



THRIVE
NETWORKS



MID-TERM-REVIEW

Women-Led Output-Based Aid (WOBA) Cambodia

**Water for Women Fund, Australian Department of Foreign Affairs and
Trade**

Final Report

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LIST OF ABBREVIATIONS

CC	Commune Council
CCWC	Commune Council for Women and Children
CDPO	Commune Disabled People's Organizations
CHOBA	Community Hygiene Output-Based Aid (a previous EMW project)
CIP	Commune Investment Plan
CWA	Cambodian Water Association
DFAT	Department of Foreign Affairs and Trade
DORD	District Department of Rural Development
DRHC	Department of Rural Health Care
DPO	Disabled People's Organization
EMW	East Meets West
FSM	Fecal Sludge Management
GESI	Gender and Social Inclusion
HH	Household
ISF-UTS	Institute of Sustainable Future – University of Technology Sydney
MIH	Ministry of Industry and Handicrafts
MoWA	Ministry of Women's Affairs
MRD	Ministry of Rural Development
OBA	Output-Based Aid
PDIH	Provincial Department of Industry and Handicraft
PDRD	Provincial Department of Rural Development
PWD	People with a disability
RSCC	Rural Sanitation Clean Company (name of sanitation company)
RWSSH	Rural Water Supply, Sanitation and Hygiene
ToC	Theory of Change
TOT	Training of Trainers
WfW	Water for Women
WOBA	Women-led Output Based Aid

EXECUTIVE SUMMARY

WOBA Cambodia

WOBA Cambodia is a project designed and implemented by Thrive Networks /East Meets West Foundation aimed to bring equitable water and sanitation services and hygiene practices to marginalised households in nine rural provinces of Cambodia, and to improve women's empowerment in the WASH sector. It is funded by the Australian Department of Foreign Affairs and Trade (DFAT) through the Water for Women Fund over 4.5 years (June 2018 to December 2022) with a total budget 3,399,630.71 Australian dollars.

The project was implemented using a partnership structure that follows the vertical government structure (national-subnational-village), private sector sanitation suppliers and the Cambodian Water Supply Association (CWA) to administer an OBA subsidy scheme. WOBA aimed to build capacity of women to lead WASH mobilisation through partnership with the Committees for Women and Children at the district and commune levels, and through female village chiefs and volunteers.

Project results

As of June 2021, WOBA has reached almost 100% of its latrine uptake targets, 90% of its target in menstrual hygiene management training for women and girls, and 100% of its COVID-19 handwashing devices distribution. The water connection output is slower with about 33% of water connection targets achieved. The FSM pilot of alternative dual pit latrine is completed.

Twenty-five sanitation suppliers, of which five are female, and eleven female water operators have participated in WOBA to construct latrine and connect households to piped water, and to raise public awareness about WASH and health.

WOBA has partnered with the CDPO to deliver training on inclusive WASH and provide hygiene promotion and handwashing materials as part of the COVID-19 response for 45 DPOs and persons with disabilities in their DPO groups.

Evaluation approach and methods

The mid-term-review focused on four areas of inquiry alongside WOBA's expected outcomes: 1) partnerships and networks for systems strengthening; 2) building capacity of partners and stakeholders about OBA approach and GESI; 3) empowering women as leaders and change agents in WASH; 4) inclusive access for poor and GESI households.

The evaluation was undertaken primarily for learning purposes. The main focus of the evaluation, and this report is on how, why, and under what circumstances results were achieved. The seven key evaluation questions and their sub questions address all five evaluation criteria: relevance, effectiveness, efficiency, impacts, and sustainability.¹

The evaluation applied the Consolidated Framework for Implementation Research (CFIR) underpinned by implementation science to identify barriers and facilitators to successful implementation and contributing factors to changes at both the system and individual level.

¹ Organisation for Economic Co-operation and Development criteria; Development Assistance committee (DAC) criteria, Australian Department of Foreign affairs and Trade criteria

The evaluation employed a people-centred, multi-stakeholder approach with mixed method of data collection in five phases.

Phase 1. Desk review of relevant Cambodian government (at national, district, commune) policies, regulations in rural WASH.

Phase 2. Focus groups discussions and survey with partners and stakeholders in both sanitation and water component (n=37)

Phase 3. Semi-structured interviews with WOBA's beneficiaries (n=30)

Phase 4. Semi-structured interviews with CCWC women (n=19)

Phase 5. Semi-structured interviews with private sector operators and CWA member (n=4)

The evaluation also used WOBA's monitoring indicators, and reports of the CWA and CDPO to supplement the fieldwork data.

Limitations

- Short timeline limited the number and diversity of participants in the evaluation. The scope of the evaluation was mainly on the sanitation component in three provinces due to limited travel time.
- High risk of reporting bias given participants were all stakeholders of WOBA and have an inherent interest in the subsidy and incentives provided by the project.
- High risk of selection bias given the participants were selected by the implementation team.
- Lack of baseline data and appropriate M&E framework, processes, tools and data to assess increased WASH coverage and changes at various levels (individual, organisation, system) as a result of WOBA.
- Reliance on monitoring information provided without appraisal of EMW's M&E system risk data accuracy and reliability.
- These limitations were mitigated through rigorous analysis of the field data and monitoring information using triangulation and comparative analysis of quantitative and qualitative data.

Key lessons learnt

The key lessons presented in this section are framed around the focused areas of inquiry as opposed to specific evaluation questions. The report discusses the findings for each evaluation question.

- The WOBA model of implementation was based on the experience and success of EMW Cambodia's previous OBA (OBA smart subsidies) projects in sanitation and water supply, and EMW Cambodia's established relationships with the PDRD, which assumed that government partners' capacity building for OBA had already been achieved. Partners' perceptions of EMW Cambodia's quality and validity of evidence of latrine outputs through OBA in prior projects support their belief that WOBA will have desired outcomes in rural marginalised communities.
- The National Strategy for RWSS and NAP I and II provided the rationale for WOBA to deliver WASH services to target marginalised households in rural Cambodia and leverage the government structure to do so.
- The partnership structure of WOBA follows the government political structure to execute implementation. Although the processes of operational governance, information flow and

OBA payment differ across provinces, partners' shared goal of latrine uptake coupled with the performance incentive scheme has enabled WOBA to reach its sanitation and hygiene targets quickly.

- WOBA's focus on latrine and water connection outputs leveraging existing government structure as opposed to changing it has resulted in a fixed design and implementation activities rather than adaptive to contexts and characteristics of households, private sector operators, and the CCWC mobilisers. This has limited WOBA's reach and sustainable impact particularly for those living and operating in challenging environment and vulnerable to climate change.
- Knowledge about WOBA and how the project operates particularly in terms of the subsidy amounts, cost of latrine, financial flow varied across the provinces. There is a lack of transparency in the payment process due to inconsistent or lack of proper documentation and checklist of household registration of interest and completed latrines at all levels.
- Most beneficiaries appreciated the subsidy scheme even if they did not know the actual amount and their entitlement. They all improved their understanding about WASH and health and have stopped open defecation by using their built latrines.
- Reliance on the Ministry of Planning's ID poor system to identify and select target beneficiaries only at one data point risks many vulnerable households unable to access WOBA although they meet the criteria of poverty and vulnerability. This has created a perception of WOBA as unequal access rather than inclusive approach.
- The cost of latrine payment, even with subsidies is still too high for the very poor households, which has led some households to use the government COVID-19 support package, which is earmarked for basic needs, to pay for the latrine. Others have become indebted to friends and neighbours. Suppliers and village leaders or even the CCWC members had to forego their performance incentives to help households to make payment.
- The recruitment of the CCWC to the commune council committee have achieved WOBA's quota for women in the commune councils. However, the CCWC women's workplan and workflow follows the existing line of authority, which maintains the CCWCs' subordination to their male leaders. In addition, the recruitment of CCWC women is premised on a gendered view of WASH within the domestic space.
- Despite the entrenched gender norms and lack of real leadership opportunities in WASH, the CCWC women felt they are change agents because they have been able to transfer their knowledge about WASH and health to improve households' awareness about benefits of sanitation and influenced change in the communities' hygienic practices.
- Training was provided to the private sector partners on OBA approach, technical aspects of building latrine for people with disabilities, and business and marketing skills. However, their application of business and financial management appears limited. Although most are optimistic, it is not clear how these private sector suppliers will continue to provide latrines for the poor and disadvantaged groups post WOBA.
- Affordability is the critical barrier for poor and vulnerable households to access latrine and for the private sector suppliers to maintain business. Dedicated support for the government to households or policy in supporting private sector financing is needed to enable growth rate of latrine uptake and for suppliers to be able to continue to provide sanitation services that meet diverse needs of households.
- WOBA has leveraged commune contribution although this contribution was not substantiated in the payment flow in all three provinces of the evaluation. Many communes have not yet set budget line for WASH and rely on development agencies to fund WASH in

their CIP. Institutionalising OBA through government co-financing seems unlikely and would need much advocacy efforts by EMW in the remaining period of WOBA.

Key recommendations for Thrive/EMW

- Continue to engage with the partners institutions with the explicit intention and action plans to contributing to institutional, individual and system changes. This could involve planning and agreeing on indicators of change to be tracked and reported by partners and synthesised by EMW and feedback to partners. The NAP II indicators should be used as a starting point.
- Establish a system of data collection and reporting of latrine registration, latrine building, latrine verification, payment of latrine costs, subsidies to households and performance incentives to partners at the commune or village levels, DORD, PDRD, CCWC, RSCC, and EMW. This would ensure transparency in financial transactions and accurate recording of latrine uptake.
- Establish a system of data collection and reporting of water connection registration, water connection, connection verification, payment of water connection fee, subsidies to households at the commune or village level, CWA, water operators, and EMW.
- Develop and implement appropriate M&E processes and tools, appropriate for tracking GEDSI outcomes, system strengthening outcomes, and private sector outcomes alongside verification of WASH outputs. Indicators and qualitative information should be collected at baseline, throughout implementation to allow EMW to capture and report on these kinds of outcomes (as WOBA desires) in a meaningful way and support adaptive management approaches to implementation results in a timely manner.
- Analyse and report performance indicators such as but not limited to latrine completions and water connections using GSI disaggregated data
- Update and deliver the WOBA information package provided to households and CCWC members so they have complete information about 1) WOBA project (EMW, DFAT as donor, WfW as the Fund, partners involved), 2) OBA scheme and how it operates, 3) subsidy rates and eligibility, 4) latrine costs/water connection fees/water tariff rates, 5) types of latrine that can built/ water connection availability, 6) steps involved in the WOBA processes, 7) expected costs and financial outlay, 8) benefits, and 9) timeline. The package should have standardised information (item 1 to 6) and case-by-case information (item 7 to 9).
- Revise and deliver training package provided to private sector operators on business skills, financial literacy and financial management. The content should be provided by business experts in WASH and incorporate practical assessment of business knowledge acquired.
- Develop and deliver training package and workshops on climate change, adaptation measures in sanitation and water supply to all partners particularly the private sector operators. The training content should be developed by climate change experts in consultation with EMW and partners.
- Continue to deliver awareness raising activities on WASH and health to households after latrine construction and connected to piped water. These activities should be delivered in a targeted way using appropriate communication channels to ensure women, persons with disabilities, elderly people can access them.
- Incorporate feedback of beneficiaries about quality of service and products, and experience of WOBA in the verification surveys and use their feedback to improve the implementation processes.

- Incorporate the CCWC women in the design, process and feedback at each stage of the WOBA processes.
- Assess the extent that the CCWC recruited to commune council committees have a voice in decisions and committee outcomes. This assessment should be part the WOBA's monitoring framework using a range of quantitative and qualitative indicators.
- Identify existing supportive structure for women's empowerment within the existing government structure that WOBA leverages and facilitate discussion that includes both men and women on gender norms, barriers and enablers for CCWC women and female volunteers in their WOBA activities. These discussions should be conducted before, during and after a WOBA activity.
- Review appropriate designs and construction options for latrines in challenging environments and price range and subsidy structure. A pilot can be conducted for the prototype and revised subsidy scheme. This is partly addressed in the II grant and would complement the results of this grant in terms of increasing government's support and scale an innovation.
- Develop and disseminate learning notes and policy briefs in English and Khmer from various studies conducted by EWM (including this report), reports by CWA, CDPO, to WOBA's partners, and stakeholders, and Cambodia's WATSAN, RUSH and other WASH networks. Follow up with partners to understand impact of WOBA's knowledge sharing.
- Conduct further studies to gain better understanding about the emerging issues from this MTR, including: 1) a review of WOBA's OBA payment process; 2) a study on gender equality and women's empowerment with female water operators, female volunteers, CCWC, and other partners; and 3) a study on financial health of WOBA's private sector sanitation suppliers and water operators to assess and identify factors contributing to long term economic viability.

1. WOBA PROJECT DESCRIPTION

1.1 Project background and objectives

WOBA Cambodia is a project designed and implemented by Thrive/East Meets West (EMW) to address challenges and inequities in Cambodia's rural water, sanitation and hygiene (WASH) sector. It is funded by the Australian Department of Foreign Affairs and Trade (DFAT) through the Water for Women Fund over 4.5 years (June 2018 to December 2022) with a total budget of 3,399,630.71 Australian dollars.

WOBA Cambodia builds on the long history of DFAT's investment in the rural WASH sector in Cambodia, and the strong partnership between the Australian Embassy and EMW over the years. WOBA supports policy advocacy at national and sub-national levels in rural WASH, an area that aligns with DFAT's objectives for economic diplomacy in the sector.

The project has two objectives:

Objective 1: To improve rural livelihoods through increased access to equitable (WASH services, especially among marginalized community members.

Objective 2: To improve gender empowerment and inclusion of women through program implementation and decision making.

1.2 Targets and expected outcomes

To address the program's two objectives, and align with the Fund's goal of improved health, gender equality and wellbeing of Asian and Pacific communities through inclusive sustainable WASH, WOBA Cambodia has three implementation components and targets:

- 3,750 poor households connect to piped water schemes – their connections will be co-financed through a competitive output-based pro-poor subsidy intervention.
- Improved access to hygienic sanitation in rural communities, with hygienic latrines constructed by 15,000 poor and 15,000 non-poor households, with 4,000 of these in the poor/GESI category; this will be complemented with a commercial sanitation intervention.

WOBA Cambodia is implemented in the rural areas of nine provinces which have different geographical and socio-economic conditions. These provinces are Prey Veng, Kampot, Kracheh, Pursat, Battambang, Kampong Cham, Kampong Speu, Kampong Chhnang, and Tboung Khmum.

WOBA Cambodia has five expected outcomes:

1. Strengthened national and sub-national WASH systems with government able to implement and sustain inclusive output-based aid WASH approaches in rural Cambodia – achieved through a government co-financing requirement.
2. Strengthened private sector ability in sanitation and public/private enterprises in water to operate sustainably and reach poor and GESI communities in rural Cambodia; increasing their role in providing high quality WASH services to all.

3. Improved access to and use of equitable WASH services, especially among marginalised community members.
4. Improved gender empowerment and systematic inclusion of women and outcomes in households and communities and institutions.
5. Increased use of evidence and innovation in gender and inclusive WASH in Cambodia; increased contribution from Cambodia to regional and global evidence base.

1.3 Key strategies and activities

Guided by a theory of change that aligns with the Fund's theory of change, WOBA has three strategies which are expected to contribute to the five expected outcomes. Annex 2 presents WOBA's theory of change.

- 1) Partner with district and commune government, Committees of Women and Children, and private sector WASH operators to strengthen coordination mechanisms (at all institutional levels) and private sector capacity in delivering WASH services for poor and GESI households.
- 2) Build capacity of government partners, women in committees for women and children, women in the villages, and private sector WASH operators to implement OBA WASH services for poor and GESI households.
- 3) Leverage partnerships with government partners, WASH authorities, Committees for Women and children, and private water operators to facilitate workshops to mainstream and advocate for gender, disability and socially inclusive approach in WASH delivery in Cambodia.

The key activities to implement these strategies include:

- Partner with and deliver training for Cambodia's District Authorities, Provincial Departments of Rural Development (PDRDs) to implement project activities through commune and village administrations. The aim is to strengthen governmental capacity to deliver sustainable WASH services for poor and marginalised communities (gender & socially inclusive (GESI) households).
- Advocate and secure co-financing through the District development funds and Commune development funds to budget activities toward the commune or district development plans with key line ministries. The aim is to secure subsidy for poor and poor plus GESI households to take up latrine construction and water connections.
- Partner with private sector suppliers to strengthen supply chain for sanitation products. Partner with Cambodian Water Supply Association (CWA) and Provincial Department of Industry and Handicraft (PDIH) to administer an OBA subsidy fund that encourage private water enterprise to target poor/GESI HH connections achieved by private water enterprises. The aim is to strengthen private sector ability to deliver sustainable WASH services, particularly for marginalised communities (poor and poor plus GESI households).
- Partner with CDPO to provide training on disability for government partner (PDRD Kracheh, EMW staff and volunteers, district and commune authorities) and private sector (local suppliers) to deliver inclusive WASH to rural households, especially to disability.

- Build capacity of Cambodia District Committees for Women and Children (DCWCs), the Commune Committees for Women and Children (CCWCs), and female village chiefs and volunteers to empower them to lead, coordinate, and deliver WASH services, and mobilize community households particularly from marginalized (poor & GESI) households to construct hygienic latrines and connect to clean water.
- Conduct baseline data collection, verification of latrines constructions and water connections, and operational monitoring to ensure gender and social inclusion (GESI) targets are achieved and progressing according to the program's operational plans and targets.
- Partner with social enterprises to distribute handwashing devices and water tanks and CCWC to promote handwashing practices as part of WOBA's COVID-19 response.
- Organize and facilitate learning workshops with implementation partners and stakeholders to share insights, exchange knowledge, and advocate gender and inclusive WASH services in Cambodia.

2. SCOPE OF THE MID-TERM REVIEW

2.1 Purpose of the evaluation

This MTR evaluates the program's progress towards its planned outcomes and support learning by exploring the effectiveness of the strategies and activities implemented from June 2018 to June 2021. It explores some initial indications of impacts and sustainability. It provides important recommendation in the ongoing implementation of the program and progress towards the project's end-of-program outcomes.

This MTR will also aim to help lay the foundation for a strong end of term evaluation. It is intended that a better understanding the effectiveness/efficiency of the WOBA Cambodia approach would influence Thrive/EMW's programming in other WASH related areas.

The specific objectives of the MTR are:

1. Assess whether the project has successfully achieved its stated objectives and outcomes that meet the needs of targeted communities and in line with government national plans.
2. Assess the influence of program design, including the WOBA modality and verification process, on this achievement.
3. Identify challenges, compile lesson learnt and provide recommendations for actions to ensure that the project is on track to achieve results by its completion.

Due to time constraint, the following components are out of scope of the MTR and this report:

- COVID-19 response including MHM training
- FSM pilot which has been completed final report issued
- Beneficiaries for the water component, and non-poor households were excluded due to restricted travel time

- Climate change because it is not a component of WOBA project. Climate related issues were considered in the evaluation in relation to beneficiaries' needs assessment and impact on access and use of WASH services through WOBA.

2.2. Key evaluation questions

The following key evaluation questions and sub questions were formulated to address the MTR's objectives, and guided the data collection, analysis and structure of this report.

1. To what extent has WOBA aligned with the Cambodian government's policies in WASH in rural Cambodia? (Relevance)
2. To what extent has WOBA Cambodia implemented its activities in an effective and efficient way? (Effectiveness/Efficiency)
 - i. Are the project's partnership structure and implementation arrangements appropriate to the outcomes sought? (Effectiveness/Efficiency)
 - ii. How has WOBA Cambodia's operational monitoring and verification arrangements affected the quality of outputs delivered and outcomes achieved? (Effectiveness/Efficiency)
 - iii. Has WOBA Cambodia sufficiently identified and managed risks that can affect its outputs and outcomes achieved? (Effectiveness/Efficiency)
 - iv. Has WOBA Cambodia allocated enough resources and technical expertise to implement appropriate capacity development strategies that are responsive to the needs of different beneficiaries and stakeholders? (Effectiveness/Efficiency)
3. To what extent is WOBA Cambodia's approach inclusive and is reaching the poor and marginalised (GESI) communities in rural Cambodia to address their WASH needs?
 - i. Have the OBA subsidies been effective in reaching the poor and GESI-poor households in both sanitation and water supply? (Effectiveness)
 - ii. To what extent is there ownership of the results among targeted beneficiaries, particularly the poor/GESI households (Effectiveness)
4. To what extent has the WOBA's approach to gender, particularly through the involvement of CCWC, has resulted in greater understanding of gender issues for CCWC and other stakeholders and enhanced CCWC's gender empowerment? (Effectiveness/Impact)
 - i. To what extent has there been a greater understanding of gender issues and women's empowerment among key stakeholders? (Effectiveness/Impact)
 - ii. To what extent has WOBA effectively engaged the CWC in delivering WASH services for the poor and GESI communities? (Effectiveness)
 - iii. To what extent has CCWC is empowered to be change agents in their communities and leaders in WASH sector championed their roles as leaders in the sector? (Effectiveness)

- iv. How has gender analysis been incorporated in the monitoring, verification, and learning activities? (Effectiveness)
- 5. To what extent has WOBA Cambodia strengthened the capacity of national and sub-national WASH systems to implement and sustain inclusive output-based aid WASH approaches in rural Cambodia – achieved through a government co-financing?
 - i. What is the nature of the project’s engagement with government partners and how effective is it? (Effectiveness/Efficiency)
 - ii. Is the approach of co-financing by provincial government leading towards institutionalisation of OBA approach in government systems? (Effectiveness)
 - iii. How has WOBA Cambodia contributed to the FSM onsite treatment in Cambodia? (Relevance/Effectiveness)
- 6. To what extent has WOBA effectively engaged private sector operators in delivering WASH services for the poor and GESI communities? (Effectiveness)
- 7. What are impacts (intended, unintended) has WOBA Cambodia had and how sustainable are these?
 - i. What factors contribute to these and what is likely to undermine sustainability of positive changes? (Impact/Sustainability)

Informed by findings from the MTR, this report offers some practical recommendations for Thrive/EMW for the remaining 18 months of the project to ensure it could achieve the expected outcomes by completion date. These recommendations should be considered by Thrive/EMW, the Fund and DFAT in designing future interventions in rural Cambodia.

2.3 Evaluation audience and users

Given the purpose of the MTR is to provide a systematic and objective assessment of the effectiveness of WOBA Cambodia’s inclusive approach and systems strengthening strategies in delivering its two objectives, the primary users of this MTR are Thrive/EMW, the Fund, and DFAT. The secondary users are the Cambodian public, NGOs and INGOs operating in Cambodia development sector, and the Cambodian government. The Australian public are also interested in the MTR results to ensure efficiency, effectiveness, and impact of Australian aid.

EMW, other NGOs in the WASH sector, and the Cambodian government maybe interested in the MTR findings to inform donor support from DFAT, other bilateral and multilateral agencies, and non-institutional donors.

This report is intended for the primary users of the MTR. Four mini reports based on data collected from the field work in Phase 2 to 5 will be compiled as shorter reports and learning briefs to be disseminated among the projects’ partners at various levels to encourage engagement and use of the MTR findings.

2.4 Structure of the report

Section 3 – Methodology. This section presents the evaluation design, phases of data collection and instruments and field notes, sampling method, and analytical approach.

Section 4 – Key findings. This section presents the key findings based on to the key evaluation questions.

Section 5 – This section discusses the key findings based on the evaluative matrix.

Section 6 – This section presents the recommendations for the remaining 18 months of the project, and broader implications for designing future projects.

3. METHODOLOGY

Underpinned by WOBA's theory of change alongside its expected outcomes, the evaluation focuses on four areas of inquiry: 1) partnerships and networks for systems strengthening; 2) building capacity of partners and stakeholders about OBA approach and GESI; 3) empowering women as leaders and change agents in WASH; 4) inclusive access for poor and GESI households.

Three provinces were selected for the evaluation: Prey Veng, Pursat, and Kracheh. Prey Veng and Kracheh were selected because both provinces have reached poor, GESI poor, and non-poor beneficiaries in latrine construction. Pursat was selected because it has the highest number of latrine construction which is attributable to long term partnership through prior projects.

3.1 Evaluation approach

The MTR applies the *Consolidated Framework for Implementation Research (CFIR)*² to assessing the *context* in terms of existing or potential barriers and enablers to successful implementation. It is underpinned by the Behaviour Change Wheel³ to explain changes and the factors contribution to changes at both the system and individual level.

In recognising that the MTR purpose is for learning, the CFIR is appropriate to include in the evaluation design both formative and summative evaluation of the efficiency and effectiveness of the WOBA system and processes within the contexts of its operations. The formative evaluation component enhances the likelihood of success of the program through a diagnostic analysis of potential barriers and facilitators to practice change and implementing the program's strategies, and perceived utility of the program. The summative evaluation component aims to determine the degree of success, effectiveness, or goal achievement of the implementation activities through analysis of data on outputs, outcomes, and impacts as hypothesised in the theory of change. Further, current research suggests that implementation strategies must be tailored over time to address multiple contextual levels⁴: individual level behaviour change, collective (team, organisation,

² Damschroder LJ, Aron DC, Keith RE, et al. (2009). Fostering implementation of health services research findings into practice: a consolidated framework for advancing implementation science. *Implement Sci*, 4:50

³ Michie, S., van Stralen, M. & West, R. (2011) The behaviour change wheel: A new method for characterising and designing behaviour change interventions. *Implementation Science*, 6:42, <http://www.implementationscience.com/content/6/1/42>

⁴ <https://implementationscience.biomedcentral.com/articles/10.1186/s13012-016-0536-x>

etc.) level change, structural changes at national and sub national level, and changes at the policy level. Thus, *contextual factors* that the WOBA Cambodia operates within is important to assess the appropriateness and relevance of the project and evaluate the project in relation to broader impacts and sustainability.

In addition to the application of the CFIR, the MTR employs a *gender and social inclusion lens* to assess the needs and priorities of the program's target beneficiaries (poor, gender & socially Inclusive (GESI), and evaluate their accessibility to the project, and impacts of the project on their lives and vulnerabilities (individually and collectively). Drawing on the Asian Development Bank's Tool Kit on Gender Equality⁵ the evaluation uses four gender dimensions: human capital, economic and social empowerment, voice and rights, and gender capacity building to evaluate positive and negative, intended and unintended changes and factors that contribute to these changes. Gender empowerment for the CCWC members is a key component of WOBA and the evaluation focuses on the impacts of WOBA in terms of the CCWC members' changed attitudes and values about delivering WASH services for marginalised communities, perception of themselves as leaders and change agents in these communities, and factors contributing to these changes.

The MTR used a *people-centred, multi-stakeholder approach* in data collection given WOBA's strategy of partnership and networks to implement activities. The sampling method was used to ensure adequate representation of different beneficiary groups such as women, poor people, people with disability, and other GESI categories, CCWC, private sector operators, government partners and other stakeholders. The MTR fieldwork was conducted in a culturally appropriate, ensuring protocols at the various institutional levels, and at the community level are adhered to.

Use of mixed methods data collection (primary and secondary [monitoring data collected from WOBA Cambodia]/ qualitative and quantitative) were used to capture depth and breadth of the evaluation and triangulation of data to strengthen confidence in the findings. Asking the same questions to different groups and exploring cases from multiple perspectives aimed to strengthen the evaluation findings.

Multiple analysis approaches were used to assess impact and causal inference and ensure rigour in evaluation findings.

3.2 Methods of data collection

3.2.1 Phase 1. Document review

This phase involved:

- i. review the WOBA Cambodia project documents including project design document, theory of change, implementation strategies and activities to assess the consistency of the program logic with expected results of implementation activities and project outcomes.
- ii. review relevant Cambodian government (at national, district, commune) policies, regulations in rural WASH to assess the extent to which the activities and expected outcomes are aligned with the broader national plans in WASH and related policy areas such as public healthcare.

⁵ Asian Development Bank's Tool Kit on Gender Equality (2013). Asian Development Bank

In addition, WfW Fund ToC and MEL frameworks were consulted to identify alignment or divergence in terms of broad objectives and outcomes.

The WOBA Cambodia documents to be reviewed are listed in Annex 6.

3.2.2 Phase 2. Focus groups and survey with partners and stakeholders

3.2.2.1 Focus groups

Instrument. The focus groups combined both water and sanitation partners and stakeholders with the aim to obtain different perspectives in the following topics (see Annex 7 for the focus group question guide):

- points of decision making, bottle necks, missing networks
- perception of the strategic priorities and activities of WOBA through the partnership approach
- inclusive approach of WOBA, in terms of the process of selecting people to the program, priorities to address inclusion in WOBA
- enablers and barriers to making the networks more effective and efficient in implementing OBA, responding to climate change, COVID-19 through WASH delivery.
- partners' perception of vulnerabilities experienced by the poor/GESI communities, and the degree to which they perceive the current situation as intolerable or needing change.
- the extent to which the training provided by WOBA Cambodia are relevant and influence their attitudes about gender and social inclusion, have improved their knowledge and skills to implement and monitor OBA for poor/GESI households, adaptive to climate change.
- other factors that they feel could enable or hinder sustainable OBA implementation in WASH.

Sampling. Three focus groups were held: one at the national level conducted through Zoom, one in Kratie province (Sambo district), and one in Pursat province (Talo Senchey district). Due to COVID-19 lockdown in Prey Veng at the time of the fieldwork, telephone interviews were conducted with five of the selected FDG participants. The participants to the FGDs were decided based on the list of partners and stakeholders provided by the Cambodia program team. At the national level, the FGD had representatives from the MRD, PDRD, DORD, CWA and private sector operators. At the provincial level, the FGD had representatives from the CC, CCWC, District chiefs, and village leaders. Annex 4 lists the participants that participated in the FGs.

Field notes. There were some challenges in facilitating the focus groups. As many participants may not be directly involved (especially from districts-District Social Affairs, Deputy District Governor, some commune members, and village focal persons) of the WOBA, some responses only reflected their view generally about WASH rather than about WOBA. Many participants also participated in other phases of the MTR and tended to repeat their comments in those interviews rather than answering the questions asked in the focus group.

3.2.2.2 Survey

Instrument. At the end of each focus group, the participants were asked to complete a short survey. The survey aimed to elicit information about 1) the nature and perceived outcomes of the WOBA partnership structure, 2) perception of the WOBA partnership mechanisms, 3) partner's main activities in the WOBA project, and 3) overall experience in the partnership. Demographic information was also collected including gender and the organisation they are from. The survey was also intended to triangulate with the focus groups responses (see Annex 12 for the survey questionnaire).

Field notes. The survey was programmed in both English and Khmer using Qualtrics platform. The Khmer version was tested prior to its implementation. Seven FGD participants completed the survey online by themselves. The remaining filled out the paper survey. IV Bunthoeun (EMW) collected the paper surveys. IV and Len Ang (MTR consultant) translated the open-ended questions from Khmer to English. The lead evaluator Dr Lien Pham input the translated survey into the Qualtrics survey platform. It appears that the respondents were confused between the question about which organisation they were from and the question about the organisations they worked with, with some providing the same responses in both questions. Therefore, it was not possible to use this information to triangulate with the information about partnership structure and processes gathered from the focus groups.

3.2.3 Phase 3. Semi-structured interviews with household beneficiaries

Instrument. The aim of this phase is to understand the extent to which WOBA services are relevant to and effective in meeting the needs of the target beneficiaries. The interview questions were designed to gather information about the following topics:

- WASH needs of disadvantaged households in rural Cambodia generally and in relation to COVID-19 and climate change, and their coping and adaptation strategies to meet these needs.
- perception of rights and entitlement to basic WASH services and/or assistance to access basic WASH services.
- understanding and ownership of the WOBA project in providing access to latrine.
- experiences of WOBA Cambodia in building latrines and the extent to which the acquired latrine has impacted on their WASH needs and other aspect of their lives.
- perception of WOBA's inclusive approach in terms of accessibility to WOBA information and other WASH related information, and subsidies received.
- other WASH-related services or assistance.

Sampling. The sample size is 30, 10 from each province. The sample size was decided in light of the short time frame for the MTR, restrictions in travel due to COVID-19, and to not overburden the beneficiaries. The sample was selected based on the list of households that built latrines up to December 2020 in the selected communes. Fifteen households were selected for Kampong Trabek district (Prey Veng), 15 for Sambo district (Kratie), and 15 for Bakan district (Pursat), a total of 45 households to allow for cases where the household members were not available. The districts were chosen by the program team mainly for ease of travelling. The sample was also purposively selected

to include poor and GESI households, persons with disability, and to achieve similar numbers of men and women. See Annex 4 for list of household participants that participated in the interviews.

Field notes. Selection for interviews was based on random selection from the sample list of beneficiaries. If the selected beneficiaries were not at home, they were replaced by another household in the list of 15 beneficiaries in that district. The interviews were conducted during the weekend to ensure participants were at home, and thus replacement was rare. In Kratie, only one household declined to take part in the interview due to family situation.

The interviews, in general, were well coordinated with the support of village leaders. The consultant contacted the village leaders to let them know about the locations of the ten selected interviewees. The village leaders also accompanied the consultant to identify interviewees but were asked to not present in the interview sections. All interviewees were conducted at the beneficiaries' homes. Verbal consent and permission for audio recording was sought before the interviews were conducted.

It was difficult to interview some beneficiaries, mainly elderly people. Although most were happy to take part in the interviews, many were wary of the transmission of the COVID-19 pandemic. Others expected that the visits may provide more 'gifts' apart from the current government's economic package relief to ID poor I & II families in light of the pandemic.

3.2.4 Phase 4. Semi-structured interviews with Committees for Women and Children (CCWC) members

Instrument. The aim of this phase is to understand the extent to which participation in WOBA has changed their attitudes, knowledge and skills in delivering WASH service for disadvantaged communities, and empowered them to be change leaders in their communities. The interview questions were designed to gather information about the following topics:

- perception of themselves as change agents in WASH sector and for poor and GESI communities
- changed knowledge about WASH and health, knowledge and skills in applying OBA to deliver WASH services, gender issues in WASH
- belief in their own capabilities to implement activities of WOBA particularly in taking on entrepreneurial and market-based approach
- understanding and ownership of the WOBA project in providing access to WASH for disadvantaged households.
- perception of WOBA's inclusive approach in terms of accessibility to WOBA information and other WASH related information, and subsidies received.
- extent to which there are increased opportunities for them in employment and leadership role in WASH sector as a result of WOBA.
- extent to which their leadership, and decision making are supported through the WOBA partnership structure and processes.

- perception of the impacts of WOBA on improving capacity of partners and stakeholders to ensure WASH investments benefit men and women equally or respond to women's priorities.

Sampling. The sample size is 21, 7 from each province. The sample size was decided in light of the short time frame for the MTR, restrictions in travel due to COVID-19, and to not overburden the beneficiaries, and in light of the completed ISF-UTS research on women and work that involved the CCWC members. The sample was selected based on the list of CCWC women members provided by the program team who were from the same districts with beneficiaries selected in Phase 3. In Pursat, Phnom Kravanh and Bakan districts were also included in addition to Talo Senchey district. See Annex 4 for list of CCWC members that participated in the interviews.

Field notes. One CCWC member could not participate due to health issue and was replaced by another CCWC member in the same district Sambo, Kratie province. One CCWC was not available during and subsequent to the site visit. Most interviews were conducted in person. Two interviews were made via mobile phone subsequent to the field visits. One interview was accidentally deleted from the audio recording. There were 19 interviews included in this phase.

3.2.5. Phase 5. Semi-structured interviews with private sector water operator and sanitation supplier

Instrument. This phase involved interviews with private sector operators in water and sanitation to understand the nature and activities of their involvement in WOBA, and the extent to which their participation has improved their capacity to conduct sustainable business operations in the disadvantaged communities. The interview questions were designed to gather information on the following topics:

- perception of business capacity to deliver WASH services in rural areas, for poor, non-poor and GESI households, and factors that enable and hinder their capacity.
- changed knowledge about WASH and health, knowledge and skills in applying OBA to deliver WASH services, gender issues in WASH.
- understanding and ownership of the WOBA project in providing access to WASH for disadvantaged households.
- perception of WOBA's inclusive approach in terms of accessibility to WOBA information and other WASH related information, and subsidies received.
- extent to which their decision making and involvement are supported through the WOBA partnership structure and processes.
- perception of the impacts of WOBA on improving capacity of partners and stakeholders to ensure WASH investments benefit men and women equally or respond to women's priorities.

Additional business information was collected from the three operators subsequent to the interviews to compile short narratives on water supply operator and the sanitation supplier.

Sampling. Three private sector operators were selected by the program team to participate in this phase. The water operator was selected in Prey Veng, and two sanitation suppliers were selected in

Pursat and Kratie. In addition, an interview was conducted with a representative of the Cambodia Water Supply Association (CWA) in Phnom Penh. Overall, the sample size is 4, with 2 in the water sector and 2 in the sanitation sector.

Field notes. All interviews were conducted via mobile phone, except for the interview with the mason in Kratie. All four interviews were recorded and transcribed and translated to English. The interview on site at mason's production allowed for the consultant to observe the latrine production and type of business operation.

3.4 Analysis

Multiple analyses were undertaken to answer the key evaluation questions for each phase of data collection as formal evaluation component, and then integrated in the summative evaluation component.

First level of analysis was conducted for data collected from each phase. In this stage, the review of the policy documents was conducted using content analysis. Focus group discussion and semi-structured interviews were analysed using thematic analysis to generate key themes for each phase 2, 3, 4. Themes and categories were elicited from an analysis of the qualitative data using NVivo 12 as a data management and coding tool. Descriptive statistics were used to analyse the survey responses.

Second level analysis involved comparative analysis across participant groups, gender and GESI group, and between three provinces to identify similarities or differences within and between differed stakeholder groups and beneficiary groups across and within provinces. This stage also combined qualitative data and quantitative data from the survey in Phase 2. First and second level analysis informed the formative evaluation component of the MTR.

Third level analysis involved combining interview and focus group data gathered from the evaluation fieldwork and other program information and indicators provided by the program team. Annex 11 lists the information collected from program team. Where data was available, it was disaggregated by sex, GESI categories to ensure that perspectives of men and women, and of different groups are transparent, and respectively inform the evaluation findings. The aim was to triangulate results from each data source to ensure rigorous evidence in responding to the key evaluation questions.

The final level of analysis involved applying the concepts of CFIR and theory of partnership and ADB's gender dimensions to the themes derived from first three levels of analysis as the evaluative reasoning to address the objectives of the evaluation and inform lessons learnt from the evaluation. This synthesis process allowed for overall evaluative judgements to be made about the implementation activities and the project design and to make recommendations.

Annex 3 set out the links between key evaluation questions and sub questions, data collection tools, data sources and analytical method.

3.5 Ethical practice

The evaluation team carried out the MTR to ensure ethical review and approval of the evaluation. The team adhered to the principles for ethical research and evaluation in development⁶, and ensured that the ethics principles of human research of merit and integrity, justice, beneficence, and respect were applied. The team was guided by Australian Evaluation Society guidelines for ethical conduct of evaluations.⁷

3.6 Limitations

There are several acknowledged limitations to the evaluation which were addressed through the evaluation design.

1. Timeline to carry out data collection and analysis is short with little time for detailed analysis and sense making. This is mitigated by sampling strategy which:
 - prioritised stakeholders who provide best learning and responses to key evaluation questions
 - considered selection of beneficiaries and provinces based on practicality of travel and logistics within evaluation timeline
 - preparation of evaluation focus areas of inquiry based on WOBA's theory of change and strategies to test assumptions and inform the understanding of the project's effectiveness and efficiency
 - employed the CFIR framework that is based on implementation science to ensure consistent application of domains of implementation research, particularly the qualitative data constructs which have been used and validated by many implementation evaluations in the health care sector. Auxiliary partnership theory and ADB's gender dimensions provide an analytical framework for evaluating WOBA's partnership and gender activities and outcomes.
2. Potential bias in the data collected through interviews and focus groups. This is mitigated by the mixed methods data collection and rigorous analysis in four levels of analysis.
3. Extensive range of documentary data in Phase 1 document review. This is mitigated by focusing the review phase on the focus areas of inquiry consistent with other phases.
4. Wide range of stakeholders who cannot equally participate. This is mitigated by the sampling strategy (see above). The findings are also considered in light of relevant literature, and findings from other studies that EMW conducted in prior WOBA.
5. Availability of participants. This mitigated by identify stakeholders early and schedule consultations appropriate to their schedules. Field interviewing with the beneficiaries and

⁶ Australian Council for International Development (2017). Principles and guidelines for ethical research and evaluation in development. Retrieved from https://acfid.asn.au/sites/site.acfid/files/resource_document/ACFID_RDI%20Principles%20and%20Guidelines%20for%20ethical%20research12-07-2017.pdf

⁷ Australasian Evaluation Society (2013). Guidelines for the Ethical Conduct of Evaluations. Retrieved from https://www.aes.asn.au/images/AES_Guidelines_web_v2.pdf?type=file

CCWC in provinces were prepared well in advance, and included discussion between the lead evaluator who designed the evaluation methodology and data collection instruments, and the consultant to ensure any replacement of participants were done appropriately.

6. Potential for learning is lost due to the short evaluation time and multiple phases. This is mitigated by having formative evaluation feedback at the end of the second level of analysis. The use of prior studies and monitoring information from the program team also enabled lessons learnt to be highlighted.

Despite these mitigation measures, there are inherent limitations with the methods used, sampling, execution of interviews and focus groups, lack of baseline data, and the context of evaluation of a donor-funded project, which risk selection bias given that the program team supplied the list of stakeholders and reporting bias given that partners and stakeholders have an inherent interest in receiving subsidies and incentives from the project. The limited time of the MTR also meant that some components of the projects were not evaluated, namely the activities of MHM, COVID-19, and working with DPOs, and the water component. Reliance on the report of the FSM pilot and CWA report also bears inherent limitation of these studies. The implications of these limitations should be considered in interpreting the findings of this report.

3.7 Evaluation schedule

A detailed schedule for the evaluation is provided in Annex 5.

4. KEY FINDINGS

4.1. KEQ1: To what extent has WOBA aligned with the Cambodian government's policies in WASH in rural Cambodia? (Relevance)

4.1.1 *List of documents and brief summary of each document*

Three policy documents issued by the Cambodian government - Rural Water Supply, Sanitation and Hygiene (RWSSH) sector - were reviewed. They include:

- National Action Plan I: Rural Water Supply, Sanitation and Hygiene 2014–2018
- National Action Plan II: Rural Water Supply, Sanitation and Hygiene 2019–2023
- National Strategy for Rural Water Supply, Sanitation and Hygiene 2011–2025

The sector developed the RWSSH National Strategic Plan (NSP) 2014–2025 as its key guiding document, while the RWSSH National Action Plan (NAP) 2014–2018 outlines a pathway to achieve the vision for 2025. The vision of these documents is “Everyone in rural communities has sustained access to safe water supply and sanitation services, and lives in a hygienic environment by 2025”.⁸ NAP II recognised the achievement of NAP 1 in improving access to improved sanitation and improved water supply in the period to 2017, and challenges of uneven access to water and sanitation services for remote communes and provinces, poor households and people who live in

⁸ National Action Plan II: Rural Water Supply, Sanitation and Hygiene 2019–2023. Retrieved from https://www.unicef.org/cambodia/media/2741/file/NAP_II.pdf_.pdf

challenging environments. NAP II seeks to address this challenge focusing on equality with specific actions to increase access to and use of equitable, sustainable and safe drinking water, sanitation and hygiene facilities targeted at poor households and people living in challenging environments.

The National Strategy is the Ministry of Rural Development's (MRD) development and responsibility for implementation aiming for "everyone must have access to water supply and live in hygienic environment by 2025." The Strategy identified measure including strengthening institutions responsibilities at all levels (national and subnational), enhancement of participation of communities that are beneficiaries of improved water supply and sanitation, strengthening of service quality and involvement of private sector.

The Provincial Action Plans set out the action plan to deliver the Strategy at the provincial level. However, they are written in Khmer and thus not included in the document review. Only references to the PAP in the three documents under review were used in the review.

4.1.2 Content analysis

Qualitative content analysis was undertaken. NVivo software was used to identify content of the documents relating to WASH issues that WOBA Cambodia focuses on including sanitation and water services, output based approach, public-private-partnership, and gender equality and social inclusion. This is followed by analysis of alignment or mismatch of the documents content with WOBA implementation activities and expected outcomes.

4.1.3 Key priorities of the NAP I and II and National Strategy for RWSSH

4.1.3.1 Private sector development

Component 4.2 of the Strategy presupposed the private sector's major role in providing services to rural communities and individual households. The term 'private sector' covers a wide range of organisations and individuals including village- and commune-based artisans and masons, village- and commune-based mechanics, local markets or shops, local manufacturers, drilling companies, consultants (individuals and companies) and specialist companies. Three areas to support in developing the private sector are noted:

- Creating a competitive environment, including transparency and competition, with contractual relations between user groups, service providers and local authorities. The aim is to create enabling conditions for small entrepreneurs to provide services in rural areas, that is adequate for competitive tendering for services and projects, and compliance to eliminate collusion and malpractice in the tendering process and while carrying out the contract.
- Access to capital investment and loans for small businesses and entrepreneurs, and providing cheap capital for on-lending at interest rates that poorer rural people could afford. This recognises the underdeveloped financial sector, lack in rural development banks and limited by a weak rural finance network, high cost of operations, the inability to verify and enforce property rights and the low level of economic activity that has restricted development of regular commercial lending activities in rural areas.

- Developing basic business skills in management and finance because this has been a constraint on enabling small businesses to develop. Specific actions include identify appropriate training institutions and develop training programs; provide training to SMEs at the local level; provide follow-up mentoring and support to small businesses. The Strategy put the responsibilities for building capacity of small businesses at the MRD, NGOs, business training organisations and universities.

The Strategy also lays out the responsibilities for paying the services of water supply and sanitation at the community level. Component 4.11: Financing recurrent costs stipulates that:

“The community will pay for the full operating costs of the water supply service, including paying staff or contractors and the costs of repairs, maintenance and replacing wearing parts (as outlined in Component 1.3), in accordance with the National Policy on RWSS. The WSUG should establish and maintain a maintenance fund for this, with regular contributions from households.

Households will pay the operating and maintenance costs of their own latrines, including managing septage and emptying pits.

The cost of running the Maintenance Support System will be shared between the community (from its maintenance fund) and the local government (through an annual allocation from central government).

The recurrent costs of the services will be paid by national and sub-national government from annual budget allocations.

The cost of continuing hygiene promotion and education (part of Component 3.1) will be paid out of the social component of the commune/sangkat funds.”

Following the Strategy, NAP II recognises that participation of private service providers through sanitation marketing initiatives is a key contributing factor to increasing sanitation coverage and provision of drinking water services in rural areas (through piped systems and water kiosks). It points out the coordination and joint planning of the Ministry of Industry and Handicrafts who has mandate for private sector actors with the Ministry of Rural Development (MRD), and notes that private sector engagement has been limited due to inefficient use of resources.

4.1.3.2 Multi-stakeholder approach

The NAP RWSSH 2019–2023 was developed under the overall coordination of the MRD with active participation of many stakeholders from different levels. Its implementation involved actors from all government agencies under MRD, RWSSH provincial working groups, private sector, NGOs, and development partners.

MRD is the agency responsible for implementing NAP II and is accountable for delivering the expected results. The technical working group (TWG)-RWSSH oversees the process from the management perspective, including coordination of RWSSH programmes, to avoid redundancies and duplication of effort, and to track progress through quarterly and annual reviews, and oversight of monitoring efforts. PDRDs and PWGs play similar roles at the sub-national level in relation to PAPs – recognising the emerging leadership at the sub-national level through the establishment of the RWSSH PWGs to oversee the implementation of the PAPs and NAP I 2014–2018.

The NAP and PAPs are implemented through government agencies, particularly MRD and its line agencies that have been mandated to coordinate, facilitate, implement, monitor and evaluate RWSSH development.

The MRD will work closely with development partners and civil society organizations to mobilise financial resources, both internal and external, to implement the plans. This acknowledges the limited engagement of sectors to implement the integration of WASH into relevant development programmes.

In recognising the need for strong coordination between stakeholders, the NAP II calls for establishment of technical coordination platforms, such as sub-working groups for rural sanitation and hygiene (RuSH), water supply, sanitation in challenging environments, and WASH and nutrition for improved coordination and harmonisation.

4.1.3.3 Institutional arrangement

Component 4.1 of the Strategy requires the sector to make major changes in institutional arrangements, including *“decentralizing the delivery of services to the district level through the private sector, as well as other specific points. MRD coordinate this with other relevant institutions, including the Ministry of Economics and Finance, the Ministry of Interior.”* The expected outcome is appropriately organized and equipped institutions that function effectively and efficiently to achieve the MDGs and the Sector Vision of universal access to WASH by 2025.

One of the actions is to develop management systems of provincial/municipal, district/khan and commune/sangkat levels based on the principles of ‘democratic participation’, under the Strategic Framework for Decentralization and Deconcentration Reforms in order to improve transparency and accountability to create conditions to promote local development and delivery of public services including WASH. The reform recognises the need for essential reforms in public administration and sectoral reforms to make significant progress towards achieving the government’s long term vision in Cambodia, and arrangements for delivering these services should be developed and managed at the local level because domestic water supply and sanitation are essentially local services for communities and households.

“Given the limited human and financial resources available, the most appropriate level for managing service delivery under the D&D policy and legislation is the district, with the district council as the locally accountable body supported by an administration (including technical offices) staffed by civil servants. Each district will be given the capacity and financial resources to serve the commune councils within its geographic area. Initially, MRD will strengthen DORD. At a later stage, as the D&D process evolves, the role and function of DORD will be reviewed as part of democratic accountability for local services.” NAP II, p. 50.

The action plan is that service delivery is coordinated, managed and monitored at the district level to strengthen DORD in each district with support from PDRDs to establish the required support systems for communities to get access to, and sustain, the services. MRD and PDRD responsible for this action. Fig 1 below is the institutional roles and responsibilities as stipulated in the Strategy (Table 9, p. 51.).

In this regard, and in recognising the inadequate and uneven institutional capacity, the Strategy notes the importance of capacity building particularly at the district level. The expected outcome is to establish support systems in the DORD to help communities get access to and sustain services. District officers will be required for the O&M support function, hygiene promotion, provide technical

advice to commune councils and WSUGs on the construction and quality control of new infrastructure. Major capacity development of the commune councils and subnational government administrative and technical support systems is also needed. Such capacity building needs good coordination between sectors and the D&D process to ensure that the overall capacity development is feasible.

4.1.3.4 Sector financing

According to the Strategy, sources of funding for capital financing of WASH service include government to central line ministries and through the Commune Sangkat fund; user contributions (cash, in-kind), repayment to private sector funding, and loans and grants from development partners (multi-laterals, bi-laterals and NGOs). Communities are expected to contribute to the capital cost of infrastructure.

“Experience in Cambodia and other countries has shown that direct subsidies for sanitation infrastructure are not effective in promoting widespread construction of latrines, and changes in sanitation behaviour to ensure that they are used.”

Rather than direct subsidies, output-based subsidies to deliver public funding in ways that are cost effective and have measurable impacts on access and environmental performance are considered more appropriate. Investments could be combined with ongoing performance to be incentivized. This is because a key challenge in the sanitation sector (and other services which are not purely infrastructure delivery but also require change in behaviours and deeply rooted cultural practices) is that outcomes are often difficult to measure and even harder to attribute to a single intervention.

The Strategy sets out the potential output-based aid (OBA) funding mechanisms for different types of sanitation services and indicative outputs and payments (Table 10, p. 63).

4.1.3.5 Cross cutting issues

The NAP and Strategy noted the cross-cutting issues of gender and social inclusion and climate change.

Disadvantaged communities. Component 4.8 of the Strategy focuses on poverty, minorities, vulnerability, and cites The National Social Protection Strategy for the Poor and Vulnerable identifies special vulnerable groups, including orphans, the elderly, single women with children, people living with disabilities and people living with HIV and/or TB.⁵⁹ With reducing poverty being the government’s highest priority, strategies in all sectors should focus on having a positive impact on poverty. The poorest and most vulnerable households are prioritized for service provision, and targeted investments should be directed towards underserved people and areas, especially those with high poverty prevalence.

Fig 1. Institutional roles and responsibilities (Table 9 in the National Strategy)

Organization or group	Roles
MRD	<ul style="list-style-type: none"> ◆ Secure financing for the RWSS sector ◆ Formulate, disseminate and implement RWSS policies, regulations and strategies ◆ Prepare plans for putting the policy into practice ◆ Coordinate internal and external assistance and sector interventions ◆ Develop and promote technical assistance in human resources ◆ Formulate development, research and community education programs ◆ Develop and strengthen mechanisms or systems to monitor and evaluate the performance of the sector, to ensure progress towards the sector vision is on target ◆ Advocate ◆ Lead and coordinate Water Supply, Sanitation and Hygiene Services
PDRD	<ul style="list-style-type: none"> ◆ Collect necessary planning data and information ◆ Prepare provincial development plans and related budgets ◆ Facilitate, monitor and evaluate all rural development programs and projects ◆ Support inter-departmental cooperation and coordination, in RWSS services, at the provincial level ◆ Support the development of the private sector, especially the development of the RWSS sector ◆ Advocate
District Office of Rural Development	<ul style="list-style-type: none"> ◆ Capacity development of WSUG ◆ Support the WSUG (mentoring for management, finance and maintenance, conflict resolution) ◆ Water quality surveillance ◆ Data collection for the management information system ◆ Technical advice for the construction and quality control of new infrastructure ◆ Quality control of providing new infrastructure ◆ Hygiene promotion
Private sector NGOs ⁵³	<ul style="list-style-type: none"> ◆ Provide RWSSH services⁵⁴ ◆ Facilitate service delivery ◆ Community education, awareness-raising, promote sanitation and marketing ◆ Building partnerships and promoting networking ◆ Capacity building ◆ Research and innovation ◆ Engaging in policy dialogue

The “Implementation Manual on the Procedures for Identification of Poor Households” provides a process and indicators for identifying poor households and developing Lists of Poor Households in each village. Step 6 of the process is for a database of poor households to be compiled and maintained by Provincial Departments of Planning for use by organizations, and to provide services

to poor households. In this regard, the Strategy notes that organisations developing services must prioritise poor and vulnerable by identifying the poorest districts and communes within provinces and the poorest households within villages by referring to the Lists of Poor Households developed and maintained by the Provincial Planning Departments. In addition, Minorities Providing services will conform to the National Policy on the Development of Indigenous Peoples (2009), with particular consideration given to any special cultural needs or practices.

“Strengthening the focus on disadvantaged groups through interventions specifically targeting households with high levels of vulnerability. These will include ID poor households (those households identified as being poor) and those living in challenging environments. Based on the Sub-Decree on Identification of Poor Households (27 December 2011), households with the head (husband or wife) suffering from serious disability or chronic disease, consisting exclusively of elderly members, with orphans living with them, female-headed households with many young children, or households with no members with the capacity to work, are to be included in the ID poor classification.”

Gender-based needs. The Strategy includes a Gender Mainstreaming Program that sets outputs and targets for gender mainstreaming at sector level and gender mainstreaming in government reform programs, such as gender-responsive poverty reduction and rural development policies and services; health services, water, sanitation and hygiene promoted, especially targeting women and children, national program for sub-national democratic development is gender responsive. There is a Gender Mainstreaming Action Group within the MRD and MRD was one of the first ministries to create a Gender Mainstreaming Action Plan 2006–2010. However, the Strategy noted that both the content and implementation of the plan are weak. Thus, it proposes that women’s and men’s concerns should be integral to the design, implementation, monitoring and evaluation of policies and service delivery in all political, economic and social aspects.

Gender-based needs will be addressed in the NAP II, for example through the provision of single-sex toilets in schools and health care facilities, and the promotion of menstrual hygiene management. The inclusion of menstrual hygiene management into RWSSH interventions has just begun at an early stage and needs to be strengthened and expanded.

Gender equality. Component 4.9 of the Strategy stipulated that:

“Mainstreaming a gender perspective in all types of activities (referred to as gender mainstreaming) is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself, but a means to the goal of gender equality. Mainstreaming means making sure gender perspectives and attention to the goal of gender equality are central to all activities – policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementing and monitoring programs and projects. Developing an adequate understanding of mainstreaming requires clarity on the related concepts of gender and equality.”

The Ministry of Women’s Affairs has published Neary Rattanak III, a Five-Year Strategic Plan 2009–2013 for Gender Equality and the Empowerment of Women in Cambodia, which contributes to gender mainstreaming. It notes that *“Although there is good progress in mainstreaming gender in policies, programs and mechanisms to support gender mainstreaming at national and sub-national levels, the capacity for gender analysis and evidence-based advocacy remains weak. Harmonizing gender mainstreaming plans with sector strategies and monitoring mechanisms, and mobilizing adequate resources for effective implementation, remains a challenge.”*, p. 8.

In terms of human resources, the aim is for each DORD to include at least one woman as part of the team.

The NAP II stipulated the promotion of women in leadership and the participation of women in capacity development and major activities. It notes that although gender and other aspects of social inclusion mainstreaming have been implemented in various sector initiatives, particularly those supported by partners, these initiatives have yet to be institutionalized. Promoting women into decision-making on RWSSH improvement, including in climate change adaptation and natural disaster management at all levels, needs to be pursued.

Mainstreaming disability. The Ministry of Social Affairs, Veterans and Youth Rehabilitation has prepared a National Plan of Action for Persons with Disabilities, including Landmine/ERW Survivors (2009–2011). The Strategy aligns with this NAP for PWDs by stipulating that

“Developing and providing RWSSH services shall conform to the Law on the Protection and Promotion of the Rights of Persons with Disabilities (2009). The needs of people with disabilities should be considered at all stages of the development process, including legislation, policies and programs, in any area, at all levels. All projects and programs will consider the needs of persons with disabilities throughout all stages of their project cycles ☐ Disabled people’s organizations (DPO) will be included or represented in any consultation process, committee or advisory board” Strategy, p. 9.

This is the responsibility for MRD, DAC, development partners and all service providers, TWG-RWSSH, MRD, other committees and advisory boards.

Climate change. Component 4.10 of the Strategy noted water supply and sanitation are very closely related to the environment/ Water supply depends on getting good quality water from the environment, and poor sanitation risks polluting that source of water, as well as increasing the burden of disease in the environment. The main disaster risks for rural water supplies and sanitation are flooding and drought. These risks are likely to increase with climate change, with the risk of a rise in sea levels affecting coastal areas, which may cause saline intrusion and affect groundwater. Furthermore, water resources and infrastructure are among the sectors most vulnerable to the impacts of climate events. With low levels of climate resilience, rural and poorer households are more exposed to seasonal climate risks.

The NAP II recognises the continuing heightened vulnerability to natural disasters and climate change, while the national and community capacity to respond to these incidents is limited. Although there is the Law on Environmental Protection and Natural Resource Management and supporting prakas, there needs to be clearer guidance on the application of these within the RWSS. and that there is limited understanding of these issues, including integrated water resources management (IWRM) at community and sub-national levels. The expected outcome for the Strategy is: 1) the environmental impacts of water supply and sanitation are understood at all levels and impacts are mitigated in developing and providing services; 2) water supply and sanitation services are developed to reduce the impact of disasters and the risk of climate change.

4.1.3.6. Sustainability

A key objective of the Strategy is the sustainability of improved water supply, use of sanitation facilities and hygiene behaviours. Once established, systems should provide a permanent service. The benefits should continue over a prolonged period. The factors conducive to sustainable WASH services are noted to be:

- Protection of water resources particular from poor sanitation including effective O&M to ensure a reliable service.
- Effective enabling environment, with appropriate legislation, information, strong institutions with clear responsibility effective management information system.es, supportive attitudes and political will.
- Appreciation of the economic, social and health benefits by all stakeholders and beneficiaries.
- Availability of recurrent funding for the sustainability of water supply and sanitation services, choice of appropriate service level and technologies, financial viability based on affordability, capacity and willingness to pay and financial management skills of businesses.

4.1.4 Alignment of the WOBA activities and outcomes to these priorities

WOBA Cambodia' strategies, activities and outcomes align strongly with the Strategy and NAP I and II. The strategy of partnering with government agencies namely the MRD, PDRD, DORD, Commune Councils and other organisations follow the Strategy's outline of institutional arrangement. WOBA's provision of training to these agencies seem to align with the Strategy. However, WOBA does not aim to build capacity in technical knowledge and skills in WASH services at any specific level of government; rather to provide information about the project's subsidies and beneficiaries so government partners can coordinate mobilisation and WASH services uptake.

WOBA's OBA method of delivering WASH services is clearly aligned with the Strategy's services and output indicators in the area of sanitation marketing and WOBA's triggering events at village levels, social mobilising and triggering, building onsite sanitation (pit latrines) measured by number of latrines built for eligible households.

WOBA's engagement of the private sector clearly follows the Strategy and NAPs. As with the government training, the training provided to private sector water operators and sanitation supplier seems to be about mobilising them through information provision about the rather than providing training on specific aspects of entrepreneur such as financial management skills of businesses which are noted as limited in the Strategy. It is also unclear whether choice of financing mechanisms are considered by WOBA project for the businesses to be able to fund capital of WASH services and poor households to afford these services.

The cross-cutting issues of gender and social inclusion noted in the Strategy and NAP II are introduced in WOBA through targeted households (half of the target beneficiaries are from poor and GESI households). The identification of the poor households seems to follow the process outlined in the Strategy. WOBA's attention to gender-based needs also follows the Strategy particularly in the MHM training. However, it is not clear whether WOBA has included both men's and women's concerns in its design, implementation, monitoring and evaluation of policies and service delivery in all political, economic and social aspects, which was noted by the Strategy in relation to the Gender Mainstreaming Action Plan 2006–2010 to be weak in both content and implementation.

WOBA project clearly addresses gender equality ambition of the Strategy in its strategic partnership with the CCWC as the mobiliser for its latrine and water services, as well as hygiene promotion.

WOBA's aim of women in leadership in CCWC and in the sector seem to align with the idea of institutionalised gender equality in the sector stipulated in the Strategy.

The focus of mainstreaming disability is not clear in WOBA's project design and this could be because PWDs are assumed in the GESI categorisation. It is thus unclear how WOBA considers PWDs in its latrine or water connection services. It seems that there is one model of latrine which is a simple and cheaper model rather than designing a range of products with features and functionalities to accommodate PWDs. WOBA includes Disabled people's organisations (DPO) in the implementation process; but it is not clear whether they have been included or represented in any consultation process, committee or advisory board in the design of the project, design of WASH products, and monitoring and evaluation process of WOBA.

Climate change is not addressed in WOBA design and implementation. It is addressed in the Innovation and Impact grant which starts in July 2021 and not part of the evaluation.

4.1.5. Potential contribution of WOBA's short term and long terms outcomes to these priorities

The potential contribution WOBA to the short-term outcomes of the Strategy and NAP is significant notably in three aspects. First, increasing access to sanitation and water connections for disadvantaged households living in rural and challenging environments. Second, WOBA's private sector engagement to provide WASH services could contribute to the Strategy's recognition of the role of private sector in providing WASH services to these communities. Third, leveraging the CCCW could contribute to their decision making and leadership in the sector. The cross-cutting issues of gender and social inclusion therefore is a potential contribution of WOBA. Fourth, WOBA's partnership with the government levels and structure can potential contribute to the Strategy's institutional arrangement mainly through its capacity building activities. Fifth, WOBA's method of OBA can contribute to its institutionalising within the sector although government co-financing seems unclear at both level and quantum of finance, and range of financing mechanisms.

The extent to which WOBA can contribute to long term outcomes of the Strategy and NAPs depends on a number of factors outlined in the Strategy. In this regard, it is not clear and seems highly unlikely that the project contributes to 1) protection of water resources particular from poor sanitation including effective O&M to ensure a reliable service, 2) effective enabling environment, with appropriate legislation, information, strong institutions with clear responsibility, supportive attitudes and political will; 3) effective management information systems; 4) recurrent funding for provision of capital to provide WASH services and household take up. Finally, although there is a potential of WOBA to bring about appreciation of the economic, social and health benefits by all stakeholders and beneficiaries, it is unclear to what extent this is attended to in the project design, implementation and monitoring.

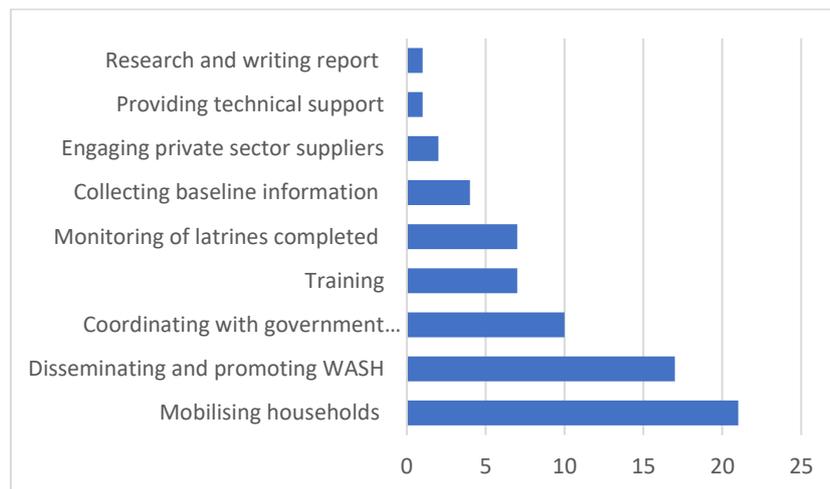
4.2. KEQ2. To what extent has WOBA Cambodia implemented its activities in an effective and efficient way? (Effectiveness/Efficiency)

- i. Are the program’s governance structure and implementation arrangements appropriate and proportionate to the outcomes sought? (Effectiveness/Efficiency)

4.2.1 Governance structure

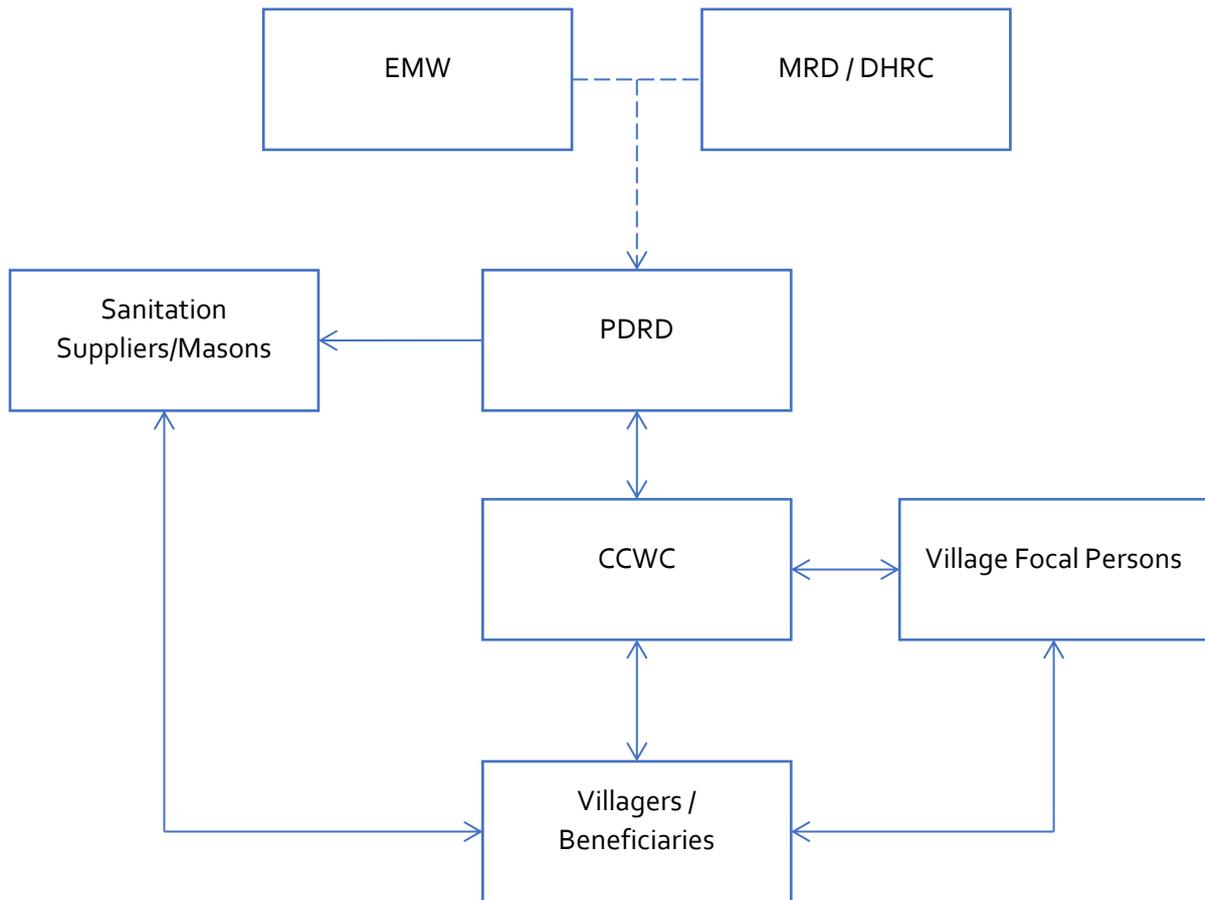
WOBA’s partnership structure follows the government’s vertical structure from national to subnational, and from the provincial to the village levels. The type of activities conducted within the partnership included collecting base line data to identify target beneficiaries (ID poor and GESI), educating village chiefs and leaders to mobilise them, mobilising households, training, monitoring for OBA payment, disseminating other WASH-related information, and coordinating with government agencies. Fig 2 shows the activities of the focus group participants as indicated in their survey responses.

Fig 2. Main activities of FGD participants in WOBA



These activities can be further understood within the operational structure of WOBA in each province. As shown in Fig 3, local level connection in Kratie has been made between beneficiaries, village focal persons, and CCWC for collection of base line data of eligible households for latrine construction. This data is sent to the PDRD who later connected with local masons to build the latrines. They also worked together to provide training to the villagers on sanitation, hygiene, and clean water. The PDRD’s role in the training component involved occasionally visits to support CCWC in their awareness raising activities. The PDRD also directly connected to households who have completed latrines to make subsidy payments. The connection between PDRD and MRD/DHRC appears to be occasional in which the latter sometimes visited the former and conducted joint event with CCWC at the local commune level. The PDRD also reported to EMW and MRD/DHRC in terms of latrine construction data.

Fig 3. Operational structure in Kratie



In Prey Veng, the DoRD has been the key agency in charge of WOBA’s operation. As shown in Fig 4, the DoRD collects money from commune offices where the CCWC members are working and connect to the local masons directly to organise latrine construction for the beneficiaries. The DORD raises and collects donations from Buddhist temples and village leaders to pay the masons the cost of latrines construction. It seems that the DoRD had a central role in the WOBA implementation activities and the OBA payment process. In Prey Veng, the connection between DoRD, PDRD, MRD under the WOBA project is unclear. EMW appears to be operating at the same national level as with Kratie. Similarly, the DoRD could be presumed to have the role of reporting data and coordinated occasional visits by PDRD and MRD. This is different to Kratie where the PDRD seems to have operational authority in the WOBA partnership structure and processes.

In Pursat, the partnership networks appear to be more horizontal rather than vertical structure of government (Fig 5). The private company “Rural Sanitation Clean Company” (RSCC) seems to have the main role in the WOBA implementation, and connected with the CCWC, local masons, and villagers in many activities such as awareness-raising and delivering latrines to beneficiaries for constructions. From a regulation perspective, the RSCC must receive authorization from the District Administration however this was not confirmed by FGD participants or the RSCC representative in Pursat.

Fig 4. Operational structure in Prey Veng

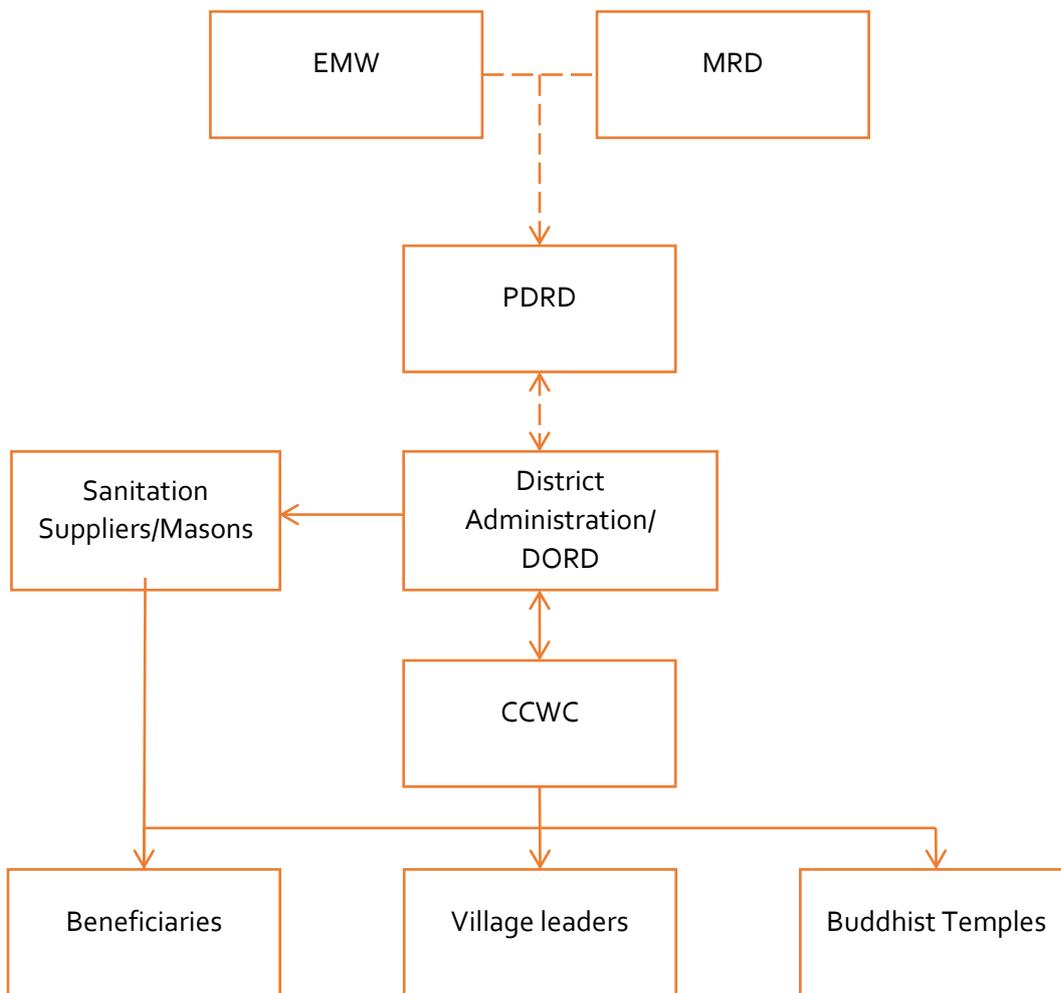


Fig 6 shows the structure for the implementation of the water component. The CWA has the main role in water component of WOBA. They are in charge of conducting baseline survey to identify households with existing water connections in the service areas of the water schemes. They also provide capacity building to the water supply operators and conducted verification of water connections of subsidy to the water supply operators. The water supply station connected with villagers and informing them about subsidy scheme for ID poor 1 & 2. They also conducted occasional meetings with local authorities and sought their support in disseminating broader information about rural water supply to the communities.

Fig 5. Operational structure in Pursat

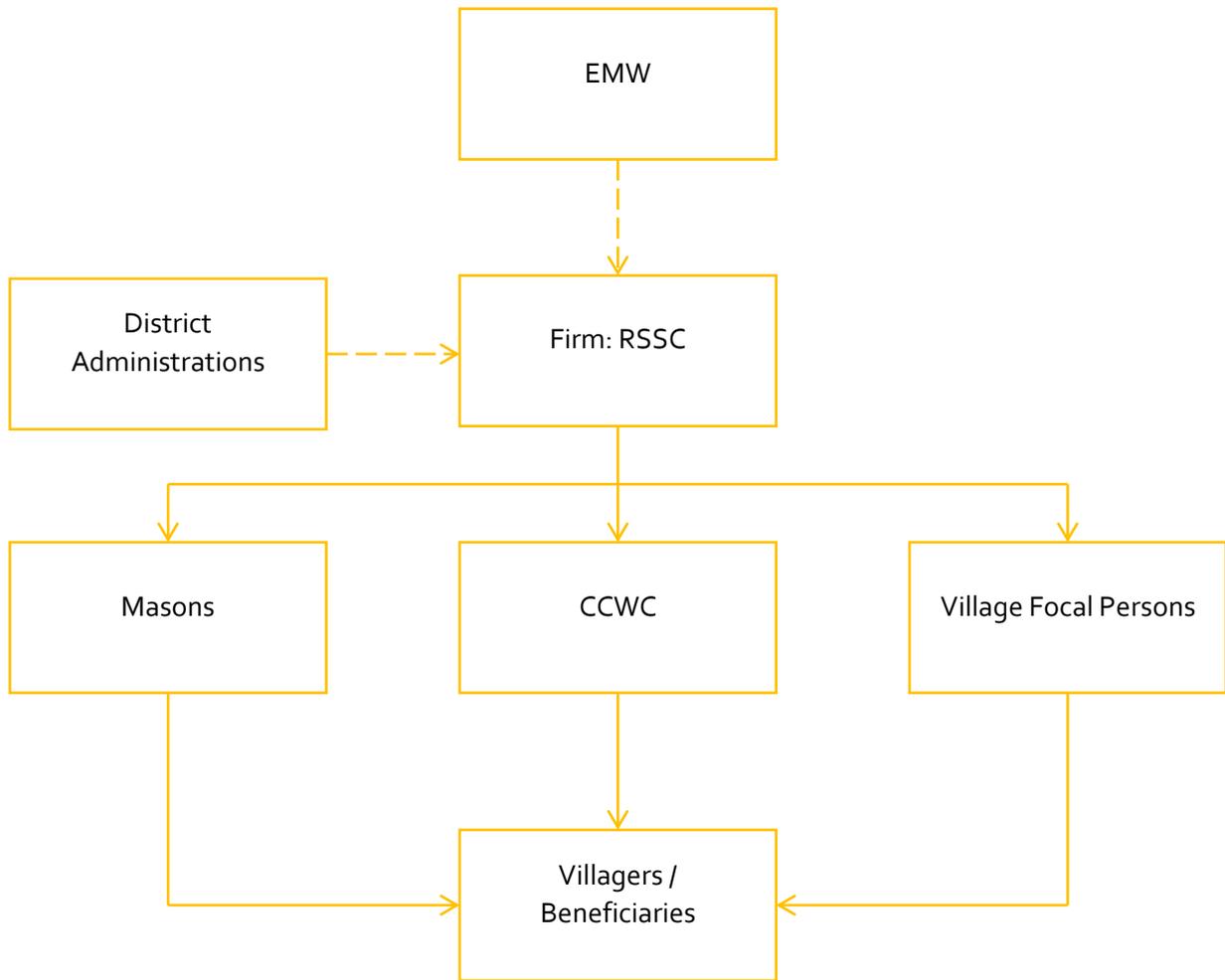
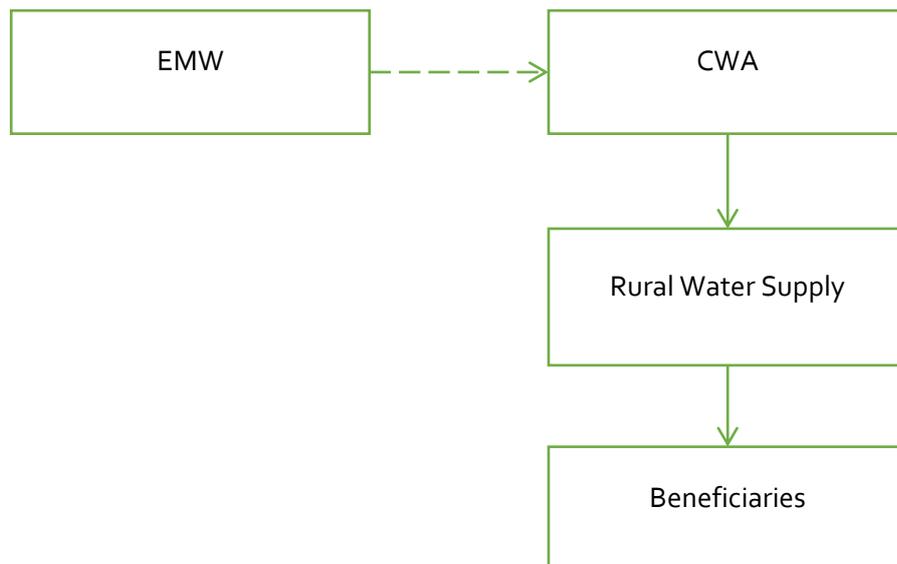


Fig 6. Operational structure of the water component in Prey Veng



Although there are differences between provinces in terms of the partner organisation in charge of implementation activities, the partnership structure enables support effectively from national level of government to the local levels with MRD as the policy maker. The subnational groups from the province, district, commune, and village level are the policy implementers. Such structure is in accordance with the government political structure and thus helpful, not only for the WOBA project, but also for the MRD to achieve 100% of sanitation and hygiene coverage of the national policy, the 2025 national action plan. A representative from MRD stated in the focus group discussion,

“Our [WOBA] project established structure from MRD, PDRD, DORD, commune, and to village is very important. It encourages our team to work and attain the 2025 national action plan to reach 100% of sanitation and hygiene coverage.”

The structure provides an easy connection and cooperation with the focal points in different levels. A representative of a private sanitation supplier stated,

“The structure of operation is significant. It provides a way of cooperation and connection better with focal persons from PDRD, communes, villages, commune and development partners. Before we did not have time much to know each other. It was dispersed, but this project we can help us to work together collaborative.”

Interviews with CCWC members reveal that embedding the CCWC system in the WOBA structure for WASH works well because the CCWC was already assigned by the commune chiefs to be key focal persons for WASH, thus WOBA effectively leverages the local government’s system. All of CCWC members interviewed felt that WASH has become a key part of their roles and responsibilities after their core function of providing support for issues of women and children. The CCWC members also have a strong motivation to ensure the communities are safe and healthy through access to improved WASH. They have realised the significant needs of the poor and GESI communities, and many remitted their performance incentives from EMW to help beneficiaries pay the latrine costs.

In this partnership, the CCWC women encountered no barrier in working with local suppliers. Only some suppliers, in Kratie (Chlong district), sometimes did not deliver the services timely; however, this could be a problem of delayed receipt of subsidy payment from PDRD. One CCWC in Kratie said,

“We lack money to pay supplier even when the PDRD agreed with the supplier. There are three suppliers in different communes such one for Chlong and another one for Prek Saman commune. Once they do not come to install in some villages.”

Table 1 summarises the FGD participants’ survey responses (n=32) in relation to their organisation’s activities in WOBA on a scale of 1 to 10. Generally, the involvement tended to be at the higher end with scores of 8 and above for engagement, level of interaction, scope of activities, strategic value and importance of partner organization to the WOBA structure. The partnership appears to be simple reflecting the purpose of the partnership for implementation and following existing vertical structure of governance.

The WOBA partnership structure seems to enable learning and sharing of implementation experiences from different aspects of the project as well as from different backgrounds and capacity. A CCWC member in focus group in Kratie noted,

“The collaboration embedded in the structure forms diverse learning experiences to help us to continue implementing the work-plan. Different experiences from agency such as PDRD can help us to gain knowledge from them and to ensure project implements smoothly.

Working in team also helps us to establish a good planning with a clear objective to attain the goal.”

Another participant explained,

“When developing the work-plan together as a team, it helps to know from where to start and reflect where we are reaching the goal. Joined plan also helps us to change behaviour and easily manage project—including data of achievement.”

Other FG participants pointed out,

“I learn and know reasons why we need to build latrines and understand the need of poor.”

“Something I have learnt is a way to encourage people construction latrine.”

The WOBA structure can be said to effectively promote partners’ engagement in the project. People could join the meeting and share their concerns and issues to address. In a statement from the district representative from Prey Veng,

“In general meetings at commune councils, the district council can integrate WASH issues including discussing the challenges of addressing ID poor communities. In some cases, if any challenges are not solved at commune level, they are referred to district meetings, where the chief of district council, district or deputy of district governor can discuss to solve the issues and make a joined decision.”

Another FG participant felt that the structure allowed for engagement and supporting private sector operators,

“The PDRD helps to set the cost of latrine for private latrine suppliers. PDRD supports private sectors in technical knowledge about latrine construction.”

Table 1. Involvement with WOBA partnership structure

	Respondent’s Score									
	1	2	3	4	5	6	7	8	9	10
Level of partner's engagement with WOBA (1=low, 10=high)	3%			3%	3%	8%	11%	33%	25%	14%
Importance of partner organisation to WOBA (1=peripheral, 10=central)				3%	3%	8%	3%	31%	33%	22%
Value of resources partner received from WOBA (1=low, 10=high)				3%	8%		11%	28%	36%	17%
Scope of partner's activities in WOBA (1=narrow, 10=broad)				3%	3%		8%	47%	25%	17%
Level of interaction between partner and				6%	11%	8%	8%	36%	17%	17%

WOBA (1-infrequent, 10=intensive)										
Level of complexity of partnership with WOBA (1=simple, 10=complex)	17%	14%	11%	8%	19%		6%	14%	3%	11%
Strategic value of partnership with WOBA for partner (1=minor, 10=major)				3%		8%	8%	22%	39%	22%

The results of the survey were generally consistent with the focus group discussions. Fig 7 shows the survey respondents’ perception about the nature of their organisation’s partnership with WOBA. The majority had a favourable view about their partnership with WOBA.

Fig 7. Survey responses to the “Nature of partnership with WOBA”

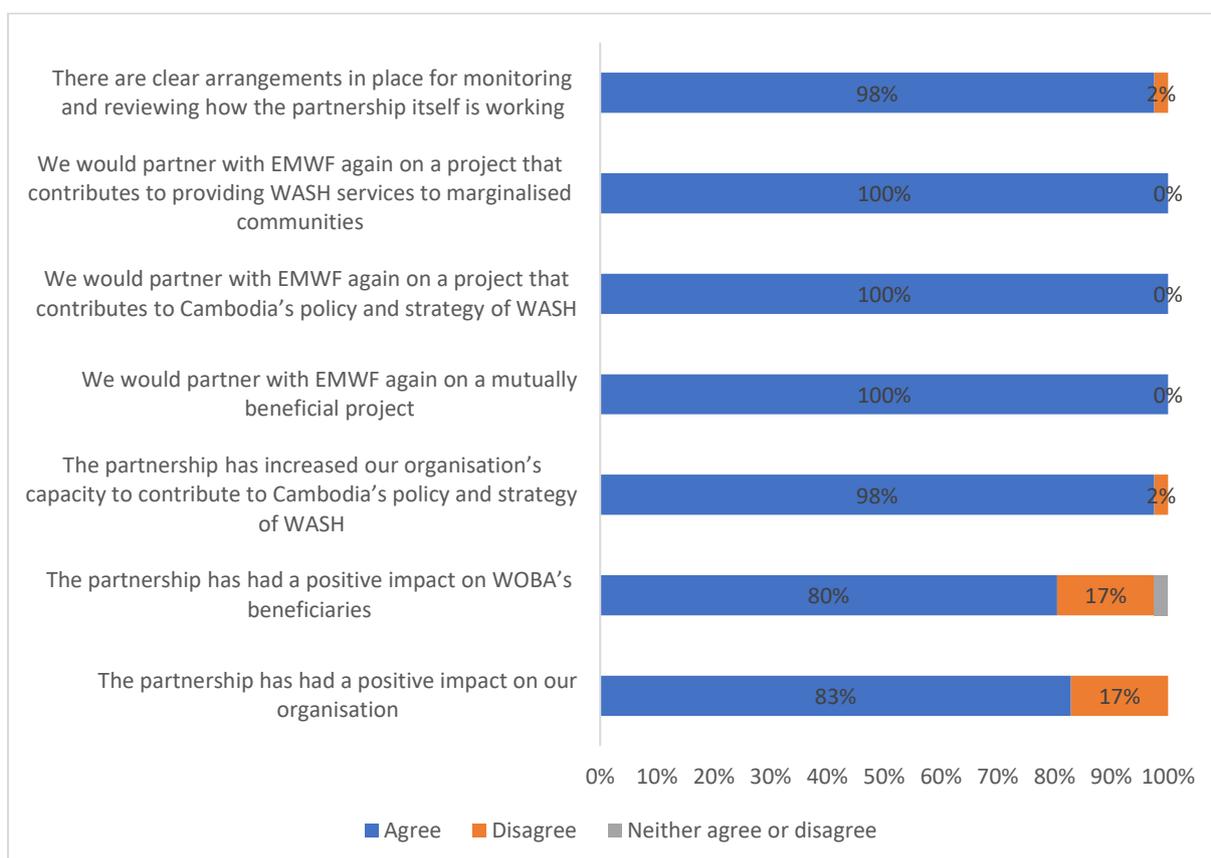
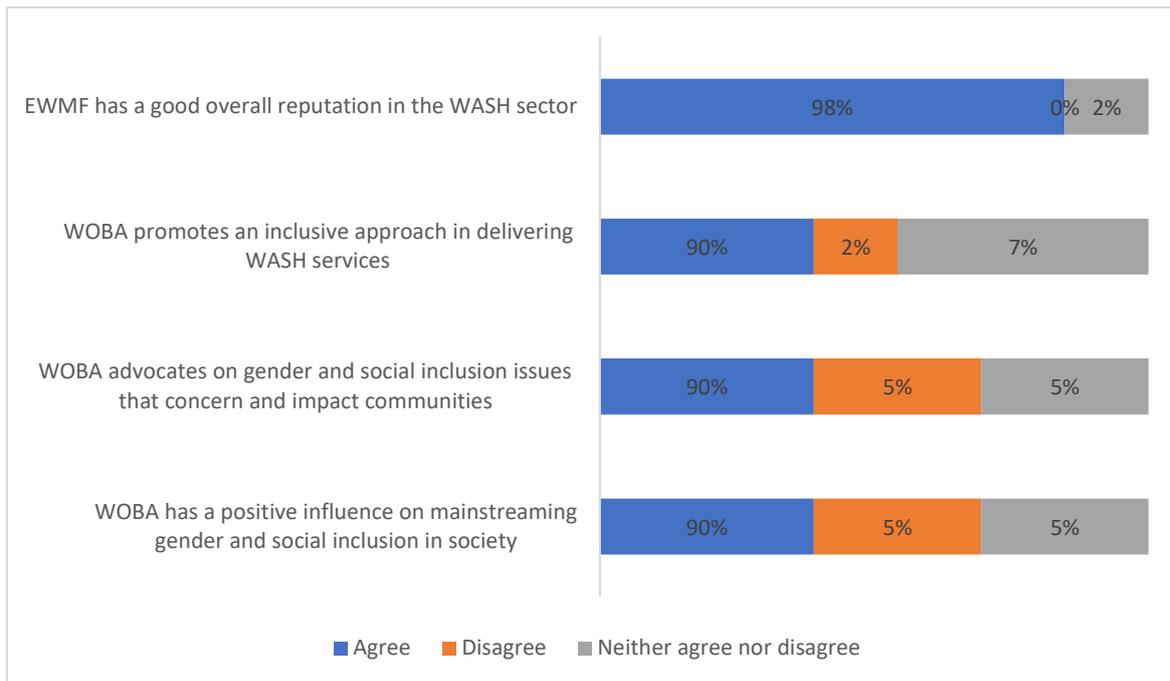


Fig 8 shows the survey respondents’ perception about the outcomes of their organisation’s partnership with WOBA. The majority has a positive view about the outcomes.

Fig 8. Survey responses to “Outcomes of partnership with WOBA”



- ii. How has WOBA Cambodia’s baseline data collection, identification and selection of beneficiaries, operational monitoring and verification arrangements affected the quality of outputs delivered and outcomes achieved? (Effectiveness/Efficiency)

4.2.2 OBA process

Interviews with beneficiaries suggest that WOBA applied consistent method of selecting beneficiaries across three provinces using the MoP’s data of ID poor 1 and 2. Beneficiaries were informed about WOBA and subsidy schemes for latrine construction through home-based visits by village focal persons, sanitation and hygiene facilitators, as well as village meetings. The beneficiaries interviewed were aware that they could receive a subsidy to help them with the cost of latrine construction if they held ID poor 1 and 2 card issued by the government, or belonged to a GESI category.

The process of mobilizing beneficiaries through home-based visits was effective in reaching out to people who might not have the time to attend the village meetings. The majority of beneficiaries stated that the village chief and deputies came to their homes and introduced the subsidy schemes to the poor families. They also educated villagers on WASH and provided some soaps on their home-based visits. All beneficiaries had attended village meetings on WASH at least once or twice during the last 12 months prior to the interviews. In the village meetings, the focal person informed the subsidy schemes provided to the poor, educated the beneficiaries on WASH, and provided some soaps for hand washing.

Selecting ID poor families through home-based visits and village meetings could be perceived as a good tactic to reach out to the villagers. It was clear that in Pursat and Prey Veng provinces, subsidy to poor families was provided regardless of whether they had or did not have ID poor cards. In

Pursat, some beneficiaries said that village leaders or facilitators only provided subsidies to their networks including their relatives, neighbours, and friends. They also felt that subsidies were provided mostly to those who had participated in the village meetings. However, there was a sense that WOBA was not inclusive in its process of information dissemination and selecting target beneficiaries. The reasons cited by beneficiaries mainly in Kratie were that the ID poor card were issued based on connections rather than actual poverty level so selecting beneficiaries based on ownership of ID poor cards meant that there are households with needs that missed out on accessing subsidies. This issue of the process of ID poor card is also found in the CWA study of barriers to water connections for private operators. In addition, some beneficiaries felt that households that attended village meetings were able to access subsidies whereas those that did not could do so. This could be a misunderstanding, but it does suggest that inconsistent information is being communicate and understood by villagers about access to WOBA.

In Kratie, village focal persons collected lists of beneficiaries who had ID poor I & II and eligible GESI categories through home-based visits. The PDRD, commune focal persons, sometimes, accompanied with village focal persons to conduct village meetings on WASH. The updated and compiled lists of the participants who volunteered to install latrines were sent to or collected by PDRD who later connected to masons for new latrine construction/installation. This process accords with the project procedures.

Table 2 shows the subsidy amount paid to households for each latrine completed and Table 3 shows the performance incentive paid to partners for each latrine completed according to the project plan and the “Procedure for Payments of Sanitation Smart Subsidy or Rebate and Performance Incentive for GESI poor/Poor Household”.

Table 2. Household subsidy per completed latrine completion per project plan

	Subsidy amount from EMW	Subsidy amount from Commune Council	Total subsidy for household per latrine
ID 1 & 2 Poor	13 USD	5 USD	18 USD
ID 1 & 2 plus GESI	30 USD	5 USD	35 USD

Table 3. Performance incentive due to partner per completed latrine completion per project plan

Partner/stakeholder	Amount
MRD-DRHC	1.5 USD
Provincial/District management	2 USD
Provincial/District mobilisers	7 USD for poor/GESI 5 USD for non-poor
Commune Council/CCWC	1 USD
Village leaders	2 USD

Although the majority of the beneficiaries interviewed were aware generally that there are two levels of subsidy for the poor and GESI plus poor households, only those who in Kratie knew whether they received the correct subsidy for ID poor households of 70,000 riels or 17.5 USD, of which 12.5 USD was provided by PDRD and USD 5 provided by the Commune Council. The subsidy of 30 USD for GESI households was not identified or confirmed by any of the beneficiaries interviewed. None of the beneficiaries in Prey Veng and Pursat were sure about the subsidy amounts they were entitled to receive.

The costs of latrines also varied across three provinces. Geographically, Sandan village and Kratie province generally are susceptible to environmental issues as it lies along or divided by tributaries of or Mekong River. It is anticipated that for this reason, building latrines would be more challenging and the costs would be higher. However, the cost of the latrine was much cheaper than the other two provinces.

Table 4 below shows the cost of latrine, subsidy received and payment by households in the three provinces based on program information, interviews with beneficiaries and CCWC women. Of the 17.5 USD subsidy amount in Kratie, the beneficiaries thought that they received USD 12.5 from PDRD and USD 5 from the commune office; however, the CCWC interviewed thought that 5 USD is an incentive provided to them which they gave to the beneficiaries to support them. It is quite clear that both the CCWC and villagers were confused about the subsidy amounts and their sources.

Table 4. Costs of latrine, subsidy and payment based on interviews with CCWC and HHs

	Cost including installation, based on CCWC interviewees	Cost including installation, based on verification survey results	HH's out of pocket payment based on HH interviewees	Other information from interviews
Kratie	55 USD	45-1000 USD; median 60 USD	37.5 USD	According to CCWC, 17.5 USD is the subsidy, of which 12.5 is received from PDRD (from EMW) and 5 is incentive given to CCWC that they gave to beneficiaries.
Pursat*	82.5 USD	80 USD	30-40 USD	According to CCWC, 17.5 USD is the subsidy, of which 12.5 is received from PDRD (from EMW) and 5 is incentive given to CCWC that they gave to beneficiaries. It was not clearly known from which source is the remaining money to make up the costs of 82.5.
Prey Veng	70 USD	30-67.50 USD; median 67.50 USD	7.5 USD, 10 USD, 12.5 USD, 25 USD, 30 USD	According to CCWC, 17.5 USD is the subsidy, of which 12.5 is received from PDRD (from EMW) and 5 is incentive given to CCWC that they gave to beneficiaries. Additional money was mobilised from

				Buddhist temples, village leaders, which are varied. This is the reason why the HHS' out of pocket payment varied a lot.
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*According to the RSCC in Pursat, cost is 320,000 riels (USD 80).

One beneficiary stated,

“I don't know how much latrines cost, but we also have our Buddhist association or temple also helped some financial support to the poor household, especially the hopeless elderly.”

According to one beneficiary, lack of knowledge about latrine costs and subsidy amounts is because only at the village meetings that the subsidy or rebate, latrine cost is informed and agreed between the supplier and the villagers, to be co-ordinated and facilitated by the mobilisers under the approval of Provincial/District Management. For those that did not attend the village meetings, they were not fully advised of the scheme, latrine costs and the process.

The collection payment for latrine construction also varied between provinces. In Kratie, the mason, who constructed latrine construction, collected payment for the cost and installation services from beneficiaries. In Prey Veng, the key persons from DORD made the collection of payment from both beneficiaries and the commune offices. As latrine supplier in the visited commune or district (Kampong Trebek) was not interviewed, it was not known whether the DORD paid to the construction suppliers, or the suppliers collected their final payment from the key person of DORD. In Pursat, the RSCC, a local contracted firm collected payment directly from the beneficiaries.

All beneficiaries interviewed said that they were asked to pay the whole cost of latrine in advance and will receive the subsidy payment from the PDRD when latrines are completed. Some beneficiaries who did not have money to pay upfront borrowed from relatives or opted to pay by installation. Some also reported delay in receiving subsidy, which meant they were not able to pay back the loan that they borrowed from relatives or others.

The CCWC interviewees were also not clear about the subsidy amount and process of payment. In Prey Veng and Pursat, some knew the latrine cost or amounts owed to suppliers but not amount of subsidy for the beneficiaries. In Kratie, most CCWC women were aware of the 70,000 riels subsidy (USD 17.5), but as mentioned earlier, there is some confusion about whether this was co-financing amount from the commune councils or performance incentive paid to CCWC which they remitted to households.

There was no consistent method of documentation of households registering to build latrine across the visited sites. According to the procedures, the list of households who registered to build latrines is used to verify latrine and pay the subsidies and performance incentives. However, it was found that some communes had written the names of beneficiaries on a blank paper and other communes recorded the number of latrines that needed to be installed in a table format to submit to the PDRD. There was no sighting of the form that was included in the implementation procedures. Thus, it is not clear how monitoring was conducted to differentiate between newly installed latrine or older latrines in the visited field sites. Since no visit to PDRD was made, it is not clear whether there is any system to record/update the latrine progress as well as used to verify with the OBA scheme at the PDRD level. There was no apparent system of recording how much money the DoRD collected from the temples and village leaders in Prey Veng, nor was there any documentation of newly installed latrines at the commune offices and or at DORD. This means there was no documentation in relation to the latrine registration, completion, verification and payment process that could be sighted.

The process for private sector operator, namely the RSCC in Pursat, seems to adhere to the project implementation procedures more. Once the RSCC received confirmation of the WOBA's subsidy project, meetings were conducted at the district offices and commune offices as part of the mobilisation. The RSCC and commune offices, then connected to the village leaders who identified the target beneficiaries (ID poor and poor plus GESI) at the village meetings. The commune offices then sent the list of identified beneficiaries to the RSCC who checked and verified the list against the ID poor certificates. The RSCC sent the checked list of beneficiaries with the cost of latrines after rebate back to the commune offices. The commune offices sent the list to village leaders who confirmed with households so they can prepare payment. The RSCC installed latrines and collected payment directly from the beneficiaries. The RSCC sent a list of beneficiaries who installed the latrines to EMW once or twice a month who then conducted verification of completed latrines and arranged for payment of subsidy.

For the water component, the Kamchay Mear water supply operator in Prey Veng described the process of beneficiary selection as follows. Once the water supplier receives the WOBA project confirmation of subsidy, they provide information to the commune offices and then to village leaders who identify the target beneficiaries (ID poor and poor plus GESI) and sent back the list of beneficiaries to the water operator. The water operator connects piped water according to the list. Once the water operator has connected piped water, they submit the list of beneficiaries (including names of households, number of water measurement/scale, ID poor certificates, application of water connection) to the CWA on a monthly or quarterly basis. The CWA conduct verification of the water connections and pay the subsidy to the water operator. Occasionally, EMW visits households to do spot checks. According to the CWA member interviewed, the total cost of water connection per household is 70 USD. To cover the cost of connection, the subsidy is 30 USD, the water operator bears 30 USD and the household pays 10 USD.

It is clear that the subsidies provided through WOBA are pivotal to the latrine uptake and water connections in the communes visited. However, WOBA's contact with households seems to vary between village meetings and household visits. Lack of uniform information about amount of subsidies, cost of latrines and subsidy eligibility has impacted on households' perception of WOBA's inclusivity. In addition, the lack of documentation at various stages from registration of interest to payment creates an unclear process of collecting baseline information and progress of latrines, and lack of transparency in financial flow and accountability.

iii. Has WOBA Cambodia sufficiently identified and managed risks that can affect its outputs and outcomes achieved? (Effectiveness/Efficiency)

4.2.3. Risks management

The focus groups reveal a number of factors that hindered the effectiveness of implementing WOBA. For the sanitation component, although WOBA has accelerated latrine uptake very quickly, the implementing partners encountered some challenges due to the issue of household migration. Employment is a significant driver for internal migration between and within provinces. With a history of migration in response to conflict, political events and economic reforms, Cambodia has experienced substantial population redistribution, with 3.8% of Cambodians redistributed between districts in the five years to 2008.⁹ This is a prevalent issue in rural Cambodia that affect households' willingness to build latrine they are not around to use the latrine.

⁹ Diepart JC., Ngin C. (2020) Internal Migration in Cambodia. In: Bell M., Bernard A., Charles-Edwards E., Zhu Y. (eds).

Another challenge at the household level is the perception of exclusivity in which WOBA provides support to only households with ID poor 1 and 2 cards, while those without do not have access to the project although they have WASH needs and are willing to build latrine. This though seems to reflect the perception that ID poor classification is not based on objective method of identifying poor people, rather based on discretion of the authorities. In fact, some beneficiaries in Kratie spoke about people in their village who are poor, yet they did not get the ID poor cards and thus were excluded from the project.

There are many challenges for the private sector operators. First, it was sometimes difficult for sanitation supplier to collect money from beneficiaries, which is consistent with the beneficiaries' stories of difficulty in making payment because of delay in receiving subsidies, or lack of resources to pay up front. Second, as a business operator, they need to maintain revenue and their main aim is to increase clients irrespective of whether they are poor or non-poor. In this regard, targeting beneficiaries of poor and poor plus GESI to receive subsidy limits the growth of their client bases. Third, it was difficult for them to obtain capital financing to invest in technology to address water resource management to adapt to climate change. Consistent with the issues pointed out in the National Strategy document (see 4.1), obtaining bank loans is difficult, and tariff for services with climate change technology must be higher, which is difficult for households to pay. Fourth, they encountered logistic challenge in delivering latrine and materials due to remote rural area and challenging environment. One mason noted,

“It is difficult. Transportation the materials is one challenge. The other is the lack of transportation for delivery. Sometimes, it takes a few days to get the delivery.”

“Sometimes it takes about 15 km with bumpy roads to supply to indigenous community, and there are no suppliers in some communes.”

Fifth, households' lack of awareness of the health benefits associated with latrine or piped water makes them hesitant to take up WASH. This is particular in Pursat or Prey Veng where the private operators had a stronger role in mobilising and connecting with the authorities to implement WOBA. As the CWA person noted,

“‘Poor’ refers to both lack of materials as well as lack of knowledge. It was hard to collaborate and to provide education to poor people on the significance of the piped water.”

For this reason, private sector operators felt they needed to double their effort to address issues of WOBA's beneficiaries' lack of knowledge and their late payment.

These issues at the household level were also aligned with the partnership survey responses about challenges encountered with WOBA. Households' lack of understanding about sanitation and health benefits was reported most, followed by limited subsidy which excludes the very poor to access WOBA. WOBA's reach is limited for the very poor people and others with resources who are discouraged because they could not access subsidy. This reliance on subsidy as a necessity and a nudge leads to a perception that WOBA as a short-term project because it only provides subsidy for a few years. The third challenge most reported at the FGDs was the migration issue (see above). Other barriers mentioned relates to limited contribution from the commune, lack of staff at PDRD,

slow payment process and challenging environment and climate change which affects use of latrine. This will be further discussed in 4.3.

Although business risks are identified in the WOBA's risks assessment which included the high risk of product and service margins being too small for commercial sustainability, and mitigation plan of EMW working in 'partnership or seek technical assistance to develop of a business plan that adds a critical number of products and services to lead to profitability over the medium term', there is no evidence that this has been done. This could be because the focus of implementation is on achieving latrine uptake rather than commercial sustainability of the enterprise. Similarly, the risk of poor performance of private enterprises in challenging environment and/or safeguards not adhered to was identified as low, which seems contradictory to the beneficiaries' experiences of climate change. The issue of climate change is something that the CWA and private water operators talked about in relation to capital financing although neither financing nor WASH product adaptation were part of the project's risks identification. Environmental risks were identified in the risk matrix relating to compromised unsafe or unhygienic latrines due to flooding, and variability in quantity and quality of water supply, drought or other climate-related events, which impacts on household use of latrine and water supply. However, it is not clear how these are addressed in the implementation activities. Although there may have been information on building latrines for flood prone areas, this may not have reached all beneficiaries living in flood prone areas. Thus, more information should be disseminated on this issue. The lack of explicit attention to climate change in the project could be the reason why these impact risks were not attended to.

The risk identified by EMW has focused on the number of companies wanting to enter WOBA, that is supply side rather than their impact or sustainable operation, and the planned mitigation strategy of 'promote existing and planned market coordination mechanisms to attract new private companies to the market' seem to have missed the consideration of household demand. WOBA acknowledges that 'sanitation products are likely to be the biggest challenge given the weak current market and difficulty inheriting in marketing sanitation as a "good to have or pull product"'; however, it is not evident that anything has been done to mitigate this risk from both demand side or supply side.

Overall, the issues mentioned here relates to programmatic issues of the subsidy scheme to allow WOBA to reach for non-poor and especially the very poor and vulnerable households. Except for these above-mentioned issues, it seems that the risk relating to implementation procedures particularly on partners' capacity and willingness to effective implementation have been addressed and thus implementation has reached its target for latrine uptake head of schedule. At the implementation levels, issues of climate change could have been incorporated in the project to ensure its impact and sustainability, and more education for households to raise awareness more effectively. The process of payment should be attended alongside the documentation and workflow discussed in the previous section.

iv. Has WOBA Cambodia allocated enough resources and technical expertise to implement appropriate capacity development strategies that are responsive to the needs of different beneficiaries and stakeholders? (Effectiveness/Efficiency)

4.2.4. Resources for capacity building

The extent to which WOBA training and capacity building activities have been sufficient in addressing partners' needs was not discernible by FGD participants. It seems that the main driver of people's participation in WOBA project has been the subsidy and performance incentive system for

all WOBA's partners and stakeholders, which has enabled effective cooperation of partners in the project across provinces.

The survey results suggest the training provided knowledge about WASH and health, and training on WOBA implementation and subsidy schemes. Below are some quotes from the survey on this topic:

“increased capacity for government officials through WOBA's capacity building, exchanged experiences, implementation and visits to communities for twin latrine construction”

“local authorities (village/commune), district have received knowledge on sanitation, hygiene and clean water through trainings and staff of PDRD received knowledge and incentive support”

“provide knowledge and boost women's health related to sanitation & hygiene and water supply”

“learning and sharing experiences through participatory approaches”

“receiving knowledge on technical twin latrine constructions”

Interview with the private sector operators also revealed that the training provided knowledge and implementation on improved technical latrine construction, rather than improving business and financial management skills. Given that this is one of the focusses of the National Strategy in engaging with private sector, this area could be improved much more in the remaining period of WOBA particularly on financial literacy and financial management.

The CCWC interviewees appreciated the training to enhance their knowledge of WASH. In Kratie, the training of CCWC was provided by PDRD. In Prey Veng, it was conducted by the DoRD, and in Pursat, it was conducted by the RSCC. These trainings helped to strengthen their capacity to manage and take the lead of the WASH's initiatives in the communities to address the needs of the poor/GESI. Many of the training sessions were conducted at the commune halls and offices or other places at the provincial level. The CWCC was exposed to learning about menstrual hygiene management (MHM), sanitation, hygiene, clean water, and clean surrounding, as well as food and nutrition. The CCWC also learned facilitation and coordination skills including developing workplans and writing reports. Other CCWC interviewees learned technical aspects of installing latrine such as length and height of latrine ring and brick to insert technically, which enabled them to be able to monitor the quality of latrines. Using maps to record households with and without latrine was also among the topics in the training provided in the project.

It appears that the training has also improved the CCWC's knowledge about WASH and health given that they themselves had experienced defecating in open spaces and drank raw water at the fields in the past. A CCWC in Kratie noted,

“I used to think that water in the fields is clean because it is clear but did not know even clear water could contain infecting viruses. After training, I realise that safe water is boiled water and purified water.”

Most CCWC interviewees have adopted using latrines and drinking boiled water, purified water, and clean water. Their behavioural change resulted from the knowledge acquired from the trainings on WASH and health, washing hands with soaps, menstrual health management practices, and ways of mobilising villagers to attend WASH activities. A CCWC commented:

“There are many advantages from the training as it provides knowledge, explaining approaches and guidance for WASH. The training provides me knowledge on the methods of facilitation to easily make villagers catching interests in water and sanitation. These methods of explaining WASH to people, for example, if they do not have a proper place for defecating, they go to defecate in the forest; such practices will have many negative impacts on health.”

Other CCWC women pointed to other reasons that helped households to understand WASH in light of COVID-19 such as the need to avoid shared latrines because COVID-19 is transmitted in close proximity.

Educating households about WASH and health was mainly delivered by the CCWC. The CCWC, in the three provinces, organised their education meetings either at the commune offices or in public places in the villages. They also conducted home-based visits to educate villagers on WASH. The CCWC in Kratie noted the household visits aimed to provide information on the WOBA subsidy scheme. These types of awareness-raising lasted from about 2 hours to a half-day. The education delivered to villagers could be solely conducted by CCWC or partly joined by DoRD, PDRD, and RSSC although the latter is rare. Due to the COVID-19 pandemic, they had to adapt their method of communication to raise awareness such as using loudspeakers to play pre-recorded audios, TV and distribution of leaflets. The content of the promotion also focused more on ensuring villagers understand the importance of handwashing with soaps in critical times. In the three provinces, the CCWC played a significant role to educate households about WASH.

In the awareness-raising activities, the CCWC mostly used materials they received from the PDRD, DoRD, and RSSC including posters/pamphlets, books, presentation slides, marker pens, and pre-recorded audios (for COVID-19 pandemic educational activities) depending on locations and their preferences. Most felt that these distributed materials have adequate educational information and were useful to convey content to participants and easy to use in short training sessions. People who did not read could listen and see the pictures designed for behaviours and attitude changes (mainly on WASH). Some CCWC women felt that there was a shortage of printed books to distribute to the communities.

The CCWC interviewees reported that the contents and pictures in these materials were impactful in communicating the link between WASH and health. For example, the CCWC interviewee in Pursat informed villagers about the defecation weights per day and calculated for the maximum of one year. They were informed that a person defecated about 100 kilograms per year, and this would flow into the water sources and polluting water that they use, which in turn would cause diseases like diarrhea,

“Posters/leaflets show demonstrate polluted environment, dirty water drinking, defecating outdoor. The posters/leaflets show the type of sickness linkage to those polluted environments.”

Other CCWC members in Prey Veng explained to villagers how human faeces impact health through insects including flies when they defecated in open spaces,

“All materials for education are important and we need to explain to the villagers the impact of defecating in opened spaces telling how poops transmitted and impact on health through flies and chicken.”

The CCWC women in Kratie felt that the use of pictures on leaflets is effective for people at different age thus an effective educational tool,

“Leaflets and pictures could be well suited to address elderly people. Communicate meaning through pictures is effective to educate villagers. If we have the poster with pictures, it is easy for people to remember key points.”

CCWC in all locations felt that education sessions for villagers need to be repeated continuously to encourage change in behaviour and attitudes towards WASH. This could mean using other communication tools YouTube (majority of people using this platform) or phone voices. The majority of the CCWC interviewed felt that they had already acquired knowledge and skills on WASH from EMW’s previous projects or from their involvement with other development partners’ activities in the local area. Only a few CCWC said that they needed more skills training in facilitation, WASH and gender aspects for future WASH interventions.

4.3. KEQ3. To what extent is WOBA Cambodia’s approach inclusive and reaching the poor and marginalised (GESI) communities in rural Cambodia to address their WASH needs?

4.3.1 WASH needs

As stated in the National Strategy for Rural Water Supply, Sanitation and Hygiene 2011–2025, rural communities have lowest access to water supply and sanitation. Interviews with beneficiaries affirm that these needs are critical and that they are similar across different socioeconomic and geographical areas in the three provinces. Prior to WOBA, many households did not have access to latrines. They defecated in the nearby bushes or forest including bamboo sites and in the rice paddy fields. Most villagers lived in an unclean and unhygienic environment and defecated everywhere in the public areas, and exposed to conditions that negatively impact their health such as snakebites, and most importantly it was difficult to find dried places for defecation during the rainy seasons or when floods submerged the forest sites. Their water sources for consumption are rivers, ponds, and stored rainwater, and are highly susceptible to diseases like diarrhea and new infectious diseases to the beneficiaries. The beneficiaries had difficulties to fetch water from rivers (common in Kratie), from ponds (common in Pursat and Prey Veng). Some used big jars to store water and pumped wells. Climate change has increased the frequency and intensity of flooding and/or drought, both of which already cause severe hardship to these communities and further amplified their vulnerability to water borne illnesses due to lack access to improved sanitation means and reliance on unimproved water sources.

Sandan village in Kratie is located on the edge of the Mekong River and is a flood-prone area. Households in this village have no access to clean water unless they are connected to piped water. One of the beneficiaries told a story of the flood destroying their rice and cash crop plantation which severely affected the livelihoods, so they had to focus on storage rice, crop adaptation plantation. Their village submerged under water, and most latrines were built on the ground so became inaccessible. They defecated in open water by using boats or in the uphill ground. Some defecated in the elevated latrines of neighbours.

In Ma' nus and Tbeang villages in Prey Veng and Boeungkok village in Pursat, flash flooding occurs regularly because of heavy rains. However, perhaps due to different geographical landscape, they seem to encounter less stress in using latrine and water security in these villages. The majority of latrines were still functional. Some used soiled bags to prevent water submerged villages and latrines. Others chose to defecate in the nearby forest.

Storms were, occasionally happened in all four villages visited, and also led to flood and consequences on latrine and water supply. Droughts, however, were very common in all four villages in three provinces which impacted water security and thus latrine use. As most households in the Sandan village were already connected to piped water so there was less of an impact from drought because they could still use latrines and access clean water. Two villages, Ma' nus and Tbeang in Prey Veng seemed reasonably well adapted to drought because they had an underground aquifer and stored rainwater to use. In Boeungkork village in Pursat province, the beneficiaries had more difficulty than the other three villages. They relied on private truck water sellers (which costs about 25, 000 riels per tank) and ponds. The underground aquifer is scarce. Despite water shortage, no beneficiaries complained about using latrines during drought periods because they used stored water.

Other impacts of climate change are lost employment which led to indebtedness, migration out of villages, or opting for self-employment. One beneficiary said,

“I could not generate income to support my kids. Floods damaged people's fish catch. They did not have fishing nets to repair. No one hired me to transplant young rice and yield collection. Now farmers stopped practicing traditional rice cultivation. They have adapted to using new methods of rice cultivation, and use machinery equipment rather than labour hire.”

To cope with loss of livelihood due climate related issues and natural disasters, some beneficiaries borrowed from the local banks and relatives to buy rice and food, but others were also spending on buying water in the dry season. These types of debts have further consequence of forcing some beneficiaries' family members to migrate to seek employment elsewhere. Sometimes this resulted in long term change. For example, one beneficiary shifted from growing rice to selling grocery because their rice paddy was repeatedly damaged from floods,

“I stopped rice cultivation to be a grocery seller. I borrowed money from my relatives coupled with cash relief package of the Government. This provided the opportunities for me to run a grocery shop in this village.”

COVID-19 has affected beneficiaries' income generation. Most people in the villages visited earned their income from labour work and have lost their job because of COVID-19. Elderly people and single mothers seem to be most affected by COVID-19 pandemic because of economic loss. To address these economic impacts of COVID-19, the government has implemented the economic relief package to support poor families. The beneficiaries used this funding for food and daily livelihoods expenses. Most felt that the package was insufficient to meet their basic living expenses, yet some used this package to build latrine.

4.3.2 Inclusive approach

Affordability is the main barrier for households to take up latrines and connect to piped water system. The rural poor in Cambodia typically rely on labour work or rice and crop cultivation, but

most beneficiaries in the villages visited were among extremely poor and without land. They did not have money to buy latrines and prioritised saving money for rice and daily expense for their livelihoods and schooling education for children and for difficult time of flood or drought. They felt the cost of latrines was too high and they could not afford to buy one or save for latrines and piped water. In addition, most did not understand the significant impact of open defecation on health before project intervention.

The subsidies provided through WOBA enabled these beneficiaries to purchase latrine and connect to water supply services at a subsidised cost. Most beneficiaries decided to install latrines and connected to piped water when they were informed about the subsidy scheme by village leaders in village meetings or in the awareness raising household visits. However, many needed time (between three to five months) to save money or mobile resources from their children or borrow from friends when they are required to pay full cost of latrine upfront and receive the subsidy when latrine is completed. For those that borrowed, they often had to make install payments to their relatives or to the mason,

“In the latrine instalment stage, I did not have money, so I borrowed it from my relatives to pay for mason. I repaid with other six instalments (20,000 riels per month).”

As mentioned in 4.2, given that affordability is a critical issue in households ability to construct latrine and connect to water, identifying and selecting beneficiaries based on ID 1 & 2 card holding is perceived by some beneficiaries as unequal entry to WOBA. Although WOBA target poor and GESI households, the process of selecting beneficiaries based on government allocation of ID poor status in the context of Cambodia is not perceived as truly inclusive. Further, the extremely poor families or those without children or friends to pay for the subsidised cost, means that there are families that are really in need of WASH that could be left behind. This seems to conflict with the idea of Leave No One Behind of WOBA. Those that are non-poor also felt that they are excluded from WOBA support although they have WASH needs.

This view of exclusivity is also affirmed in the interviews with CCWC members. They spoke about the inadequate of the Ministry of Planning (MoP) list of ID poor households as a point of selection criteria to access WOBA, noting that there are many villagers that are poor but did not have the ID poor 1 or 2 cards. Some were not granted ID poor 1 or 2 cards because they had migrated to look for employment opportunities when the MoP conducted appraisal for ID poor at the village. As mentioned by beneficiaries, granting ID 1 and 2 poor cards is also dependent on families' personal connection with the authorities. The uneven distribution of ID poor 1 and 2 cards could cause envy among households and problem of access to WOBA's subsidy scheme. According to all CCWC interviewed and focus groups, the revising and reviewing the status of ID poor 1 & 2 as a result of COVID-19 have resulted in higher number of households with ID poor 1 or 2 status. The current schemes of the WOBA project's subsidy may not be enough for all new ID poor holders in some provinces (mainly Pursat and Kratie).

All partners and stakeholders and beneficiaries agreed that the use of provisional ID poor given to the villagers impact the inclusiveness of WOBA. The issue is more apparent in some provinces for example Kratie, because in Prey Veng, there were local charities (Buddhist temple and local authorities) that helped the very poor, and in Pursat, they could receive latrine with subsidy whenever they could afford to pay the subsidised cost after the rebate payment. This is because in Pursat, the subsidised cost is about 30 - 40 USD which is completely out of reach for the extremely poor/GESI who did not have families and elderly people. In some cases, for example, the village

chief, deputy village chief, and village member volunteered to use their own money to install latrines for the last two or three households who could not pay the subsidised cost.

4.3.3 Access and use

Connection to pipe water system means that households can have access to clean water in their house. In Sandan village, women no longer have to collect water from the Mekong River, and climbing high cliff to get to the river of the river. Piped water connection also supplies water directly to latrines, for example, in Prey Veng and Pursat, the connection of piped water system to underground structure of latrine. Water enables latrine use help to stop the practice of open defecation.

However, the interviews with CCWC, beneficiaries and focus groups also revealed the issue of usage versus access. Some participants in the focus groups raised the issue that the structure of the latrine does not accommodate people with disabilities, elderly, and pregnant women. It is not installed with walls and roof as well. In Prey Veng, 98% of households had access to latrines, but they were very basic infrastructure. This finding is supported by the CCWC interviewees and beneficiaries in that the basic latrine that WOBA provides do not address the needs of rural poor/GESI communities, or meet the standards for use among people with disabilities and elderly people. One beneficiary noted,

“Households with disabilities and elderly must provide latrines that can sit and fit well and tram for easy entering with handled gates. I mean that the latrines cannot suit wheelchairs and do not have enough space.”

On the other hand, there are those that were keen on installing a latrine with a cost of over 50 USD that can be more accessible, convenient and improve safety, as per this comment,

“I need to build latrine next to my house so it is easy to defecate, without insects. I want to feel safe when I defecate. I also want to be able to take a shower in the latrine so it’s convenient and not waste time.”

This suggests that there is wide range of latrines with different features and functionalities with different prices. The more the expensive the latrine, the better it serves the needs of vulnerable families. Those that are poor, elderly without family support, or have a disability can end with latrines that do not meet their needs.

ii. Have the OBA subsidies been effective in reaching the poor and GESI-poor households in both sanitation and water supply? (Effectiveness)

4.3.4 Subsidies and WASH services for target beneficiaries

It is clear that the subsidies have been effective in reaching WOBA’s targets of poor and GESI households’ latrine uptake and water connections. Fig 9 below shows the results of latrine completion (total of 24,802) for all provinces as of June 2021. Pursat has the highest number of poor as well as GESI household, followed by Kratie and Prey Veng. Fig 10 shows the number of people of GESI categories living in households that completed latrines as of June 2021. Prey Veng, Kratie and Pursat have the highest number of people in all GESI categories. Pursat has the highest number of all categories, Kratie has more elderly and children under 5, and less PWDs than Prey Veng.

Fig 9. Number of complete latrines by household type (as of June 2021)

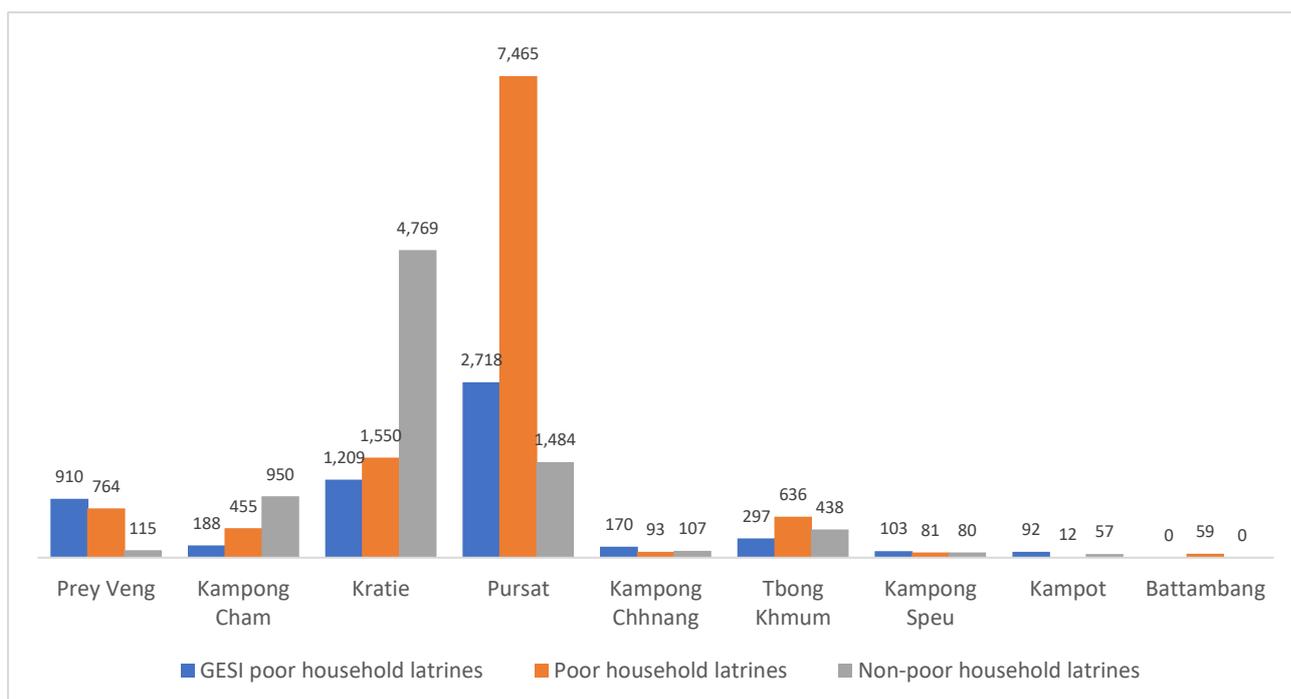
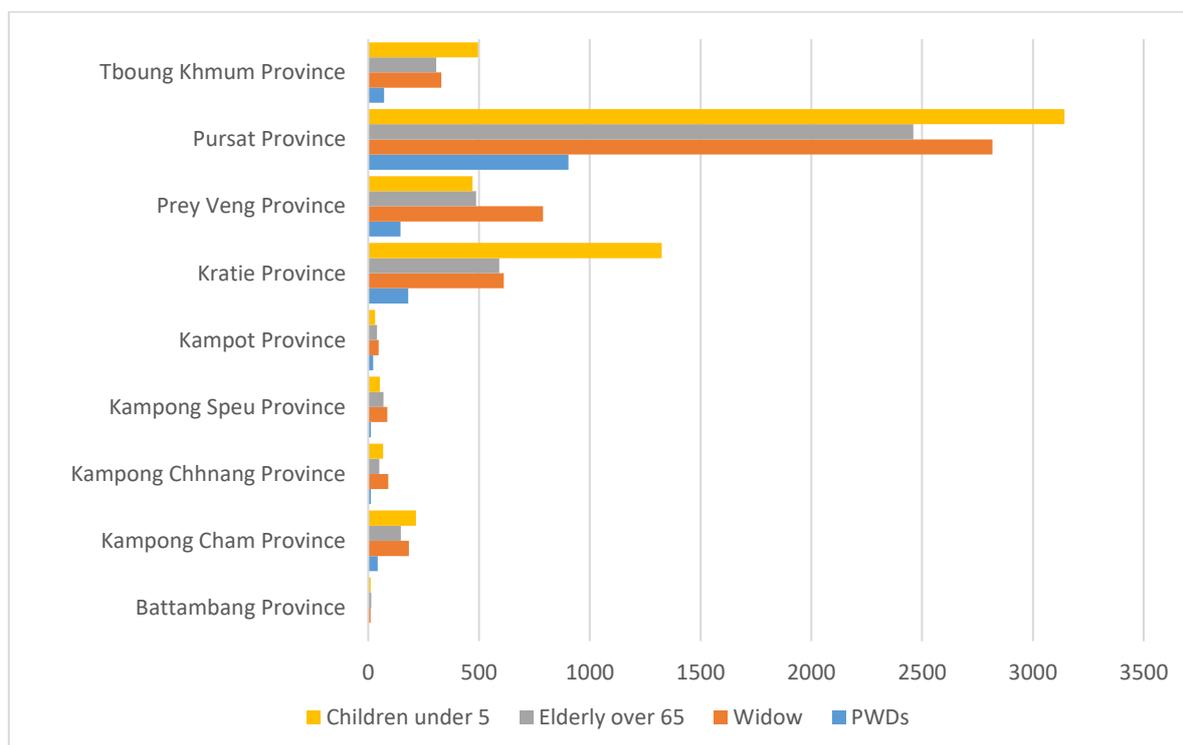


Fig 10. Number of households that built latrine, by types of GESI



The majority of beneficiaries interviewed felt that subsidy enables their latrine uptake and thus a critical factor in increasing improved sanitation for these communities. Below are some of their comments:

“Subsidy has a lot of benefits and advantages for poor people like me. Poor people and people with disabilities would never have a chance to build a latrine if there is no support like the subsidy we received.”

“I am poor and have an ID poor level 1. With the project subsidy, I am able to build my latrine. Without subsidy, we did not have enough saved money to build a latrine. It was so expensive compared with the subsidised one. We still had to wait until we saved enough.”

There were similar stories in Prey Veng and Pursat. One beneficiary from Prey Veng explained,

“It is very good that the project provide subsidy for the poor to build latrine. Without this support, I think we could not be able to build latrines. you know, the poor like me would not afford to construct latrine in one go.”

As discussed above, beneficiaries used different strategies to acquire resources from relatives, children, and pay back over time. Some beneficiaries saved and used the government support for COVID-19 to purchase soap and purified drinking water. Single mothers and people with disabilities encountered difficulties in paying, as noted below by one beneficiary,

“Yes, the cost of latrines after subsidy is lower, but for poor people with disability, it’s very hard to save every small amount for each step for the construction of latrines. We need to buy food.”

Partners, particular the private sector operators also felt that the subsidy scheme was a critical factor in getting people to build latrines. As discussed in 4.2, the application of the subsidy procedures and amounts of subsidies paid were neither clear nor consistent between provinces. It appears that in Kratie, the beneficiaries paid the full cost of latrines upfront at the time they registered intention to build, then received the subsidy payment from the PDRD after the latrines have been completed. In Prey Veng, the DoRD collected the net cost (cost less subsidy) after the latrine is constructed. It appears that the DoRD received the subsidy payment from EMW and commune councils and paid to the mason who built the latrine. However, it is not clear when the DoRD’s receipt and transfer of subsidies occurs and to which mason. The process is similar in Pursat where the RSSC collected the cost less subsidy from the households. It appears that the RSSC received the subsidy payment from EMW and commune councils and paid to the mason who built the latrine. However, it is not clear when the RSSC’s receipt and transfer of subsidies occurs. The mason was not part of the interviewee sample in either of these provinces. This could be why many CCWC and villagers in Prey Veng and Pursat did not know the amounts of subsidy they were entitled to, or the actual costs of latrine, only the net cost of latrine.

Regarding the water sector, findings from the focus groups suggest that the women-led project was the impetus for increasing water connections. Twenty women-led piped water supply operators were selected and trained about the subsidy schemes targeting poor/GESI groups. As discussed in 4.2, the total subsidy households received was 60 USD for a 70 USD connection fee. Some poor plus GESI household did not have 10 USD to pay and the piped water operators allowed them to pay by instalment (i.e 10,000 riels or US\$2.5 per month). The affordability barrier was also noted in the CWA study which found that approximately 47% of ID Poor households (n=300) reported that affordability was the main barrier in addition to household’s belief they could not physically connect due to the distance to the distribution pipe.

Table 5 below summarises the water connections for each operator and the province in which the service area is located. Fig 11 shows the number of water connections as of June 2021 for poor and

poor plus GESI households, for actual, target and baseline. As baseline data is collected based on service area of the water scheme, the baseline data is calculated as number of households in the service area that did not have water connection before WOBA. Fig 11 shows that there is a much higher number of households without water compared to WOBA's target and connections to date. Fig 12 shows the number of households connected by GESI categories and province as of Feb 2021 (only Feb 21 data was available at the time the report was written).

Although this evaluation did not interview any households that connected to water, the CCWA study is used to gain some insights about the barriers to water connection given that connection to date has been a lot less than the project's latrine uptake. According to the CWA (2020) report, water supply operators believed that the reasons why households do not value piped water and connected to piped water is lack of affordability and willingness-to-pay for the connection fee (and in some cases the monthly usage expenses), and lack of understanding of the benefit of clean water as a main reason why some households do not value and connected to the piped network. They also found that more than half of all non-connected households did not know the cost associated with establishing a connection to the water supply.

Table 5. Private operators and connections as of June 2021.

Name of Private water operator	Province	# Poor HHs (per contract)	Total connected under WOBA
Tumnub Cheung Prey	Kampong Cham	100	5
Koh Mith	Kampong Cham	30	2
Chamkar Leu	Kampong Cham	750	200
Thbeaeng Khpous	Kampong Chhnang	250	78
Phnom Hanchey	Kampong Chhnang	100	22
Chroy Banteay	Kratie	250	113
Vong Mom	Pursat	70	36
Kamchay Mear	Prey Veng	700	445
Trapaing Thom	Takeo	100	5
Doun Keo	Takeo	600	206
Krouch Chhmar	Tbong Khmum	800	126
Total connections		3,750	1,238

Fig 11. Water connections for poor and poor plus GESI households as of June 2021, target, actual, and baseline data

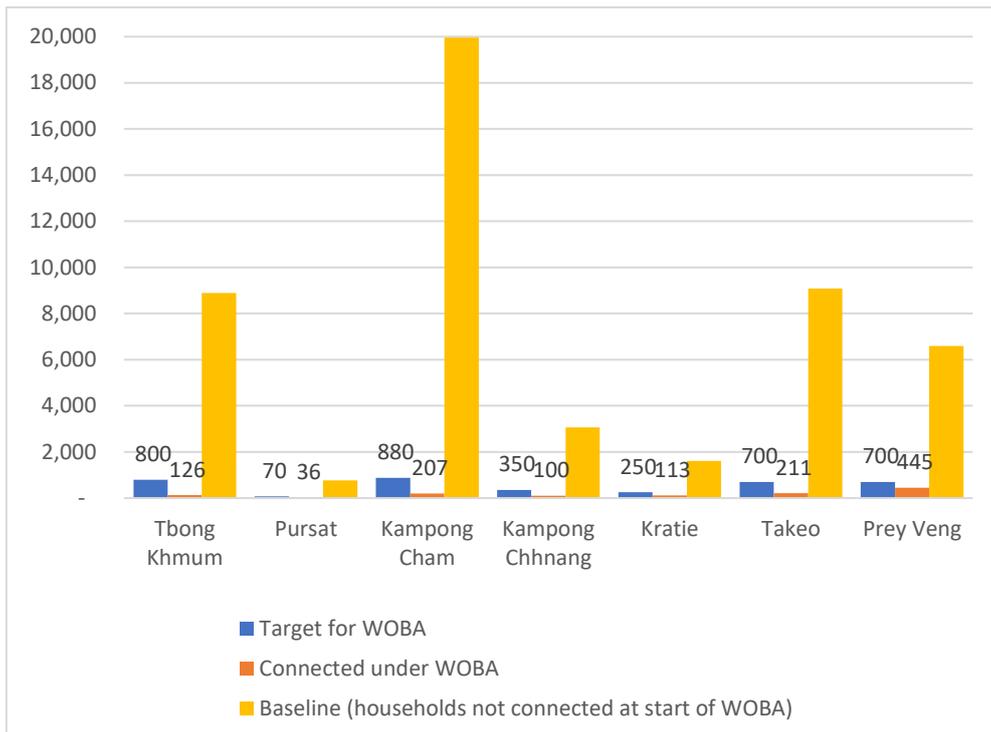
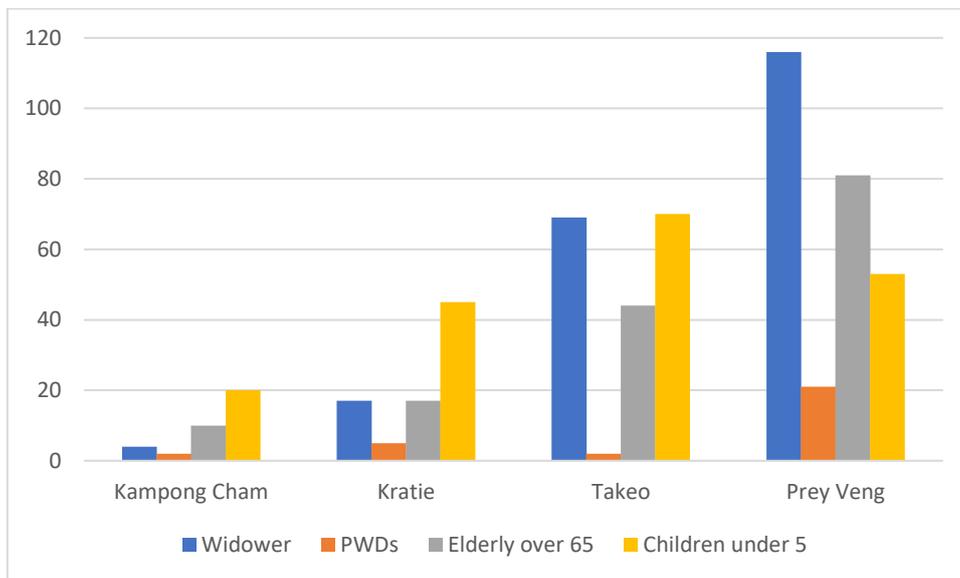


Fig 12. Households connected by GESI categories, province as of Feb 2021



iv. To what extent is there ownership of the results among targeted beneficiaries, particularly the poor/GESI households (Effectiveness)

4.3.5 Awareness of WOBA

Although beneficiaries knew about the subsidies to support poor women and men to build latrine to reduce infection of the disease and for them enable to make a living in a better condition and improve the household sanitation and hygiene, they did not know that this scheme is called ‘WOBA’, or that EMW is the organisation delivering the project or subsidy scheme, or the subsidy is from DFAT. Despite this lack of knowledge about the project name and source of subsidy, they

understood the subsidy generally based on information received from different sources. The local mason, local authority from the village, and commune as well as from the district level who visited the communities and conducted awareness-raising on WASH and informed them about the subsidy of latrine constructions. It is not surprising that the beneficiaries referred to this as the “subsidy scheme”.

“This scheme has many benefits for the poor like us. The subsidy is a generous support, which have been promoted the quality of life of the poor. Before we lived in an unclean situation and bad condition. Now, I see that people like us have access to latrine to use and we know how to live in a clean environment and sanitation. I think we have to start to know the sanitation, hygiene and its cause on health.”

Other beneficiaries pointed to the village leaders or village focal persons who connected with them and informed them about the subsidies:

“I don’t know what WOBA or EMW is. I just know Mr. Hom is the village member who often visits me. The villagers in my village, I don’t know whether they know or not about the WOBA. Mr Hom may have told me, but I don’t know the name. It’s very good to help me. The advantage is to help me or the villagers here such as to build the latrines. Without the subsidy, I cannot build latrines.”

In summary, although the beneficiaries did not know the name ‘WOBA’, ‘EMW’, ‘DFAT’, they knew the subsidy and appreciated the subsidy scheme. Ownership of WOBA seems indirect through acknowledgement of the subsidy schemes, and this could be due to methods of awareness raising and educational content. The results of latrine uptake (almost 100% of target) may suggest that ownership of WOBA may not be a strong influence for uptake in the contexts of these communities; however, it may impact on scaling and replication of WOBA in other provinces or sectors at the village level. It is strongly encouraged that education campaign and awareness raising for households is strengthened as noted in 4.2 which should include information about the project donor and implementation agencies not just subsidy amounts.

4.4 KEQ4. To what extent has the WOBA’s approach to gender empowerment through the involvement of CCWC has resulted in greater understanding of gender issues and improved gender empowerment for CCWC and other stakeholders? (Effectiveness/Impact)

- i. To what extent has there been greater understanding of gender issues and women’s empowerment among partners and stakeholders?

4.4.1. *Approach to gender issues*

Approaches to addressing gender empowerment were relevant for the WOBA implementation. The discussions in the focus groups suggest that WOBA is viewed as addressing women’s needs and priority. They considered the project’s goal is provision of safety and convenience for women in doing WASH activities which they cited evidence of higher number of women attending village meetings and other WASH related meetings in the communities compared with male participants. It was said that more women from the communities increased knowledge about sanitation, hygiene, and clean water than men because men worked in the fields or had migrated to seek employment, so more women attended the training. This suggests partners’ view of WASH as women’s

responsibility because it is domestic and due to practical realities of rural life. At the same time, there seems to be some acknowledgment that WASH information should also be disseminated to men for example, a CCWC, from Kratie told a story about sharing WASH information to a Muslim leader at a mosque, and she encouraged women to discuss on sanitation, hygiene, and clean water with their husbands.

The private sector representative from the RSCC felt that WOBA benefits both women and men. He explained that the subsidies address categories of socioeconomic differences rather than gender differences. However, he said that the women benefit more from building latrine,

“Women need safe and personal protection for defecating and changing [menstrual] pads when they have periods.”

The private water operator had a similar view,

“Women use water more than men. They used water for bathing, cooking, and washing cloth. Connecting piped water has helped women to reduced time for fetching water, enabling to remove challenges/difficulties.”

A representative of CWA said,

“Connecting piped water helps a lot for women. Women’s life is easier than before. They used to face the problems of unexpected danger. In some cases, when they go to take water, they could get raped. Having access to water at home provides security. It has contributed to women’s health and avoid any sexual harassment.”

These issues suggest that the cultural and socio-economic environment influences people’s viewpoint about gender issues, which in this case, WASH is seen as for women safety and domestic work. Both reinforce gender norm of women as responsible for domestic duties involving WASH and vice versa, WASH is seen as bounded within the household context and thus a women’s issue. It should be noted that these comments were made by men in the FGDs.

The CCWC interviewees had a broader understanding about gender and social inclusion in relation to human’s well-being and rights. Many felt that they have learnt more about the need to support the disadvantaged communities. In the past, WASH was seen as issue of individual family, and it was generally accepted that WASH access is for those with economic means. The majority of CCWC women realised that WASH is basic need and should be accessible for everyone. The problem is affordability rather than rights to access. A CCWC stated,

“Before we were not interested with the welfare of the poor, vulnerable women, children, elderly, and disabilities. After I learn about inclusiveness from the training - those vulnerable and poor risks need to be supported. They need good sanitation, hygiene, and clean water. All must receive equal goods and services even if they are old or young. Their needs are the same.”

“Women now have more understanding about the problem of domestic violence in the past.”

It must be noted that these CCWC women also talked about other factors and projects that they were involved in or are exposed to, thus it is difficult without base line data to assess that their knowledge about gender and social inclusion is attributable to WOBA. Most CCWC interviewees felt

that they learnt about gender roles in WASH through different phases of the project and their learning can be transferred to the communities. However, there are those that did not understand well about gender, which could be they were newly elected to the role and were not yet provided with relevant training.

ii. To what extent has WOBA effectively engaged the CCWC in delivering WASH services for the poor and GESI communities? (Effectiveness)

4.4.2 Engaging the CCWC

The CCWC is the cornerstone of WOBA according to the project design, leveraging the CCWC's position at the local commune government level to provide services on issues relating to women and children. In recent years, their role and responsibilities for rural development have increased and as a result, the CCWC has been engaged by many development partners to implement rural development projects in WASH.

The approaches of selecting CCWC as key partner to implement WOBA have been varied across the visited provinces. In Kratie, the PDRD provided the orientation of the project to all the target communes. As the CCWC was the target for this project, PDRD connected and recruited them to be part of the project. PDRD also confirmed the project to the commune chiefs who helped to select the CCWC as the commune focal persons of the project. The CCWC member is recruited as commune focal persons and can be either male or female. Normally each commune has one or two focal persons.

In Prey Veng, the DoRD recruited the CCWC to be the commune focal persons. Since many CCWC commune focal persons have already been engaged by other development agencies such as IDE and Santisana that conduct WASH activities, the DoRD tended to recruit these persons to take part in WOBA. The DoRD connected to commune chiefs who formalised the appointment at the commune level.

In Pursat, the RSSC recruited the CCWC member. They also tended to recruit those who were already acting as focal persons working for WaterSHED's previous WASH projects. The RSSC connected to commune chiefs to assign the roles and responsibilities to the CCWC. A CCWC stated,

“Mr. Thorn, from RSSC, came to ask me for cooperation and requested me to join the mobilisation of households to sanitation and clean water. I did not reject his request but I told him to discuss with the commune chief first because as CCWC, my work is to let people know about sanitation and cleaning hand.”

Many CCWC interviewees had already worked with EMW on previous projects on commune hygiene output base aid projects (CHOBA 1 & 2).

4.4.2.1 Roles and Responsibilities of CCWC

One of the main roles of the CCWC is to raise awareness of households about WASH, provide information about WOBA subsidy schemes. These educational events were organised for the villagers in public places so many people could participate and attend sessions. They were part of the CCWC's monthly basic planning. They often conducted one or two events in some villages while most conducted on a monthly basis. The educational activities could take a long time for the CCWC if they cover all villages. In Kratie, the CWCC were able to conduct awareness-raising on WASH and information about WOBA subsidy schemes to most villages except for those that lived on the other

side of the Mekong River. In Prey Veng and Pursat, the CCWC performed their WOBA activities as part of their commune work plan. For this reason, many felt that they did not have a leading role in WOBA. In addition, most CCWC in Pursat were invited by the RSSC to attend the RSSC's education sessions rather than leading the events. A CCWC from Pursat stated:

“RSSC informed me before coming to each village and ask for about 50 peoples. So, I mobilised people to join RSSC's activities. About 30 to 40 normally attend because some are busy or already migrated to other places.”

Most CCWC women took the role of mobilising villagers in order to be able to participate in educational activities conducted by development agencies or other government offices or departments.

Another responsibility of the CCWC assigned by commune chiefs was baseline data collection on households who own or did not own latrines, which they work with the PDRD, DoRD, and RSSC,

“My specific task is to work with village focal persons and to encourage them to collect data of latrines of household.”

“I also follow up and monitor whether the households are keeping their houses and surrounding environment clean.”

The third responsibility of the CCWC was to provide education to households about COVID-19 and measures of protection and prevention against the disease. These activities were part of the activities of commune offices and part of WOBA's COVID-19 response in which WOBA distributed handwashing devices and soaps for handwashing and conducted hygiene promotion activities. These activities were also conducted in conjunction with other development agencies' interventions and the RSSC in Pursat.

iii. To what extent has the CCWC women been empowered to become change agents in their communities and leaders in the WASH sector? (Effectiveness)

4.4.3 Women and leadership

The CCWC interviewees were motivated to work on WOBA for three reasons. First, WOBA provided opportunities for them to gain knowledge about WASH which they could use to educate villagers. Second, WOBA provided some funding for travel to the commune which they could use to educate the villagers as part of WOBA but also to collect households concerns and integrate the concerns into the commune investment plan (CIP). Third, some were motivated by the need to support the poor and GESI communities. One CCWC stated,

“I just think that this is my role and I want the people to have a healthy life. I want my people to have good health and have latrine to use all of them.”

Despite different motivations and interests in promoting WASH into communities, most felt they were obliged to take the roles and responsibilities assigned to them by commune chiefs. They could not object these tasks. They had to follow and create their work-plan to either collaborate with development agencies, DoRD, PDRD, RSSC or conduct awareness-raising by themselves. A CCWC stated,

“I have to do these jobs because the commune chief and other commune councillors gave me the role and responsibility. But I am also motivated by the training provided by the Department of Rural Office that I attended.”

Another issue mentioned by the CCWC interviewees is patriarchal workplace culture. Below is example of one of the CCWC's male colleague,

“Commune councillors, sometimes, rejected my roles because I am just promoted to a high position while, they are still commune council's member. As the first deputy of the commune chief, once the chief is absent and is sick, he delegates power to me, but some male councillors did not listen to me. They may not like me, or they may envy me. In the monthly meeting, they did not listen to my talk.”.

Overall, the CCWC felt that their roles and responsibilities were set by the commune chiefs, and they were following rather than leading in these activities. If they did assume a leader role, then they also faced patriarchal attitude from their male colleagues.

The provincial FGDs reveal contrary perceptions about the role of CCWC women and leadership in WASH. In Pursat, it seems that women were selected to work in WASH because it was assumed that women would understand women's issues better than men, and WASH is women's concerns. A representative from Pursat stated,

“Women understand women's issues relevant to WASH. So, women can talk to their peers easily.”

It seems that this representative felt that women would need other women to explain and discuss about their privacy need for latrine usage, taking shower, and during menstrual periods. For this reason, the perceived leadership of women in sanitation and hygiene was high among the FGD participants because these CCWC were disseminating and educating other women in the villages on the vital needs of sanitation and hygiene for women.

In Prey Veng, the leadership of women seem to take place at the commune level because women have always had roles and responsibilities in the CCWC in WASH besides looking after issues of women and children. Further, female leadership seems to be more common at the local authority level. A representative from Prey Veng said:

“70% of women in the community are leading the roles of sanitation and hygiene and are provided more power for decision than before. Women have roles in district as deputy district governor. Almost every district and commune have women, taking the roles as lead candidates in communes.”

It seems that there is a more transformative view in Prey Veng about women as leaders beyond the traditional norms and practices of women within the domestic boundaries.

In Kratie, the idea of women as leaders to fill men's knowledge and skills gap seem to be a pragmatic reason. Women are given the responsibility to educate villagers about MHM because men could not do it.

Overall, it seems at the focus group levels, there is a general acknowledgement about women as leaders because of the national policy explicitly encouraging women to in the leading positions (see 4.1). However, there are differences in rationale and practices across the three provinces.

4.4.4 *Women as change agents*

The CCWC interviewees felt that by transferring their knowledge about WASH and provide sanitation access to households, they have changed the lives of these families in practical ways. The majority of the CCWC interviewees used awareness-raising sessions to explain the benefits of improved sanitation and improved health which means lower health care costs at the family level, more time to earn income at the family level, and improved public health for whole communities. As one CCWC said,

“Once each member of the households fell sick and hospitalized, one additional person would need to take care of the sickness. This additional person spent extra time that would otherwise be used for income generation for the family.”

For these women, the latrine uptake by poor and rich who follow the poor (because of face) meant that there is change,

“Villagers started to realize and love their health. So, they built latrine even a simple one—underground structure (subsidy), and wall (covered by leaves and plastic bags) and a roof (left open).

The CCWC saw themselves as agents of change in WASH through their mobilisation practices. They recounted the tactics of using fear of diseases to explain the benefits of clean water. According to them, continued awareness-raising on the links between WASH and health would enable villagers to change drinking only boiled water, purified water or clean water from piped water connection.

In terms of being change agents for women’s empowerment, most CCWC interviewees referred to challenges when they started working or elected to be commune councillors or CCWC. They did not know the administration system or how to work with different levels of the government and did not want to meet or travel to the communities. They have been exposed to different learning opportunities during the time at the CCWC which has improved their skills and confidence to work with different people.

The CCWC felt that women’s contribution to rural development and especially WASH was generally accepted by the commune committee. However, this could be because the majority of the CCWC was appointed by commune chiefs to undertake the roles and responsibilities of WASH and be focal persons for the communities and that they were expected to perform these roles and responsibilities. Furthermore, these roles were not limited to WOBA, and were recruited to leverage the existing role of CCWC in the political structure rather than progressing women’s role in either the governance level or the WASH sector. They conducted the activities in a cooperative manner and such cooperation was consistent and a factor for mobilising the latrine uptake. There was only one occasion where the CCWC experienced some communication problems with the commune chiefs, which made it difficult for her to develop work-plan, request for funding to undertake awareness-raising activities,

“He acted as if he did not know we request for some budget. So, he did not allow for me to undertake WASH activities. It is difficult for us to conduct awareness raising activities because the chief of commune does not allow us to do so.”

Overall, CCWC gained respect from their colleagues at the commune offices. Their position in the governance structure of WOBA follow vertical structure of government which impose certain sense

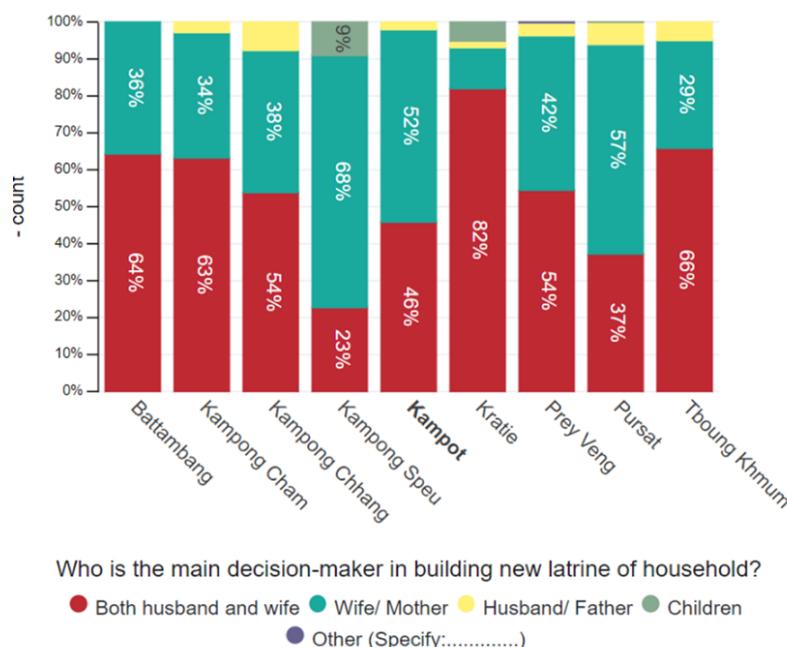
of obligation rather than autonomy, and subordination rather than leadership. In addition, the premise for their participation seems to be based on the idea that WASH is women’s issues in the domestic space. This kind of assumption seems to resonate with the CCWC women’s stories of patriarchal behaviours of male colleagues at work and husband at home, which suggest that gender norms and practices are prevalent and not yet transformed in and through WOBA. There was a common feeling among the CCWC interviewees about lack of autonomy or voice in the commune structure and the role of the commune chiefs as a critical factor in enabling women’s empowerment. The majority of CCWC expressed similar challenges regarding obtaining commune budget for WASH generally.

iv. How has gender analysis been incorporated in the monitoring, verification, and learning activities? (Effectiveness)

4.4.5 Gender analysis

The verification survey asks households about who makes decision to install latrine. While this may be an attempt to understand decision making at the household level, without baseline data and decision makers in other household or non-household matters, it is not possible to assess the change in decision making of household women as a result of WOBA. Fig 13 shows the responses to this question for all surveys conducted as of May 2021, showing that women play a role in deciding latrine construction. However, it could suggest the traditional role of women in WASH because of domestic nature of WASH in households. Further information would be needed to ascertain who usually makes decision and in which areas in order to gain any sense of this information about difference with decision on latrine construction versus other issues.

Fig 13. Decision makers in building latrine as of April 2021



Other sex-disaggregated data collection has only commenced in March 2021 thus gender analysis has not been conducted to date. The following indicators are provided from the monthly monitoring information obtained from the program team:

- Number of female (1) vs male district (33) authorities attending training on GESI for WASH (focusing on PWDs, elderly)
- Number of female (24) and PWDs (26) partners receive training from CDPO on disability, gender and inclusion, and COVID 19
- Number of women (48) that took up role in the commune council or CCWC during WOBA
- Number of women attending household training on hand washing devices – 12,621 as of April 2021

Other women specific data relate to WOBA’s target private sector suppliers and beneficiaries that have been collected as part of the reporting to the WfW Fund include:

	Target	As of Apr-21
• Number of female suppliers who manage or own sanitation businesses signed the contract with WOBA		5
• Number of female water entrepreneurs attended onsite training and subsequent field mentor	20	20
• Number of female water supply entrepreneurs selected to connect water supply	11	11
• Number of CCWC women trained and provided on-the-job training	148	148
• Number of female volunteers mobilized and trained	1750	1400
• Number of women and girls trained on menstrual health and hygiene	5400	2858
• Number of women that participated in MHM training who subsequently have toilets	1910	1760

4.5 KEQ5. To what extent has WOBA Cambodia strengthened the capacity of national and sub-national WASH systems to implement and sustain inclusive output-based aid WASH approaches in rural Cambodia – achieved through government co-financing requirement?

- What is the nature of the project’s engagement with government partners and how effective is it? (Effectiveness/Efficiency)

4.5.1 *Engagement with partners*

WOBA uses the existing government structure from the national down to the village levels to implement its activities in sanitation and hygiene and clean water supply. As mentioned in 4.2, this is a success factor of the project in terms of bringing in the relevant partner to deliver sanitation and hygiene to rural communities. Partners could work with each other because they understand the

line of authority and can communicate effectively along the existing vertical administration structure. Given that the project is designed to leverage existing governance structure rather than changing it, WOBA's impact on Cambodia's governance structure appears limited. Although the project design states "the project seeks to build the capacity of the Ministry of Rural Development (MRD) that was given responsibility for the Government's National Action Plan", it is not clear how this could be achieved. The MRD/DHRC representative confirmed a joint contribution with the PDRD to deliver training to subnational level with the aim of raising villagers' awareness about sanitation, hygiene and clean water. This aligned with WOBA's key strategies (per ToC) on capacity building of government partners (PDRD, PDIH and District Authorities) to have the required skills, capacity, and systems to implement OBA for target beneficiaries; however, without base line data or methods of assessing change at the partners' individual and organisational level in the current implementation activities, it is not possible to gauge how effective this strategy is. At the national level, WOBA aims to gain support for OBA at the ministry level. However, there was limited discussion by the MRD/DHRC on subsidy schemes and how they work in WOBA. This could be due to limited time in the focus group discussion or their limited knowledge on those subsidy schemes. If the expected outcomes of WOBA is to have relevant ministries at national level supportive of WOBA approaches to help GESI populations access WASH services, and they are willing to advocate and secure government budget for the poor/marginalized to access WASH, engagement with ministries at the national level must be more explicit in terms of advocating for OBA, GSI, private sector engagement and co-funding, and there must be M&E processes built in to assess these changes.

WOBA's engagement with the government at the subnational levels is clearer. As mentioned in 4.2, 2, the PDRD in Kratie has a central role in WOBA's implementation governance, information flow, and the OBA process, which is different to the project design that states "responsible agency for OBA sanitation has been the PDRDs, but under WOBA, this is shifted to the District Administrations". Despite the difference between implementation and design, the structure seems to have resulted in effective implementation procedures insofar as the CCWC's understanding of the subsidy schemes, collecting baseline data, communication of latrine uptake, and verification consistent with the project payment procedures. The structure has enabled the PDRD to coordinate with the CCWC and the local masons to build latrines for target marginalised households. It is unclear whether there is any effort by WOBA to support and ensure that the PDRD develops and implements provincial plans that include the use of subsidies and private sector for poor households to institutionalise the OBA mechanism. It seems that the concentration on the PDRD's control in building latrines has minimised effort in improving the PDRD's technical support and advocacy for increased sub-national budget allocations for RWSSH, or expansion and strengthening districts with transferred functions for RWSSH.

On the other hand, in Prey Veng, the DoRD has the central role and power to manage the OBA scheme (see 4.2, Fig 3) including collect contribution from commune offices and payments from households. This mechanism aligns with the National Strategy's idea of strengthening the district level, and consistent with the project design. However, the role of CCWC and PDRD is more limited compared to that in Kratie which has resulted in the CCWC's limited understanding of the subsidy schemes. The capacity building offered to the CCWC was also not very clear in Prey Veng probably due to the focus on the DoRD.

In Pursat, the RSCC is in charge of the subsidy process similar to the role of the DoRD in Prey Veng, which may have resulted in limited understanding about the subsidy amounts and commune

contributions among the CCWC women and the beneficiaries. The connection between the DoRD and PDRD and to the RSSC seems limited and the operation was mainly led by the RSSC at the level of the CCWC and village focal persons. The lack of engagement with PDRD in Pursat could be because the PDRD has worked with EMW in previous projects, and it is assumed that the PDRD “now have deep technical and strong management capacity to implement OBA for sanitation”. However, it does not explain the apparent lack of engagement with the DoRD.

The project’s ‘female structure’ embedded within the District Administrations was not apparent to the focus group participants nor the CCWC interviewees. As discussed in 4.4, the control of the commune chiefs over the CCWC members in terms of workplan within the vertical structure of District Deputy Governor-DCWC-CCWC has led to the CCWC’s perception of WOBA as obligatory work rather than women’s empowerment. Although the project design is for ‘the CCWC to be the key partner responsible for WOBA at the commune level’, in reality, the principles of partnership such as mutual benefit, respect, responsibility seems light in the relationships between the CCWC and other partners; rather the relationship is one of being responsible and accountable to the authorities above them.

It is clear that the partnership structure as implementation and design has prioritised outputs of latrine construction and water connection and therefore leveraging the government structure to do so. It has not been the vision of the project, at least in implementation as evident in the partners survey and focus group discussion, to change institutional arrangement or sector financing through the partnership structure. The WOBA partnership centres on shared commitment to improving poor and GESI households’ access to WASH and therefore could be said to contribute to improving the functioning of RWSSH coordination structures at national and sub-national levels, particularly on cross-sectoral (water, sanitation, hygiene) links, although further evaluation is needed particularly base line data.

ii. Is the approach of co-financing by government leading towards institutionalisation of OBA approach in government systems (Effectiveness/Impact/ Sustainability)

4.5.2 Co-financing and institutionalising of OBA

The government co-financing is at the commune level - \$5 paid by the commune council for each latrine built (see 4.2). Focus group discussions revealed some difficulties in seeking this contribution from the commune offices. Some communes could only contribute small amounts, and some could not contribute at all because there were no commune budget lines. Others, mainly the CC and CCWC members in the focus groups said that communes have increasingly integrated WASH activities into their commune investment plans (CIPs). Integrating WASH into the CIPs was also a key part of the CCWC. The CCWC interviewees perceived that CIP is significant for the improved WASH sector. They confirmed that all the visited communes integrated WASH into the yearly planning. For example, some villages have doubled the number of awareness-raising activities about WASH. The issues of WASH for vulnerable women and children, the elderly, and people with disabilities, and the poor have also been integrated into the CIP. Although planning was crucial and seems to have progressed, many commune offices did not have enough budget set aside for WASH activities. According to the CCWC interviewees, most of commune budgets are set aside for infrastructure upgrading and irrigation system, so funding for WASH awareness activities is usually dependent on international development agencies. Funding for WASH is paid to staff to deliver the training and provision of snacks and incentives for villagers (transportation support, soaps, etc) to come to the training. These

activities need to continue post WOBA and lack of funding is a critical barrier for these activities to sustain their impact.

In some cases where the communes have agreed to contribute \$5 to the latrine construction, for example in Prey Veng, it takes about three to six months before the commune offices could collect money from the households to pay the latrines' costs. In those cases, sometimes the DoRD officer used his own money to pay the latrine suppliers. This is because the DoRD controlled the OBA process including collecting money from various sources and pay directly to the suppliers, and delay in payment could lose the latrine suppliers' trust with the DoRD and in the WOBA process. This could be the reason for the mobilisation of additional resources from temples and village leaders to ensure payments.

Other factors are required to institutionalise results-based WASH services delivery which have been advocated in the National Strategy; however, WOBA's inconsistent processes of governance, information provision and training, and OBA payment processes across provinces have resulted in somewhat inconsistent understanding of how OBA works systematically, which in addition to lack of commune budget lines for WASH present critical barriers for institutionalising OBA via a government co-financing mechanism.

At the same time, most agreed that the model of OBA could be the best option for delivering WASH to Cambodia's rural communities. The owner of the water operator scheme said,

“Subsidy for piped water construction is a lot better than constructing pumped well. Providing subsidy to piped water connection through private water operator is more sustained and successful.”

However, this could be because this rural piped water supplier has already engaged wider communities of distributing water into the communities. It was also receiving regular testing of the water quality and monitoring by the Government. According to information supplied by the CWA, the total water connections under WOBA for the 11 water schemes that entered WOBA is only small proportion of their total water connections. Another reason is that these water schemes supply clean water for all households whereas WOBA's target beneficiaries are only poor and GESI households. The CWA report has pointed out that affordability is major barrier for the lower socioeconomic and vulnerable households. This is further addressed in KEQ6.

4.6 KEQ6. To what extent has WOBA effectively engaged private sector operators in delivering WASH services for the poor and GESI communities? (Effectiveness)

4.6.1 *Subsidy scheme and affordability*

Through WOBA's partnership structure, the private sector operators have been able to engage with WOBA effectively. The private sector operators interviewed understood the subsidy schemes and were able to deliver WASH services to the poor/GESI households under these schemes. This is partly due to long term relationship they had with EMW from prior projects. The RSCC has received support of the similar subsidy scheme through EMW since 2014.

Generally, these enterprises were incentivised to deliver WASH services to the target households because of the subsidy scheme. The water operator, in Prey Veng, was committed to bear 50% of cost of each household water connection (see 4.2) because he thought that in the long run, tariff payment is more important. He said,

“Poor clients, sometimes, are better than rich clients in terms of tariff payment. Some rich families often pay tariff late.”

Affordability is the critical barrier for these households to take up water connections. It is not surprising that he felt that to encourage private sector engagement, larger subsidy is required for these poor communities and also to increase educating households on the benefits of water connection,

“I wish the WOBA project increases training and awareness-raising to beneficiaries.”

Echoing the beneficiaries and CCWC interviewees’ experiences of non-affordability, the sanitation supplier in Pursat said,

“In WOBA, the poor and GESI households have to share the latrine cost. But it is sometimes difficult to collect their payments. Occasionally, I pay for that latrine cost and just charged the household only 35 USD.”

He acknowledged that the project’s subsidy scheme is vital for his business and without subsidy, his business is not sustainable he will not have any customers from these households. His decision to charge households less than the subsidised costs is partly his empathy for these households and partly to establish a name in the village. He was emphatic that for his business to continue serving the poor and GESI communities, latrine subsidy must be provided continuously.

Affordability is also an issue relating to quality of latrine construction. As WOBA’s latrine construction does not include support for the structure and roof, it affects the use of the latrine, particularly for beneficiaries living in challenging environment that are prone to flooding. Lack of usage has a cumulative effect on other villagers because they cannot see the value of latrine for long term use. In most visited areas, many households still depend largely on ponds, big jar water catchment from raising water as water sources. As access to water impact sanitation and vice versa, it is important that people understand the mutual benefits and that they are using both water from piped water connections and latrine. This not only affects the households but also the suppliers particularly water operator because they need ongoing demand to sustain their operation. As the CWA representative said,

“WOBA is an excellent project to support the cost of piped water connection for the poor/GESI. If there is no project, there will be no increase of latrine uptake.”

There were some discussions in the focus groups about the significance of suppliers in WASH. Affirming the view of the National Strategy and NAP II, the MRD representative stated,

“Private sector is a contributing part for success. But WASH demand needs WASH supply, and there must be a balance of demand and supply. If there is shortage of suppliers, then creating demand will not work.”

This view is supported by another representative from Kratie who asserted that private suppliers are important part of the WOBA project.

“An additional service for the latrine delivery is required in my commune because there are no latrine suppliers near us. Therefore, cooperation and collaboration with suppliers is necessary for latrine uptake.”

4.6.2 *Capacity building in inclusive WASH*

There were different types of capacity building provided to the private sector operators in the three provinces visited. In Pursat, the RSCC received training on management and business operation. They also received training on latrine construction and production of permeable pits. EMW also provided training on their service deliveries to villagers. The mason in Kratie received training on technical construction of latrines and business operation. In Prey Veng, the water supply operation received business management and how to raise awareness of villagers and local authorities about mere technical aspect of water supply. The CWA coordinated and supported the water supply operators and connected them with the local authorities and villagers. The CWA also conducted study tours for the local authorities to visit piped water operations, to help them to understand the vital importance of water treatment for supply. The aim of the study tours is to ensure local authorities understand the safety measures of the water treatment before supplying water to households. This is about building capacity for local authorities. The representative of CWA stated,

“WOBA project has no capacity building activities for local authorities. So, we conduct water tours where the local authority is accompanied to the rural water station. This helps them to understand the processes of pumping raw water to the station which then goes through water treatment process to produce clean water. Study tour is a part of capacity building. The local authorities do not understand clean water and its regulation. Understanding water regulation is important because safe water is a business for public investment. It is also a public service. Safe water is the responsibility of the government. The government’s water policy needs to ensure local authorities have the capacity and enforces for villagers to access safe water. Such effort could help the country to attain the SDG 6.”

The private sector operators seemed to gain from the training knowledge on technical aspects of latrine construction and expansion of water supply connection rather than operational business management in WASH. The RSCC in Pursat commented,

“Technical construction of permeable pits and concrete ring construction are vital knowledge received from the training. I know how to how to test the produced permeable pits and reduced smell from the latrines. I am proud of my ability to produce more and more permeable latrines for 32 communes in my target locations.”

The mason in Kratie and the RSCC in Pursat learned more on the updated and improved technical latrine construction and how to talk to households about these technical aspects of latrine. The mason in Kratie stated,

“With the quality of the simple latrine, I could sell up from 30 to 40 latrines per week.”

The rural water supply operator was also able to increase water connections as a result of his connection with the local authorities and educated villagers through the CWA. So far, he has been able to connect 500 new families of the poor and GESI to the piper water supply and was confident that he could achieve his WOBA target of 700 poor/GESI families. He stated,

“I am more motivated and inspired to talk to local authorities on clean water supply and more reached out to villagers.”

Knowledge and understanding about gender and social inclusion was relatively high among the private operators. The mason in Kratie confirmed the importance of inclusive WASH and how such understanding would enable them to recognise and accommodate the needs of vulnerable groups. The RSSC person stated,

“I attended a short course on gender and vulnerable groups including people with disabilities, elderly and children under five years, and widows. It was delivered by the organisation of people with disabilities. In this course, I was also introduced to latrines for people with disabilities. I understand that latrines for persons with disabilities need to have larger space and built on bigger slabs.”

The rural water supply operator saw himself as having an important role in rural poor/GESI;

“I help society. I help people in general and also poor/GESI. I also get my own benefit from the project. I have gained more connections and clients. Increasing connections and clients help increase my income.”

In summary, WOBA has engaged effectively with all three private sector operators, and in partnering with the CWA. They all understood the WOBA project and its mode of service delivery through subsidies scheme. All seemed familiar with subsidy schemes through previous working with EMW in CHOBA 1 and 2. They seemed committed to achieve their set targets of latrine construction and water connections and even contributed funding to help households that could not make payment. Training on technical aspect of latrine construction particularly in building latrines for PWDs seemed to effect better understanding about inclusive WASH. Educating authorities on water treatment was the CWA’s initiative to educate local authorities on water treatment and supply. Although business training was mentioned, there was no evident application of knowledge and skills in business skills and financial management. Given the challenges the private sector operators noted in 4.2, and the focus on improving capacity of private sector stipulated in the National Strategy and NAP II, EMW should focus in delivering training and mentoring in business and financial management and evaluating outcomes and impacts of these such training.

4.6.3 Story of Mr Englay and Kamchay Mear Water supply

Business name: Kamchay Mear Water supply

Size: SME

Location: Kamchay Mear (district center) in 2 communes (Krochong & Tmoung chakoeung). He operated in 3 villages before 2020

Clients: 33 villages, potential is 7500 households not yet connected to water. Current clients: 1384 HHs connected with piped water, before 2020 only 480 clients

Product/services: water supply

Number of staff: 8

- 1) Eng Lay (high school completed, Male, 49 years-director. Mr Englay's previous employment: Car drivers; labourers in Thai labourer returnees; Owner of flat constructor, market owners, plot of land sellers; water supplier.
- 2) Hort Hakseng (accountant, Male, 29 years, BA-accounting)
- 3) Vanna Bunthorn (Male, network connector, 30 years; High school completed)
- 4) Eng Rathana (Male, 30 years, diploma—bill distribution and tariff collector)
- 5) Eng Rathany—Labourer—pipe connectors and fixer, 28 years, male)
- 6) Vita—truck driver for pip connector (28 years, male)
- 7) Moa—car driver-pipe delivery and connector (45 years, male)
- 8) Sak—pipe connector (35 years, male)
- 9) Casual labourers—3 people

Revenue, profit and operation:

- Revenue- 30 million riels =about US\$7,500 per month (in dry seasons)
- Revenue- 20 million riels = about US\$5,000 per month (in raining seasons)
- Profit: lost profit due extensive expansion of the project; current 33 villages, only 18 villages get revenues; the rest is still in expansion of the piped connections.

Business plan: No not developed, budgets

Financial reports: Yes

Budget: no

Other information of business operation: no

Mr Heak Englay created a water supply for his family and three communes since 2012. In April 2019, he extended into two more communes at Kamp Chaymeare with 36 villages, reaching to those who had not been connected by other suppliers. In the past year, his water supply has provided water service for 1,268 families. He operates three pumping well with 120m³/hour of its capacity which also draws on water from the river during dry seasons. He has increased his production from 12 hours/day to 24hours/day in the past 9 years.

His motivation for participation in WOBA is to increase his customer base. There are two points of attention in WOBA, which is the ID poor families and whether his existing pipes and materials are able to connect to the villages.

In WOBA, he has connected 500 poor families and his target is 700. According to Mr Englay, some of the poor families are hesitated to buy his services but he tried to motivate them by offering an instalment payment service. His normal tariff fee is 2,000R per m³ of clean water for consumption of 4m³ and 1,800 R for consumption less than 4m³. For the poor families, he only charges 1,800R.

Mr Englay felt that the villagers can understand issues of water and health if they receive adequate training to help them change their knowledge, attitude and behaviours toward WASH. He gave the example that people usually buy the 20L bottle sale services but when they realized that drinking the clean water from piped water is better for their health and also save money. He was sure that his water is consumable and can also be used for bathing and washing because it is quality checked by the Ministry of Health.

He tells a story about the WOBA families that connected to his water scheme,

"I wish to be well-known and useful for every people, the rich, the poor, orphan, disable, old are also able to use altogether. Poor families are very good with monthly payment, and some wealthier families are often late. If I compare between the poor families and the rich families, some of the rich families follow the poor families in connecting to clean water. I am happy because both poor and non poor are using my safe water, which is my intention in joining WOBA.

I would like to enhance their knowledge or motivate them to know and understanding the important of sanitation/hygiene especially for the women because I want them to understand the difference between using the lake or pond water and clean water and reflect on the number of times they have gone to the hospital while using the lake or pond water. These are issues that influence their decision.

To me, this is the significant success because I want to do such a project to help the poor. I think that to achieve good results, I need to commit for my clients even if they are poor. Even if the aid targets poor families, but both poor and non-poor are my clients. My clients have been increasing from 500 to over 1000 clients today and still progressing quickly. I am proud to be able to help my society as well."

Mr Englay's request for WOBA are: 1) support for education of villagers like EMW does for latrine suppliers; and 2) connection cost provided to other suppliers who did not use or have not reached ID poor families to be provided to Kampchay Meare.

According to Mr Englay, it is important that the private sector works alongside non government organizations and state institutions to help the poor to have access to improved water on safe water is important. In his view, connection to the safe water schemes systems for poor families could not be operationalised unless there the government is involved.

If he could give advice to policy makers on rural WASH in Cambodia, he would ask them to focus on three things. First, provide regular support to the communities in hygienic practices. Second, motivate them to gain knowledge about WASH and health. Third, provide resources for them so they start their own business.

4.7 KEQ7. What impacts (intended and unintended) has WOBA Cambodia had and how sustainable are these? (Impact/Sustainability)

4.7.1 *Intended impact on households*

As discussed in 4.3, most beneficiaries interviewed understood the importance of improved sanitation for their health and the health of the community. They were concerned with potential of contracting diseases from open defecation. This type of knowledge could be said to be an intended impact of WOBA's awareness-raising activities. The subsidy can be a nudge to get the family to decide to install latrines, but without understanding the value of latrines, they would not do it. They prioritised purchase of latrine over food and basic necessities when they understood the link between sanitation and health. A beneficiary said,

“After learning on WASH introduced by village facilitators and other facilitators, I realised that there are many health problems due to lack of knowledge and practice of hygiene and sanitation. I learnt about handwashing with soaps, using clean water and drinking safe water as well as using latrine for defecating are the major methods to prevent infection of diseases. So, we decided to build a latrine.”

The partners’ discussion in the focus groups also affirmed WOBA’s intended impact on improving knowledge and change attitudes of the communities. They agreed that once the poor and GESI households understood the positive link of sanitation, water, hygiene and health, they would construct latrines,

“Some women villagers have little knowledge and did not understand sanitation and hygiene. Once they understood, they were cooperative. They built latrines and continued learning on sanitation, hygiene, and clean water as well as MHM management. The more knowledge they have, the more they want to learn.”

“Knowledge enable people to build latrines. It’s not poverty that is a barrier to sanitation.”

The beneficiaries acquired knowledge about how and when to wash their hands with soaps at the critical times. Their understanding about WASH and health has led to changed attitude toward hygiene and handwashing practices. They spoke about their awareness of wearing facemasks, social distancing, and practising sanitation and hygiene. They noted that washing hands with soaps has become a regular practice. They have used latrines regularly and felt more secure, safe, and improved privacy especially for children, girls, and females, and pregnant women. There was only a small number of beneficiaries who said they were not using the latrines or wash hands with soap. In addition, beneficiaries and the CCWC women spoke about improved sanitation and hygiene surrounding the house and the whole communities and therefore better living conditions.

The intended impact on having access to clean water through piped water connection is evident in terms of changed practices of drinking safe water and reduced time to fetch water from the river or other sources. Although the majority of beneficiaries reported that they used boiled, filtered water, purified water, and bottled water, which were observed across three provinces, a number still used other water sources. For example, some beneficiaries in Prey Veng still drank unboiled water. The aquifer was taken from underground and stored a week in the big jars before using it. They still believed this water is safe.

Partners of WOBA also felt that the communities have changed their behaviour and attitudes towards WASH practices. According to some focus group participants, households used to not take care of latrines because they thought they were the properties of the donors or supporters. Now, they know that the toilets were theirs and for their daily use, they have started to build latrine walls and roofs. This is an example of impact of ownership in the latrine and realisation of the value of latrine on long term changed behaviour and attitudes. A representative from Pursat in the focus group stated,

“Before, the villagers did not understand about WASH practices. They were ashamed to be invited to learning about health hygiene, and seeing images of naked people in a pamphlet. It takes a lot of time to change villagers’ attitudes.”

According to private sector suppliers, the subsidy scheme has equalised access to sanitation between the poor and rich, and as a result, the poorer families have been able to enjoy the benefits that they otherwise would not have from saving time to go to the bushes, healthy conditions, and

safety, and consequently, they have received more respect and felt more dignified in the communities.

At the broader level, WOBA's achievement in enabling latrine uptake has clearly contributed to latrine acceleration towards the National Strategy's sanitation target of 100% by 2025 nationwide. However, the partners agreed that WOBA is short-term implementation and to sustain the rate of latrine take up to achieve the goal of the National Strategy, support from the local authorities through budgeting for WASH at the commune level through the CIPs (see 4.5) is critical. Other impact of WOBA in terms of improved livelihoods are also difficult to assess. This could be reduced sickness and fewer medical treatments, which the beneficiaries have noticed but these could be due to other contributing factors relating to the government's poverty reduction strategies. However, as discussed in 4.3, for these communities, sustained improved livelihoods would require additional measures to address multiple vulnerabilities to economic shocks and climate changes as many were landless or nearly landless and relied on selling labour or rice cultivation and cash crop plantations.

4.7.2 Intended impact on private sector operator

There are mixed findings in relation to intended impact of WOBA on strengthening private sector to operate sustainably in rural Cambodia. Although the latrine targets have been achieved, there is little evidence to suggest that these private suppliers will operate sustainably post WOBA, or continue to provide services for the poor and GESI households.

As mentioned in 4.6, affordability remains the critical barrier for households to take up WASH. In addition, there is little indicators of the private sector operators' financial management capacity and financing mechanisms within and outside of WOBA to support them and to encourage households to take up latrine construction and water connections. The operators did not keep financial records or budgets of their businesses. Field observations of the mason suppliers in the RSSC (Pursat) and small family latrine construction operator in Kratie suggest lack of long-term business planning. A lot of their supplies and operation depended on WOBA's subsidy scheme and connections to local villagers and authorities. However, all of the private sector interviewees were optimistic of their long-term operation. According to the representative of RSSC in Pursat,

“WOBA's support will pave the way for us to be sustainable. The reasons for the sustainability are acquired skills in marketing, knowledge increase by NGO, and our established connection and partnership with the subnational government—districts, communes, and village leaders.”

Since the visits were not made to the rural water supply operator in Kamchay Mear in Prey Veng, it was not clear whether this operator had a systematic financial management system. But he was confident that his business is sustainable due to current rate of increasing water connections (see 4.6). He attributed this to the villagers gaining awareness about benefit of the piped water and demands for daily consumption. He said.

“I expect that I will get more clients both poor and rich families. My clients will be increasing in the future. As of now I have more clients. This increase meets my expectation. I can sell piped water more than before. Before my piped water operation runs only 12 hours/day, but now 24 hours/day. Before, I have one pumped well, but I have 2 pumped wells. I am

able to connect 500 new families of the poor/GESI for the piped water. I will continue to connect additional 200 new piped water connections.”

The CWA representative echoed the water operator’s optimism,

“Villagers may spend about from 10,000 to 20,000 riels per month for the average cost for the rural piped water supply. Poor families have no hesitation to pay for the services when they are motivated and understand the positive impact of access clean water and health.”

WOBA could provide good revenue source for the private sector through expanded marketing and connections with PDRD and CCWC. In Kratie, the PDRD and CCWC helped to promote the latrine construction of nearby selected communities. According to the RSSC in Pursat, his sale of latrines has increased from 700 to 800 latrines every quarter. The interviewed mason was constructing approximately 30 to 40 latrines each week. He said,

“WOBA subsidy provides employment opportunities for mason to have daily income”.

Given that the CWA has the key role in implementing water component of WOBA and in supporting the water operators, it is not clear how the district authorities improve their capacity to coordinate and regulate water enterprises, which is one of WOBA’s expected outcome.

4.7.3 Unintended impact

The challenge for many beneficiaries is affordability as noted throughout the report. Some households were asked by the mobilisers to use their COVID-19 support funding from the Government to pay for the latrine. As some CCWC said,

“The poor does not have money to cover the rest of the subsidy. They are encouraged to use some of the COVID-19 relief package for this cost.”

“Money from COVID-19 support package could be used for paying the cost of latrine.”

Other households were encouraged to join a group of households and make regular deposits into a pooled fund and take turn in drawing down on the pooled fund. One CCWC explained,

“Our strategies are to persuade the poor to establish saving group with about 4 to 5 per group and rotate drawdowns to pay for the latrines.”

Although these methods may produce the desired target of latrine construction, they do affect the livelihoods and living conditions of many families who had to sacrifice basic living costs. Their economic vulnerabilities have worsened due to COVID-19 and climate change (see 4.3). Women have also suffered more because of lost jobs, or their husbands have migrated to find employment. Having to pay for latrine could work against the idea of the COVID-19 package relief ‘no one die because of hunger’. This may be due to the COVID-19 situation, which is unintended, but it is a direct consequence of market-based approach of OBA when the poor households have to shoulder payment to access basic WASH services. Similarly, the suppliers sometimes use their own fund to allow the beneficiaries to pay for installation or even reduced the price (US\$2.5) per latrines for those most vulnerable and desperate persons.

- i. *What factors contribute to these and what is likely to undermine sustainability of positive changes? (Impact/Sustainability)*

4.7.4 Government funding for awareness raising and WASH

Ongoing awareness raising activities about WASH and health is a critical factor to sustain beneficiaries' awareness about sanitation and continue their hygiene practices. The majority of beneficiaries understood that the government need to increase education to villagers so they can understand the benefits of WASH and continue to improve rural communication on WASH. Affordability is the issue that could undermine the latrine uptake and connect to water (to reach water connections target of WOBA) broadly to achieve universal access to WASH by 2025. As discussed in 4.3, the subsidised cost of latrine is still very high for many poor people. For elderly people and people with disabilities, it is very difficult to save even a small amount because of ongoing basic needs. This impacts latrine use if the latrine was built at the cheapest cost without support structure and roof. One beneficiary in Kratie gave an example,

“An elderly couple was eligible to receive latrine subsidy. They did not install the latrine and still continued practices of open defecation. The reasons were that they did not have the money to hire labour for installing and lacked money to construct walls and roofs.”

Another factor that affects access to WOBA is lack of land for latrine construction. Some households live in houses located near the cliff of the Mekong River so there is no land to put the latrine. In this case, latrine-on-the house is needed, and it costs more than building simple latrine next to the house.

The simple latrine provided in WOBA is not accessible and functional during flood or heavy rain seasons as discussed in 4.3. It is possible to consider subsidising or building elevated latrines that could help some beneficiaries who lived in easily flooded and submerged areas to use during the flooded period. This would mean higher cost and higher level of subsidy.

These findings point to the need to align a range of latrine products and cost structure with a subsidy structure to accommodate different households' needs and use. A representative from Prey Veng focus group stated,

“The project supports very simple latrine for poor/GESI families. This is helpful but people with disabilities, elderly, and pregnant women would find it very difficult to use this type of latrine. There could be problems with the spaces inside latrines, walls, and roofs, and the issues of lacking ramps, making difficult to access by people with disabilities.”

As mentioned earlier, the process of selecting beneficiaries based on the MoP's ID poor 1 and 2 is one factors limiting inclusiveness of WOBA. The perception that ID poor cards are issued based on personal connection with the authorities, and that household situation may change due to changed circumstance like COVID-19 means that base line data collected at one data point can have the unintended consequence of leaving those with needs behind and as observed in some communes, creates an exclusive rather than inclusive process.

Government's provision or support in providing WASH services as well as other basic needs for the elderly, and people with disabilities is no doubt a critical factor for the marginalised communities living in challenging environment and climate change to access to WOBA and sustain its impacts through continued use of latrine and water supply. Long term solution to financing WASH services,

from ongoing government's budget support is required to facilitate and ensure the extremely poor, poor and GESI households can have affordable cost to build latrines that are suitable for the conditions, and low tariff of water supply. As pointed out in the CWA report, there could be policy to subsidize water tariff or incentives for water operator to reduce the cost of piped water supply. To do this requires budget for WASH and for the extremely poor, poor and GESI households.

Lack of sustained co-contribution from the government is a factor that undermines private sector sustainability and institutionalise OBA mechanism to sustain model of delivery. Otherwise, as seen by participants in this evaluation as barriers to WOBA, WOBA is viewed as short term project because it subsidies are provided for a few years. The private sector operators may seem to be willing to share the cost with households during WOBA to increase customer base, but it is difficult to continue sharing cost in the long term without impacting profitability. Without some type of subsidy commitment from the government, it seems unlikely that those operating on weak capital base, with little profit margin such as that of sanitation suppliers in rural Cambodia, would continue to support the poor and GESI households beyond the project.

Another critical factor for private sector sustainability as noted in the National Strategy is capital financing, particularly for water operator to invest in climate resilient technology or water safety planning. The CWA representative stated,

“To be sustainable, more investment in clean water and subsidy scheme is needed for us to continue to support the poor and GESI communities.”

The issue of financing for sustainability is not evident in the WOBA design and implementation. The WOBA's ToC seems to assume sustainability in private sector through engagement rather than prescribing a vision of sustainable private sector operation' and providing road map for the private sector operators that it generates with to achieve outputs as well as long term outcomes. In addition, the driver for implementation is achieving target number of latrine uptake and water connections rather than understanding outcomes and impacts for commercialism, adaptability, innovation and longevity of the businesses of these services.

Many beneficiaries viewed WASH services to be a combined responsibility of the private sector, development communities, the government and themselves to sustain the rate of sanitation and water coverage to achieve universal access by 2025, as well as to ensure WOBA's impacts are sustainable. As one of the beneficiaries stated,

“In my view, sustainable WASH is both the responsibility of the government and communities. I need to care for myself, but if I have difficulty in caring for myself, the government should come to help. The private sector combined with NGOs need to work together on WASH to enable more services that can improve health in my village.”

5. EVALUATIVE REASONING AND LESSONS LEARNT

Drawing on the analysis in Section 4, this section applies the five major domains of CFIR (the intervention, inner and outer settings, individuals involved, and the process by which implementation is accomplished) to convey the lessons learnt from this MTR. These domains

interact in rich and complex ways to influence the implementation effectiveness¹⁰, hence lessons can be drawn from understanding the external influences, organisational components, core implementation process, and the central role of individuals. The aim of this section is to support the findings from the field visits with the broad array of constructs described in CFIR and the theory of multi-stakeholder partnership for sustainable development¹¹ to understand system strengthening outcomes (outcomes 1 and 2), and the framework of gender equality and social inclusion to understand gender and social inclusion outcomes (outcome 3 and 4). First, a summary of WOBA's achievements as of June 2021 is presented, followed by the lessons learnt.

Summary of WOBA's achievements

- 11 female-led water operators partnered with WOBA under arrangement with the CWA to provide piped water supply connections for poor and GESI households.
- 1,238 poor and poor plus GESI households connected to existing piped water supply with subsidised connection fee, representing 33% of target of 3,750 households.
- 5,687 poor plus GESI households completed latrines at subsidised cost, representing 94% of target of 5,795. Of this 5687, 1391 households have persons with disabilities.
- 11,115 poor households completed latrines at subsidised cost, representing 96% of target of 11,571.
- 8,000 non-poor households completed latrines at subsidised cost, representing 100% of target.
- 4987 women and 1072 girls and 217 men received MHM training, representing 90% of target of 7,010.
- 80 female local leaders received TOT training on MHM.
- For the first time, government budget is used to train 682 women and girls about MHM in Kampong Chhnang.
- 2,021 marginalised households received mobile hand washing devices and soaps, representing over 100% of target of 2,000.
- 4 public hand washing facilities installed, representing 80% of target of 5.
- Hygiene education delivered and handwashing devices sold (with discounted prices) to 2,239 marginalised households representing over 100% of target of 2,209)
- Partnership with CDPO to deliver training on inclusive WASH and Covid 19 response for 45 DPOs.

¹⁰ Pettigrew A., Whipp R. (1992) Managing Change and Corporate Performance. In: Cool K., Neven D.J., Walter I. (eds) *European Industrial Restructuring in the 1990s*. Palgrave Macmillan, London. Retrieved from https://doi-org.simsrad.net.ocs.mq.edu.au/10.1007/978-1-349-12582-1_9

¹¹ Davies, A. (2002). Power, politics and networks: shaping partnerships for sustainable communities. *Area* 34(2), 190-203. Retrieved from <https://doi.org/10.1111/1475-4762.00071>

- CDPO conducted network meeting with 75 DPOs in 25 provinces; 63 DPOs received masks, leaflets on Covid 19 prevention to distributed by these DPOs to people with disabilities in their community.
- 30 DPOs received TOT training on inclusive WASH and COVID 19 Response; 21 of these DPOs carried out outreach activities on WASH and Covid-19 response with a total of 468 participants (277 women, 222 out of 277 were Women with Disabilities and 191 men, 162 out of 191 were men with disabilities).

5.1 Intervention characteristics

5.1.1 *Intervention source*

The WOBA model of delivery was planned based on 1) the experience and success of EMW's previous OBA (OBA smart subsidies) projects in sanitation and water supply, 2) relationships already established with PDRD and hence government partners' capacity building for OBA have already been achieved. In addition, the National Strategy for RWSS and NAP I and II provided the rationale for WOBA to deliver WASH services to target marginalised households in rural Cambodia and leverage the government structure to do so.

5.1.2 *Evidence strength and quality*

As shown in 4.2, partners' perceptions of EMW quality and validity of evidence of latrine output in prior projects support their belief that WOBA will have desired outcomes in marginalised communities.

5.1.3 *Relative advantage*

With a strong alignment with policies for RWSS in Cambodia, WOBA is perceived by partners to have relative advantage of implementing this intervention over other interventions, particularly the subsidy scheme based on OBA model (see 4.2).

5.1.4 *Adaptability*

Adaptability refers to the degree which an intervention can be adapted, tailored, refined, or reinvented to meet local needs. Adaptability relies on a definition of the "core components" (the essential and indispensable elements of the intervention itself) versus "adaptable periphery" (adaptable elements, structures and items related to the intervention and organisation into which it is being implemented).

WOBA's core components are sanitation products and water services using the OBA model, FSM pilot, MHM training, COVID-19 response with fixed targets of beneficiaries in each component. Underpinned by OBA thinking, the intervention has a fixed design rather than adaptable in both product design, processes and system used to implement the components. Although the contexts of beneficiaries or partners differ in terms of demography, socioeconomic, social, political governance, environment and locations, WOBA focuses on achieve outputs rather than ideation, tests and scale up, or flexibility to adapt to contexts and characteristics of individuals and organisations. The focus

on OBA based on prior project might give WOBA its relative advantage, but it has also skewed the implementation towards targets achievement cross-provinces rather than flexible options and measures for local sites and people to adapt the intervention as needed. At the same time, the three provinces had different governance structures and partners holding a central role in implementation (see 4.2) suggest that a fixed design was not in the plan. This could be because of the organic nature of the implementation, or lack of planning or documentation, which relates to implementation process rather than intervention itself. This will be further discussed in the process domain.

The lack of attention to climate change in the WOBA intervention suggests conflicting positioning and aims of WOBA. On the one hand, WOBA's selection of beneficiaries in 'challenging environment' suggest the need to address households needs that relate to and intersect with environmental as well as socio economic issues, which would impact the implementation activities in both assessing their needs and delivering appropriate products to meet these needs. On the other, the fixed model of latrine and subsidy and their implementation could not permit adaptability at any stage of the implementation.

In addition, the OBA model assumes an even playing field for both supply side (private sector operators) and demand side (households) across villages, communes, districts, provinces. As we have learnt from Part 4 of this report, differentiation of products are necessary to accommodate different needs, differentiation of financing either through loans or subsidy levels is needed to accommodate different affordability and encourage all to access to WOBA, differentiation of households beyond poor and GESI classification is needed to enhance acquired knowledge about WASH and health to make informed decision about taking up latrine or water supply, differentiation between men and women, job role and organisation are needed in order to engage individuals and empower them in decision making and leadership.

Although the project design document states that there will be testing of new strategies and working with multiple partners, and innovative approach in WASH, except for the FSM pilot, the intervention does not provide any element, structures and systems for its components that are innovative, adaptable or testable.

5.1.5 Inclusive approach

WOBA relies on Cambodia government's ID poor system to identify poor households, which as the CWA study pointed out and we discussed in section 4.3, reliance on the ID Poor system alone may exclude a significant proportion of households to which social assistance may be justified, which would affect the accuracy and transparency of the identification of households eligible for WOBA's subsidy. WOBA appears to be less concerned about whether its implementation activities are inclusive, that is whether WOBA information reaches all people and organisations and whether all people who are marginalised can access WOBA. The assumption of the government system and target beneficiaries is not itself an inclusive approach because it does not necessarily leave no one behind, as evidenced in the conversations with the beneficiaries. Inclusivity must be embedded in the representation of the beneficiaries in the intervention design process and in the identification and selection process. The two tiers of subsidy for poor and poor plus GESI seem rigid in terms of diverse needs and conditions for demand driven sanitation market implied by WOBA.

The same can be said about persons with disabilities. Persons with disabilities experience barriers which prevent their full participation in society. But it is not the impairment alone that excludes someone from accessing services. It is the impairment plus social, environmental and attitudinal

barriers that they experience which result in their exclusion. Thus, designing WOBA and provision of latrine for them ought to consider their participation in the project. As a result, the basic latrines were built without accessible design. The partnership with CDPO and DPOs in some ways have progressed representation of PWDs, but it is still at the knowledge acquisition learning. WOBA is essentially about implementing WASH for practical use. At the design stage before the implementation, it would be worthwhile to bring PWDs into the project and simply ask about their needs, their consent to services and products, and what should those services and products look like. While this means WOBA's private sector operators may need to adapt their services during implementation, these changes do not need to be complex, but must address directly with people with all manner of impairment – physical, visual, hearing, and intellectual. Further, if WOBA is designed with more adaptable focus, feedback of beneficiaries and mobilisers would have potentially allowed for more timely adaptation.

The notion of inclusivity is embraced by WOBA through its target beneficiaries. But providing subsidy alone does not mean inclusive or reach to people in need of the intervention. An intervention is considered inclusive when all its partners and stakeholders have access to relevant information and resources and, at the same time, demonstrate a willingness and capacity to develop rich and meaningful lives for themselves, and for others. Yet, inclusion is inextricably linked with exclusion, as seen in the interviews with all of the participants of this evaluation - demanding an effort to ensure equal access to information, adequate subsidy, product and services appropriate to needs, and representation in the WOBA processes and structures.

5.1.6 Gender lens

The use of CCWC and female volunteers presupposes the idea that women can be change agents and leaders in their WASH work and community. This too seems paradoxical given the CCWC works under the commune council and WOBA design follows the government structure rather than transforming it. As 4.4 highlighted, the process of recruiting women to the CCWC and CC and developing workplan and workflow is reinforcing a gendered view about the role of women in workplace and traditional roles of women in water collection, cooking and cleaning. The lessons learnt here are:

- While the superiors (commune chiefs, DORD, PDRD) and even EMW can play a role as facilitators of CCWC's empowerment, they are not 'empowerers' themselves. WOBA must find a space for the CCWC women to empower and that means bringing them into the design, implementation, feedback and evaluation.
- Women empowerment are context specific, as shown in the CCWCs' experiences across three provinces, traditional knowledge and deep understanding of the local contexts from the women's perspectives are needed.
- Transformative gender equality must go beyond the focus on 'women'. WOBA does not prioritise women's needs because these needs are traditional roles of women. WOBA must design its intervention to leverage relationship with government partners to implement subsidy schemes as well as ensuring those in charge of the CCWC's recruitment and work accept and have practicability to do empowerment activities including giving them work opportunities, voices and rights, and education and training.

- Women are diverse with different access and power to use social, physical, natural, physical and human capital that can enable or hinder their ability to act in their job. WOBA must attend to these forms of capitals at an individual level to understand and support the women in WOBA. This support needs to consider firstly women as beneficiaries or adopter of WASH products hence adaptability is needed in WOBA to accommodate female-led households with different socio-economic status, family networks, and intersectionality of marginalization characteristics. Secondly, WOBA must consider women as managers in the planning, operations and monitoring of WOBA. As this is intended in the female-led water entrepreneurs, which is not evaluated in this MTR, it should be further studied.
- WOBA has highlighted that the CCWC's perception of change agents by their participation in promoting WOBA, community mobilisation, and behavioural change communication, which has gained them respect and sense of empowerment as change agents the village level, however structural changes are needed at the institutional levels and WOBA has the potential to enhance this through its partnership structure.

5.1.7 Trialability

WOBA is planned based on EMW's history of delivering sanitation and water connections using OBA, and as such there is an assumption that this method will be successful in WOBA and no need for trialling. The FSM component which is a pilot of the alternative double pit latrine is a triable component although it is also built on previous CHOBA project with only two phases of data collection funded through WOBA. It is out of this MTR scope to evaluate this component given the pilot a study had been completed in Dec 2020.

The trialability of any intervention is about having the space for ongoing evaluation to reverse course of implementation if warranted. In this case, the OBA model could have been trialled as financing mechanisms, or other forms of financing mechanisms for the private sector like loan, instalment payment, credit arrangement which was also suggested in the CWA report. These could alleviate some of the issues relating to payment of latrine and water connection, and allow a wider reach of WOBA.

Trials of products could address water resource management given issues with climate change, or types of latrines to encourage adoption (use) of WASH products for WOBA's beneficiaries and future beneficiaries as well as improving the quality improvement cycle of either latrine or water supply. This does not mean complex changes to the implementation activities. For example, usability testing of latrine could be part of the verification process, and water quality testing can be part of verification and customer satisfaction process to promote adoption such as use of piped water for drinking.

5.1.8 Complexity

Complexity refers to perceived difficulty of implementation based on the duration, scope, radicalness, disruptiveness, centrality and intricacy and number of steps involved to implement. As the partnership survey revealed (see 4.2), WOBA is perceived to be on the 'simple' end reflected by relationship with partners organisations and scope of activities. It is also because WOBA does not have significant reorientation or non-routine process, nor does it aim to produce fundamental changes in any partner organisation's activities or clear departure from their existing practices.

Partners are activity involved with WOBA because of the mutual benefits and shared value of increasing WASH access to rural families. There are limited number of processes or sequential processes involved in the implementation, and limited decision points or choices presented at decision points that are held by a partner organisation.

On the other hand, it could be argued that WOBA is complex because of many components, actors including private sector operators, different levels of the government, and beneficiaries living in challenging environments and in different provinces with different social, cultural and political norms. However, the design does not seem to include a range of risks or adaptability or trialability processes for complexity. Although working with different levels of government, not everyone is directly involved in the implementation design so WOBA could identify certain networks or connection points across the map to (1) visualize implicit knowledge and understand the interplay of complex formal and informal networks, power relations, and actors' goals; (2) uncover sources of conflicts as well as potentials for cooperation; (3) facilitate knowledge exchange and learning processes. This kind of networks mapping can produce both qualitative and quantitative data for system strengthening outcomes by understanding the networks through structural measures (as seen in this diagram) that WOBA already is aware of and leverages, with measures of attributes of actors, especially concerning their perceived influence and their goals. It could also promote gender equality and empowerment by understanding which existing work processes require changes and which ways. For example, how might CCWC empowered or hindered in the workflow of the CCWCs where these women's WASH work plans are developed by their commune chiefs and obliged to deliver under authority of the CC.

5.1.9 Cost

Cost of the WOBA intervention is not a part of this evaluation. The total budget for WOBA is 3,399,630.71 AUD (funded under the WfW). Table 6 shows the total cost of the project as of June 2021, which is 2,891,336 AUD (2,475,884 from WfW funding and 415,452 from EMW). Cost per unit of WASH is then calculated for i) direct cost of subsidy and performance incentives per latrine; ii) direct costs of subsidy and incentives per water connection; iii) indirect cost per unit of WASH product; iv) total cost per unit of WASH product.

Based on the number of latrines built and water connections as of June 2021, WOBA's direct costs of connecting one unit of water connection is 69.29 AUD and 42.25 AUD per latrine. Total other cost per WASH unit is 67.49, and total cost per WASH unit is 111.03. It is difficult to say whether this cost is minimised or efficient without comparative analysis with other similar intervention or WOBA's cost benefit calculation for scale. However, as Table 7 shows, the costs per unit are a lot lower compared with Vietnam. It should be noted that the environment of operation is different between each country, so are cultural, social and economic factors.

This cost analysis is simplistic and does not account for health benefits from WASH products use, human capital benefits from WOBA training activities, and potential economic benefits for private sector businesses. It would be worthwhile to carry out a cost effectiveness analysis of the intervention at the end of the project's term.

Table 6. Total costs as of June 2021

	WfW AUD	EMW AUD	Total AUD
Performance incentive to partners for non-poor - Sanitation	119,040		119,040
Performance incentive to partners for ID Poor 1 & 2 plus GESI - Sanitation	314,091		314,091
Incentives and allowances to EMW volunteers - Sanitation	97,988		97,988
Incentives for PWG - Sanitation	11,307		11,307
<i>Total incentives - sanitation</i>	542,427	38,279	580,706
Latrine subsidy for ID Poor 1 and 2	159,582		159,582
Latrine subsidy for ID Poor 1 and 2 plus GESI	270,842		270,842
<i>Total subsidy - sanitation</i>	430,424	36,861	467,285
Subsidy for poor - water	85,781		85,781
<i>Total subsidy - water</i>	85,781		85,781
Field activities cost	378,845		378,845
Personnel cost	673,638	254,997	928,635
All other costs	364,769	85,315	450,084
TOTAL	2,475,884	415,452	2,891,336
Total number of latrines built			24,802
Incentive and subsidy paid per unit of latrine			42.25
Total number of water connections			1,238
Incentive and subsidy paid per unit of water			69.29
total WASH units			26,040
Total other costs per WASH unit			67.49
Total cost per WASH unit			111.03

Table 7. Cost comparison with Vietnam

	Cambodia	Vietnam
Incentive and subsidy paid per unit of latrine	42.25	62.98
Incentive and subsidy paid per unit of water	69.29	82.48
Total other costs per WASH unit	67.49	215.74
Total cost per WASH unit	111.03	282.65

5.2 Outer setting

5.2.1 Needs and resources

WOBA relies on the MoP's ID Poor data to identify poor and simplified GESI categories so that selection and verification would be easier. WOBA's assumption of needs is based on the one question in the MoP's ID poor survey on special household circumstances which cause reduction in living standards. It also follows the National Strategy and NAP's ideas that rural populations, including people living in challenging environments and arsenic-affected areas, need to have

equitable and sustainable access to safely managed drinking water services, safely managed sanitation services, and improve their hygiene behaviours and practices related to safe drinking water, sanitation and hand washing. WOBA is also aware of importance of accounting for their increased awareness about WASH and health (see 4.3), hence the delivery of education about WASH and health. As discussed earlier, inclusive approach means that people to whom the intervention is aimed at should be at least represented in the design or that their views and consent to services are represented. As the results have shown in relation to beneficiaries' lack of knowledge about WOBA and that not all needs were known and addressed, WOBA could adopt a more participatory process in understanding the outer contexts of its implementation. Applying the six elements of the Practical Robust Implementation and Sustainability Model PRSI, can help to understand the extent to which beneficiaries or the community is at the centre of intervention processes and decisions are:

Choices of beneficiaries are provided. There is little choice offered because the subsidy is provided based on defined categories and installation of basic latrine. There have been initiatives from the partnership with CDPO in the intervention to improve design of latrine to accommodate PWDs mainly to assist the masons in technical aspect of accessible latrine, and more can be done to understand possible solutions.

Beneficiaries' barriers are addressed. The main barrier that beneficiaries encounter (see 4.3) is affordability. The subsidy has addressed this issue although there are those with WASH needs who do not have poor status. Other issues affecting usability of latrines and piped water relate to climate change and latrine design. Inclusion of beneficiaries in the process of WOAB design and product design to understand the root of the barriers is likely to lead to appropriate solutions and ensure the WOBA's impact is sustainable.

Transition between program elements. As discussed in KEQ3, beneficiaries did not have much knowledge about the WOBA project and its components and subsidy schemes, or costs of latrine, and thus could not make informed decision or choosing options or transition between components. This is also the context of rural water supply, which the CWA found that households do not always know the cost of water connection and tariff. It appears that more effort could be put in the education and awareness raising activities to ensure villagers are informed about all aspects of the WOBA project.

Beneficiaries' satisfaction with service and access to service. Most beneficiaries in the MTR are satisfied with the latrine built and highly appreciated the benefit of sanitation (see 4.3). The degree of feedback opportunity to the implementation team is somewhat limited in the verification process and survey questionnaire.

Complexity and costs are minimised. As mentioned above, the project is perceived to be not complex. The steps are sequential and based on simple criteria of eligibility. Beneficiaries are mobilised to build latrine through village meetings or household visits. This is followed by beneficiaries register to build latrine, pay the cost of latrine, wait for the masons to build latrine, be part of the verification in some cases, and receive the rebate. In practice, some of the steps are different across provinces and the governance, information, payment processes are handled by different agency in charge (see 4.2, and earlier section on intervention), but generally the process is simple and follow a sequential process. Although the project is simple in terms of steps, cost structure and subsidy structure, except for one province, the beneficiaries interviewed did not know the amount of subsidy or types of subsidies, what they are entitled to, or the cost of latrine. While this can be because of other contextual factors, it does suggest that transparency could be lacking,

or sufficient information is not being provided, or mode of communication of project information at the village level is not effective. Although the steps are simple, the amount of information and consistency in the sets are needed so that everyone has the same information and knowledge about the subsidy and the costs. These areas should be improved to enable informed decision making at the household level and ownership of the project are desired goals of WOBA, scale up and recommendation of the scheme and future similar schemes within the communities.

The cost of latrine (as discussed in 4.3) is a challenge for some households who could not afford to build latrine even with the subsidy. They have to borrow from families or supported by charitable donations from village leaders of the Buddhist temples. Financial assistance mechanism of subsidy and other resources were clearly important in the decisions to build latrine for many households. Other resources commonly included borrowing money, incremental payment plans, and subsidies/discounts. As discussed in the intervention section, financing mechanisms based on a range of subsidies and financing sources are needed as trials and testable solutions to encourage both demand and supply of WASH products in the long term.

5.2.2 Cosmopolitanism

WOBA applies a partnership model that follows the existing political governance structure. The collective networks of relationships of individuals in an organisation represent the social capital of the organisation. To that extent, the vertical structure of the government, which is directly noted in the National Strategy and NAP II, is an appropriate vehicle for implementing WOBA to have latrine uptake and water connections. The district administrations are given the role of reforming and building capacity which are supported by the DORD and District Authorities and in turn provide the commune WASH focal point with capacity building and support. The CCWC support the village female volunteers and leaders in WASH mobilisation and education awareness raising. Potentially the range of partners organization that people have access to or exposed to means that they can increase their social capital. As the partnership survey indicated, there is a high level of shared vision and information sharing between organisations. The survey indicated each partner organization collaborates with almost all of the partners in the partnership structure. This means a potential creation of external bridging between people or groups outside the organisation, although this was not the focus of this evaluation.

5.2.3 Peer pressure

There is no obvious competitive pressure among private sector operators or CCWC members to implement WOBA. It seems that people are working cooperatively to achieve set targets assigned in the local areas.

5.2.4 External policies and incentives

As discussed in 4.1, WOBA is aligned with the National Strategy and NAP I and II which gives it the enabling context for its intervention. These documents provide guidelines, recommended actions, as well as benchmark reporting on outcomes for WASH. There is a range of guidelines that are relevant for WOBA including the Rural Water Supply Sanitation and Hygiene Strategy 2011 that provides guidance on disability mainstreaming, National Adaptation Program Action that guide on climate change adaptation, National FSM Guidelines, An Integrated National Plan of Action focused on diseases controlled 2020, and National Guideline for Rural Drinking Water Quality 2020.

Similarly, the Strategy and NAP II set out cross cutting issue in WASH service delivery, notably GSI lens, which is complemented by the DFAT's Water for Women Fund's strong focus on GSI, government system strengthening, private sector engagement locates WOBA in a favourable policy context and enabling conditions for WOBA.

5.3 Inner setting

5.3.1 Structural characteristic of partnership

The partnership structure of WOBA follows the government political structure to execute implementation. Fig 14 shows the networks involved and the actions of these groups and how they are co-ordinated to deliver WOBA. Based on this structure, the functional differentiation is the internal division of labour with each organisation representing a role in the implementation process. The members are stable in these organisational units, which has contributed to the implementation of WASH services in an effective way. A possible deviation is the CCWC with staff turnover resulting in some missed connection in the networks and missing important knowledge about WOBA. In this regard, ongoing training at the CCWC level is important. The role of the MRD and PDRD in Pursat and Prey Veng is more educational in relation to the DORD and CCWC.

The structure has concentrated decision making at certain partner and dependent on EMW's prior experiences with the organisation. The partnership focuses on how to implement OBA model in areas where it has not had prior experiences. As a result, the OBA subsidy schemes and payment are adhered to in Kratie with the PDRD at the helm, whereas in Prey Veng and Pursat these are delegated to the DORD or the RSCC. This kind of centralisation of decision making has been shown to be negatively associated with innovation and adaption, which in the case of WOBA does not have impact because WOBA focuses on outputs rather than innovation or adaptation (see above). Further, because WOBA offers universal products across all provinces, leveraging the existing government structure works well in terms of legitimacy and sharing information down the chains of authority.

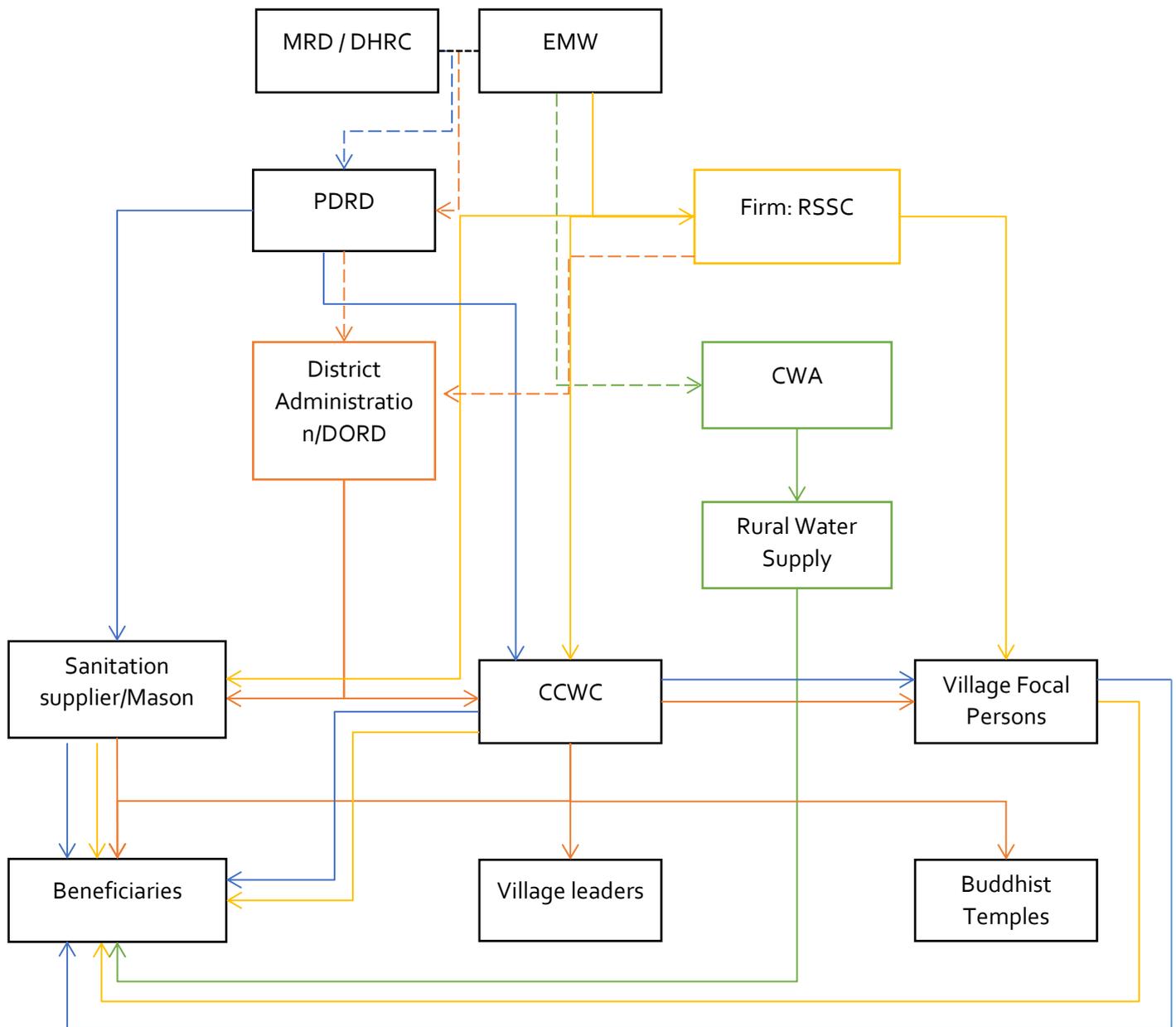
The concept of partnership used in WOBA can be said to fall within the idea of a shared understanding about the purpose of the intervention rather than the "collaborative arrangements in which actors from the state, market, and civil society are involved in a non-hierarchical process through which these actors strive for a sustainability role."¹² Although all three entities are involved in WOBA implementation, the link between them typify one-way information flow and decision-making. There is cooperation between organisations to serve the shared view that WOBA's main purpose is delivering WASH rather than seeing WOBA as a forum for resource-efficient, outcome-effective and inclusive-progressive form of policy delivery as intended in the concept of public private partnership for sustainable development.¹³ WOBA certainly has the potential for multi-stakeholder partnerships that involve government, business, and NGO to deliver innovation solutions. However, it would need a different kind of design and activities if it wants to pursue this

¹² Glasbergen, P. (2007). "Setting the Scene: The Partnership Paradigm in the Making," Chapters, in: Pieter Glasbergen & Frank Biermann & Arthur P.J. Mol (ed.), *Partnerships, Governance and Sustainable Development*, chapter 1, Edward Elgar Publishing.

¹³ Stewart, A. and Gray, T. (2009). *The governance of water and sanitation in Africa. Achieving sustainable development through partnerships*. p. 26. I.B. Tauris Publishers: London.

aim. Further, the rationale for PPP in the development context is that the private sector is intrinsically more innovative and efficient than the public sector. This is not the context of WOBA and Cambodia where private sector sanitation suppliers and water scheme operators are emerging with weak infrastructure, technologies, business skills and financing capabilities.

Fig 14. WOBA partnership structure across three provinces



Kratie | Prey Veng (sanitation) | Pursat | Prey Veng (water)

5.3.2 Networks and communications

According to the survey with partners, the nature and quality of networks and nature and quality of communication within the WOBA partnership structure is high. It appears that the ongoing meeting with the partner groups are adequate given the “simple” relationships that they have with the

partners which is to ensure the implementation is carried out. The connections between individuals, units, services, and hierarchies are formal, tangible and strong because they align with existing government structure and the organization they belong to. The social capital that these individuals and organisations have appear to be high in terms of shared vision of WOBA and information sharing about WOBA implementation.

One component of social capital is the internal bonding of individuals within one organisation. In this regard, the CCWC has a collective duty to support women and children issue, which has afforded the CWWC members with shared commitment toward delivering WASH for the marginalised communities. Their recruitment by the higher authority and then working under the Commune Councils oblige their actions rather than empower or enable autonomy to carry out the WASH activities (see 4.4). The relationships between these CCWC members and CC and DORD appear to be less important to WOBA's implementation effectiveness because they were already established before WOBA. Rather, for the CCWC women, it is their individual attributes or skills and knowledge learned from WOBA participation that are contributing factors to implementation effectiveness. This will be further discussed in the next section.

The communication to orientate partners about WOBA seems clear at the provincial and district level because all partners know about WOBA and WASH service delivery for the target communities. However, communication about the subsidy schemes and WOBA seems diluted at the lower end of the vertical structure (see 4.2, 4.4) with only those in Kratie knowing the scheme. The issue of staff turnover could be a factor, but nevertheless it means more effort is required to ensure clear and consistent communication between provinces and at all levels of partnership.

5.3.3 Culture

The communication culture and political culture of Cambodia is strong within WOBA because of its partnership structure, which carries gender norms into WOBA. As 4.4 highlights, the mindset of partners about WASH being an issue for women may have allowed for the CCWC to have the role of mobilizers, but there is a long way to go in terms of changing the views and practices that see men as champions for issues that advance or benefit women. WOBA has seen an increase the number of women in the CC as a result of the recruitment of women in CCWC to do WASH but for these CCWC interviewees, they continue to encounter patriarchal attitudes in the workplace and in their work (see 4.4). Their perception of women leadership is aligned with the ISF study which found CCWC women wanting leadership training. Findings in this evaluation suggest that barriers to women leadership is a combination of the social norms, organisational structure of the CC, and mindset of partners that WASH is a women issue and therefore WOBA prioritises the needs of women. WOBA has provided some training on gender equality, but it appears that the gendered view of WASH is relatively stable and socially constructed based on norms of practices by organisations with traditional views about women and WASH. Further inquiry is needed to understand about gender in the private water operators given that there were only two interviewers in this evaluation and both were male.

5.4 Implementation climate

According to CFIR, implementation climate refers to the absorptive capacity for change, shared receptivity of involved individuals to the intervention, and the extent to which their participation is

rewarded, supported and expected within their organisation. It is clear that the WOBA's subsidy schemes for households and performance incentives for partners act as reward system to participate in WOBA, which has enabled targets of WOBA to be reached so much quicker than planned. It could be argued that these rewards are a critical factor in WOBA implementation success in relation to WASH services delivery for target beneficiaries. Other constructs that help to explain the influence of implementation climate to WOBA's effectiveness should be noted.

Tension for change. WOBA aligns very well with national policies, and the partners involved in the focus groups also perceived the situation of rural marginalised communities as needing WOBA's WASH services.

Compatibility. There is a tangible fit between the meaning and values attached to the WOBA intervention by those involved and they also align with individuals, at least CCWC and private sector operators in terms of values and perceived risks and community needs. As discussed so far, the use of partnership structure that follows the political governance structure allow for easy fit of WOBA with the government work flows and system, which WOBA seeks to maintain rather than changes it. The common idea of better WASH outcomes for marginalised communities is the common ambition of all individuals and partner organisations. This is something that they understood very well even if they did not know the name of WOBA or EMW.

Relative priority. Because the partnership function at the everyday local government system, the priority of WOBA fits within the partner organisation and individual's perception of the importance of its implementation. Individuals share the value and mission of WOBA because they align with those of the upper level of authority which allow them to cooperate in the implementation.

Less is understood about the relative priority of WOBA in empowering women which again reflects the norms in these organisations where there are conflicting views between the CCWC women and their partner representatives. The latter perceives WOBA to be more conducive for women leadership whereas the CCWC's perception is more of following the leaders' orders.

Organizational incentives and rewards. There appears to be no organisational incentives and rewards besides the intervention subsidies that are provided by the WOBA. Further, the incentives payment to the partner organisation as outlined in Table YY (section 4.2) is not known by the people interviewed at the CC and CCWC level. The fact that some chose to remit their money (\$5 received from EMW) to the beneficiaries suggest that organisation reward may not be enabling factor for this intervention and in the long term. The increased respect of the CCWC is something that was at the community level rather than at the organisation level (see above).

Goals and feedback. It seems that the goals set are the targets of latrine constructions for CCWC and water connections for the water operators. For the CCWC, this has created an obligation to deliver rather than empowerment through autonomy and decision making.

Learning climate. There is a strong focus on capacity building in WOBA with training carried out by the PDRD, DoRD, and RSCC for the CCWC who then delivered awareness raising to the communities. Partner representatives also spoke about shared learning and exchange of implementation experiences with other partners. The training and mentorship of female entrepreneurs and water tours (see 6.6) suggest a learning climate although it is not clear how these skills development, learning and growth are captured by WOBA or sustained by the partner organisation in sustainable ways beyond WOBA. It seems though that their understanding about disability and links between

WASH and health are knowledge that can enable behavioural change. However, the focus of these training for implementation WASH products seem to miss the opportunity and encouragement of new methods of mobilisation, latrine construction and reflective thinking. This may not be important for latrine or water targets but necessary for gender and social inclusion outcomes of WOBA.

Readiness of implementation. As mentioned, the partners involved appear to be committed to WOBA. EMW has engaged at the highest level of government responsible for RWSS, the MRD which can effectively engage the local authorities. The idea of leadership engagement in WOBA is evident as the current leaders and managers of local government involved have a direct influence on the implementation process. It seems much less evident in term of women empowerment or women leadership despite the recruitment of women to the role of CCWC or CC chiefs. The CCWC and female water operators have been provided with information and knowledge through the orientation and training workshops. The partner survey has also indicated that there is adequate shared materials and resource, although the lack of knowledge about the subsidy schemes and payment seems problematic for two provinces. This suggests that for some partner organisations in provinces that EMW have not established long term partnership or those with high CCWC staff turnover, there must be continued effort in information provision and knowledge transfer. It seems at the CCWC or village level, they are not incorporating into the work task and documentation procedures of M&E about subsidy amounts and payment procedures. Such information should be included in all sources such as training, documentation, and computerised information system.

5.5 Characteristics of individuals

5.5.1 *Knowledge and beliefs about WOBA*

At the partner level, there is an understanding of the WOBA project, its OBA modality, and shared value among government partners about access to improved sanitation and improved water for poor and disadvantaged communities. Private sector operators. They have a good understanding of WOBA and also believed that subsidising costs of WASH products is important for delivering WASH for disadvantaged communities.

At the community level, there was universal appreciation for the subsidy. However, no beneficiary interviewed was aware of the name WOBA, EMW and the donor, and no one was familiar with facts, principles and approach of WOBA. Their knowledge about WASH and health and affordability were the critical factor for entering the project.

At the CCWC level, knowledge about subsidy schemes or incentives were varied with those in Kratie better informed about the schemes more than the other two provinces, which may have influenced their understanding of OBA as a mechanism for WASH take up. Their enthusiasm for WOBA also varied depending on intrinsic motivation to serve the disadvantaged or work obligation. Nevertheless, most appear to be empowered because of acquired knowledge about WASH and health and opportunity to transfer that to households through awareness raising, MHM training, or household visits. Most also seem to have a sense of self efficacy as they achieved their mobilisation targets.

5.5.2 Gender identities and roles

As discussed throughout this report, placement of CCWC women as mobiliser of WOBA has provided some effects of gender empowerment in terms of human capital through access of training, although a wider range of topics such as financial management and literacy, project management, leadership that are tailored to needs and level of education would offer more sustainable capacity building. Women's participation the program could be meaningful, probably for the female operators in terms of governing water systems, although this needs further evaluation and research. For the majority of CCWC women interviewed, WOBA has not engendered a shift in gender identity or gender role. They continued to experience the traditional view of women as bearers of domestic responsibilities and thus suitable for communicating about WASH. As discussed earlier, the lack of representation of CCWC women in the WOBA design may have missed opportunities to find out what could be meaningful participation for these women. The implementation process that leverages existing structures ignore power dynamics within these structures and thus lack opportunities for discussion on gender norms, barriers and advantages to women's participation before and during each of CCWC's WOAB activities. However, their willingness to talk about socially imposed gender roles could increase their understanding of inhibiting normative assumptions. Financial incentive is not a motivational factor for these women. This could be because of the modest incentive that they received which they gave to households to help pay off the latrine costs, or that recruitment into a WASH role in the same structure of the CC does not provide additional economic opportunities or increased access to and control of their income or ability to work outside their normal job.

WOBA's target of number of women in the CC and CCWC which has seen an increase of 48 women so far is a crucial factor to creating space for inclusion for women. In this regard, the opportunity to work with the commune to advocate for inclusion of WASH in the CIP seems to promote additional skills and human capital alongside the training they received from the DoRD or PDRD. There is a critical need to understand the purpose of these committees, in what capacity are the women involved, and to what extent is this a leadership position.

At the household level, WOBA has brought about physical empowerment through improved access to sanitation and clean water. Economic empowerment seems limited, and in fact, taking up WASH could be a disabling factor for economic empowerment because of additional costs and sacrifice of basic sustenance to purchase latrines. WOBA aims to improve women's freedom and choice to decide on WASH take up; however, it is unclear how this is achieved without base line data or assessment of their decision making in other household and non-household issues.

Overall, access to WASH or work in WASH can be productive factors for women's empowerment but cannot alone help to grow subsistence households or enterprises for women who face multiple constraints. The training and support itself must also aim to shift towards making these accesses to work better for women. This means WOBA needs to engage with not only women but with men and the whole communities to overcome barriers to women's empowerment, and to address the difficult question of whether women CCWC can be empowered without addressing or contesting the issue of gender norms in WASH.

5.6 Process

The insights into the effectiveness of the implementation process are limited without precise and robust baseline data for Outcomes 1 to 4. In order to have better insights into the effectiveness of

the tools and mechanisms used in WOBA, it would be necessary to have a comprehensive and precise baseline against which the effects of an intervention can be assessed, and M&E framework, processes, tools and indicators to measure changes as a result of implementation activities. However, the qualitative findings in this evaluation can provide some lessons learnt in relation to WOBA's planning and processes and how they influenced the implementation effectiveness.

6.5.1 ToC and planning

WOBA has ToC that states the strategies and expected outcomes that fit under the overarching five outcomes. However, as a ToC, it does not have simple strategic framework in which objectives, activities, outputs and results are related in a systematic and logical way. The lack of results chain or log frame means it is difficult to understand the logic or relationship between the activities and their outcomes and how they relate to what is stated in the ToC.

It appears that the ToC was developed from a desire to describe and explore change. However, the assumptions about the underlying conditions or resources that need to exist for planned change to occur are not clear. For example, what is gender empowerment for Outcome 3 and 4 relying (implicitly or explicitly) about the women (beneficiaries or CCWC) as the subject of an intervention, and how does that interaction with other problems like WASH needs, gender norms, human capital, economic opportunities as determinants of gender empowerment and its possible effects.

While the use of government structure to execute the implementation is a tactical step to achieve latrine outputs, it obscures a vision of system strengthening or explorations of which resources or conditions are necessary to affect any kind of change in respective institutions. For example, how do roles and responsibilities of the various levels of government partners change through their participation in WOBA within each organisation and in interacting with each other, and what are underlying problems that WOBA sees as needing to change in the system? Reliance on existing structure assumes the same set of conditions to sustain rather than envisioning an alternative situation and mapping a pathway for change. Likewise, the idea of sustainability in private sector engagement is mentioned in ToC but the implementation focuses on output or supplies of latrine or water connections rather than mechanisms of sustainable delivery of WASH services. The concept of sustainability is unclear although the risks identified relating to environmental risks affecting usability of implemented WASH products. To explore mechanisms to ensure the sustainability of private sector engagement in WASH. What are assumptions about different dimensions of sustainability (social, technical, environmental, financial) and how does WOBA then engage private sector to successfully not in terms of installing certain number of latrines or water connection, but longevity in the already known hard to reach and emerging private sector operators.

The lack of a log-frame in the design of WOBA (see earlier discussion on intervention) poses challenges for the evaluation in terms of the quality of those activities and how they track towards expected outcomes. However, it could be argued that WOBA's ToC is organic in which its assumptions are backed by more general assumptions and more implicit theories of change and development and understood more as theories *for* change rather than theories *of* change. In this way, the evaluation needs to take on additional theories and frameworks and resources to understand the quality of implementation activities and potentially what changes or outcomes can be reasonable expected. For this reason, this evaluation has drawn on partnership theory for sustainable development, and gender empowerment framework in development in addition to the

CFIR constructs of implementation science to guide the evaluation methodology and to formulate lessons learnt (see section 2 on framework and 3 on methodology).

5.6.2 Process

Even if WOBA applies an organic approach in ToC to design its activities, the process of WOBA in prioritising outputs as measures of success, could miss important elements of an inclusive approach. As highlighted in 4.3 and above, the reliance on the government's classification of ID poor and GESI has meant exclusion of some people with WASH needs and created sense of jealousy and exclusion among some villagers. This is also highlighted in the CWA report that was used as part of context analysis for water supply operators. Another example is the need for the awareness raising activities (content style and imagery and communication channels) to be adaptable to household socioeconomic background and geolocations in order to ensure their engagement and knowledge acquisition. This can also be said about gender training at the partner level to consider the characteristics of individuals (role and position) and organisation (level of government), and a space for them to receive feedback and understand the constraints that the CCWC women encounter in making decision, having a voice, asserting their leadership. WOBA's effort on MHM is noteworthy in terms of its targeted content and audience and leveraging the vertical structure of CCWC in the commune offices. The process of WOBA could prioritise learning and feedback, and provide the space to draw on the experiences of MHM participants to apply to other training components of WOBA.

Similarly, an organic approach to ToC should allow for tracking of progress towards goals and milestones that include not just verification of outputs but trialling of mobilisation techniques, testing in building different types of latrines that are adaptable to different needs, and allowing the CCWC to gain confidence on their mobilisation, and make autonomous decisions on appropriate WASH products through latrine construction and verification.

WOBA implementation can be viewed as effective in its manageable components (orientation, village triggering, awareness raising, mobilisation, latrine construction, latrine payment, subsidy payment) which are implemented incrementally. However, the inconsistent processes across the three provinces visited have resulted in uneven transfer of knowledge and dissemination of information among the CCWC and beneficiaries. Although the idea of assigning responsibility to one agency can be a form of localisation, it could result in risks not identified and mitigated in a timely way and the need for adaptation not understood or implemented. There is also the risk of inadequate progress documentation and lack of transparency, and adequate feedback at the various stages which also affects adaptation.

The range of partners involved directly and indirectly in WOBA's components mean that any evaluation of WOBA needs to be selective and the M&E framework needs to incorporate valid and reliable measures for all components. While the fidelity of the sanitation and water components can be ensured through WOBA's verification process and tracking outputs to ensure timeliness of these WASH outputs, the capacity building activities and degree of engagement of partners in these activities are more difficult to assess unless it is built into the results chain. In addition, dedicated time for reflecting or debriefing before, during, and after each stage of implementation would promote shared learning and improvement along the way. Quantitative and qualitative feedback about the progress and quality of implementation accompanied by regular personal and team

debriefing about progress and experience is important. In this regard, the workshop conducted in June where partner groups meet to share implementation experiences should be evaluated and conducted more regularly.

6. RECOMMENDATIONS

I. To improve effective, inclusive and systematic planning, monitoring and evaluation of WOBA implementation to track progress of activities and outcome indicators, partner accountability, and to identify effective route to achieve goals (all outcomes),

1. Develop and implement appropriate M&E processes and tools, appropriate for tracking GEDSI outcomes, system strengthening outcomes, and private sector outcomes alongside verification of outputs. Indicators and qualitative information should be collected at baseline, throughout implementation to allow EMW to capture and report on these kinds of outcomes (as WOBA desires) in a meaningful way and support adaptive management approaches to implementation results in a timely manner.
2. Identify baseline and establish a system of data collection and reporting of latrine registration, latrine building, latrine verification, payment of latrine costs, subsidies to households and performance incentives to partners at the commune or village levels, DORD, PDRD, CCWC, RSCC, and EMW. This would ensure transparency in financial transactions and accurate recording of latrine.
3. Identify baseline and establish a system of data collection and reporting of water connection registration, water connection, connection verification, payment of water connection fee, subsidies to households at the commune or village level, CWA, water operators, and EMW.
4. Baseline data for latrine should be aggregated from the various MoP data and analysed to report periodically on change in coverage related to WOBA latrines construction.
5. Baseline data for water should be calculated for province, not only by service area of the water schemes in WOBA. This would enable a periodical report on change in water coverage related to WOBA connections consistent with sanitation.
6. Latrines constructed and water connected should be analysed and reported using disaggregated data of gender and types of GESI category at household level and number of people.
7. EMW should continue to engage with the partners institutions with the explicit intention and action plans to contributing to institutional, individual and system changes. This could involve planning and agreeing on indicators of change to be tracked and reported by partners and synthesised by EMW and feedback to partners.

II. To ensure correct and complete information about WOBA is accessible to and understood clearly by all households and CCWC involved in WOBA (outcome 3 and 4),

8. Update the WOBA information package provided to households and CCWC so it has complete information about 1) WOBA project (EMW, DFAT as donor, WfW as the Fund, partners involved), 2) OBA scheme and how it operates, 3) subsidy rates and eligibility, 4)

latrine costs/water connection fees/water tariff rates, 5) types of latrine that can built/water connection availability, 6) steps involved in the WOBA processes, 7) expected costs and financial outlay, 8) benefits, and 9) timeline. The package should have standardised information (item 1 to 6) and case-by-case information (item 7 to 9).

9. Use appropriate style and content in the information package that is suitable for elderly people, persons with disabilities, and illiterate people (e.g. animations, drawings, videos, or pictures).
 10. Communicate the information package to villagers using other modalities like social media and YouTube, and inclusion of younger generations to reach older and less literate ones.
 11. Deliver the information package all CCWC members involved in the program as part of their onboarding to WOBA. This can be through creation of a video and part of onboarding mandatory documents that they have to read and delivered online.
 12. Incorporate questions to test knowledge in the training video and participants must achieve a certain score to pass the WOBA knowledge test before they can start the mobilisation activities. Results of training should be part of EMW's regular monitoring and reporting process.
- III. To promote private sector operators' business skills, financial literacy and management (outcome 2),
13. Revise training package provided to private sector on business skills, financial literacy and financial management. The content should be provided by business experts in WASH sector.
 14. Deliver the training package to each of the private operator involved in the program as part of onboarding to WOBA. This can be through creation of a video or online learning.
 15. Questions or test scenarios could be incorporated in the training and participants have to achieve a certain score to pass the financial knowledge and business skills test.
 16. Conduct regular meetings with private sector operators to discuss barriers, enablers, opportunities and risks in their WOBA activities, and work with them to develop action plans to be implemented and regularly revised.
 17. Record all private sector operators (sanitation companies, masons, construction materials shops, water companies) working in WOBA.
- IV. To enhance capacity building on climate change and adaptation for all WOBA's stakeholders (outcome 1),
18. Develop training package and workshops on climate change, adaptation measures in sanitation and water supply to deliver to all partners. The training content should be developed by climate change experts in consultation with EMW.
 19. Deliver targeted training (online or face to face) to partners, private sector operators, CCWC and households. Assessment of skills and knowledge should be conducted for the training and part of regular EMW's monitoring process.
 20. Establish initiatives for climate resilient technology in sanitation and water, and implement as a pilot or innovation fund to promote climate resilient thinking and practical solutions.

The fund can potentially be sought from WOBA's government partners to encourage sector financing in climate change contributing to system strengthening outcome 1 and 2. While the II grant attends to some issues of climate resilient technology and climate change impacts, an innovation fund can promote practical test and trialability of technologies and improve WOBA's adaptation.

V. To ensure inclusiveness, reach and engagement of women and disadvantaged households (outcome 3),

21. Increase content on WASH and health delivered to households to include contamination, water related diseases, poor infrastructures, scarcity and risks relating to flood/droughts.
22. Continue to deliver WASH and health, hygiene information even if the households have already built latrine or connected to piped water.
23. Deliver education in a targeted way to ensure women can access them, for example not at the time they have to fulfil domestic duties; information on hygiene practices is not the same as information on water filters effectiveness or water testing therefore should be delivered differently; identify networks that women trust or part of to deliver information in addition to the CCWC and female volunteers.
24. Incorporate two-way information sharing from the CCWC or experts and from the women households to allow women to share their knowledge about WASH related issues and promote ownership.
25. Review the use of WOBA's base line data to include both the MoP's ID poor and GESI list and other information.
26. Set aside targeted funding or seek funding from government partners for mobilisers to travel to remote locations to provide WBA information and other awareness raising activities about WASH, COVID 19, MHM.
27. Review appropriate designs and construction options for latrines in challenging environments and price range and subsidy structure. A pilot can be conducted for the prototype and revised subsidy scheme. This is partly addressed in the II grant and would complement the results of this grant in terms of increasing government's support and scale an innovation.
28. Incorporate feedback of beneficiaries about quality of service and products, and experience of WOBA in the verification surveys and use their feedback to improve and adapt the implementation processes.

VI. To promote gender transformative mindset among partners and improve gender empowerment for CCWC women, female volunteers and water operators (outcome 4),

29. Continue with quota for women in the CC and CCWC and look beyond number of women in a committee and their position to understand the extent that they have a voice in decisions and committee outcomes. This should be part of EMW's monitoring framework and include quantitative and qualitative indicators.
30. Incorporate the CCWC in the design, process and feedback at each stage of WOBA processes e.g. at baseline data, at mobilisation, at latrine verification, etc.

31. Although female volunteers were not part of the evaluation, and that the CCWC women interviewed often remitted their incentives back to the beneficiaries, discuss with these women about appropriate reward or recognition of the time and energy that they spent and try to include that in WOBA.
32. Identify existing supportive structure for gender empowerment within the existing structures that WOAB leverages and facilitate discussion that includes both men and women on gender norms, barriers and advantages to CCWC and female volunteers' participation before and during a WOBA activity.
33. Provide leadership skills to several CCWC, and female water operators to promote collective leadership and support the sustainability of their WASH activities.
34. Maintain the level of training provided to CCWC and female volunteers and make sure it does not add to unpaid work and can include range of skills beyond WASH like business skills, conflict management, leadership, climate change, project management. This adds to their capacity of diverse skills, confidence, self-efficacy.
35. Provide access to networks or create networks if they do not exist for CCWC, female private sector operators and volunteers to share their experience and allow them to know and be part of different steps in the WASH service value chain.
36. All capacity building activities should be evaluated as part of EMW's monitoring framework and include quantitative and qualitative indicators for analysis of acquired knowledge, skills, attitude and other forms of change impact assessment. Results should be communicated back to the CCWC with follow up activities.

VII. To improve WOBA's knowledge and sharing on gender and inclusive WASH and contribute to global evidence base (outcome 5),

37. Develop and disseminate learning notes and policy briefs in English and Khmer from various studies conducted by EWM (including this report), reports by CWA, CDPO, to WOBA's partners, and stakeholders, and Cambodia's WATSAN, RUSH and other WASH networks.
38. Develop an online knowledge hub to share updates, information and resources collected from WOBA with WOBA's partners and WASH networks in Cambodia and worldwide.
39. Develop feedback form so that participants to WOBA's training can provide feedback on the content and facilitation of the training and incorporate their feedback into implementation activities.
40. Follow up with partners through regular meetings or survey to assess how they are using these knowledge products and what change has taken place as a result of applying these knowledge products. A good example is the application of the ADP design and technical information.

VIII. Further studies should be conducted to gain better understanding about the emerging findings from this MTR,

41. Conduct a review of WOBA's OBA payment process to ensure accuracy, transparency of the performance incentives payment, subsidies payment, latrine construction and water connection payment. The review could establish internal control procedures and guidelines as an accountability mechanism for WOBA and beyond WOBA.

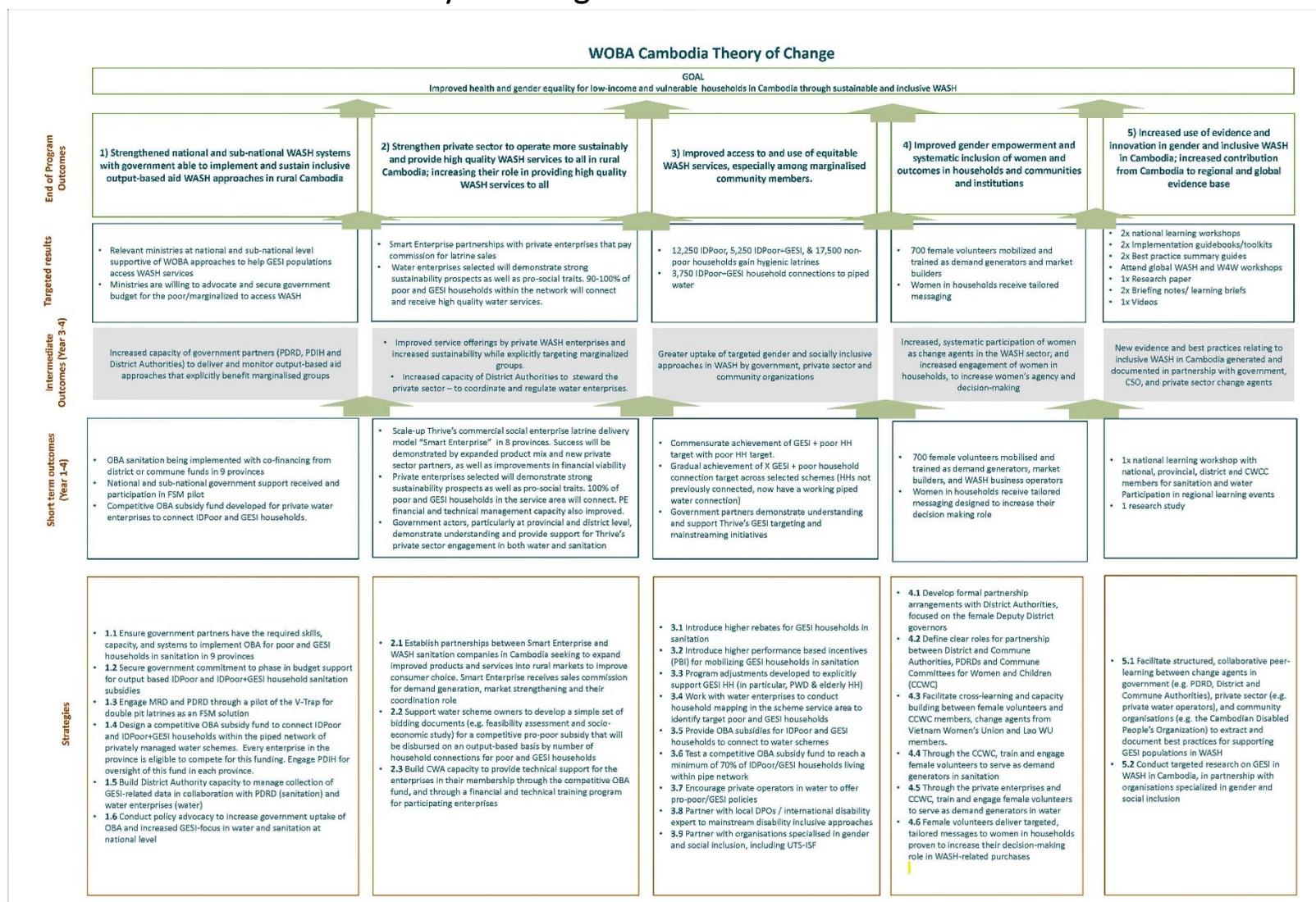
42. Conduct a study on gender equality and women's empowerment with female water operators, female volunteers, CCWC, and other partners to 1) assess the effectiveness of WOBA in advancing equality and women's empowerment, 2) contribution of different actors to the process of change, and 3) identify areas where capacity building is needed among partners.
43. Conduct a study on financial health of WOBA's private sector sanitation suppliers and water operators to assess and identify factors contributing to economic viability. Without trust in the private sector's financial sustainability, further investments, and particularly those into less viable areas, long term private sector engagement for rural marginalised communities are not likely to become a reality.

ANNEX 1. Standard 5: Independent Evaluation Plans¹⁴

- 5.1 The evaluation plan is based on a collaborative approach
- 5.2 The primary intended users of the evaluation are clearly identified, and their evaluation needs are described
- 5.3 The purpose and/or objectives of the evaluation are stated
- 5.4 A summary is provided to orient the reader to the overall evaluation design
- 5.5 Limitations or constraints on the evaluation are described (e.g. time frame; resources; available data; political sensitivities)
- 5.6 The Key Evaluation Questions are supplemented by detailed descriptions and/or sub questions
- 5.7 It is clear which questions are considered to be of higher priority and are expected to provide the most important information
- 5.8 There is sufficient flexibility to be able to address important unexpected issues as they emerge
- 5.9 The methods to collect data are described for each question (or related questions)
- 5.10 The proposed data collection methods are appropriate for the questions posed
- 5.11
Triangulation of data collection methods is proposed to strengthen the confidence in the findings
- 5.12 The sampling strategy is clear and appropriate for the evaluation questions posed
- 5.13 The plan describes how data will be processed and analysed
- 5.14 The plan identifies ethical issues and how they will be addressed
- 5.15 The process for making judgments is clear
- 5.16 Approaches to enhance the utilization of findings are outlined (if this has been requested in the terms of reference)
- 5.17 The evaluation plan provides guidance on scheduling. The final schedule (if attached) reflects adequate time to answer the posed evaluation questions
- 5.18 The allocation of evaluation tasks to team members is clearly described (i.e. data collection, processing and reporting)
- 5.19 The plan for publication of the final evaluation report is documented

¹⁴ DAFT Standard 5: Independent Evaluation Plan

ANNEX 2: WOBA Cambodia Theory of Change



ANNEX 3: Evaluation focus areas, key evaluation questions, data methods and analysis

Evaluation focus areas of inquiry	Key evaluation questions and scope	End of program outcomes	Data collection method	Data analysis
Context	<p>1.To what extent has WOBA aligned with the Cambodian government’s policies in WASH in rural Cambodia?</p> <p>5 ii. Is the approach of co-financing leading towards institutionalisation of OBA approach in government systems?</p> <p>7i. What factors contribute to WOBA’s impacts and what is likely to undermine sustainability of positive changes?</p>	1,2,3,4	<p>Document review</p> <p>Interviews</p> <p>Focus groups</p> <p>Document review</p> <p>Interviews</p> <p>Focus groups</p> <p>Survey</p>	<p>Qualitative content analysis</p> <p>Thematic analysis</p> <p>Comparative analysis</p> <p>Qualitative content analysis</p> <p>Thematic analysis</p> <p>Descriptive statistics</p>

<p>Partnership and systems strengthening</p>	<p>2i. Are the program’s governance structure and implementation arrangements appropriate and proportionate to the outcomes sought?</p> <p>5.To what extent has WOBA Cambodia strengthened the capacity of national and sub-national WASH systems to implement and sustain inclusive OBA WASH approaches in rural Cambodia – achieved through government co-financing?</p> <p>5i. What is the nature of the project’s engagement with government partners and how effective is it?</p> <p>5 ii. Is the approach of co-financing leading towards institutionalisation of OBA approach in government systems?</p> <p>6. To what extent has WOBA effectively engaged private sector operators in delivering WASH services for the poor and GESI communities?</p> <p>7i. What factors contribute to WOBA’s impacts and what is likely to undermine sustainability of positive changes?</p>	<p>1,2,3,4</p>	<p>Focus groups Interviews Survey</p> <p>Focus groups Interviews Survey</p> <p>Interviews Document review Interviews Focus groups Survey</p>	<p>Thematic analysis Descriptive statistics</p> <p>Qualitative content analysis Thematic analysis Descriptive statistics</p> <p>Thematic analysis Comparative analysis Qualitative content analysis Descriptive statistics</p>
<p>Implementation of OBA approach, and capacity training on OBA and GESI contexts</p>	<p>2.To what extent has WOBA Cambodia delivered its two objectives in an effective and efficient way?</p> <p>2ii. How has WOBA Cambodia’s operational monitoring and verification arrangements affected the quality of outputs delivered and outcomes achieved?</p>	<p>1,2,3,4</p>	<p>Focus groups Survey Interviews</p>	<p>Thematic analysis Descriptive statistics Comparative analysis</p>

	<p>2iii. Has WOBA Cambodia sufficiently identified and managed program and non-program risks that can affect its outputs and outcomes achieved?</p> <p>2iv. Has WOBA allocated enough resources and technical expertise allocated to implement appropriate capacity development strategies that are responsive to the needs of different beneficiaries and stakeholders?</p> <p>2v. To what extent do partners, stakeholders and beneficiaries know about WOBA and its mode of market-based OBA delivery?</p> <p>7i. What factors contribute to WOBA's impacts and what is likely to undermine sustainability of positive changes?</p>		<p>Document review</p> <p>Interviews</p> <p>Focus groups</p> <p>Survey</p>	<p>Qualitative content analysis</p> <p>Thematic analysis</p> <p>Descriptive statistics</p>
<p>Empowering women by building capacity and profile of Women's Union</p>	<p>4.To what extent has the WOBA's approach to gender empowerment through the involvement of CCWC has resulted in greater understanding of gender issues and improved gender empowerment for CCWC and other stakeholders?</p> <p>4i. To what extent has there been greater understanding of gender issues and women's empowerment among partners and stakeholders?</p> <p>4ii. To what extent has WOBA effectively engaged the CCWC in delivering WASH services for the poor and GESI communities?</p> <p>4ii.To what extent has the CCWC women been empowered to become change agents in their communities and leaders in the WASH sector?</p>	<p>3</p>	<p>Interviews</p> <p>Focus group</p> <p>Monitoring information</p>	<p>Thematic analysis</p> <p>Comparative analysis</p>

	4iv. How has gender analysis been incorporated in the monitoring, verification, and learning activities?			
Inclusive access for poor and GESI households	<p>3.To what extent is WOBA’s approach inclusive and is reaching the poor and marginalised communities in rural Cambodia to address their WASH needs?</p> <p>3i. Have the OBA subsidies been effective in reaching the poor and GESI-poor households in both sanitation and water supply?</p> <p>3ii. To what extent is there ownership of the results among the program’s targeted beneficiaries, particularly the poor/GESI households?</p>	3	<p>Interviews</p> <p>Focus group</p> <p>Monitoring information</p>	<p>Thematic analysis</p> <p>Comparative analysis</p>

ANNEX 4: Sampling procedure and list of participants

1. Sampling procedure

	Stakeholder /Beneficiary groups	Sampling frame	Method of recruitment	Persons responsible	Deadline
<p>Phase 2. Focus groups to be conducted at 3 districts:</p> <ul style="list-style-type: none"> • Kampong Trabek district (Prey Veng) • Kravanh district (Pursat) • Chhlong district (Kratie) 	<ul style="list-style-type: none"> • MRD • PDRD • CWA • District Authorities • DCWC • CCWC • Village leaders 	<p>4 focus group discussions with partners comprising 1 national and 3 provincial levels.</p> <p>The national FGD include the following representatives:</p> <p>* 6 participants comprising 2 from PDRD, 2 from MRD, 1 from DORD, 1 from CWA</p> <p>The provincial FGD include</p> <p>*Group 2: 11 participants comprising 1 DORD focal point, 2 commune focal points, 2 CCWC, 2 district committee for women (1 deputy chief in charge of WASH and 1 female focal point), 4 village leaders (2 from 2 villages).</p>	<ol style="list-style-type: none"> 1. Evaluation team prepares agenda for focus groups (including purpose, time/date, district, activities and topics to be discussed) 2. Program team issues invitation letter containing the agenda of the focus groups to invite potential participants. 3. Program team follows up on invitation with the invited participants by phone 4. Program team creates list of participants who have agreed to attend the focus groups. 	<p>Lien</p> <p>IV</p> <p>IV</p> <p>IV</p>	<p>3 Feb</p> <p>4 Feb (1 week before focus group to be conducted)</p> <p>8 Feb</p> <p>8 Feb</p>

Phase 3. Semi-structured interviews with beneficiaries	<ul style="list-style-type: none"> •ID Poor 1 and 2 •GESI •ID Poor 1 and 2 plus GESI 	30 beneficiaries in total with 10 from each province.	1. Program team supplies list of beneficiaries that built latrines and connected water.	Karona	4 Feb
		The sample of 30 comprises:	2. Program team works with partner at village level to review the list and select the villages to conduct the interviews. Selection of the villages is based on access for travel and timeliness of the conduct of interviews	IV	5 Feb
		<ul style="list-style-type: none"> • 10 from Poor ID 1&2 • 10 from GESI • 10 from Poor ID 1&2 plus GESI 	3. Evaluation team selects the households to be interviewed from the list of selected villages to create the list of households to be interviewed. Selection is based on the sampling frame.	Lien	8 Feb
		The sample of 30 comprises 15 males and 15 females.	4. Program team sends list of selected households to inform the partner about the selected households.	IV	9 Feb
			5. Partner makes appointment with the households to be interviewed 1 week before.	Partner, IV to check that appointment is scheduled.	10 Feb – 12 Feb
Phase 4. Semi-structured interviews with women CCWC	Women CCWC at district and commune levels	21 women CCWC comprising 7 women from each province.	1. Program team requests district partner to send a list of CCWC women from 4 communes	IV	5 Feb

			<p>2. Program team identifies potential CCWC women to take part in the interviews based on their involvement with WOBA</p> <p>3. Evaluation team selects the 21 women CCWC from the list of potential participants</p> <p>4. Program team invites CCWC to participate in the interviews</p>	<p>IV</p> <p>Lien</p> <p>IV in consultation with partner</p>	<p>8 Feb</p> <p>10 Feb</p> <p>12 Feb (Lien to finish interview guide by 9 Feb)</p>
Phase 5. Semi-structured interviews with private sector water operators in Prey Veng and sanitation suppliers in Kratie	<ul style="list-style-type: none"> • Representatives from private water operators • CWA women • Private sanitation supplier 	<p>4 informants comprising:</p> <ul style="list-style-type: none"> • 1 rep from 1 water operator in Prey Veng • 1 CWA person who works with the water operator in Prey Veng • 2 reps from 2 sanitation suppliers in Kratie 	<p>1. Program team works with CWA to invite 1 rep from Prey Veng.</p> <p>2. Program team invites CWA</p> <p>3. Program team invites reps of sanitation supplier</p>	<p>IV</p> <p>IV</p> <p>IV</p>	<p>11 Feb</p> <p>11 Feb</p> <p>12 Feb</p>

2. List of beneficiaries interviewed

HHs Name	Sex	Poor 1	Poor 2	Poor has Widowe head of Family	Poor has Disability	Poor has elder 65 years old	Poor has child under 5 years old
ដួប នៅ	Female	1		1			
ហែម រ៉ុ	Male	1			1		
គុយ សុខ	Male	1					
យស ស៊ុន	Male	1				1	
ឡូ វេន	Male		1			1	
កែវ ស៊ុន	Female	1		1			
ថោង ប្រាមុនី	Female	1		1			
ប្រុង ឈ	Male	1					1
ជុំ ជន	ប	1					
សុខ ជា	Female		1	1			
ម៉ូវ កាល	Male		1				
ទេព្យ ចាន់មុនី	Male		1				1
យុគ អេន	Female		1	1			
ស្វាយ ជា	Male		1				1
ស្វាយ ឡា	Male		1				1
កាន់ ផ្រៃ	Male		1				
ប៊ុច រឹម	Male		1				
ផូ ពៅ	Female	1		1			
មាស ប្រុស	Male		1				

អៀម សារ៉ុ	Female	1		1			
វ៉ែន គឿន	Female	1					1
ប៊ូ ប៊ុន	Male	1					1
វ៉ែន វ៉ែ	Female		1	1			
អ៊ុន អឿន	Male	1					
សយ យ៉ែន	Male	1			1	2	
ប៊ុន វ៉ាន់ឌី	Female	1		1			
ហ៊ុន ម៉ាន់	Male	1				2	
Chhin Kim							
They Thou							
Khin Pha							

3. List of participants in Focus Group Discussion (National level)

Key Persons	Roel and organisation
Mr. Khon Lydo	Deputy Director of MRD
Ms. Kong Sopha	WASH officer of PRDR Prey Veng
Mr. Sin Bory	WASH officer of DORD Kampong Trabaek
Mr. Hai Mith	Chief WASH officer of PDRD Kratie
Chheang Setha	WASH officer of DORD Kratie
Mr. Mao Sokchea	Deputy Director of PDRD
Mr. Lim Minh	CWA Program Manager
Ms. Eng Ratha	Private Water Operator Owner
Mr Phuong Than	Private sector supplier

4. List of participants in Focus Group Discussion (Kratie province)

Name	Role and organisation
Chin San	CC Member
Kong Yi	CC Member
Srey Sou Sivutha	CCWC
Ms. Horn Samhao	CCWC
Karim Lep	Chief of CC
Tam Sles	Chief of CC
Mrs. Rith Pralerng	Deputy Chief of Sambo district
Mr. Man Toloas	Village Chief, Chherteal Phlos village
Ms. Min Samros	Village Leader, L'Vea Thom village

5. List of participants in Focus Group Discussion (Pursat province)

Name	Role and organisation
Mr. Khieu Chon	CC Member
Mr. Phan Pen	CC Member
Mrs. Keo Chenda	CCWC
Mrs. Ngin Phoeun	CCWC
Mrs. Pich Srey Sophal	Deputy Chief
Mrs. Bo Rany	Deputy Chief of Talou Senchey District (DCWC)
Mr. Long Socheat	District Chief
Ms. Em Saim	Village Leader of Boeng Kak village
Mr. Phean Harm	Village member of Boeng Kak village

6. List of participants in Focus Group Discussion (Prey Veng province)

Name	Role and organisation
Mr. Yim Noeun	CC Member
Mr Lach Vanny	DCWC District Committee female focal point
Mr. Heng Sarat	Village leader
Mr. SamUn Sony	District Deputy Chief
Mr. Lim Pheng	CC's Chief

7. List of CCWC women interviewed

Name	Province
Neang Narorn	Kratie
Hong Song Haov	Kratie
Eisa Eitey Prek	Kratie
Phan Sophap	Kratie
Seang Simeoun	Kratie
Srey Lang	Kratie
Ms. Srey Sou Sivutha	Kratie
Chan Sophy	Prey Veng
Tith Sohea	Prey Veng
Ros Eab	Prey Veng

Meas Pisey	Prey Veng
Vorng Saphorn	Prey Veng
Ngaem Neang	Prey Veng
Mrs. Khorn Srey Neang	Pursat
Mrs. Ngin Phoeun	Pursat
Mrs. Keo Chenda	Pursat
Mrs. Phat Sokhorn	Pursat
Mrs. Chhim Sopheak	Pursat
Mrs. Chhorn Sophea	Pursat
Mrs. Pich Srey Sopal	Pursat

8. List of private operators and CWA representative interviewed

Name	Role and organisation	Province
Mr. Minh Lim	CWA Program officer	Phnom Penh
Mr. Phoung Thorn	Director of Sanitation Supplier RSCC	Pursat
Mr. Heak Englay	Owner of Kampchay Mear Water Scheme	Prey Veng
Mr. Keo Kol	Sanitation Supplier	Kratie

ANNEX 5: Evaluation Schedule

MTR Field work: 7 February - 7 May 2021

Draft Report: 5 July 2021

Final Report: 6 August 2021

Deliverable	Person in charge	Time frame
TOR for recruiting consultants	Lien Pham, Kim Hor	Dec 2020
Recruiting consultants	Lien Pham	10 Feb 2021
Sampling for field work	IV Bunthoeun, Karona	1 Feb 2021
Data collection instruments	Lien	Feb 2021
Field work data collection	Len Ang, with support from IV Bunthoeun	18 Feb – 19 Mar 2021
Transcribe interviews and FGDs	Len Ang	7 May 2021
Data analysis of FGDs, interviews with beneficiaries, CCWCs, private sector operators and CWA	Len Ang/Lien Pham	8 May – 10 June 2021
Data analysis of partner survey responses	Lien Pham	1 June 2021
Collect monitoring indicators	IV Bunthoeun, Karona Sdoeung, Kim Hor	25 June – 5 July 2021
Review of Cambodian policy documents	Lien Pham	30 April 2021
Comparative analysis of all phases and monitoring indicators	Lien Pham	15 – 30 June 2021
Draft report	Lien Pham/Len Ang	5 July 2021
Field work findings presentation	Len Ang/ Lien Pham	9 July 2021
Final report	Lien Pham	6 August 2021
Dissemination of final report	Lien Pham, Kim Hor	6 August 2021

ANNEX 6: Key WOBA Cambodia program documents for Phase 1 document review

- National Action Plan I: Rural Water Supply, Sanitation and Hygiene 2014–2018.
- National Action Plan II: Rural Water Supply, Sanitation and Hygiene 2019–2023
- National Strategy for Rural Water Supply, Sanitation and Hygiene 2011–2025

ANNEX 7: Phase 2 Focus Group Discussion question guide

Introduce yourself to the group.

Explain the purpose of the focus group discussion: To seek opinions of WOBA partners and stakeholders about WOBA's partnership approach and processes.

Explain the focus group activities: Two components

1. Focus group discussions. You will ask some questions and the group will respond. About 1 hour and 45 minutes to 2 hours.

2. After the focus group discussion ends, participants will be invited to complete a short survey (paper or digital) individually. The survey will take about 15 minutes to complete

Set some rules for focus group discussion: Take turn to talk. Respect each other's point of view. Make the participants feel comfortable. Assure them that their responses will help to improve the program, and there are no right or wrong answers. Frank and respectful opinions are valued.

1. Please introduce yourself to the group. Prompt:

- Which department are you from?
- How long have they been involved with WOBA?

2. a. How would you describe WOBA or its implementation? Prompt: is it OBA, results-based development program, charity to support the poor etc.

b. Is there a strong need for WOBA? Why or why not? How does WOBA fill current gaps in the WASH sector?

3. a. WOBA operates on a partnership structure which each partner (you) plays an important role in. What are some of the uniqueness of WOBA's partnership approach?

b. What are the advantages or disadvantages of the WOBA partnership approach compared to other programs that you know in relation to WASH service delivery?

4. How has this partnership structure helped you and your organisation in implementing/mobilising WOBA? Prompt the group to think about:

- Their activities in WOBA e.g. in terms of baseline data collection, funding, mobilising, results checking?
- Their leadership role in WOBA processes and committees
- Their decision making in WOBA in the partnership process. Is it shared decision making or more directive?
- Are there any bottle necks or missing stakeholder groups that could allow for better decision making?

5. How does this partnership approach contribute to policy & strategy in WASH in Cambodia?
Prompt:
- In relation to NAP 1 and 2
 - In relation to PAP 1 & 2
 - In relation to national COVID 19 response strategy
6. How does the WOBA partnership processes promote roles and responsibilities between government departments and the private sector operators?
7. Do you feel your partners and colleagues in your organisation who are involved with WOBA share the values of OBA and market-based WASH programs?
8. Do you feel this partnership approach and its processes inclusive? In which way are the processes inclusive? Prompt:
- bringing different perspectives into dialogues
 - selecting poor/GESI households to the program
9. One WOBA's main processes is providing training and information to help partners gain knowledge and skills in implementing WOBA. How has the training met your needs? Prompt:
- Your knowledge and attitude about gender equality and social inclusion in general
 - Your knowledge about health, water, sanitation, hygiene, and impact on health
 - Your knowledge and skills in delivering OBA in WASH for poor/GESI households
 - Your belief in your own capacity and capacity of your organisation to deliver WASH services to achieve WOBA goals
10. What are some challenges you have encountered in the WOBA partnership processes? Are these challenges particular to WOBA project or generally in the sector?
11. a. What are some ways that WOBA has met the needs and vulnerabilities of poor GESI households are met through WOBA? Prompt: E.g. improved access to services? Reduced wait times? Help with self-management? Reduced travel time and expense?
- b. Should WOBA be changed in any way to better meet the needs and vulnerabilities of poor/GESI households?
- c. What kind of policies, regulations, or guidelines do you think (at national or subnational levels) influence the ability of WOBA to reach poor GESI households in the long term?

Focus group questions end. Thank all the participants for participating in the focus group.

Distribute the survey (paper or link) and ask them to complete the survey. Collect the paper survey.

Thank all participants for completing the survey.

ANNEX 8: Semi-structured interview guide for interviews with beneficiaries

Introduce yourself to the interviewee. Explain the purpose of the interview: to find out how WOBA has helped to meet their needs in WASH. Make them feel comfortable, and assure them that their responses will help to improve the program, and there is no right or wrong answers. We value frank and honest opinions.

1. Tell us a little bit about yourself and your family. Prompt:
 - How long have you lived here?
 - What do you do to earn a wage?
 - How many people do you support with your wage?
 - Who lives here with you? Prompt: anyone who is elderly, has a disability, single parent, and female head of household
2. a. I want to know what it is like for you and your family to live in rural areas and challenges you face in relation to WASH. Can you share with me some of the problems that you or a member of your household personally face? Prompt: lack of access to safely drinking water, to ash hands, etc.

b. Can you give me a specific example of the problem that you encountered?
3. Are these problems relate to environmental issues like flood, drought, natural disasters, or climate change? Can you give me a specific example?
4. a. Do you think these problems are unique to your own household, or are they also problems that people in your village face?

b. Are these problems different across communes or districts?
5. How do you cope with or adapt to these problems? Prompt: Use the specific example that the interviewee gives in question 2 and 3, and asks them how they cope with it.
6. a. How did you know about WOBA or EMW? Prompt: did you receive the household messaging? Did you attend the village meetings?

b. Do people in your village generally know about WOBA? Please explain.
7. a. Can you describe WOBA? Prompt: is it OBA, results-based program, charity to support the poor etc.

b. What are some of the advantages that WOBA has compared to other programs that you know in relation to WASH service? What are some of its disadvantages?
8. Tell me about your experiences with WOBA. Prompt:
 - Who did you meet?
 - What did you do?

- How did you gain information about WOBA?
 - Were there any problems that you faced e.g. rebate payment, product delivery etc?
9. a. Why did you decide to build a latrine or connect to water scheme through WOBA?
- b. Did you make decision on your own or with someone in your family?
- c. What were some of the issues that you had to consider before deciding to build latrine?
- d. What were some issues that prevented you from building a latrine sooner (i.e. before WOBA)?
10. What have you done differently, if anything, since you constructed the latrine, or connected to water scheme, or received the household messaging on WASH?
- 11.a. In what ways has WOBA lessened some of the problems that you faced in relation to WASH (refer to specific problem they provided in Question 2 and 3 above)? Prompt: e.g. improved access to services? Reduced wait times? Help with self-management? Reduced travel time to get water?
- b. Are there any unintended benefits or harms because of WOBA?
- 12.a. WOBA operates on a subsidy basis to help poor GESI people to have access to WASH that they otherwise might not have the opportunity to do. Do you think this is a good model to get people like yourself to build latrines or connect to water scheme in the long term?
- b. What other financial or other incentives could help households like yours to build latrine or connect to water? Please explain how these incentives could help you and your family specifically.
- 13.a. Do you think WASH service is something that the household is responsible for or is it something that the government or private sector should support households?
- b. What other services or assistance do you feel can be usefully provided by the government or private sector to support rural communities in WASH?

ANNEX 9: Semi-structured interview guide for interviews with Women's Union members

Introduce yourself to the interviewee.

Explain the purpose of the interview: To understand the extent that WOBA's female-led partnership structure with CCWC women as the key mobiliser has empowered the CCWC women to become change agents in bringing WASH services to those in needs, and improving gender equality and social inclusion in the sector.

1. Tell us about yourself. How long have you been with CCWC?
2. Can you describe how you got involved with EMW and the processes of working with EMW in WOBA. Prompt:
 - How long ago?
 - Who are your partners and what are your relationships with them?
 - What are your roles and responsibilities?
 - What motivates you to work with EMW in the WOBA project?
3. a. What do you know about WOBA or its implementation? Prompt: is it OBA, results-based program, charity to support the poor etc.
 - b. Do you think WOBA is effective in your commune? Why or why not?
 - c. Is there a strong need for WOBA? Why or why not? How does WOBA fill current gaps in the WASH sector?
 - d. What are some of the advantages that WOBA has compared to other programs that you know in relation to WASH service delivery? What are some of its disadvantages?
4. One WOBA's main processes is providing training and mentoring to CCWC women to help them in implementing WOBA. Can you describe some of the training and mentoring that you received?
5. Do these training meet your training needs and informational needs to deliver WASH services? Can you explain? Prompt:
 - What are the positive aspects of planned training?
 - What is missing?
 - What kind of continued training is planned?
 - What kinds of information and materials about WOBA have already been made available to you?
 - Has it been timely? Relevant? Sufficient?
 - Who do you ask if you have questions about the intervention or its implementation? How available are these individuals?

6. What other activities can be provided to the CCWC women to help you implementing WOBA
7.
 - a. Do you think the OBA model is a good model and processes to get poor GESI households in rural areas to build latrines or connect to water scheme in the long term? Why?
 - b. Do your partners and CCWC colleagues share the values of OBA and market-based WASH programs?
 - c. What financial or other incentives could help to motivate and support poor GESI households to build latrine or connect to water? Why?
8. One of WOBA's core strategy is implementing a female structure in its partnership arrangement. How has this structure helped you in implementing WOBA? Prompt: think about
 - your activities in WOBA
 - your leadership role in WOBA processes and committees
 - your decision making in WOBA have been supported through these processes, committees. Is it shared decision making or more directive?
9.
 - a. To what extent do you think your colleagues at CCWC and other partners who are involved with WOBA are aware of the needs and preferences of the poor/GESI households for WASH?
 - b. What is the general level of receptivity in CCWC to implementing WOBA? Why? How does that influence your participation in WOBA, particularly in taking on market-based approach to WASH?
10. What are some of the challenges that you have encountered in implementing WOBA? Are these challenges particular to WOBA project or generally in the sector?
11. How has your participation with WOBA changed you personally? Prompt: think about
 - Your knowledge and attitude about gender equality and social inclusion in general
 - Your knowledge about health, water, sanitation, hygiene, and impact on health
 - Your knowledge and skills in delivering OBA in WASH for poor/GESI households
 - Your belief in your own capabilities to deliver WASH services to achieve WOBA goals
12. What are some of the changes you have observed as a result of implementing WOBA? Prompt: think about
 - your access to employment, income, careers, or other economic opportunities
 - access for women in the households to employment, income, careers, or other economic opportunities
 - capacity of WASH utilities to deliver WASH services that could benefit both men and women equally, or to be able to consult with women and men to respond to women's priorities
13.
 - a. Can you describe specific examples where you felt the needs and vulnerabilities of poor GESI households are met through WOBA? Prompt: E.g. improved access to services? Reduced wait times? Help with self-management? Reduced travel time and expense?

b. Should WOBA or CCWC's role in WOBA be changed in any way to better meet the needs and vulnerabilities of poor/GESI households?

c. What kind of policies, regulations, or guidelines do you think (at national or subnational levels) influence the ability of WOBA to reach poor GESI households in the long term?

Interview ends. Thank the interviewee.

ANNEX 10: Phase 5. Interview question guide for interviews with private sector operators and CWA member

Introduce yourself to the interviewee. Explain the purpose of the interview: to find out the processes of private sector engagement in WOBA and how this process has helped suppliers and water operators to provide WASH service to poor/GESI households. Make them feel comfortable, and assure them that their responses will help to improve the program, and there is no right or wrong answers. We value frank and honest opinions.

1. Tell us about yourself and your business. Prompt:
 - What does your organisation do? Which markets? Which customers?
 - How long have you been with this organisation and in this role?
2. Can you describe how you got involved with EMW and the processes of working with EMW in WOBA? Prompt:
 - How long ago?
 - Who are your partners and what are your relationships with them?
 - What are your roles and responsibilities?
3. a. Can you describe what the WOBA project is about? Prompt: is it OBA, results-based program, charity to support the poor etc.
- b. What are some of the advantages that WOBA has compared to other programs that you know in relation to WASH service? What are some of its disadvantages?
4. What motivates you to work with EMW in the WOBA project?
5. WOBA's main core is to support GESI poor households to build latrines or connect to piped water system.
 - a. Through your involvement with WOBA, what have you learnt about gender equality and social inclusion in general?

Is the GESI/poor group a viable customer group for private sector business in the long run? Why and why not?

 - b. What else can be done to encourage more private sector operator to provide WASH services for marginalised communities?
6. WOBA takes on a partnership approach where we partner with the government and the private sector operators like yourself to sell WASH products at a subsidised rate. How important do you think a public-private partnership approach is in providing WASH delivery for the GESI/poor households specifically, and households in rural Cambodia generally? Prompt: Please explain more. Can you clarify? What do you mean?

7. a. How has WOBA helped you to develop your organisation's business e.g. access to a new market of customers, new products, new technology?
b. Please give a concrete example.
8. a. Can you describe some of the ways in which you have been supported by EMW to develop your knowledge and skills in running a WASH business for the poor/GESI? Prompts: e.g. developing a business plan, developing suitable products for persons with disabilities, follow up on customer satisfaction.
b. Please give specific examples of the training, mentoring, or coaching that you received through WOBA and how that has helped you.
9. What other training, learning, or coaching activities do you think can be provided to help you and your business in providing WASH services to the poor/GESI households?
- 10.a. What changes have you personally made in your organisation as a result of your participation with WOBA?
b. Why did you make these changes? What benefits or effects do think they might have for you and your business in the short term and long term?
11. What are some of the challenges that you and your organisation have encountered in providing WASH services in WOBA? Are these challenges particular to WOBA or generally in the sector?
- 12.a. What are some things that have been helpful for you and your organisation to provide WASH services to the poor/GESI? Prompt: household messaging on WASH, village meetings, performance incentives, etc.
b. How might these things be enhanced at a sector or policy level so more businesses like yours can enter and stay in the market?
- 13.a. What is the one most difficult thing for you personally in WOBA?
b. What is the most rewarding thing for you personally?
14. Is there anything you would like to change about the way WOBA has been implemented? Why and why not?
15. If you are responsible for setting policy, what would be one thing that you would implement to engage the private sector in rural WASH in Cambodia?

Interview ends. Thank the interviewee.

ANNEX 11: WOBA's monitoring indicators

Latrine:

1. Latrines constructed as of June 2021.
2. Rebate list for latrines constructed as of June 2021.
3. Performance incentive for latrine as of June 2021.
4. Baseline data for latrine (only available so far for 4 provinces Kampong Chamg, Prey Veng, Kampot, Tboung Khmum).

Water:

5. Water connections as of June 2021.
6. Base line data for water (only for service areas of the 11 water operators involved in WOBA)

COVID 19

7. Handwashing devices and hygiene promotion as of June 2021.
8. MHM training by provinces.

Annex 12: Partnership survey

East Meets West Foundation (EMWF) values the feedback of all partner organisations and uses this information to make sure that these relationships are as mutually beneficial as possible.

We would like to ask you some questions about your experience working as a partner in the Women-Led Output-Based Aid (WOBA) Cambodia Project.

Please be as open and honest as possible. The survey should only take 10 minutes to complete.

Your individual responses will be attributable to your organisation but will only be used for internal reporting of the Mid-Term Review of the WOBA Cambodia Project and will never be disclosed to any third parties. Non-identifiable and aggregated data will be used for publishing and reporting purposes in order to demonstrate WOBA Cambodia's impact and share learnings. Please try to answer all questions on behalf of your organisation.

By completing this survey, you agree for EMWF to collect your responses for the purposes outlined above.

PART A. PARTNERSHIP

1. Please indicate the extent to which you agree or disagree with the following statements about the **nature** of your organisation's partnership with EMWF in the WOBA Cambodia Project

	Strongly Disagree	Disagree	Neither agree nor disagree	Agree	Strongly Agree
The partnership is mutually beneficial					
Our organisation has an equal voice in the partnership					
Our partnership is built on a shared vision of WOBA					
Trust has been built between EMWF and our organisation through this partnership					
The overall level of communication with EMWF is satisfactory					
EMWF shares its resources with our organisation (include monetary and non-monetary resources such as skills, training, mentoring, use of building etc)					
The overall decision making process in the partnership is satisfactory to implement WOBA activities efficiently					

2. Please indicate the extent to which you agree or disagree with the following statements about the **outcomes** of your organisation’s partnership with EMWF in the WOBA Cambodia Project

	Strongly Disagree	Disagree	Neither agree nor disagree	Agree	Strongly Agree
The partnership has had a positive impact on our organisation					
The partnership has had a positive impact on WOBA’s beneficiaries					
The partnership has increased our organisation’s capacity to contribute to Cambodia’s policy and strategy of WASH					
We would partner with EMWF again on a mutually beneficial project					
We would partner with EMWF again on a project that contributes to Cambodia’s policy and strategy of WASH					
We would partner with EMWF again on a project that contributes to providing WASH services to marginalised communities					
There are clear arrangements in place for monitoring and reviewing how the partnership itself is working					

3. Please indicate the extent to which you agree or disagree with the following statements about **how your organisation views the WOBA** project

	Strongly Disagree	Disagree	Neither agree nor disagree	Agree	Strongly Agree
WOBA has a positive influence on mainstreaming gender and social inclusion in society					
WOBA advocates on gender and social inclusion issues that concern and impact communities					
WOBA promotes an inclusive approach in delivering WASH services					

EWMF has a good overall reputation in the WASH sector					
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PART B. PARTNERSHIP CONTINUUM

The following questions ask you to rate various aspects of the WOBA partnership on a scale from 1 to 10. Please choose the number which best reflects your response to each statement. There are no ‘correct’ or ‘better’ responses.

4. On a scale of 1 to 10 where ‘1’ is low and ‘10’ is high, how would you describe the level of engagement between your organisation and EMWF in the WOBA project? (e.g. just receiving a monetary donation is low)

LOW HIGH

1 2 3 4 5 6 7 8 9 10

5. On a scale of 1 to 10 where ‘1’ is peripheral and ‘10’ is central, how would you rate the importance of your organisation’s mission to that of EMWF in the WOBA project? (e.g. no alignment of mission with EMWF would be peripheral)

PERIPHERAL CENTRAL

1 2 3 4 5 6 7 8 9 10

6. On a scale of 1 to 10 where ‘1’ is low and ‘10’ is high, how would you classify the value of resources your organisation has received from EWMF through WOBA project relative to some of your other institutional partners? (include monetary and non-monetary resources such as skills, training, mentoring, use of building etc)

LOW HIGH

1 2 3 4 5 6 7 8 9 10

7. On a scale of 1 to 10 where ‘1’ is narrow and ‘10’ is broad, how would you rate the scope of activities in your partnership with EMWF in the WOBA project? (e.g. a single activity would be narrow compared to the partnership having several activities)

NARROW BROAD

1 2 3 4 5 6 7 8 9 10

8. On a scale of 1 to 10 where ‘1’ is infrequent and ‘10’ is intensive, how would you describe the interaction level between your organisation and EMWF in the WOBA project?

INFREQUENT INTENSIVE

PART D. BACKGROUND INFORMATION

15. Which organisation are you from?

- Ministry of Rural Development
- Provincial Department of Rural Development
- District Administrations
- District Offices of Rural Development
- District Committee for Women and Children
- Cambodia Water Association
- Commune Council
- Commune Council for Women and Children
- Village chief
- Deputy chief
- Private sector
- Other. Please write the name of your organisation_____

16. Which organisations do you work with in the WOBA project? Please select ALL that apply.

- Ministry of Rural Development
- Provincial Department of Rural Development
- District Administrations
- District Offices of Rural Development
- District Committee for Women and Children
- Cambodia Water Association
- Commune Council
- Commune Council for Women and Children
- Village chief
- Deputy chief
- Private sector
- EMWF
- Other. Please write the names of the organisations_____

17. What are your main activities in the WOBA project?

18. What is your sex?

- Male
- Female
- Prefer not to say

Thank you for completing the survey. We really value your input and if you have any questions or comments about the survey or would like to give further feedback, please contact Dr Lien Pham, Director of Research and Evaluation at East Meets West Foundation: lien.pham@eastmeetswest.org.

END SURVEY