

# Evaluation of the SDG Funded Joint Programme for Supporting the National Social Protection Policy Framework in Cambodia

## Final Evaluation Report

22<sup>nd</sup> of April 2022



<b>Title:</b>	Evaluation of the SDG Funded Joint Programme for Supporting the National Social Protection Policy Framework in Cambodia
<b>Geographic Region of the Programme:</b>	Nationwide
<b>Timeline of the Evaluation:</b>	January 2020 - February 2022
<b>Date of the Report:</b>	22 <sup>nd</sup> April 2022
<b>Country:</b>	Cambodia
<b>Evaluators:</b>	Economic Policy Research Institute
<b>Name of the Organization Commissioning the Evaluation:</b>	UNICEF

## Executive Summary

### Background of the study

Over the past two decades, Cambodia has experienced rapid economic gains, along with significant poverty reduction. Notwithstanding past achievements, a significant proportion of the population is still susceptible to poverty which has been exacerbated by the COVID-19 crisis. Furthermore, the economic shock resulting from the 2020 COVID-19 response measures, significantly reduced Cambodia's growth rate.

Over the last decade, the Royal Government of Cambodia (RGC) has prioritised social protection as a vital instrument in the country's social policy. The adoption of the first National Social Protection Strategy (NSPS) in 2011 and the National Social Protection Policy Framework (NSPPF) 2016-2025, marked vital milestones towards developing a systematic response to address the needs of the poor and vulnerable in the country. However, currently, the social assistance system in Cambodia is in its early stages of development and marked by significant gaps in capacities and the system design, including coverage, delivery systems, targeting and M&E.

It is within the context of these vital reform processes that the Joint SDG funded programme to Support the National Social Protection Policy Framework in Cambodia (UNJP) was conceptualised to support the ongoing evolution of the social service/social protection delivery in Cambodia.

The UNJP, which was implemented from January 2020 up to February 2022, contributes to the nationwide rollout of the comprehensive National Social Protection Policy Framework (NSPPF) by filling in some key capacity gaps in the design of the national social protection programmes so as to increase the coverage of cash transfers for children, persons with disability and the elderly through a more unified design that is supported by improved planning and M&E framework as well as delivery capacities at both central (mainly GS-NSPC and MoSVY) and decentralized levels. The project further supported the National Social Security Fund (NSSF) in the design and expansion of its schemes and strengthened the capacity of the Ministry of Health (MoH) on health financing, supporting progress toward Universal Health Coverage (UHC).

### Evaluation Purpose and Objectives of the Evaluation

The purpose of this evaluation is to learn how a joint UN approach led to accelerating the nationwide rollout of the comprehensive Social Protection Policy Framework (NSPPF) and to draw actionable recommendations to increase the capacity of the Government of Cambodia to deliver social services and social protection for vulnerable populations in Cambodia.

The **objectives** of the assignment are to:

1. Assess the **effectiveness** of the Joint Programme
2. Explore **coherence, synergies and complementarities**
3. Assess the **catalytic contribution** of the two projects
4. Assess the **efficiency** of project interventions

5. Assess the **added value** of a joint UN approach to programming
6. Explore **sustainability** of project interventions
7. Provide **actionable recommendations and lessons learned**

## Evaluation Methodology

The evaluation of the UNJP is a qualitative study focused on five of the six OECD-DAC criteria: Relevance, Effectiveness, Efficiency, Coherence and Sustainability. This study adopts a (i) **theory-based approach to evaluation** using contribution, thematic and framework analysis approaches and (ii) **utilisation focused evaluation (UFE)** for the assessment. As a mixed-methods evaluation, the approach involves **secondary quantitative and qualitative data and primary qualitative data collection**.

### Evaluation Methods

In addition to a desk review of secondary resources including UNICEF, ILO and WHO's programme documents and government documentation, Key Informant Interviews (KIIs) were conducted with key government stakeholders at the national level and UN agencies.

### Limitations

Several activities of the UNJP were still ongoing during this evaluation, due to numerous endogenous and exogenous causes – including COVID-19. Therefore, the full extent of how the final outputs would affect the longer-term outcomes or the process-related issues that may emerge, could not fully be assessed.

## Evaluation Findings

### Relevance:

The UNJP directly addresses the needs of vulnerable populations through the design and development of humanitarian assistance, social assistance and insurance programmes covering these population groups as well as through investments in vital systems strengthening, which will improve the coverage and responsiveness of existing programmes. Most importantly, the development of the **disability identification framework overcame the foremost and fundamental barrier in the provision of social assistance and services** that allow persons with disabilities to live productive and dignified life.

The conditional Cash Transfer Programme for Poor Pregnant Women and Children 0-2 years (CTPWC) directly **responded to the health-related barriers to safer pregnancy and childhood**, while simultaneously enabling households to overcome financial insecurities that have proven implications for the nutritional status and survival of mothers and children.

Furthermore, **the pension scheme is expected to cover 1.5 million people** with better service delivery through UNJP's support to digitalisation of vital processes such as online registrations, e-payments and more efficient monitoring and evaluation. Additionally, the development of the Family Package has also **accelerated the design and roll out of a non-contributory old age allowance as a minimum income guarantee for older persons**.

The **COVID-19 cash transfer was instrumental in addressing the most urgent needs of vulnerable populations**, not only the needs of those affected by the COVID-19 crisis but also

extended coverage to persons with disabilities, older persons, and persons living with HIV, reaching an estimated 3 million Cambodians.

The UNJP has responded to the needs of the government and helped the RGC *“to continue to develop and to strengthen the social protection system with concentration, consistency and effectiveness”*. The investments through the UNJP have improved the legal, policy and institutional framework, while UN agencies’ other projects continue to strengthen the implementation-level capacities to translate these developments into actions.

### Efficiency

The review and consultations indicate that the cost allocated to capacity building activities will reap substantial returns over years, without the substantial additional annual cost. **The results in terms of expansion of social protection coverage are expected to far exceed these costs.** The materials and tools developed can be used for training current and future social protection practitioners in the country. Similarly, **the investments in the development of frameworks and the design of transfers and pension programmes offer a high return on the operationalisation of the framework.**

Stakeholders explicitly mentioned some activities as being particularly efficient and effective in enabling the country to achieve its social protection-related goals. **Capacity-building under the UNJP, for instance, was highly regarded by the national government and considered the most effective intervention of the programme.** Even where activities have not been fully operationalized, for instance, the NSSF investment board and committee, the development of these outputs are believed to have a significant impact on accelerating the formalization and functioning of the institution.

While there have been some delays in the delivery of UNJP activities and outputs, these delays are expected when government counterparts co-lead all activities. Since the government agencies have limited capacity and competing priorities, this often led to delays in the implementation of activities. However, **the return in terms of government ownership of activities far outweigh the costs of these delays.**

The evaluators believe that the approach of jointly designing activities in close consultation with the government, prioritizing the government’s most pressing needs and continuous evidence-generation, was the most appropriate and most efficient approach when accounting for the time and resources spent as well as the uptake and utilisation of the outputs delivered through the UNJP.

### Effectiveness

The evaluators can confirm, with strong confidence that most outputs and outcomes envisaged in the UNJP have been achieved.

#### On Overall Effectiveness:

**Outcome 1 was achieved to a great extent with strong evidence.** The UNJP has directly contributed towards the implementation of various NSPPF priorities, expansion of existing and new social protection programmes and the adoption of more integrated approach to social

protection. Output 1.3 on legislative frameworks comprises ongoing activities that are due for completion in the first quarter of 2022. It is concluded based on consultations with government stakeholders and the implementing agency, the activity is poised to provide legal coverage for access to social protection in Cambodia in the coming years and will contribute to outcome 1 soon.

### **Outcome 2 was achieved to a great extent, with gaps in the health sector targets**

While all activities under Outcome 2 were completed at the time of the evaluation, outcomes like these need time to be fully realised. There is evidence suggesting that these activities greatly contributed to expanding the scope and coverage of social protection to uncovered groups, progress towards reducing poverty under extremely challenging circumstances, improving M&E and accountability within government institutions and across them and to some extent demonstrating progress towards longer-term targets related to a reduction in wasting and to some extent, stunting.

#### On Contribution to the Planning, Management and M&E of Service Delivery

**The central administration is better equipped, in terms of knowledge, capacity, resources, guidelines and documents, to plan, implement and monitor social protection and social services.** The most prominent output of the UNJP is the improvements in MIS and M&E capabilities within NSSF, NSPC and MoSVY. In particular, the support provided to the GS-NSPC for the development of the digital social protection M&E dashboard, for data collection and presentation for the social protection sector, has been identified as vital for expanding social protection to cover unprotected and vulnerable groups.

#### On Capacity of the Government to Deliver Social Protection Programmes for the Most Vulnerable

**Over the period of the joint programme, there have been significant improvements in the social protection coverage of vulnerable groups.** For instance, the Cash Transfer for Pregnant Women and Children under 2 (CTPWC) covers 243,376 pregnant women and children 0-2, the national Disability Identification Mechanism led to the identification of over 230,000 persons with disabilities to allow access to social protection and care, and the health equity fund was extended to cover 50,000 new informal workers in 2021. **The UNJP also led to the immediate prevention and progress towards reduction of poverty in the wake of COVID-19, by contributing to the delivery of the Covid-19 Cash Transfer Programme.**

#### On Achievement of SDGs:

The evaluators find numerous direct evidence confirming the contribution of the UNJP towards the targeted SDGs, including the SDG 1.3 on social protection, to some extent to SDG 2.2 on ending malnutrition and SDG 3.8 on Universal Health Coverage, and significantly to SDG 16.6 on effective, accountable and transparent institutions.

## Coherence

The key strength of the UNJP in Cambodia was that the UN agencies were able to clearly identify, the activities and stakeholders they will engage with, based on their own areas of strength and expertise. Consequently, activities and larger outcomes were jointly agreed and split across agencies for efficient implementation.

The UNJP effectively built and managed relationships with government counterparts, by maintaining a balance between previously built partnerships and new collaborations.

Furthermore, UNJP timelines and activities were adjusted in the wake of COVID-19 to better support the government's most pressing needs. Even though these adaptations came at an expense of some activities being delayed, it was considered instrumental for UNJP's alignment with the changing government priorities.

The UNJP activities were designed jointly by the UN agencies implementing them, but the implementation of the activities was mostly independent, with limited interaction between agencies required by the UNJP implementation processes. While this ensured an efficient use of the individual strengths of the UN agencies, it significantly limited progress towards improving longer-term coherence and coordination among agencies or advancing the one-UN approach in the longer run. The UNJP processes also raise concerns regarding the clarity on the roles and responsibilities of the involved agencies.

There is evidence that parallel implementation of the UNJP and the LGSP (the Sida-funded Strengthening Local Governance and Social Protection Project was implemented in parallel to UNJP and evaluated at the same time to understand synergies between two projects) accelerated both programmes' intended outcomes. **Overall, the policy level interventions, as part of the UNJP, benefitted from the local government level capacity building interventions of the LGSP.** Simultaneously, the local government interventions benefitted from the UNJP policy reforms, providing a clear direction and enabling more targeted capacity building of local governments.

## Sustainability

The outcomes of the UNJP are sustainable in the long run for the following reasons:

- (i) The activities were owned by the government and respond directly to their priorities
- (ii) The activities were designed to strengthen the policy framework, enhance capacities, systems and knowledge and awareness, which deliver results in the long-term
- (iii) The UNJP enabled and strengthened UN agencies' relationship with key government counterparts
- (iv) Stakeholders have already identified areas of further engagement, their own pipeline of interventions and expansions to build upon the activities and outputs of the UNJP

Since all activities aimed to build systems capacity – legal, policy, institutional and governance capacity, it will reap returns in the long run. Furthermore, due to improved knowledge and understanding, stakeholders such as NSSF, NSPC, MoSVY and NIS demonstrate keen interest in continuing collaboration with UNICEF, ILO and WHO. **The evaluators can confirm with confidence that the activities and their results are both sustainable and likely to generate exponential returns in terms of coverage of vulnerable groups, better transparency and accountability as well as sustained progress towards the targeted SDGs.**

### Conclusion and Recommendations

The UNJP has been relevant, responsive, highly efficient, and effective in achieving most of its intended outcomes. All the efforts and activities that were undertaken as part of the UNJP were long-term activities and have laid the groundwork for extensive expansion of coverage of vulnerable groups over the coming years. Further, the strong government collaboration has also opened pathways for future engagement that build upon the UNJP investments.

Key recommendations to improve help strengthen the UN support to the roll-out of the national responses in social protection and delivery mechanisms for social services at national and sub-national level, include:

1. **Promoting joint government engagement and coordination** in the country programme and planning to further strengthen the one-UN approach and ensure more influential advocacy around social protection policy and programming.
2. **Improving clarity around and allocation for resources** towards strengthening coordination, communication, management and support for delivering joint programmes.
3. **Improving estimation of time and resource requirements** for delivering the tasks proposed as part of the programme.
4. **Better engaging rightsholders in the development of programme activities** and their implementation and evaluation, to ensure inclusive implementation and M&E of the National Social Protection Policy Framework
5. **Actively fostering linkages and coordination in the programme activities with sectors such as health, education, youth engagement and humanitarian support** to accelerate the achievement of SDGs and to better equip the sub-national governments to deliver integrated social protection programmes



## Acronyms and Abbreviations

CA	Contribution Analysis
CBO	Community Based Organisations
CCWC	Commune Committee for Women and Children
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CP	Capital and Provincial
CRC	Convention on the Rights of the Child
CSO	Community Support Organisations
CTPWC	Cash Transfer for Pregnant Women and Children
C/S	Commune/Sangat
DAC	Digital-to-Analog Converter
DMK	District, Municipal and Khan
D&D	Decentralization and De-concentration
EMG	Evaluation Management Group
EPRI	Economic Policy Research Institute
ERG	Evaluation Reference Group
FGD	Focus Group Discussion
GS-NSPC	General Secretariat - National Social Protection Council
IDI	In-Depth Interview
ILO	International Labour Organization
KII	Key Informant Interview
LGSP	Local Governance for Social Services and Social Protection
MEF	Ministry of Economy and Finance
MoH	Ministry of Health
Mol	Ministry of Interior
MoP	Ministry of Planning
MoSVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
NGO	Non-Governmental Organization
NIS	National Institute of Statistics

NSPPF	National Social Protection Policy Framework
NSSF	National Social Security Fund
OECD	Organisation for Economic Co-operation and Development
PFM	Public Finance Management
RCO	Resident Coordinator Office
RGC	The Royal Government of Cambodia
SDG	Sustainable Development Goals
SNA	Sub-National Administration
SNDD	Sub-National Democratic Development
ToC	Theory of Change
UNICEF	United Nations Children's Fund
UNJP	UN Joint Programme
WHO	World Health Organization

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# 1. Context and Background

## 1.1. Introduction to the Report

The Economic Policy Research Institute (EPRI) presents the final evaluation report for the SDG Funded Joint Programme for Supporting the National Social Protection Policy Framework in Cambodia (UNJP). The report details the evaluation’s objectives, purpose, methodology, findings, conclusions, and recommendations.

The document is structured as follows. Section 1 presents the context and the objects of the evaluation. Section 2 provides an overview of the purpose and objectives of the research, while the subsequent Section 3 presents the evaluation framework and approach. Section 4 outlines the methodology for data collection and analysis. Section 5 presents the findings, followed by conclusions in Section 6 and the recommendations in Section 7.

## 1.2. Context

Cambodia has experienced rapid economic growth -sustaining an average growth rate of 7.9 per cent between 2007 and 2017.<sup>1</sup> Over the past two decades, these economic gains have come alongside impressive poverty reduction. Between 2007 and 2014, poverty rates dropped from 47.8 per cent to 13.5 per cent. From 2014 to 2019, there was a nearly a 4.5 percentage point reduction in poverty from 13.5 to 9 per cent.<sup>2</sup> Notwithstanding past progress, nearly 70% of the population was susceptible to poverty – living under twice the poverty line in 2016 (Analysis from CSES 2016). The economic shock resulting from the public health mitigation measures in response to COVID-19 in 2020 brought Cambodia’s growth rate from over 7 per cent in 2019 to -3.1 per cent in 2020.<sup>3</sup> The recovery from this shock has been slow, pushing millions more into poverty - exposing the sensitivity of the gains in poverty reduction and highlighting the vulnerability of the population.

Over the last decade - social protection has been a vital pillar supporting Cambodia’s growth story. The Royal Government of Cambodia (RGC) has thus prioritised social protection as a vital instrument in the country’s social policy. In 2011, the government adopted the first National Social Protection Strategy (NSPS), achieving a vital milestone towards developing a systematic response to address the needs of the poor and vulnerable in the country. The National Social Protection Policy Framework (NSPPF) covering 2016-2025 superseded the NSPS, encapsulating the most modern definitions of social protection – comprehensive, inclusive, rights-based, throughout the lifecycle and focused on achieving integration, coherence and coordination at the policy, programme and administrative levels.

The NSPPF defines the national priorities for the protection and inclusion of the people living in Cambodia with the objectives of accelerating human capital accumulation and advancing

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<sup>1</sup> The World Bank in Cambodia. Available at: <https://www.worldbank.org/en/country/cambodia/overview#1>

<sup>2</sup> Royal Government of Cambodia, “National Strategic Development Plan 2019-2023,” accessed September 2021

<sup>3</sup> UNICEF and WFP (2021) COVID-19 Socio-Economic Impact Assessment. Available at <https://reliefweb.int/report/cambodia/covid-19-socio-economic-impact-assessment-july-2021>

inclusive and sustainable development. A comprehensive package of social assistance and insurances are envisaged as part of the policy framework with space to strengthen linkages with social services to improve the overall effectiveness and efficiency of the social protection system. With the recent reforms such as the family package, and continued investments in systems strengthening since 2016, there have been and are expected to be substantial gains in coverage and efficiency of these programmes. With the gradual increase in coverage and scope, as well as capacities to plan and deliver the programme, the opportunities are arising to support the RGC in developing a more coherent and integrated system of social assistance focusing on effectiveness and efficiency of evidence-based delivery and financing across the life cycle. COVID-19 further accelerated the expansion of the social protection sector - driven by a high-level political commitment to protect and prevent the population from falling into poverty. The need to deliver emergency assistance rapidly exposed both the strengths and weaknesses of the social protection system and the local governments to respond to the long-term and immediate needs of the populations.

Currently, the social assistance system in Cambodia is in its early stages of development and marked by significant gaps in capacities and the system design, including coverage, delivery systems, targeting and M&E. The system is still fragmented, and existing programmes are at varying levels of maturity. There are limited social assistance measures with three operational programmes - covering pregnant women and children under two, cash transfer for persons with disabilities and scholarships. According to the World Bank, coverage of safety nets remains at only 2 percent of the poorest quintile of the population, compared to an average of 53 percent in East Asia and 50 percent among other developing countries.<sup>4</sup>

In terms of social insurance, the existing system covers only employment injury insurance, social health insurance and pensions. The National Social Security Fund (NSSF) is responsible for the administration of the social insurance schemes. To date, only civil servants have benefited from statutory pensions, leaving most of the population vulnerable to poverty. Due to high levels of job informality, only a small percentage of the Cambodian population is covered by social insurance<sup>5</sup>.

The continued implementation of the NSPPF is expected to lead to more people covered by a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system. With the gradual increase in coverage and scope, and capacities to plan and deliver the programme, the opportunities are arising to support the RGC in developing a more coherent and integrated system of social assistance focusing on effectiveness and efficiency of evidence-based delivery and financing across the life cycle.

**It is within the context of these vital reform processes that the Joint SDG funded programme to Support the National Social Protection Policy Framework in Cambodia (hereafter referred to as the**

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<sup>4</sup> CEIC Data (2013) Compiled using World Bank Statistics

<sup>5</sup> OECD (2021) Social Protection System Review of Cambodia. Available at: <https://www.oecd.org/dev/inclusivesocietiesanddevelopment/social-protection-system-review-cambodia-60s.htm#:~:text=Cambodia%20has%20a%20number%20of,existent%20for%20those%20working%20informally.>

Joint Programme or UNJP) was conceptualised to support the ongoing evolution of the social service/social protection delivery in Cambodia.

### 1.3. Object of evaluation

The present evaluation is a part of the Two-Pronged Evaluation on: 1. Strengthening Local Governance for Delivering Social Services and Social Protection for Vulnerable Children and Women in Cambodia (LGSP) and 2. Joint Programme for Supporting the National Social Protection Policy Framework in Cambodia (UNJP).

The two programmes contribute towards complementary outcomes, engage common partners and aim to reach complementary results. The programmes reinforce each other, and they were designed to have a catalytic and synergetic impact achieved by linking the project activities to broader national agenda and initiatives. Additionally, both projects focus on strengthening system building, as well as coordination, M&E and delivery planning functions at different levels of administration with an expectation of synergetic impacts. While the UNJP was more focused at the policy level, the LGSP had a greater focus on delivery. Therefore, this evaluation focuses on the end outcomes, while still allowing for programme specific findings, conclusions and recommendations, increasing coherence in the evaluation findings.

#### **Strengthening Local Governance for Delivering Social Services and Social Protection for Vulnerable Children and Women in Cambodia (LGSP)**

The SIDA funded LGSP is a **three years and three months (October 2018 – December 2021)** long project having national coverage for the social protection components and covering **seven provinces as a focus of its improved governance component: Phnom Penh, Battambang, Kandal, Kratie, Ratanakiri, Siem Reap and Preah Sihanouk.**

It focuses on strengthening the capacities of subnational administrations in Cambodia in planning, budgeting, monitoring and delivering services for children and women with civil society participation. In this way, the programme also enhances a human rights-based approach to programming and achieves ‘no one is left behind’ principle pertaining to the global 2030 SDG agenda.

According to the programme Theory of Change, the vision of change is to reduce multidimensional child poverty in Cambodia. Limited access and quality of social services and social protection were identified as the major factor for high child deprivation. Hence, the long-term change to achieve this vision is that children and adolescents in Cambodia, including the most deprived benefit from effective social services and child-sensitive social protection system.

*Table 1 LGSP Outputs and Outcomes*

OUTPUTS	OUTCOMES	LONG-TERM OUTCOMES
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Output 1.1. Provincial Investment Plan and Provincial Development Plan monitoring and reporting mechanism enhanced	Outcome 1: SNAs (CPAs, communes/Sangkats) prioritize children and women in Provincial Investment Programme (PIP) and allocate resources for social services that aim to improve the well-being of children and women	Precondition 1: Properly designed, gender-sensitive and equity-focused social protection programmes implemented with increased coverage  Precondition 2: Public budget equitably and adequately allocated and executed for social services and social protection programmes  Precondition 3: Line ministries and subnational administrations effectively monitor and evaluate policy, programme and budget implementation and progress toward Cambodia Sustainable Development Goals.
Output 1.2. SNA social expenditure guidelines developed and implemented		
Output 1.3. Public recognition and reward mechanism for high-performing SNAs in place		
Output 1.4. Coaching mechanism to support SNA planning, budgeting and implementation		
Output 1.5. Enhanced citizen participation in local planning and budgeting process (in rural and urban areas)		
Output 2.1. Cash transfer qualitative evaluations conducted to inform its design and operation to improve its effectiveness	Outcome 2: Social protection programmes delivered by SNAs benefitting the most vulnerable populations	
Output 2.2. SNA officials are trained for social assistance delivery		
Output 2.3. A single registry of social protection programmes is in place		
Output 2.4. Social workers placed at the district level		
Output 2.5. Para social workers are placed at the commune level		



To address the existing bottlenecks for planning, budgeting and delivering social services and social protection programmes for the most vulnerable in Cambodia, UNICEF implemented the project activities in partnership with:

- i. Central ministries, including the Ministry of Finance (MEF), Ministry of Interior (MoI), Ministry of Planning (MoP) and the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY)
- ii. Sub-national administrations (SNAs) and
- iii. NGOs/CSOs

### **Joint Programme for Supporting the National Social Protection Policy Framework in Cambodia (UNJP)**

The present report focuses on the evaluation findings of the UNJP. The UNJP was implemented over 24 months, from January 2020 up to February 2022, with a total budget of 3,199,173 USD – a budget of 1,999,173 USD is funded by the SDG-Fund, and the contribution of UNICEF, ILO and WHO from other sources (including other donors) amounts to 1,200,000 USD.

The SDG funded UNJP contributes to the nation-wide rollout of the comprehensive National Social Protection Policy Framework (NSPPF). The UNJP, in partnership with other actors in social protection, aims to contribute to filling in some key capacity gaps in the design of the national programme so as to increase the coverage of cash transfers for children, persons with disability and the elderly through a more unified design that is supported by improved planning and M&E framework (including consistent and harmonized data collection and reporting tools) as well as delivery capacities at both central and decentralized levels. To support these significant steps in setting up a new social protection institutional architecture and expanding coverage, the UNJP supports the institutional and technical capacity for delivering social assistance and social insurance benefits, for conducting dialogue on social protection topics and for analysing and responding to monitoring data.

In addition to increased coverage, the activities under the UNJP aim to increase cross-governmental collaboration on social protection, improve analysis of who is being left behind, and increase fiscal space for social protection. The programme activities are implemented in partnership and collaboration with government line ministries, United Nations partners such as the World Bank, GIZ and USAID, and other key stakeholders. The three participating UN agencies in the Joint Programme, coordinated by the RCO, are ILO, UNICEF and WHO. The roles and responsibilities of all relevant stakeholders are highlighted in the table below.

*Table 2: Key Stakeholders - UNJP*

<b>Organization/ Ministry/Stakeholder</b>	<b>Role</b>
<b>ILO</b>	Provides initial support to the NSSF on the design and expansion of its schemes
<b>UNICEF</b>	Supports GS-NSPC and MoSVY in the design and operationalisation of cash transfers for pregnant women and children as well as expansion of the

	benefits coverage through the design of additional programmes under the Family Package of integrated social assistance
<b>WHO</b>	Supports strengthening government institutional capacity for MOH, NIS, GS-NSPC on monitoring the progress of SDG/UHC and improved policy dialogue for sustainable health financing and social health protection toward achieving UHC.
<b>The National Social Protection Council (NSPC)</b>	The NSPC has been established to ensure effective coordination of multi-sectoral issues under the National Social Protection Policy Framework and is composed of high-ranking representatives from: Ministry of Economy and Finance Ministry of Health Ministry of Social Affairs, Veterans and Youth Ministry of Planning and Ministry of Interior, among others. The NSPC has a direct role and interest in delivering the UNJP. The NSPC and its General Secretariat are direct stakeholders under the UNJP, providing strategic oversight, monitoring the implementation of the UNJP while collaborating directly with the UNJP to build its capacities and design specific components of the SP system in the country.
<b>Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY)</b>	The MoSVY is directly in charge of the cash transfer programme for poor pregnant women and children, the disability allowance, and certain aspects of social security contributory schemes relevant to the UNJP. MoSVY is one of the key partners and beneficiaries of the UNJP through its system-building and capacity development component.
<b>Ministry of Health (MoH)</b>	The MoH is engaged in designing health system and health service delivery to ensure that everyone can access quality and safety of health services when they need without suffering financial hardship. MoH is managing the implementation of the Health Equity Fund, and designing the alignment of the health benefit package and payment mechanism across the schemes.
<b>Ministry of Planning (MoP)</b>	The MoP is directly in charge of implementing the ID Poor programme, which ensures the availability of the ID Poor Social Registry. The UNJP has collaborated with the MoP in strengthening the availability and sensitivity of targeting data for social assistance programmes, including updating the ID Poor database and its linkages with the cash transfer programme database under the UNJP.
<b>Ministry of Interior (MoI)</b>	The MoI plays a significant role in the components of the UNJP by supporting the development and delivery of policy and programme frameworks and supporting the capacity development for programme delivery and M&E at decentralised levels.
<b>National Institute of Statistics (NIS)</b>	The NIS is responsible for collecting and analysing data on questions of public concern. One of the major activities of the NIS is to manage the creation and implementation of the Cambodia Socioeconomic Survey (CSES). The NIS and the health sector have not fully engaged in a discussion on the value of closer collaboration, which the UNJP aims to create the foundation for.

The Theory of Change (ToC) of the project is that the provision of technical advice through the UNJP (in the activities listed in Annex B) will lead to improved capacity on the side of the RGC to implement fully the NSPPF and to expand social protection policies. This, in turn accelerates the achievement of the selected SDG targets. The first level, that of policy coherence and system oversight, includes elements of financial planning and reinforcement of M&E

mechanisms. It includes coordination and coherence both between central and subnational levels, but also among the different pillars of the system (social security, social assistance and social health protection) aiming at the promotion of integrated policy solutions.

The second level focuses on programme design and implementation. This second level improves the translation of policy goals into implementation. It also strengthens the institutional and operational capacity to deliver and monitor programmes, including the introduction of innovative elements of programme delivery. This improves the effectiveness and efficiency of the system and ensures that target populations benefit from the programmes as intended, taking advantage of advanced technological solutions.

The table below outlines the revised results framework for UNJP, based on programme documents and consultations with UNICEF, ILO and WHO. It summarises the outputs, outcomes and the expected impact of the UNJP. A detailed list of project activities has been provided in the Annexures.

UNJP			
OUTPUTS	OUTCOMES	LONG-TERM OUTCOMES	IMPACT
Output 1.1. Evidence-based frameworks and tools to guide, monitor and evaluate the implementation of the National Social Protection Policy Framework are developed and implemented	Outcome 1: Government institutions in Cambodia are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.	More people covered by a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system	Accelerate the achievement of the selected SDG targets.
Output 1.2. National and sub-national stakeholders have a stronger capacity to conduct policy analysis, craft policy, advocate and communicate for stronger social protection		Improved capacity on the side of the RGC to implement the NSPPF fully and to expand social protection policies	
Output 1.3. The legislative framework for social protection is improved			

<p>Output 2.1. Social protection schemes have been updated and integrated to expand social protection coverage</p>	<p>Outcome 2: Social Protection benefits' scope and coverage extended to uncovered groups through improved delivery of services, including the new cash transfer for pregnant women and children</p>		
<p>Output 2.2. Institutional capacity to administer and deliver social protection is strengthened</p>			

## 2. Purpose, Objectives and Scope of the Evaluation

### 2.1. Purpose

The purposes for this evaluation are:

1. To learn how a joint UN approach led to accelerating the nationwide rollout of the comprehensive Social Protection Policy Framework (NSPPF).
2. To learn and draw actionable recommendations from the parallel implementation of two programmes/projects that focus on strengthening the capacity of the government at national and sub-national levels. This will focus on their capacity to deliver social services and social protection for vulnerable populations in Cambodia and draw actionable recommendations.

The evaluation results are expected to highlight, identify, and map lessons learnt to improve UN support in relevant sectors further.

### 2.2. Objectives

The objectives of the assignment are to:

8. Assess **the effectiveness** of the Joint Programme in contributing to well-designed social protection policies and approaches to strengthen social service delivery that can support and cover vulnerable households in Cambodia
9. Explore **coherence, synergies and complementarities** between the different programmes and projects under the evaluation scope
10. Assess the **catalytic contribution** of the two projects to the strengthening of the social protection and the sub-national administration of social services and social protection, and the degree to which two projects were able to establish synergies with other initiatives
11. Assess the **efficiency** of project interventions in the delivery of expected outputs, coordination and reporting results
12. Assess the **added value** of a joint UN approach to programming
13. Explore **sustainability** of project interventions in terms of the likelihood to be sustained or continue after the project life cycle
14. Provide **actionable recommendations, also highlighting lessons learned**, that will support future improvements in the roll-out of the national Social Protection Policy Framework and strengthen the capacity of SNAs for delivering social protection programmes.

### 2.3. Scope

The broader evaluation exercise covers both the LGSP and the UNJP for the entire duration of the programmes.

The evaluation of the UNJP covers the period from January 2020 until February 2022. The geographical scope of the evaluation is nationwide, focusing on the government stakeholders who directly benefited from the UNJP at the national level, as per the programme activities. The indirect beneficiaries such as pregnant women, children, older persons, persons with disabilities and others are not included in this evaluation. However, the desk review for this evaluation included a review of the Process Evaluation for the Cash Transfer for Pregnant

Women and Children Under 2, which involved primary data collection, KIIs, FGDs and case studies, with the provinces, districts, communes, villages, and beneficiaries. Similarly, other reports informed by inputs from the beneficiaries, such as the World Bank Evaluation of the COVID-19 Cash Transfer, were also reviewed.

### 3. Methodology

#### 3.1. Evaluation Approach and Criteria

The evaluation of the UNJP is a qualitative study focused on five of the six OECD-DAC criteria: Relevance, Effectiveness, Efficiency, Coherence and Sustainability. Aligned with the OECD-DAC criteria and human-rights based programming approach, this evaluation considers issues of equity, gender equality, and human rights, in line with UNICEF's Evaluation Policy (2018) and the United Nations Evaluation Group (UNEG) Norms and Standards (2016).

This study adopts an (i) **theory-based approach to evaluation** using contribution, thematic and framework analysis approaches and (ii) **utilisation focused evaluation (UFE)** for the assessment. As a mixed-methods evaluation, the approach involves **secondary quantitative and qualitative data and primary qualitative data collection**. It involves a broad stakeholder base (policymakers, implementers, donors, advisors, rightsholders etc.) and relies heavily on theory-based mapping, existing evidence and triangulation of data from multiple sources.

The findings from this study are not designed to provide any statistical inferences. Instead, the study uses analytical generalisation wherein the researchers conceptualise processes and human experiences through in-depth scrutiny and higher-order abstraction. This approach distinguishes between information that is relevant to many study participants in contrast to aspects of the experience that are unique to particular participants. The following section outlines the approach that the study team proposes for this evaluation.

##### 3.1.1. Evaluation Questions<sup>6</sup>

###### Relevance

1. To what degree were the interventions designed considering **differential needs of different vulnerable groups** (e.g. women, children, poor, people with disabilities, minorities)?
  - o To what extent do the programme interventions **respond to the gaps in coverage of vulnerable groups** - specifically, women, children, the poor, people with disabilities and minorities?
  - o To what extent was the **programming backed by evidence** and responding to challenges raised by key stakeholders and the experiences of UNICEF, ILO and WHO?

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<sup>6</sup> The original TOR phrased these questions referring to the LGSP and the UNJP projects together. Since this report focuses only on the UNJP activities, we have modified the questions to reflect that. A separate report evaluates the LGSP and the questions related to the joint impacts/effects of the two projects.

- To what extent did the interventions carefully **respond to the challenges national and sub-national institutions face** in the inclusion of these groups? (e.g. disability framework and design, identification of the poor, gender sensitivity of IDPoor, etc.)
2. To what degree are the JP and LGSP designed in a way that strategically supports achievement of SDGs?
    - Which of the SDGs did the programme intend to target, and how did the activities contribute to those?
    - Which of the SDG targets do programme activities directly or indirectly contribute to, and in what ways? Why is this relevant in the case of Cambodia?
  3. To what extent were the programmes designed to **respond to existing policies and pressing needs of national and sub-national institutions** and in particular:
    - To what extent did the programme design **align to and respond to the most pressing needs of national and sub-national institutions** for a nationwide rollout of the National Social Protection Policy Framework?

### Efficiency

1. How well were interventions delivered in terms of meeting targets in a timely manner and in the most cost-efficient way?
  - What are the most **effective mechanisms of support** delivered as part of the UNJP based on the perspectives of the beneficiaries of these interventions?
  - Explore the role of evidence, various forms of technical assistance and capacity building and analyse the **challenges and enablers for implementing various types of activities** and cost drivers based on feedback from programme implementers and government.
  - What is the **cost/expenditure information** available for UNJP? Does the available expenditure information shed light on the activities that have resulted in measurable change, prospects of long-term improvement? If yes, what do they achieved outcomes reflect in terms of **efficiency**?
  - Are there alternatives - **more time and cost-efficient ways** to achieve the intended outcomes based on government and key stakeholders, as well as regional evidence?
2. How well did the **monitoring and reporting mechanisms function**, including the role of sub-national administrations: Capital/Provinces, Districts/Municipalities/Khans and Communes/Sangkats?
  - What are the **monitoring and reporting requirements** for the programmes? What monitoring and reporting responsibilities were assigned to the implementing partner, national and sub-national administrations: capital/provinces, districts/municipalities/khans and communes/sangkats through each? Were these agreed with relevant stakeholders and clearly articulated?
  - Were these responsibilities delivered upon? Why or why not? What were the **key challenges, and what lessons** can be learnt for future programming?
3. To what extent did the joint approach to programming offset potentially increased higher transaction costs stemming from joint programming related costs?
  - To what extent did the joint approach deliver on the more cost-efficient implementation of the JP

## Effectiveness

1. To which extent have the project activities contributed to the **effectiveness of planning, management and M&E** of service delivery at central and sub-national levels?
  - To what extent are **central administration and SNAs better equipped** - knowledge and capacity, resources, planning and strategy documents etc. - to better plan, manage, monitor and evaluate service delivery?
  - To what extent have access to these resources and tools enabled central administration and SNAs to **better implementation** of strategic priorities and planned activities?
2. Is there **evidence of increased capacity** of the National Government and SNAs to deliver social protection programmes that benefit the most vulnerable?
  - To what extent has the UNJP supported or **benefited to vulnerable people**, including the poorest, pregnant women, children, persons with disabilities, people living with HIV?
  - To what extent has the UNJP **enhanced gender equality** and women empowerment?
  - Is there **evidence of increased social protection support** to vulnerable households, in particular through the **pregnant women and children cash transfer programme**?

## Coherence

1. How well were interventions **coordinated between UN agencies and key government stakeholders**, as well as among the government stakeholders and different levels of administration?
  - Did UNICEF, ILO and WHO **align their activities and the timing of these activities** with government priorities and timelines? To what extent did the programme activities **contribute to the national and sub-national administrations' objectives and goals**? \*explore the effect of these activities in the context of Covid-19 as well
2. Is there **evidence of improved synergies** by which the UNJP contributed to the wider realization of the national Social Protection goals by linking project activities with national plans/plans of national partners and support of other development partners?<sup>7</sup>
  - Did joint implementation by UNICEF, ILO and WHO under RCO coordination lead to positive synergies in how results were achieved?

## Sustainability

1. Did the activities and interventions undertaken UNJP lead to **increased structural capacity** for implementing social protection policies and programmes?
  - To what extent have central partners owned and carried out interventions i.e. applying tools and knowledge during and after project?
2. Are there any other interventions that could be recommended to support sustainability and to increase impact of all interventions?

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<sup>7</sup> In the original TOR, this question was posed under effectiveness. At inception, it was agreed that this is better placed under coherence and thus, was moved to these criteria.

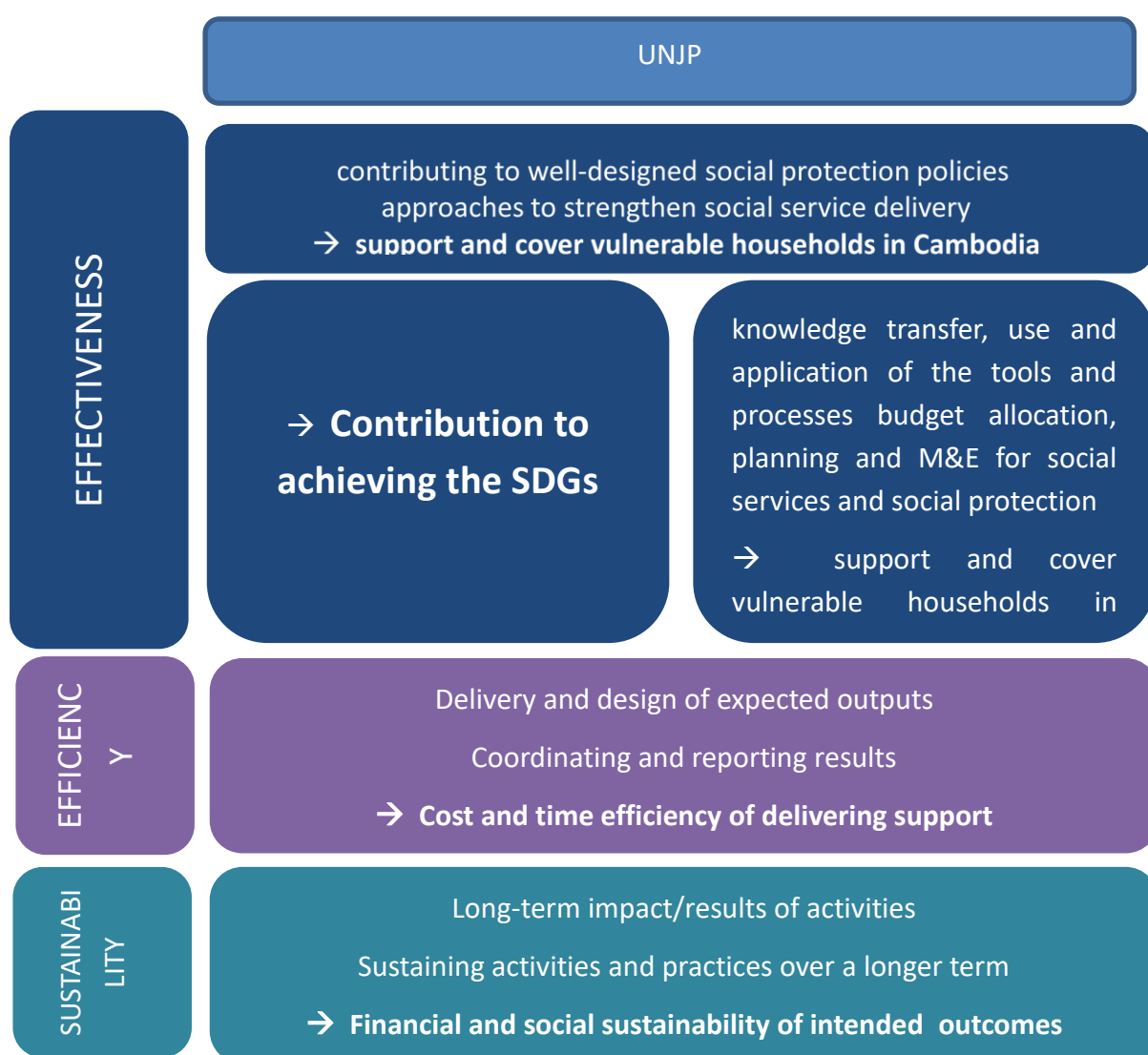


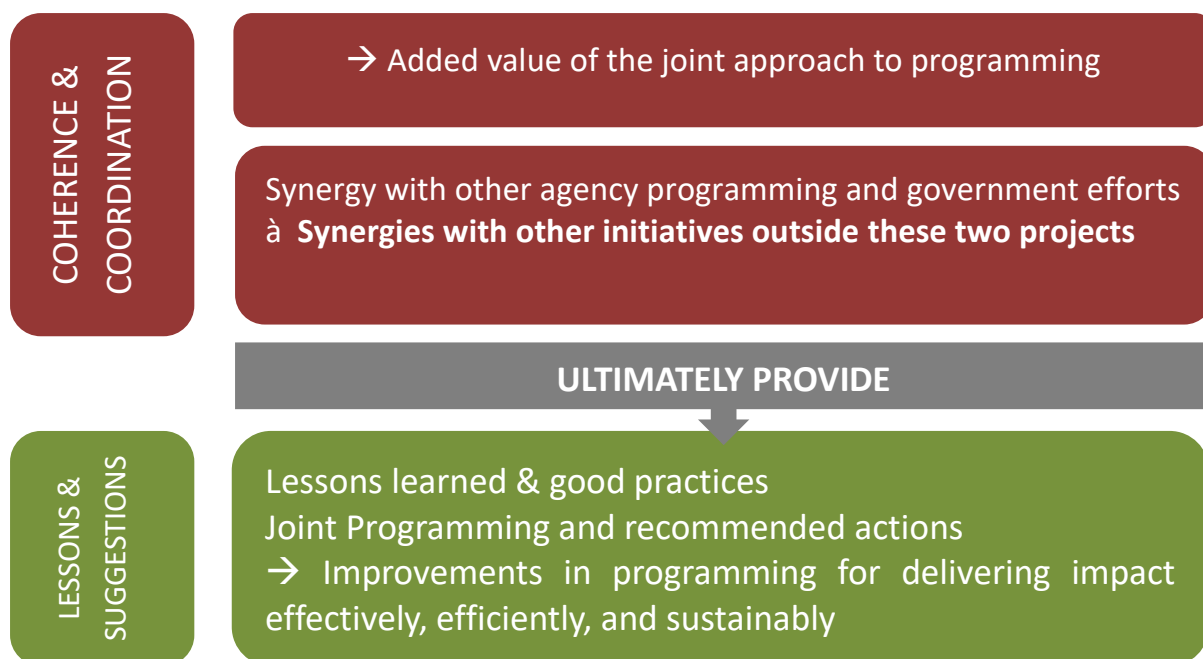
### 3.2. Evaluation Framework

The proposed evaluation purpose and the research questions require a process and outcome-based evaluation of the UNJP, which adopts a utilisation focused approach. As a theory-based and utilisation-focused evaluation, the emphasis of the evaluation is on generating robust, quality results through which actionable and relevant recommendations can be made, measuring the success of the programme against the programme theory of change. The evaluation explores the extent to which the programme activities and the outcomes align with the Theory of Change and work collectively with the programme implementers, beneficiaries, and key government stakeholders to jointly provide feedback for actionable improvements in future programming.

This non-experimental qualitative evaluation uses qualitative data collection methods to gather primary and secondary qualitative and quantitative data through key informant interviews and desk reviews.

The figure below is a high-level depiction of EPRI’s approach to evaluating each criterion for the UNJP. A detailed evaluation matrix is included in the Annexures.





Key stakeholders confirm their activities within and outside the scope of UNJP generally contribute to the expected UNJP outcomes. To that end, for all agencies the UNJP catalyses ongoing developments and activities, rather than representing a separate and unique set of activities that may be delineated from the implementing agencies’ - UNICEF, ILO or WHO’s – ongoing efforts in social protection in Cambodia.

The substantial overlap between regular and programme-specific activities is also an asset for the programme objectives – the synergies, overlaps and alignment of broader agency-wide efforts signal the organisational commitment of these agencies towards the one-UN approach and in support of nationally identified priorities. Consequently, these priorities highlight the vital role of the UNJP and the LGSP in catalysing ongoing improvements and delivering assistance through more cohesive support to the RGC in strengthening social protection and realisation of the relevant Sustainable Development Goals (SDGs), specifically targets 1.3. and 10.4.

### 3.3. Evaluation Methods

Stage	Methods	Explanation
<b>Criteria determination</b>	Process and outcome based	Provided in the Terms of Reference
<b>Data collection</b>	Qualitative methods – key informant interviews and desk reviews (including financial data analysis and analysis of monitoring data)	The objectives of the evaluation, the activities and the theory of change (outcomes) do not require and would not benefit from a quantitative evaluation. Since the focus was on utilisation and improving future programming, a qualitative approach

		was deemed most cost efficient and relevant for the intended users of the evaluation.
<b>Data analysis</b>	Framework analysis	This approach helps evaluators structure large volumes of qualitative and quantitative data and interpret them in a structured manner to answer the evaluation questions where thematic areas or a framework can be developed. In this case, it is one of the most approachable ways to explore the various dimensions of the DAC criteria.
	Contribution analysis	This approach analyses the pathways of change and whether the theory of change is credible, whether the activities and outcomes are delivered as intended and if stakeholders confirm the contribution of the activities to the proposed outcomes with a significant degree of confidence. It ascertains with some confidence through the reasoning that the programme has made an important contribution to the outcomes.
	Triangulation	Triangulation is fundamental to any robust evaluation. Data used for this evaluation will use method, and source triangulation – using data various sources and gathered through various methods to corroborate findings and ensure robustness.

### 3.3.1. Desk Reviews

Desk reviews served the following purposes:

- (i) Informing evaluation design and approach
- (ii) Reviewing theory of change
- (iii) Developing the tools for data collection
- (iv) Gathering data on outcome indicators, outputs and activities for the contribution analysis
- (v) Providing the context and supplementary information (e.g. activities by other development partners and outside the UNJP) for data analysis
- (vi) Providing monitoring and reporting data for the evaluation
- (vii) Providing financial information for the efficiency analysis

#### Desk Review Documents

1. Cambodia Sustainable Goals Framework (2016-2030)
2. ADB Cambodia Sector Assessment (Summary) 2019
3. National Strategic Development Plan (2019-2023)
4. National Expenditures (2017-2021)
5. Social Protection Policy Framework 2016-2025
6. Social Protection Manual Monitoring and Evaluation Mechanism (2020)
7. Updated Situation Analysis of Children and Women in Cambodia (2018)
8. Cash Transfer Programme for Pregnant Women and Children Under 2 – Programme Documents and Final Evaluation
9. UNJP programme and monitoring documents
10. Research and evidence pieces to establish context, and gather outcome indicators where applicable

### 3.3.2. Key informant interviews

The evaluators used purposive sampling to identify and select key informants for this evaluation. The evaluators completed a total of **16 key informant interviews (KIIs)** in addition to a few stakeholder consultations and informal meetings with the programme implementers. The informants included programme implementers and the direct beneficiaries of the UNJP – government stakeholders from the various ministries and departments who engaged with and benefited from the UNJP activities, as presented below.

*Table 3: Sample Size for Stakeholder Consultations/KIIs*

Level	Type of Data Collection	Number	Total	
National	Ministries & Government stakeholders	Ministry of Interior (MoI)	2	9
		Ministry of Economy and Finance (MEF)	1	
		Ministry of Planning (MoP) – National Institute of Statistics	1	
		Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY)	2	
		Ministry of Health (MoH)	1	
		National Social Security Fund (NSSF)	1	
		National Social Protection Council General Secretariat (GS-NSPC)	1	

Development Partners	UNICEF, WHO, ILO and RCO	7	7
<b>Total – National</b>			<b>16</b>

In addition to the targeted KIIs for the UNJP at the national level, the evaluators conducted KIIs and FGDs at the sub-national level – with government stakeholders at the province, district and commune/Sangkat levels – for the LGSP. The data collected at the SNA level for the LGSP, was also used to inform certain aspects of the UNJP evaluation, such as the improvements in the capacities of the SNAs to deliver social protection to the vulnerable groups of population and the changes in the M&E for social protection. A total of **21 KIIs and 21 FGDs were conducted at the sub-national level** – with provincial administration including the deputy governor, district administration heads, as well as commune chiefs, assistants, clerks, CCWC representatives, health workers, education workers and representatives for persons with disabilities. A summary of the sample has been provided in Annex C.

### 3.4. Limitations

#### Limitation 1: Inability to fully evaluate the impact of ongoing activities

Several activities of the UNJP were still ongoing during this evaluation. Delays resulting from numerous endogenous and exogenous causes – including COVID-19 – meant that several key activities were underway and the full extent of the how the final outputs would affect the longer-term outcomes or the process-relates issues that may emerge as these activities are implemented are not accounted for. In some cases, even where activities were completed and outputs developed, the final outputs could not be accessed and reviewed because they have not been approved by the government counterparts yet.

The evaluators, however, capture the perspectives and insights from all stakeholders on the perceived and potential effects and impacts of these ongoing activities, foreseen challenges and their experiences thus far. The evaluators, conclude, with a reasonable degree of confidence, that the available data adequately respond to many of the evaluation questions. Where evaluators cannot ascertain effects with reasonable confidence, the report explicitly states so. In other cases, drawing on regional and global practices have enabled the team to evaluate these ongoing activities robustly and reliably.

The activities that were still ongoing are as follows:

Activity 2.2.1 - Develop the training package to promote planning, case management and referral to social protection and basic social services

Activity 2.2.2 – Implement training to support capacities of Provinces, Districts and communes for planning, case management and referral to social protection and basic social services

The training package was developed and tested through a training of 50 participants at central and sub-national level, by the end of the project. Currently, UNICEF is working on the finalization of the training package, with training continued through resources made available by EU.

## 4. Evaluation Findings

### 8.1. Relevance

Q.1 To what degree were the interventions designed considering **differential needs of different vulnerable groups** (e.g. women, children, poor, people with disabilities, minorities)?

#### Consideration of Differential Needs of Vulnerable Groups

The evaluation confirms, without reservation, that the UNJP activities have directly addressed the needs of persons with disabilities, pregnant women and young children, working age populations, older persons, persons with inadequate access to health care (especially the poor and vulnerable) through the design and development of humanitarian assistance, social assistance and insurance programmes covering these population groups as well as through investments in vital systems strengthening, which will improve the coverage and responsiveness of existing programmes.

The development of the disability identification framework overcame the foremost and fundamental barrier in the provision of social assistance and services that allow persons with disabilities to live a productive and dignified life. In Cambodia, 4.9 per cent of the population aged five and above has some kind of a disability,<sup>8</sup> 28.6 per cent of whom are poor.<sup>9</sup> The NSPPF recognised that mechanisms to identify persons with disabilities were still inconsistent, preventing them from benefiting from the policies and initiatives of the RCG and development partners. For years, a disability allowance has been in implementation, yet the coverage was precarious – reaching under 15,000 persons in 2020 – due to lack of a robust disability identification mechanism. The adoption of the social model of disability identification and its implementation has been a vital milestone for the inclusion of persons with disabilities. This has already led to the identification of 230,000 persons with disabilities as of 2021.

Despite the remarkable progress over the last two decades, which dramatically reduced the gap between Cambodia and other better-performing countries in the region, maternal mortality continues to be a leading cause of death in Cambodia (178 per 100,000 live births in 2015 and est. 160 per 100,000 live births in 2017).<sup>10</sup> Persisting anaemia during pregnancy, few hospital births, and low uptake of antenatal care were leading to preventable malnutrition, ill health and mortality among mothers and young children. The conditional cash transfer programme for poor pregnant women and children 0-2 years directly responded to the health-related barriers to safer pregnancy and childhood, while simultaneously enabling households to overcome financial insecurities that have proven implications for nutritional status and survival of mothers and children. This, combined with the activities that WHO confirm were

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<sup>8</sup> Cambodia Population Census 2019

<sup>9</sup> NIS (2007)

<sup>10</sup> [https://www.who.int/gho/maternal\\_health/countries/khm.pdf?ua=1](https://www.who.int/gho/maternal_health/countries/khm.pdf?ua=1)

implemented in the areas of health care service expansion and reduction of out-of-pocket expenditures for maternal and child health (MNCH), directly respond to a critical need for pregnant women and young children.

A combination of a decline in fertility, the higher mean age of marriage and childbearing, and longer life expectancy are rapidly changing Cambodia's demographic structure. Cambodia is expected to reap demographic dividends until 2045, when the older person population starts expanding rapidly and, combined with low birth rates, reverse the dependency ratios - the proportion of older dependents relative to working-age adults will rise.<sup>11</sup> The older persons dependency ratio will surpass the child dependency ratio in 2096 when the share of the population aged 60 or more will constitute nearly 24 per cent of the total population, more than five times its 2016 share,<sup>12</sup> which highlights the urgent need to ensure that older persons have access to protection systems that preserve their independence and promote ageing with dignity. Currently, the NSSF coverage remains largely limited to pensions for civil servants with very fragmented coverage beyond that. Large segments of the older population and projected older populations work in the informal sector with little to no protection. The pension scheme is expected to cover 1.5 million people with better service delivery through UNJP's support to digitalisation of vital processes such as online registrations, e-payments and more efficient monitoring and evaluation. Additionally, the development of the Family Package has also accelerated the design and roll out of a non-contributory old age allowance as a minimum income guarantee for older persons. These activities are instrumental in addressing the needs of the current and future old age population in Cambodia. The activities related to the modernisation and capacity building of the NSSF, combined with design and implementation of the tax-funded cash transfer for elderly persons establishes an integrated national pension model that has the potential to bridge the existing gap between the coverage of social insurance and tax-based transfers.

Including the older populations, the total share of informal employment is 93.1 per cent in Cambodia.<sup>13</sup> This population segment largely remains uncovered under social and health protection. Stakeholders from the MoH confirmed that while the RGC has been focusing on the coverage of all other vulnerable groups, there is still a significant gap in the coverage of informal workers in terms of health protection. The UNJP's contribution towards the Health Equity Fund directly addresses this gap, through the coverage of 50,000 informal workers as of 2021.

The UNJP activities were also revised in the wake of the COVID-19 crisis to extend the necessary support to the RGC to roll out an inclusive cash transfer in the form of the COVID-19 cash transfer programme. The cash transfer explicitly responded to not only the needs of poor and vulnerable households affected by the COVID-19 crisis due to their sector of employment but

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<sup>11</sup> World Bank. 2017. Cambodia - Sustaining strong growth for the benefit of all. Washington, D.C.: World Bank Group. <https://hubs.worldbank.org/docs/imagebank/pages/docprofile.aspx?nodeid=27520556>

<sup>12</sup> Vulnerability analysis for the Family Benefit Package

<sup>13</sup> ILO (2018) Women and Men in the Informal Economy: A Statistical Picture. *Third Edition*

actively extended coverage to persons with disabilities, older persons, and persons living with HIV— groups for whom no social protection programme existed at the time. The COVID-19 cash transfer was instrumental in addressing the most urgent needs of vulnerable populations.

#### Role of evidence in programming for the UNJP

The UNJP’s activities were built on solid foundations of evidence and experience, as confirmed by literature, the implementers and government stakeholders. The evaluators found direct evidence in literature that document the gaps in coverage, challenges with systems fragmentation and inefficiencies and capacity gaps. Recent reviews of the social protection systems, assessments of critical gaps per the NSPPF, evaluations of the existing social protection programmes, the results from the past reviews and assessments of institutional capacity of key institutions such as the NSSF and MoSVY confirmed that each activity undertaken in the UNJP was evidence informed. These findings were corroborated by the government stakeholders, who confirmed that all activities were not only evidence-informed but also jointly developed in consultation with government to directly respond to the needs of the government and the country. Interviews with key stakeholders also reveal that the UNJP addressed the key challenges in social protection, including institutional capacity to deliver social protection, as confirmed by stakeholders such as MoSVY and GS-NSPC. Evidence-building activities that informed programme design and systems modifications were also built into the UNJP – e.g. risk and vulnerability assessments, assessment of the sustainability of the NSSF, targeting assessment, review of health claims and other claims to the NSSF. The findings of these activities have also been used to inform next phase activities such as design of the family package, design of old age pension, and activities related to the modernisation of the NSSF. An ongoing evidence-generation process has ensured that the activities remained relevant in Cambodia’s rapidly evolving social protection landscape.

Q.2 To what extent were the programmes designed to respond to existing policies and pressing needs of national and sub-national institutions and in particular:

- To what extent did the programme design align to and respond to the most pressing needs of national and sub-national institutions for a nationwide rollout of the National Social Protection Policy Framework?

#### **Response to Existing Policies and Needs of National and Sub-National Institutions**

The evaluators confirm, without reservation, that the UNJP has responded to the needs of the government and helped the RGC *“to continue to develop and to strengthen the social protection system with concentration, consistency and effectiveness”*. The investments through the UNJP have improved the legal, policy and institutional framework. At the same time, other independent projects by the UN agencies continue to strengthen the implementation-level capacities to translate these developments into actions.



The UNJP activities were well aligned with the RCG priorities, including the implementation of the Rectangular Strategy-Phase IV and the corresponding National Strategic Development Plan, 2019-2023 as well as the priorities identified within the NSPPF.

In the Rectangular Strategy-Phase IV document, the RCG has identified weaknesses of the strategy, which include the implementation effectiveness primarily related to institutional capacity and the effectiveness of inter-institutional-ministerial coordination. On this basis, the RCG has also identified strategic goals for the strategy, which include achieving a poverty reduction target of below 10% by implementing social protection policy and lowering the burden of daily life along with the provision of quality public services; and further strengthening the capacity and governance of public institutions, at both national and sub-national levels.

Within the health system, out-of-pocket expenditures remain high - 60% of total health expenditures. Although the country has initiatives to provide financial protection to specific populations groups, Cambodia does not have a national system that provides universal health protection to the entire population. In March 2016, the Royal Government of Cambodia (RGC) committed to achieving universal health coverage (UHC) through the Social Health Protection Framework.<sup>14</sup>

At the policy levels, under the UNJP, UNICEF, ILO and WHO rightly address these gaps through activities focused on:

i. **Building central and sub-national government's capacities**

- UNJP provided support and technical assistance to the GS-NSPC, NSSF, MoSVY, MoH and NIS to design and implement the relevant activities and build long-term capacities such as UNICEF's support in training on Results-Based Management (RBM) and on the implementation of M&E plans and ILO led training to the NSSF on the sustainability and investment decisions of the fund. The stakeholders confirmed these trainings were directly relevant to their area of work and filled a critical gap in capacity of the institutions to deliver vital functions.
- The ongoing development of ILO and UNICEF's collaborative efforts on the design of the national social protection training package aimed at responding to the needs of the national and sub-national stakeholders is expected to be instrumental in both immediately enhancing the capacity of the government to deliver inclusive social protection but also sustain the capacity over time. Data collected from implementers and government counterparts involved in the

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<sup>14</sup> Available at: <https://r4d.org/projects/working-towards-universal-health-coverage-cambodia/#:~:text=Although%20the%20country%20has%20initiatives,protection%20to%20the%20entire%20population.>

design suggest the institutionalisation of social protection training that will be accessible and available to practitioners over a longer time horizon.

- It is expected that WHO's support for institutional capacity building for MoH, NIS, GS-NSPC will allow monitoring and tracking of the progress of UHC/SDG 3.8.1 service index and 3.8.2 financial protection. It will also build their capacity to generate and use evidence for policy decision making, resulting in improvements in the overall health protection and coverage of health care for people in Cambodia. Stakeholder consultations confirm that the activities were relevant to the needs of MoH, including the capacity gaps and the support required for the extension of the Health Equity Fund, and at the same time, these activities were a direct extension of WHO's ongoing work to strengthen the health care system in Cambodia. COVID-19 had derailed some more systemic improvements to address the urgent needs to address the COVID-19 crisis; however, evaluators believe that if effectively delivered, these activities would lead to significant improvements in MoH's capacity to finance health protection and design packages that are affordable and sustainable.

ii. **Strengthening systems and institutions** – UNJP has contributed to the systems and institutions strengthening in two ways:

- Organizational and systematic reforms - ILO supported the establishment of the NSSF Board and Investment Committee and invested significantly in accelerating the modernisation of the NSSF with technical, technological, and human capacity. Similarly, UNICEF supported the establishment of the digital M&E dashboard, which stakeholders confirm is an invaluable and timely investment for Cambodia's expanding social protection system, while also significantly building institutional capacities of MoSVY to deliver cash transfer programmes.
- Legal reforms: Not many countries in the region have comprehensively enshrined social protection in law. Cambodia can emerge a first mover with support ILO has provided as part of UNJP - assessment of the social protection legal architecture and support for the development of Social Protection legal instruments. If implemented, it will exponentially improve the chances of all persons receiving social protection and sustaining existing social protection interventions in the long-term. The legal review has been accompanied by the UNICEF-supported development of the policy and legal framework for the Family Benefit Package, whereby the Sub-Decree for the Family Benefit Package has been finalized and is expected to be endorsed in March 2022.
- Health system transformation: WHO under UNJP had supported MoH in development of the fourth Health Strategic Plan (HSP4) for the next 10 years, 2020-2030 with safe and healthy Cambodia 2030 Goal: "Achieved resilient

health system and Universal Health Coverage that ensure a safe and healthy Cambodia.” The HSP4’s vision in 2030 is all people in Cambodia live with healthy and long lives, thereby contributing to sustainable human development and economic growth, and ultimately leading to healthy socio-economy. The strategic plan clearly identifies the mission to enable all people in Cambodia to receive timely, safe, quality and effective people-centred health services and interventions across the continuum of promotive, preventive, diagnosis and treatment, follow-up and continuity, rehabilitative and palliative services throughout the course of life and without financial hardship when they need them. To achieve the health goals, vision, and mission. MoH has five priority areas to serve as the health system transformation agenda such primary health care as the foundation of UHC, health financing and social health protection, digital health and innovation, governance/regulation and compliance, and healthy behavior and community engagement.

- iii. **Increasing coverage of health and social protection** – the UN agencies have implemented activities to address coverage gaps in social protection. All activities directly or indirectly improve social protection coverage. Activities such as the inclusion of new groups in the family package and redesign of the disability allowance scheme and direct expansion of coverage through the integrated national pension model, have exponential impact on social protection coverage. Other activities, such as advocacy and capacity building on UHC, inputs to government on developing the guaranteed benefit package for public sector health facilities, policy options on the extension of social health coverage with costing for some services should also lead to expansion of access to health services. As confirmed by MoH stakeholders, the UNJP activities are a step towards UHC because it addresses coverage gaps in social protection, including the coverage of women, children, older persons, persons with disabilities and informal workers.

*Table 4: Some examples of the UNJP addressing NSPPF Implementation Challenges*

	<b>NSPPF Implementation Challenges</b>	<b>UNJP Activities</b>
<b>1</b>	The coverage of social assistance and social security is limited and cannot reach certain groups of citizens who are not protected	<p>UNICEF supported GS-NSPC to develop the integrated family package of four cash transfer programmes, including revised disability allowance and new cash transfer programme for elderly, and its delivery mechanisms</p> <p>UNICEF supported the GS-NSPC and MoSVY to redesign the disability allowance scheme</p> <p>UNICEF supported the development of the Cash Transfer Programme for Pregnant Women and Children Under 2 (CTPWC)</p> <p>UNICEF supported the design and roll-out of the national disability identification mechanism to support expansion of coverage to persons of disabilities</p>

		<p>ILO Supported the development of an integrated national pension model (including the elderly tax-funded cash transfer and the contributory pensions schemes)</p> <p>UNICEF supported the COVID-19 cash transfer , building on MoSVY delivery system</p>
2	<p>The management of the various schemes has not been concentrated/integrated, which leads to a lack of effectiveness and efficiency, high cost and inconsistency of benefits and allowances for various target groups;</p>	<p>The family package directly addresses operational inefficiencies in the delivery of social assistance programmes</p> <p>NSSF institutional strengthening aims to reduce inefficiencies within NSSF</p> <p>The review of claims within NSSF aims to improve effectiveness and efficiency</p> <p>UNICEF extended support to the GS-NSPC and MoSVY to design specifications for the social assistance Management and Information System.</p> <p>A digital M&amp;E dashboard was developed to collect and analyse data on social protection schemes and inform decision making</p>
3	<p>The coordination mechanism at policy level and the monitoring mechanism to ensure effectiveness, accountability, and transparency of the management and operation of programs/schemes are still limited.</p>	<p>UNICEF supported GS-NSPC in the implementation and revision of the harmonised M&amp;E framework for social protection and social assistance</p> <p>UNICEF provided TA and support to training for MOSVY and GS-NSPC on RBM and development/implementation of the M&amp;E plans</p>
4	<p>The investment environment needs to be further improved, and clarification is needed on tax policies related to the social protection system</p>	<p>ILO supported the revision, definition, and establishment of the NSSF Board and Investment Committee and also supported the GS-NSPC in conducting the review and analysis of the financial situation of the Social Security Schemes.</p> <p>ILO is supporting GS-NSPC in a research capacity in the topic of social protection, including social protection and taxation</p>
5	<p>The identification and registration of citizens, the identification of poor and vulnerable people and the registration systems of operators are not yet linked, leading to double identification/registration and overlapping provision of benefits.</p>	<p>UNICEF supported the GS-NSPC and MoSVY to design specifications for the social assistance Management and Information System and to review the existing poverty assessment and targeting tools – ODID/ID Poor (as a component of the single/ family package)</p> <p>UNICEF supported GS-NSPC and MoSVY to redesign the disability allowance scheme and to roll-out the – Disability Identification Framework. It has been a critical milestone in the inclusion of person with disabilities and towards evidence-based programming for persons with disabilities.</p>

Q.3 To what degree are the JP and LGSP designed in a way that **strategically supports achievement of SDGs?**

### Contribution to Progress Towards SDGs

The UNJP directly and significantly contributes to SDG 1.3 on social protection, to some extent to SDG 2.2 on ending malnutrition and SDG 3.8 on Universal Health Coverage, and significantly to SDG 16.6 on effective, accountable and transparent institutions.

Figure 1 Targeted and Non-Targeted SDGs



SDGs are long-term goals that require far more comprehensive and sustained multisectoral investments to be fully realised. The ongoing work in social protection by the UNJP actors and others outside of the UNJP collectively contributed to the progress in achieving the selected SDGs. Yet, the UNJP activities have had significant and direct contribution to the achievement of these SDGs to varying degrees. Stakeholders and a review of the situation of social protection in Cambodia provide solid evidence that the UNJP has contributed towards each of the targeted SDGs and has set the tone for further progress, albeit to varying degrees. The table below illustrates the targeted SDGs and the corresponding UNJP activities contributing towards their achievement.

Table 5 UNJP Contribution to SDGs

SDGs	UNJP Activities	Contribution
<p><b>SDG 1.3 on Social Protection systems and measures - Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable</b></p>	<p>The UNJP contributed to expanding social protection at the policy and delivery level. Family Package set out the tone for the integration of the four social assistance programmes following life-cycle and including pregnant women, children 0-2, persons with disability and elderly. The COVID-19 cash transfer led to direct expansion of coverage of the poor and vulnerable. The design and roll-out of the disability identification framework has led to the identification of 230,000 persons with disabilities to extend social protection coverage. The support to NSSF for operationalising social security and protection for workers will extend support to 18- to 65-year-old populations. These developments will ensure a higher level of coverage than at baseline (pre UNJP) upon phasing out of the Covid-19 stimulus package. That said, significant gaps will remain in the coverage of children aged 3-6 years as well as in targeted interventions for youth and young adults in the short term and all social protection measures (assistance and Insurance) are expected to roll out at scale only in the medium term.</p>	<p>High contribution &amp; significant progress</p>
<p><b>SDG 2.2 on ending all forms of malnutrition - end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the</b></p>	<p>The CT Programme for Pregnant Women and Children 0-2 aims at strengthening health and nutrition outcomes of children under 2. Whereas the programme, due to its relatively low level of benefits, cannot be expected to significantly contribute to eradication of stunting, it contributes to some extent, as captured in the recent Process Evaluation, towards better food security and increased knowledge of</p>	<p>To some extent but with substantial gaps</p>

<p><b>nutritional needs of adolescent girls, pregnant and lactating women and older persons</b></p>	<p>appropriate feeding practices. The programme has also significantly improved the uptake of MNCH services, with increased access to the poorest pregnant women and children to basic health services and vaccination. There were no interventions targeted at adolescent girls or addressing malnutrition comprehensively (outside health &amp; food security) in the UNJP.</p>	
<p><b>SDG 3.8 on Universal Health Coverage - Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all</b></p>	<p>Despite the challenges of COVID-19, the Health Equity Fund was extended to cover both ID Poor families and also vulnerable workers who are working in the informal sector. The UNJP also secured the commitment from the RGC to push for achieving Universal Health Coverage by 2030 through the adoption of the UHC Cube and the development of the UHC Strategy and Roadmap. Alongside this, the cash transfer for pregnant women and young children has directly improved the uptake of MNCH services - increased access to basic health services and vaccination for poorest pregnant women and young children.</p>	<p>Significant progress at the political level, limited implementation</p>
<p><b>SDG 16.6 on the development of effective, accountable and transparent institutions - Develop effective, accountable and transparent institutions at all levels</b></p>	<p>The UNJP supported the review and development of the relevant legal frameworks and legal instruments that enshrined the rights to social protection within the Cambodian legal system. ILO supported the review and development of the Social Protection Legal Architecture and Social Protection legal instruments. There is also ongoing support for the review and drafting of the Social Protection Law.</p> <p>UNJP also put in place the institutional frameworks that puts social protection institutions responsible and accountable for the provision of social protection programmes and to provide the necessary</p>	<p>High contribution and significant progress</p>

	reports for effective monitoring and evaluation of the programmes. It also contributed to the digitalization of the social protection institutions for transparency, accountability, and efficiency.	
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Source: i) KIs with government stakeholders and UN agencies, ii) UNJP Annual Report 2021

The UNJP has also contributed towards the non-targeted SDGs, such as the SDG 5.c on strengthening sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels, especially through targeted cash transfers for pregnant women but also by striving for gender balance in all activities. Implementing partners estimate that 20% of the overall UNJP funds disbursed at the end of 2021 were spent towards gender equality and women empowerment.<sup>15</sup>

#### 4.1. Efficiency

Q.1 How well were interventions delivered in terms of **meeting targets in a timely manner and in the most cost-efficient way?**

Q.2 How well did the **monitoring and reporting mechanisms function**, including the role of sub-national administrations: Capital/Provinces, Districts/Municipalities/Khans and Communes/Sangkats?

#### Cost Drivers

The evaluation team used the initial budget information to derive cost information on various outputs, explore direct output and administrative costs and look at cost by activity type in the UNJP. About 72 per cent of total UNICEF cost, 64 per cent of ILO cost and 23 per cent of WHO's costs were allocated to contractual services and transfers and grants and counterparts. UNICEF spent 18 percent of the costs on staff and personnel, compared with 25 per cent for ILO and 74 per cent for WHO. Administrative, operational and supply costs amounted to about 10 percent or less for each agency.

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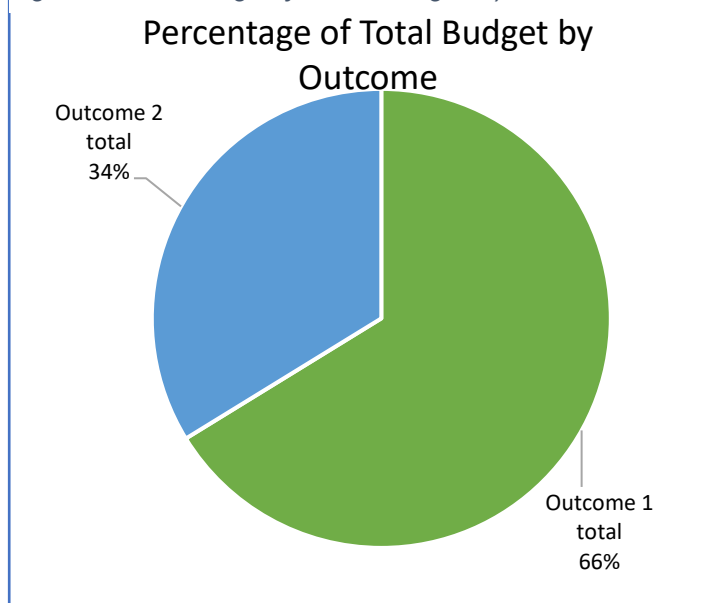
<sup>15</sup> Annual Report for the UNJP 2021



Outcome 1 of the programme is to equip the government institutions in Cambodia to ensure policy coherence and provide oversight over the social protection policies. Of the total project budget, 66 per cent has been allocated to outputs under outcome 1. Outcome 2, on extending the scope and coverage of social protection constitutes 34 per cent of the budget.

Furthermore, within outcome 1, the budget allocations for the three outputs reveal the UNJP’s priorities in terms of activities.

Figure 2 Percentage of UNJP Budget by Outcome



Based on the information shared by implementing agencies on expenditure by activity in 2020 and 2021, amounting to over 1.2 million USD, the team categorised the activities into five groups, as presented in the table below.

Table 6 Expenditure by Activity Category

Category	Amount expended (USD)	Share of total expense
Capacity Building	273,750	21.74%
Framework & design	296,750	23.57%
Institution	120,205	9.55%
Evidence	476,685	37.86%
Technology	91,750	7.29%
<b>Total</b>	<b>1,259,140</b>	

From the information collected from stakeholders and analysis of the ways in which Cambodia’s national social protection system has scaled over the past decade, the evaluators believe that for

the cost allocated to capacity building activities will reap substantial returns over years, without substantial additional annual cost. The materials and tools developed can be used for training current and future social protection practitioners in the country. Similarly, the investments in development of frameworks and design of transfers and pension programmes offer a high return on the operationalisation of the framework. As many of these are also enshrined in law or policy, their implementation is expected to take place as intended, thereby securing progress on the achievement of the targeted SDGs. The cost share of evidence building exercises are significantly higher than the other categories. It is vital to note that the cost of evidence generation is associated with the political buy in for several of the frameworks and designs developed even under the UNJP. Cambodia’s social protection system is built over time on an evidence-informed basis. All developments that have been accelerated by government are grounded in the evidence generated by UN agencies and other partners for the strengthening of the system. These costs – although high compared to other categories that

are generating immediate returns on UNJP investments – evaluators believe are still vital to promoting transformation (especially improve inclusion and integration) of the system in the long-term.

In terms of cost drivers, there are three main areas that drove costs for the UNJP:

1. the COVID-19 related delays caused changes in priorities for governments, leading to some of the activities being changed or pushed back. However, it must also be recognized that **COVID-19 was a catalyst for several components of work under the UNJP**. While it may have caused delays to some activities, it also led to acceleration of the others, such as the training and capacity building on implementing cash transfers.
2. The reporting requirements of the UNJP were generally considered cumbersome. The UNJP had an intensive reporting requirement with the UN agencies required to develop and submit monitoring reports every 6 months. This increased the burden on the UN agencies and accumulated administrative costs that were not budgeted for. The monitoring mechanism was also very resource intensive for the RCO, as the responsible body for providing oversight and coordination. The resources available within and allocated towards the UNJP monitoring were far below the resources required and utilized for UNJP monitoring, reporting and oversight through the RCO.
3. **Time and resources were spent by the UN agencies in navigating complex relationships among government stakeholders**. Government stakeholders, with complex relationships, were brought under one umbrella for the UNJP. It was sometimes challenging to navigate the inherent intricacies of government institutions and simultaneously advance activity implementation. These challenges slowed down the implementation of some activities. Nonetheless, the approach adopted by the implementing agencies – especially ILO – were both appreciated by key stakeholders and instrumental in continued government ownership of all UNJP activities.

### Effective Mechanisms and Timelines

Stakeholders that were interviewed confirm with confidence that all activities undertaken as part of the UNJP – evidence generation, capacity building, systems development and development and design of policies, frameworks and programmes were substantially effective in enabling the government to “accelerate the implementation of the NSPPF”<sup>16</sup> priorities. In the wake of the COVID-19 crisis, the government appreciated the way in which the implementing partners willingly adjusted their activity pipelines to address the government’s most pressing needs. In this regard, the NSPC identified the rapid and extensive support provided by UNICEF, for the **swift roll out of the COVID-19 cash transfer** as one of the most effective, timely and invaluable contributions of the UNJP. In addition, stakeholders believe that the investments in the development of the monitoring systems and the management information systems have been critical to the government’s work in the past two years. The NSSF explicitly identified the support ILO have provided with regards to the upgradation of ICT

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<sup>16</sup> KII with NSPC-GS

systems and business processes, which has provided NSSF with “a flow, real and precise systems,”<sup>17</sup> making their processes much smoother than before.

NSPC-GS and MoSVY also note that vital role of the capacity building activities. They highlighted that when completed and implemented, the UNICEF-supported social protection training package (despite the delays) will significantly improve the local and national government capacity to design and implement social protection programmes for all poor and vulnerable people in Cambodia. The evaluators found that the capacity building initiatives under the UNJP offer a strong return on investment in terms of the longer-term outcomes that are expected to be achieved as a result. **The results in terms of expansion of social protection coverage are expected to far exceed these costs.**

Stakeholders explicitly mentioned some activities as being particularly efficient and effective in enabling the country to achieve its social protection-related goals. **The Disability Identification Framework developed with support from UNICEF, for instance, was very well received, and it was the fastest way to expand coverage to persons with disabilities.** The mechanism is expected to have a significant impact on this vulnerable group's coverage. The investment in the activities related to the Disability Identification Mechanism and MIS have yielded instant results and is also considered to be a long-term investment. By 2021, 230,000 persons with disabilities have been identified, compared to the reach of under 15,000 in 2020. At the same time, the activities conducted by UNICEF and ILO regarding the **CTPWC MIS and the social protection M&E Framework, as well as the modernization of the NSSF have been identified by the government stakeholders as effective.** Furthermore, the technical assistance provided by UNICEF for the design of various programmes, including the CTPWC and the Family Package is also believed to have helped the implementation of these programmes significantly. The ILO review of the social security fund and review of the NSPPF is highly anticipated by the national government.

**Capacity building under the UNJP was highly regarded by the national government and considered the most effective intervention of the programme.** Even where activities have not been fully operationalized, for instance, the NSSF investment board and committee, the development of these outputs are believed to have a significant impact on accelerating the formalization and functioning of the institution. Similarly, the activities related to the NSSF review of the financial situation, is considered very timely and very well aligned with the proposed expansion of the NSSF's role in Cambodia in scaling up an integrated contributory/non-contributory social protection system. As confirmed during stakeholder consultations, the capacity building on measuring financial protection and out-of-pocket expenditures, catastrophic health expenditure, impoverishment and health services utilization, is highly likely to benefit MoH in the future. The stakeholders especially highlighted the gaps in capacity of their fellow officials in this area. They shared that collecting relevant data through CSES from NIS would inform MoH regarding the expenditure on health by citizens, by the

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<sup>17</sup> KII with NSSF

government through public health services and by the donors. Using this data, more informed policies could be developed, better addressing the needs of the vulnerable.

It is evident from the documents review as well as stakeholder consultations, that there have been some delays in the delivery of UNJP activities and outputs. These delays are expected when government counterparts co-lead all activities. Since the government agencies have limited capacity and competing priorities, this often led to delays in the implementation of activities. However, **the return in terms of government ownership of activities far outweigh the costs of these delays**. Government engagement and ownership means that these outputs will be better owned and utilized once the process is completed.

Finally, the evaluators also note that **several activities were still ongoing at the time of the evaluation**, which might have implications for the implementing agencies in terms of time and resources, which are unknown at this time.

### **Alternative approaches to delivering the same outputs**

An analysis of cost-efficiency requires an assessment of whether the implementers could have achieved the same objectives at a lower cost. The evaluators believe that for the following reasons, the approach adopted by the implementing agencies were the most appropriate and most efficient when accounting for the time and resources spent as well as the uptake and utilisation of the outputs delivered through the UNJP:

- The activities were jointly developed and designed in close consultations with government counterparts. The agencies carefully weaved the agency programming goals with the government's top priorities, to ensure their ownership and increase the confidence of outputs being utilised to drive meaningful changes in the social protection and health care systems
- Despite the delays emerging from competing government priorities and adaptations required within the UNJP activities, these changes led to the biggest expansion of social protection coverage in Cambodia. The COVID-19 cash transfer is the perfect example of the agencies' close engagement and responsiveness to the government's needs. In turn, the agencies were provided the opportunity and the faith from government to enable a far more inclusive response to COVID-19 than expected – rapid expansion of beneficiaries beyond the IDPoor, inclusion of older persons and those with HIV were milestones that opened national discussions around their inclusion in regular social protection.
- Evidence generation by UN agencies played a vital role in the COVID-19 response, demonstrating the power of well-timed and relevant evidence in accelerating inclusive social protection in Cambodia. Despite the higher cost of evidence generation, these activities offer significant and long-term returns in an environment where the government responds to these findings.

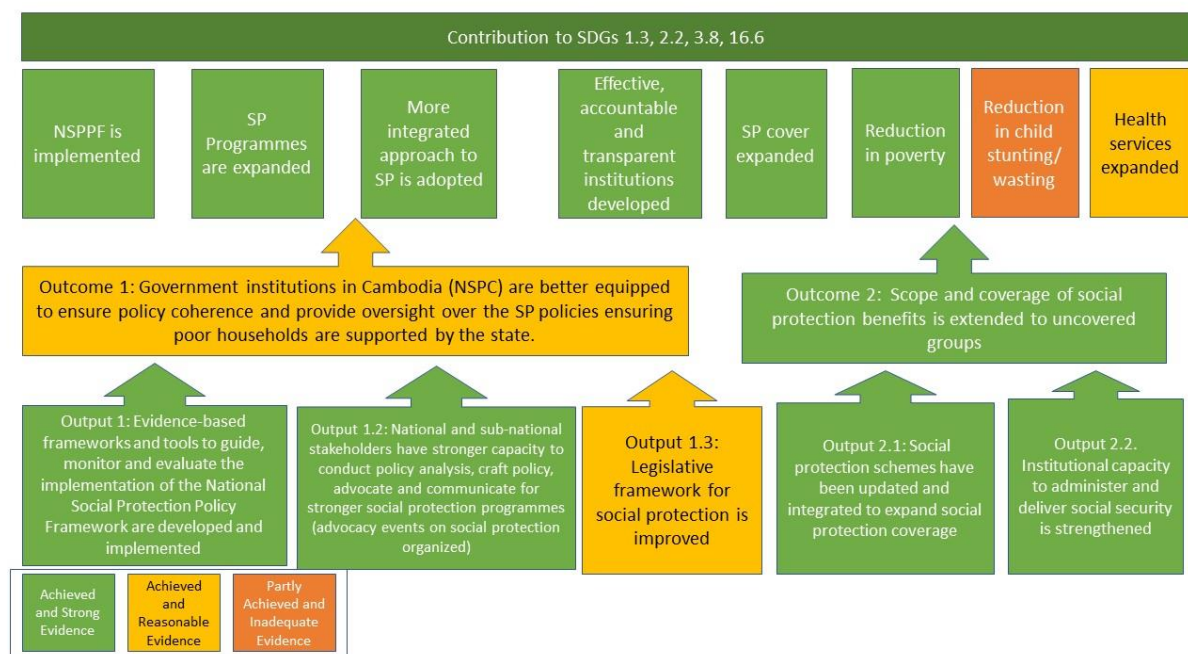
## **4.2. Effectiveness**

The evaluators can confirm, with strong confidence that most outputs and outcomes envisaged in the UNJP have been achieved. While evaluating the effectiveness of the UNJP, the evaluators

have been cautious that most of the activities under the programme were either recently completed or still ongoing. Therefore, the effectiveness of all pending or recently completed activities is evaluated based on their potential impact, where stakeholders could ascertain or where there was national, regional or global evidence to support the pathways of impact.

### Overall Effectiveness

The figure below summarises the extent to which the UNJP outputs have been delivered and the extent to which, these outputs have translated to (or will translate to) the intended outcomes and impacts. As illustrated, most UNJP outputs have been delivered by the end of 2021, most pending outputs such as the legal systems review, review of NSSF claims and capacity building package for various levels of government are scheduled for completion in the first quarter of 2022. Based on consultations, the evaluators can ascertain with confidence that most activities will be completed within the first half of 2022 at the latest. The latest results framework has been provided in Annex D.



### Outcome 1 was achieved to a great extent with strong evidence.

The UNJP has directly contributed towards the implementation of various NSPPF priorities, expansion of existing and new social protection programmes and the adoption of more integrated approach to social protection. Output 1.1 has been fully delivered and output 1.2 is pending the development of the training programme but all other activities in this output have been completed. As a result of these outputs, the UNJP implementing agencies have strengthened the government’s policy framework for social protection by developing identification framework for persons with disabilities, various programme design and implementation frameworks, business process optimisation and development of institutional and organisational strengthening documents. They have improved the government’s ability to implement, manage and monitor social protection progress through investments in the M&E framework, improved the use of technology, simplified processes and improved operational

efficiency. They have directly enabled access to the necessary evidence base that accelerates change – IDPoor assessment, NSSF review, NSPPF mid-term review have delivered or are expected to deliver vital insights that reform the social protection sector substantially. The UNJP activities have also capacitated government counterparts to undertake their own policy research and analysis to inform programme design in the future and strengthen the role of evidence in policymaking. These findings are confirmed through stakeholder consultations and are evident in the current improvements/expansions in the social protection sector.

Output 1.3 on legislative frameworks comprises ongoing activities that are due for completion in the first quarter of 2022. Evidence of this component actively resulting in the achievement of Outcome 1 is already visible. For instance, in March 2021, the RGC issued sub-decree 32 on “Pension Scheme for Persons Defined by the Provisions of the Labour Law”. The scheme will provide pension benefits to more than the 2 million existing members covered under the National Social Security Fund. The pension is expected to be formally launched in early 2022. Furthermore, consultations with government stakeholders and the implementing agency reveal that these activities are poised to provide legal coverage for access to social protection in Cambodia in the coming years and will further contribute to outcome 1 soon. The evaluators accept this with reasonable confidence for the following reasons: (i) the government is co-leading the review and development of legal instruments, (ii) in Cambodia, most social protection developments are now being enshrined in the legal and policy frameworks, including the family package and disability allowance, (iii) development of legal framework is a priority as confirmed by the government counterparts and (iv) global evidence suggest that a comprehensive legal frameworks will better protect the rights and entitlements of individuals against changes in political and social perceptions and ideologies, continue to keep the government accountable and ensure the necessary expansions of social protection systems in line with the legal provisions.<sup>18</sup> Evidence and literature suggest that comprehensive legal frameworks better establishes entitlements in a clear and transparent manner, allowing persons who are entitled to benefits to make claims if their rights are violated. These frameworks also clarify and establish roles and responsibilities of the different actors involved in designing, administering, delivering, and enforcing social protection systems, further strengthening governance and accountability for social protection. For instance, in the case of South Africa three vital expansions and human rights victories in social protection was a result of the legal provisions in the country. On the grounds of constitutional provisions, courts trialled and approved inclusion of non-citizens within the social assistance system; the extension of the Child Support Grant to children between 14 and 18 years of age; and pension equalisation - lowering of the pension age for men from 65 to 60, to bring them in line with the age that women receive the pension.<sup>19</sup>

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<sup>18</sup> <https://socialprotection-humanrights.org/framework/principles/adequate-legal-and-institutional-framework-and-adopt-long-term-social-protection-strategies/>

<sup>19</sup> Goldblatt (2014). Using Human Rights in the Courts to Broaden Social Protection—The South African Example. Available at: <https://socialprotection-humanrights.org/expertcom/using-human-rights-in-the-courts-to-broaden-social-protection-the-south-african-example/>

Since Output 1.3 - the legal framework for social protection - is a vital component that drives outcome 1 and will continue to deliver on it over time, the evaluators believe **OUTCOME 1 was achieved to a great extent with reasonable evidence.**

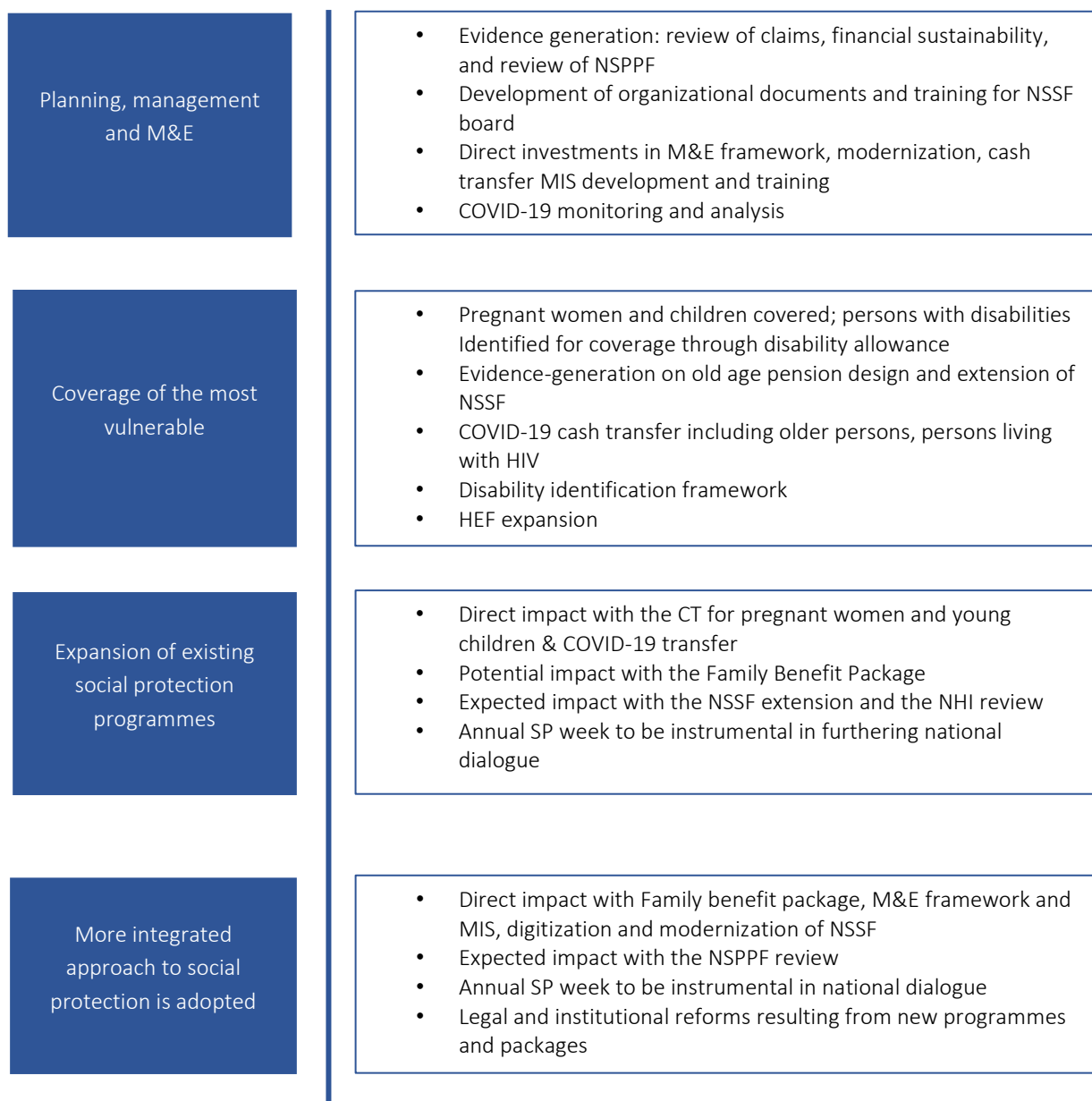
**Outcome 2 was achieved to a great extent, with gaps in the health sector targets**

Activities related to outcome 2 were all completed at the time of this evaluation. The evaluators believe that these activities have supported the development of effective, accountable and transparent institutions, expanded social protection coverage and led to prevention and protection from poverty under extremely challenging circumstances. There is overwhelming and direct evidence suggesting that these activities greatly contributed to expanding the scope and coverage of social protection to uncovered groups, improving M&E and accountability within government institutions and across them and to some extent demonstrate progress towards longer-term targets related to reduction in wasting and to some extent, stunting. On the health service expansion, the data and stakeholders confirm that the health equity fund is being expanded. Furthermore, the government budget for health sector significantly increased from \$409 million in 2020 to \$722 million in 2022.<sup>20</sup>

The figure below identified activities that directly led to expansion in coverage of vulnerable groups and of the social protection programmes but also those activities that indirectly lead to expansion such as improvements in programme planning, management, monitoring and evidence; development of integrated and comprehensive social protection approaches in Cambodia.

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<sup>20</sup> Source: Budget law 2022, Ministry of Economic and Finance, Cambodia



Q.1 To which extent have the project activities contributed to **the effectiveness of planning, management and M&E of service delivery** at central and sub-national levels?

Contribution to the Effectiveness of Planning, Management and M&E of Service Delivery

KIIs with national government stakeholders reveal that the central administration is better equipped, in terms of knowledge, capacity, resources, guidelines and documents, to plan, implement and monitor social protection and social services. In terms of planning and management, the development of evidence-based frameworks and tools under the UNJP, have been helpful, as confirmed by the stakeholders. For instance, although the reviews of the NSPPF and the NHI are yet to be completed, stakeholders are confident that these resources would help identify existing weaknesses and gaps and inform future planning. Furthermore, the capacities of the central and sub-national governments have been strengthened, through the social protection visioning workshops, the conduct of the social protection week, and the



design and delivery of the social protection training package. As a result of these activities, intergovernmental coordination has also strengthened, paving way for improved planning and management of social services.

Furthermore, KII with MoH revealed that the M&E activities for the CTPWC have been useful for MoH in improving the quality of health care provision. MoSVY assesses the health care centres and service providers at least every quarter, providing MoH with the opportunity to identify and address gaps in health service delivery.

As stakeholders confirm, the most prominent output of the UNJP is the improvements in MIS and M&E capabilities within NSSF, NSPC and MoSVY. In particular, the support provided to the GS-NSPC for the development of the digital social protection M&E dashboard, for data collection and presentation for the social protection sector, has been identified as vital for expanding social protection to cover unprotected and vulnerable groups. The dashboard is being used for data collection from line ministries on various social protection schemes through the data entry platform. The national government is receiving continued support from UNICEF regarding training on the M&E dashboard. UNICEF is also currently engaged in discussions with the GS-NSPC on phase 3 of the dashboard, focusing on data interoperability, eliminating the need to manually enter data, and enabling data integration and synchronisation with the CTPWYC, with the link with ID Poor already established. Furthermore, according to the key stakeholders, the development of and the training on the M&E framework for the CTPWYC and disability social protection M&E framework, supported by UNICEF, has set the tone for improved M&E of social assistance services.

In continuation of the digitisation and harmonisation efforts, ILO has supported the modernisation of the NSSF as part of the UNJP. KIIs with NSSF suggest that the technical assistance by ILO has been instrumental in the ICT development, especially in streamlining process flows in all departments leading to more efficient systems. Furthermore, WHO conducted capacity building activities for the improvement of health-related data collection and analysis. The training was well-received by the NIS and focused on strengthening and developing health-related statistics, which can improve future programming. These trainings also included sessions on analysing and measuring financial protection and OOP expenses for health services, which were most appreciated by stakeholders from the MoH.

Q.2 Is there evidence of increased capacity of the **National Government and SNAs to deliver social protection programmes** that benefit the most vulnerable?

#### [Evidence of Increased Capacity of the Government to Deliver Social Protection Programmes that Benefit the Most Vulnerable](#)

**Under the UNJP, the UN agencies have effectively implemented activities supporting the inclusion and coverage of the most vulnerable groups in Cambodia**, including women, children, persons with disabilities, persons living with HIV and the poorest. Through activities such as the development of the family benefit package for social assistance, the M&E framework for

the cash transfer programme for pregnant women and children, support for the delivery of the COVID cash transfer, training on social protection, development of the disability identification framework and the integration of the disability MIS with the social protection MIS, the UNJP has laid the groundwork for extended coverage of vulnerable groups under social protection schemes, as evident from the already increasing coverage of women, children, informal workers, persons with disabilities etc. Additionally, as confirmed by the GS-NSPC, the NSPPF mid-term review has been helpful in identifying the existing gaps in the framework and would help in improving the benefits for the vulnerable groups.

**Over the period of the joint programme, there have been significant improvements in the social protection coverage of vulnerable groups.** The progress cannot be entirely attributed to the UNJP, because there were several other efforts, led by the government and other development partners, such as the SIDA funded Strengthening Local Governance for Delivering Social Services and Social Protection for Vulnerable Children and Women in Cambodia, ILO-UNICEF partnership with the EU, ILO and UNDP partnership on the feasibility study for the multi-tiered pension, and the training on social health finance analysis, including Estimating Out-of-Pocket Expenditure (OOP), public health expenditure and health protection analysis, delivered by GIZ. However, the stakeholder consultations have confirmed that the UNJP had a synergistic impact and has been effective in increasing social protection support to the vulnerable groups.

**The UNJP led to the immediate prevention and progress towards reduction of poverty in the wake of COVID-19<sup>21</sup>,** by contributing to the delivery of the Covid-19 Cash Transfer Programme, as part of the UNICEF work with GS-NSPC and MoSVY, covering an estimated 3 million ID Poor persons in Cambodia, including persons with HIV. During COVID-19, the NSSF system was also swiftly deployed to implement the scheme of wage subsidies for suspended workers in the garment and tourism sector as part of ILO's work with the NSSF. Through these efforts, the UNJP has been successful in benefitting all targeted groups, as identified in the initial programme document - including women, children, girls, persons with disabilities and older persons. It is important to note that some groups such as girls and women other than pregnant women and adolescents and the youth are not reached through the UNJP activities. However, they may be indirectly covered through the extension of social protection coverage to the poor and vulnerable households.

These rapid and unprecedented scale of reforms and transformation, roll out of new programmes, management and development of new processes and frameworks within a span of two years, amid a global health and economic crisis demonstrate how the UNJP enabled and supported UN agencies to tap into the untapped greater capacity of the RGC to save lives and livelihoods, and ensure rights to social protection for all Cambodians.

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<sup>21</sup> As confirmed through the evaluations of the CTPWC and the COVID-19 cash transfer

At the time of evaluation, the social protection week was taking place. The engagements, cross learning and dialogue promoted through this event is likely to catalyse expansion of the social protection system and consolidate government thinking around key issues.

### Achievement of the SDGs



At the social protection week, the UN resident coordinator highlighted evidence suggesting that “social protection programmes helped reduce poverty by about 3.4 percentage points and save GDP growth by nearly 1 percentage point,” in the wake of the COVID-19 crisis in Cambodia. She also corroborated information collected for this evaluation from key stakeholders confirming that

expansion of social protection “improved social cohesion and built trust in public institutions” and accelerated progress towards the achievement of the Cambodia Sustainable Development Goals (SDGs). The evaluators find numerous direct evidence confirming the contribution of the UNJP towards the targeted SDGs, as presented below.

#### 3.8 Universal Health Coverage

- Generated a wealth of evidence to support MoH make policy choices to extend health coverage
- Agreement to expand the HEF

#### 2.2 Ending all forms of malnutrition

- Increased access to health care, reduced financial barriers to access to food for over 200,000 pregnant and lactating women and their young children (up to age two years)
- COVID-19 responses likely to have prevented extreme hunger, reduced likelihood of a rise in current and chronic malnutrition

#### 1.3 Social protection systems and measures

- Expanded coverage to pregnant women and children under two
- Direct coverage of 3 million poor and vulnerable people through COVID-19 cash transfer and extension of support to more through NSSF
- Planned expansion due for implementation - coverage of older persons, substantially better coverage of persons with disabilities and persons living with HIV
- National capacity for social protection strengthened
- Nationally led expansion, integration and strengthening of the social protection system
- Prevention of poverty and vulnerability during COVID-19 and continued protection through expansion of social protection
- strengthened legal and policy frameworks at the national levels based on pro-poor and gender-sensitive development

### 4.3. Coherence

Q.1 How well were interventions coordinated between UN agencies and key government stakeholders, as well as among the government stakeholders and different levels of administration?

#### Coordination between UN Agencies and Key Government Stakeholders

The key strengths of the UNJP in Cambodia was that the UN agencies were able to clearly identify, the activities and stakeholders they will engage with, based on their own areas of strength and expertise. Consequently, activities and larger outcomes were jointly agreed and split across agencies for efficient implementation.

The government greatly appreciated the joint programming approach and were keen on working collaboratively in the future. The UNJP encouraged the coordination of efforts and transparency of planned activities among UN agencies and with the government. Consequently, the government had better visibility of partner activities, which led to complementary activities being designed in a sequential manner and helped the government plan their inputs more appropriately. All stakeholders confirm that visibility of the full spectrum of support that they were going to receive in a coherent manner significantly reduced overlap and contributed to straightforward and efficient implementation of project activities.

Even though the UN agencies led different activities independently, they were able to avoid overlaps and duplication because they were working towards a common goal under the UNJP. Joint programming also led to a clear demarcation of activities among the UN agencies, which led to timelier implementation. Government stakeholders specifically highlighted that without the coherence established through the UNJP, the review of the NSPPF would have directly clashed with the development of the family benefit package, with multiple stakeholders involved in the process and neither of those would move swiftly.

The UNJP has resulted in the development of important relationships, not just between the UN agencies and the government, but also within government agencies. Even though the intergovernmental dynamics in the country were challenging to navigate, the UN agencies made efforts to bring together social protection stakeholders on the same table to ensure that the project activities are implemented effectively and efficiently. To some extent, the UNJP was able to improve the coordination among government agencies, and the collaboration of the GS-NSPC and the NSSF has been the most prominent. With NSPC taking over all leading coordination for social protection from NSSF, ILO strengthened the alignment and coordination between the two agencies for the UNJP activities. The GS-NSPC and NSSF were brought together through the two visioning workshops held in 2021, which helped GS-NSPC to understand the social protection and security landscape better, and also allowed the tripartite partners from NSSF, the employers, employees and ultimately the beneficiaries, to have a better understanding of what social security is.

One of the outcomes of the UNJP was to improve coordination between the UN agencies and the government. **The UNJP effectively built and managed relationships with government counterparts, by maintaining a balance between previously built partnerships and new collaborations.** Firstly, the UNJP did not create a siloed steering committee for the project, and instead partnered with the GS-NSPC as the national coordinating body for social protection. The NSPC's political capital make it an appropriate lead implementing partner for the UNJP. Stakeholder consultations confirm that the GS-NSPC was a *'good fit'* for the UNJP, which allowed *'space for the programme to create influence'*. Development partners also shared that from their experience in other countries, there is much more activity, interaction, and coordination when the UN agencies work with GS-NSPC type of institutions. Furthermore, since the UNJP was designed to interact with the NSPC and there was close coordination, all programme activities were fully aligned with top priorities of the government. With regards to the social protection sector, the UNJP built upon the decades of work that MoSVY and NSSF had done and provided capacity building and institutional strengthening to operationalize the plans for implementing their priority programmes.

Stakeholders also confirmed that UNJP timelines and activities were adjusted in the wake of COVID-19 to better support the government's most pressing needs. The prioritisation of the COVID-19 cash transfer and adaptation of other planned activities around the demands of the situation strengthened the one UN approach and delivered a unified message to the government. Even though these adaptations came at an expense of some activities being delayed, it was considered instrumental for UNJP's alignment with the changing government priorities.

Implementing the UNJP was not hassle-free for UN agencies. Individual UN agencies have long-fostered relationships with different government counterparts, in this case UNICEF with MoSVY, ILO with NSSF and WHO with MoH in Cambodia. Under the joint programming approach, when the UN agencies come together, agencies may find themselves in difficult situations navigating complex political relationships. Relationship management then plays a critical role in the successful delivery and ownership of all activities by relevant government stakeholders. KIIs with the GS-NSPC revealed that they were less likely to engage in activities and outputs at later stages if they were not engaged during the development stage. In Cambodia, the implementing agencies managed these complexities smoothly by adopting **mitigation strategies to deal with these challenges and to enable new partnerships being built while maintaining the existing ones.**

The UNJP achieved – to a great degree – its intention to deliver a unified message and demonstrate the one UN approach for strengthening social protection in Cambodia, thereby creating an inclusive policy influence.

Q.2 Is there evidence of **improved synergies** by which projects contributed to the **wider realization of the national Social Protection goals and D&D reform** by linking project activities with national plans/plans of national partners and support of other development partners?

## **Synergies Contributing to the Realisation of the National Social Protection Goals and D&D Reform**

### Coordination Mechanisms Between Implementing UN Agencies

The UNJP activities were designed jointly by the UN agencies implementing them, but the implementation of the activities was mostly independent, with limited interaction between agencies required by the UNJP implementation processes. While this ensured an efficient use of the individual strengths of the UN agencies, it significantly limited progress towards improving longer-term coherence and coordination among agencies or advancing the one-UN approach in the longer run. During the implementation of the UNJP, several activities could feed into each other more significantly, with much higher value added in terms of systems strengthening – for instance, the mid-term review of the NSPPF into the family package or the alignment in the review of the health and other claims within NSSF. Contrarily, UN agencies often received updates on the status of activities of other agencies, the outputs, and the engagements with government through the monitoring reports provided to the UNJP or through their government counterparts as opposed to inter-agency coordination.

The UNJP processes also raise concerns regarding the clarity on the roles and responsibilities of the involved agencies. Since the implementing agencies are not mandated to oversee or manage each other's activities or work, the lead agency's role becomes unclear in terms of monitoring and oversight. The responsibility of weak or delayed implementation of activities, changes in UNJP management or lack thereof within implementing agencies and other factors that affect the UNJP outputs must be clarified for implementing agencies, lead agency and the UNRCO. Going forward, it is important to succinctly lay out the responsibilities and accountability mechanisms in the UNJP programme document.

Despite these minor challenges, the division of labour between ILO and UNICEF was adequate, which allowed them to overcome the challenges associated with the overlapping social protection mandates of the two agencies. In fact, consultations suggest that through the UNJP ILO and UNICEF are able to better coordinate their work and programme collaboratively. The two agencies are exploring options for further collaboration. However, the engagement with WHO has been limited. Not only does WHO's mandate differ significantly from UNICEF and ILO, but they have also been on the frontline for COVID-19 response and had different priorities at the time of the UNJP implementation. Although WHO is reported to have completed all the UNJP activities, they were implemented more independently of ILO and UNICEF with limited cross coordination or learning.

Despite independent implementation of activities, the project activities maintained strong coherence and linked well with each other because they were designed as such. As a result, the UN agencies would avoid fragmentation or overlap in terms of outcomes or activities.

**Finally, evaluators conclude that the joint programming approach strengthened working partnerships among the implementing agencies, but the approach has greater potential.** A stronger focus on monitoring progress and reporting requirements to some extent eroded the space that could further strengthen inter-agency planning, coordination and collaboration. Building into the UNJP, a platform that promotes closer dialogue on common issues and allowing agencies to learn from and benefit from each other's experiences would add substantially more value from the UNJP to the one-UN approach. In the case of Cambodia, the success in coordinated programming among agencies such as UNICEF and ILO are at least in part an **outcome of strong interpersonal relations and efforts from the two agencies to continue to programme together.**

#### [Parallel Implementation of UNJP and LGSP](#)

**There is overwhelming evidence that parallel implementation of the UNJP and the LGSP accelerated both programmes' intended outcomes.** On one hand, the UNJP's focus on activities at the policy level laid the groundwork for expanding coverage of vulnerable groups. On the other hand, the LGSP accelerated the implementation of these social protection reforms and has laid the foundation for future work by focusing strongly on strengthening the local governments. This positioned the national and sub-national governments to implement all the reforms better. Firstly, in terms of the benefits to the vulnerable groups, including women, children, persons with disabilities and older persons, while the UNJP focused on the design and development of the family benefit package, cash transfer for pregnant women and children and the COVID-19 cash transfer, the LGSP additionally also focused on building the cash transfer delivery system as well as capacities of the sub-national governments through training on the implementation and monitoring of the cash transfers and the use of MIS. Together, the UNJP and LGSP had a catalytic impact on the capacities of the national and sub-national governments to plan, deliver and monitor social and health protection, resulting in the better positioning of the national government to implement the NSPPF effectively.

Similarly, in terms of the digital literacy and capacity of the national and sub-national administrations, the UNJP and the LGSP have played a critical role in ensuring that ICT development takes place at the national level and trickles down effectively to the sub-national levels. On the one hand, under the UNJP, ILO has supported the modernisation of the NSSF, improving process flows. On the other hand, under the LGSP, UNICEF has established a digital M&E dashboard linking social assistance with the social protection M&E Framework and has trained the SNAs on the use of the application and the MIS for cash transfers upon its establishment. The simultaneous implementation of the UNJP and the LGSP has ensured that while technological developments are taking place at the national government level, the SNAs are being prepared for the change.

Overall, the policy level interventions, as part of the UNJP, benefitted from the local government level capacity building interventions of the LGSP. Simultaneously, the local government interventions benefitted from the UNJP policy reforms, providing a clear direction and enabling more targeted capacity building of local governments.

#### 4.4. Sustainability

Q.1 Did the activities and interventions undertaken under the UNJP lead to **increased structural capacity for implementing social protection policies and programmes**, both at the central and sub-national levels?

Q.2. Are there any other interventions that could be recommended to support sustainability and to increase impact of all interventions?

**The outcomes of the UNJP are sustainable in the long run for the following reasons:**

- (v) The activities were owned by the government and respond directly to their priorities
- (vi) The activities were designed to strengthen the policy framework, enhance capacities, systems and knowledge and awareness, which deliver results in the long-term
- (vii) The UNJP enabled and strengthened UN agencies' relationship with key government counterparts
- (viii) Stakeholders have already identified areas of further engagement, their own pipeline of interventions and expansions to build upon the activities and outputs of the UNJP

**The evaluators can confirm with confidence that the activities and their results are both sustainable and likely to generate exponential returns in terms of coverage of vulnerable groups, better transparency and accountability as well as sustained progress towards the targeted SDGs.**

The UNJP activities were not those that generate once off results. Since all activities aimed to build systems capacity – legal, policy, institutional and governance capacity, it will reap returns in the long run. Beyond that, the government stakeholders confirmed that they were already planning future activities to build on the gains from these activities such as implementation of the family package, next phases of development for the MIS and the monitoring dashboard, implementation of the NSSF board and investment committee and next steps for expanding social protection coverage to informal sectors and others currently out of the social security system. They also confirmed future activities linking monitoring dashboard to broader national M&E framework.

For the capacity building and training activities, the government strongly believe that the implementation of the trainings on social protection will provide current and future implementers of social protection the tools, knowledge and training to implement national policies and programmes.



Due to improved knowledge and understanding, stakeholders such as NSSF, NSPC, MoSVY and NIS demonstrate keen interest on continuing collaboration with UNICEF, ILO and WHO. UNICEF and ILO are already engaged in providing further technical assistance to the government implementing partners; for instance, UNICEF is working with the GS-NSPC on phase 3 of the digital M&E dashboard and ILO is continuing the work on the operational review and actuarial assessment of the NHI with the aim of building long-term capacity of the NSSF. Furthermore, NIS has requested support for national data collection for Cambodia that focuses on the strengthening and developing the capacity of NIS officials for social health statistics. They have also requested ILO to continue their support on survey on labour and child labour.

These planned investments strongly indicate the sustainability of the outcomes resulting from the UNJP activities and further progress and improvements in these avenues.

## 5. Conclusion

The UNJP has been relevant, responsive, highly efficient, and effective in achieving most of its intended outcomes. The results of the UNJP activities are likely to sustain primarily due to government ownership and the adaptive approach UN agencies implementing the UNJP have adopted.

The evaluation concludes that:

1. The UNJP has significantly improved the way in which the UN coordinates and communicates with the government regarding social protection. The joint programming approach has largely been appreciated in that it provided clarity and reduced overlaps for governments as well as for the agencies themselves.
2. The programming was very relevant to existing government priorities and the activities built upon ongoing work in the social protection sector. The activities were designed to meet the SDGs of leaving no one behind and coverage of all vulnerable groups including pregnant women, children, older persons, persons with disabilities and persons with HIV. However, there are still some coverage gaps that the UNJP did not fully address, including the girls and women other than pregnant women, adolescents, and the youth.
3. All the efforts and activities that were undertaken as part of the UNJP were long-term activities. Therefore, these activities have laid the groundwork for extensive expansion of coverage of vulnerable groups over the coming years.
4. Capacity building and institutional strengthening initiatives under the UNJP were among the most valued activities, followed by improvements in the M&E for social protection.
5. Close collaboration with the government has led to ownership of all activities and outputs that are produced because of these activities. The strong government collaboration has also opened pathways for future engagement that build upon the UNJP investments.
6. Under the UNJP, the UN agencies went out of their way, and scope, to improve coordination among government entities. The stakeholders were very enthused to have multiple stakeholders with no overlapping activities.
7. The UN agencies have been highly appreciated for prioritizing government relations and ownership of activities, being adaptive and working collaboratively beyond strict outputs and timelines of planned activities.

8. Management needs from the RCO far exceeded the available capacity. The coordination of a programme like the UNJP requires extensive effort and time from the staff. The coordination of the UNJP was demanding and significantly increased the burden on the team at the RCO.
9. UN agencies can benefit greatly from extending this joint programming approach in the upcoming activities to sustain momentum for government, further strengthen the benefits of synergies that the UNJP has realised and ensure the government can continue to strengthen partnerships with individual agencies as well as the joint partnerships for a strong and more resilient social protection system.

The programme was highly successful in progressing towards the intended SDGs through complementing and well-designed activities. Agencies delivered a coordinated plan to government and strengthened the one-UN approach. In Cambodia, the UNJP succeeded as an enabling partnership due to the proactive, intentional, and continued efforts from the leadership within the implementing agencies – UNICEF and ILO, in particular. These agencies have demonstrated the potential for continued collaboration and highlighted – through the programme’s successes – the power of collaborative programming and messaging. Notwithstanding these wins, there are lessons for strengthening the UN joint programming approach. Reducing the focus on reporting and providing, encouraging and requiring UN agencies to share lessons, opportunities and plan complementary activities in a joint manner would offer a higher return on the time invested in the UNJP administration by these agencies.

## 10. Recommendations

**Recommendation 1: Promote joint government engagement and coordination in country programme and planning to further strengthen the one-UN approach and ensure more influential advocacy around social protection policy and programming.**

Timeframe	Medium to long-term
Priority Level	Medium
Responsibility	<ul style="list-style-type: none"> <li>• UN RCO – providing guidance and coordination</li> <li>• UN Implementing agencies for actioning the activities listed below</li> </ul>
Activities	<ul style="list-style-type: none"> <li>• Joint agency presence for advocacy and communication in the larger social protection discourse and agenda would add significant value (UN Implementing agencies)</li> <li>• Improving collaboration on discussion and dissemination of outputs and better use of linked activities to inform each other would significantly improve the synergies from activities of various agencies (UN Implementing agencies and UNRCO)</li> <li>• Planned coordination meetings among implementing agencies, discussion forums and open communication</li> </ul>

	among UN agencies to promote unified messaging (UNRCO)
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**Recommendation 2: Improved clarity around and allocation for resources towards strengthening coordination, communication, management and support for delivering joint programmes.**

Timeframe	Short-term
Priority Level	High
Responsibility	<ul style="list-style-type: none"> <li>• The SDG Fund for allocating resources based on needs</li> <li>• UNRCO &amp; UN implementing agencies for estimating resource needs</li> </ul>
Activities	<ul style="list-style-type: none"> <li>• Establish clear descriptions of roles and responsibilities of the involved agencies, including the roles of UNRCO and the lead agency in coordination, management, reporting and communication</li> <li>• Allocate specific resources for these needs, where required</li> </ul>

**Recommendation 3: Improved estimation of time and resource requirements for delivering the tasks proposed as part of the programme.**

Timeframe	Short-term
Priority Level	High
Responsibility	<ul style="list-style-type: none"> <li>• UN Implementing agencies</li> </ul>
Activities	<ul style="list-style-type: none"> <li>• Adjust expectations on timeline of project delivery for activities that involve close government involvement and collaboration to reduce perceived delays due to ambitious programming</li> <li>• Adjust the number of activities to be delivered within such limited timeframe to improve completion rates and thus, perceived efficiency of the programme</li> </ul>

**Recommendation 4: Better engage rightsholders in the development of programme activities and their implementation and evaluation, to ensure inclusive implementation and M&E of the National Social Protection Policy Framework**

Timeframe	Medium-term
Priority Level	Medium--High

Responsibility	<ul style="list-style-type: none"> <li>• UN Implementing agencies</li> </ul>
Activities	<ul style="list-style-type: none"> <li>• Increase the voices of rightsholders, particularly marginalised groups and those with limited bargaining power more actively in programming</li> <li>• Ensure programme activities consider and account for the effects of activities on groups such as migrants and youth, who were underrepresented in the UNJP</li> </ul>

**Recommendation 5: Actively foster linkages and coordination in the programme activities with sectors such as health, education, youth engagement and humanitarian support to accelerate the achievement of SDGs and to better equip the sub-national governments to deliver integrated social protection programmes**

Timeframe	Medium-term
Priority Level	Medium-High
Responsibility	<ul style="list-style-type: none"> <li>• UN Implementing agencies</li> </ul>
Activities	<ul style="list-style-type: none"> <li>• Extend coordination and coherence of programme activities from within social protection to include other social sectors such as health, education, humanitarian programming that benefit from and contribute to realising the target SDGs and strengthen the capacities of the SNAs to deliver integrated social protection programmes</li> <li>• More actively seek cross-sectoral programming and closer collaboration across agencies conducting activities across sectors.</li> </ul>

## 11. Annexures

### Annex A – Evaluation Matrix

Table 7: Evaluation Matrix (Relevance)

Study Questions	Sub questions	Data collection methods	Data sources	Data and indicators	Analytical Approach
To what degree were the interventions considering differential needs of different vulnerable groups (e.g. women, children, poor, people with disabilities, minorities), particularly in the COVID-19 context?	<p>To what extent do the programme interventions respond to the gaps in coverage of vulnerable groups - specifically, women, children, the poor, people with disabilities and minorities?</p> <p>To what extent was the programming backed by evidence and responding to challenges raised by key stakeholders and the experiences of UNICEF, ILO and WHO?</p> <p>To what extent did the interventions carefully respond to the challenges national and sub-national institutions face in the inclusion of these groups?</p>	Key informant interviews	<p>Programme staff implementing the two LGSP and JP</p> <p>National and sub-national administration involved in the implementation of social protection programmes</p> <p>Development partners implementing/supporting the interventions through the LGSP and JP</p>	<p>Bottlenecks and constraints in the inclusion of vulnerable groups</p> <p>Gaps in social protection coverage and capacity of local governments to address the gaps</p> <p>The progress/improvements due to the LGSP and JP programme interventions</p> <p>The usefulness of the programme interventions and the perceived outcomes</p>	Bottleneck and Framework Analysis

	(e.g. disability framework and design, identification of the poor, gender sensitivity of IDPoor etc.)	Desk reviews	<p>Vulnerability studies and assessments, existing work on vulnerabilities under the family package: Multidimensional Child Poverty Report of 2018, social protection systems reviews and diagnostic studies</p> <p>NSPPF and other relevant documents that recognise specific groups and challenges - at the national and SNA levels.</p>	<p>Social protection programme data (targeting, value, coverage, implementation systems)</p> <p>Reports on social protection performance, evaluations of institutional capacity, bottlenecks and challenges of including vulnerable groups</p>	Bottleneck and Framework Analysis
		Survey	National and sub-national government entities	<p>Likert scale questions on perception of programme relevant and responsiveness to needs of vulnerable groups</p> <p>Confirmation of bottlenecks, challenges used in the rationale for the programmes</p> <p>Multiple-choice responses on bottlenecks/ challenges addressed</p>	Bottleneck and Framework Analysis

<p>To what degree are the JP and the LGSP designed in a way that strategically supports the achievement of SDGs?</p>	<p>Which of the SDGs did the programme intend to target, and how did the activities contribute to those?</p> <p>Which of the SDG targets do programme activities directly or indirectly contribute to, and in what ways? Why is this relevant in the case of Cambodia?</p>	<p>KIIs</p>	<p>Programme staff implementing the two LGSP and JP</p> <p>National and sub-national administration involved in the implementation of social protection programmes</p> <p>Development partners implementing/supporting the interventions through the LGSP and JP</p>	<p>Alignment with SDGs – global, regional and national implementation</p> <p>Alignment of pre-conditions, outputs and outcomes with SDGs</p>	<p>Framework analysis</p>
		<p>Desk reviews</p>	<p>Programme theory of change</p> <p>Programme design documents and results framework</p> <p>Programme interventions and links with SDGs</p>		<p>Framework analysis</p>
<p>To what extent were the programmes designed to respond to existing policies and pressing needs of national and sub-national institutions?</p>	<p>To what extent did the programme design align to and respond to the most pressing needs of national and sub-national institutions for a nationwide rollout of the National Social Protection Policy Framework? (JP)</p> <p>To what extent are the project interventions linked to and relevant to the realisation of</p>	<p>KIIs</p>	<p>Programme staff implementing the two LGSP and JP</p> <p>National and sub-national administration involved in the implementation of social protection programmes</p> <p>Development partners implementing/supporting</p>	<p>Analysis of developments and changes in the SP system and the role of key programme activities in that process</p> <p>Alignment of pre-conditions, outputs and outcomes with challenges faced</p>	<p>Framework analysis</p> <p>Comparative analysis</p>

	<p>the Decentralisation and De-concentration reform goals and objectives? (LGSP)</p> <p>How did the UNJP and the LGSP create and leverage synergies between activities to strengthen local governance and the implementation of the NSPPF?</p>		<p>the interventions through the LGSP and JP</p>		
		<p>Desk reviews</p>	<p>Social protection system diagnostic studies</p> <p>Milestones and agreed pathways for expanding social protection and strengthening local governance (government priorities)</p> <p>Studies documenting the implementation progress of the social protection policy framework (NSPPF)</p> <p>A stocktake of existing developments to include identified vulnerable groups</p> <p>Decentralisation and de-concentration agenda linkages with social protection</p>	<p>Evidence-informed programming evidence</p> <p>Linking evidence of need/gap to intervention</p> <p>Decentralisation and de-concentration agenda linkages with social protection and the programme interventions</p> <p>NSPPF priorities and linkages with the programme interventions</p>	<p>Framework analysis</p> <p>Comparative analysis</p>



			NSPPF priorities and intervention areas		
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## Annex B – UNJP activities

Table 8 UNJP Activities

Against each of these outputs, the following from the planned set of activities were confirmed as completed or ongoing by the UNICEF, ILO and WHO.

UNJP				
Outcome 1	Government institutions in Cambodia are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.			
Outputs	Activities	Agencies	Implementing Partners	Status
Output 1.1. Evidence-based frameworks and tools to guide, monitor and evaluate the implementation of the National Social Protection Policy Framework are developed and implemented	Activity 1.1.1 - Support revision, definition, and establishment of the NSSF Board and Investment Committee	ILO	NSSF, GS-NSPC	<p>Done</p> <p>Draft sub-decree for the investment committee has been drafted.</p> <p>Training involving 86 participants (28 female) completed.</p> <p>A clinical review of sample National Social Security Fund (NSSF) claims has been supported to produce a summary report of findings of the clinical audit, and to make recommendations for</p>

				improvements to senior management of the National Social Security Fund (NSSF) of the Ministry of Labour and Vocational Training
Activity 1.1.2 – Support GS-NSPC in implementation and revision of the harmonized M&E framework for social protection and social assistance	<b>UNICEF, ILO, WHO</b>		GS-NSPC	<p>Done and ongoing support</p> <p>Implementation and the revision of the harmonized M&amp;E framework for social protection and social assistance is 100% completed.</p> <p>The support to GS-NSPC and line ministries will continue in 2022</p>
Activity 1.1.3- TA and support to training for MOSVY and GS-NSPC on RBM and development/ implementation of the M&E plans	UNICEF		MoSVY	<p>Ongoing with some delay</p> <p>Technical assistance to support training for MoSVY and GS-NSPC on RBM and implementation of M&amp;E is 100% completed</p> <p>100 staff in 25 Provincial Departments and 3 budget owners in MoSVY were trained</p> <p>The work on the development of the Programme Budget</p>

				<p>Formulation and Execution Manual for MoSVY is under way.</p> <p>The support to the development of capacities for RBM and programme-based budgeting will be further extended in 2022</p>
	<p>Activity 1.1.4 - Support GS-NSPC to design specifications for the social assistance Management and Information System</p>	UNICEF	GS-NSPC, MoSVY	<p>Complete with ongoing support</p> <p>The design specification for the social assistance MIS was completed. The MIS was upgraded to expand the coverage of the ID Poor under the Covid-19 Cash Transfer Programme and the Lockdown Cash Transfer Programme. Ongoing work on the design of an integrated MIS to support the Family Package.</p>
	<p>Activity 1.1.5 - Support the review of the existing poverty assessment and targeting tools – ODID/ID Poor (as</p>	UNICEF	GS-NSPC	<p>Ongoing</p> <p>The review of existing poverty assessment and targeting tools ODID/ID Poor as a component of the family package was completed as necessary (100%)</p>

	a component of the single/ family package)			<p>Technical Assistance to further promote ID Poor + options for assessment focusing on vulnerabilities is to be rolled out by October.</p> <p>By end of 2021, technical assistance was procured for GS-NSPC and MoSVY to build on the previous work and develop vulnerability and risk monitoring framework for M&amp;E of current social assistance beneficiaries and identification of households/individuals at risk to support development of the module on Adaptive Family Package. This work will extend into 2022 with support of the European Union and in collaboration with partners such as GIZ, WFP and WB.</p>
	Activity 1.1.6 - Support review and analysis of the financial situation	ILO	GS-NSPC	<p>Ongoing</p> <p>The review and analysis of the financial situation of the social</p>

	of the Social Security Schemes			security schemes is 80% completed.
	Activity 1.1.7 - Support NSSF to review the implementation of the National Health Insurance, including social health protection, and propose recommendations for the revision of the National Health Insurance	ILO, WHO	NSSF, GS-NSPC	Ongoing The actuarial analysis has started and the final draft of the of the health insurance assessment and the National Social Protection Policy Framework is under review
	Activity 1.1.8 - Support preparation of the NSPPF Mid-term review, including the development of a costed SPPF Implementation plan	UNICEF, ILO, WHO	GS-NSPC	Ongoing. Completed with presentation of the NSPPF MTR document in April 2022

	<p>Activity 1.1.9 - Support development and implementation of equity analysis in coverage and financial protection for MoH, GS-NSPC, NIS, including in-person, on-the-job</p> <p>Mentoring WHO MoH, NIS, GS-NSPC</p>	WHO	MoH, NIS, GS-NSPC	<p>Complete</p> <p>The development and implementation of equity analysis in coverage and financial protection for MoH, GS-NSPC, NIS, including in-person, on-the-job mentoring is completed.</p>
	<p>Activity 1.1.10 – Support GS-NSPC research capacity in the topic of social protection, including in the topic of social protection and taxation</p>	UNICEF, ILO	GS-NSPC	<p>Ongoing</p> <p>The research is concluding with the final report on the social protection and taxation submitted to the GS-NSPC</p>

	Activity New – Support development of the fourth Health Strategic Plan 2020-2030.	WHO	MoH	Ongoing Final Draft is under review
	Activity New – Resource Document on Estimating Out-of-Pocket Expenditure (OOP) and Household Consumption Expenditure (HCE) for Cambodia, using CSES DATA 2012-2019/2020. SDG 3.8.2 financial health monitoring and generating evident based decision making on health	WHO	MoH, NIPH; NIS;	Ongoing A training of five weeks of on using Stata, measuring financial protection and out-of-pocket expenditures, catastrophic health expenditure, impoverishment, health services utilization, and poverty was conducted. Technical assistance was also provided to NIS for the analysis of the 2019 Census



	financing and social health protection (resources allocation and expenditure tracking) for Universal Health coverage.			
	Activity New – Support development of concept note on transforming the Cambodian health system to achieve universal health coverage by 2030.	WHO	MoH	Completed
	Activity New– Support MoH on development of policy brief on guaranteed benefit package for public sector	WHO	MoH	Completed

	health facilities, essential benefit package design, and Cambodia benefit package survey tool for health center and hospital.			
	Activity New – Support MoH on development of policy brief on guaranteed benefit package for public sector health facilities, essential benefit package design, and Cambodia benefit package survey tool for health center and hospital.	WHO	MoH	Completed
	Activity New – Support	WHO	NSSF, GS-NSPC	Completed with ongoing support

	institutional capacity building on health financing and social health protection for UHC .			
<b>Output 1.2: National and subnational stakeholders have a stronger capacity to conduct policy analysis, craft policy, advocate and communicate for stronger social protection programmes</b>	Activity 1.2.1 – Support to the organization of an annual Social Protection week, including the organization of high-level advocacy events	ILO, UNICEF, WHO	GS-NSPC, MoSVY, MoH	Completed Social Protection Week was successfully organized
	Activity 1.2.2 - Support organization of regular forums on universal health coverage to share evidence and promote improvements in	WHO	MoH, GS-NSPC, NIS, MEF	Ongoing

	the social health insurance			
	Activity 1.2.3 - Support to scenario report (with costing) for future paths for social health protection	WHO, ILO	MoH, GS-NSPC, NSSF, MEF	Ongoing  The scenario report with costing for future paths for social health protection is 80% completed.  A visioning workshop on the achieving UHC was conducted in quarter 4 of 2021 to support the development of the UHC strategy and roadmap.
	Activity 1.2.4 - Develop a Social Protection training package for Cambodia	UNICEF, ILO	GS-NSPC, MoSVY	Ongoing  The training package was developed and tested through a training of 50 participants at central and sub-national level, by the end of the project. Currently, UNICEF is working on the finalization of the training package, with training for the 200 district-level officials to be completed by end of April 2022

				The engagement of MoSVY and NISA will continue, in order to develop long-term and sustainable plans for capacity building and training of central and sub-national administrations and CSOs on social assistance.
	Activity 1.2.5 – Implement the national SP training package for central and provincial stakeholders	UNICEF, ILO	MoSVY	Ongoing  As above. Two activities were integrated
<b>Output 1.3: Legislative framework for social protection is improved</b>	Activity 1.3.1 – Support the review and development of the Social Protection Legal Architecture (including the mapping and	ILO	GS-NSPC	Ongoing  The final draft report for the legal review is completed and awaiting final review.

	identification of gaps)			
	Activity 1.3.2 - Support to the development of Social Protection legal instruments	ILO	GS-NSPC, NSSF	Ongoing  There is ongoing support for the review and drafting of the Social Protection law
	Activity 1.3.3 - Support the definition and establishment of the function of mediation, supervision and regulation (including its legal establishment)	ILO	GS-NSPC, NSSF	Ongoing
<b>Outcome 2</b>	SP benefits' scope and coverage extended to uncovered groups through the expansion of the new cash transfer for pregnant women and children and the f the pension system			
<b>Output 2.1 Social protection schemes have been updated and integrated to expand social protection coverage</b>	Activity 2.1.1 - Support GS-NSPC to develop the integrated family package of social	UNICEF, ILO	GS-NSPC, MoSVY	Completed  The Family Package Programme design document has been

	assistance and its delivery mechanisms			<p>developed and the sub-decree supporting the package drafted.</p> <p>The operational manual is in draft and under review by MoSVY and GS-NSPC to ensure readiness for the roll-out of the four core programmes under Family Package by early 2023.</p> <p>The initial steps towards to support institutional assessment to establish the cash transfer Single Operator – the National Social Assistance Fund - under MoSVY and MEF are under way, with the Sub-decree on the establishment of NSAF endorsed by the Prime Minister in April 2022.</p>
	Activity 2.1.2 - Support GS-NSPC and MoSVY to redesign the disability allowance scheme	UNICEF	GS-NSPC, MoSVY	<p>Ongoing</p> <p>The redesign of the disability allowance scheme has been completed, with the scheme structure and operational model defined in the Family Package</p>

				<p>sub-decree and operational manual.</p> <p>The national Disability Identification mechanism has been put in place through revision of the identification guidelines, training of 4,000 commune officials in 1646 communes, development of the DMIS and the roll out of the identification process.</p> <p>The verification process is ongoing with the process of printing and issuance of the disability ID cards under way to cover more than 230,000 PwD identified by end of the 2021.</p>
Activity 2.1.3 - Support the development of an integrated national pension model (including the elderly tax-funded cash	ILO		GS-NSPC, MoSVY, NSSF	Ongoing



	transfer and the contributory pensions schemes)			
<b>Output 2.2: National policy consultations on the integration of the cash/non-cash under the Child support grant with transformative programs for ECD is in place for maximizing the potential of the grant to all children.</b>	Activity 2.2.1 - Develop the training package to promote planning, case management and referral to social protection and basic social services	UNICEF		<p>Ongoing</p> <p>The development of the training package to promote planning case management and referral to social protection and basic social services is 80% completed. This training components have been added as a component of the national social protection package and will be implemented under single contractual arrangement. The ToT has been implemented with district-level training ongoing. The referral function has been mainstreamed in the Family Package Operational Manual and will be further disseminated in preparation for the roll-out of the Family Package during 2022.</p>

	<p>Activity 2.2.2 – Implement training to support capacities of Provinces, Districts and communes for planning, case management and referral to social protection and basic social services</p>	<p>UNICEF</p>		<p>Forthcoming</p> <p>As above</p>
	<p>Activity 2.2.3 – Support implementation of NSSF modernization Project</p>	<p>ILO</p>	<p>NSSF</p>	<p>Complete with Ongoing Support</p> <p>The business case for the NSSF new ICT system is completed and the results had been shared with the management team of the NSSF. NSSF has started with the development of the new ICT system</p>

### Annex C – LSGP Sampling for SNA Data Collection

For sub-national level qualitative data collection, Kandal, Ratanakiri, and Kampong Cham provinces were selected in consultation with UNICEF and MoI. In each selected province, the team conducted data collection activities in two districts (one district located in the urban area and the other in a rural area) and went down to two communes per district (urban commune and rural commune). The geographical selection has been summarized in the table below:

Table 9 Selection of Geographical Areas

	Tier 1: Provinces	Tier 2: Districts	Tier 3: Communes
<b>Targeted</b>	Kandal	Leuk Daek & Takhmao	Khpop Ateav, Peam Raing, Takhmao & Kampong Samnanh
	Ratanakiri	Banlong & Angdongmeas	Labang Seak, Kachanh, Maleak & Taloav
<b>Non-Targeted</b>	Kampong Cham	Kampong Cham & Prey Chhor	Kampong Cham, Lvea, Mean & Veal Vong
<b>Total</b>	<b>3 provinces</b>	<b>6 districts</b>	<b>12 communes</b>

The sampling for qualitative data collection at the national and sub-national levels was purposive and identified in consultation with the ERG. All the district and commune-level interviews and FGDs were purposive.

Table 10 LGSP Sample for SNA KIIs and FGDs

<i>Sub-National KIIs</i>			<i>Per Province</i>	
	<i>Provincial</i>	KII with Deputy Provincial Governor	1	3

<i>Subnational (2 intervention provinces plus one non-intervention province)</i>	<i>District</i>	District KIIs – including District administration heads	1	6
	<i>Commune level</i>	KIIs with the Commune chief/commune focal point	1	12
<b>Total Sub-national KIIs</b>				<i>KIIs – 21</i>
<b><i>Sub-National FGDs</i></b>			<b><i>Per Province</i></b>	
<i>Subnational (2 intervention provinces plus one non-intervention province)</i>	<i>Provincial</i>	FGD with provincial administration including deputy governor who is in charge	1	3
	<i>District</i>	FGDs - Personnel responsible for programming and monitoring commune activities will focus, but other financing and admin reps may be included as required based on discussions with the district administration heads.	1	6
	<i>Commune level</i>	FGDs - Including commune chief, assistant, clerks, CCWC representatives, health workers, education workers, PWD representatives	1	12
<b>Total Sub-National FGDs</b>				<b><i>FGDs- 21</i></b>

## Annex D – UNJP Results Framework

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Expected final target
Outcome 1: Government institutions in Cambodia (NSPC) are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.				
Existence of effective SP Sector Implementation Plan	0	1	1*	1
NSPC fully operational	0	1	1	1
Output 1: Evidence-based frameworks and tools to guide, monitor and evaluate the implementation of the National Social Protection Policy Framework are developed and implemented				
# of tools developed to support M&E capacity	0	3	3	3
# of studies to inform strengthening of SP institutional arrangements and efficiency developed	0	2	2	2
Training/capacity building specifically addresses gender issues	0	1	1	1
Costed implementation plan of the revised National Social Protection Policy Framework developed	0	1	1	1
Output 1.2: National and sub-national stakeholders have stronger capacity to conduct policy analysis, craft policy, advocate and communicate for stronger social protection programmes (advocacy events on social protection organized)				
# of dissemination and advocacy events on SP organized	0	2	1	2
Mid-term review of the National Social Policy Framework Organized	0	1	1	1
Gender issues specifically addressed in MTR	0	Yes	Yes	Yes
# of forums on universal health Coverage	0	2	1	2
#People participating in training modules (% women)	0	100 (50% women)	>100 (50% women)	>100 (50% women)
Training specifically addresses gender issues	0	1	1	1
Output 1.3: Legislative framework for social protection is improved				
Review of legal architecture	0	1	1	1

# of legislative products adopted with JP support	0	2	2	2
Outcome 2: Scope and coverage of social protection benefits is extended to uncovered groups				
# of pregnant women and children included in the CT Programme for poor pregnant women and children	0	200,000	2443,376	200,000
# of new social assistance schemes costed and included into government plans	0	2	2	2
Output 2.1: Social protection schemes have been updated and integrated to expand social protection coverage				
Family/integrated package of social assistance services developed	0	1	1	1
Gender issues separately identified and addressed in package	0	Yes	Yes	Yes
Disability allowance scheme Revised	0	Yes	Yes	Yes
Gender issues specifically identified and addressed in DA Model	0	Yes	Yes	Yes
Draft integrated national pension model developed	0	1	1	1
Output 2.2. Institutional capacity to administer and deliver social security is strengthened				
NSSF business process review developed	0	1	1	1
# of community workers trained on social protection and case management for social service/social protection delivery (% women)	0	400 (50% women)	250 (50% women)	400 (50% women)
Training specifically addresses gender issues	0	Yes	Yes	Yes

\*Although there is not a complete sector plan but there are components of it – for example, the family package contains the implementation plan that informs one pillar of the sector plan.