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Sida Decentralised Evaluation

Annika Nilsson
Kimsrun Chhiv

Mid-term Review of Diakonia's Human Rights and Democracy Programme in Cambodia 2017–2019

Final Report

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**Final Report
June 2018**

**Annika Nilsson
Kimsrun Chhiv**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and Acronyms

ADHOC	Cambodian Human Rights and Development Association
APHR	ASEAN Parliamentarians for Human Rights
APWLD	Asia Pacific Forum on Women, Law and Development
ASEAN	Association of East Asian Nations
BCV	Building Community Voices
BS	Banteay Srei
CAF	Community Accountability Facilitator
CBO	Community Based Organisation
CCC	Cooperation Committee for Cambodia
CCFC	Coalition of Cambodian Farmer Community
CCHR	Cambodian Centre for Human Rights
CCIM	Cambodian Centre for Independent Media
CIVSAM	Sida unit for support to civil society
CENTRAL	Centre for Alliance of Labour and Human Rights
COMFREL	Committee for Free and Fair Elections in Cambodia
CSO	Civil Society Organisation
CSR	Corporate social responsibility
CNRP	Cambodia National Rescue Party (main opposition party)
CIVSAM	Civil Society Unit at Sida
CPP	Cambodian People's Party (ruling party)
CSO	Civil Society Organisation
DCA	DanChurchAid
GDP	Gross Domestic Product
GGG	Global Gender Gap
GONGO	Government organised Non-Governmental Organisation
GPP	Governance & Professional Practice (certificate for NGOs)
DAC	Development Assistance Committee (OECD)
EC	Equitable Cambodia
EU	European Union
FOJO	Fojo Media Institute
GADC	Gender and Development for Cambodia

ABBREVIATIONS AND ACRONYMS

HRDEM	Human Rights and Democracy Programme
ICT	Information and Communication Technology
IFEX	The Global Network Defending and Promoting Freedom of Expression
ILO	International Labour Organisation
HQ	Head office/Head quarters
ISAF	Implementation of the Social Accountability Framework for Cambodia
LANGO	Law on Associations and Non-Governmental Organizations (LANGO)
LFA	Logical Framework Analysis
LICADHO	Cambodian League for the Promotion and Defence of Human Rights
NGO	Non-Governmental Organisation
MTR	Mid-term Review
OHCHR	The Office of the United Nations High Commissioner for Human Rights
OM	Outcome Mapping
RWI	Raoul Wallenberg Institute of Human Rights and Humanitarian Law
SEAPA	Southeast Asian Press Alliance
Sida	Swedish International Development Cooperation Agency
STT	Sahmakum Teang Tnaut
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organisation
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USD	US dollars

Preface

The Embassy of Sweden in Cambodia commissioned NIRAS to undertake a “Mid-term Review of Diakonia’s Human Rights and Democracy Programme (HRDEM) in Cambodia “through Sida’s Framework Agreement for Reviews and Evaluations.

The evaluation was undertaken between April and June 2018 with a country visit to Cambodia. The evaluation focuses on the programme period 27017-2019 with attention also given to the period 2014-2016.

NIRAS collaborated with for the undertaking of this evaluation. The independent evaluation team consisted of:

- Annika Nilsson (team leader)
- Kimsrun Chhiv (team member)

The project manager at NIRAS Emelie Pellby was responsible for ensuring compliance with quality assurance throughout the process, as well as providing backstopping and coordination.

Ted Kliet performed independent quality assurance of the report according to NIRAS quality assurance standards and procedures, in line with OECD-DAC Evaluation criteria.

The team would like to thank Diakonia and its partners in Cambodia for the excellent support throughout the review process with timely documentation, analyses, comments and logistical efforts.

Executive Summary

This mid-term review of the Diakonia Human Rights and Democracy Programme (HRDEM) was commissioned by the Swedish Embassy in Cambodia. The objective of the review is to assess the performance, relevance and effectiveness of the implementation of Diakonia's HRDEM programme in Cambodia and formulate recommendations on how to improve and adjust implementation taking the current political situation into account. Diakonia supports the Cambodia programme from three levels: country office in Phnom Penh, regional office (in Thailand) and head office (HQ in Stockholm).

Under the HRDEM programme, Diakonia provides financial support to the core costs of twelve carefully selected Cambodian CSOs along with capacity support to their management systems and governance structures. The twelve partners all work to empower rights holders and inspire action for change, both locally and nationally. Partners have used different methods for this, such as radio and social media communication, community mobilisation and organising, evidence-based research and mappings, writing petitions and taking legal action, dialogue and peace building, demonstrations etc. The methods have been selected based on the competency of the partner and the issue at hand. Land rights, labour rights, free and fair elections and stopping of gender-based violence have been prominent focus areas of partners.

The review is undertaken in a context of increasing human rights violations. The Prime Minister Hun Sen of the Cambodian people's party (CPP) has ruled Cambodia for over three decades. The ruling party-controlled courts are used as a tool against the political opposition and critics. Fear of losing national elections in July 2018 prompted a major crackdown, starting in mid-2017. The primary opposition Cambodia National Rescue Party (CNRP) was dissolved by the Supreme Court, with one leader forced into exile and another jailed. The government restricts independent media and civil society groups through forced closures, threats, intimidation, and arbitrary detention. During 2017, one of Diakonia partners Cambodian Human Rights and Development Association (ADHOC) had five of its current and former staff arrested and another partner, Cambodian Centre for Independent Media (CCIM), had its radio channel closed. The government regularly suppresses protests and bans public gatherings. The government enforcement of the Law on Associations and Non-Governmental Organizations (LANGO), restricts and controls operations of both national and international civil society organisations.

The review found that supporting human rights and democratic development in Cambodia through the Diakonia's HRDEM programme has been relevant and effective. The core support and financial management coaching provided to carefully selected

CSOs has led to the survival and growth of a range of organisations that have defended and promoted human rights and empowered targeted communities to raise their voice and take action. The Diakonia support has helped partners get funding from other donors and to build their capacity according to their own plans and priorities. The emphasis on support to membership-based organisations and empowerment of rights holders in local communities and in workplaces has contributed to a sustainable grassroots engagement in targeted communities and trade unions, which is a good basis for the future work when national level expert organisations may face problems with the closing space for civil society.

The review found that the selected Diakonia partners are perceived as the most important local CSOs in their thematic fields and that their work is highly relevant to the context and the human rights and democracy issues facing men and women living in poverty. Partners supported by Diakonia have made some substantial contributions to democracy and human rights in Cambodia since 2014, such as increasing political awareness and voter participation in the local elections 2017, raising minimum wages in the garment industry and among public servants, reducing domestic violence and increasing access to justice and psychosocial support for survivors of violence, influencing government policies on gender equality, budget transparency and land dispute resolution. Millions of Cambodians have listened to radio programmes, visited social media and watched video spots produced by Diakonia partners on various human rights themes.

At the same time Diakonia could have been even more relevant and effective if addressing some of the shortcomings in its capacity and functioning. The main shortcomings found were:

- The Diakonia country office has not been sufficiently proactive in issues related to dialogue on programme design, coordination with other initiatives, method development and joint learning on approaches. Possible synergies between actors and programmes are not sufficiently explored. Partners are sometimes overlapping geographically and thematically. The effectiveness of some partner programmes is hampered by weaknesses in their communication approaches and facilitation skills.
- The thematic focus areas in the portfolio (such as labour rights, land rights, gender-based violence and local democracy) are not strategically addressed in a coherent and coordinated manner. The regional and HQ offices have indeed engaged in thematic support and networking facilitation for some partners, but this is yet to be systematic and strategically linked to other national level processes (such as e.g. the social accountability programmes, farmers, youth and environmental movements).
- The Diakonia results framework is taking its starting point in a generic Diakonia Global Strategy for Change, which has not been sufficiently concretised and

adapted to a Theory of Change for the country level. The results framework presently has overlapping outcome areas and vague indicators. It also misses a separate monitoring level for partner capacity. In practice Diakonia monitoring has consisted of spots checks and collection of examples of activities and results reported by partners. These have then been, fitted under the various indicators in the Diakonia results framework (with some difficulty). The Diakonia reporting provides limited analysis of effectiveness of methods used (what works and what does not work in the present context), lessons learnt regarding the limited synergies and outreach achieved by some partners and steps taken towards agreed joint milestones in various themes.

- The Diakonia country office is not sufficiently proactive in its strategic dialogue with partners, the embassy and other Swedish initiatives in Cambodia on issues related to risk management, security, and mitigation and adaptation measures in the emerging political context. Although Diakonia has supported ICT security training for partners (including safe communication and encrypted e-mail etc.), these efforts could have been more effective if undertaken jointly with other Swedish and international human rights organisations supporting the same partners. Diakonia's country office has largely met the contextual challenges by taking a low profile to reduce risk for staff and possible de-registration (and even encouraged partners to do the same – which has not always been appreciated by partners who have chosen a more defiant role). Clearly, Diakonia is struggling to find the balance between being a human rights organisation that takes action in its own right against human rights violations (as done from the HQ) and its role as an intermediary and supporter of local CSOs that face considerable risk and need guidance in the emerging context.
- While there are internal documents specifying the roles and responsibilities of the various Diakonia levels (country, region and HQ) in theory, the practical implementation is not clear. The regional office acts on behalf of the country office in many strategic discussions and in communication with other stakeholders, such as other donors, the review team, and the embassy and even sometimes with partners. Also, the HQ interacts directly with some of the partners on thematic and security issues.

The review also found that the embassy shares the responsibility for encouraging synergies between Swedish initiatives in Cambodia and for developing joint security contingency plans with Swedish actors.

The review recommends that Diakonia

1. Clarifies the roles and responsibilities of various levels of Diakonia (country, regional and HQ) in relation to strategic dialogue, facilitation of networking, method development and security management in Cambodia.

2. Strengthens the capacity of the Diakonia country office to engage more proactively in the strategic dialogue with the Swedish embassy and with other international actors (e.g. UN, EU, and international NGOs) supporting human rights and democratic development in Cambodia.
3. Considers having a Swedish advisor in the Cambodia office to be the official face of the organisation (to reduce risk of local staff) and to ensure a more proactive engagement in facilitation of synergies between Diakonia and other Swedish CSO and Swedish government initiatives in Cambodia.
4. Strengthens the capacity of the Diakonia country office and/or the regional and HQ backstopping, to ensure a more systematic monitoring of developments in various thematic areas, identifying possible synergies, and facilitating networking and coordination between partners and with other relevant initiatives in communities and nationally (including other Swedish funded programmes).
5. Strengthens the capacity of the Diakonia country office and/or the regional and HQ backstopping to ensure more pro-activeness and engagement with partners (and other likeminded donors) in strategizing, method development, and moral support and security measures in the evolving context.
6. Cooperates with co-donors to broaden the group of partners considered for regional and international exchange opportunities and widen the range of thematic areas covered.
7. Considers the possibility to engage in joint proposal writing with partners to e.g. UN and EU calls for proposals.
8. Is careful to not confuse pro-activeness with a donor-driven agenda, keeping the back seat driving role but being more proactive in the technical and moral support.
9. Continue to provide core funding, financial management capacity support and flexible emergency funding opportunities.
10. Evaluate the partnerships within each thematic cluster and consider consolidation of the portfolio. Possible focus areas could be: Labour rights, land rights, community participation, and gender equality/gender-based violence. Such consolidation would enable Diakonia to sharpen its thematic backstopping in areas that will remain highly relevant to people living in poverty in Cambodia and could be pursued even if the political climate worsens. Diakonia could also consider enhancing its focus within these thematic areas on women farmers and youth.
11. Develop a Theory of Change for the Cambodia programme and revise the results framework to match this ToC.

12. Encourage and support partners to link up with CSOs working on development issues in communities and especially with the social accountability programme (ISAF). Facilitate and suggest the development of synergies between CSOs.
13. Support partners to professionally evaluate their communication approaches and channels, (e.g. how well they are tailored to the intended target groups) and to develop new innovative and safe methods.
14. Focus more on capacity support to partners in the areas of gender analysis/gender mainstreaming and methods for internal learning and adaptation.
15. Allow small sub granting (stipends) to community groups and activists, with simplified accounting procedures (such as photo proof of activities taking place) and increase risk acceptance for these stipends. (Subject to Sida/embassy approval).

The review recommends that the embassy considers:

1. Increasing efforts to explore synergies and facilitate networking, cooperation and joint strategizing of Swedish actors in Cambodia that are working with funding from various Sida appropriations. This includes cooperation between the diplomacy and the development sections of the embassy;
2. Accepting more risk taking than normally granted under the Sida regulations and allowing Diakonia to use a small part of the grant be set aside for flexible use, innovation, stipends or sub-granting (where funds do not need to be repaid even if the accounting is not fully meeting required standards);
3. Increasing dialogue with other Swedish actors working in Cambodia to develop a joint approach to the contextual challenges of closing space for civil society and increased violations of human rights standards and principles (see more below on closing civic space). Base this dialogue on existing knowledge and lessons learnt from other country contexts¹;
4. Keeping closely updated with contextual developments and opening embassy spaces for meetings of human right defenders.
5. Clarify the embassy expectations on Diakonia and especially the country office as a basis for improved communication.

¹ <http://www.icnl.org/news/2018/7%20May.html> and <https://carnegieendowment.org/search/?qry=Saskia+Brechenmacher+and+Thomas+Carothers%2C+The+Legitimacy+Landscape%3B¢er=>

1 Background and aims of the review

1.1 CONTEXT

Sweden has engaged in bilateral dialogue with Cambodia on human rights since 2008.² The overall objective of Sweden's international development cooperation with Cambodia, according to the results strategy for 2014-2018, is to "improve the conditions for democratic development in Cambodia". This objective is directly linked to the first sub-objective of Sweden's Aid Policy Framework,³ namely to strengthen democracy, gender equality and greater respect for human rights and freedom of expression. A thriving and pluralistic civil society where citizens are able to assert their civil and political rights is necessary for improving democratic processes and institutions is also mentioned as an essential element of the policy framework⁴. Sweden ranked third among EU member state donors in 2017, after France and Germany. Swedish fashion group H&M is also a key buyer from Cambodia's garment factories - the country's main export earner. However, in recent years China has emerged as Cambodia's biggest aid donor and investor.

In 2016, Cambodia ranked 143 on the Human Development Index out of a total 185 countries⁵. While it has experienced rapid economic growth with an annual GDP growth rate of an average seven percent since 2010,⁶ political development has been more limited in terms of the establishment of strong democratic institutions, and an independent judicial system for upholding the principles of rule of law and protection of human rights. Corruption is still widespread in Cambodia and the absence of a well-functioning judicial system has an impact on society as a whole. In 2017, the country ranked 161 out of 180 countries on the Transparency International Corruption Perceptions Index⁷.

During the past decade there has however been a substantial shift towards increased grassroots mobilisation and advocacy from national and international non-governmental organisations (NGOs) to support democratic development in Cambodia⁸. Diakonia has been among the most consistent supporters of these developments. Also,

² Sweden Abroad: <http://www.swedenabroad.com/en-GB/Embassies/Phnom-Penh/Development-Cooperation/Swedens-Development-Cooperation-with-Cambodia/Human-rights-sys/>

³ Swedish Government Communication 2013/14:131

⁴ More on the Swedish results strategy 2014-2018 can be found in section 4.1 Relevance

⁵ UNDP HDI: <http://hdr.undp.org/en/countries/profiles/KHM>

⁶ World Bank: <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=KH>

⁷ https://www.transparency.org/news/feature/corruption_perceptions_index_2017

⁸ Diakonia Country Profile Cambodia

with support of the World Bank and EU, a national social accountability framework (ISAF) has been implemented as part of the government decentralisation reform. Since 2015, this joint government-civil society initiative has been underway with the aim of improving the quality of services provided by commune councils, primary schools and health centres and empowering local citizens to hold service providers directly accountable for the quality of their work, sharing information on standards for service delivery and the use of public funds, and promoting good governance overall. To date, more than 3,650 Community Accountability Facilitators (CAFs) work in 98 out of 159 (62%) rural districts in the country. The programme aims at national coverage⁹.

Despite these efforts, citizens still have limited access to and influence on government decisions and mistrust between civil society and government impedes a fully inclusive and participatory democracy. In July 2015, a new Law on Associations and NGOs (LANGO¹⁰) was adopted stipulating that the government has total discretion over the registration process and can deregister groups who contravene the law, e.g. if their activities jeopardise peace, stability and public order or harm national security, unity, culture or traditions. Civil society organisations must submit plans and reports to the authorities to get approval of their activities, especially for meetings or gatherings. In December 2017, the government created a new inter-ministerial committee (33 members) to ensure implementation of the LANGO among foreign institutions and organisations, demarcating the duties of each ministry. The Ministry of Economy and Finance is tasked with monitoring the tax obligations of NGOs, with the National Bank is asked to track their financial operations. The committee is headed by the Interior Ministry, along with Ministry of Foreign Affairs and International Cooperation officials.

Cambodia's latest national elections were held in 2013 and marked the first time since the country's democratic transition in 1993 that a united opposition obtained a substantial number of seats in the National Assembly. While the holding of democratic elections may be regarded as an important development, there was evidence of fraud and vote rigging¹¹. Similarly, the local elections in 2017, took place in a threatening environment hostile to free speech and genuine political participation, leading to elections that were neither free nor fair. Despite this, the opposition made some substantial gains. New National Assembly elections are expected in July 2018 and it

⁹ <http://www.worldbank.org/en/news/feature/2018/04/14/cambodias-social-accountability-framework-helps-improve-basic-public-services-in-rural-areas>, <https://www2.fundsforngos.org/democracy-and-good-governance/eu-call-for-proposals-support-to-sub-national-democratic-development-program-in-cambodia/>

¹⁰ http://cambodia.ohchr.org/~cambodiaohchr/sites/default/files/Unofficial_Translation_of_5th_LANGO_ENG.pdf

¹¹ Human Rights Watch report, 2013 <https://www.hrw.org/news/2013/07/31/cambodia-ruling-party-orchestrated-vote-fraud>

was hoped that civil society could continue to engage the population in civic participation and advocate for robust democratic institutions and effective implementation of human rights. However, in November 2017 the Cambodian Supreme Court dissolved the main opposition party Cambodia National Rescue Party and removed its representatives from national and local level decision-making bodies (replacing them with ruling party representatives). Key leaders of the CNRP were arrested or went into exile. The government also accused some of the Diakonia partner organisations of being “opposition party supporters”, leading to the arrest of five prominent activist and the exile of a few others in 2016. The hopes of a fair and free election in 2018 have dwindled¹². The governing Cambodian People’s Party (CPP) continues to dominate after 30 years with the same leader. Under its leadership, the government has initiated the establishment of GONGOs (or “uncivil” society organisations) that work under tight control and clear directives from the government, utilizing their superior access to funds and resources to join and monopolize civil society spaces such as regional and international forums, workshops, and consultations. They have already started to demand membership and loyalty from provincial and community level groups and organisations, undermining the human rights and democracy movement from below.

Since early 2017, there have been many efforts by the government to limit the voice of the independent media. In September 2017, the Cambodia Daily – which had been accused of a pro-opposition stance – was forced to close. This was followed by the shutting down of the Phnom Penh office of Radio Free Asia (RFA), which produced some of the most popularly consumed reporting on human rights violations and illegal government activity. Overall, 32 radio station across 20 provinces that broadcast reports critical of the government were forced to close last year, including some supported by Diakonia. The last independent newspaper, the Phnom Penh Post, was sold a company close to the regime in May 2018¹³. In the 2018 ranking by Reporters Without Borders the press free index¹⁴, Cambodia dropped 10 places from 132 to 142.

In December 2017, the United Nations Secretary-General expressed his concern about the deteriorating democratic space in Cambodia following a “persistent narrowing of democratic space for political parties, media and civil society”¹⁵. In March

¹² <https://www.hrw.org/asia/cambodia>

¹³ <https://www.theguardian.com/world/2018/may/06/newspaper-takeover-staggering-blow-cambodia-free-press-phnom-penh-post>

¹⁴ <https://rsf.org/en/ranking>

¹⁵ <https://www.voacambodia.com/a/un-secretary-general-concerned-by-deteriorating-democratic-space-in-cambodia/4168302.html>

2018, the UN special rapporteur on the human rights situation in Cambodia expressed serious concerns about restrictions on the media, freedom of expression and political participation ahead of a national election in July, calling on the Government to choose the path of human rights¹⁶. There are also reports of an increasing trend of staff from NGOs moving to the private sector (due to the limited space NGOs are facing and harassment of human rights activists) and as a consequence, many NGOs are experiencing hardship in retaining good and competent staff.¹⁷

Thus, the situation for men and women in Cambodia is far from good with women being the most disadvantaged in many respects. Cambodia ranked 112 out of 144 countries in the 2016 Global Gender Gap (GGG) Report prepared by the Global Economic Forum.¹⁸ According to that report most Cambodian politicians are men and there are few opportunities for women in the political arena. Women are represented by 20% against 80% men in parliament and among legislators, senior officials and managers 18% are female and 82% male. All in all, women have less access to decision-making opportunities and less influence over policy processes than men. Cambodian women are also more likely than men to suffer the negative consequences of poverty, illiteracy, discrimination, and lack of encouragement and opportunities. In the absence of a specific policy for promoting and providing opportunities to women in Cambodia, the obstacles for women who want to participate in politics, social affairs and economic life are plenty.

1.2 THE EVALUATED PROGRAMME

Diakonia is a faith-based Swedish development organisation. It supports and works with around 350 local partner organisations in 25 countries. Together with partner organisations, Diakonia aspires to form a global network that works to ensure that more people are able to live dignified lives. Diakonia's work is divided into three different components:

- Cooperation with partner organisations and support for their long-term work on change;
- Popular education, mobilisation and advocacy in Sweden and internationally;
- Humanitarian emergency response in collaboration with partner organisations in the affected areas.

Diakonia is one of the largest channels (in terms of funding) for Swedish international support through civil society, combining funding from the humanitarian aid appropri-

¹⁶ <http://cambodia.ohchr.org/en/news/press-statement-professor-rhona-smith-un-special-rapporteur-human-rights-situation-cambodia>

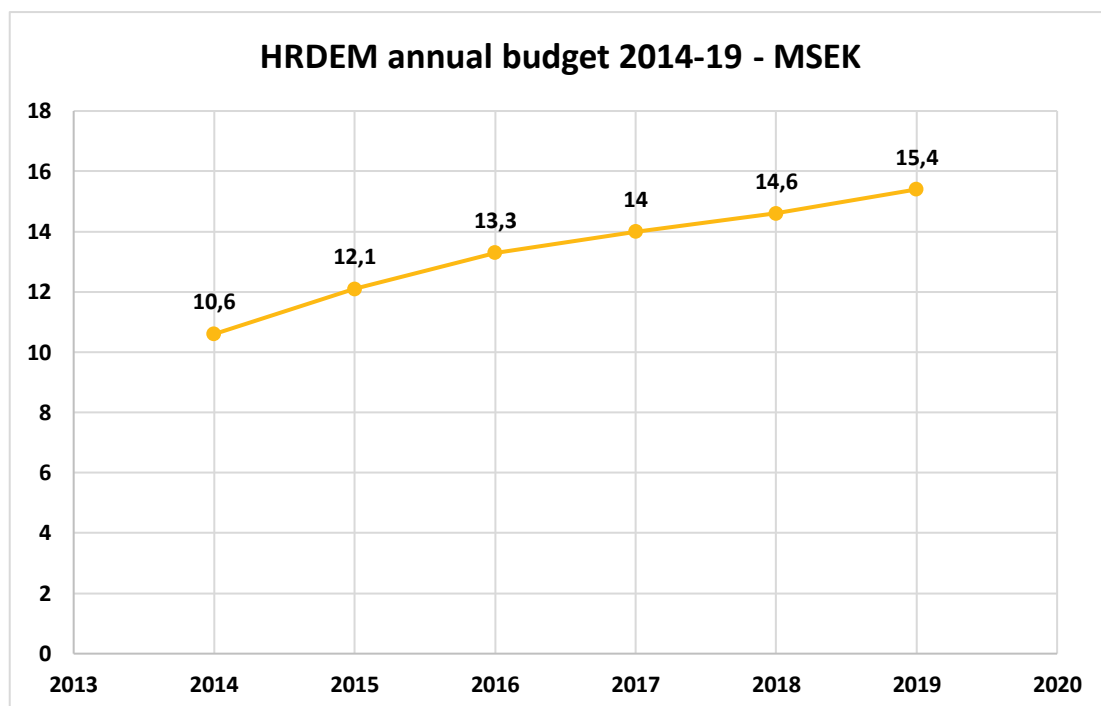
¹⁷ Human Rights & Democracy Program 2017-19. Diakonia, proposal, page 14.

¹⁸ <http://reports.weforum.org/global-gender-gap-report-2016/>

ation, the CSO appropriation (vis Civsam) and the regional/country strategy appropriations in several regions and countries. In Asia, Diakonia works in 5 countries (Bangladesh, Myanmar/Burma, Cambodia, Sri Lanka and Thailand. The activities in these countries are co-ordinated from a regional office in Chiang Mai, Thailand.

Diakonia operates in Cambodia with support from two different Sida appropriations that jointly contribute to the Diakonia country strategy. The two appropriations are: Embassy Country Strategy (approx. 85% of Diakonia Cambodia budget) per year and the Strategy for support via Swedish civil society organisations (approx. 15% of budget). Diakonia presently does not receive any funding through the Humanitarian appropriation for Cambodia and has presently no other donors apart from Sida.

Diagram 1 HRDEM annual budget 2014-19 - MSEK



Diakonia has supported human rights and democracy initiatives in Cambodia since 1997. The Human Rights and Democracy (HRDEM) programme (supported by the Country Strategy appropriation) was originally formulated in 2008 and has been developed based on lessons learnt and contextual opportunities/limitations since then. Diakonia supports strategically selected civil society organisations assisting them to work effectively to promote democracy, human rights and gender equality. Presently Diakonia has 12 such partners under the Sida country appropriation. Additional six partners are supported under the CSO strategy appropriation (not covered by this review but included in some of the overall analyses of the Diakonia portfolio as they form an important part of its overall strategy for Cambodia).

Table 1 - Diakonia HRDEM partners in Cambodia

Diakonia Partner	Focus	Outreach in Cambodia	Supported since
Cambodian Human Rights and Development Association (ADHOC)	Human rights advocacy, legal aid	Twenty-four target provinces	1992
Building Community Voices (BCV)	Community development and empowerment, community radio	Kampong Chhang, Pursat and Rattanakiri	2011
Banteay Srei (BS)	Community development and empowerment, gender equality and gender-based violence	Battambang and Siem Reap	2011
Coalition of Cambodian Farmer Community (CCFC)	Land rights	Kampot, Kandal, Prey Veng, Sihanouk Ville, Svay Rieng, Tboung Khmum	2012
Cambodian Centre for Independent Media (CCIM)	Independent media, access to information	Nationwide	2011
Center for Alliance of Labor and Human Rights (CENTRAL)	Labour rights, SCR	Nationwide	2016 (used to be part of CLEC)
Committee for Free and Fair Elections in Cambodia (COMFREL)	Free and fair elections	Nationwide	2014
Equitable Cambodia (EC)	Land rights	Phnom Penh, Kampong Speu, Koh Kong, Oddor Meanchey and Rattanakiri	2011
Gender and Development for Cambodia (GADC)	Gender equality and gender-based violence	Kampong Chhnang, Prey Veng and Pursat	2001
Cambodian League for the Promotion and Defense of Human Rights (LICADHO)	Human rights advocacy, legal aid	Previously: Banteay Meanchey, Battambang, Kampong Cham, Kampong Chhnang, Kampong Speu, Kampong Thom, Kampot, Koh Kong, Pursat, Rattanakiri, Siem Reap, Sihanoukville, and Svay Rieng Presently: reducing to five regional offices	1999
NGO Forum on Cambodia	Human rights advocacy coordination and networking.	Nationwide	2001
Sahmakum Teang Tnaut (STT)	Land rights	Phnom Penh, Kampong Chhnang and Svay Rieng	2013

Table 2 - Diakonia CIVSAM supported partners in Cambodia

Diakonia Partner	Focus	Outreach in Cambodia	Supported since
Amara (a Cambodian women's network for development)	Gender equality, women empowerment and participation in democratic development	Siem Reap	2014
Cambodia Indigenous People's Organisation (CIPO)	Indigenous people's rights	15 provinces, but especially Monduliri, Ratanakiri, Kratie, Pheah Vihear, Kampong Speu and Batambang	2014
Cambodian Centre for Human rights (CCHR)	Human rights advocacy and monitoring	National	2015
Cambodian Food and Service Workers Federation (CFSWF)	Labour rights (women) and human rights advocacy	Phnom Penh, Siem Reap and Siem Reap	2013
Cooperation Committee for Cambodia (CCC) – a NGO coalition	CSO capacity development, civic space	National	2014
Women's Resource Centre (WRC)	Gender equality and women's empowerment	Siem Reap	2014

The aims of the HRDEM programme (as well as the CIVSAM supported programme) are as follows:

- **Result area A:** Actors working for democracy have been strengthened in their interaction with authorities and the public;
- **Result area B:** A positive trend in guaranteeing gender equality in society; in initiatives, in participation, in decision-making forums and in distribution of opportunities;
- **Result area C:** Increased respect for human rights enables a secure and safe environment for individual participation in democratic processes in family, work and community.

Diakonia has worked to achieve these aims mainly through organisational support to partners such as a) core funding to partners administration and governance and to their capacity building plans, b) coaching on financial management, planning and reporting and c) offering trainings and tools on gender mainstreaming and positive masculinity as well d) training on using ICT tools e) facilitating regional and international networking.

The Diakonia results framework (Annex 1) is designed to summarise the results of its partners' work under each of these three result areas. The indicators used to monitor progress within each of the result areas have been clustered under three types of outcomes that mirror Diakonia's perception of how change happens (as outlined in its Global Strategy for Change, described below). The three outcome clusters are:

1. Signs of increased knowledge and awareness (among rights holders and duty bearers);
2. Examples/evidence of organising for change;
3. Examples/evidence of collective action and advocacy for change.

In total, result area A has 11 indicators, result area B has 14 indicators and result area C has 13 indicators – with 3-5 indicators under each outcome cluster. Most indicators are formulated to capture the quality or frequency of efforts taken, rather than the impact of those efforts (as this also depends on the political context). Thus, the Diakonia result reporting often refers to activities that demonstrate that awareness, organising and collective action has taken place, such as number of participants in workshops, number of events organised, number of submissions, number of media actions, etc. There are also illustrations to these results in examples and “stories”.

An evaluation was carried out in 2012, which pointed out that Diakonia’s support to partners was supply-driven rather than demand-led. This informed some of the subsequent changes to Diakonia’s programming. A mile-stone was also achieved with the adoption of the Global Strategy for Change in 2015 that informed additional revisions. The box below provides a brief summary of the Global Strategy for Change.

Box 1: The Components of Diakonia’s Strategy for Change

The Strategy for Change shows Diakonia’s perception of how change happens. This is a three-tier progression but does not always take place in a linear fashion. Its components are:

- **Knowledge and awareness-raising:** When people are provided with relevant tools for their empowerment as rights holders.
- **Organisation:** When people mobilise around issues of common concern to build a strong force.
- **Mobilisation and advocacy:** When people participate and work together to influence policy and decision-making.

The rights-based approach implies that:

- Change processes shall be permeated by a gender-inclusive vision of peoples’ equality, universal rights, dignity and qualitative participation.
- No person or group shall be discriminated, but power relationships must be analysed and acted upon from an intersectional perspective.
- Transparency and mutual accountability shall be present throughout all Diakonia’s work.

Diakonia strives for horizontal, flexible and long-term relationships with partner organisations. The partnerships are based on shared values and problem analysis, trust, honesty, mutual accountability and transparency.

There is now more emphasis on grass-root awareness and mobilisation in the HRDEM programme as compared to the previous focus on national level expert organisations. Diakonia has also shifted from support to service provision towards a more rights-based portfolio.

1.3 OTHER SWEDISH INITIATIVES OF RELEVANCE

Apart from the Diakonia programme, Sweden also supports other efforts aimed at enhancing human rights and democracy in Cambodia. The embassy supports for example:

- The Office of the United Nations High Commissioner for Human Rights (OHCHR);
- The Raoul Wallenberg Institute of Human Rights and Humanitarian Law (RWI), which supports human rights capacity building at academic institutions and the justice sector.
- The Arbitration Council, through the Arbitration Council Foundation, is empowered to assist parties in resolving collective labour disputes in Cambodia;
- Private sector engagements to improve working conditions in the garment industry, such as the cooperation with H&M and Fair Action (where also Diakonia played a part);
- Direct support to some organisations and think-tanks;
- Implementation of the Social Accountability Framework for Cambodia (ISAF), which is part of the Cambodian decentralisation reform, involving capacity support to both supply and demand side in communities. Through EU tenders, a number of international NGOs have been engaged to implement the demand side (i.e. community empowerment) e.g. World Vision, Care, PACT¹⁹;
- Direct support to PACT, which among others is focussing on supporting citizens to take a bigger role in local decision-making, supporting local government officials to invite and answer the public's concerns. A PACT project recently developed an app that allows citizens to record and track issues they've raised with officials;
- Forum Syd (Swedish CSO) working to increase community access to, control over, and sustainable use of natural resources and community climate change resilience among poor and marginalized people.

Through the civil society appropriation (CIVSAM), Sweden also supports:

¹⁹ Care is a global confederation with 14 members (country level affiliates) and 4 candidates, working together to end poverty. PACT is a US-based international NGO which focusses on systemic changes. World Vision is a US faith based (Christian) international organisation, working with the poor and oppressed to promote human transformation, seek justice, and bear witness to the good news of the Kingdom of God.

- Union to Union²⁰, working to strengthen the capacity of trade unions in Cambodia;
- We Effect²¹, working to strengthen the capacities of FNN's farmer networks at different levels and to improve farmer's livelihoods,
- RFSU²², working to strengthen the sexual and reproductive health and rights, with focus on the LGBTI community. Like Diakonia, RFSU supports the Cambodian Center for Human Rights (CCHR) – specifically on LGBTI related issues and rights;
- Plan, Sweden, working to reduce violence against children (including laws and policies on domestic violence) and access to sexual and reproductive health services for youth.

Furthermore, Civil Rights Defenders (Swedish CSO supported under Sida's global budget line for human rights) has a programme in Cambodia to provide human rights defenders with security support. Some of Diakonia's partners are also partners of Civil Right Defenders. In addition, Sweden supports a range of international human rights defender's organisations within the same scope of work at regional and global level. These networks and experts give support to local actors upon request on issues such as thematic strategic communication, legal issues, policy responses, safety tools, risk mitigation measures, and several of them provide rapid responses to individual or organizational emergencies.²³

1.4 AIMS OF THE REVIEW

The objective of the review is to assess the performance, relevance and effectiveness of the implementation of Diakonia's HRDEM programme in Cambodia and formulate recommendations on how to improve and adjust implementation taking the current political situation into account.

More specifically, the review aims to:

- Assess performance and progresses made by Diakonia's HRDEM programme 2014-2017; The embassy has clarified that the focus of the review should be on the time frame 2014 – to date. While in the ToR it is called a “mid-term re-

²⁰ Union to Union is a Swedish secular and non-partisan non-profit organization. Its members are Swedish trade unions and unions of various professions.

²¹ We Effect is the development arm of the Swedish cooperative movement, focussing on rural development, housing, access to land and gender equality.

²² RFSU is the Swedish Association for Sexuality Education is the leading organisation in Sweden in the field of sexual and reproductive health and rights

²³ For example, Sida's global support: Transparency International, Reporters without Borders, Access Now, Tactical Tech Collective, APC, CREA, UNWOMEN, Article 19, IFEX, WAN-IFRA, UNESCO, Internews, and Protectdefenders.eu (EUs mechanism for protection of HRDs that is co-governed by several Sida partners). Sweden's regional support: Forum Asia, Fojo, EarthRights Intl., APWLD, APHR, SEAPA.

view” of the HRDEM programme 2017-2019, it is the intention of the Embassy to have a longer-term reflection on its partnership with Diakonia and the relevance and effectiveness of the programme over time. The most recent evaluation of the Diakonia programme was carried out in 2012 and since then no evaluation has been made.

- b) Assess relevance and effectiveness of capacity building provided by Diakonia to its local NGO partners;
- c) Provide practical recommendations to Diakonia and its local partners for future implementation of the Programme – and to Sida (HQ/embassy) when relevant.

2 Method

2.1 OVERALL APPROACH

The approach to the mid-term review is twofold: i) a summative approach in that it will assess achievements to date in terms of Diakonia's capacity support to partner CSOs and ii) a formative approach by means of the role it will play in facilitating "further improvements for the current phase 2017-2019" and "inform decisions on how the implementation may be adjusted and improved".²⁴

We started by reviewing some of the basic programme documents and found that the Diakonia results framework is not a good enough tool for analysing the achievements of the programme. The areas covered are overlapping and the indicators are vague. It also has missing parts related to capacity of partners (bridging outcomes). We therefore constructed a proposed intervention logic (Theory of Change/ToC) that better reflects the support of Diakonia to its partners, helping them to obtain and maintain abilities and capacities to effectively engage in the areas of democracy, gender equality and human rights. Also, Diakonia is cautious about a too rigid approach of applying a logical framework, since the results to be measured may not stem from a continuous progress and uniform improvements²⁵. Diakonia rather applies a programmatic approach, learning by doing and building on successes and failures when redesigning (adapting) its programme. Because of this, and in view of the many intervening opportunities and challenges the partners encounter in their work, we have used a contribution analysis methodology. This has helped us learn how partners make progress, using the Diakonia support (core funding and other types of support as outlined in section 1.2).

2.2 CONTRIBUTION ANALYSIS

As agreed during the inception phase, the evaluation matrix presented in Annex 2 has provided the analytical framework for the review. It contains the key questions to be answered and the proposed methods to find the evidence. As mentioned above, we

²⁴ ToR, page 2.

²⁵ Diakonia, Human Rights and Democracy Program 2017-2019 Proposal, page 24.

have used a Contribution Analysis methodology²⁶ to assess the progress and effectiveness of the Diakonia programme, as there are many ongoing parallel processes and because the contextual developments have also played a role (sometimes hindering progress). Thus, the following steps have been applied:

1: Set out the attribution problem to be addressed

The team has explored the contextual developments, the overall CSO landscape in the area of human rights and democratic development and other major donor interventions to describe the role and relative size/importance of the Diakonia's support to its partners and the possible attribution problems. Specific questions have been asked regarding the added value of the Diakonia's contributions compared to other support that the various partners have benefited from²⁷.

2: Explore the “theory of change”, including risks

A Theory of Change of the intervention is not fully reflected in the results framework of Diakonia's HRDEM programme but is interpreted as follows (and accepted by Diakonia as a good enough basis for the analysis)²⁸:

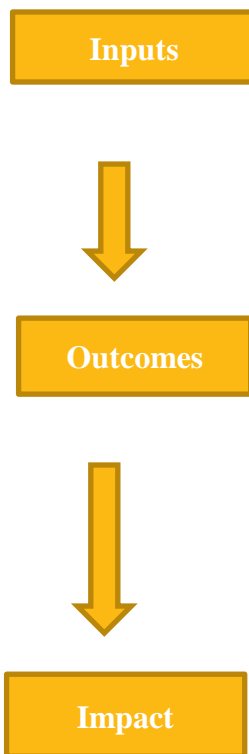
If Diakonia has capacity to offer relevant financial resources, capacity support and moral backstopping to human rights/democracy and gender equality activists and organisations

Then these activists and organisations can develop their capacity in terms of...

1. A solid ownership of the strategic direction of their NGO/CBO and a commitment to the issue at hand
2. Ability to keep abreast with contextual developments and adapt operations to match new opportunities and challenges
3. Ability to attract and organise the concerned rights holders
4. Ability to influence people and structures of power
5. Ability to retain trust of the rights holders and the donors (through transparent and accountable management) and to retain competent staff

Leading to ...

1. Increased engagement of marginalised rights holders in social and political change processes
2. Positive changes of behaviours and decision by duty bearers (political leaders, private sector leaders, local authorities and men/women in power)
3. Improved national policies and legal frameworks



²⁶ Mayne, J. Contribution analysis: An approach to exploring cause and effect, *ILAC Brief* 16, May 2008 and <http://www.betterevaluation.org/it/node/382>

²⁷ The Diakonia contribution has generally amounted to 5-25% of partner budgets, while the rest comes from other sources (donors).

²⁸ In Annex 1, we present a modified/developed Theory of Change based on the findings in this review. It will serve as a basis for further discussions by Diakonia and its partners.

The review has analysed the Diakonia inputs in terms of their relevance and effectiveness to partners' programmes and capacity development needs. The review has specifically looked at Diakonia contributions towards the five outcome level results in the above ToC (bridging outcomes) as these were only partly covered by the Diakonia results framework and reporting. In addition, capacities related to partners' management and governance were assessed. Finally, the review has explored partner contributions towards the three impact level results and commented on these in relation to the Diakonia results framework for the HRDEM programme 2017-2019.

3: Gather the existing evidence validating the theory of change

The review has combined quantitative and qualitative methods to gather evidence. We have made use of reports from Diakonia and its partners and combined them with face-to-face interviews with leaders/staff of the 12 partners at their head offices and with staff/volunteers and community participants of selected partner programmes in three provinces. In total we have made a spot check of the local activities of six of the 12 partners (50%)²⁹.

We also held a self-assessment workshop with Diakonia staff (country office staff plus one representative from the regional office). In addition, Diakonia programme officers were requested to assess the capacity of the 12 HRDEM partners according to the expected outcomes on capacity mentioned in the ToC (and on governance and management capacity). The assessment was triangulated against the findings made by the review team in interviews and field visits.

Finally, we have interviewed staff at the embassy and a few selected external observers such as other human rights organisations and donors in the human rights sphere. The list of organisations met, and number of respondents is found in Annex 3.

We have used the following main data collection tools:

- Document review and internet research.
- Interviews and self-assessments workshop with Diakonia staff at the country office in Cambodia to look at the Diakonia internal capacity situation and to explore how change happened (or not).
- Partner assessment forms (filled by programme officers) – Annex 4.
- Interviews with Diakonia staff at Stockholm HQ and at the regional office.
- Interviews with leaders and staff of all 12 HRDEM partners.
- Visits to a sample of partner projects in three provinces. In total we talked to 129 persons in 24 communities and 7 trade unions. Interviews and group discussions have been based on the questions listed in Annex 5.

²⁹ The selection was made to represent typical examples of partner programmes in urban and rural settings and all thematic areas covered by the programme. We selected provinces where many partners had programmes to reduce travel time.

- Interviews with key informants (external observers/subject experts, other donors, peer organisations). In total we talked to five external observers.

4: Assemble and assess the contribution story and challenges to it

With the above information, we have been able to assemble a “contribution story” that expresses why it is reasonable to assume that Diakonia contributed to the observed changes.

5: Seek out additional evidence

Having identified where the contribution story is less credible, additional evidence has been gathered to augment the evidence in terms of what results have occurred, how reasonable the key assumptions are, and what has been the role of external influences and other contributing (or hindering) factors. This step included a feed-back and verification workshop with Diakonia staff and with the embassy as well as follow up interviews and e-mails to key respondents.

6: Revise and strengthen the contribution story

With the new evidence, a stronger and more plausible story was presented. A feed-back and verification workshop will be held with Diakonia and the Embassy to analyse findings, lessons learnt and possible way forward.

2.3 LIMITATIONS

The review has been limited by the following factors:

- ***The time limitations set by the ToR requiring a very first brief by May 24 and a final report by 20 June***, which has limited the number of days that could be used for each stage of the review. We have therefore had to limit the number of field visits to three provinces and six out of the 12 Diakonia partners. These visits have served as spot checks on implementation capacity of partners on the ground. The three provinces were selected based on logistical practicalities. The partners did not influence the selection, except for communities invited to meet us in Phnom Penh. Thus, we believe that the selection of examples was not biased to any great extent. During field visits, we have talked to partner programme staff, women and men – mostly separately.
- ***The hostile environment.*** The current political situation in Cambodia has limited the space and opportunities of partners, forced some of their leaders into exile or detention, and led to fear and high staff turnover. Especially staff that can find jobs with higher salaries in the private sector, such as financial managers and other support staff, have opted to leave, but also lawyers. This has affected the operations of almost all Diakonia partners and also their ability to respond to our questions.

There are also some other delimitations

- As agreed in the inception phase, the focus of the review has been on the relevance and effectiveness of Diakonia in its support to partners working for human rights, democracy and gender equality in Cambodia (refer to the agreed evaluation matrix in the inception report). Efficiency has also been touched upon briefly in relation to Diakonia's organisational structure, its results framework and its added value.
- The attribution of the embassy support towards the changes noted cannot be established. Both Diakonia and its partners have other donors and supporters. The evaluators have tried to identify the particular contributions made by Diakonia by adopting a contribution analysis methodology (as outlined above). As the Diakonia support was provided as core support to management, governance and organisational capacity development, it has directly contributed to the partners' capacities to perform. The support has also indirectly contributed to practically all outcomes of partner programmes. The review has tried to summarise the most important of these outcomes based on the annual reports of Diakonia and its partners along with the triangulation made through interviews and observations during the field mission (questions related to most significant change). It has not been within the scope of this review to assess results related to each and every indicator in the Diakonia results framework. Such information is available in the Diakonia completion report for 2014- 16 and the annual report for 2017, produced by Diakonia on 30 June 2018.
- As mentioned in the inception report there is a parallel study undertaken by the embassy that will look at the overall relevance of the human rights portfolio of the embassy. It was therefore established that this review will focus on how Diakonia's performance could be enhanced, how it could become a more relevant and effective modality for the Embassy and how it can use its dual role as a Sida CIVSAM framework organisation and a modality for the Swedish Embassy to increase its effectiveness and make use of synergies. This includes an assessment of the clarity of strategic direction and relevance of its partners work. It was not the role of this review to evaluate if Diakonia is a relevant and effective modality compared to other options.
- The survey to partners suggested in the inception report was tested and deemed not to be useful as it was too simplified/quantitative in its approach to complex questions on organisational capacity (asking respondents to grade the capacity on a scale). Such questions were considered better used in a workshop format with partners. This could not be arranged within the short timeframe of the MTR. The survey to partners was therefore replaced by an assessment form, filled in by the Diakonia programme officers that looked at the various capacities outlined in the ToC (Annex 6).

3 Findings

3.1 CONTRIBUTION STORY

3.1.1 Diakonia's input

Partners unanimously confirm that the long-term core support from Diakonia to their administrative and organisational capabilities along with its follow up and mentoring - especially in financial management and report writing, has enabled partners to:

- Survive and develop their organisations and staff capacities
- Gain credibility and attract funding from other donors (Diakonia core support is seen as a quality guarantee)

Apart from the core funding, some partners have also benefited from Diakonia's flexible funding to security measures, to scholarships for leaders and to bridge funding gaps when other donors have left, or unexpected events have occurred. It was not clear to the review team how and when such support was provided.

Diakonia accepts partners' overall financial and narrative reporting formats, and Diakonia supports partners to develop these reports to meet the required standards. Diakonia has also taken initiative to bring other core donors on board and encouraged them to accept joint reports. Unfortunately, fewer and fewer donors engage in core support and mostly they have required their own reporting formats. Partners consider Diakonia to be a true supportive, partner. Descriptions of Diakonia are illustrated below³⁰



³⁰ The descriptions (adjectives) mentioned by leaders and staff of Diakonia partners were collected. The frequency of the words is represented by their size in the figure.

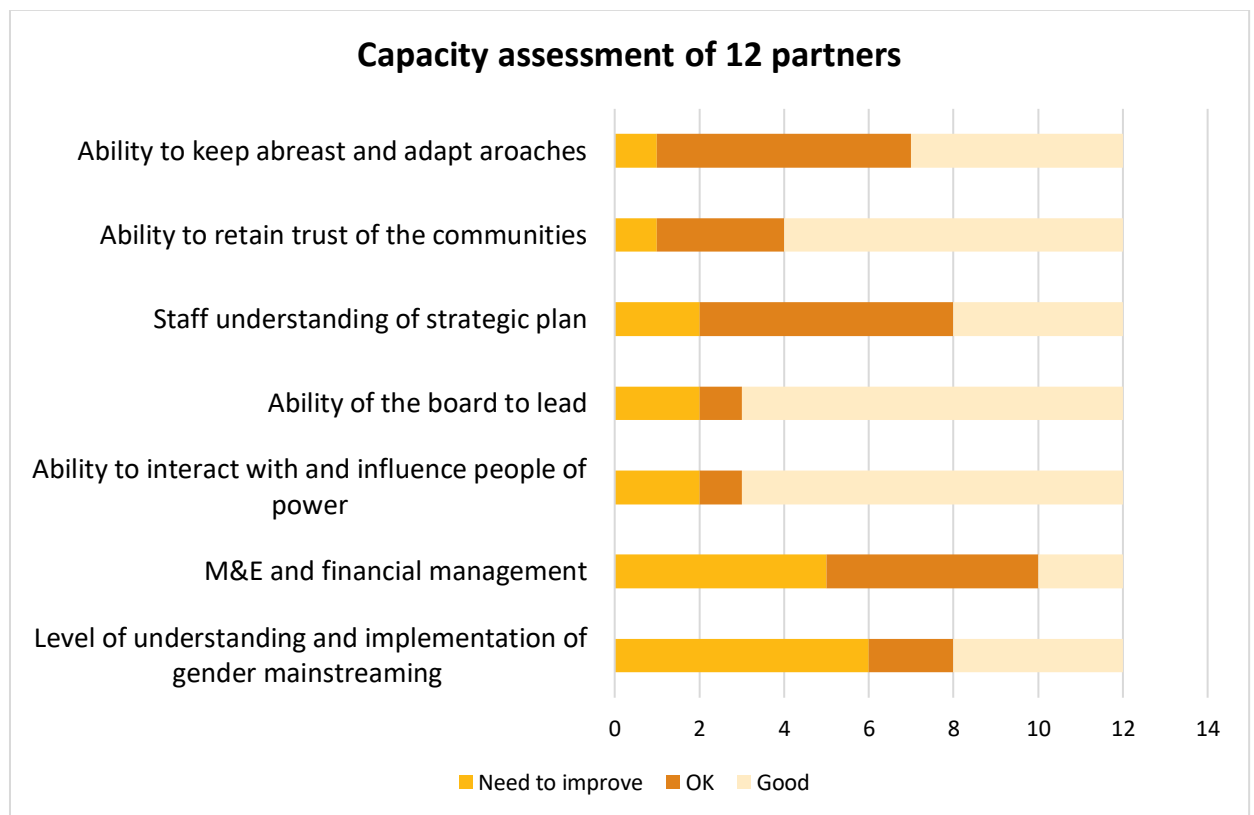
Apart from provision of funding to partners' own capacity development plans, Diakonia has also engaged in organising workshops. These include ICT training, gender equality/positive masculinity awareness training, and training (coaching) in financial management, planning, monitoring and reporting. Partners noted that the masculinity training was special for Diakonia and had raised the awareness among staff in partner organisations who had started to change their behaviours and supported the setting up of men's networks to challenge gender norms and domestic violence (while a few partners ridiculed the masculinity training). Partners also appreciated the rigorous financial management coaching and support in report writing, as it helped them prepare for audits and meet the requirements of other donors.

While the Diakonia core support and mentoring is highly appreciated and necessary for partners' ability to pursue their own strategic plans and solicit funding from others, they also indicate that a more proactive role of Diakonia in terms of involvement in joint strategizing, fundraising, method development and coordination would be helpful. The role of the Diakonia country office is seen by many partners and external observers as too "technical" and "bureaucratic". The Diakonia country office focus on compliance and efficient management of the existing portfolio is strong, while its engagement in moral support, innovation and pro-activeness in the changing context is less prominent according to respondents. Such pro-activeness could entail taking a more visible role in discussions with partners and co-donors on e.g. policy and security issues, joint strategizing and development of approaches/methods in various thematic areas etc. Respondents mention that such discussions have so far mainly been handled by the Diakonia regional office.

In addition to the Diakonia country office contributions, a few of the bigger partners mention inputs from the regional and HQ levels of Diakonia, especially the facilitation of participation in regional networking (although limited) and the engagement of a group of Swedish parliamentarians, who have moved to support of the human rights and democracy development in Cambodia through their political networks in Sweden and within the EU.

3.1.2 Partners' capacity enhancement

Most Diakonia partners have grown in capacity and credibility over time and they can all demonstrate contributions to social and democratic changes observed in communities and/or nationally. The abilities of partners vary depending on size, staff competency and turnover, leadership and approaches used. Diakonia programme officers provided the following assessment of the 12 HRDEM partners (according to the five indicators set in the tentative ToC), as well as an assessment of governance, M&E and financial management.

Diagram 2 Capacity Assessment of 12 partners

This illustrates a high level of confidence in partners' abilities to govern, gain trust from communities and influence people of power. The weaker areas according to the assessment are those where Diakonia has provided most coaching and training (such as gender mainstreaming, strategic planning, M&E and financial management), apparently still without sufficient results.

The evaluators were able to confirm these overall capacity assessments made by Diakonia through our desk review and field visits. The team notes however that the assessment did not sufficiently consider some of the following challenges:

- Although the boards are deemed to be well functioning, they consist of a small group of individuals who sits on each other's boards. This makes the governance situation vulnerable and increase the risk of partiality. Many organizations now have Boards of Directors that are semi-functioning or left without really functioning Boards to help them cope with this ongoing challenge to institutional capacity.
- The capacities varied substantially between partners, especially at the local level, where staff turnover and/or insufficient support to volunteers in terms of facilitation skills and advocacy tools sometimes made it difficult for them to gain trust from communities, build relationships with and influence decision makers. National level leaders/staff also acknowledged that their communication methods needed to be updated and were looking for inspiration and new ideas, especially

making use of new technology. Two partners mentioned that their organisation was stuck in old ways of organising “trainings” or “meetings” that did no longer attract people. At the same time other partners had found innovative ways to attract people, such as community radio, social media, drama and sports.

- The recent contextual changes have affected the abilities of partners to perform as usual. When high-profile leaders are going into exile or being arrested, when there is high staff turnover due to real threats and perceived risks, and when gatherings and media communication is hindered, this naturally has an impact on governance and abilities to influence and retain trust. While the high staff turnover is affecting partner capacity negatively, respondents also mention a positive side. Many journalists (eight of them) and financial managers (five out of twelve in 2017 alone), trained with support of Diakonia, are now working in new offices and radio stations where they can contribute their knowledge and skills.
- Only one Diakonia partner has successfully reapplied for the NGO Governance & Professional Practice (GPP) certificate in 2017, which was one of the indicators of “strength” under result area A in the Diakonia results framework. Diakonia reports that most partners are facing management and leadership problems due to the fast-evolving political situation which requires them to focus more on re-strategizing and adapting to new compliance to the LANGO. Partners also have concerns over the GPP registration process as it is lengthy and time consuming, providing limited benefits. It has become even more cumbersome after the recent upgrading of the GPP standards. Diakonia anticipates a slowdown and drop-out of partners from the GPP certification, also because the certificate panel includes government representatives.
- Competition between partners for funding and the short-term project focus rather than long-term strategic focus of programmes (due to donor practices) hinders the much-needed cooperation and experience sharing.

The review found that Diakonia had maintained almost the same portfolio over many years, which had enabled partners to become well-established and trusted. When partners struggled with leadership or management issues, Diakonia offered consultancy support, mediation and other forms of support to bring them back to strength. Only in two cases in the past four years has Diakonia terminated the partnership (as a last resort). Diakonia has been careful to engage with new organisations and rather challenged old partners to develop and become more innovative (e.g. through development of ICT tools and positive masculinity training). The team found that presently three out of the twelve partners are considered for extra (consultancy) support by Diakonia to overcome weakness in their management.

3.1.3 Societal changes observed

The three areas to be analysed for Diakonia contributions (according to the constructed ToC) were:

1. Increased engagement of marginalised rights holders in social and political change processes
2. Positive changes of behaviours and decision by duty bearers (political leaders, private sector leaders, local authorities and men/women in power)
3. Improved national policies and legal frameworks

These areas were deemed more relevant for the analysis than the result areas in the Diakonia results framework (A, B and C) as they are linked to a process of change. The embassy has however insisted that we link the analysis to the Diakonia result framework. The review team has therefore reorganised the findings and linked them to the three result areas in the framework (A, B and C). Additional details are found in Annex 1, describing the results framework and the main achievements so far.

Result area A: Actors working for democracy have been strengthened in their interaction with authorities and the public.

As mentioned in the previous chapter, the review team found that partner organisations had been strengthened by the Diakonia support in terms of their abilities to mobilise and empower the rights holders, but that they were facing some challenges, especially in the evolving political context. The challenges are mostly related to their relationships with duty bearers and their ability to govern and manage their organisations. There are also challenges in the area of coordination with other actors and gender mainstreaming.

According to partner reports, millions of Cambodians have listened to radio programmes, visited social media and watched video spots produced by Diakonia partners on various human right themes. Many have also been directly targeted by community mobilisation programmes. The review team could confirm during the field visits that community members and activists reached by the partner programmes demonstrated hope, knowledge and energy to engage in democratic processes and defend their rights. The most common responses to questions on change were:

"We are no longer afraid" "We can speak to local authorities without fear" "We know the law" We are addressing our problems". (Community members)

"Without the support to the workers we would live under the shade of tears". (Union representative)

Some of the Diakonia partners sit on National Technical Committees with the government (including some of the "accused" partners) to develop policy and practice together. The Ministry of Interior recently asked one of Diakonia's partners to provide training on gender equality to the government (demonstrating the good relationship established), but this request did not materialise due to lack of funding for the idea – and perhaps also lack of capacity to respond to such comprehensive request.

Many partners have developed good working relations with district, commune and village level leadership. These relationships provide a window for dialogue between rights holders and people of power, within the limitations set by the ruling party and

the LANGO. Naturally, cooperation is working more smoothly with less politically sensitive issues, such as domestic violence, gender equality and health/sanitation issues – as compared to land disputes and union claims.

In the communities visited, local government representatives agreed to meet the review team to provide feed-back on partner work - even responding to requests for meetings from partners such as ADHOC, which had its national management arrested or in exile. The message from local government was (as could be expected) that they also want to be part of social development and help reduce domestic violence. They want claims for change to be handled “peacefully” and they want to be included in the planning and strategizing done by CSOs so that they can better supplement each other. They feel that CSOs usually focus on the conditions in one or two communities only (sometimes many CSOs in the same community doing similar things), while the authorities must take responsibility for all communities in the district/province.

The application of LANGO and the closing of independent media and CCIM radio channels have naturally affected the ability of partners to communicate with the public. Diakonia partners take different approaches to these challenges (more below on effectiveness). The use of social media, buying of commercial air time, renaming projects and radio programmes, avoiding words such as democracy and human rights are some measures.

Result area B: A positive trend in guaranteeing gender equality in society; in initiatives, in participation, in decision-making forums and in distribution of opportunities.

As mentioned in Diakonia’s own assessment of its partners, this is still an area of improvement. Only four out of the twelve partners are sufficiently understanding and mainstreaming gender issues. Still some positive results have been noted.

- The awareness raising and engagement of volunteers (men and women) in communities has contributed to reduction in domestic violence and changed male behaviours (reported from all communities visited).
- The cooperation with authorities and provision of legal and psychological support to victims of domestic violence has contributed to increased access to justice and protection for survivors of gender-based violence in communities reached by partners.
- The support to women leadership development has contributed to increased number of women being elected to local decision-making bodies (mainly in the opposition party which has now been banned).

Result area C: Increased respect for human rights enables a secure and safe environment for individual participation in democratic processes in family, work and community.

According to similar stories told by many respondents, the following were most important advocacy results, where Diakonia partners played a decisive role:

- The capacitating of unions (morally and practically) to make use of research on wages/working conditions and engage with ILO and international investors, contributing to minimum wages of garment industry workers and public servants being raised and long-term contracts being more common. Still, short-term contracts of workers limit their negotiating power and the powers of the national Arbitration Council have been curtailed.
- The engagement with and support to communities (urban and rural) that empowered them to seek justice on land disputes and address poor infrastructure which contributed to land rights disputes being resolved and to improved infrastructure (roads, water and sanitation) in some communities. Still many cases are pending without resolution, especially when politicians have moved to sell community land to private investors.
- Increased voters' participation in the local election in 2017. Countrywide, 80 percent of a total 7.8 million registered voters turned out to polling stations in June 2017 to vote in commune elections, a much higher rate than the 65 percent who turned out at the former commune elections in 2012.

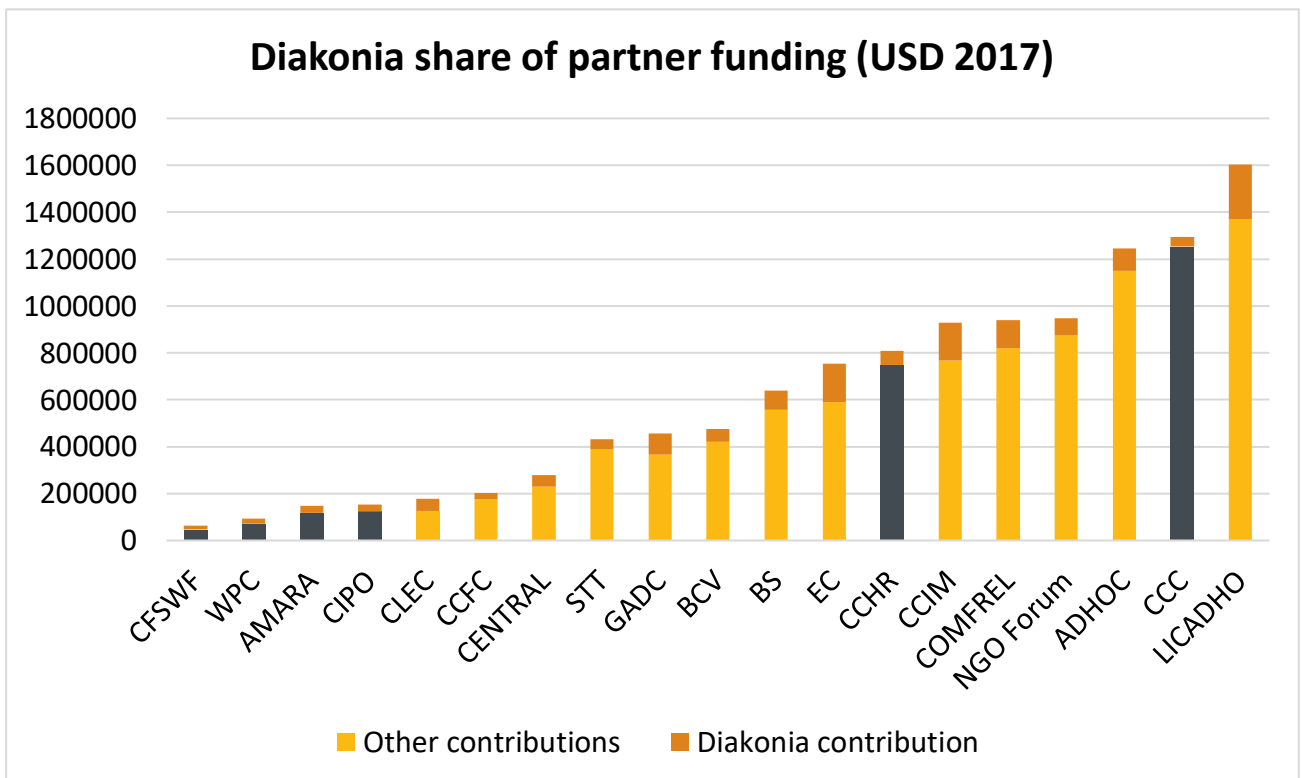
At the same time, these empowerment processes have led to a backlash for parts of the human rights movement in Cambodia, which is now accused (together with the main opposition party) by the ruling party of supporting the opposition instigating a so called “colour revolution”.

3.2 RELEVANCE

3.2.1 Selection of partners

Diakonia's partners consist of 18 carefully selected, well-known and prominent human rights organisations in Cambodia. Most of them were formed 10- 25 years ago and have been supported by Diakonia over several years. A shift towards a more rights-based approach was taken in 2011/2012, when new partners were added to the portfolio and some old partners were phased out. Twelve of the eighteen partners are part of the HRDEM programme supported by the embassy, while six are supported via the CSO strategy appropriation (dark pillars in the graph). One partner was terminated in 2017 (CLEC) and is no longer part of the portfolio³¹.

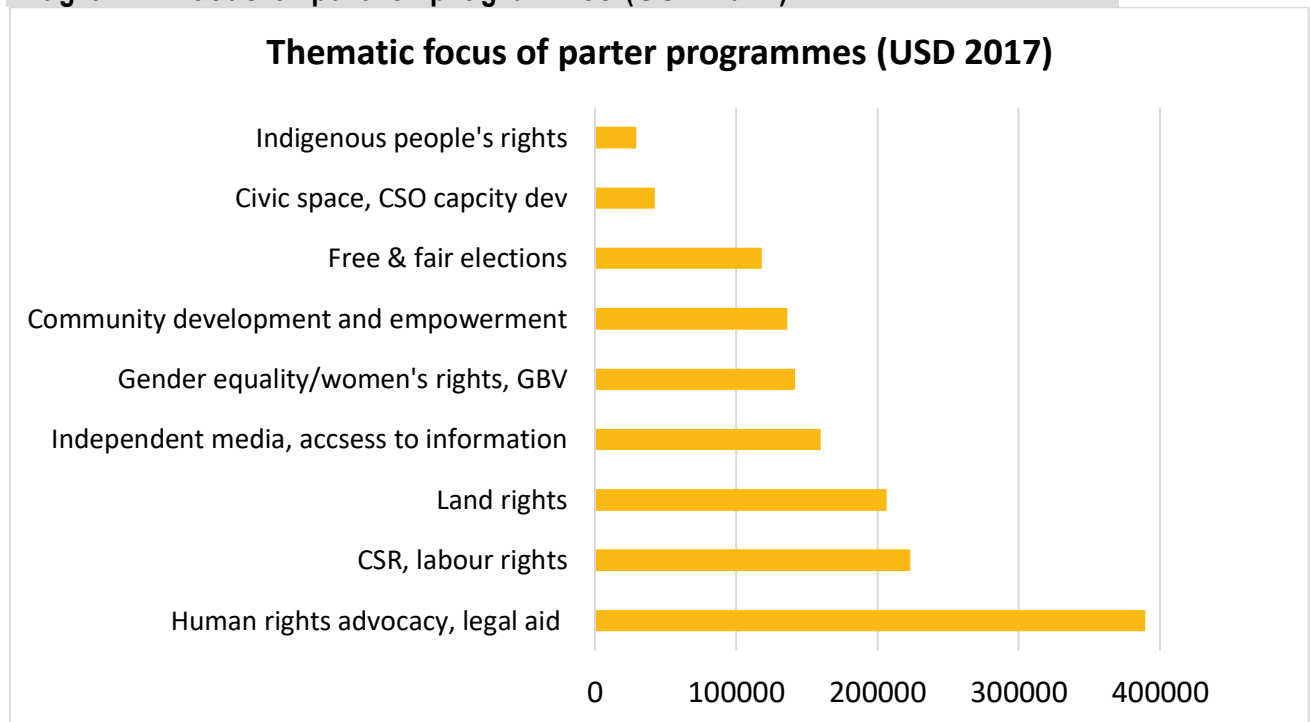
Diagram 3 Diakonia share of partner funding (USD 2017)



³¹ The six partners funded under the CSO strategy are only included in this initial portfolio analysis (the two diagrams in this section) and in the graph on page 31 (analysing the types of organisations funded by Diakonia) as they form an integral part of the Diakonia country programme. In the remaining part of the report the analyses refer only to the 12 HRDEM programme partners.

The Diakonia contribution to partner budgets is presently between 5-26 per cent (the average for HRDEM partners is 12 per cent). Despite the modest share, Diakonia is among the 3-5 biggest donors in all partner organisations³². Diakonia funding is not earmarked for any particular activities or projects but is provided as a flexible core fund to partners. The main focus of the 18 Diakonia partners' is illustrated below in nine clusters. While some partners have a wide scope covering many areas, others focus only on one.

Diagram 4 Focus of partner programmes (USD 2017)



While it was beyond the scope of this evaluation to analyse all potential CSOs within each of these clusters to assess the relevance of the selected Diakonia partners, the review team presented the Diakonia portfolio to external observers and partners to have their assessment. The team specifically asked for information on partners that were perhaps losing influence and organisations and themes that might be missing in the Diakonia portfolio.

Respondents unanimously found that the Diakonia partners are among the most relevant CSOs in terms of their historical visibility and ability to achieve results in the areas of human rights and democratic development. They cover a range of human rights issues and represent different types of approaches, from community-based empowerment work to national level litigation.

³² Details of other co-donors are sent to the Embassy separately

At the same time, respondents note that:

- The Diakonia portfolio is missing the youth aspect. There are no youth organisations among the partners (such as the Youth Resource Development Programme³³ and Cambodian Youth Network³⁴). Yet youth are the future in terms of democratic development.
- The Diakonia portfolio on community organising and empowerment could benefit from linking up more closely with initiatives such as the Farmers' and Nature Net (FNN), which organises thousands of farmer smallholders. There is a need to bring women's voices into agriculture, which is the main source of income for communities. The United Sisterhood Alliance³⁵ was also mentioned as progressive partner in the area of gender equality.
- Diakonia needs to follow up its policy commitments (to empower the grassroots and support them to organise and take action), by developing a model for support (stipends and moral support) to community-based organisations that have emerged as a result of the community empowerment efforts.
- The Diakonia portfolio could benefit from consolidation, as some partners have overlapping operations (i.e. supporting the same communities and the same legal cases). With fewer partners, there could be more time to engage in e.g. strategic mentoring to various thematic change areas, facilitation of networking and synergies and learning and developing innovative methods in the new context.

3.2.2 Relevance to partners' needs and to context

The core support provided by Diakonia has been used to finance capacity building according to plans and priorities established by partners themselves (demand-led). In addition, Diakonia has contributed towards organisational strengthening (planning, monitoring and reporting) and financial management through regular coaching and workshops. Partners found the Diakonia core support and its attached financial management coaching to be very relevant as it has helped them solicit funding from other donors. Having Diakonia core support provides a long-term security for partners, even if it is not very large. All 12 HRDEM partners indicated that the Diakonia support was essential to their basic functioning and mentioned that it also contributed to the ability to retain qualified key staff due to better job security. The Diakonia sup-

³³ <http://www.yrdp.org/>

³⁴ <https://www.facebook.com/CYNCambodia/>

³⁵ http://www.unitedsisterhood.org/?page=document&cat1=9&ctype=category&id=9&dd_id=9&lg&lg=en

port serves as a quality guarantee in the eyes of other donors, making fundraising easier for partners. All partners state that withdrawal of Diakonia core funding would have serious implications for them.

Diakonia capacity support has mainly focussed on management areas rather than thematic areas, except in the case of gender equality and positive masculinity where training has been provided directly by Diakonia. This is also consistent with the result areas A and B in the results framework agreed with the embassy. Diakonia has also facilitated participation in regional networking in a few thematic areas such as migration and trafficking and in Swedish networking on human rights in Cambodia such as fair trade/CSR and political/diplomatic responses to the closing space for civil society and human rights violations. Although less prominent and systematic, this capacity support is consistent with result area C of the results framework (on labour rights, land rights and civil and political rights). Overall, Diakonia's approach to capacity support, primarily means encouraging (and funding) its partners to access the relevant technical support from consultants or thematic expert organisations.

The HRDEM programme has largely focused on providing support to NGOs aiming to address human rights issues that are considered important in the Cambodian context as described in a range of international reports such as:

- increasing problems with land grabbing and illegal logging
- increasing problems with private sector investments; that do not respect corporate social responsibility and labour rights (taking advantage of a work force with poor voice);
- high levels of gender equality and gender-based violence (domestic violence);
- closing space for civil society and civic action;
- limited access to independent information;
- problems related to fair and free elections;
- corruption and lack of rule of law.

The community groups and union representatives interviewed confirm that these issues are indeed key problems to them. Land grabbing and treacherous working conditions are often mentioned as big problems by communities. Almost all women (and some men) state that gender inequalities and domestic violence is the main problem in their communities and add that migration of the work force to neighbouring countries (leaving the elderly and children at home) and lack of water and sanitation are also important issues to them. At the same time, it was noted by the team (and confirmed by the Diakonia assessment of partners) that gender mainstreaming is still an area of improvement for many partners. Addressing this, would therefore greatly add to the relevance of programmes.

Few community members mentioned political and civic rights as key priority issues, but they do mention corruption and the lack of trust in the rule of law as serious prob-

lems. External observers and partners at national level, however, mentioned the political and civic rights infringements and the closing space for civil society as the main issues at hand.

The team found that Diakonia partners are still adjusting to the contextual changes that have occurred in the past 6-12 months. In general partners have adapted by being less vocal and visible. Most partners have adapted by being less vocal and visible. They try to comply with new regulations (LANGO) and send their work plans to the authorities for information. Village level facilitators emphasise their role as “peace makers” and use dialogue as a method to engage authorities and refrain from calling big gatherings. They select their language carefully in messaging (in meetings and in the radio stations still open for purchase of airtime). A few partners have taken initiative to improve security at national level offices and sent staff on security training by e.g. the Swedish organisation Civil Rights Defenders. Three partners have prepared for a possible order by the authorities to close and secured their records and bank accounts. Two partners are preparing their legal defence for leaders who are arrested.

Partners (as well as embassy staff) do not feel that Diakonia has “taken an active role as a member of a broad coalition to counter/diffuse attacks” as mentioned in its own programme document. On the contrary, the view is that Diakonia has taken a low-profile role as a back ground financial supporter and advised partners to also take a low profile. While this could be the most viable approach in the present context (as argued by the Diakonia country manager), such strategic decision needs to be based on careful dialogue with partners, with the embassy and also be backed up by the Diakonia regional and HQ offices.

3.2.3 Relevance to Swedish strategy

The Swedish results strategy for Cambodia 2014-2018 specifically states that the Swedish contributions are expected to lead to “***strengthened democracy and gender equality, greater respect for human rights and freedom from oppression***”. This is specified in five specific results areas:

- a) Increased democratic influence and greater accountability for citizens at local level;
- b) Improved local autonomy;
- c) Improved knowledge of human rights, gender equality and the principles of the rule of law among citizens and in the public sector;
- d) Greater accountability and heightened respect for the rule of law in the context of the Extraordinary Chambers in the Courts of Cambodia.
- e) More citizens, in particular young people, actively involved in combating corruption.

As described below in chapter 3.1.3 above, there is evidence that the Diakonia HRDEM programme has contributed to result areas a) and c) of the Swedish strategy. The programme has also somewhat contributed to area e) in connection with litigation

on land rights and in connection with awareness raising ahead of local elections in 2017. However, the focus has not been specifically on youth.

While in all countries, there is a need for Swedish stakeholders in diplomacy, private sector and development cooperation to be informed of each other's work, exchange experiences and find synergies, this is even more important in difficult contexts. The rapidly deteriorating situation for human rights defenders, free media, democratic principles and rule of law observed in Cambodia in the past year has led to an urgent need for Sweden to discuss and agree with its partners on approaches and measures to take. The guidelines issued by the Swedish MFA (April 2018) state that such contexts may require e.g.

- A long-term perspective and clear communication by Swedish actors in the partner country (talking with one voice), based on close dialogue among Swedish actors (Team Sweden), defining which different roles the various stakeholders can play;
- Finding ways to work with the bilateral relations (government to government) that avoid legitimising the regime e.g. technical or local level issues;
- Increased risk taking, flexibility and adaptation – using channels that have worked in the past;
- Increased focus on human rights defenders, democratic civil action, free media and peace building;
- More focus on conflict prevention (e.g. working with both demand side and supply side);
- Pro-activeness in development cooperation to mitigate and adapt to the situation, learning from experiences in other contexts.

The Diakonia HRDEM programme is very relevant to many of the recommendations raised in these new MFA guidelines. Based on its close links with the human rights and democracy movement and long experience in Cambodia (and elsewhere), it could be expected that Diakonia plays a more proactive role as a dialogue partner to the embassy. Diakonia could be more proactive in terms of information and experience sharing, facilitation of meetings between the embassy staff and key human rights organisations and activists, engaging in strategic discussions on the difficult balance between protesting against and adapting to the emerging situation, engaging in joint risk mitigation planning etc. Diakonia is still to take on this role.

3.3 EFFECTIVENESS

3.3.1 Effectiveness of Diakonia

The careful selection of partners and long-term core support to them has been an effective way of enhancing partner organisations' capacity. Very few other donors provide such flexible, untied financial support. The additional "flexible funding" provided by Diakonia to some partners (for consultancies or bridging) has enabled these partners to survive in times of funding gaps and management crisis.

Unlike Diakonia, most other donors call for proposals from local CSOs and use them more as implementing arms for their own programme objectives. In this way CSOs get funding for various projects that may fit donor priorities, rather than having support for their own strategic plan and organisational development. The team found examples of partners who were directed by donors to specific geographic areas³⁶ (not the priority of partners or government) or had to finalise projects prematurely³⁷ (3-year projects), while change processes may take 10 years or more.

The Diakonia support on the other hand has enabled partners to enhance their role and agenda as local CSOs in Cambodia. The Diakonia funding has enabled partners to grow, attract other donor funding, develop strategic plans and manage their finances and reporting. As mentioned above, there is evidence that Diakonia partners have made important contributions to civil engagement (in the local election of 2017), to empowerment of communities and CBOs that have taken action for land rights and better working conditions, to reduction of domestic violence and empowerment of rights holders in targeted communities.

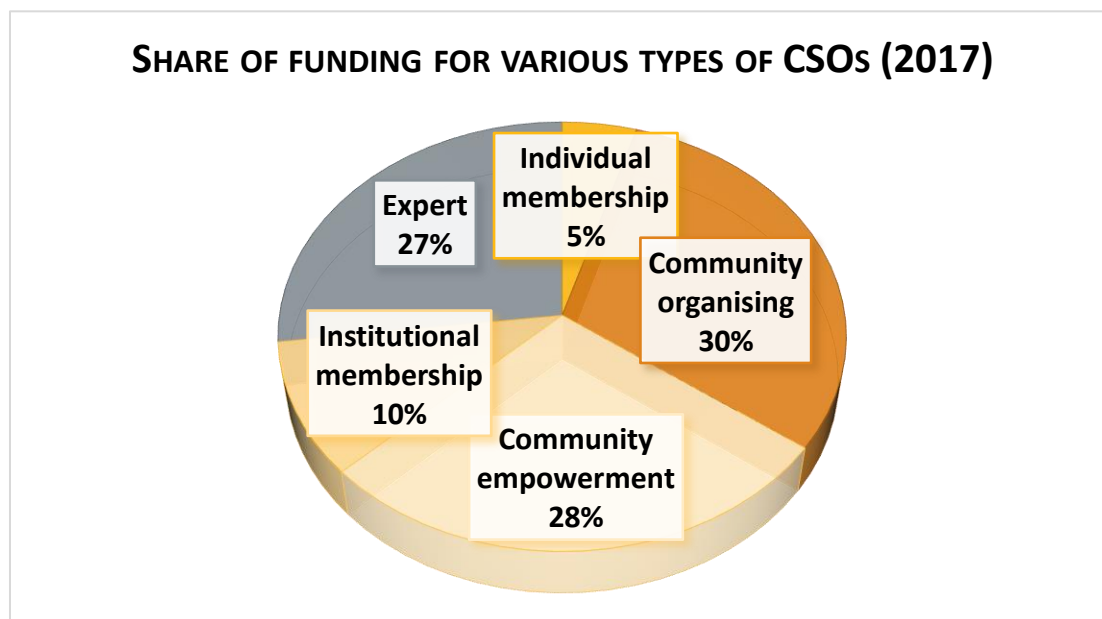
According to Diakonia's policy, its focus in the past strategy period has emphasised a rights-based approach and increased support to member-based organisations and community mobilisation to enhance local ownership and achieve a sustainable and broad basis for engagement in social change. So far, this process has resulted in 35 percent of funding going to partners that organise people for change in e.g. unions or community-based organisations and groups.

Some partners work with “community empowerment”, meaning that they offer trainings or legal aid, but they do engage in support to organising of groups for various issues. 28 percent of funding has been provided to this type of partners. Legal aid has mainly been provided on land rights, gender-based violence and human trafficking offences, but also on charges related to participation in demonstrations and union claims for better working conditions. 10 percent of funding has gone to networks with institutional members, while 27 percent has been provided to expert organisations that offer legal aid and/or national level engagement with the government and the international community. (Figure below – analysis including all 18 partners).

³⁶ In Siem Reap

³⁷ In Kampong Chhnang

Diagram 5 Share of funding for various types of CSO's (2017)



The team found that the enhanced focus on membership organisations and empowerment of rights holders has been an effective way to achieve local ownership and sustainable civic engagement. Targeted communities now have the ability, courage and energy to take action on injustices and other problems, even without support from the partners. They are no longer afraid to engage in dialogue with the authorities. The Diakonia focus on core support and organisational management capacity has been a precondition for partners functioning and programme development.

However, Diakonia could have achieved more within its mandate, with a bit more pro-activeness and a more strategic approach to the various thematic areas addressed by partners. The review team noted that:

- While the core support has been essential for partners' survival and development, Diakonia has not been sufficiently proactive in issues related to dialogue on programme design, coordination with other initiatives, method development and joint learning on approaches. Possible synergies between actors and programmes are not sufficiently explored. Partners are sometimes overlapping geographically and thematically. The effectiveness of some partner programmes is hampered by weaknesses in their communication approaches and facilitation skills.
- The thematic focus areas in the portfolio (such as labour rights, land rights, gender-based violence and local democracy) are not strategically addressed in a coherent and coordinated manner. The regional and HQ offices have indeed engaged in thematic support and networking facilitation for some partners, but this is yet to be systematic and strategically linked to the national level processes (such as e.g. the social accountability programmes, farmers, youth and environmental movements).

- The Diakonia Cambodia office is not sufficiently proactive in its strategic dialogue with partners, the embassy and other Swedish initiatives in Cambodia on issues related to risk management, security, and mitigation and adaptation measures in the emerging political context. Although Diakonia has supported ICT security training for partners (including safe communication and encrypted e-mail etc.), these efforts could have been more effective if undertaken as a joint effort with other Swedish and international human rights organisations supporting the same partners. Diakonia Cambodia office has largely met the contextual challenges by taking a low profile to reduce risk for staff and possible de-registration (and even encouraged partners to do the same – which has not always been appreciated by partners who have chosen a more defiant role). Clearly, Diakonia is struggling to find the balance between being a human rights organisation that takes action in its own right against human rights violations (as done from the HQ) and its role as an intermediary and supporter of local CSOs that face considerable risk and need guidance in the emerging context. (More on this in the separate section on risk mitigation below).

3.3.2 Effectiveness of Diakonia partners

Partners have used different methods to achieve change such as citizen journalism and radio and social media communication, community mobilisation and organising, evidence-based research and mappings, writing petitions and taking legal action, dialogue and peace building, demonstrations etc. The methods have been selected based on the competency and profile of the partner and the issue at hand. While all Diakonia partners have contributed to the empowerment of targeted rights holders and to important social change processes, the degree of effectiveness varies, depending on contextual obstacles (e.g. closing space for civil society and lack of rule of law) and depending on approaches taken.

The spot checks undertaken by the review team at provincial level, visiting the programmes of six of the twelve partners, verify that there are various levels of staff capacity, various levels of understanding of the aims of their organisation and various levels of reflection on the methods and approaches used (in terms of their effectiveness). While some partners take long time to build relationships with communities, listen to their concerns and design broad interventions to respond to needs – other partners make more short-term interventions on a particular problem area, through “trainings” or “awareness raising” activities. Some partners support community organising on a range of issues, while others focus more on individual cases and legal aid. Learning and strategic reflection on methods and tools used (for awareness raising, organising and advocacy) exists, often in connection with strategic planning, but is uneven among partners.

A more in-depth evaluation would be needed to evaluate the performance of each partner and to comment on the effectiveness of each of them in their particular role and in relation to their stated purpose and objectives. While different approaches are indeed

needed depending on issue and context, there were however some general lessons that partners shared with the team.

Partners mentioned the following approaches that had worked well for them and enhancing the effectiveness in their various contexts (enabling factors):

- Responding to a wider range of community priorities and not only focusing on one agenda or issue. Having some flexible funding for small, emerging needs such as transport, repairs, emergency situations etc. Showing willingness and ability to solicit funding and support to the community from other CSOs and projects to address issues in the community;
- Taking sufficient time to build trust and having local presence of the same staff and volunteers over time. Not rushing the agenda but taking a role as facilitators and back-stoppers, waiting for community members to be aware, feel empowered, organise and take action. Such long-term approaches have led to sustainable changes as the knowledge and courage gained remain in the hearts and minds of community members;
- Recruiting community facilitators in a transparent and democratic manner and providing them with support to enhance their status in the community (e.g. knowledge, regular moral backstopping T-shirts, bicycles), making them proud to continue;
- Having documented evidence and knowledge of the legal provisions as a basis for dialogue and advocacy – not only protesting;
- Having good facilitation skills and finding innovative ways to communicate that attracts interest and attention of both men and women in communities;
- For some partners it worked well to take a starting point in “peace building” and to use dialogue as the preliminary advocacy method, combined with evidence-based research and legal back up when needed;
- Other partners note that a more confrontational advocacy (e.g. media exposure, demonstrations, litigation) worked well for them and that it gives courage to communities to see high level role models who are not afraid to claim rights. Such advocacy also paved the way for CSOs using a more low-profile dialogue method;
- Using men’s groups/male role models (including older men) as facilitators to reach out to men, especially to discuss masculinity and to address violent behaviour. Working with domestic and gender-based violence needs engagement of men as positive role models and as facilitators for change.
- Using women’s groups/female facilitators to reach out to women who are victims of violence. Women rarely confide in men for psychological and medical support.
- Involving of commune and village level decision makers (government) in the dialogue, planning and capacity development has helped to reduce tensions. Despite the situation with closing space for civil society, local level leaders are still interested in engaging in community developments (to a certain degree). Also,

national level Technical Working Groups, still function as arenas for dialogue with the government.

- Using innovative ways of attracting interest from community members (such as community radio, social media, drama, sports etc.)

The disabling factors were mainly contextual. Partners mentioned the following:

- The bureaucratic steps imposed on NGOs by the Law on Associations and Non-Governmental Organizations (LANGO), which makes it slow and difficult to organise meetings and activities;
- The closing of independent media, arrests and intimidation which leads to fear and self-censorship;
- Donors' short-term project funding and preferences making it difficult for them to strategize and to build the relationships and capacity needed to pursue social change process that take time;
- Well-intended international NGOs (or UN agencies) that are sometimes "out crowding" national CSOs. This "out crowding" is manifested both in terms of their funding strength (e.g. raising allowance levels and expectations on fringe benefits in communities) and in terms of their access to decision makers and people of power;
- CSOs and international NGOs working without making use of potential synergies – duplications rather than complementarity;
- Poor communication and facilitation skills among staff and volunteers in combination with competition from rich international organisations that provide food and allowances to attract attention from community members;
- Donor/Sida requirements on financial control and accounting procedures that is so rigorous that it hampers innovation and risk taking. Partners do not dare to experiment or take risks as they are required to repay funds that cannot be accounted for properly. While zero tolerance of corruption is good, some small funding for stipends or experimenting are really needed.

The team found the following main areas of improvement across all partners:

a) Facilitation skills and communication

All provincial staff and community volunteers interviewed asked for more support to develop their facilitation skills and to better understand laws and the legal system. Many felt that community meetings and workshops did not work for them and that people were only coming to have snacks or allowances. Some international NGOs had introduced a practice of providing 2.5 dollars to participants, which makes it difficult for local CSOs without such budgets. In one community, volunteers noted that young men are not interested in human rights and social change issues and mainly women participate in meetings on such topics. They were thinking of attracting young men by football tournaments, community radio and social media. Other staff and volunteers felt too young or too insecure to bring up sensitive topics in the community. They requested for video clips or drama

performances as a means to attract people and serve as a basis for discussions. By using video or social media clips, there is also a guarantee that the message is correct and as intended by the partner, especially when explaining the law.

b) Synergies and coordination

Most partners also mentioned the lack of cooperation between CSOs as a serious issue affecting effectiveness. Both at national and provincial levels there are examples of competition and duplication. A typical community has 6-12 different “projects” going on with CSO funding in areas such as education, health, water and sanitation, agriculture and general community development. All these areas have democracy and human rights as an important aspect (cross cutting issue). Finding synergies and linking human rights and democracy awareness to concrete development projects of communities could make these concepts better understood in the context of daily life, counteracting false accusations that these aspects are related to party politics. The team noted that Diakonia had not explored the possible synergies between the Diakonia HRDEM programme and the national social accountability programme (ISAF) which has a component focussing on monitoring the accountability of local authorities (demand side). Two Diakonia partners have however been engaged by others to train rights holders in the social accountability framework (NGO Forum and GADC). While observers note that the ISAF programme has problems because there are no consequences for lack of transparency and accountability on the part of authorities – this is exactly what the HRDEM programme has prepared for. Partners have worked to empower communities to organise and take action in such cases – now having the courage to meet and discuss issues with authorities.

3.4 EFFICIENCY

3.4.1 Monitoring and evaluation system

Diakonia has a rigorous system for monitoring of partners’ financial management called “Mango checks” <https://www.mango.org.uk/guide/healthcheck>. Partners find these checks cumbersome but useful, as they prepare the organisations for upcoming audits and questions from other donors. Diakonia also monitors the work of partners regularly by telephone follow up and regular visits (carefully noting observations in a monitoring log). The follow up ensures that work is progressing well and picks up on any problems that may occur in activities or management. Diakonia efficiently monitors compliance to all Sida and Diakonia formal requirements.

The review found, however, that the Diakonia results framework has not been a very efficient tool for monitoring and analysing progress and results. The result areas covered by the framework are overlapping and the indicators are vague without specific mile stones. The result areas are interlinked, because gender equality is a cross cutting issue and having strong actors working for democracy is both a precondition and a consequence of human rights application.

The result framework has also missing parts related to “bridging outcomes” (capacity of partners). While this is somehow included under result areas A2, A3 and B1 in the framework, it is mixed up with the expected results of the partner organisations’ efforts to empower grassroots organisations and communities. The results framework is also based on a very generic, global ToC. This means that it lacks specifics on the Diakonia inputs required (or expected) in each thematic area from various levels of the Diakonia as well as outcomes and indicators related to various thematic milestones in terms such as behaviours, actions, policies and practices of the targeted rights holders and duty bearers (on e.g. labour rights, land rights, gender-based violence and democratic participation).

In practice, the Diakonia monitoring has been organised as an “activity/output/outcome harvesting”, listing examples of achievements under each of the indicators. Because of the overlap, examples are repeated under several indicators. The Diakonia reporting provides limited analysis of effectiveness of methods used (what works and what does not work in the present context), lessons learnt regarding the limited synergies and outreach achieved by some partners and steps taken towards agreed joint milestones in various themes.

The theory of change developed for this review, as an alternative tool to assess the contributions of the HRDEM programme, could serve as an inspiration to revise the Diakonia results framework³⁸. The main areas of improvement are related to:

- Explicitly including the required Diakonia inputs in the framework (technical support, support to networking and synergies, moral support etc.);
- Separation of the outcomes and indicators related to expected partner capacities and their synergies with other stakeholders in various thematic areas. These outcomes are different from the outcomes expected from partners’ work (e.g. changes in awareness, behaviours, actions, policies and practices of targeted rights holders and duty bearers);
- Inclusion of milestones related to expected achievements in the various thematic areas. An outcome mapping methodology³⁹ could be considered, where milestones related to changes in behaviours, policies and practices of the targeted boundary partners are monitored.

3.4.2 The Diakonia organisation

Diakonia supports the Cambodia programme from three levels: national office, regional office and HQ. While there are internal documents specifying the roles and responsibilities of each of these levels in theory, the practical implementation is not

³⁸ Inputs to Diakonia on possible improvements in the ToC are found in Annex 1

³⁹ https://www.betterevaluation.org/en/plan/approach/outcome_mapping

clear. The regional office acts on behalf of the country office in many strategic discussions and in communication with other stakeholders, such as other donors, the review team, and the embassy and even sometimes with partners. Also, the HQ interacts directly with some of the partners on thematic issues.

The Diakonia country office has so far focussed mainly on coaching and dialogue with partners on management, governance and gender issues. Diakonia country office has had limited visibility in strategic and thematic forums organised by the international and national community on democracy and human rights issues. While strategic and thematic expertise is available at regional and HQ levels, this backstopping has not been sufficiently systematic and accessible to partners and others. The division of responsibilities between different levels of Diakonia has not been clear to partners and stakeholders that are liaising with Diakonia in Cambodia.

The team noted that facilitation of regional and international networking and experience exchange for partners and country level staff (to enhance capacity) was not systematically facilitated by the Diakonia HQ and the regional office. While some partners had benefited from such opportunities, the majority had not. Mostly, such networking was initiated and facilitated by others or through personal contacts of partners.

The review team also found that the Diakonia HQ efforts to create synergies with other Swedish organisations working for human rights in Cambodia is prominent in Sweden, but this networking is almost non-existent at country level in Cambodia. It could be expected that in the present situation, that such networking was mirrored at the national level in Cambodia. The Diakonia networking in Cambodia has mainly been with some other co-donors of partners.

3.5 RISK MITIGATION

Diakonia has outlined a comprehensive risk analysis and mitigation plan in its proposals to the embassy. According to this plan many of the emerging challenges have been prepared for by Diakonia, for example the response to shrinking space for civil society and the government surveillance of internet data:

“Diakonia and partners will stay as principled, united collective members of broad coalition of local and international democracy advocates to counter/diffuse attacks. It will also continue activities at local level or within sectors where space can survive and prosper”.

“Diakonia will not communicate with partners about sensitive issues via electronic media or phone. Constantly review Diakonia’s internet and phone security and look for the latest safe means of communication. Building capacity of staff about secure communications.”

As mentioned elsewhere in the report, Diakonia partners have different opinions about tactics and have a divided approach to implementation of the new restrictive

laws (e.g. LANGO). Some partners have sought to cooperate with local authorities to increase understanding and reduce suspicion about activities and interventions, while others have challenged attempts to restrict civil society space. Organisations that have taken a collaborative approach (adapting and making the most of the situation) generally felt more supported by the Diakonia country office, while others asked for more moral and security support (a few respondents even calling the Diakonia country office “fearful”). Clearly, Diakonia is not perceived by all partners to be part of a *“united collective members of broad coalition of local and international democracy advocates to counter/diffuse attacks”*. The efforts of Diakonia to minimise the risk of its country office and its staff may add to this perception. Personal and Diakonia social media commentary on the political situation has recently been banned for staff as it poses too great a risk.

As part of risk management, Diakonia has also supported some partners to develop their own security plans (as deemed best by each partner) and provided two ICT security training programmes for partners (with special grants from the EU and the embassy), such as encrypting information and safe channels of communication. Presently, end-to-end encrypted communication tools WhatsApp and Signal are used as routine for internal and external communications (not phones or Messenger). Diakonia has also assisted some partners (with a focus on the grassroots member-based unions) to have a contingency plan, such as sharing Power of Attorney with other Executive Directors and the Financial Officers to ensure that the organisation can continue to operate in the absence of a leader. At the same time, the team noted that not all partners had established sufficient risk mitigation and security measures.

In the actual implementation of the risk mitigation plan, the Diakonia country office has shared the responsibility with the regional and HQ offices. These offices have taken on different roles and responsibilities. The Diakonia HQ engages with the Swedish Ministry of Foreign Affairs, Swedish parliamentarians and other like-minded organisations to develop joint international responses to the emerging political developments in Cambodia. The Diakonia General Secretary and Head of Policy and Advocacy have also personally meet Cambodian partners to discuss, among other things, safety and security. The Diakonia Regional Manager has increasingly stepped in to be the official face of Diakonia in Cambodia in meetings and decisions of sensitive character, to reduce risk for local staff. The regional office has also

- coordinated the work of preparing country level safety and security plans and visitors’ guides;
- ensured regular discussions and updates of risk assessments and management and prepared to take over the support to partners who may be deregistered by the government;
- reported all potential security risks to the HQ and, where needed, coordinate a response.

In conclusion, the review team found that Diakonia has a comprehensive risk management plan and keeps itself updated with the latest ICT and communication security measures, but the practical implementation of the plan is complicated by internal mixed messages and the different approaches taken by various partners. Diakonia is expected to both be a brave member of an international coalition to counter attacks on human rights and democracy – and at the same time minimise the risk of its country office, its staff and partners.

In this situation, the roles and responsibilities between the various levels of Diakonia (country, region and HQ) are not clear to partners or to other stakeholders (including the embassy). It can be argued that the advocacy work at HQ/international level sometimes creates more risk, while the regional and country levels of Diakonia have to mitigate these risks. A number of respondents argued that in this situation, Diakonia could consider reducing risk for its local staff by having a Swedish (or foreign) representative or advisor that could be the official face of the organisation. Already, the Diakonia Regional Manager has taken on this role at occasions.

3.6 SUSTAINABILITY

All partners are heavily depending on international support to survive and perform. They are especially dependent on core support (albeit its' small size as shown in the figure in section 3.1.1), which is only provided by Diakonia and very few other donors. This will continue to be the case, especially considering the present context.

The results achieved in terms of empowerment of men and women in local communities and unions have a good chance of being sustainable. The courage and agency demonstrated by respondents met by the team will not easily be curbed. Providing them with new channels and tools for engagement in the emerging context and continued moral and practical support will enhance this sustainability.

3.7 ADDED VALUE OF DIAKONIA

The added value of Diakonia has been assessed through interviews with Diakonia staff and partners, with the embassy and with selected external observers as outlined in the inception report. The various roles of Diakonia as a partner, donor, intermediary/modality and international development and human rights advocacy organisation have been explored. The following was mentioned by respondents as the added value of Diakonia:

- Diakonia has provided core support to a selection of well-known and respected Cambodian human rights CSOs, contributing to survival, growth and sustainability of these organisations. The Diakonia core support has made it possible for partners to access project funding from other donors. Core support is provided by very few other donors (and decreasing);

- Diakonia's funding constitute an important contribution to partner budgets (5% - 37%). Diakonia is among the top 3 donors in terms of funding in 9 out of the 12 partners. For two partners Diakonia is the biggest (EC and GADC).
- Diakonia has been able to provide flexible funding with short notice for partners that struggle with funding gaps or emergencies. Few donors can do this.
- Diakonia has supported individual and organisational capacity development, which has been tailored by partners themselves. The Diakonia coaching and monitoring of partners financial management has been very rigorous. It has helped partners fulfil other donor requirements and to be well prepared before upcoming audits;
- The support, with funding from the CSO appropriation, to additional six important CSOs in Cambodia, has contributed to the overall human rights and civil society coordination and capacity development in Cambodia and serves to enhance the HRDEM programme.

In addition, the contributions by the Diakonia regional office has added value to the programme in terms support to regional networking in various thematic areas and co-ordination of risk management and security plans. The regional office has also provided backstopping to the country office in terms of:

- Dedicated advocacy and communications of Cambodia issues in Sweden, including coordinating field visits by HO staff and Swedish MPs to Cambodia as well as information exchanges and regular updates with active networks in Sweden.
- Coordinating and organising meetings between relevant partner organisations and the Embassy, including the Ambassador.
- Running thematic development workshops in country with partners and staff.
- Oversight of HRDEM programme development and reporting.

Also, the contributions from the Diakonia HQ on selected thematic issues (e.g. fair trade) and methodical issues (e.g. gender mainstreaming) has added value to the programme. Furthermore, the Diakonia HQ access to and cooperation with Swedish private sector, with other Swedish CSOs working in Cambodia and its strong connections with Swedish politicians has helped raise awareness in Sweden and the EU on the human rights situation in Cambodia.

There is however opportunity to further enhance the added value of Diakonia with a more coherent approach from the Diakonia HQ, regional and country level offices. The country office is not yet capacitated to take on a proactive role in relation to partners (e.g. inspiring partners on method development, on synergies/cooperation with others, on strategic approaches in the emerging context and on safety and security measures). The role of the regional office is not clearly understood as it is mixing its role as a regional body and the role as a "stand in" for the country level office. This would be OK if it is clearly spelled out that this is done for security reasons. The networking between actors in Sweden is not yet mirrored by the same networking in Cambodia. In fact, most of the initiatives in Cambodia supported by Swedish CSOs and other agencies are undertaken without synergies, cooperation of joint learning.

4 Conclusions and recommendations

4.1 CONCLUSIONS

4.1.1 Overall conclusions⁴⁰

Supporting human rights and democratic development in Cambodia through the Diakonia's HRDEM programme has been relevant and effective. The core support and financial management coaching provided to carefully selected CSOs has led to the survival and growth of a range of organisations that have defended and promoted human rights and empowered targeted communities to raise their voice and take action. The emphasis on support to membership-based organisations and empowerment of rights holders in local communities and in workplaces has contributed to a sustainable grassroots engagement in targeted communities and trade unions, which is a good basis for the future work when national-level expert organisations may face problems with the closing space for civil society.

However, the Diakonia HRDEM programme has been characterised by the following factors:

- The limited efforts to explore and make use of synergies between partners and with other programmes, such as the ISAF programme and other related Swedish initiatives, which could have enhanced effectiveness and outreach. There is competition and overlaps between partners.
- Limited joint learning on methodological and organisational challenges facing partners that could have contributed to development of more effective and innovative approaches.
- The limited pro-activeness by the Diakonia country office in relation to partners, the Swedish embassy and other international and Swedish stakeholders, demonstrating its role as a part of a global human rights movement, not only being an efficient donor (or intermediary organisation). This would have been especially called for in the present context where there is need to engage in strategies to mitigate and adapt to the current national political-economy defined processes which restrict the space for civil society.

⁴⁰ Also refer to the review matrix in Annex 2

The review also found that the embassy shares the responsibility for encouraging synergies between Swedish initiatives in Cambodia and for developing joint security contingency plans with Swedish actors.

4.1.2 Relevance

The partners supported under HRDEM programme are among the most relevant CSOs in terms of their capacity to achieve the intended objectives. The programme is also relevant to the human rights and democracy issues facing men and women living in poverty.

The capacity building support provided by Diakonia has been relevant to partners, especially since it has consisted mainly of funding of the capacity development plans established by partners themselves. The type of capacity support preferred by partners have been consultancies, international and national courses, and individual scholarships or traineeships (mostly in management, fund raising, advocacy, strategic planning etc.). Diakonia has also contributed towards organisational strengthening (planning, monitoring and reporting) and financial management through coaching and some joint trainings. This has been very relevant to partners as it has helped them solicit funding for their work from other donors.

In addition, Diakonia has provided trainings on ICT, which helped some partners to better use social media and safe communication methods, and on gender equality/gender budgeting and positive masculinity. There are mixed feelings about the relevance of the gender and masculinity trainings, probably due to rigid gender norms in society. At the same time some partners have used these training to substantially improve their programmes to reach men and boys and reduce domestic violence.

Diakonia partners have prepared and adapted to the evolving context to various degrees. Many partners have adapted to the situation by being very compliant to the new regulations (LANGO), sending their work plans for approval and emphasising the “peace building” aspects of their work. A few partners have sent staff to security training (from e.g. Civil Rights Defenders), reviewed their physical and ICT security and prepared for possible closing of offices. This opportunity has not been open to all Diakonia partners, but rather been arranged by partners who had their own connections and networks. Diakonia has not yet taken a proactive role in the joint strategizing, but mainly cautioned partners to keep a low profile.

Despite wishes from partners to have more proactive engagement from Diakonia in the evolving context, Diakonia is perceived as one of their best and most essential donors because of the long-term core support provided. Diakonia is seen as supportive and flexible partner.

The weak points of Diakonia related to relevance are mainly:

- The portfolio does not demonstrate a coherent strategic approach to certain human rights themes or issues, but is rather a wide collection of well-reputed activist organisations that may sometimes overlap or even compete with each other;

- The youth perspective is missing in the portfolio;
- There are insufficient efforts to facilitate coordination and explore possible synergies, especially with the farmers movement (particularly on gender issues), and with ISAF;
- There is insufficient engagement in dialogue with the embassy and partners to strategize, prepare for and take relevant action in the evolving context of closing space for civil society.

4.1.3 Effectiveness

Diakonia is one of the few international NGOs that work to strengthen local civil society actors in their own right – and not only use them as arms of implementation (or by-passing them completely). The core support and the management coaching provided by Diakonia has enabled partners to survive and develop. Most partners are now well capacitated to solicit project funding from other donors, to attract and retain trust of rights holders and to influence people of power (although volunteers on the ground feel that they lack facilitations skills and tools). Partners have used different methods to achieve change such as radio and social media communication, community mobilisation and organising, evidence-based research and mappings, writing petitions and taking legal action, dialogue and peace building, demonstrations etc. The methods have been selected based on the competency of the partner and the issue at hand.

Through these measures, partners have managed to contribute to important societal processes and changes during the period of review, despite the increasingly difficult context. Examples of change processes where there is evidence that Diakonia partners have contributed are:

- Enhancing hope and agency among men and women in targeted community;
- Increased participation in voting at 2017 local elections, and more women leaders in decision-making locally;
- Reducing domestic violence, especially when engaging men in these efforts;
- Improving garment workers conditions and minimum salaries;
- Securing land titles for community members and compensation for forced evictions;

The team noted that effectiveness increased when partners were:

- Taking sufficient time to build trust with community members, responding to their needs and having some flexibility in terms of funding for practicalities and issues, even if it is a bit outside the project focus (or at least helping to find a solution or funding from elsewhere);
- Engaging staff/volunteers from the targeted communities and keeping staff turn-over low;

- Having documented evidence and knowledge of the legal provisions as a basis for dialogue and advocacy – not only protesting;
- Having good facilitation skills and finding innovative ways to communicate that attracts interest and attention of both men and women in communities;
- Engaging male role models from the targeted communities in the work against domestic violence, in addition to the female volunteers who supported the survivors;
- Making community members feel proud and strong as part of a bigger human rights movement through moral support from national and international levels.

The disabling factors were mainly contextual, such as the LANGO provisions and the political tensions, but also the fragmented and uncoordinated efforts from national and international civil society, leading to duplications and poor coverage of initiatives. Furthermore, the commonly applied short-term project funding provided by most donors to national CSOs, which makes it difficult for them to strategize and to build the relationships and capacity needed to pursue social change process that take time. Finally, the well-intended international NGOs (or UN agencies) that are sometimes “out crowding” national civil society as implementers of change projects. This “out crowding” is manifested both in terms of their funding strength (e.g. raising allowance levels and expectations on fringe benefits in communities) and in terms of their access to decision makers and people of power.

The review further noted that there were some limitations to the effectiveness, related to Diakonia approaches, such as:

- Diakonia’s results framework is not sufficiently helpful as monitoring tool as it does not include milestones/indicators for outcomes related to partner capacity and to the specific thematic areas. It also lacks specifics on the Diakonia inputs required in each thematic area⁴¹.
- Diakonia is not sufficiently proactive in issues related to dialogue on programme design, coordination and method development as well as joint learning on approaches and measures to take to mitigate and adapt to the evolving context of closing space for civil society (technical and moral support to partners).
- The thematic focus areas in the portfolio (such as labour rights, land rights, gender-based violence and local democracy) are not strategically addressed in a coherent and coordinated manner. Possible synergies with between actors and programmes are not sufficiently explored.
- The Diakonia Cambodia office is not sufficiently proactive its strategic dialogue with partners, the embassy and other Swedish initiatives in Cambodia on issues

⁴¹ Inputs to Diakonia on possible improvements in the ToC are found in Annex 1

related to risk management, security, mitigation and adaptation measures in the emerging political context.

It should be acknowledged that there is a difference in expectations on results monitoring between Diakonia and the embassy. While Diakonia's monitoring has mainly focused on civil society capacity enhancement (awareness-empowerment-organising-and action for change) as expected under the Sida CSO strategy, the embassy has been more interested in results related to thematic issues. Diakonia has not sufficiently considered these different expectations in its monitoring and reporting.

4.2 RECOMMENDATIONS TO DIAKONIA

4.2.1 Recommendations regarding Diakonia's role and capacity

1. Clarify the roles and responsibilities of various levels of Diakonia (country, regional and HQ) in relation to strategic dialogue, facilitation of networking, method development and security management in Cambodia. Especially, reflect on how to balance the dual roles of being both an international human rights advocacy organisation and an intermediary of Swedish development assistance in a country with closing space for civil society and increasing human rights violations.
2. Strengthen the capacity of the Diakonia country office to engage more proactively in the strategic dialogue with the Swedish embassy and with other international actors (e.g. UN, EU, and international NGOs) supporting human rights and democratic development in Cambodia. This includes support local staff to understand more about Swedish culture and politics as well as Swedish government and CSO initiatives in Cambodia, helping them prepare for a more effective dialogue.
3. Consider having a Swedish advisor in the Cambodia office to be the official face of the organisation (to reduce risk of local staff) and to ensure a more proactive engagement in facilitation of synergies between Diakonia and other Swedish CSO and Swedish government initiatives in Cambodia. This is especially important in a situation of closing space for civil society and the need for a coordinated approach, where different actors can take on different roles.
4. Strengthen the capacity of the Diakonia country office and/or the regional and HQ backstopping, to ensure a more systematic monitoring of developments in various thematic areas, identifying possible synergies, and facilitating networking and coordination between partners and with other relevant initiatives in communities and nationally (including other Swedish funded programmes).
5. Strengthen the capacity of the Diakonia country office and/or the regional and HQ backstopping to ensure more pro-activeness and engagement with partners (and other likeminded donors) in strategizing, method development, and moral

support and security measures in the evolving context⁴². As part of joint strategizing, Diakonia and partners need to discuss and agree on how best address the current staff turn-over (and second line back up) and how to relate to the emerging GONGOs.

6. Cooperate with co-donors to broaden the group of partners considered for regional and international exchange opportunities and widen the range of thematic areas covered.
7. Consider the possibility to engage in joint proposal writing with partners to e.g. UN and EU calls for proposals.
8. Be careful to not confuse pro-activeness with a donor-driven agenda. Keep the back seat driving role but be more proactive in the technical and moral support.

4.2.2 Recommendations regarding the HRDEM programme

9. Continue to provide core funding, financial management capacity support and flexible emergency funding opportunities.
10. Evaluate the partnerships within each thematic cluster and consider consolidation of the portfolio. Possible focus areas could be: Labour rights, land rights, community participation, and gender equality/gender-based violence. Such consolidation would enable Diakonia to sharpen its thematic backstopping in areas that will remain highly relevant to people living in poverty in Cambodia and could be pursued even if the political climate worsens. Diakonia could also consider enhancing its focus within these thematic areas on women farmers and youth.
11. Develop a Theory of Change for the Cambodia programme and revise the results framework to match this ToC. This includes to a) better capture the specific inputs needed from Diakonia; b) separate the expected outcomes related to partner capacities (bridging outcomes) and; c) include milestones related to expected achievements in the various thematic areas. An outcome mapping methodology⁴³ could be considered, where milestones related to changes in behaviours, policies and practices of the targeted boundary partners (rights holders and duty bearers) are monitored.
12. Encourage and support partners to link up with CSOs working on development issues in communities and especially with the social accountability programme (ISAF). Facilitate and suggest synergies between CSOs.
13. Support partners to professionally evaluate their communication approaches and channels, (e.g. how well they are tailored to the intended target groups) and to

⁴² The recent workshop with eight partners (May 2018) is in line with this recommendation, if being part of a systematic approach from Diakonia (and not ad hoc).

⁴³ https://www.betterevaluation.org/en/plan/approach/outcome_mapping

develop new innovative and safe methods. Areas of improvement specifically mentioned by respondents were a) facilitation skills and tools on various issues to help staff and volunteers to attract attention from communities, (e.g. video clips, drama, community radio, social media b) easy to understand information about the law (e.g. on domestic violence, on land rights, on education and health rights) to ensure accuracy of information.

14. Focus more on capacity support to partners in the areas of gender analysis/gender mainstreaming and methods for internal learning and adaptation.
15. Allow small sub granting (stipends) to community groups and activists, with simplified accounting procedures (such as photo proof of activities taking place) and increase risk acceptance for these stipends. (Subject to Sida/embassy approval).

4.2.3 Specific recommendations in relation to the closing space

While Diakonia has an elaborated security plan, not all partners have benefited from Diakonia support in this area. Some partners still have poor security. To enhance capacity and communication in the present context and reduce risks pertaining to local staff and partners, Diakonia should consider

16. Establishing a closer cooperation with Civil Rights Defenders (and other similar agencies) to support partners and the Cambodia office to develop security;
17. Supporting partners (and its own staff) to learn about mitigation and adaptation measures taken elsewhere;
18. Preparing a concrete plan for if/how to continue supporting partners who are at risk of being closed down or have leaders who are forced to work from exile or prison. Presently, five partners are on such “risk list”. Diakonia also needs to have a concrete plan for staff and partners in the event of the Cambodia office being closed down.

4.3 RECOMMENDATIONS TO SIDA

The team further recommends that the embassy considers:

1. Increasing efforts to explore synergies and facilitate networking, cooperation and joint strategizing of Swedish actors in Cambodia that are working with funding from various Sida appropriations. This includes cooperation between the diplomacy and the development sections of the embassy;
2. Accepting more risk taking than normally granted under the Sida regulations and allowing Diakonia to use a small part of the grant be set aside for flexible use, innovation, stipends or sub-granting (where funds do not need to be repaid even if the accounting is not fully meeting required standards);
3. Increasing dialogue with other Swedish actors working in Cambodia to develop a joint approach to the contextual challenges of closing space for civil society and increased violations of human rights standards and principles (see more below on

closing civic space). Base this dialogue on existing knowledge and lessons learnt from other country contexts⁴⁴;

4. Keeping closely updated with contextual developments and opening embassy spaces for meetings of human rights defenders.
5. Clarify the embassy expectations on Diakonia and especially the country office as a basis for improved communication.

⁴⁴ <http://www.icnl.org/news/2018/7%20May.html> and <https://carnegieendowment.org/search/?qry=Saskia+Breckenmacher+and+Thomas+Carothers%2C+The+Legitimacy+Landscape%3B¢er=>

Annex 1 Diakonia's Results Framework

A. DEMOCRACY – ACTORS WORKING FOR DEMOCRACY HAVE BEEN STRENGTHENED IN THEIR INTERACTION WITH AUTHORITIES AND THE PUBLIC	
Indicator A.1 By 2019, rights holders have increased their knowledge and awareness of democracy	Selected Results
A 1.1. Each year, rights holders (including voters, youth, women and marginalized people) have increased knowledge and understanding of democracy and election processes compared to 2016.	<p>There has been an increase in youth participation in politics through social media and citizen journalism. 166,088 followers interacted with COMFREL's Facebook page in 2017 (18% female). Animation video spots were produced to educate the public about the electoral process had 4,709,246 views.</p> <p>Since 2012, over 200 citizen journalists have been trained to report (in 2017 28 were trained), to report on various issues of importance to their communities.</p> <p>At least 60 % of Cambodia's total population of 15 million people had access to radio programs produced by Diakonia partners and were able to hear coverage of different election-related topics.</p> <p>Public politics forums were organised in communities by many Diakonia partners to explain the voting process. Participants reached are now aware they have the right to vote for their preferred leader without any fear. Most women in the targeted communities understand their rights clearly; for example, if they prefer voting for women, they have right to vote for party that put women at the top of candidate lists.</p>
A.1.2. Each year, rights holders increased their knowledge and understanding of community good practices in community networking and community ownership of local good governance.	<p>Communities targeted by partners (through radio, public forums and trainings) now understand the necessity of commune development plans and have increased understanding on their roles and rights in participating in the commune budget process.</p> <p>They have raised a range of issues and made recommendations for their improvement, including proposed action plans on various issues such as</p> <ul style="list-style-type: none"> - Land grabbing, clearing of land, fishery issues, illegal logging, and natural resources encroachment by people outside the community; - Security and safety concerns - Gambling

	<ul style="list-style-type: none"> - Domestic violence; and - Drug usage among young people - Water and sanitation <p>Community participants also recognized that having a clear allocation of budget for social issues such as girls' education, water and sanitation, violence against women and healthcare is very important and necessary at the commune level.</p> <p>Commune Councillors often took faster action to address issues of domestic violence, gambling, security and safety, and drug use. Often, the other issues were noted and accepted but less action was taken. A few communes have introduced gender responsive budgets (after training by a Diakonia partner)</p>
A.1.3. The public have increased their knowledge and awareness on the transparency and accountability of parliamentarians and the Government's performance, election irregularities and women's participation in politics.	<p>During 2017, provincial NGO networks agreed to engage and build a stronger alliance to monitor the sub-national budgetary process in four provinces (with support from the Budget Working Group (BWG) and the Development Issue Forum (DIF)).</p> <p>As a result of the NGO-FBWG's request made in October 2016 to the Ministry of Economy and Finance, the draft Budget Law was released on the 27 of October 2017, with the executive summary available on its website. In 2017, the Open Budget Index score for Cambodia increased to 20 over 100, compared to only 8 over 100 in 2015.</p>
A.1.4 Increased open dialogue between right holders, duty bearers and stakeholders (such as law makers, journalists, political party representatives and CSOs representatives) on women's political empowerment and democratic governance has raised awareness.	<p>Due to political reasons, duty bearers who are invited to meetings, debates or round tables are increasingly declining to participate.</p> <ul style="list-style-type: none"> - Still most of the Diakonia partners have rather good working relations with district, commune and village level leadership. These relationships provide a window for dialogue between rights holders and people of power, within the limitations set by the ruling party and the LANGO. Naturally, cooperation is working more smoothly with less politically sensitive issues, such as domestic violence, gender equality and health/sanitation issues – as compared to land disputes and union claims. - In the communities visited, local government representatives agreed to meet the review team to provide feed-back on partner work - even responding to requests for meetings from partners such as ADHOC, which had its national management arrested or in exile. The message from local government was (as could be expected) that they also want to be part of social development and help reduce domestic violence. They want claims for change to be handled "peacefully" and they want to be included in the planning and strategizing done by CSOs so that they can better supplement each other. They feel that CSOs usually focus on the conditions in one or two communities only (sometimes many CSOs in the same community doing similar things), while the authorities must take responsibility for all communities in the district/province.

ANNEX 1 DIAKONIA'S RESULTS FRAMEWORK

Indicator A.2 By 2019, rights holders have been organized and empowered to challenge power structures that limit democracy	Selected results
A.2.1 HRDEM partners that have applied for NGO-GPP certification are consistently meeting NGO-GPP criteria and have received certification, including internal management policies and systems that promote internal democracy and good governance, making the organizations more sustainable and more HRDEM partners, based on a needs assessment, have internal management policies that promote internal democracy and practice good governance	Only one partner has successfully reapplied for the NGO Governance & Professional Practice (GPP) certificate in 2017, which was one of the indicators under result area A in the Diakonia results framework. Diakonia reports that most partners are facing management and leadership problems due to the fast-evolving political situation which requires them to focus more on re-strategizing and adapting to new compliance to NGO Law. Partners also have concerns over the registration process as it is lengthy and time consuming, providing limited benefits. It has become even more cumbersome after the recent upgrading of the GPP standards. Diakonia anticipates the slow-down and drop-out partner from the GPP certification, also because the certificate panel includes government representatives.
A.2.2 Existing CSOs are more strategic and coordinated while new and emerging CSOs are more visible.	<p>Due to the political context, some partners report on an increased solidarity and consolidation among the civil society networks, human rights defenders and citizens. Other partners report on divisions due to positions taken on the best way forward in relation to the government. Development NGOs tend to distance themselves from anything related to advocacy. Lack of coordination, competition for funding and fragmentation are still mentioned as major problems. Diakonia has not been seen to take a proactive role in this area.</p> <p>8 provincial CSO networks joined forces to learn how to design strategic advocacy projects, particularly on Natural Resource Management (NRM), Education and Public Financial Management.</p>
Indicator A.3 By 2019, targeted rights holders utilizing collective strength and advocacy , act to challenge power structures that limit democracy	Selected results
A.3.1 Increased meaningful and strategic engagement between civil society and duty bearers at the national level (particularly relating to issues of law reform, law implementation, transparency and accountability in local decision making and gender mainstreaming) has the result of strengthened networks of CSOs.	<p>- A number of Diakonia partners sit on National Technical Committees with the government (including some of the “accused” partners) to develop policy and practice together. The Ministry of Interior recently asked one of Diakonia’s partners to provide training on gender equality to the government (demonstrating the good relationship established), but this request did not materialise due to lack of funding for the idea – and perhaps also lack of capacity to respond to such comprehensive request. Other partners work on empowering communes and villages to participate in local planning and budgeting processes.</p> <p>18 of 29 priority recommendations from civil society organisations were endorsed by the National Election Commission.</p>

	<p>Based on input from Diakonia partners, the government approved the Declaration of Code and Ethics on Gender Reporting, co-signed by the Ministry of Information and Ministry of Women Affairs in 2017 through consultation and joint advocacy campaigns.</p> <p>In August 2017 eighteen (18) key statements from civil society organizations were submitted to Prime Minister Hun Sen on the "Protection and Conservation of Natural Resources". Eleven out of eighteen official requests were responded to by the Prime Minister. The remaining seven were directed to relevant Ministries.</p> <p>Due to the input from Diakonia partners, several local authorities have agreed to review land dispute issues. As a result, land title registration was provided to a number of poor communities in 2017 (e.g. Rohas commune). Still many cases remain without resolutions.</p> <p>Due to lobbying and advocacy of reporting projects such as Parliamentary Watch and Gender Watch, there are signs of increasing responsiveness of representatives. For example, an increase of constituency visits by members of the parliament: 1,756 field visits were conducted by members of NA in 2017, 741 from CPP and 1015 from CNRP. This figure showed an increase of the number of field visits compared to 2015, when there were 1,645 field visits.</p>
A.3.2 Rights holders and CSOs exercised their democratic rights in local and national decision-making processes, including the election processes in 2017 and 2018.	<p>The efforts to empower community members and supporting women leadership development, contributed to increased voter participation in the local elections in 2017 and to increased number of women being elected to local decision-making bodies (mainly in the opposition party which has now been banned). Countrywide, 80 percent of a total 7.8 million registered voters turned out to polling stations in June 2017 to vote in commune elections, a much higher rate than the 65 percent who turned out at the former commune elections in 2012.</p> <p>As a result of Diakonia partner efforts, there are now better NEC regulations, procedures, guidelines for voter registration, and codes of conduct for election stakeholders. The election process has been significantly improved and made more transparent than before in terms of voter registration and voter list management, candidate registration, polling and counting processes, and the announcement of electoral results. Both the ruling party and major opposition party accepted the official election results released by the NEC. However, the conduct of the election campaign and electoral dispute resolution need to be improved, and significant irregularities or issues occurred prior to the election which established conditions that detracted from free and fair elections. The preparations for the 2018 election are marked with irregularities.</p>
A.3.3 Public pressure on the government increased as of result of media exposure of rights abuses and the reduction of democratic space.	<p>The efforts of Diakonia partners have increased pressure to the extent that radio stations were closed down in late 2017. Before that 42 provincial radio stations had agreed to broadcast radio programs in the theme of human rights violations, freedom of expression, gender-based violence, election and other sensitive issues (VOD – Voice</p>

	of Democracy). Partners and citizen journalists are now turning to social media and buying airtime at commercial radio stations under the name “right to know”.
A.3.4. As a result of empowered female community leaders and community advocacy, the budget allocation to gender responsive issues by sub-national and national government and institutions has increased and budget information and expenditures are accessible to the public especially women.	Two Diakonia partners have specifically worked on these issues. Gender responsive budgets and the use of Commune budget allocations for women's and children's issues increased in Banteay Srei's and GADC's target areas in 2016 and 2017, but the work is still ongoing. Advocacy and submissions to the Ministry of Education, Youth and Sport (MoEYS), Ministry of Economic and Finance (MoEF), and National Assembly (NA) to increase national budget allocation for education led to an increase of the education budget from 12.3% in 2017 to 14.7% in 2018. Though the amount of the budget increased, it did not reach the recommended target of 20%.
B. GENDER EQUALITY – A POSITIVE TREND IN GUARANTEEING GENDER EQUALITY IN SOCIETY; IN INITIATIVES, IN PARTICIPATION, IN DECISION-MAKING FORUMS AND IN DISTRIBUTION OF OPPORTUNITIES	
Indicator B.1 By 2019, rights holders have increased their knowledge and awareness of gender equality	Selected results
B 1.1. Each year, public awareness of gender equality, discrimination against women and VAW increased as a result of publications, media and public events.	Research reports were developed and presented and a number radio programmes on the issue were aired by Diakonia partners. The issue of gender-based violence was included in village development plans in targeted areas, since local authorities paid more attention on addressing the issue. All communities visited by the review team, raised domestic violence as one of the main problems in their areas (both men and women).
B. 1.2 Training and on-going coaching by GADC has improved the gender perspective in program and organizational structures of HRDEM partners.	Training has been carried out for HRDEM partners, but still only four out of twelve partners have good understanding and implementation of gender mainstreaming. Diakonia has developed a toolbox in support of this training and GADC has performed the training, but gender norms are very traditional and hard to influence. Also, GADC communication methods may need revision. Trainings on gender mainstreaming, advocacy and lobbying has also been carried out for CSO networks, and there has been engagement by some Diakonia partners to support of the coordination role between CSO networks and Women and Children Consultative Committees (WCCC) in communes. This is still work in progress.
B.1.3. Commune level public forums conducted with participants from local authorities and the communities raised the voice of rights holders about issues such as do-	Diakonia partners have worked to empower Consultative Committees on Women and Children (CCWC) at the commune level (in targeted areas), and Women and Children's Consultative Committee (WCCC) at some district and provincial levels. This has led to the development of action plans to address issues raised in these meetings. Some of the issues have already been attended to by the targeted commune authorities such as election registration of

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mestic violence and equal and fair access to public services for women and children, election processes, and there is evidence local authorities are responsive to demands.	female industrial workers and the prevention of female students from dropping out of school. Women's Development Centres were also established in selected communes. The review found that local authorities would have wished Diakonia partners to take a more holistic and coordinated approach to addressing the issue of domestic violence in a district, not only targeting selected communes and villages with awareness raising and legal and psychosocial support.
B.1.4. Awareness raising and capacity building of women and men (includes: youth, perpetrators and religious leaders) has changed behaviours that institutionalize gender and cultural norms that restrict women's full socio-cultural and political participation and access to opportunities.	Five out of twelve Diakonia partners have explicitly worked on gender-based violence, through engagement of men's groups, legal aid, psychosocial support to women, awareness raising campaigns etc. A joint declaration on Code of Conduct for gender-based reporting and violence against women was co-signed by Ministry of Information and Ministry of Women Affairs in June 2017. The review found that the villages/communes (targeted by Diakonia partners) reported reduced levels of domestic violence, especially in communes where male role models also engaged in the issue.
Indicator B.2 By 2019, rights holders have been organized and empowered to challenge power structures that limit gender equality	Selected results
B.2.1 Each year, women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic, and public life has been advanced.	As a result of Diakonia partner programmes, female workers were better able to raise their voice to duty bearers and stakeholders and participate for change. Activities to assist the organizing of independent unions and networks (specifically CATU and CFAT) increased their membership bases by 9,500 members during the project. These unions went on to push for policy changes, specifically a garment sector minimum wage increase of 11% from US\$153/month to US\$170/month. A case research was conducted by GADC to investigate the challenges and opportunities that women face at the sub-national level when they try to secure and raise funds on their pathway to leadership. This now serves as a basis for planning future support to women leadership. One partner noted that male local authorities and male political leaders that have undergone their training have recognized the important role of women's participation in leadership and decision-making process and opened spaces for women.
B.2.2 By 2017 (commune election), 2018 (national election), and 2019 (district and provincial council election),	There was an increase in the number of candidates and elected women in the Commune Council Election in areas targeted by Diakonia partners. For example, in the three targeted districts that GADC worked intensively on, 38

there is an increase in woman candidates in those elections.	<p>women out of 90 women candidates were elected. This equals to 42.22%, compared to only 13.31% in the last election in 2012.</p> <p>However, on the national level, there was a decrease of women councillors of 16.76% equivalent to 1940 councillors compared to 2012 when there were 17.78% female councillors, equal to 2038. While the number of youth increased to 7.44% (862 councillors) compared to 2012, only 1.43% (163 councillors). However, the number of female commune chiefs increased to 7.77% (128 people) compared to 2012, only 5.81% (95 people).</p>
B.2.3 During 2017-2019, the capacity of Gender Networks at the community level builds providing education to the community about: GBV and laws related to GBV, gender and positive social norms, women's rights including rights of women with disabilities, sexual and reproductive health rights, sexual orientations and services available for women who experience violence.	<p>The Diakonia reporting on this indicator is vague and includes mainly a list of activities and outputs, such as:</p> <ul style="list-style-type: none"> - 38 Community Accountability Facilitators (CAF) (21 women) from four provinces strengthened their knowledge on gender perspectives and facilitation skills; - Commune Women Core Groups from 48 communes in three districts were trained to understand gender concepts, gender analysis, gender inequality, commune budget processing, Gender Responsive Budgeting (GRB) concept, and citizens' roles in budget monitoring process at the commune level, particularly on public budget on health, education; - 54 male commune counsellors trained in feminism and positive masculinity. <p>The team did not note any particular focus on women with disabilities of LGBTI persons at community levels, although these groups are often more vulnerable to GBV.</p>
B.2.4 Survivors of GBV have access to legal and support services improving their chances of achieving justice and a life free of GBV. Throughout 2017-2019, training of local authority focal points has built the capacity of local authorities resulting in active responses to DV cases.	<p>In 2017, Diakonia partners offered legal support to around 500 victims and provided counselling and protection services to a similar number.</p> <p>In some targeted communes, councillors and local authorities have agreed to provide a house for temporary stay for victims of gender-based violence (safe house).</p> <p>Authorities complain that CSOs only carry out short terms projects and that coverage of these projects is often minimal (only a few villages or communes). Also efforts are not coordinated with some villages being over serviced and others under serviced. A clear model for partnership (CSO/government) solutions on GBV is still missing.</p>
B.2.5 Women are empowered and confident to report cases of VAW to authorities or support groups.	<p>Whilst the justice system in Cambodia remains very weak, there is greater awareness amongst women of the law and their rights. They have also become more confident to tell police and prosecutors that they want perpetrators to be punished even though they have received compensation. Gender based violence is mentioned as a priority by both men and women met in communities during the review.</p>

Indicator B.3 By 2019, targeted rights holders utilizing collective strength and advocacy , act to challenge power structures that limit gender equality	Selected results
<p>B.3.1 Over the period of the programme, Gender Networks are increasingly active (including participating in the CEDAW shadow report and monitoring) and successfully advocating on issues such as domestic violence, women's empowerment and leadership opportunities, access to services, land issues, law reform and implementation and access to justice to influence changes in policies and practices based on experiences of women at the community level.</p>	<p>The review did not manage to identify a "Gender Network", but met with two Diakonia partners that work particularly on gender issues (as separate organisations). According to their reports they achieved the following:</p> <p>203 people (140 females) including network members, staff members from both local and international NGOs, journalists, government officers, university students, women and men core-groups from the provinces, youth networks, religious representatives participated in a campaign in Phnom Penh with the theme of "Solidarity Against Exploitation of Women".</p> <p>An educational video produced by the International Women's Rights Action Watch Asia Pacific (IWRAP Asia Pacific), called "a simple guide to CEDAW and SDGs" was translated to Khmer and disseminated to relevant stakeholders.</p> <p>During the reporting period, 28 sessions (17 live and 11 re-broadcast) of 'Women Can Do it' radio program were hosted on FM 105 and 47 (36% female) speakers facilitated.</p> <p>The annual report on Political Gender Watch, titled 'Women Parliamentarians and Women Observation of the Fourth Mandate Commune Council Electoral Registration 2016', was produced and launched to present its findings.</p> <p>Moreover, there were 112 female long-term observers deployed for monitoring in 12 districts, 57 communes within five provinces.</p>
<p>B.3.2 Men exhibit behavioural and attitudinal change toward gender roles, gender power and violence as a result of increased male participation in public campaigns, the Men's Perspective Network and social media.</p>	<p>The Cambodian Men's Network (CMN) (coordinated by GADC) established in the previous programme period continues to conduct men's dialogues at all levels to "promoting gender equality and human rights" in selected areas targeted by Diakonia partners.</p> <p>Masculinity Training for Male Agents of Change were undertaken: two trainings of trainers (ToT) courses were provided to 50 male agents of change who were male government officials (village chiefs, commune councillors, police officers, and district officers) and village core men groups (CMGs) from three provinces.</p> <p>The review team noted that in some villages visited, men had indeed taken on an active role to challenge male norms and they had influenced male behaviours. This was often the case when older men and/or men with higher status had joined the group.</p>

B.3.3 Female community leaders and members work together in solidarity against violence and discrimination including raising awareness of women's and children's rights, talking openly about "at-risk" situations (such as trafficking) and building women's networks at the community level to protect rights.	<p>GADC supported 43 meetings of the Consultative Committee on Women and Children (CCWC) at commune level, and Women and Children Consultative Committee (WCCC) at district and provincial levels. As a result, action plans are now underway at all three levels.</p> <p>ADHOC organized community sensitization sessions, Public Forums and trainings on safe migration. More than half of the participants were women. These events resulted in hundreds of complaint cases being filed, including those who had family members requiring assistance abroad as a result of human trafficking or migrant abuse.</p> <p>BS advocacy work resulted in creation of safe houses in selected villages.</p>
B.3.4 Women are filling more roles in local and national level leadership positions and have become political representatives after the elections in 2017, 2018 and 2019 measured against the 2014 baseline.	<p>Following the 2017 election, there was a slight decrease of female commune councillors of 16.76% - equivalent to 1940 councillors compared to 2012 when there were 17.78% female councillors, equal to a total of 2038. However, the number of female commune chiefs increased to 7.77% (128 people) compared to 2012, only 5.81% (95 people). In the communes and villages targeted by Diakonia partner trainings on gender equality, there was a much higher increase of female leaders, some councils even reaching 35-45 % women.</p>
B.3.5 Strengthened and mobilized women survivors of violence become activist for claiming women and girl's rights to live free from violence.	<p>One Diakonia partner (BS) reports that 20% of the 120 women who have stayed in their safe house are now actively working for the creation of community shelters to support women and girl survivors of violence.</p>
C. HUMAN RIGHTS – INCREASED RESPECT FOR HUMAN RIGHTS ENABLE A SECURE AND SAFE ENVIRONMENT FOR INDIVIDUAL PARTICIPATION IN DEMOCRATIC PROCESSES IN FAMILY, WORK AND COMMUNITY	
Indicator C.1 By 2019, rights holders have increased their knowledge and awareness of human rights	Selected results
C.1.1 New and alternative forms of media, such as social media, and existing media have built a regular following of the targeted population and have reported human rights, land grabbing and labour rights abuses resulting in increased pressure directed at government authorities by stakeholders and increased awareness amongst the target population.	<p>The use of traditional media (mainly radio), is gradually being exchanged for Facebook/Facebook live, YouTube, Web-site postings and chats, citizen journalism (using smart phones and SMS). IVR (Interactive Voice Response) plays a crucial role for public who is unable to access Internet, where they can call in. Twitter is not yet a popular networking site in Cambodia.</p> <p>During 2017 Diakonia partners managed to reach an audience of over to 1.5 million listeners. Voice of Democracy's Audience Survey of 2017 showed that among 321 respondents, 296 (or equal to 92.21 percent) said they consumed political news, while 181 respondents (56.39 percent) read human rights topics. The most active partners on new social media were LICHADO, CENTRAL, CCIM, CCFC, NGO Forum and BCV.</p>

	ADHOC organised community internet café meetings which provided a space for community members to become familiar with the internet, read the news, and discuss the content of the posts to be shared. In total, 163 communities held community internet café meetings.
C.1.2. Monitoring and documentation of human rights conditions, raised the voice of the vulnerable rights holders and increased awareness of abuses amongst the target group.	<p>Five partners worked on monitoring of human rights violations, in prisons, in work places and in communities (Land rights) and produced and published more than 50 reports in 2017. These reports were used as a basis for action by international agencies, CSOs, private companies and individuals.</p> <p>Both LICHADO and ADHOC took on litigation cases. In 55% of these cases, the perpetrators were brought to justice. 80% of these cases received a fair trial. Communities that were assisted by ADHOC reported an increased feeling of confidence solidarity and capacity to advocate for their rights. As a result, 95% of communities were able to collectively react against land and natural resource rights encroachment, and 25% were successful in achieving resolution.</p> <p>Many are increasingly taking to social media, particularly Facebook, to share information, grievances and advocate for their rights.</p>
C.1.3 Trained formal, informal and migrant workers learn to assert their labour rights, understand labour laws and other relevant laws and improve negotiation, arbitration and dispute settling skills.	<p>ADHOC facilitated Provincial Network meetings, Public Forums, and conducted training courses on safe migration. ADHOC also assisted 36 migrants that were survivors of trafficking. 56% of them successfully reintegrated into their communities. As a result of increased awareness, some Cambodian embassies in destination countries are also increasingly willing to cooperate with civil society organisations to support survivors of abuse.</p> <p>CENTRAL provided capacity building and networking to a total of 13,500 Cambodian workers in Thailand on their rights. As ADHOC, CENTRAL also arranged village forums for potential migrant workers, reaching around 3100 participants.</p> <p>There is no follow up or reporting on the effects of these trainings.</p>
Indicator C.2 By 2019, rights holders have been organized and empowered to challenge power structures that limit respect for human rights	Selected results
C.2.1 Human rights, labour rights and land grabbing abuses have been investigated and victims/ community activists supported with medical care, psychosocial support and access to legal representation resulting in improved opportunities for justice and health.	As a result of Diakonia partner's interventions and international pressure, the four staff members of ADHOC, plus the former ADHOC staff and Deputy Secretary General of the National Election Committee (NEC) Ny Chakrya - The five Amnesty International (AI) Prisoners of Conscience were finally released on 29 June 2017 after being held for 427 days in overcrowded, unsanitary conditions, on trumped up charges in a politically motivated case linked to

	<p>the CNRP leader Kem Sokha. LICADHO Social Work Office provided vital support to the families of the imprisoned human rights defenders, several of whom have small children.</p> <p>In 2017, LICADHO's medical staff had access to 12 prisons which they visited on 309 occasions, providing 10,753 consultations. This included 471 prison officers and 39 children under 13 who were in prison with their mothers. As well as providing services in prisons, LICADHO medical staff treated 734 victims of land grabbing, including 140 children in relocation sites.</p> <p>CENTRAL lawyers provided successful legal defence to 11 union leaders, striking workers and HRDs, who received legal defence support. 100% of these workers avoided pre-trial detention or receiving minimal punishment. 78% of 770 cases were eventually successfully resolved which resulted in the reinstatement of 1,400 illegally terminated union leaders / members and compensation payments of US\$50,000.</p> <p>CENTRAL rescued and repatriated 110 victims of trafficking from different countries such as China, Thailand, Malaysia, Indonesia, Japan, Korea and Saudi Arabia.</p>
C.2.2 Targeted rights holders (such as urban and rural poor, indigenous people), empowered through capacity building to demand a fair, transparent and participatory processes with the government, have stopped forced evictions, ensured tenure security, and secured just compensation for people who have agreed to be relocated	<p>EC organized meetings with villagers affected by Vietnam Rubber Group (VRG) in 7 indigenous villages and conducted initial scoping visits and revisits to these villages to assess the degree that the communities were affected by the VRG concession. Community representatives have now discussed in detail how to quantify their losses- for example how to calculate the income lost from not being able to grow rice since their land was grabbed. They are preparing for action.</p> <p>ADHOC supported communities to organise and bring their cases to court. In 2017, land was either returned to the communities involved and/or they were provided with fair compensation in 89 cases supported by ADHOC.</p> <p>NGO Forum's Development Issue Programme serves as a network secretariat to provide a platform for the coordination of meetings, conferences and consultation workshops among two thematic networks, the Land and Housing Rights Network (LAHRIN) and the Indigenous People and Forestry Network (IPFN), as well as with and among representatives of the affected community people. Following citizen consultation, in August 2017, the Ministry issued a guideline on the process and procedure of land dispute cases relating to Economic Land Concessions (ELC) of Sugar Cane Investment Companies.</p> <p>BCV worked to empower 651 Focal Point Persons (260 women) and 2706 participants (1973 women) from seven villages through outreach activities and workshops. This increased their confidence in communicating with local authorities and allowed them to express their concerns openly to their District governor and local Commune Councillors. 600 hectares of disputed land have since been withdrawn from the land concessions and returned to one village. It is a small start.</p>

<p>C.2.3 Human Rights Day celebrations, World Habitat Day, World day of Social Justice, Labour Day, Women's Day, International Indigenous Peoples Day, and International etc. mobilized and politicized target communities.</p>	<p>It is not clear to the review team how this indicator would contribute to the expected outcome. However, partners report the following celebrations:</p> <ul style="list-style-type: none"> - On 10 December, more than 1,800 community members, human rights defenders, farmers, land and environmental activists celebrated International Human Rights Day at 14 events in eight provinces. Some communities were fearful of holding events when they sought but did not obtain local authority consent. At least two communities were prevented from gathering due to warnings from authorities and in one case a march was prohibited. - CCFC organized International Human Rights Day under the theme of "We Need Human Rights, Justice, Democracy and Social Protection for Cambodian Farmers." There were 1,106 participants participating the event and 60% out of them were female. The topics shared and discussed during the day included human rights situation, social justice, democracy, the sharing of National Policy on Social Protection (2016-2025). Also, CCFC was co-organiser of an International women Day in Phnom Penh and in four provinces under the theme of "Promoting the participation of women in local development." 1,984 participants including 1,410 females, participated in the event. The day was organized to strengthen relationships between communities and local authorities and encourage women's participation in local community development. Furthermore, CCFC was co-organiser organizations to the celebrations of the International Labour Day under the theme: "Rights, High Standards, and Decent Living." The march was joined by more than 2,000 participants (1,200 females) to express concerns, worries and they requested the government leaders and the National Assembly members to help resolving 19 points of needs/issues - BS has arranged campaigns on the "Leave No One Behind Violence" and "End Violence against Women and Girls". The delivery of messages suggested that all men should stop committing violence against women and girl. The campaigns engaged around 100 people in two provinces. <p>Some partners (e.g. ADHOC and STT) reported that they were not able to directly organize an event to mark International Human Rights Day at the national level as planned due to a restrictive environment.</p>
<p>C.2.4 Workers can articulate their demands and take action collectively, on issues such as ratifying ILO conventions and demanding better conditions, social protections and accessing the National Social Security Fund (NSSF)</p>	<p>In general, there was no progress as the Cambodia's 2015 Trade Union Law continues to have negative impact on the right to strike, collective bargaining, forming and registering unions.</p> <p>However, almost all workers working in more than 20 factories (which CENTRAL have been working with), received benefits from the National Social Security Fund (NSSF) as employers have paid \$2 for one worker per month to cover for work accidents.</p>
<p>C.2.5 Each year, the farmer's network capacity has been strengthened, more committees established in each community and they are able to demand land tenure,</p>	<p>CCFC reports that they have strengthened the function and internal management of Provincial Network in three provinces. The provincial network's management and structure improved, and they were able to mobilize their</p>

fair compensation and favourable legal provisions for farmers.	members to advocate with local authority and relevant ministries in Phnom Penh on their land issues. The provincial network committees have actively collaborated each other and they also interacted local and national authorities, and other partner organizations (CSOs) to share information and find common solutions.
C.2.6 Targeted human rights activists and defenders are supported and empowered to advocate for human rights	<p>This indicator overlaps with the results mentioned above under C.2.1. In addition, it can be added that the international advocacy which contributed to the release of the five ADHOC and NEC staffers included a successful submission to the UN's Working Group on Arbitrary Detention in 2016. The body ruled that their detention was not only arbitrary and based on grave fair trial rights violations but that they were targeted for their status as human rights defenders</p> <p>In October 2017, as the numbers of opposition members and civil society activists brought before the courts continued to grow, the advocacy tool called Court Watch was expanded into an online service monitoring court hearing and the resulting rise in detainees. Furthermore, some partners developed risk management/contingency plans and attended digital and personal security training.</p>
C.2.7 At-risk communities have the capacity to assert and claim their rights to land and against land grabbing.	<p>Six Diakonia partners provide examples of at-risk communities that have taken action to address their situation in 2017. They also report that communities are increasingly independently reacting to land rights abuses, often with minimal support from NGOs. Many are increasingly taking to social media, particularly Facebook, to share information, grievances, and advocate for their rights. The following examples were mentioned where communities have taken action in 2017:</p> <ul style="list-style-type: none"> - About 120 people from Chi Khor Krom community in Koh Kong province travelled to Phnom Penh to submit a petition to the Ministry of Land Management Urban Planning and Construction demanding proper compensation for a land grab dating back to 2006. The group protested outside the ministry for a month, until they were prevented by para-police from submitting further petitions. - After a long struggle, in December 2017, Stung Treng Provincial Authority agreed to allow the remaining affected families in Srekor commune to establish a new village on their community forest and ancestral lands near their old settlement. - Community representatives in Kampong Speu gained a stronger understanding regarding legal rights and they have improved their ability to organize the meetings by themselves in their own villages. As a result, they are more united and supportive of each other in their campaigns to protect their land rights. - The community representatives in Oddar Meanchey became more confident to organize meetings or training in their village. - The indigenous community representatives in Ratanakriri now have had the ability to take the lead and organize meetings at the ground by themselves.

	<ul style="list-style-type: none"> - Members of multi-province Prey Lang network became capable of negotiating with stakeholders to try to protect and stop illegal logging in their communities. - Communities in Rattanakiri and Mondulakiri and other stakeholders in BCV target areas work collectively through their networks to protect their collective forest. 7 communities increased their capacity and made work plans for advocacy on land issues and illegal logging. They are now communicating with the authorities.
Indicator C.3 By 2019, targeted rights holders utilizing collective strength and advocacy , act to challenge power structures that limit respect for human rights.	Selected results
C.3.1 Duty bearers and policy makers are held to account on indigenous land rights issues, labour law implementation and reform, justice and accountability through effective lobbying and advocacy at the policy level.	NGO Forum's Environment Programme organized three regional and two national consultation workshops on the 2012 draft Law on Agricultural Land Management, leading to submissions to the government. After receiving their submissions, the Prime Minister intervened by halting the law-drafting process. The Ministry of Agriculture, Forestry and Fisher therefore officially announced the suspension of the review of the draft law on 8 Nov. 2017.
C.3.2 National advocacy undertaken on human rights cases (such as the arrest of rights activists, the minimum wage demands of the garment factory workers and the adoption of ILO conventions) have received support from the national and international community resulting in successful campaigns and claims.	<p>The Sugar Justice Network has mobilised communities affected by the sugar companies land grabbing. They have managed to receive support from Australia and from the EU, based on petitions submitted. According to partner reports (EC), the EU, who has subsequently undertaken supporting actions such as leaving open the option of reviewing Cambodia's suitability for continuing to benefit from the Everything but Arms agreement. On 15 December 2017, the EU Parliament passed a resolution calling for the European Commission and European External Action Service to review human rights clauses of the EBA agreement for a potential temporary suspension.</p> <p>With support from the international community and following Labour Advisory Council (LAC) negotiations, the council ultimately settled on a new minimum wage of US \$170 per month, up from US \$153 per month. The new wage of US\$170 per month came into effect on the 1st of January 2018. Other negotiated benefits such as: Attendance bonus \$10, travel \$7 and seniority bonus (depending on the seniority of the worker). Depending on experience for 2018 a worker is likely to receive a wage around 170\$-185\$ for an 8 hour-work day.</p> <p>The UN High Commissioner for Human Rights and the Special rapporteurs for Cambodia has supported human rights activists and defended freedom of expression through strong statements. These are based on information from Diakonia partners. Amnesty international has supported the detained ADHOC staff.</p>
C.3.3 Targeted land activists have taken collective action and been successful in advocating for their land with the government so that land concessions to corporations have been withdrawn and the land has been returned to	<p>This indicator is overlapping with indicator C.2.7. While problems with land disputes are many (even leading to the arrest of 6 land or natural resource rights activists in 2017) there are also some success stories:</p> <ul style="list-style-type: none"> - 137 families in Takeo province who were at risk of losing 100 hectares of farmland, which has been under dispute with a local company were assisted to draft a detailed petition to provincial authorities. In August

community members or access granted to community members	<p>2017, the provincial governor visited the families, after which the company returned the land to the farmers. While the case remains open, it is a good example of how petitioning authorities at a politically opportune time can lead to positive outcomes.</p> <ul style="list-style-type: none"> - Land communities of Tbong Khmum, Svay Rieng and Sihanouk provinces (26 communities affecting 1,272 families) have jointly filed a petition to the National Assembly, Ministry of Land Management, Urban Planning and Construction, Ministry of Agriculture, Forestry and Fisheries and Council of Ministers, twice. Additionally, they have submitted a request for land dispute resolution for 5 times to provincial halls. As a result, the above authorities were instructed to visit the communities to try to resolve the issue. - 51 Potential Community Forestry areas have been recognized while 19 Community Protected Areas (9 in Ratanakiri, 7 in Mondulakiri, 2 in Kratie, 1 in Stung Treng province) were approved by the by the Ministry of Environment. - In response to a joint statement from Civil Society Groups, which was endorsed by 105 NGOs network members and submitted to the Ministry of Environment, the government announced its commitment to provide financial support to forestry communities with a grant of 400,000.00 Riels (about USD 100.00) per year in order to assist natural resource conservation and protection.
C.3.4 Targeted rights holders collectively exercise fundamental freedoms such as participating in peaceful demonstrations for respecting human rights, freedom of assembly, and freedom of expression.	At the national level, peaceful demonstrations related to “sensitive” human rights issues were not feasible or permitted. As a result, far fewer demonstrations took place, particularly at the national level during 2017. All independent newspapers and radio channels were closed down. At local level, many meetings and campaigns organised by partners were however still ongoing.
C.3.5 The farmers networks acts collectively to successfully demand improvements in land issues with district, provincial and national authorities.	There is no evidence of such collective action in reporting.

Annex 2 Evaluation Matrix

Questions raised in ToR	Indicators	Methods	Sources	Conclusions
Relevance				
Is Diakonia working with the most relevant partners in order to achieve the intended objectives in an effective manner?	<p>Perceived level of influence of partners at national and local levels.</p> <p>Perceived level of influence of other potential partners.</p>	<p>Interviews with key informants.</p> <p>Desk review.</p>	<p>Diakonia and other national and international human rights organisations, UN agencies, NGO coalition. We do not plan to interview the Government.</p>	<p>Yes, the partners are among the most relevant CSOs in terms of their capacity to gain trust, reach out locally and achieve the intended objectives.</p> <p>A. The portfolio could however benefit from consolidation (some partners duplicating), from adding a youth perspective and engaging with the farmers movement.</p>

To what extent have Diakonia and its local NGO partners adapted/adjusted their programme and activities to reflect changes in the context and target group?	Evidence of strategic deliberations in Diakonia and partner organisations nationally and locally Evidence of actual changes in methods, approaches and partnerships. Share of funding going to grassroots member-based organisations Perceptions of external observers.	Interviews with key informants Desk re-view of Diakonia and partner reports 2014-date.	Diakonia, partners and other national and international human rights organisations, UN agencies Solidarity House.	Some partners have acted to improve security and sent staff on security training by Civil Rights Defenders (and others). Some partners have prepared for a possible order by the authorities to close. Two partners are preparing their legal defence. However, most partners have just adapted by being less vocal and visible. They comply with new regulations (LANGO) and send their work plans to the local authorities for approval. Village level facilitators continue to take on a role as “peace makers” and use dialogue as a method to engage authorities and refrain from big gatherings. Most partners are unsure if they can arrange meetings, regardless of topics.
Is the HRDEM programme corresponding to actual needs in the society (and target groups)?	Coherence between needs expressed by marginalised men, women, girls and boys and the Diakonia programme activities.	Desk re-view of needs assessments carried out by Diakonia, partners and other organisations and agencies in Cambodia mapping the human rights and	Available needs assessments carried out at the grass-root level from 2014 and onwards (by Diakonia partners and other organisations and agencies).	Yes, the programme is relevant to the context and the human rights and democracy issues facing men and women living in poverty. These are: closing space for civil society, land grabbing, poor labour rights, gender inequalities, domestic violence, migration of the work force to neighbouring countries (leaving the elderly and children at home) and lack of water and sanitation. The programme could be more relevant if the mainstreaming of gender equality was more systematic and if more concerted efforts were made on the strategizing to mitigate and adapt to the closing space for civil society.

		gender equality situation at the grass-root level. Focussed group discussions in selected local communities visited by the evaluation.	Annual reports from Diakonia and its partners (2017) explaining what problems they have focussed on.	
To what extent do the capacity building activities Diakonia offers correspond to the needs of its partners? How are these needs established or assessed? How effective is the capacity	<p>Share of partner's total funding and share of partner's budget for capacity building supported by Diakonia (to establish contribution towards organisational strengthening).</p> <p>Evidence of documented organisational development (OD) assessments undertaken by partners and submitted to Diakonia.</p> <p>Capacity building needs expressed by partners.</p> <p>Perception of Diakonia's capacity building activities among partners (if any).</p>	<p>Desk review of reports, evaluations and OD assessments.</p> <p>Questionnaire to all partners.</p> <p>Interviews with partners at national and local levels</p>	<p>Financial and narrative reports of partners.</p> <p>Available OD assessments made by partners as a basis for human resources development and</p>	<p>The core support provided by Diakonia has gone to fund capacity building according to plans and priorities established by partners themselves. In addition, Diakonia has contributed towards organisational strengthening (planning, monitoring and reporting) and financial management, which has been extremely relevant to partners as it has helped them get funding for their activities from other donors.</p> <p>C. There are mixed feelings about the Diakonia trainings on gender equality/gender budgeting and positive masculinity. At the same time some partners have used these training to substantially improve their programmes to reach men and boys and reduce domestic violence.</p>

building activities provided by Diakonia? What has worked well and what has not worked? B.		in selected provinces.	applications to Diakonia. Key informants at partner organisations nationally and locally. Staff self-assessment workshops.	
What are the added values and roles of Diakonia towards its local NGO partners and how is Diakonia perceived by the partners? Do they receive adequate support?	Perceptions of Diakonia's contributions to partners apart from funding. Perceptions of Diakonia's strengths/weaknesses compared to other donors and/or intermediary organisations. Perceptions of areas of improvement.	Interviews with partners at national and local levels. Questionnaire to all partners.	Staff, managers and board members of partner organisations nationally and locally.	Diakonia is perceived as one of the best and most essential donors because of the core support. Diakonia is seen as supportive and flexible. Partners would have liked Diakonia to be more proactive in terms of dialogue on overall strategies and coordination on human rights and democracy initiatives.
Effectiveness				

<p>How does Diakonia monitor the effectiveness of its capacity building activities?</p> <p>How useful and practical is the Diakonia M & E system in Cambodia?</p> <p>What are the enabling and disabling external and internal factors affecting Diakonia's Cambodia programme?</p> <p>D.</p>	<p>Perceptions of the Diakonia capacity development efforts among partners.</p> <p>Share of partners that have developed a logic and realistic Theory of Change to explore, in greater depth, the linkages between their activities and the changes, particularly systemic changes, needed to improve human rights and democracy in Cambodia.</p> <p>Share of partners that have baselines and ensure that results are captured and reported on the same parameters.</p>	<p>Desk review (participant evaluations of capacity development arrangements)</p> <p>Survey to all partners</p> <p>Interviews with key informants in Diakonia and selected partner organisations at national and local levels.</p>	<p>Diakonia and partner reports, evaluations and OD assessments.</p> <p>Diakonia staff in Sweden, Thailand (via Skype) and Cambodia.</p> <p>Partners, at national and local levels.</p>	<p>Diakonia has a rigorous monitoring system for partners' financial management called "Mango checks" https://www.mango.org.uk/guide/healthcheck. This serves almost like an audit. Mostly the Mango checks and audits come to the same conclusions. Partners find these checks cumbersome but useful.</p> <p>E. Diakonia also monitors the work of partners regularly by commenting on reports and regular visits (noting observations in a monitoring log).</p> <p>F. There are however no agreed milestones or agreed outcomes on capacity or abilities of partners. Diakonia's own theory of change and results framework can be improved to be more useful as a tool. It lacks monitoring indicators on partner performance and capacity.</p> <p>G. Enabling factors = Long term core funding, adapting and actively looking for opportunities and approaches in the new context, identifying allies in the government (central and local) and involving them, linking advocacy to development projects (not only claiming but also doing) and finding synergies with other projects.</p> <p>H. Disabling factors = Closing space for civil society, lack of coordination and missed opportunities for synergies, donor practices (e.g. short-term project funding, requirements of separate reporting and zero</p>
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				risk taking), poor/outdated communication and facilitation skills among staff and volunteers.
Efficiency				
Assess the communication and coordination between Diakonia's Country Office and its Regional Office, and the Country Office and the Head Office.	Frequency and quality of communication.	Interviews with key informants in Diakonia, Sweden, Thailand regional office and Cambodia national office.	Programme staff and directors at all levels of Diakonia.	The roles and responsibilities of Diakonia country office, regional office and HQ office are not clear to partners, the embassy or the review team. The regional office acts on behalf of the country office in many strategic discussions and in communication with other stakeholders, such as other donors, the review team, the embassy and even sometimes with partners.
Sustainability				
Diakonia has committed to work with partners to Stay principled and united as collective members of broad coalition of local and international de-	Level of activity of coalitions of democracy/HR activists Share of partners that have taken a "survival mode" by changing to new/safer thematic areas Share of partners with succession plans	Survey to all partners. Interviews with key informants in Diakonia and selected partner organisations at national	Diakonia and partner organisations.	There was limited evidence of Diakonia taking an active role as a member of a broad coalition to counter/diffuse attacks. On the contrary, Diakonia was taking a low-profile role as a financial back ground supporter. Diakonia is yet to establish a strategy for its engagement in the new context (closing space for CSOs) in dialogue with its partners and the embassy. Diakonia has not involved in support to succession plans but has supported organisations with leadership gaps to engage consultants and to recruit new managers.

<p>mocracy advocates to counter/diffuse attacks (on democracy). Continue activities at local level or within sectors where activism can survive and prosper. Support special “succession” plans for self-regeneration and renewal.</p>		and local levels.		
Impact/Outcome				
<p>Do partner organisations have a solid ownership of their strategic direction? Do they have ability to keep abreast with</p>	<p>1. Share of partners that demonstrate independent strategic decisions and proactively search for funding of these ideas (as compared to donor responsive strategies). Share of partners having NGO Governance & Professional Practice (GPP) certificate. Extent of partners improvement according to the “Mango health checks”</p>	<p>Document review Survey to all partners Interviews with key informants in Diakonia and</p>	<p>Partners, at national and local levels. “Mango health checks”.</p>	<p>Partners have managed to achieve these abilities to variable degrees. Diakonia have not had a system that monitors partner capacity on specific indicators. However, the assessment made by programme officers for this review demonstrate that</p> <ul style="list-style-type: none"> - More than half of partners still need to improve their gender mainstreaming and their M&E/financial management

<p>contextual developments and adapt its operations?</p> <p>Do they have ability to attract and organise the concerned rights holders?</p> <p>Do they have ability to influence people and structures of power?</p> <p>Are they sensitive to gender equality and diversity?</p>	<p>https://www.mango.org.uk/guide/healthcheck carried out by Diakonia.</p> <p>2. Evidence of proactive reflection and changes of strategic approaches as basis for applications to donors.</p> <p>3. Evidence of membership base or participation of rights holders in actions</p> <p>4. Evidence of innovative advocacy methods and successful dialogue.</p> <p>5. Share of partners managing to retain trained staff at national and local levels. Level of insight in planning and reporting of partners by its constituency.</p> <p>6. Staff composition, signs of reflection on diversity and gender in connection with planning and implementation of activities.</p>	<p>selected partner organisations at national and local levels.</p>	<p>Annual reports of partners for 2017.</p>	<ul style="list-style-type: none"> - Many partners struggle with keeping abreast with and adapting to developments and with staff understanding and application of a strategic plan - Most partners are however, well capacitated to attract and retain trust of rights holders and to influence people of power (although volunteers on the ground often disagree with this assessment as they feel that they lack facilitations skills/tools) - Most partners also have functional boards (although many of the partners sit on each other's boards as there are few activists on that level)
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Annex 3 List of organisations met and number of respondents

International organisations/external observers		
Action Aid Cambodia	International Organization	Country Director
DanChurchAid (DCA)	International Organization	Head of Programme
Danmission	International Organization	Country Representative
East-West Management Institute (EWMI)	International Organization	Chief of Party
Diakonia Cambodia	International Organization	Country Manager 3 Program Officers 2 Finance Officers 1 Communication Officer
Diakonia Asia Regional Office	International Organization	Deputy Regional Manager
Diakonia HQ	International Organization	International Manager
Swedish embassy	Bilateral donor	Programme Officer and Head of development cooperation section (First Secretary)
NGO Partners of Diakonia Cambodia		
ADHOC	Cambodian NGO	Phnom Penh
Banteay Srei (BS)	Cambodian NGO	
Building Community Voice (BCV)	Cambodian NGO	Executive Director Program Coordinator
CCFC	Cambodian NGO	President
CCIM	Cambodian NGO	Media Director
CENTRAL	Cambodian NGO	Executive Director
COMFREL	Cambodian NGO	Senior Program Coordinator
Equitable Cambodia (EC)	Cambodian NGO	Executive Director Finance Manager Program Officer
GADC	Cambodian NGO	Executive Director
NGO Forum	Cambodian NGO	Deputy Director 2 Program Managers
LICADHO	Cambodian NGO	Director
Sahmakum Teang Tnaut (STT)	Cambodian NGO	Program Manager Advisor

Diakonia Partners' local staff and stakeholders		
CCIM in Phnom Penh		Citizen Journalist
CCIM in Siem Reap	Siem Reap town	Freelance reporter
EC in Phnom Penh	EC office	8 Community Representatives (two mem) from Railway, Land and Lake communities
STT in Phnom Penh	STT office	8 Female Community Representatives from Railway and Land communities
ADHOC in Siem Reap	Damnak community	3 Female Community Representatives
	Chong Kaosou community	3 Community Representatives (one woman)
	Sangkat Sala Komroeuk	7 Commune Councillors (one woman)
	Siem Reap town	1 Female Provincial Coordinator 2 Provincial Program Officer
BS in Siem Reap	Kouk Pnov Farming community	6 Community Representatives (two men)
	Daun Keo commune	5 Women Commune Councillors from 5 communes in Pouk district)
	Pouk District	1 District Police 1 Female District of Women Affairs 1 Female District Councillor
	Pouk District	1 Provincial Manager 1 Female Program Manager 1 Female Team Leader 1 Female field officer
LICADHO in Siem Reap	Phnom Krom Community and Sandan Community	15 Community Representatives
	LICADHO Office	4 Union Leaders
GADC in Kampong Chhnang	Choeung Krav Commune	6 Men Group (Commune Councillors and young men)
	Prosnith Commune	6 Women Group (commune chief and 5 women leaders)
	Rolea B'ier District	1 Provincial Coordinator
BCV in Kampong Chhnang	Melom Community	5 Community Representatives (CJ, CF, Peace Builders)
	Melom Commune	5 Commune Councillors
	Anchang Rong Community	5 Media Volunteers (three women)
	Melom Commune	2 Program Officers
CCFC in Prey Veng	Chong Ampil Community	6 Community Representatives (two women)
	Seang Kveang Community	6 Community Representatives (two women)
	Kamchay Mear District	2 Field Officers
CENTRAL in Phnom Penh	CENTRAL Office	President of CATU
		Three union leaders from CATU, CCAWDU and CLU

Annex 4 Organisational assessment

Based on Programme Officer assessments and Mango health checks, please provide assessments for each of the partners according to the following:

Partner:

Capacity area	Assessment
Ability to keep abreast with contextual developments, adapting operations and trying innovative approaches	
Level of understanding (among staff) of the strategic plan and ability to translate it into practice	
Ability of the board to lead and guide the organisation	
Quality of M&E, financial management and reporting	
Ability to interact with and facilitate organising of the concerned rights holders	
Ability to retain trust of the communities over time	
Ability to interact with and influence people and structures of power (government/private sector etc.)	
Level of understanding and actual implementation of gender equality mainstreaming	

Annex 5 Interview Guides

Name of partner/external observer:

Questions for interviews
1. Describe shortly your organisation's role and main focus areas.
2. What is your relationship with Diakonia? What other donors do you have?
3. What are the strengths of Diakonia as a grant maker and capacity supporter?
4. What is Diakonia's added value compared to other actors in this field?
5. Can you mention any specific examples where Diakonia's support played a significant role for processes or outcomes? Describe Diakonia's role and effectiveness in these processes.
6. Is Diakonia supporting you to link up with national, regional or international human rights processes and mechanisms? Give example.
7. Is Diakonia support inclusive of all marginalised groups/themes? Any groups/themes missing in the portfolio?
8. When looking at your organisation's achievements - what results are you most proud of?
9. What made it possible to achieve these results?
10. In what areas does your organisation (and Cambodian CSOs in general) lack capacity?
11. What kind of capacity building support has Diakonia provided?
12. How could Diakonia improve its role and support?
13. What adjective/one-word description would be suitable to describe Diakonia?
14. Other comments (e.g. view on future, view on other projects etc.)?

Name of communities/unions or CBOs in focus group discussion:

Questions for focus group discussion
1. Describe shortly how you work and how you are organised.
2. Apart from "partner X", what other CSOs supports you?
3. When looking at your achievements in the past few years - what results are you most proud of?
4. What made it possible to achieve these results?
5. What kind of support has "partner X" provided?
6. How could "partner X" improve its role and support?
7. What kind of support would you wish to have in the future
8. Other comments (e.g. view on future, view on other projects etc.)?

Annex 6 Reviewing the Theory of Change

The tentative ToC established during the inception period was tested during the review mission. It seems to work well as a generic model, with some adaptations (red colour below).

If Diakonia has capacity to identify a mix of different CSOs with potential to work as change makers in the evolving context, offer them core support to governance and capacity building, facilitate networking and coordination between CSOs working to achieve similar aims (and link them with other Swedish initiatives), inspire learning and method development and provide consistent moral backstopping to these human rights/democracy and gender equality activists and organisations

Then these activists and organisations can develop their capacity in terms of...

1. A solid ownership of the strategic direction of their NGO/CBO and a commitment to the issue at hand
2. Ability to keep abreast with contextual developments and adapt operations to match new opportunities and challenges
3. Ability to attract and organise the concerned rights holders using innovative approaches and communication methods/tools
4. Ability to influence people and structures of power in the changing context
5. Ability to retain the trust of rights holders and duty bearers through transparent and accountable management and through proactively seeking synergies with other actors to achieve better results
6. Ability to retain trust of donors through transparent and accountable management and to retain competent staff

Leading to effective and coordinated efforts that ...

1. Increase engagement of marginalised rights holders in social and political change processes
2. Change the behaviours and decision by duty bearers (political leaders, private sector leaders, local authorities and men/women in power)
3. Improve national policies and legal frameworks

Inputs



Outcomes



Impact

While this generic model may work, there might be a need to develop specific ToCs related to the input required from Diakonia in relation to each particular issue. For example, in the case of labour rights and corporate social responsibility, Diakonia may want to specify its input as follows:

If Diakonia

1. Provides basic financial core support and capacity support (financial management and gender mainstreaming) to CENTRAL (for research and coordination) and EC (for legal aid and international investors) and to selected independent unions organising marginalised groups in Cambodia
2. Facilitates synergies between these partners and other Swedish efforts to support CSR in Cambodia (Embassy support to the Arbitration Board, Union to Union programmes, Fair trade, H&M etc.)
3. Engages in moral and security backstopping to partnering activists and organisations

Then these activists and organisations can develop their work in terms of

Annex 7 Terms of Reference

Terms of Reference for the Mid-Term Review of Diakonia's Human Rights and Democracy Programme in Cambodia 2017-2019

Date: 9 February 2018

1. Objective and Scope of the Mid-term Review (MTR)

The objective of the Mid-Term Review (MTR) is to review and assess Diakonia's Human Rights and Democracy Programme in Cambodia 2017-2019 (HRDEM). The Programme is supported by the Swedish International Development Cooperation Agency (Sida), represented by the Embassy of Sweden in Phnom Penh, with a total amount of SEK 44 million.

Sida has been cooperating with Diakonia in the area of human rights and democracy in Cambodia since 1997. The intervention has included capacity development and providing grants to 13 local NGOs and associations in Cambodia working in the areas of human rights, legal defense, freedom of expression, media and gender promotion throughout Cambodia. Diakonia provides capacity building, not the least, in the areas of internal control and good governance, network building and gender. Diakonia has identified a strategy of change with the objective of fostering a development away from a civil society dominated by professional NGOs and top-down service delivery organisations towards a more pluralistic, more empowering, more representative, more independent, less elitist, more gender equal and more democratically organized NGOs. This is reflected in the choice of partners as well as in the continued emphasis to support qualitative participation, a strengthened democratic civic culture and improved gender equality within the partner organisations and, through them, in the wider society. Diakonia's HRDEM Programme is built around three broad results areas, viz.: 1) Democracy; 2) Gender equality; and 3) Human Rights. Promoting democratic values and defending democratic freedoms constitute key principles of the intervention. Actions relating to freedom of assembly, association and expression are particularly pronounced, along with other initiatives trying to counteract infringements of democratic rights. Freedom of speech and expression is supported through independent media, citizen journalism, community media and new social media. ICT technology is recognized as a key tool for communication, evidence-based advocacy and data collection as well as a means to organise and form associations.

The latest evaluation was conducted by an external evaluation team and commissioned by the Embassy in 2012 for the support to Diakonia and Forum Syd's programmes (2010-2012, extended to 2013). The evaluation concludes that the partner organisations of Diakonia (and Forum Syd) have contributed to improving awareness of rights of Cambodian citizens, improved capacity amongst the partner organisations to fulfill their roles as human rights and democracy watchdogs and have comparative advantages being long-term and trusted partners to the Cambodian civil society.

For further information, the programme documents are attached as Annex A.

The scope of the MTR and the intervention logic or theory of change of the programme shall be further elaborated by the Consultant.

2. Assignment rationale

According to the Grant Agreement between the Embassy of Sweden in Phnom Penh and Diakonia signed on 7 March 2017, it is stated that a MTR shall be carried out for the HRDEM Programme during 2017/2018 (Article 6.5). The role of the MTR is to improve the understanding of achievements made and challenges faced by Diakonia and the local NGO partners funded by Diakonia during the past period 2014-2016 and facilitate further improvements for the current phase 2017-2019 in the context of recent political developments in Cambodia.

3. The MTR purpose: intended use and intended users

The purpose of the MTR is to assess achievements in relation to the Programme's overall objectives/expected results. The MTR will also review the relevance and effectiveness of the intervention in relation to the overall Programme goal. The MTR will inform decisions on how the programme implementation may be adjusted and improved in the remaining programme period.

The primary intended users of the MTR are Sida/the Embassy and Diakonia. However, the local NGO partners funded by Diakonia may also benefit from lessons learned and recommendations from the MTR.

The MTR is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the MTR process.

4. MTR criteria and questions

The objective of the MTR is to assess the performance, relevance and effectiveness of the implementation of Diakonia's HRDEM Programme and formulate recommendations on how to improve and adjust implementation taking the current political situation into account.

More specifically, the MTR aims to:

- a. Assess performance and progresses made by Diakonia's HRDEM Programme;
- b. Assess relevance and effectiveness of capacity building provided by Diakonia to its local NGOs partners;

- c. Provide practical recommendations to Diakonia and its local partners for future implementation of the Programme.

In regard to *performance*, the MTR should look into the following:

- Assess Diakonia's HRDEM Programme, i.e. are they working with the most relevant partners in order to achieve the intended objectives in an effective manner?
- To what extent have Diakonia and its local NGO partners adapted/adjusted their programme and activities to reflect changes in the context and target group (i.e. political context and space) (awareness-raising and knowledge of rights among citizens and the target groups) over recent years?
- Is the HRDEM Programme corresponding to actual needs in the society (and target groups)?

In regard to *relevance* and *effectiveness* of Diakonia's capacity building activities, the MTR should look into the following:

- **Relevance** – To what extent do the capacity building activities Diakonia offer correspond to the needs of their partners? How are these needs established or assessed?
- **Effectiveness** – How effective is the capacity building activities provided by Diakonia in the sense that the capacity of the partner organisations is strengthened, and their behaviour or systems/procedures are changed? How does Diakonia monitor the effectiveness of their capacity building activities?

In addition to the above key criteria, the MTR should look also into the following issues:

- **Coordination** – Assess the communication and coordination between Diakonia's Country Office and its Regional Office, and the Country Office and the Head Office
- **Support** – What are the added-values and roles of Diakonia towards its local NGO partners and how is Diakonia perceived by the partners? Do they receive adequate support?

5. Approach and methods for data collection and analysis

It is expected that the consultants describes and justifies an appropriate approach/methodology and methods for data collection in the tender. The MTR involves reviewing programmes implemented by 13 local NGO partners. These programmes involve activities in many areas and locations in Cambodia. The tender should include an cost effective ambition level in order to secure a fair understanding in accordance with the above stated objective of the MTR. The consultants should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

6. Organisation of evaluation management

This MTR is commissioned by the Embassy. The intended user are the Embassy, Diakonia and the local NGO partners. Diakonia has contributed to the ToR and will be provided with an opportunity to comment on the the final report, but will not be involved in the management of the evaluation. Hence the commissioner will evaluate tenders and approve the final

report. The start-up meeting and the debriefing workshop will be held with the commissioner.

7. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender. **The final report** should be delivered not later than **mid-May 2018**. The following meetings are regarded as a prerequisite:

- A start-up meeting with the Embassy
- Debriefing workshop with Diakonia, the local NGO partners and the Embassy
- Presentation on final report for the Embassy
- The timing of any field visits, surveys and interviews need to be settled by the consultants in dialogue with the main stakeholders.

The final report shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format agreed with the Embassy. The executive summary should be maximum 3 pages. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders. The report should be no more than a maximum of 35 pages excluding annexes (including Terms of Reference and Inception Report). The consultants shall submit the pdf-format final report to the Embassy by addressing to Head of Development Cooperation Section, Samuel Hurtig at samuel.hurtig@gov.se and copying to responsible Programme Officer, Jeudy Oeung at jeudy.oeung@gov.se.

8. Team Qualification

The MTR may be conducted by a consultancy team (2 persons) with the following qualifications:

- ☐ Competence and experience in reviews and evaluations, quality assessment, results framework and results-based management;
- ☐ Competence and experience in the development cooperation area;
- ☐ Extensive and documented competence and experience in the area of democracy and human rights;
- ☐ Experience and understanding of the Cambodian context;

One person shall be assigned as team leader with the overall responsibility for the review. The team leader shall have experience of leading review/evaluation assignments. At least one person must be a local consultant based in Cambodia with adequate Khmer and English skill.

A CV shall be included in the call-off response for each team member and contain full description of the consultants qualifications and professional work experience.

It is important that the competencies of the individual team members are complimentary.

The consultants must be independent from the review object and activities, and have no stake in the outcome of the review.

9. Resources

The maximum budget amount available for the MTR is **SEK 650,000**. The contact person at the Embassy is the responsible Programme Officer, Jeudy Oeung at jeudy.oeung@gov.se. The contact person should be consulted if any problems arise during the evaluation process. Relevant Sida/the Embassy documentation will be provided by him and should be prepared well in advance.

Contact details to intended users will be provided by Jeudy Oeung and Diakonia's Cambodia Country Manager, Neva Thiounn at neva.thiounn@diakonia.se.

The consultants will be required to arrange the logistics, booking interviews, preparing visits including any necessary security arrangements.

Annex A: List of key documentation

The list of key documentation are the following:

- Annual Reports for 2014, 2015, and Completion Report for 2014-2016
- Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2014- 2016 between Sida and Diakonia, dated 10 June 2014
- Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2017- 2019 between Sida and Diakonia, dated 7 March 2017
- Diakonia's programme documents for the period of 2014-2016 and of 2017-2019 (annexed to the grant agreements)
- Swedish Development Cooperation Strategy 2012-2013
- Results Strategy for Sweden's International Aid in Cambodia 2014-2018
- Evaluation of Forum Syd and Diakonia's Democracy and Human Rights Programmes in Cambodia, 12 September 2012

Annex 8 Inception Report



MID-TERM REVIEW OF DIAKONIA'S HUMAN RIGHTS AND DEMOCRACY PROGRAMME IN CAMBODIA

DRAFT INCEPTION REPORT

Annika Nilsson

Kimsrun Chhiv

24 April 2018

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Abbreviations and acronyms

CBO	Community Based Organisation
CIVSAM	Civil Society Unit
CSO	Civil Society Organisation
DAC	Development Assistance Committee (OECD)
HRDEM	Human Rights and Democracy Programme
LFA	Logical Framework Analysis
NGO	Non-Governmental Organisation
MTR	Mid-term Review
OHCHR	Organisation of High Commissioner of Human Rights
OM	Outcome Mapping
RWI	Wallenberg Institute of Human Rights and Humanitarian Law
Sida	Swedish International Development Cooperation Agency
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations

1. Assessment of the scope of the evaluation

1.1 CONTEXT

Sweden has engaged in bilateral dialogue with Cambodia on human rights since 2008.⁴⁵ The overall objective of Sweden's international development cooperation with Cambodia, according to the results strategy for 2014-2018, is to "improve the conditions for democratic development in Cambodia". This objective is directly linked to the first sub-objective of Sweden's Aid Policy Framework,⁴⁶ namely to strengthen democracy, gender equality and greater respect for human rights and freedom of expression. A thriving and pluralistic civil society where citizens are able to assert their civil and political rights is necessary for improving democratic processes and institutions. These objectives support the overarching goal of Swedish international aid to create the preconditions for better living conditions for people living in poverty and under oppression.

In 2016, Cambodia ranked 143 on the Human Development Index out of a total 185 countries.⁴⁷ While it has experienced rapid economic growth with an annual GDP growth rate of an average seven percent since 2010,⁴⁸ political development has been more limited in terms of the establishment of strong democratic institutions, and an independent judicial system for upholding the principles of rule of law and protection of human rights. In fact, corruption is still widespread in Cambodia. In 2017, the country ranked 161 out of 180 countries on the Transparency International Corruption Perceptions Index. Human rights of citizens are frequently violated and the absence of a well-functioning and judicial system has an impact on society as a whole. During the past decade there has been a substantial shift towards increased grassroots mobilisation and advocacy from national and international NGOs to support democratic development in Cambodia.⁴⁹ Despite this shift, the governing Cambodian People's Party continues to dominate after 30 years with the same leader. Citizens have limited access to and influence on government decisions and mistrust between civil society and government impedes a fully inclusive and participatory democracy.

⁴⁵ Sweden Abroad: <http://www.swedenabroad.com/en-GB/Embassies/Phnom-Penh/Development-Cooperation/Swedens-Development-Cooperation-with-Cambodia/Human-rights-sys/>

⁴⁶ Swedish Government Communication 2013/14:131

⁴⁷ UNDP HDI: <http://hdr.undp.org/en/countries/profiles/KHM>

⁴⁸ World Bank: <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=KH>

⁴⁹ Diakonia Country Profile Cambodia

Recently the United Nations Secretary-General expressed his concern about the deteriorating democratic space in Cambodia following a “persistent narrowing of democratic space for political parties, media and civil society”.⁵⁰ In March 2018, the UN special rapporteur on the human rights situation in Cambodia expressed serious concerns about restrictions on the media, freedom of expression and political participation ahead of a national election in July, calling on the Government to choose the path of human rights⁵¹. Diakonia also reports having witnessed an increasing trend of staff from NGOs moving to the private sector (due to the limited space NGOs are facing and harassment of human rights activists) and as a consequence, its partners are experiencing hardship in retaining good and competent staff.⁵² These observations constitute some of the most important challenges for human rights organisations in Cambodia and a threat to democracy.

Cambodia’s last general elections were held in 2013 and marked the first time since the country’s democratic transition in 1992 that a united opposition obtained a substantial number of seats in the National Assembly. While the holding of democratic elections may be regarded as an important development, there was evidence of fraud and vote rigging⁵³. New National Assembly elections are expected in July 2018 and it is essential that civil society plays an active role and continues to engage the population in civic participation and advocate for robust democratic institutions and effective implementation of human rights. As opposition politicians have been either arrested or banned from participation in political life during the past 6 months, the hopes of a fair and free election have however dwindled.

Cambodia ranked 112 out of 144 countries in the 2016 Global Gender Gap (GGG) Report prepared by the Global Economic Forum.⁵⁴ According to that report most Cambodian politicians are men and there are few opportunities for women in the political arena. Women are represented by 20% against 80% men in parliament and among legislators, senior officials and managers 18% are female and 82% male. All in all, women have less access to decision-making opportunities and less influence over policy processes. Cambodian women are also more likely than men to suffer the negative consequences of poverty, illiteracy, discrimination, and lack of encouragement and opportunities. In the absence of a specific policy for promoting and providing opportunities to women in Cambodia, the obstacles for women who want to participate in politics and social affairs are plenty.

⁵⁰ <https://www.voacambodia.com/a/un-secretary-general-concerned-by-deteriorating-democratic-space-in-cambodia/4168302.html>

⁵¹ <http://cambodia.ohchr.org/en/news/press-statement-professor-rhona-smith-un-special-rapporteur-human-rights-situation-cambodia>

⁵² Human Rights & Democracy Program 2017-19. Diakonia, proposal, page 14.

⁵³ Human Rights Watch report, 2013 <https://www.hrw.org/news/2013/07/31/cambodia-ruling-party-orchestrated-vote-fraud>

⁵⁴ <http://reports.weforum.org/global-gender-gap-report-2016/>

The team will assess the evaluation questions from the contextual background briefly described above. Clearly, even stopping further deterioration of the human rights situation could be seen as a good result considering the recent negative developments among key duty bearers.

1.2 THE EVALUATED PROGRAMME

Diakonia is a faith-based Swedish development organisation. It supports and works with around 350 local partner organisations in 25 countries. Together with partner organisations, Diakonia aspires to form a global network that works to ensure that more people are able to live dignified lives. Diakonia's work is divided into three different components:

- Cooperation with partner organisations and support for their long-term work on change
- Popular education, mobilisation and advocacy in Sweden and internationally
- Humanitarian emergency response in collaboration with partner organisations in the affected areas.

Diakonia is one of the largest channels for Swedish international support through civil society, combining funding from the humanitarian aid appropriation, the CSO appropriation and the regional/ country strategy appropriations in several regions and countries. In Asia, Diakonia works in 5 countries (Bangladesh, Myanmar/Burma, Cambodia, Sri Lanka and Thailand. The work is co-ordinated from a regional office in Chiang Mai, Thailand.

Diakonia has supported human rights and democracy initiatives in Cambodia since 1997. Diakonia operates in Cambodia with support from two different Sida appropriations that jointly contribute to the Diakonia country strategy. The two appropriations are: Embassy Country Strategy (2/3 of budget) and Support through civil society (CIVSAM) strategy (1/3 of budget). Diakonia presently does not receive any funding through the Humanitarian appropriation for Cambodia.

The Human Rights and Democracy (HRDEM) programme (supported by the Country Strategy appropriation) was originally formulated in 2008 and has been developed based on lessons learnt and contextual opportunities/limitations since then. Diakonia supports strategically selected civil society organisations assisting them to work effectively to promote democracy, human rights and gender equality. Presently Diakonia has 12 such partners⁵⁵.

⁵⁵ Refer to annex 5 for full description of each partner

Table 1 - Diakonia partners in Cambodia and their location

Diakonia Partner	Office location	Outreach in Cambodia
ADHOC	Phnom Penh	Twenty-four target provinces
Building Community Voices (BCV)	Phnom Penh	Kampong Chhang, Pursat and Ratanakiri
Banteay Srei (BS)	Phnom Penh	Battambang and Siem Reap
Coalition of Cambodian Farmer Community (CCFC)	Phnom Penh	Kampot, Kandal, Prey Veng, Sihanouk Ville, Svay Rieng, Tboung Khmum
Cambodian Centre for Independent Media (CCIM)	Phnom Penh	Nation-wide
CENTRAL	Phnom Penh	Nation-wide
Committee for Free and Fair Elections in Cambodia (COMFREL)	Phnom Penh	Nation-wide
Equitable Cambodia (EC)	Phnom Penh	Kampong Speu, Koh Kong, Oddor Meanchey and Rattanakiri
Gender and Development for Cambodia (GADC)	Phnom Penh	Kampong Chhnang, Prey Veng and Pursat
LICADHO	Phnom Penh	Banteay Meanchey, Battambang, Kampong Cham, Kampong Chhnang, Kampong Speu, Kampong Thom, Kampot, Koh Kong, Pursat, Rattanakiri, Siem Reap, Sihanoukville, and Svay Rieng
NGO Forum	Phnom Penh	Nation-wide
Sahmakum Teang Tnaut (STT)	Phnom Penh	Kampong Chhnang and Svay Rieng
Community Legal Education Center (CLEC)	Phnom Penh	Nation-wide

An evaluation was carried out in 2012, which pointed out that Diakonia's support was too supply-driven rather than demand-led. This informed some of the subsequent changes to Diakonia's programming. A mile-stone was achieved with the adoption of the Global Strategy for Change in 2015 that informed additional revisions. There is more emphasis on grass-root awareness and mobilisation. The box below provides a

The Strategy for Change shows Diakonia's perception of how change happens. This is a three-tier progression but does not always take place in a linear fashion. Its components are:

- **Knowledge and awareness-raising:** When people are provided with relevant tools for their empowerment as rights holders.
- **Organisation:** When people mobilise around issues of common concern to build a strong force.
- **Mobilisation and advocacy:** When people participate and work together to influence policy and decision making.

The rights-based approach implies that:

- Change processes shall be permeated by a gender-inclusive vision of peoples' equality, universal rights, dignity and qualitative participation.
- No person or group shall be discriminated, but power relationships must be analysed and acted upon from an intersectional perspective.
- Transparency and mutual accountability shall be present throughout all Diakonia's work.

Diakonia strives for horizontal, flexible and long-term relationships with partner organisations.

The partnerships are based on shared values and problem analysis, trust, honesty, mutual accountability and transparency.

brief summary of the Strategy.

The aims of the present HRDEM programme are as follows:

1. Actors working for democracy have been strengthened in their interaction with authorities and the public.
2. A positive trend in guaranteeing gender equality in society; in initiatives, in participation, in decision-making forums and in distribution of opportunities.
3. Increased respect for human rights enable a secure and safe environment for individual participation in democratic processes in family, work and community.

The indicators for each of these aims are measured by the levels of:

4. Knowledge and awareness (among rights holders and duty bearers)
5. Organising for change
6. Collective action and advocacy for change

Most of these indicators have so far been reported on at an activity level (number of participants in workshops, number of events, number of submissions, number of media actions, etc.). The challenge in this evaluation will be to assess outcomes of the capacity building of partner organisation at a more qualitative and generic level. As a basis for more qualitative questions regarding relevance and effectiveness, the team

has created the following Theory of Change (ToC) for the HRDEM programme, which needs to be further discussed with Diakonia. The impact level will NOT be covered by this evaluation.

If Diakonia has capacity to offer relevant financial resources, capacity support and moral backstopping to human rights/democracy and gender equality activists and organisations

Then these activists and organisations can develop their work in terms of...

6. A solid ownership of the strategic direction of their NGO/CBO and a commitment to the issue at hand
7. Ability to keep abreast with contextual developments and adapt operations to match new opportunities and challenges
8. Ability to attract and organise the concerned rights holders
9. Ability to influence people and structures of power
10. Ability to retain trust of the rights holders and the donors (through transparent and accountable management) and to retain competent staff

Leading to ...

4. Increased engagement of marginalised rights holders in social and political change processes
5. Positive changes of behaviours and decision by duty bearers (political leaders, private sector leaders, community leaders and men/women in power)
6. Improved national policies and legal frameworks

The team notes that the present Diakonia reports and results framework lack sufficient information on the results at outcome level, i.e. the strengthening of partner capacities and abilities. There is also a lack of indicators for this level in the result framework. The evaluation will attempt to fill this gap, by raising questions and providing answers on these issues (more on page 13).



1.3 OBJECTIVE OF EVALUATION

The objective of the review is to assess the performance, relevance and effectiveness of the implementation of Diakonia's HRDEM Programme in Cambodia and formulate recommendations on how to improve and adjust implementation taking the current political situation into account.

More specifically, the review aims to:

- d) Assess performance and progresses made by Diakonia's HRDEM Programme 2014-2017;

- e) Assess relevance and effectiveness of capacity building provided by Diakonia to its local NGOs partners;
- f) Provide practical recommendations to Diakonia and its local partners for future implementation of the Programme.

1.4 UTILISATION FOCUS

This Mid-Term Review (MTR) is commissioned by the Embassy of Sweden in Phnom Penh. The primary intended users of the MTR are Sida/the Embassy and Diakonia. However, the local NGO partners funded by Diakonia may also benefit from lessons learnt and recommendations from the MTR. An important aspect of how we promote utility is by stimulating a critically reflective discussion of the results framework of the programme being evaluated and the ToC within which outcomes are expected to be realised. Unfortunately, the active participatory involvement of Diakonia and partners in the review will be somewhat limited by the time constraints of the evaluation. We have however managed to undertake one consultative meeting with Diakonia during the inception phase to ensure that there is agreement on focus, methods and process of the review.

The team will also ensure to start the field visit with a full day consultation with Diakonia staff (30/4 to explore how Diakonia has built its results framework based on three aspects of capacity building; knowledge and awareness, collective strength and advocacy, and organisation. These are all broad concepts and the results framework has little quantitative indicators for any of them. Recent literature on the measurement of capacity building may provide some insights into how this could be improved⁵⁶.

We will also have a feed-back and verification meeting with Diakonia and the Embassy (11/5), after the field work in Cambodia has been completed, to reflect on the findings and ensure that gaps are identified and addressed. There will also be a session discussing the draft report via Skype/video-link when the report is beginning to shape up towards the end of May. (Refer to milestones on page 19). The team has also agreed to provide a brief summary note with preliminary findings that could be used as input at the Diakonia partner workshop planned for 24/5.

⁵⁶ Christoplos, I., Hedquist, A.L. & Engstrand, K. Capacity development literature review. UTV Working Paper 2014:1. Stockholm, Sida, and <https://www.sida.se/Svenska/publikationer/140676/support-to-capacity-development--identifying-good-practice-in-swedish-development-cooperation-sida-evaluation-sida-evalu/>

1.5 RELATIONSHIP WITH ONGOING ASSESSMENT OF THE EMBASSY'S HUMAN RIGHTS PORTFOLIO

In parallel to this review, there is an ongoing assessment of the Swedish Embassy human rights portfolio in Cambodia. The objectives of that assignment are to (1) assess and recommend possibilities to engage in new forms of support to human rights and democratisation, (2) assess and recommend possibilities to improve the relevance and efficiency of existing forms of support within the human rights portfolio.

According to the ToR for the portfolio assessment it shall “*be based on a concise review of the current democracy/human rights portfolio in light of the current political context in Cambodia. The changed human rights situation in combination with the transformation of the society shall be a point of departure. The assignment shall include a concise assessment of the relevance of the current Swedish development portfolio.*

Furthermore, the study will identify complementary or alternative areas of engagement, forms of support and partners to ensure that the identified priorities are addressed. The assignment should have a base in the current Strategy but may also recommend new areas/rights issues as an input in forthcoming preparation of a new Strategy.”

The current portfolio includes support through partnership with, but not limited to, three actors: (1) the Office of the United Nations High Commissioner for Human Rights (OHCHR), (2) Raoul Wallenberg Institute of Human Rights and Humanitarian Law (RWI), and (3) support to domestic civil society active within human rights channelled through the Swedish NGO Diakonia.

Obviously, there is an overlap between the overall assessment of the human rights portfolio and this MTR of Diakonia's programme, especially in relation to objective (2) of the assessment. We encourage the Embassy to link us up with the other consultancy team to avoid duplication of work and overburdening of Diakonia staff. We expect to receive information on the preliminary findings of the assessment ahead of our field work.

We want to establish that our review will focus on how Diakonia's performance could be enhanced, how it could become a more relevant and effective modality for the Embassy and how it can use its dual role as a Sida CIVSAM framework organisation and a modality for the Swedish Embassy to increase its effectiveness and make use of synergies. This includes an assessment of the clarity of strategic direction and relevance of its partners work.

It will not be the role of this review to evaluate if Diakonia is a relevant and effective modality compared to other options.

1.6 FOCUS AND SCOPE

The Embassy has clarified that the focus of the review should be on the time frame 2014 – to date. While in the ToR it is called a “mid-term review” of the HRDEM programme 2017-2019, it is the intention of Sida to have a longer-term reflection on its partnership with Diakonia and the relevance and effectiveness of the programme over time. The latest evaluation of the Diakonia programme was carried out in 2012 and since then no evaluation has been made.

This assignment focusses on assessing Diakonia’s performance as an intermediary for the Embassy support to human rights in Cambodia and the effectiveness of its capacity support to partners. We are not to review whether these capacity building initiatives at the partner organisations have had any effect in terms of improving human rights, democracy and gender equality in Cambodia. In other words, we will look at how effective and relevant the capacity building by Diakonia has been for the capacity of partners nationally and locally, without assessing the longer-term effects of this support on democracy, human rights and gender equality. We do not attempt to evaluate the results achieved by partners in these areas. We understand that we are to assess the performance of Diakonia and evidence of increased partner capacity as a result of Diakonia’s support (e.g. improvements in strategic direction, relevance of work, quality of monitoring and reporting).

Based on Diakonia’s proposal to Sida we acknowledge that various factors influence the extent to which capacity can be built, maintained and expanded with the objective to build grass roots movements in human rights, democracy and gender equality in Cambodia. Capacity building is strongly affected by contextual factors (in terms of political and institutional changes in the country and the demand from the partners), as well as by factors internal to the organisations themselves, such as staff turnover, for example.

Diakonia’s contribution in terms of core grants to its partners is not higher than 30 percent, meaning that it will not be possible to unequivocally attribute capacity building results specifically to Diakonia. Even in cases where Diakonia provided the sole support to certain functions of the partner, there could be many intervening conditions influencing whether or not capacity is built, used and maintained.

In terms of supporting a vibrant and enabling civil society we understand that Diakonia’s performance is also dependent on how partners can adequately identify their needs and propose to Diakonia what kind of support it could provide. Given the rapid changes in the political and institutional situation in Cambodia this assumes timely anticipation of needs (for example to respond to draft repressive laws) by the partners, while Diakonia needs to respond in time and with the effective support to the partners’ demands. In the previous programme period it appears that it was challenging to identify the partner capacity needs and therefore Diakonia’s support was often supply-driven. We would like to explore this issue further, assuming that over time partners have become stronger in understanding and expressing their needs.

According to the ToR, the main focus should be on relevance and effectiveness of Diakonia's HRDEM Programme, taking the changing context into consideration. There are no questions in the ToR related to the DAC criteria on sustainability and efficiency. In the proposed evaluation matrix (Annex 1), a question on efficiency has however been added to assess Diakonia's internal communication and planning systems.

1.7 LIMITATIONS

The rigour of the evaluation will depend on a number of factors.

- ***The time limitations set by the ToR requiring a very first brief by May 24 and a final report by 20 June***, which limits the number of days that can be used for each stage of the evaluation. We need to limit the number of provinces to visit (maximum 2 provinces), depending on distance. We will also have to limit the number of stakeholders to meet in each province (duty bearers and rights holder groups). We will prioritise partner programme staff, women and youth groups.
- ***The willingness of respondents to participate and share information*** and work positively towards improvements. Elections are expected in July and interviewees may not be willing to share information due to fear. The team will take a participatory approach, ensure confidentiality and explain that the evaluation has a learning purpose. We will also need to make sure that our work as reviewers shall never put any informant in a sensitive or otherwise risky position that could lead to repercussions to the individual or the organisation. We welcome guidance from Sida or Diakonia on this matter.
- ***Accessibility of key informants during the evaluation period***. The evaluation team notes that the timing of the field work may not have been carefully negotiated with the Diakonia partners (due to the short inception phase). Therefore, there might be difficulties in reaching some respondents. We will be highly dependent of Diakonia and its partners facilitate logistics and arrange meetings and interviews.
- ***The hostile environment***. Even if contributions by Diakonia and its partners are excellent in quality, the current political situation in Cambodia might limit the space and opportunities of partners. The evaluation needs to take into consideration that very small steps – or even status quo - may in some contexts be a good enough advocacy result.

There will also be other delimitations

- The focus of the evaluation will be on relevance and effectiveness of Diakonia in its work to support partners working for human rights, democracy and gender equality. Efficiency and sustainability will not be dealt with by the evaluation.

- The attribution of the Embassy support towards possible achievements might be difficult to establish. Both Diakonia and its partners have other donors and supporters. The evaluators will try to identify the particular contributions made by Diakonia by adopting a contribution analysis methodology (as outlined below).

Relevance and evaluability of evaluation questions

1.8 ASSESSING THE EVALUATION QUESTIONS

According to the ToR the evaluation questions are as follows:

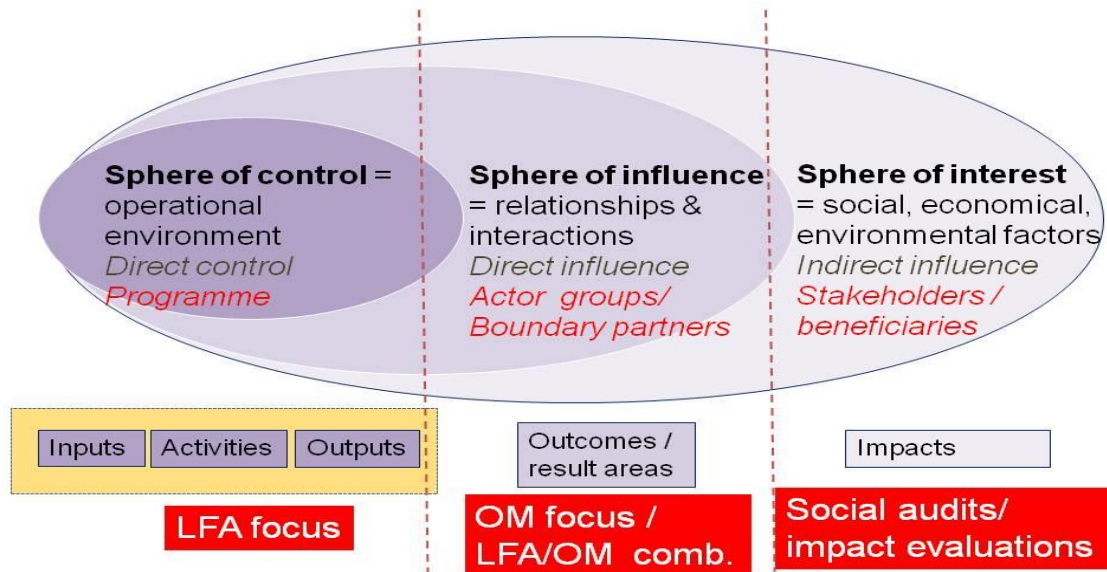
In regard to <i>performance</i> , the MTR should look into the following:	Comment
1. Assess Diakonia's HRDEM Programme, i.e. is it working with the most relevant partners in order to achieve the intended objectives in an effective manner?	This is a relevance question which has been further elaborated in the Evaluation Matrix in Annex 1. The perceptions of other actors will be the main source of information.
2. To what extent have Diakonia and its local NGO partners adapted/adjusted their programme and activities to reflect changes in the context and target group over recent years?	This is a relevance question which has been further elaborated in the Evaluation Matrix in Annex 1. Evidence of changes made in approaches and portfolio of Diakonia and its partners will be investigated.
3. Is the HRDEM Programme corresponding to actual needs in the society (and target groups)?	This is a relevance question. It has been further elaborated in the Evaluation Matrix in Annex 1. The HRDEM programme focus will be compared to needs assessments made by Diakonia and other stakeholders working in the same fields.
In regard to <i>relevance</i> and <i>effectiveness</i> of Diakonia's capacity building activities, the MTR should look into the following:	Comment
1. Relevance – To what extent do the capacity building activities Diakonia offer correspond to the needs of their partners? How are these needs established or assessed?	This is a relevance question which has been further elaborated in the Evaluation Matrix in Annex 1. The main source of information will be partner interviews and a partner survey.

<p>2. Effectiveness – How effective is the capacity building activities provided by Diakonia in the sense that the capacity of the partner organisations is strengthened, and their behaviour or systems/procedures are changed? How does Diakonia monitor the effectiveness of its capacity building activities?</p>	<p>This is partly about the outcomes of the capacity building support to partners. Diakonia seems to lack monitoring indicators related to organisational capacity of partners. The team has proposed some indicators in the method section of the report.</p> <p>Effectiveness will be assessed in terms of enabling and disabling factors in the programme. What did Diakonia do in terms of capacity building (training, advice, facilitation of networking etc.)? What worked and what did not work? Why?</p>
<p>In addition to the above key criteria, the MTR should look also into the following issues:</p>	<p>Comment</p>
<p>1. Coordination – Assess the communication and coordination between Diakonia’s Country Office and its Regional Office, and the Country Office and the Head Office</p>	<p>This is a question related to efficiency of Diakonia’s work. It has been further elaborated in the Evaluation Matrix in Annex 1. Interviews with Diakonia staff at various levels will inform the review along with document review.</p>
<p>2. Support – What are the added values and roles of Diakonia towards its local NGO partners and how is Diakonia perceived by the partners? Do they receive adequate support?</p>	<p>This is a relevance question which has been further elaborated in the Evaluation Questions Matrix in Annex 1. The main source of information will be partner interviews and a partner survey.</p>

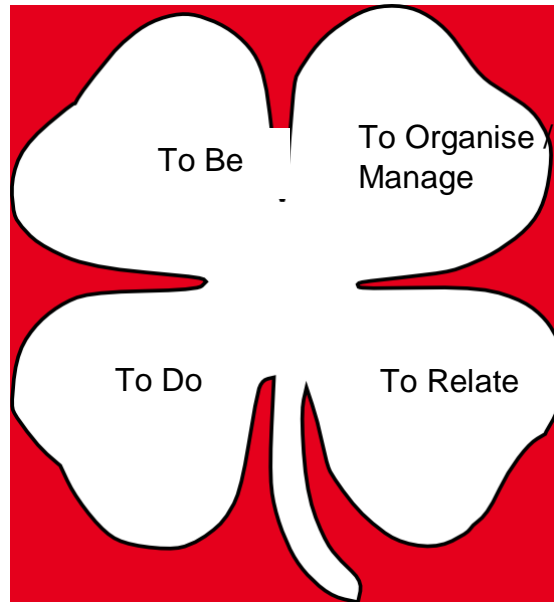
1.9 ASSESSING ORGANISATIONAL CAPACITY DEVELOPMENT SUPPORT

When assessing the effectiveness of Diakonia capacity development support, it is essential to understand what constitutes organisational capacity and what are good practices in terms of support to capacity development of civil society organisations. There are no such indicators in Diakonia’s reporting and this level of outcomes is missing from the results framework. The present results framework includes mainly indicators on the programme level (outputs and activities) and the stakeholder/impact level (overall evidence of social change). The figure below (from NIRAS tool kit) illustrates the chain of results, the spheres of control of a programme and how results can be monitored and evaluated (red boxes). LFA = Logical framework approach. OM = Outcome mapping.

The chain of results



The team therefore proposes to add some evaluation questions related to key abilities that are required of well-functioning CSOs. These key abilities have been derived from the three elements of the Diakonia Global Strategy for Change and the key components of the Organisational Assessment Tool (OCAT) developed for civil society organisations, which has four domains⁵⁷.



More precisely, these domains contain the following aspects:

Ability to be: legal status, clarity of vision, mission and values, realistic and relevant strategic plan, good governance systems, good leadership, pro-activeness

Ability to organise/manage: financial control/ management, internal communications, approach to gender equality and non-discrimination, skilled staff (matching the needs of the strategic plan), resource mobilisation and management, programme management, physical resources

Ability to relate: legitimacy and trust, relations with other civil society organisations, relations with government, relations with donors, relations with the wider community and the media

Ability to do: relevance of work, outcome and effectiveness, advocacy and lobbying, systematic method development

⁵⁷ <https://www.mckinsey.com/industries/social-sector/how-we-help-clients/organizational-capacity-assessment-tool>

In the report “Support to Capacity Development – identifying good practices” (2015)⁵⁸, the following good practices, related to the key components of the OCAT tools, were identified in successful capacity development initiatives:

1. The policies, strategies, priorities and needs of the partner country and organisation(s) need to be identified to ensure the understanding, satisfaction and support of all partners. The ability of partners to provide and manage their contribution must be ensured.
2. The capacity of the donor to manage the capacity development process and to finance technical assistance of sufficient standard needs to be assessed prior to committing to providing support.
3. In view of informing programme design, donor–partner dialogue in the preparatory phase should encompass: i) softer, sensitive issues such as staff incentives, power relations, management traditions and elite interests; ii) a joint and participatory capacity needs assessment; iii) an agreement on objectives and expected results; and iv) an assessment of the required effort by all partners vis-à-vis the complexity of the targeted capacities.
4. Legitimacy is built up through the initial interactions between the donor and partners, and is strengthened or weakened in the course of the process depending on the donor–partner relations.
5. Inputs from individuals or organisations other than the partner organisations should be appraised and, if possible, included in the programme. Such inputs constitute a further opportunity for developing capacity in the partner country and can help sustain change processes beyond the donor support.
6. Capacity development processes must be designed case by case. They should: i) be informed by a comprehensive needs and context analysis; ii) be adaptable to changes; iii) align with internal processes at the target organisation; iv) be incorporated into the routines of the target organisation; and v) include the strengthening of partner organisations’ capacity to manage change processes.
7. Actors within and outside the target organisation (*change agents* and *champions*, respectively) capable of supporting change processes and overcoming resistance to change may be used throughout or during parts of the programme. The benefits of their use need to be appraised case by case.
8. The benefits and requirements of an approach involving the target organisation and external actors (*push* and *pull approaches*, respectively) should be considered case by case. The legitimacy of the donor and the relations between cooperation partners may be affected by the engagement of external actors.

⁵⁸ <https://www.sida.se/Svenska/publikationer/140676/support-to-capacity-development--identifying-good-practice-in-swedish-development-cooperation-sida-evaluation-sida-evalu/>

9. The decision on which capacities to develop is informed by the assessment of existing and needed capacities. The choice must consider the interdependencies between different capacities in view of elaborating a holistic capacity development process.
10. Opportunities and means for the new capacities to be used at the partner organisation need to be ensured, notably by integrating them with existing processes.
11. It is necessary to monitor, evaluate and report on progress and results to foster a shared understanding of the degree of achievement, and to enable adjustments of effort and focus towards the agreed capacity development results.
12. Partners need to commit to continuing the capacity development process after the end of the donor support. Exit strategies should be devised jointly by the donor and partners, eventually including post-programme obligations.

The evaluation team will make use of these standards when assessing the Diakonia support to partners in Cambodia.

Proposed approach and methodology

1.10 OVERALL APPROACH

The approach to the mid-term review is twofold: i) a summative approach in that it will assess achievements to date in terms of Diakonia's support to capacity development of the NGOs and ii) a formative approach by means of the role it will play in facilitating "further improvements for the current phase 2017-2019" and "inform decisions on how the implementation may be adjusted and improved".⁵⁹

We have started by reviewing some of the basic documents and constructed a proposed intervention logic (Theory of Change/ToC) that reflects the support of Diakonia to its partners, helping them to obtain and maintain abilities and capacities to effectively engage in the areas of democracy, gender equality and human rights. Both in its own work and in the HRDEM programme, Diakonia is cautious about a too rigid approach to a logical framework, since the results to be measured may not stem from a continuous progress and uniform improvements.⁶⁰ We understand and respect this position. That is why we propose a contribution analysis and tailor made organisational assessment tools that will help us learn how partners make progress using Diakonia's core grant and other types of support.

⁵⁹ ToR, page 2.

⁶⁰ Diakonia, Human Rights and Democracy Program 2017-2019 Proposal, page 24.

Our approach requires that we are in agreement with Diakonia on the simplified ToC that we intend to use as a guiding instrument for the review. In terms of persons we would like to meet, we suggest that both those who benefitted (partners) and those who can comment on performance of the partners (duty and rights bearers, independent observers, other NGOs, partners to the NGOs) are relevant. We will ensure that we select a representative sample of the different stakeholders both in the capital and in the field.

Having analysed the geographical distribution of partners' operations, the team initially suggested visiting the provinces of Kampong Chhnang and Svay Rieng for interviews and deeper analysis. This would enable us to assess the local capacity of 10 out of 12 partners of Diakonia who are active in these two provinces. In addition, all 12 partners will be met in their offices in Phnom Penh.

Diakonia on its part suggests visiting the provinces of Rattanakiri and Siem Reap as these are the provinces where partners are most active presently. The final selection (and the justification for the selection) will be discussed with Diakonia as we are designing the field work programme and can determine what is feasible. The team will rely on Diakonia to inform partners of the purpose of the review and to ensure that meetings and logistics pre-arranged.

1.11 CONTRIBUTION ANALYSIS

The evaluation matrix presented in annex 1 provides the analytical framework for the evaluation. We propose to apply a Contribution Analysis methodology⁶¹ in the MTR – as there are many ongoing parallel processes and because the contextual developments have also played a role (sometimes hindering progress). Thus, the following steps will be applied:

1: Set out the attribution problem to be addressed

The team will explore the contextual developments and parallel interventions supported by other actors to describe the role and relative size/importance of the Diakonia support in these ongoing processes and the possible attribution problems. Specific questions will be asked regarding the added value of the Diakonia's contributions compared to other support that the various partners have benefited from.

2: Explore the “theory of change”, including risks

As mentioned earlier (page 6), the Theory of Change of the intervention is not fully reflected in the results framework of Diakonia's HRDEM programme, but is interpreted as follows (to be discussed and elaborated with Diakonia)

⁶¹ Mayne, J. Contribution analysis: An approach to exploring cause and effect, *ILAC Brief 16*, May 2008 and <http://www.betterevaluation.org/it/node/382>

If Diakonia has capacity to offer relevant financial resources, capacity support and moral backstopping to human rights/democracy and gender equality activists and organisations

Then these activists and organisation can develop their work in terms of...

- A solid ownership of the strategic direction of their NGO/CBO and a commitment to the issue at hand
- Ability to keep abreast with contextual developments and adapt operations to match new opportunities and challenges
- Ability to attract and organise the concerned rights holders
- Ability to influence people and structures of power
- Ability to retain trust of the rights holders and the donors (through transparent and accountable management) and to retain competent staff

Leading to ...

- Increased engagement of marginalised rights holders in social and political change processes
- Positive changes of behaviours and decision by duty bearers (political leaders, private sector leaders, community leaders and men/women in power)
- Improved national policies and legal frameworks

The risks have been well described in Diakonia's application to the Embassy for 2017-2019 and will inform this evaluation.

3: Gather the existing evidence in support of the theory of change

The evaluation will combine quantitative and qualitative methods to gather evidence. We will make use of the available data in reports from Diakonia and its partners and combine them with a survey covering all 12 partners, including national and local levels. We will carry out in-depth interviews with the 12 partners at their head offices and visit selected partner programmes in two provinces. We will also interview a few selected external observers such as other human rights organisations and donors in the human rights sphere.

We will use the following main data collection tools:

- Document review and internet research.
- Personal e-mails with survey questions to all partners. The proposed survey questionnaire is attached in Annex 4 (will be tested before finalising). The survey will explain the purpose (evaluating Diakonia's capacity support) and ensure full anonymity. Follow up telephone calls will be needed to ensure sufficient response rate.
- Interviews with 12 partners head offices and a sample of partner projects in two provinces, representing large and small projects, urban and rural, and all three thematic areas. Interviews will supplement the survey and make use of the proposed questions in Annex 4. The survey will not be available until after the field visits have been carried out, so the team unfortunately will not be able to use them to adjust interview questions.

- Interviews with key informants (external observers/subject experts, other donors, peer organisations). Interviews will be done through Skype and face-to-face meetings. The proposed questions are outlined in Annex 4.
- Interviews with Diakonia staff at Stockholm head office and at the regional office.
- Interviews and self-assessments workshop with Diakonia staff at the country office in Cambodia to look at the Diakonia internal capacity situation and to explore how change happened (or not). The self-assessment workshop will make use of a SWOT analysis method.

4: Assemble and assess the contribution story, or performance story, and challenges to it

With the above information, we will be able to assemble a “contribution story” that expresses why it is reasonable to assume that Diakonia contributed to the observed changes. The analysis will include: How credible is the story? Does a reasonable portion of people agree with the story? Where are the main weaknesses in the story? What additional information is needed?

5: Seek out additional evidence

Having identified where the contribution story is less credible, additional evidence will be gathered to augment the evidence in terms of what results have occurred, how reasonable the key assumptions are, and what has been the role of external influences and other contributing (or hindering) factors.

6: Revise and, where the additional evidence permits, strengthen the contribution story

With the new evidence, a stronger and more plausible story will be presented. A feedback and verification workshop will be held with Diakonia and the Embassy to analyse findings, lessons learnt and possible way forward.

1.12 STAKEHOLDER ANALYSIS

A stakeholder review will provide a solid start to understanding the different roles of stakeholders. **Error! Not a valid bookmark self-reference.** presents a preliminary analysis of HRDEM stakeholders.

Table 2 - Stakeholder analysis

Who	What	Why	How
<i>Individuals/organisation with the authority to make decisions related to the intervention</i>			

Diakonia, Stockholm, Diakonia Regional Office, Diakonia country office in Cambodia	Programme management, key informant	Soliciting first-hand information and self-reflections on evaluation questions. Internal learning and opportunities to adjust strategic approaches and management as part of the process.	Interviews, self-assessment workshop
Swedish Embassy in Cambodia	Client/donor, key informant with oversight	Ensuring that the review is meeting expectations. Synergies with the portfolio analysis. Learning.	Interview
<i>Organisations/ individuals who contribute and enable the programme to be implemented</i>			
Diakonia's 12 partners at national head offices and their programme staff in 2 selected provinces	Primary partners, key informants	Soliciting evidence on Diakonia's capacity support and its added value	Interviews and a survey
<i>Organisations/ individuals benefitting from the intervention</i>			
Duty bearers i.e. Government of Cambodia in two selected provinces (local level)	Participants/boundary partners	Soliciting perceptions on partner's capacity development over time	Interviews
Rights holders groups in two selected provinces	Participants/boundary partners	Soliciting perceptions on partner's capacity development over time	Focus group discussions/interviews
<i>Other interest groups/external observers who are not directly participating in the intervention</i>			
Other donors and international human rights organisations e.g. Action Aid etc.	External observers	Soliciting perceptions on Diakonia's added value and its role and capacity in Cambodia.	Interviews

1.13 DELIVERABLES AND MILESTONES

In the subsequent table, we have inserted the agreed deliverables and milestones of the review and their deadlines.

What	Who	When (2018)
Start of the evaluation	Embassy and NIRAS	Wednesday 18 th April
Submission of the draft inception report	NIRAS	Tuesday 24 th April
Comments on inception report	Embassy & Diakonia	Thursday 26 th April
Submission of final inception report	NIRAS	Friday 27 th April
Approval of inception report	Embassy and Diakonia	Monday 30 th April
Field work	NIRAS (Consultant) and NGOs	Monday 30 th April - Friday 11 th May
Extended field work of National Evaluator	NIRAS (Consultant) and NGOs	Monday 14-21 st May
Debriefing and validation workshop with TL and National Evaluator in Phnom Penh	Embassy, NIRAS, Diakonia and NGOs	Friday 11 th May
Submission of preliminary findings brief	NIRAS	Thursday 24 th May
Submission of draft evaluation report	NIRAS	Thursday 31 st May
Comments on draft report	Embassy, NIRAS & Diakonia	14 th June
Submission of final report	NIRAS	20 th June

Annex 1 – Evaluation Matrix

Questions raised in ToRs	Indicators to be used in Evaluation	Methods	Sources	Availability and Reliability of Data /comments
Relevance				
Is Diakonia working with the most relevant partners in order to achieve the intended objectives in an effective manner?	Perceived level of influence of partners at national and local levels. Perceived level of influence of other potential partners.	Interviews with key informants. Desk review.	Diakonia and other national and international human rights organisations, UN agencies, NGO coalition. We do not plan to interview the Government.	Perceptions are reliable if many have the same opinion.
To what extent have Diakonia and its local NGO partners adapted/adjusted their programme and activities to reflect changes in the context and target group?	Evidence of strategic deliberations in Diakonia and partner organisations nationally and locally Evidence of actual changes in methods, approaches and partnerships. Share of funding going to grassroots member-based organisations Perceptions of external observers.	Interviews with key informants Desk review of Diakonia and partner reports 2014-date.	Diakonia, partners and other national and international human rights organisations, UN agencies Solidarity House.	Reliable if we can get documented evidence of changes taken, verified by interviews.
Is the HRDEM Programme corresponding to actual needs in the society (and target groups)?	Coherence between needs expressed by marginalised men, women, girls and boys and the Diakonia programme activities.	Desk review of needs assessments carried out by Diakonia, partners and	Available needs assessments carried out at the grass-root level from	Reliable if we can triangulate data from a number of needs assessment. The interviews

		other organisations and agencies in Cambodia mapping the human rights and gender equality situation at the grass-root level. Focussed group discussions in selected local communities visited by the evaluation.	2014 and onwards (by Diakonia partners and other organisations and agencies). Annual reports from Diakonia and its partners (2017) explaining what problems they have focussed on.	made in the two selected provinces will be used to triangulate the claims made in annual reports.
To what extent do the capacity building activities Diakonia offers correspond to the needs of its partners? How are these needs established or assessed?	Share of partner's total funding and share of partner's budget for capacity building supported by Diakonia (to establish contribution towards organisational strengthening). Evidence of documented organisational development (OD) assessments undertaken by partners and submitted to Diakonia. Capacity building needs expressed by partners. Perception of Diakonia's capacity building activities among partners (if any).	Desk review of reports, evaluations and OD assessments. Questionnaire to all partners. Interviews with partners at national and local levels in selected provinces.	Financial and narrative reports of partners. Available OD assessments made by partners as a basis for human resources development and applications to Diakonia. Key informants at partner organisations nationally and locally. Staff self-assessment workshops.	Reliable if we can get figures and quality OD assessments as a basis for the analysis. Perceptions are reliable if many have the same opinion.

What are the added values and roles of Diakonia towards its local NGO partners and how is Diakonia perceived by the partners? Do they receive adequate support?	Perceptions of Diakonia's contributions to partners apart from funding. Perceptions of Diakonia's strengths/weaknesses compared to other donors and/or intermediary organisations. Perceptions of areas of improvement.	Interviews with partners at national and local levels. Questionnaire to all partners.	Staff, managers and board members of partner organisations nationally and locally.	Perceptions are reliable if many have the same opinion.
Effectiveness				
How effective is the capacity building activities provided by Diakonia? What has worked well and what has not worked? How does Diakonia monitor the effectiveness of its capacity building activities? What are the enabling and disabling external and internal factors affecting Diakonia's Cambodia programme? How useful and practical is the Diakonia M & E system in Cambodia?	Perceptions of the Diakonia capacity development efforts among partners. Share of partners that have developed a logic and realistic Theory of Change to explore, in greater depth, the linkages between their activities and the changes, particularly systemic changes, needed to improve human rights and democracy in Cambodia. Share of partners that have baselines and ensure that results are captured and reported on the same parameters.	Desk review (participant evaluations of capacity development arrangements) Survey to all partners Interviews with key informants in Diakonia and selected partner organisations at national and local levels.	Diakonia and partner reports, evaluations and OD assessments. Diakonia staff in Sweden, Thailand (via Skype) and Cambodia. Partners, at national and local levels.	Reliable, if we can get an open dialogue with Diakonia and partners as well as establishing triangulation between interview responses and desk review results. Perceptions are only reliable if many have the same opinion.
Efficiency				
Assess the communication and coordination between Diakonia's Country Office	Frequency and quality of communication.	Interviews with key informants in Diakonia, Sweden,	Programme staff and directors at all levels of Diakonia.	Risk of bias. If we manage to establish a good basis for

and its Regional Office, and the Country Office and the Head Office.		Thailand regional office and Cambodia national office.		open dialogue, we may be able to capture areas of improvement.
Sustainability				
No questions according to ToR Diakonia has committed to work with partners to ensure sustainability. These three commitments could be evaluated under the sustainability criteria: <ol style="list-style-type: none"> 1. Stay principled and united as collective members of broad coalition of local and international democracy advocates to counter/diffuse attacks (on democracy). 2. Continue activities at local level or within sectors where activism can survive and prosper. 3. Support special “succession” plans by each partner 	Level of activity of coalitions of democracy/HR activists Share of partners that have taken a “survival mode” by changing to new/safer thematic areas Share of partners with succession plans	Survey to all partners. Interviews with key informants in Diakonia and selected partner organisations at national and local levels.		

for junior members to be groomed for seniority and constant flows of newcomers openly welcomed for self-regeneration and renewal.				
Impact/Outcome				
<p>No questions according to ToR. We suggest adding questions regarding signs of strengthening of partner organisation capacity in terms of:</p> <ol style="list-style-type: none"> 1. Do partner organisations have a solid ownership of the strategic direction of their organisation and a commitment to the issue at hand? 2. Does it have ability to keep abreast with contextual developments and adapt its operations to match new opportunities and challenges? 	<ol style="list-style-type: none"> 7. Share of partners that demonstrate independent strategic decisions and proactively search for funding of these ideas (as compared to donor responsive strategies). Share of partners having NGO Governance & Professional Practice (GPP) certificate. Extent of partners improvement according to the “Mango health checks” https://www.mango.org.uk/guide/healthcheck carried out by Diakonia. 8. Evidence of proactive reflection and changes of strategic approaches as basis for applications to donors. 9. Evidence of membership base or participation of 	<p>Document review Survey to all partners Interviews with key informants in Diakonia and selected partner organisations at national and local levels.</p>	<p>Partners, at national and local levels. “Mango health checks”. Annual reports of partners for 2017.</p>	<p>Interviews and self-assessments of capacity in partner surveys and interviews might be biased. There is a need to have external observers’ opinion to triangulate. The desk reviews of “Mango checks” might be a way to triangulate.</p>

<p>3. Does it have ability to attract and organise the concerned rights holders?</p> <p>4. Does it have ability to influence people and structures of power?</p> <p>5. Does it have ability to retain trust of the rights holders and the donors (through transparent and accountable management) and to retain competent staff?</p> <p>6. Is it sensitive to gender equality and diversity?</p>	<p>rights holders in actions</p> <p>10. Evidence of innovative advocacy methods and successful dialogue.</p> <p>11. Share of partners managing to retain trained staff at national and local levels.</p> <p>Level of insight in planning and reporting of partners by its constituency.</p> <p>12. Staff composition, signs of reflection on diversity and gender in connection with planning and implementation of activities.</p>			
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Annex 2 – Terms of Reference

TERMS OF REFERENCE Version 2018-02-09

Terms of Reference for the Mid-Term Review of Diakonia's Human Rights and Democracy Programme in Cambodia 2017-2019

Date: 9 February 2018

1. Object and scope of Mid-Term Review (MTR)

The objective of the Mid-Term Review (MTR) is to review and assess Diakonia's Human Rights and Democracy Programme in Cambodia 2017-2019 (HRDEM). The Programme is supported by the Swedish International Development Cooperation Agency (Sida), represented by the Embassy of Sweden in Phnom Penh, with a total amount of SEK 44 million.

Sida has been cooperating with Diakonia in the area of human rights and democracy in Cambodia since 1997. The intervention has included capacity development and providing grants to 13 local NGOs and associations in Cambodia working in the areas of human rights, legal defense, freedom of expression, media and gender promotion throughout Cambodia. Diakonia provides capacity building, not the least, in the areas of internal control and good governance, network building and gender. Diakonia has identified a strategy of change with the objective of fostering a development away from a civil society dominated by professional NGOs and top-down service delivery organisations towards a more pluralistic, more empowering, more representative, more independent, less elitist, more gender equal and more democratically organised NGOs. This is reflected in the choice of partners as well as in the continued emphasis to support qualitative participation, a strengthened democratic civic culture and improved gender equality within the partner organisations and, through them, in the wider society. Diakonia's HRDEM Programme is built around three broad results areas, viz.: 1) Democracy; 2) Gender equality; and 3) Human Rights. Promoting democratic values and defending democratic freedoms constitute key principles of the intervention. Actions relating to freedom of assembly, association and expression are particularly pronounced, along with other initiatives trying to counteract infringements of democratic rights. Freedom of speech and expression is supported through independent media, citizen journalism, community media and new social media. ICT technology is recognised as a key tool for communication, evidence-based advocacy and data collection as well as a means to organise and form associations.

The latest evaluation was conducted by an external evaluation team and commissioned by the Embassy in 2012 for the support to Diakonia and Forum Syd's programmes (2010-2012, extended to 2013). The evaluation concludes that the partner organisations of Diakonia (and Forum Syd) have contributed to improving awareness of rights of Cambodian citizens, improved capacity amongst the partner organisations to fulfill their roles as human rights and democracy watchdogs and have comparative advantages being long-term and trusted partners to the Cambodian civil society.

For further information, the programme documents are attached as Annex A.

The scope of the MTR and the intervention logic or theory of change of the programme shall be further elaborated by the Consultant.

2. Assignment rationale

According to the Grant Agreement between the Embassy of Sweden in Phnom Penh and Diakonia signed on 7 March 2017, it is stated that a MTR shall be carried out for the HRDEM Programme during 2017/2018 (Article 6.5). The role of the MTR is to improve the understanding of achievements made and challenges faced by Diakonia and the local NGO partners funded by Diakonia during the past period 2014-2016 and facilitate further improvements for the current phase 2017-2019 in the context of recent political developments in Cambodia.

3. MTR purpose: Intended use and intended users

The purpose of the MTR is to assess achievements in relation to the Programme's overall objectives/expected results. The MTR will also review the relevance and effectiveness of the intervention in relation to the overall Programme goal. The MTR will inform decisions on how the programme implementation may be adjusted and improved in the remaining programme period.

The primary intended users of the MTR are Sida/the Embassy and Diakonia. However, the local NGO partners funded by Diakonia may also benefit from lessons learned and recommendations from the MTR.

The MTR is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the MTR process.

4. MTR criteria and questions

The objective of the MTR is to assess the performance, relevance and effectiveness of the implementation of Diakonia's HRDEM Programme and formulate recommendations on how to improve and adjust implementation taking the current political situation into account.

More specifically, the MTR aims to:

- a) Assess performance and progresses made by Diakonia's HRDEM Programme;
- b) Assess relevance and effectiveness of capacity building provided by Diakonia to its local NGOs partners;
- c) Provide practical recommendations to Diakonia and its local partners for future implementation of the Programme.

In regard to *performance*, the MTR should look into the following:

- Assess Diakonia's HRDEM Programme, i.e. are they working with the most relevant partners in order to achieve the intended objectives in an effective manner?
- To what extent have Diakonia and its local NGO partners adapted/adjusted their programme and activities to reflect changes in the context and target group (i.e. political context and space) (awareness-raising and knowledge of rights among citizens and the target groups) over recent years?
- Is the HRDEM Programme corresponding to actual needs in the society (and target groups)?

In regard to **relevance** and **effectiveness** of Diakonia's capacity building activities, the MTR should look into the following:

- **Relevance** – To what extent do the capacity building activities Diakonia offer correspond to the needs of their partners? How are these needs established or assessed?
- **Effectiveness** – How effective is the capacity building activities provided by Diakonia in the sense that the capacity of the partner organisations is strengthened, and their behaviour or systems/procedures are changed? How does Diakonia monitor the effectiveness of their capacity building activities?

In addition to the above key criteria, the MTR should look also into the following issues:

- **Coordination** – Assess the communication and coordination between Diakonia's Country Office and its Regional Office, and the Country Office and the Head Office
- **Support** – What are the added-values and roles of Diakonia towards its local NGO partners and how is Diakonia perceived by the partners? Do they receive adequate support?

5. Approach and methods for data collection and analysis

It is expected that the consultants describes and justifies an appropriate approach/methodology and methods for data collection in the tender. The MTR involves reviewing programmes implemented by 13 local NGO partners. These programmes involve activities in many areas and locations in Cambodia. The tender should include an cost effective ambition level in order to secure a fair understanding in accordance with the above stated objective of the MTR. The consultants should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

6. Organisation of evaluation management

This MTR is commissioned by the Embassy. The intended user are the Embassy, Diakonia and the local NGO partners. Diakonia has contributed to the ToR and will be provided with an opportunity to comment on the the final report, but will not be involved in the management of the evaluation. Hence the commissioner will evaluate tenders and approve the final report. The start-up meeting and the debriefing workshop will be held with the commissioner.

7. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender. **The final report** should be delivered not later than **mid-May 2018**. The following meetings are regarded as a prerequisite:

- A start-up meeting with the Embassy
- Debriefing workshop with Diakonia, the local NGO partners and the Embassy
- Presentation on final report for the Embassy
- The timing of any field visits, surveys and interviews need to be settled by the consultants in dialogue with the main stakeholders.

The final report shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format agreed with the Embassy. The executive summary should be maximum 3 pages. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders. The report should be no more than a maximum of 35 pages excluding annexes (including Terms of Reference and Inception Report). The consultants shall submit the pdf-format final report to the Embassy by addressing to Head of Development Cooperation Section, Samuel Hurtig at samuel.hurtig@gov.se and copying to responsible Programme Officer, Jeudy Oeung at jeudy.oeung@gov.se

8. Team Qualification

The MTR may be conducted by a consultancy team (2 persons) with the following qualifications:

- Competence and experience in reviews and evaluations, quality assessment, results framework and results-based management;
- Competence and experience in the development cooperation area;
- Extensive and documented competence and experience in the area of democracy and human rights;
- Experience and understanding of the Cambodian context;

One person shall be assigned as team leader with the overall responsibility for the review. The team leader shall have experience of leading review/evaluation assignments. At least one person must be a local consultant based in Cambodia with adequate Khmer and English skill. A CV shall be included in the call-off response for each team member and contain full description of the consultants qualifications and professional work experience. It is important that the competencies of the individual team members are complimentary. The consultants must be independent from the review object and activities, and have no stake in the outcome of the review.

9. Resources

The maximum budget amount available for the MTR is SEK 650,000. The contact person at the Embassy is the responsible Programme Officer, Jeudy Oeung at jeudy.oeung@gov.se. The contact person should be consulted if any problems arise during the evaluation process. Relevant Sida/the Embassy documentation will be provided by him and should be prepared well in advance.

Contact details to intended users will be provided by Jeudy Oeung and Diakonia's Cambodia Country Manager, Neva Thiounn at neva.thiounn@diakonia.se.

The consultants will be required to arrange the logistics, booking interviews, preparing visits including any necessary security arrangements.

Annex A: List of key documentation

The list of key documentation are the following:

- Annual Reports for 2014, 2015, and Completion Report for 2014-2016
- Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2014-2016 between Sida and Diakonia, dated 10 June 2014

- Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2017-2019 between Sida and Diakonia, dated 7 March 2017
- Diakonia's programme documents for the period of 2014-2016 and of 2017-2019 (annexed to the grant agreements)
- Swedish Development Cooperation Strategy 2012-2013
- Results Strategy for Sweden's International Aid in Cambodia 2014-2018
- Evaluation of Forum Syd and Diakonia's Democracy and Human Rights Programmes in Cambodia, 12 September 2012

Annex 3 – Documents Reviewed

1. Annual Reports for 2014, 2015, and Completion Report for 2014-2016.
2. Carneiro, G., Boman K., Woel, B., and Nylund, A. Support to Capacity Development – Identifying Good Practice in Swedish Development Cooperation Sida Evaluation Sida Evaluation Report for the Joint Scandinavian Evaluation of Support to Capacity Development, Sida Evaluation, 2015:2.
3. Christoplos, I., Hedquist, A.L. & Engstrand, K. Capacity development literature review. UTV Working Paper 2014:1. Stockholm, Sida.
4. Diakonia's Global Strategy 2015-2020.
5. Diakonia's programme documents for the period of 2014-2016 and of 2017-2019 (annexed to the grant agreements).
6. Evaluation of Forum Syd and Diakonia's Democracy and Human Rights Programmes in Cambodia, 12 September 2012.
7. Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2017-2019 between Sida and Diakonia, dated 7 March 2017.
8. Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2014-2016 between Sida and Diakonia, dated 10 June 2014.
9. Human Rights Watch Report 2013.
10. Mayne, J. Contribution analysis: An approach to exploring cause and effect, *ILAC Brief* 16, May 2008.
11. Results Strategy for Sweden's International Aid in Cambodia 2014-2018.
12. Swedish Development Cooperation Strategy 2012-2013

13. Annex 4 – Interview Guides and survey questions

Interview guide Diakonia staff Cambodia office

This is a short guide and the questions may be elaborated, refined and expanded during the field mission.

1. What are the strengths and weaknesses of Diakonia as a grant maker and capacity supporter? What is Diakonia's added value compared to other actors in this field?
2. Can you mention any specific examples where Diakonia's support to a partner played a significant role for processes or outcomes? Describe Diakonia's role and effectiveness in these processes.
3. What are the strengths and weaknesses of Diakonia as a facilitator of national and regional networking and advocacy? What is Diakonia's added value compared to other actors in this field? Describe Diakonia's role and effectiveness in these processes.
4. Is Diakonia linking its advocacy support to national, Asian or international human rights processes and mechanisms? Give examples.
5. Can you mention any specific examples where Diakonia's support to advocacy efforts played a significant role for processes or outcomes?
6. Is Diakonia inclusive of all marginalised groups? Any groups excluded?
7. What adjectives describe Diakonia's work best? Mention at least three.
8. Which civil society organisations do you see as the strongest and most influential advocates or supporters for democracy, human rights and gender equality in Cambodia?
9. What added value does Diakonia bring to the table?
10. In what areas do Cambodian CSOs in general lack capacity?
11. How could Diakonia improve its role and support?

Interview guide external observers, partners at national and local levels

This is a short guide and the questions may be elaborated, refined and expanded during the field mission.

1. How often and for what purposes have you been in contact with Diakonia?
2. What is your general experience of Diakonia in the occasions where you have met?
3. What are the strengths and weaknesses of Diakonia as a grant maker and capacity supporter? What is Diakonia's added value compared to other actors in this field?
4. Can you mention any specific examples where Diakonia's support to your organisation played a significant role for processes or outcomes? Describe Diakonia's role and effectiveness in these processes.
5. What are the strengths and weaknesses of Diakonia as a facilitator of national and regional networking and advocacy? What is Diakonia's added value compared to other actors in this field? Describe Diakonia's role and effectiveness in these processes.
6. Is Diakonia linking its advocacy support to national, Asian or international human rights processes and mechanisms? Give example.
7. Can you mention any specific examples where Diakonia's support to advocacy efforts played a significant role for processes or outcomes?
8. Is Diakonia inclusive of all marginalised groups? Any groups excluded?
9. What adjectives describe Diakonia's work best? Mention at least three.
10. Which civil society organisations do you see as the strongest and most influential advocates or supporters for democracy, human rights and gender equality in Cambodia?
11. What added value does Diakonia bring to the table?
12. In what areas does your organisation (or Cambodian CSOs in general) lack capacity?
13. How could Diakonia improve its role and support?

Survey to partners

The objective of this survey is to assess if/how Diakonia's support has helped you improve your capacity as a civil society organisation. Your responses will be kept confidential.

Name of organisation:

Number of staff:

Number of members (if any):

Annual budget:

Share of budget that comes from Diakonia:

Year of latest Governance & Professional Practice (GPP) certificate:

Our capacity is strong in:

Our capacity is weak in:

Kind of capacity support received from Diakonia (describe in detail):

Survey questions	Agree totally	Agree to some extent	Disagree to some extent	Disagree	Don't know	Comment
Our organisation has a realistic strategy for the future work which is known by all staff and the target group						
Staff and target group representatives participated in the design of the strategy						
We update the strategy regularly when things change						
Our organisation engages in the <u>right activities</u> to further its mission						
We know what we are supposed to achieve every year						
We report on our achievements every year to our constituency						
We report on our achievements every year to our donors						
Our organisation uses its funding in an efficient way						

Our organisation has good leadership						
The roles are very clearly defined between our organisation board and the Director						
Our organisation has the right and sufficient skills for the management						
Our organisation has the right and sufficient skills for communication and advocacy						
Our organisation has access to sufficient legal and financial expertise						
Our organisation has a performance assessment system in place						
Our organisation has a succession plan so that we are not depending on only one-person leader						
Our organisation constantly develops and improves working methods						
Our organisation is respected among the government authorities						
Our organisation is respected among other CSOs and among the constituency						
Our organisation has sufficient staff (quantity and quality) to fulfil its mandate						
Our organisation handles risk well						

Annex 5 – Diakonia partners

ADHOC

ADHOC is one of Cambodia's oldest human rights watch dogs. It has human rights monitors in all 24 provinces. Focus is on monitoring and legal aid. It also used to be involved in advocacy on the national level but this is less visible nowadays. Lately ADHOC has been engaging closer with the Government and is more inclined towards soft advocacy strategies than what used to be the case, among others ADHOC tries to cooperate with the national human Rights Commission in a joint project on land rights monitoring. ADHOC has a specialising in women's rights which among others works to support cross border migrants.

Banteay Srei

Banteay Srei (BS) strives to empower women through a holistic approach where the aim is to make women take part in decision making processes at different levels: within the family, in the community as well as in political forums (commune councils). Through livelihood projects women get access to and control their own income opportunities. Banteay Srei is engaged in low key advocacy to try to achieve peaceful resolution of land rights conflicts. The organisation runs a very ambitious program trying to increase the number of women in local politics and trains big numbers of female commune councillors and other female community leaders.

Building Community Voices

Building Community Voices (BCV) supports local groups, especially indigenous peoples' ability to articulate and raise awareness around the interests of their communities using community media. Media is used as an entry point for organising and activating communities in different projects such as restoring irrigation canals. Platforms are created for interaction with local authorities at the same time as BCV is involved in supporting outspoken advocacy efforts. BCV is characterised by strong female leadership and is embedded in a network of mostly women led organising.

Cambodian Center for Independent Media

Cambodian Center for Independent Media (CCiM) is one of very few independent media actors in

Cambodia. CCI-M provides NGOs and CSOs access to broadcasting time. The channel serves as a platform for groups engaged in grass root advocacy/organising to influence and link with the advocacy agenda of “professional” NGOs active on the national level. CCI-M also has a role in increasing the standard of journalism as it is one of few institutions offering trainings in journalism. Among many other programs, CCI-M organises and broadcasts open forums with decision makers and citizens, which helps creating pressure for transparency and accountability in local decision making processes. CCI-M radio reaches 14 out of 24 provinces and up to 8.5 million listeners.

CENTRAL

is a not for profit and non-governmental organisation operating three main programmes such as Organising, Protection, and ICT (Information, Communication, and Technology) which respond to the issues of forced labor and discrimination, violence against pregnant female workers and trade union leaders, poor working condition, and low wage. The programmes are implemented in Cambodia with no limited to geographical areas to benefit for formal workers working in the industrial, agricultural and service sectors, informal laborers whose rights are violated especially the farmers, and migrant workers in Thailand. The project aims at promoting transparent and accountable governance for the fulfilment of worker’s and human rights in Cambodia and the project thematic focus is labor rights. CENTRAL collaborates with local and international networks that consist of more than six million active members from labour support organisations, global and international trade unions in the EU, US and Asia. CENTRAL is an affiliate of the Clean Clothes Campaign (which has a presence in almost all EU member states) and also a coordinating organisation of the Asia Floor Wage Alliance collaborating with various partners in the US.

The Committee for Free and Fair Elections in Cambodia

The Committee for Free and Fair Elections in Cambodia (COMFREL) was established in 1995 to build a democratic society that democratisation, in particular democratic elections, are promoted and qualified to bring benefit to people. COMFREL is currently engaged in lobbying and advocating for improvements to the legal framework for political and electoral reforms; it has active preparations for future civic education and it also monitors the performance of parliamentary members to assess their fulfilment of political platforms. COMFREL endeavours to build the capacity of its own network

as well as those with our partners at national and provincial levels. COMFREL conducts public forums and assesses performance of commune councils, by focusing on the issues of local governance and participation of citizens in local bodies to build democracy from village-level upwards.

Community Legal Education Centre

Community Legal Education Centre (CLEC) offers legal aid to human rights victims and advocates for rule of law. This might be considered futile considering that the Cambodian legal system does not function properly; it is not independent from political or economic power structures, but is used by those in power to oppress and intimidate human rights advocates or further victimise victims of organisational development, the key organisers have experience from previous networks and it already has presence in about 58 farmer communities, working closely with 25 of these as well as with nine networks. CCFC reaches out to tens of thousands of farmers. CCFC tries to assist the forming and strengthening of farmer communities and improve networking and cooperation between communities at risk. Focus is primarily land rights – land grabbing, laws restricting farmers rights to access and control their own land – but also good governance, especially the practice of local authorities to deny service to citizens who do not show loyalty the ruling party (such as denial of birth and marriage certificates). Trainings and technical support focus on advocacy skills, community organising skills and legal awareness. CCFC also links the grassroots to “professional human rights NGOs“, such as LICADHO and ADHOC in order to facilitate paralegal support and legal representation. Establishing internal democratic practices is an important part of the community organising activities.

Equitable Cambodia

Equitable Cambodia (EC) works with communities affected by or at risk of being exposed to land grabbing. Strong community organising is the basis for high profile, evidence-based advocacy. Legal awareness trainings, trainings in community organising skills, local and regional networking and alliance building activities are at the core. EC is has trained and a supported a great number of female community leaders that has very successfully helped expanding the space for women in the

public. With the help of EC the involved communities have been involved highly successful advocacy towards the World Bank, ADB and the European Parliament.

Gender and Development for Cambodia

Gender and Development for Cambodia (GADC) is one of the most prominent Cambodian gender organisations. GADC is advocating gender equality at the national level, and tries to influence ministries and other government bodies, primarily by attending events and the government's technical working group on gender. The organisation engages in gender training programs and some soft advocacy through a nationwide network, GAD Net. GADC also supports communities' engagement with local authorities, primarily around domestic violence. Over its Women's' and Men's core groups, who organise duty bearers and villagers at the village level, GADC tries to engage with law enforcement officials, commune councils and provincial authorities to intervene in cases of domestic violence. A nationwide Men's network tries to address perceptions on domestic violence.

LICADHO

LICADHO is one of the country's oldest, biggest and most well respected human rights defenders. It acts as a human rights watch dog, with a focus on legal support but over the later years it increasingly also acts as a facilitator for other weaker NGOs/networks and as a platform and coordinator of joint NGO initiatives. LICADHO assists rights holders in variety of ways – legal support, health service, organising skills, advocacy training. LICADHO serves an important role in connecting emerging grass root- and member-based organisations (growing over the last ten years) with the established NGO community. LICADHO also has a gender rights unit.

NGO Forum

NGO Forum (NGOF) is one of Cambodia's oldest and most prominent NGOs active at the national level and engages in information sharing, debate and high-level advocacy. It coordinates five umbrella organisations for NGOs active in different sectors. Since management was nationalised NGO Forum increasingly emphasises its relationship to the government and its involvement in policy dialogue, especially through the so called "Technical working groups". It has a great potential as a platform for cooperation between NGOs and has historically been of great importance for mobilising support for high profile advocacy when there have been attempts to shrink NGO space.

Sahmakum Teang Tnaut

Sahmakum Teang Tnaut (STT) is a pro-poor advocacy organisation that focuses on technical assistance; research around land tenure, and online activism to over 400 urban poor settlements - home to 40,000 families and with female community leaders often playing a key role. It has pioneered use of ICTs and social media to promote human rights in Cambodia, most notably in the prominent case of the “Boeung Kak Lake”. STT produces high quality and trusted research on urban poverty that is used by several other actors.

CCFC

CCFC is a member-based organization mainly working to mobilize, educate, and empower farmers to assert their land rights and to influence law makers to develop pro-farmers policies and laws. As most of farm land in the rural areas has been grabbed through Economic Land Concession scheme and other form of encroachment and development by elites, government officials and foreign business companies, the project is designed to support Cambodian farmers residing in eight target provinces to protect their land rights and livelihoods. The project aims at improving living condition of farmers and promoting their full participation in development processes through advocacy, empowerment and capacity development.

Annex 9 Documents reviewed

1. Annual Reports for 2014, 2015, and Completion Report for 2014-2016.
2. Carneiro, G., Boman K., Woel, B., and Nylund, A. Support to Capacity Development – Identifying Good Practice in Swedish Development Cooperation Sida Evaluation Sida Evaluation Report for the Joint Scandinavian Evaluation of Support to Capacity Development, Sida Evaluation, 2015:2.
3. Christoplos, I., Hedquist, A.L. & Engstrand, K. Capacity development literature review. UTV Working Paper 2014:1. Stockholm, Sida.
4. Diakonia's Global Strategy 2015-2020.
5. Diakonia's programme documents for the period of 2014-2016 and of 2017-2019 (annexed to the grant agreements).
6. Evaluation of Forum Syd and Diakonia's Democracy and Human Rights Programmes in Cambodia, 12 September 2012.
7. Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2017-2019 between Sida and Diakonia, dated 7 March 2017.
8. Grant Agreement for Support to Human Rights and Democracy Programme in Cambodia 2014-2016 between Sida and Diakonia, dated 10 June 2014.
9. Human Rights Watch Report 2013.
10. Mayne, J. Contribution analysis: An approach to exploring cause and effect, *ILAC Brief* 16, May 2008.
11. Results Strategy for Sweden's International Aid in Cambodia 2014-2018.
12. Swedish Development Cooperation Strategy 2012-2013.

Annex 10 Work Plan

Work plan

2018		March					April				May					June			
AN	KC	w9	w10	w11	w12	w13	w14	w15	w16	w17	w18	w19	w20	w21	w22	w23	w24	w25	w26
Start-up and Inception Phase (11,5 days)																			
Start-up meeting 18 April	0,5	0,5																	
Documents review and methods development	4	2																	
Drafting inception report	3	0,5																	
Submission of draft inception report 24th April																			
Comments/no-objection sent by Stakeholders 26 April																			
Submission of final inception report 27th April	0,5	0,5																	
Data Collection Phase (39,5 days)																			
Field visit to Cambodia to perform key informant interviews (inclusive travel)	14	21																	
Key information interviews (skype /telephone)	0,5	0,5																	
Additional documents review	1	0,5																	
Debriefing and validation workshop with Diakonia, local NGO partners and the Embassy in Cambodia 11th May	1	1																	
Data Analysis, Reporting and Finlisation Phase (12 days)																			
Report writing	5	3																	
Submission of preliminary findings brief 24 May																			
Submission of Draft Report 31 May																			
Feedback from stakeholders on draft report 14 June																			
Finalization of the report	2	1																	
Submission of Final Report 20 June																			
Presentation of final report to the Embassy, Sida and Diakonia TE	0,5	0,5																	
Total days	32	31																	

Initials: AN = Annika Nilsson KC = Kimsrun Chhiv



Mid-term Review of Diakonia's Human Rights and Democracy Programme in Cambodia 2017–2019

The objective of the review was to assess the relevance and effectiveness of Diakonia's Human Rights and Democracy programme in Cambodia and to formulate recommendations, taking into account the current political situation. The review found that Diakonia's partners are among the most important local CSOs in their thematic fields and that their work is highly relevant to the context and to Sweden's development strategy for Cambodia. Partners supported by Diakonia have made substantial contributions to democracy and human rights since 2014. Still there are some areas of improvement for Diakonia to consider, such as exploring synergies and being a more proactive partner. Examples of achievements and the full list of recommendations is found in the executive summary.

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