

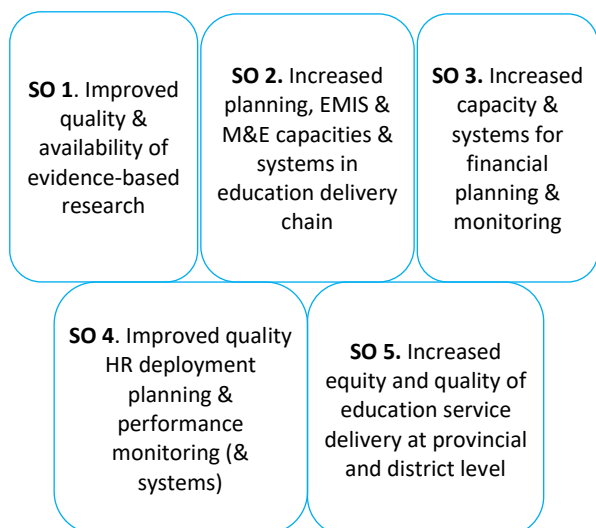
OUTCOME EVALUATION OF THE EDUCATION CAPACITY DEVELOPMENT PARTNERSHIP FUND (CDPF), PHASE I AND II, CAMBODIA

THE CAPACITY DEVELOPMENT PARTNERSHIP FUND (CDPF) WAS ESTABLISHED IN 2011 BY THE MINISTRY OF EDUCATION, YOUTH AND SPORT TOGETHER WITH UNICEF, THE EU AND SIDA, TO PROVIDE CAPACITY DEVELOPMENT SUPPORT TO THE EDUCATION SECTOR IN CAMBODIA, EXTENDING FROM SUPPORT TO THE NATIONAL MINISTRY OF EDUCATION, YOUTH AND SPORT INSTITUTIONS AND DEPARTMENTS TO PROVINCIAL AND DISTRICT OFFICES OF EDUCATION AND TO SCHOOLS.

The Fund has been established to support the implementation of the Ministry's Master Plan for Capacity Development 2011-2015 and the realization of the Education Strategic Plan for that same period. CDPF is administered by UNICEF under the guidance of a joint steering committee of the Ministry of Education Youth and Sport (MoEYS) and the funding development partners. The United Nations Children's Fund (UNICEF) heads the CDPF secretariat, and the capacity support actions are implemented by MoEYS, UNICEF and in partnership with Volunteer Services Overseas (VSO) and Cooperative for Assistance and Relief Everywhere (CARE), who implement actions on the ground.

CDPF was implemented in two phases: Phase I from November 2011 to December 2014 and Phase II from January 2015 to December 2017. Phase III of CDPF starts in 2018.

Capacity development interventions were implemented under five different strategic outcome areas:



The CDPF Phase I and II focused on three levels:



INSTITUTIONAL
Reforms, norms, policy frameworks and restructuring of MoEYS units



INDIVIDUAL
Training, coaching, mentoring, equipment, professional career



ORGANIZATIONAL
Network among Government and beyond, reducing disparities in education system delivery

OBJECTIVES OF THE OUTCOME EVALUATION

- Assess the approaches to capacity development, whether outcomes and pathways to achieve results were articulated clearly;
- Assess the extent to which CDPF has achieved the intended outcomes of building capacities at national and sub-national level;
- Assess the extent to which CDPF has collaborated and coordinated internally within MoEYS and with external partners;
- Assess the efficiency of UNICEF financing, management and governance; and
- Assess the extent to which CDPF built on the use of existing knowledge and practices and identify lessons learned that can inform the CPDF Phase III or similar programmes.

Evaluation criteria used along the process were: relevance, effectiveness, efficiency, sustainability, gender equality and equity.

METHODOLOGY

This evaluation adopted a mixed methods approach that allowed for triangulation of data from a variety of sources. Methods included desk review, outcome harvesting case studies, semi-



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structured key informant interviews, group interviews, focus group discussions (a total of 711 respondents out of which 210 were women) and a survey at national, provincial and district levels among CDPF stakeholders (742 survey questionnaires). Field research was conducted in 12 districts within six provinces; the survey, 42 districts within 18 provinces. The main data collection took place from September to October 2017. United Nations Evaluation Group standards have been followed throughout the evaluation process.

EVALUATION FINDINGS AND CONCLUSIONS

RELEVANCE

The CDPF has been well aligned with the Education Strategy Plan; Master Plan for Capacity Development of MoEYS; the Royal Government of Cambodia's Rectangular Strategy for growth, employment, equity and efficiency, the international Education for All movement; the Millennium Development Goals and more recently the Sustainable Development Goals.

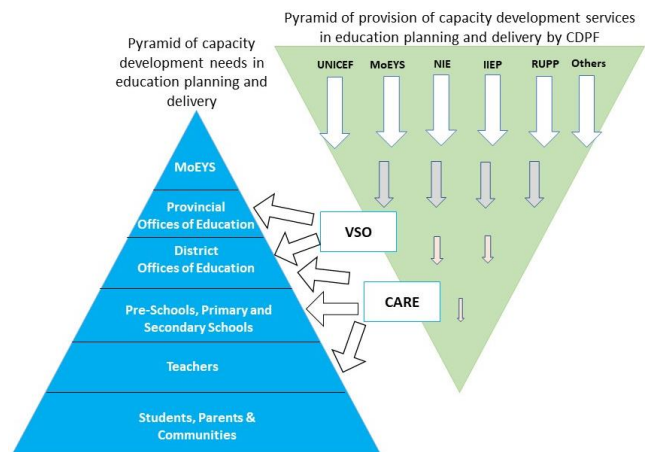
MoEYS ownership of CDPF was strong. The ministry provided leadership to the steering committee and has also committed its own programme budget to complement and follow up on CDPF-funded actions.

CDPF has been innovative in its capacity development approach, introducing new methods and instruments over time. However, the overall capacity development approach has not been sufficiently programmatic and long-term, which are both requirements to achieve sustainable results over longer periods of time.

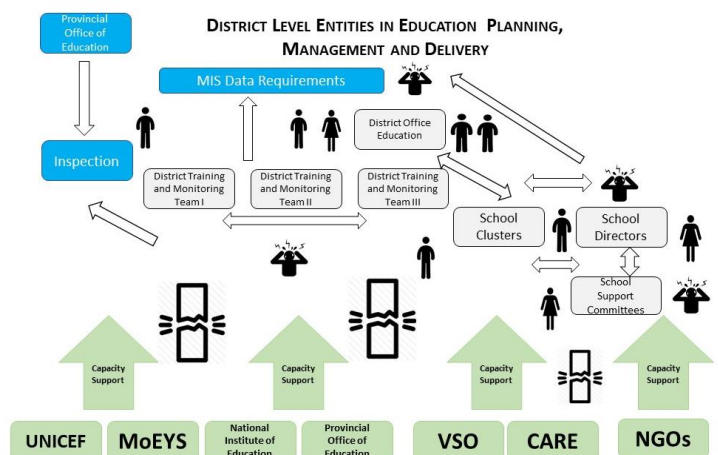
EFFECTIVENESS

CDPF has achieved capacity development improvements particularly at the national level, while outcomes were less noticeable at the sub-national level. Outcomes were more pronounced in education planning and management and rolling out of Education Management Information Systems and related capacities.

Effectiveness of CDPF at the district level is challenged due to significant and persisting capacity constraints at this level. Available staffing and budgets of district level education



management and delivery entities are seriously constrained to perform their multiple tasks. This has also limited their capacity to absorb more capacity development support provided by CDPF, as is illustrated in the infographic below.



The existing district level capacity constraints, particularly in rural and remote areas, have limited the absorption capacity for additional capacity development support actions. An additional reason is that the process of decentralization and de-concentration in Cambodia is not progressing according to plan.

Long-term, on-the-job support provided by VSO and CARE focusing on disadvantaged provinces and districts has increased the reach of CDPF to rural and remote areas and was much appreciated by Provincial Offices of Education (POEs) and District Offices of Education (DOEs) and schools. This long-term and on-the-job support was mostly provided in disadvantaged locations, as a strategic priority of these NGOs. CDPF has achieved significant outcomes at the individual and institutional levels of capacity development but less at the organizational level.



Many **individuals** within the staff of MoEYS at all levels have benefited from capacity development activities. These individuals show increased awareness of policies and systems and can apply formats and instruments for educational planning, management and data collection. At **institutional level**, policies and systems were developed, disseminated and implemented at national and sub-national level. Capacity development outcomes at the **organizational level** were less pronounced and this was mainly because capacity development, particularly in the first years, focused on training and workshops. Capacity effects over time often decrease considerably because individuals are mobile. More attention was gradually given to longer-term and organization-focused capacity development, particularly in the CDPF funded projects of CARE and VSO.

Coordination in the education sector has improved, contributing to increased effectiveness of education capacity development interventions. In particular, MoEYS leadership in the national Joint Technical Working Group (JTWG) is strong, contributing to effective development and implementation of policies and programmes. At the provincial level, experience was built in coordination with the Provincial Joint Technical Working Group (P-JTWG), although these working groups were not always fully functional. At the district level, coordination is still less common. Coordination challenges exist between different technical departments of MoEYS and with other ministries. Some P-JTWGs are not yet fully functional and POEs need more capacities to deal with multi-stakeholder cooperation at the provincial level.

EFFICIENCY

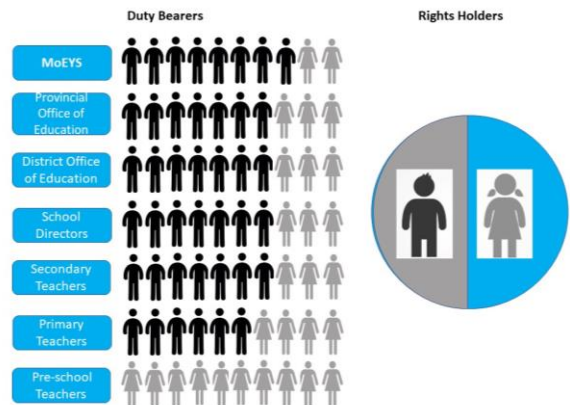
The implementation of CDPF under separate outcome areas, in combination with the compartmentalized structure of MoEYS to implement education policies and strategies, has challenged a strategic approach to capacity development. The short timeframes of the two CDPF phases have caused a certain degree of inefficiency because of the need for new planning documents and concept notes for extension and follow-up phases of CDPF.

Monitoring and reporting systems in CDPF have been adequate at the level of output and financial

reporting, but have been less adequate to provide good outcome-level reporting.

GENDER EQUALITY AND EQUITY

Women’s involvement in the education delivery system has remained largely at the lower levels of the bureaucracy, mostly in teaching in pre-schools and primary schools. Higher up in the system, women tend to disappear, particularly at the management level.



Although more gender-disaggregated information has become available, **capacity for gender analysis and for translating gender analysis into action has remained limited at all levels of MoEYS and this challenge has received limited attention in CDPF.** The rural-urban gap in education delivery is significant, and there are many challenges in remote districts that require special attention. In CDPF this was mainly done by CARE and VSO, but these projects have had a relatively limited geographic scope.

SUSTAINABILITY

Capacities over time tend to decrease to a considerable extent when looking at organizational and team-level capacity. This is particularly the case when capacity development is done merely at the individual level and when it is not well embedded in human resource management policies and staff planning. During CDPF Phase I and II, **MoEYS has regularly matched CDPF funds** with its own funds and this provides a good start for strengthening sustainability during CDPF Phase III.



LESSONS LEARNED

The following lessons were learned in this evaluation of CDPF that are more widely applicable for capacity enhancement processes in the education sector:

- Capacity development requires a long-term and well-focused step-by-step approach;
- Consultation and participation of multiple stakeholders in interventions are crucial for inclusiveness of planning and implementation;
- Adult learning methods such as coaching and mentoring enhance the possibility of capacity development, producing more relevant and sustainable outcomes;
- Working on capacity development at the organizational level and measuring it is needed for effective capacity development at all levels;
- A cascading approach to capacity development is needed to cover the whole country; and
- Dealing with willingness for risk-taking and innovation in organisations is important for successful and effective change.

KEY RECOMMENDATIONS

TO UNICEF, MoEYS AND CDPF IMPLEMENTING AND SUPPORTING PARTNERS

- 1. Focused programmatic approach to CDPF Phase III:** MoEYS and UNICEF should develop a focused and programmatic approach in CDPF Phase III, while maintaining the flexible nature of CDPF as much as possible;
- 2. Comprehensive approach to capacity development:** MoEYS and UNICEF should develop a comprehensive approach to capacity development, with increased attention to developing capacities for data analysis and translation into policies and action plans, realization of inclusive planning processes, meaningful gender mainstreaming and organization level capacity development;
- 3. Functional review of education delivery at district level:** MoEYS should undertake a comprehensive functional review of education delivery structures and entities at the district level to identify the capacity constraints faced at this level;
- 4. More capacity development at local level:** MoEYS and UNICEF should continue to strengthen the process of sub-national capacity development assistance, particularly in rural and remote areas, reaching out more effectively to the district and school level, and this includes continuing to work with NGOs and ensuring that NGOs work in a coordinated and complementary way;
- 5. Appropriate M&E and baseline for capacity development:** At the start of CDPF Phase III, MoEYS and UNICEF need to introduce a comprehensive M&E system and indicators that include not only output, but also outcome indicators at the individual, organizational and institutional level, starting with a CDPF Phase III baseline;
- 6. Timely exit strategy:** It is recommended that UNICEF and other development partners develop a clear and timely transfer and exit strategy right from the start of CDPF Phase III;
- 7. Gender responsive planning:** MoEYS should develop and integrate gender-responsive planning and targets in its Human Resource Management policies and capacity development; and
- 8. Multi-stakeholder coordination at the provincial and district level:** UNICEF should provide specific support to capacity development of MoEYS, Provincial Offices of Education, and District Offices of Education in leading multi-stakeholder coordination in Joint Technical Working Groups in the education sector.

