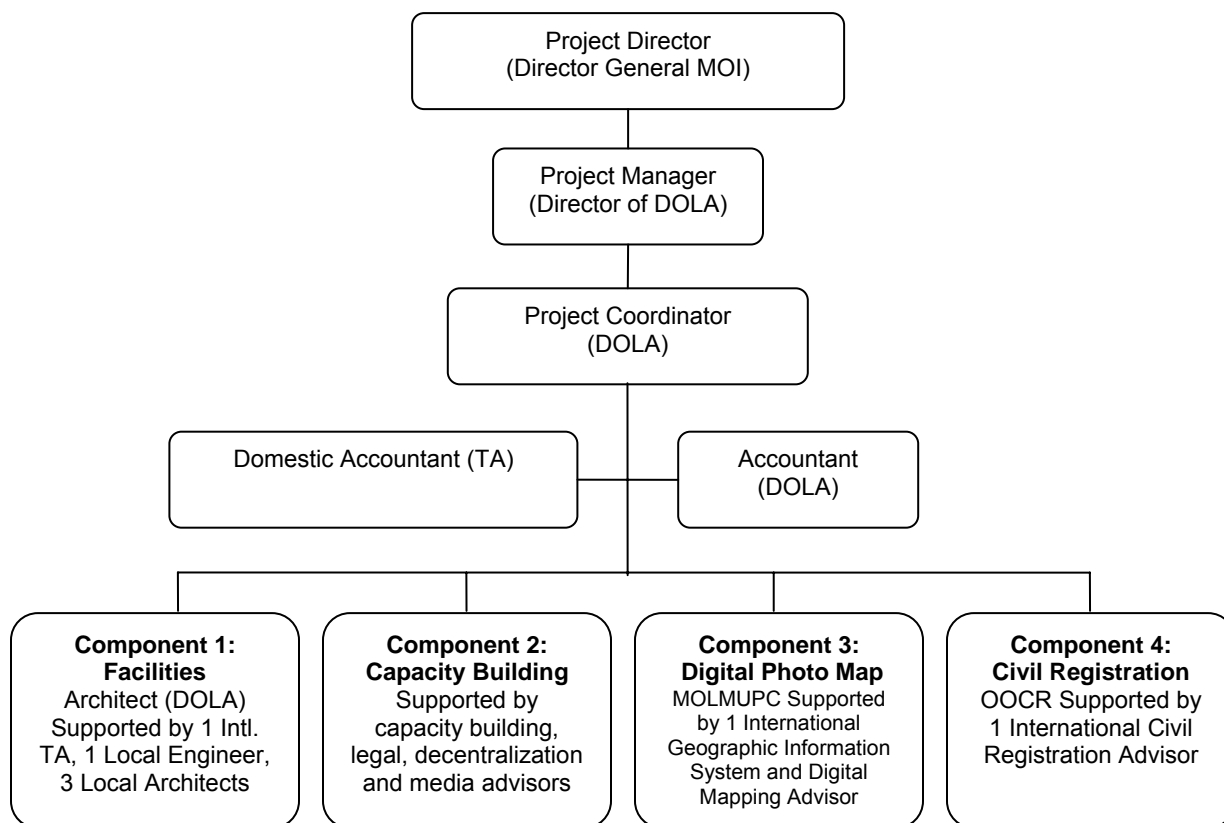
**CURRENCY EQUIVALENTS**  
(1 January–31 December)

Year	KR to \$1.00
1998	3,748.28
1999	3,828.91
2000	3,849.54
2001	3,887.61
2002	4,014.92
2003	4,007.03
2004	4,062.21
2005	4,187.17
2006 <sup>a</sup>	4,188.43

KR = riels.

<sup>a</sup> 2006 exchange rate is based on 1 January–31 July 2006.  
Source: Asian Development Bank.

## PROJECT ORGANIZATION AND IMPLEMENTATION STRUCTURE



DOLA = Department of Local Administration, MOI = Ministry of Interior, OOCR = Office of Civil Registration, TA = technical assistance.

Source: ADB. 2002. Report and Recommendation of the President to the Board of Director on a Proposed Loan and Technical Assistant Grant to the Kingdom of Cambodia for the Commune Council Development Project. Manila (1953-CAM (SF), for \$10 million, approved on 3 December 2002).

### STATUS OF COMPLIANCE WITH MAJOR LOAN COVENANTS

Covenants	Timeframe for Compliance	Progress and Remarks
1. Borrower to make available on time to MOI/DOLA all loan and other resources to implement the project and to operate and maintain project facilities.	Throughout	Proper funding access arrangements were in place and operational.
2. Borrower to make arrangements, acceptable to ADB, for insurance of equipment financed by loan.	Immediate—upon acquisition	Complied.
3. DOLA to maintain proper records and accounts to identify project expenditures financed from loan proceeds.	Throughout	Pro forma record sheets have been produced for these purposes. Record keeping by the PTC was satisfactory.
4. DOLA to furnish ADB with certified copies of annual audited accounts and financial statements and auditors' reports.	Annually, by 30 September	In compliance, often with slight delay
5. DOLA to supply ADB with quarterly reports on project implementation in a form acceptable to ADB.	Within 10 days of the end of each quarter	Complied.
6. DOLA to supply ADB with a Final Report on the execution and implementation of the project.	Within 3 months of the physical completion of the project	Done.
7. DOLA to establish a Project Technical Cell.	Before loan becomes effective	Complied.
8. Borrower to establish an imprest account at the National Bank of Cambodia.	Upon loan effectiveness	Loan a/c was established in early May 2003.
9. DOLA to supply ADB with local procedures for competitive bidding for procurement for civil works contracts.	31 May 2003	Complied mid-May 2003.
10. DOLA will ensure that commune councils register in the land registration office the land on which commune facilities are built.	Before commencing survey and construction activities	Acknowledged and applied
11. DOLA will prepare a capacity building analysis and training plan that prioritises training and public awareness resources.	15 August 2003	Analysis completed on schedule. Training plans approved by DOLA/MOI (slow pace in the implementation of training plan)

<b>Covenants</b>	<b>Timeframe for Compliance</b>	<b>Progress and Remarks</b>
12. DOLA will supply ADB with procedures and criteria used in selecting communes, POLAs, and provincial treasuries that will receive facilities support.	31 May 2003	Complied mid-May 2003
13. The borrower will ensure that the project is carried out in accordance with all applicable environmental laws.	Throughout	Complied.
14. DOLA will ensure that all project activities are consistent with ADB's policy on indigenous peoples.	Throughout	Complied.
15. The borrower will ensure that no resettlement of people, either with or without legal title to the land, is required as a result of building or rehabilitating commune facilities.	Throughout	Complied.
16. MoI, MOLMUPC, provinces, districts and C/S councils shall undertake to meet recurrent costs, from their own resources, for all equipment and vehicles supplied under the Project.	Throughout	Complied
17. The Borrower shall ensure that the civil works contracts include mandatory provisions on health, sanitation and appropriate working conditions during the construction period.	Throughout	Constructions of commune offices caused no health risk.
18. The Borrower shall ensure that the civil works contractors comply with all applicable labor laws, including elimination of gender differentiated wages and food rations, and do not employ child labor in construction activities.	Throughout	Complied.

**LIST OF COMMUNE BUILDINGS**  
**Supported by Commune Council Development Project**

<b>No.</b>	<b>Provinces</b>	<b>Number of Communes</b>
1	Kampong Chhnang	24
2	Kam Pot	34
3	Kandal	51
4	Koh Kong	9
5	Odor Meanchey	7
6	Prey Veng	41
7	Rattanakiri	13
8	Svay Rieng	27
9	Takeo	37
10	Siem Reap	35
11	Kampong Speu	31
12	Pursat	17
13	Kampong Cham	60
14	Kratie	17
15	Mondulkiri	6
16	Banteay Meanchey	22
17	Kampong Thom	29
18	Preah Vihear	14
19	Battambang	35
20	Stung Treng	10
<b>Total</b>		<b>519</b>

Source: Department of Local Administration, Ministry of Interior, 2007, Project Completion Report of the Commune Council Development Project (Loan 1953-CAM), Phnom Penh.

## LIST OF TRAINING ACTIVITIES

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Appendix 6

No.	Subject	Number of Pro- vince	Date, Month	No. of Days	Participants														Budget Spent			Cost/ Person	Remark
					ToT		National	Provincial		TOT	Commune/Sangkat				Total								
					ToT	C/S Level		ttl	fml		ttl	fml	Councillors		Clerks	Others	Total	ttl	fml	% Female			
													ttl	fml							ttl		
2003																							
1	CS 3-year Rolling Investment Program (CIP)	24	Aug	4	3	117	13	1097	180	9087	837	1452	129	6971	2323	19468	3289	20682	3482	16.84	\$87,690.00	\$7.50	Funded by ADB and PLG/Seila
2004																							
2	C/S Fund Project Implementation	24	Feb	4	4	120	6	1102	150	9232	874	1467	133	583	72	11282	1079	12504	1235	9.88	\$79,000.00	\$6.50	Funded by ADB and PLG/ Seila
3	Facilitation Skills	24	Apr	10	10	981	137	1059	172	0	0	0	0	0	0	0	0	2040	309	15.15	\$48,090.01		
4	Monitoring and Evaluation	24	May	3	2	100	8	900	133	2829	270	171	23	2174	1078	5174	1371	6174	1512	24.49	\$15,950.72	\$8.00	
5	Civil Registration	24	Aug	4	4	127	13	1219	186	5216	450	1222	98	4648	437	11086	985	12432	1184	9.52	\$14,729.10	\$9.00	Funded by ADB
2005																							
6	Highland People	8	Apr	3	2	86	15	110	18	12	1	2	0	46	23	60	24	256	57	22.27	\$5,026.35		Funded by ADB and PLG/Seila
7	C/S Fund Project Implementation	24	Mar–Jun	3	3	112	8	987	137	6604	629	1283	116	436	402	8323	1147	9422	1292	13.71	\$58,543.53	\$6.50	Funded by ADB and PLG/Seila
8	Civil Registration	24	Jul–Aug	2	2	30	2	703	49	3287	84	1517	98	496	52	5300	234	6033	285	4.72	\$111,935.96		Funded by ADB
9	Commune/Sangkat Administration	24	Dec	3	3	111	16	776	105	4,786	247	1,425	101	153	79	6,364	427	7,251	548	7.56	\$35,123.45	\$9.00	Funded by ADB and PLG/ Seila
10	Commune/ Sangkat Good Government	24	Dec	3	3	112	16	903	138	8,453	758	1,374	101	73	11	9,900	870	10,915	1024	9.38	\$32,701.81	\$10.00	
11	PLAU structure	24	Apr	3	3	120	23	227	35	1,335	78	173	8	0	0	1,508	86	1,855	144	7.76	\$10,789.31		
2006																							
12	Domestic Violence	24	Jun–Jul																		\$83,329.89		Funded by ADB, PLG and GTZ



No.	Subject	Number of Province	Date, Month	No. of Days	Participants										Budget Spent			Cost/ Person	Remark																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																
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CS= Commune/sangkat, ToT= Training of Trainer, fml= female,

Source: Department of Local Administration, Ministry of Interior, 2007, Project Completion Report of the Commune Council Development Project (Loan 1953-CAM), Phnom Penh.

### TRAINING FOR STAFF OF DEPARTMENT OF LOCAL ADMINISTRATION

No.	Topics	Date	No. of days	No. of Participants		Cost	Provider
				Total	F		
1	MBA	Oct 2004–Mar 2006	2 years	24–22	0	\$33,900	NUM
2	Computer	Nov 2004–Apr 2005	2 years	19–9	0	\$2,440	ICS
3	English	Apr 2003–Jun 2006	3years	7–3	0	\$9,760	ACE
4	Training of Trainers	21 Nov–2 Dec 2005	2 weeks	3	1	\$510	ACE
5	Capacity Building Overview	7–9 Mar 2006	2days	24	2	\$0,00	TA
6	The Purpose of Government	22 May 2006	1 day	12	0	\$0,00	TA
7	Public Administration Management	27–29 Nov 2006	2.5 days	19	2	\$2,500	PUC
8	Project Management	4–6 Dec 2006	2.5 days	9	2	\$2,500	PUC
9	Comparison of D&D in Southeast Asia	6 Oct 2006	1 day	20	2	\$0,00	TA
10	Public Administration Reform in Developing Countries	13 Oct 2006	1 day	12	3	\$0,00	TA

ACE = Australian Centre for Education, D&D = Decentralization and Deconcentration, ICS= Institute of Computer Science, NUM = National University of Management, PUC = Paññāsāstra University of Cambodia, TA = technical assistance of component 2

## CIVIL REGISTRATION

No.	Provinces	Population		BC		LBC		Total LCB+BC		Percentage	MC	LMC	DC		LDC		Total CR	
		Total	Female	Total	Female	Total	Female	Total	Female	Total			Total	Female	Total	Female	Total	Female
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1	Banteay Meanchey	664,014	354,204	29,977	15,012	543,962	273,783	573,939	288,795	86.43%	3,115	7,588	1,079	210	579	72	597,003	299,780
2	Battambang	955,104	482,928	32,237	16,473	662,698	331,244	694,935	347,717	72.76%	3,342	9,251	1,685	286	864	129	722,670	360,725
3	Kampong Cham	1,754,489	901,582	90,103	44,208	1,545,213	786,004	1,635,316	830,212	93.21%	9,467	14,180	2,625	894	1,018	347	1,686,253	855,100
4	Kampong Chhnang	448,276	244,035	23,691	11,440	417,629	217,397	441,320	228,837	98.45%	2,842	4,674	743	246	403	139	457,498	236,738
5	Kampong Speu	696,314	360,534	36,630	17,933	639,725	309,678	676,355	327,611	97.13%	836	2,593	434	146	285	96	683,932	331,282
6	Kampong Thom	628,330	324,687	34,306	16,750	571,120	296,499	605,426	313,249	96.35%	2,111	3,334	679	195	182	49	617,177	318,938
7	Kampot	577,410	298,614	29,652	13,896	545,248	277,958	574,900	291,854	99.57%	2,760	6,319	650	203	428	144	594,136	301,280
8	Kandal	1,214,466	631,545	57,177	27,732	984,924	497,148	1,042,101	524,880	85.81%	4,847	11,299	2,203	552	1,920	544	1,078,516	542,122
9	Koh Kong	131,143	65,247	6,121	2,898	96,005	44,718	102,126	47,616	77.87%	494	853	137	28	57	8	105,014	48,999
10	Kratie	286,272	145,614	20,395	9,932	232,817	112,475	253,212	122,407	88.45%	1,247	2,151	312	59	122	25	260,442	125,889
11	Mondolkiri	48,531	28,776	3,142	1,615	31,038	15,922	34,180	17,537	70.43%	197	903	114	42	75	27	36,569	18,706
12	Phnom Penh	1,069,494	561,067	54,159	21,217	720,600	348,650	774,759	369,867	72.44%	14,500	18,888	3,419	801	2,182	421	847,136	404,477
13	Preah Vihear	145,088	73,834	9,391	4,746	107,007	54,817	116,398	59,563	80.23%	576	2,113	140	49	46	21	121,962	62,322
14	Prey Veng	1,081,001	563,906	42,721	20,683	870,703	443,190	913,424	463,873	84.50%	4,491	6,507	1,064	232	300	35	936,784	475,138
15	Pursat	376,983	192,687	15,718	7,599	311,489	161,873	327,207	169,472	86.80%	1,404	1,583	588	179	187	62	333,956	172,700
16	Rattanakiri	116,867	57,789	7,858	3,662	96,309	44,304	104,167	47,966	89.13%	387	1,481	153	23	50	0	108,106	49,857
17	Siem Reap	789,467	401,886	54,022	26,343	716,779	368,325	770,801	394,668	97.64%	4,412	5,934	1,618	589	598	235	793,709	405,838
18	Sihanoukville	167,376	85,209	8,297	4,074	143,852	72,495	152,149	76,569	90.90%	1,036	1,398	459	161	185	49	157,661	79,213
19	Stung Treng	96,050	49,471	6,791	3,249	80,726	37,419	87,517	40,668	91.12%	663	1,444	155	38	21	1	91,907	42,814
20	Svay Rieng	537,133	280,609	28,709	13,512	503,250	258,390	531,959	271,902	99.04%	2,014	3,603	1,365	366	252	36	544,810	277,921
21	Takeo	886,396	454,227	45,842	22,774	790,271	391,446	836,113	414,220	94.33%	1,774	1,860	741	301	592	283	844,714	418,438
22	Kep	34,038	17,791	2,875	1,368	34,250	15,915	37,125	17,283	109.07%	110	223	56	12	33	8	37,880	17,636
23	Pailin	53,816	26,202	4,109	2,051	43,685	20,365	47,794	22,416	88.81%	300	489	109	20	18	1	49,499	23,226
24	Udon Meanchey	144,009	71,192	8,840	4,107	115,140	55,993	123,980	60,100	86.09%	597	721	91	16	75	1	126,782	61,435
25	Total	12,902,067	6,673,636	652,763	313,274	10,804,440	5,436,008	11,457,203	5,749,282	88.80%	63,522	109,389	20,619	5,648	10,472	2,733	11,834,116	5,930,574

BC = birth certificate, LBC = letter birth certificate, LMC = letter married certificate, LDC = letter death certificate.

Sources: Department of Local Administration, Ministry of Interior, 2007, Project Completion Report of the Commune Council Development Project (Loan 1953-CAM), Phnom Penh.

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## TECHNICAL ASSISTANCE COMPLETION REPORT

Division: CARM/SERD

TA 4007-CAM: Commune Council Development Project			Amount Approved: \$3,000,000	
			Revised Amount: \$3,570,000	
Executing Agency: Ministry of Interior		Source of Funding  Swedish International Development Cooperation Agency	Amount Undisbursed:  \$171,026.71	Amount Utilized:  \$3,398,973.29
TA Approval Date:  3 December 2002	TA Signing Date:  18 December 2002	Fielding of First Consultants:  22 July 2003	TA Completion Date Original: 30 June 2007 Account Closing Date Original: 31 December 2006	Actual:  31 December 2006 Actual:  30 April 2008
<p><b>Description</b></p> <p>TA 4007-CAM: Commune Council Development Project (CCDP) was attached to Loan 1953-CAM CCDP, which aimed to provide the 1,621 commune/<i>sangkat</i><sup>a</sup> councils, first elected in 2002, with the facilities, systems and capacity required to function effectively. Loan 1953-CAM: CCDP had four components: A facilities component (component 1); a capacity building component (component 2); a digital photomap component (component 3); and a civil registration component (component 4). TA 4007-CAM is grant financed from the Swedish International Development Cooperation Agency, which provided a total of \$3.57 million. It provided TA support to components 1, 3, and the whole of component 2. The Ministry of Interior (MOI) was the Executing Agency (EA) through its Department of Local Administration (DOLA).</p> <p><b>Expected Impact, Outcome, and Outputs</b></p> <p>CCDP aimed to provide the majority of commune and sangkat councils with the facilities, systems, and capacity to function effectively. The expected outcomes related to TA 4007-CAM were provisions of TA support for (i) the construction of 440 commune offices; (ii) legal development for decentralization and deconcentration (D&amp;D); (iii) capacity development of 11,200 commune councilors and clerks to discharge their responsibilities; (iv) public awareness activities on D&amp;D, roles and responsibilities of commune councilors and citizens; and (v) production of digital photomaps for 550 communes.</p> <p><b>Delivery of Inputs and Conduct of Activities</b></p> <p>The increase in the number of commune offices from 440 to 519 under component 1 resulted in the extension of the respective consultants' contracts for the international facilities advisor from 12 person-months to 16 person-months, and for the national architects, an engineer and the Project's national accountant from 132 person-months to 200.3 person-months. A total of 30 person-months of consultancy inputs were envisaged for international advisors under component 2: decentralization and training advisor, mass media advisor, decentralization legal advisor, and the major service decentralization advisor. The MTR recommended an increase of their contracts to 46.25 person-months to allow for sufficient time to deliver the desired outputs and a creation of a position of a national curriculum development specialist for 13.5 person months of inputs to coordinate training activities. Component 3 provided an international geographic information system and digital mapping advisor for 5 person-months of input. This consultant delivered all the required tasks in the Terms of Reference, and the additional works with a reduced input to only 2.6 person-months.</p> <p><b>Evaluation of Outputs and Achievement of Outcome</b></p> <p>TA 4007-CAM provided TA inputs for (i) the construction of 519 commune offices (79 more than the Project's original target of 440) with consistently high quality standard; (ii) training of 11,200 commune councilors and clerks, capacity development for DOLA's staff including MBA for 22 staff from a local university; (iii) legal support concerning D&amp;D (review of legal documents and training materials with legal implications); (iv) media campaigns with 684 drama performances, 320 film shows and 240 loud speaker announcements with 15 different messages on D&amp;D which were delivered by a local NGO (NICFEC) to about 2 million people in rural areas; (v) production of the digital photomap for 550 communes in the targeted areas; and (v) production of additional digital photomaps to cover most</p>				

parts of Cambodia, and piloting demarcations of commune boundaries, which are additional to the original scope of the Project.

#### **Overall Assessment and Rating**

The consultants had delivered required outputs satisfactorily. The high level leadership and ownership of the EA in all aspects of the Project implementation provided a strong foundation for sustainability. ADB also provided efficient support to the EA for implementation of the TA. The outputs identified in the Project document have either been achieved or exceeded and have proved essential for the effective implementation of the Government's D&D reform. Based on evaluation of effectiveness, efficiency, and sustainability of CCDP's outputs and outcomes, TA 4007-CAM is rated highly successful.

#### **Major Lessons**

Valuable lessons have been learned from CCDP and incorporated in CCDP Phase 2, which commenced in 2007. The use of private bank for the transfer of block grants for the construction of commune offices had proven more effective than using the provincial treasuries. The block grants arrangement and decentralized management with strong central supervision of the construction process were innovative approaches which also continue under the CCDP 2.

#### **Recommendations and Follow-Up Actions**

Given the impressive progress in D&D vis-a-vis reforms in other areas and positive achievements under CCDP, ADB is recommended to (i) provide a long-term support for the D&D reform including for the implementation of the recently approved organic law for the administration of subnational levels (province, districts, and municipality); and (ii) actively engaged in policy dialogue on D&D given its crosscutting impacts.

<sup>a</sup> Sangkat is an urban equivalent of commune in rural area.

## TECHNICAL ASSISTANCE COMPLETION REPORT

Division: CARM/SERD

TA 4008-CAM: Commune Council Development Project		Amount Approved: \$2,400,000	
		Revised Amount: \$2,400,000	
Executing Agency: Ministry of Interior	Source of Funding  Government of the Netherlands	Amount Undisbursed:  \$44,554.75	Amount Utilized:  \$2,355,445.25
A ApprovalDate: TA Signing Date:	Fielding of First Consultants:	TA Completion Date Original: 31 January 2006	Actual:  30 June 2006
3 December 2002    18 December 2002	5 May 2003	Account Closing Date Original: 31 December 2006	Actual:  13 February 2008

### Description

TA 4008-CAM: Commune Council Development Project (CCDP) was attached to Loan 1953-CAM CCDP, which aimed to provide the 1,621 commune/*sangkat*<sup>6</sup> councils, which were first elected in 2002, with the facilities, systems and capacity required to function effectively. Loan 1953-CAM: CCDP had four components: A facilities component (component 1); a capacity building component (component 2); a digital photomap component (component 3); and a civil registration component (component 4). TA 4008-CAM is grant financed from the Government of the Netherlands, which provided \$2.4 million to support component 4. The Ministry of Interior (MOI) was the Executing Agency (EA) through its Department of Local Administration.

### Expected Impact, Outcome and Outputs

CCDP aimed to provide the majority of commune and sangkat councils with the facilities, systems, and capacity to function effectively. The expected outcome of component 4 aimed at supporting the development of an efficient nationwide civil registration system for births, deaths, and marriages. Civil registration was the first devolved responsibility for commune/*sangkat* councils. Before the start of the Project, only 5% of the Cambodia's total population had registered births. The Project's target was that 95% of communes would be implementing civil registration effectively by December 2005, 80% of Cambodia's total population of 12.9 million would be registered by December 2005, and quarterly statistical reports would be received by MOI from all provinces on a regular basis by July 2005.

### Delivery of Inputs and Conduct of Activities

The TA 4008-CAM initially engaged an international civil registration advisor for an initial period of 9 person-months. However, it was realized at the early stage of the project implementation that it would be necessary to add (i) a design of pilot projects in six communes in three provinces, and implementation and monitoring of the pilot projects; and (ii) the implementation and monitoring of the national mobile civil registration. Accordingly, the input of the civil registration advisor was increased to 18 person-months following the ADB review mission during 8-12 September 2003 and after the external technical review of component 4 in July 2004. The TA also provided equipments and materials for support to the civil registration process for the Office of Civil Registration (OOCR) of MOI, provinces, districts and communes. The United Nations Children's Fund (UNICEF) and Plan International (an international NGO) also supported the registration process in coordination with the OOCR and CCDP.

### Evaluation of Outputs and Achievement of Outcome

TA 4008-CAM supported (i) revision of existing procedures to simplify the civil registration process; (ii) training of personnel involved in civil registration, including the commune/*sangkat* councilors, to operate the new national system; (iii) pilot testing of civil registration prior to the launching of the nationwide activities; (iv) mobile civil registration teams to reach out to remoter locations; and (v) public awareness and mobilization campaign. The procedures for civil registration were well understood and operational across the vast majority of communes. The coordination of the OOCR with the provinces and districts has been strengthened. The information from the provinces has been received by OOCR on a monthly basis, starting in the first quarter 2005.

About 89% of the total population of Cambodia's 12.9 million had been birth-registered by the end of the Project, exceeding the original target of 80%, and 100% of communes have been implementing civil registration since the

start of the national campaign in October 2004. The registration of the remaining population and newborns is continuing. The TA was instrumental in the creation of a well-established and efficient civil registration system in Cambodia.

#### **Overall Assessment and Rating**

The consultant had delivered the required outputs satisfactorily. The EA was successful in achieving a registration rate of 89% of the total population, exceeding the original target of 80% within a short time span. ADB also provided efficient support to the EA for implementation of the TA. Given the above, and based on evaluation of effectiveness, and efficiency in delivery of desired outputs and outcomes, TA 4008-CAM is rated highly successful.

#### **Major Lessons**

Valuable lessons have been learned from CCDP. Partnership between stakeholders such as UNICEF, Plan International, CCDP and the Government is essential for the successful implementation of the TA. The implementation arrangement had promoted the leadership and ownership of the Government which provided a strong foundation for sustainability of the civil registration system.

#### **Recommendations and Follow-Up Actions**

The EA is encouraged to continue to give priority to civil registration to avoid recurrence of backlog. The civil registration documents are only available in hard copies, which are vulnerable to floods, fire, and termites. A database system maybe developed to preserve the information which is searchable and updated on a continuous basis, and this is being supported under a follow up project, CCDP Phase 2.

<sup>a</sup> Sangkat is an urban equivalent of commune in rural area.

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