



CIVIC CHAMPIONS 2015-16 SCALE-UP

Evaluation



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Executive Summary

As part of its exit strategy from direct facilitation of the sanitation market in rural Cambodia, WaterSHED developed an intensive leadership development program for local government called Civic Champions. The program aims to shift the mindset of local authorities – from passively waiting for orders from their superiors, to becoming active agents of positive change in their communities. In only ten months, the Civic Champions 2015-16 Scale-up iteration facilitated the adoption of improved sanitation in 15,077 households in participating communes, equivalent to a 7.5 percentage point increase in basic sanitation coverage across the communes.

The approach stands apart from conventional capacity development programs in several aspects. Elected officials must apply to join, and instead of receiving lucrative per diems, they pay to participate. Rather than passively absorbing a predetermined curriculum during a one-off training, participants drive the iterative process themselves. Through this process of creating a vision for community development with their constituents, developing a plan of action, and executing against it, the project couples soft skills development with tangible gains in sanitation. A core component of the program is peer learning and recognition for good leadership.

WaterSHED piloted the Civic Champions leadership development program in 2013-14. The success of the Pilot iteration demonstrated the viability and impact of this approach to leadership development and led to a Scale-up iteration in 2015-16 which explored ways to make the project scalable and cost-effective.

This evaluation documents the Scale-up iteration’s approach and implementation, and uses both quantitative and qualitative methods to evaluate the iteration along four dimensions: impact, sustainability, scalability, and cost-effectiveness. This report highlights the lessons that were learned and makes evidence-based recommendations for future replication. The findings show that the Civic Champions leadership development program is a initiative worthy of wide replication.

Summary of Findings

Following the principle that leadership is an acquirable set of skills – and not an innate ability - the Civic Champions program was designed to inspire and develop those committed to becoming outstanding leaders, rather than supporting pre-select candidates determined to have “leadership potential.” It specifically targets commune-level elected government officials, but also involves every other level of subnational authority (“government”) in the process as advisors, facilitators, and advocates.

Impact. The Scale-up iteration of the program significantly accelerated growth in the sanitation market across participating areas, reversing a trend of slowing latrine sales. During the 12-month implementation, latrine supply businesses in participating communes saw a 23% growth in annual latrine sales, compared to a 9% drop among supply businesses in non-participating communes. A total of 15,077 new pour flush latrines were installed in households who previously had no sanitation, equivalent to a 7.5 percentage point gain across the participating commune population of 200,250 households.

In addition to delivering tangible increases in sanitation coverage, the activities also fostered positive personal changes in participants and facilitators. During interviews with a sample of participating commune councilors, participants reported increased commitment to their work and greater

perseverance in overcoming challenges, better ability to speak in public, and a new definition of leadership focused on building positive relationships with constituents.

Performance by individual communes, measured by the number of new pour flush latrines installed during the 10-month program, however, varied greatly across participating communes/teams (range of 18 to 617; mean of 152; standard deviation of 105; N=99 commune teams completing the program) as did the commune coverage gain. Using regression modeling, we examined participant team characteristics, program design decisions, and commune context as potential explanatory factors. Analysis suggests commune performance was positively associated with the assigned target (i.e., a higher quantitative target led to significantly higher achievement by the commune) ($p<0.001$), the absolute number of households without a pour flush latrine at the start ($p<0.03$), and the presence of at least one latrine supplier in the commune ($p<0.12$). It was negatively associated with a mixed gender team ($p<0.12$), the commune's 'baseline' coverage of pour flush household latrines at the start ($p<0.21$), and the commune's number of poor households (ID Poor 1 and 2 total) relative to the number of households without a latrine in the commune, at the start ($p<0.27$).

Sustainability. The Civic Champions program focuses on fostering a community of leaders through peer discussion, self-reflection, and ongoing coaching. The capacity development, engagement, and commitment of participants led to new and adapted sanitation promotion strategies localized for each councilor's unique context, an important indicator of sustainability. Sales data in the year following the end of the Pilot and the Scale-up iterations indicates accelerated rates of sanitation uptake persisted in participating Civic Champion communes, compared to non-participating communes, for at least another year beyond the program's end, albeit at a reduced level.

Scalability. This Scale-up iteration has demonstrated how to increase the geographic scale (number of participating districts) of the Civic Champions leadership development program by a factor 8 from the Pilot iteration, without losing impact and while significantly reducing costs. The cascade facilitation model, in which district officials were involved as facilitators, was instrumental for scalability. The model allowed district and provincial government staff to have a strong voice during the design and facilitation of conference activities, build their leadership skills, and leveraged their expertise in working with commune councilors. In fact, the success of the cascade facilitation model and the Scale-up iteration provided strong evidence that an understanding of rural context and participants' progress—something for which provincial facilitators are well positioned to provide—is at least as important as advanced leadership skills.

The Civic Champions program builds on previous work in rural supply chain development and stakeholder engagement. It is, therefore, not a stand-alone program. It is ideally implemented as a complement to other sanitation interventions, such as rural supply-chain strengthening, local market develop, and community-led total sanitation, which ensure the necessary conditions, complementary actors, and resources are in place for leaders to mobilize in their communities. This allows for the achievement of targets in the relatively short 3-month practice cycles of the program.

Cost-Effectiveness. At USD\$14.6 program expenditure per new pour flush household latrine installation, the Scale-up iteration may have had the lowest program cost per household gaining basic sanitation access of all sanitation interventions in Cambodia. This figure excludes the costs of WaterSHED's ongoing sanitation marketing operations at the time. The program was nearly two times more cost-efficient than the Pilot iteration. Less was spent on leadership expertise and there were significant in-kind contributions from the government, mainly in the form of staff time not

included in this expenditure total. In addition, leadership conferences were shorter (reduced from 3.5 days to 3 days) and the number of participating communes per training cohort was higher.

Conclusions and Recommendations

There are three key takeaways from the Civic Champions Scale-up iteration. First, participation in the iteration effectively built leadership capacity at all levels of subnational government. Second, the iteration succeeded in translating improvements in soft skills into tangible development outcomes for constituents. Third, leadership development might be the key to unlocking sustainable, inclusive, locally led development for improved sanitation outcomes and more. Key to this learning process was simultaneously respecting social and cultural norms while stretching participants beyond what they believed to be possible. We did this by developing sufficiently challenging target goals, paired with an effective mechanism for peer learning, peer and supervisor recognition, and competitive awards for achieved targets.

Civic Champions is a bold, non-traditional approach to development. It is more than just a scalable mechanism to promote the leadership development of subnational government. At its core, Civic Champions embodies a comprehensive mindset change that helps all stakeholders develop the skills, agency, and motivation to fulfill their mandate and instigate positive change in their communities. To ensure sustainability of activities, it is necessary to institutionalize the Civic Champions program approach. Towards that end, WaterSHED is engaged in further research on the performance and cost-efficiency of the latest 2018-2019 Civic Champions 'hybrid' iteration involving sub-national government and WaterAID as key implementation and funding partners. We are also exploring the personal transformations and local solutions employed by Civic Champions to accelerate sanitation in their communes during and beyond the program implementation period.

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Acronyms

AG	Advisory Group
CIB	Commune Investment Budget
CNRP	Cambodian National Rescue Party
CPP	Cambodian People's Party
D&D	Deconcentration and Decentralization process
DoRD	District Department of Rural Development
JMP	Joint Monitoring Programme
MFI	Microfinance Institution
MToT	Master Training of Trainers
NGO	Non-Governmental Organization
PToT	Provincial Training of Trainers

1. Introduction and Background

Civic Champions is an innovative program to develop leadership capacity created by WaterSHED for elected local government officials (i.e., commune councilors) to leverage new sanitation markets and other resources within their jurisdictions in the pursuit of universal sanitation in rural Cambodia. The program is a core element of WaterSHED's interventions to build a sustainable, dynamic rural market system for sanitation products and services in Cambodia¹ and strengthen the enabling environment to address equity and inclusion barriers. An overview and history of the scope and evolution of WaterSHED's rural market-based sanitation program in Cambodia can be found elsewhere².

Philosophy behind the program

Civic Champions begins with the assumption that anyone can be a leader if he or she chooses to, regardless of that individual's family connections, educational background, or current position in the community.³ Rather than identifying candidates with "leadership potential" as beneficiaries, Civic Champions focuses on inspiring and motivating individuals from all backgrounds to become better leaders. This approach has been referred to as "democratic leadership". However, transformational change is not possible without buy-in from the supporting environment, so Civic Champions directly engages subnational government staff at all levels (commune, district, and province) as facilitators, advisors, and advocates. Transformation change also depends on the presence of local actors, such as sanitation businesses, and local conditions and resources, such as local availability of attractive and affordable toilet product systems or means of transport, which need to be in place to deliver tangible change.

The program focuses on developing generic leadership skills, experience, and confidence through application and repeated practice on a locally relevant government mandate or policy, rather than transmitting domain specific technical knowledge or expertise. As such, addressing sanitation deficits in each participant's jurisdiction serves as the leadership practice problem.

Program overview

Civic Champions targets members of Commune Councils⁴, known as councilors, who are elected every 5 years by their respective commune population. These commune councilors are charged with

¹ For further information on WaterSHED's market facilitation under the Hands-off Sanitation Marketing Program, please see <http://watershedasia.org/our-model/>

² Jenkins, McLennan, Revell, & Salinger, 2019. [Strengthening the sanitation market system: WaterSHED's Hands-Off experience. Proceedings Paper, IRC All Systems Go WASH Systems Symposium, The Hague, March 2019.](#)

³ See also: Andrews, Matt. "Going Beyond Heroic Leaders in Development." *Public Administration and Development*, 36 (2016): 171–184. doi: 10.1002/pad.1761; McCauley, Cynthia D., and Ellen Van Velsor, eds. *The Center for Creative Leadership Handbook of Leadership Development*. Vol. 29. John Wiley & Sons, 2004, Chapter 8; <https://www.peoplesmatters.in/article/leadership-development/innovation-leadership-development-13349>

⁴ Commune councils are usually comprised of seven to eleven commune councilors selected through commune elections. The first commune election in Cambodia was held in 2002 in an effort to decentralize functions and responsibility and ensure high-quality, local implementation of policies. The term of office is five years. In the 2012 elections two parties dominated: the ruling Cambodian People's Party (CPP) and the opposition Cambodian National Rescue Party (CNRP). The CNRP was abolished in late 2017.

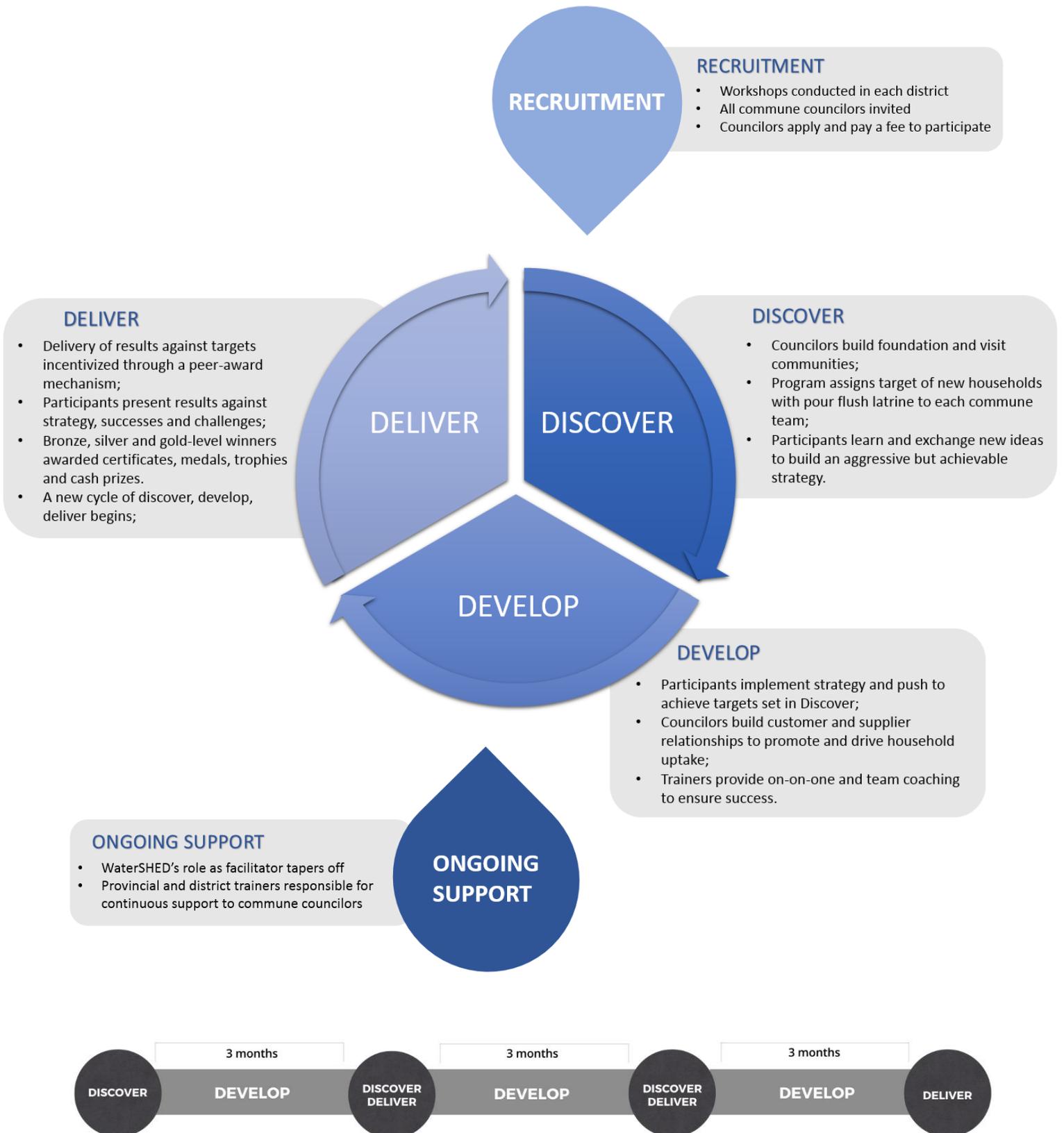
ensuring high quality, local implementation of government policies under Cambodia’s process of decentralizing of functions and responsibilities to local levels.

The leadership development program consists of a series of multi-day conferences each followed by 3 months, that guide participants through three cycles of Discover, Develop, and Deliver. During each conference, participants “discover” new leadership skills and plan how to apply them to address a development challenge, in this case the improvement of sanitation coverage in their jurisdictions. In the three months between conferences, they “develop” their skills and implementation plans to achieve a target goal through practice and coaching sessions. Finally, participants “deliver” on their plans and receive feedback on their progress from their peers and superiors. Working hard to deliver results against targets in each cycle is incentivized through a peer-recognition and award mechanism. The Discover, Develop, Deliver cycle is repeated three times over a 10-month period. For an overview of the program design, see Figure 01.

Participants are self-selected and must apply to the program and pay a participation fee.⁵ The conferences are co-facilitated by district and provincial government staff who are involved with conference preparation alongside WaterSHED staff. During the 3-month ‘Develop’ portion of each cycle, district government staff provide tailored support to each participating commune from their districts in the form of individual coaching sessions to the commune participants. Formerly during the Pilot and Scale-up iterations, WaterSHED field-based staff did coaching. A fuller description of key elements of the Civic Champions program approach and Scale-up iteration structure, activities, and implementation process can be found in Section 3: Documentation of Program Implementation and Outputs.

⁵ The participation fee for the Scale-up iteration was increased to \$45 from \$30 in the Pilot.

Figure 01: Civic Champions Leadership Development Program Overview



Innovative aspects

The approach stands apart from conventional capacity development programs in several aspects. Elected officials must apply to join, and instead of receiving lucrative per diems, they pay to participate. Rather than passively absorbing a predetermined curriculum during a one-off training, participants drive the iterative peer learning process, drawing on and sharing their collective knowledge and experiences testing new leadership skills over the 3 cycles of the 10-month course. Through the process of creating a vision for community development with their constituents, developing a plan of action, and executing against it, the program couples soft skills development with tangible gains in sanitation. A core component of the program is peer learning and recognition of good leadership, rewarded through a combination of competitive, output-based financial and non-financial incentives.

History of the program

The initial concept for Civic Champions emerged during WaterSHED's *Hands-Off* sanitation marketing Pilot project in 2009-2011. Following a successful pilot in 2013-14, the Civic Champions program was streamlined and scaled up in 2015-16 to cover select districts from all of WaterSHED's eight intervention provinces. Since 2017, when it exited from direct facilitation of the sanitation market in rural Cambodia, WaterSHED has focused efforts on expanding and institutionalizing the Civic Champions program within Provincial Government operations by seeking to shift increasing responsibilities for planning, execution, and funding to Cambodian Government authorities. WaterSHED has continued to support additional rounds of Civic Champions leadership training, one in 2017 and one in 2018-2019. As of September 2019, nearly 900 commune councilors (see Table 01) in over 400 communes (out of the 588 in which WaterSHED operates the *Hands-off* program) have developed and applied new leadership skills and capacities to address sanitation deficits and other development priorities in their jurisdictions. Of these, nearly 40% have been women, despite less than 20% female representation in local government (MOWA 2014).

Table 01: Evolution of Civic Champions Program from Pilot to Scale-up, and Beyond

Iteration	Pilot	Scale-up	'Lite'	Hybrid
Year	2013-14	2015-16	2017	2018-2019
Districts	2	16	30	18
Communes	20*	105	204	144*
# of participants	46*	203*	375	254*
# of training cohorts	1	6	30	6

*These are the numbers that "completed", which are less than numbers of participants and associated communes who began (i.e., attended D1) and paid the course fee. Completion information for 'Lite', which was shorter, both in the duration of each cycle (<3 months), number of cycles (2), and overall duration (5-6 months), is unclear because attendance at conferences, which were led by district government staff, is unavailable.

The idea for Civic Champions emerged from observations, insights and reflection during the *Hands-off* sanitation marketing pilot, which determined that committed and inspired commune councilors, working with village chiefs, could achieve better results, quicker and cheaper than sales and marketing or behavior change efforts. Commune councilors were present in every commune in the country, had a mandate to improve community development and sanitation, and would be present

for the foreseeable future.⁶ Recognizing their latent potential to influence their communities to adopt sanitary behaviors, and that sanitation marketing alone would be slow and insufficient to achieve 100% uptake, WaterSHED sought innovation funding to design and test a radically different kind of sanitation behavior change program aimed at activating commune-level officials to become Civic Champions working towards universal sanitation.

For the Pilot, WaterSHED drew on formative research with commune councilors⁷ and the expertise of an emerging leadership consulting firm, Leadapreneur⁸, to design the structure and contents of the leadership development course. WaterSHED and Leadapreneur conducted a controlled trial in two intervention districts and one matched control district in Kampong Speu Province. An evaluation of the Pilot (see Box 1) found a significant increase in latrine uptake in treatment districts compared to the control, increased leadership capacities and initiative, and a stronger sense of direction in achieving sanitation goals compared to non-participants, and a greater ability to bridge party lines to achieve development goals, among others.

⁶ To see the impact of self-motivated commune councilors and village chiefs on accelerating uptake in the context of sanitation market development, see the WaterSHED video of Sok Chamreoun, who inspired the creation of Civic Champions: <https://youtu.be/9gLmdTjkkro>

⁷ The WaterSHED formative research report, 'Civic Champions Leadership Survey, Summary of findings, August–September 2013', dated November 2013, is available at <http://watershedasia.org/civic-leadership-survey-findings/>

⁸ www.leadapreneur.com

Box 1. The Pilot Iteration of the Civic Champions Program in Kampong Speu

In 2013-14, WaterSHED implemented the Civic Champions leadership development pilot with self-selected commune councilor participants from two districts in rural Kampong Speu province, Cambodia. An external evaluation of the Civic Champions Pilot employed qualitative methods to explore how project activities influenced the behaviors, attitudes, and perceptions of the participants that later translated to latrine uptake.

An external evaluation of the Pilot found that:

“the project made a substantial contribution to improving participants’ leadership capacity and increasing sanitation coverage in their communities. Briefly, communes in participating districts all reported positive increase in latrine uptake and sales. The two participating districts witnessed a 400 percent increase in the sale of improved toilets as compared to latrine sales in the same period across the eight provinces where WaterSHED implements its Hands-Offsanitation marketing program. The participants felt that they have a better sense of their leadership roles in implementing their everyday work. The project has compelled these elected representatives to work more proactively on increasing access to sanitation. Many reported an increase in their frequency of visits to the village after being part of Civic Champions. The project has enabled the participants to establish their name among the villagers as a recognized brand, being a proactive leader in water and sanitation. The participants expressed determination to continue to make a positive impact in their community, at least in terms of hygiene and sanitation. Participants discovered that the participation fee was worth paying and felt satisfied paying it.”

Source: WaterSHED (2014) *Cultivating Civic Champions: Evaluating leadership capacity development among elected, local-level government representatives in rural Cambodia*. Available at: <http://www.watershedasia.org/civic-evaluation-report/>

The success of the Pilot led to the Scale-up iteration in 2015-16 which sought to make the program scalable and cost-effective. The Scale-up iteration involved commune councilors from each of the 8 provinces in which WaterSHED works, typically from 2 districts per province⁹, for a total of 16 districts. Training cohorts were organized and implemented at province level. This report provides a detailed evaluation of the 2015-16 Scale-up iteration of the Civic Champions program, which addresses three main objectives:

- (1) Document the 2015-16 Scale-up implementation process and outputs;
- (2) Evaluate performance across four dimensions (impact, sustainability, scalability, and cost-effectiveness); and
- (3) Extract important lessons and make recommendations for future iterations.

⁹ One district from Pailin province and 3 districts from Battambang participated in the Scale-up iteration, while 2 districts participated from each of the other 6 provinces,

Successive iterations of Civic Champions, since the Scale-up, have built and adapted the program based on the learnings in this report. As Civic Champions continues to expand and evolve in rural Cambodia, WaterSHED is continuing to conduct applied research to evaluate and share learnings on the performance and value of leadership development for local elected government officials in Cambodia while considering a number of dimensions, and more broadly how it is accelerating achievement of universal sanitation.

Definitions

In this document, the term “**program**” is used when referring to the Civic Champions leadership development activities as a whole, including the Pilot, Scale-up and subsequent “**iterations**” in the evolution of the program.

“**Core team**” refers to the five WaterSHED staff responsible for leading the Scale-up iteration of the program. The “**facilitation team**” refers to everyone involved in facilitating conferences and coaching, including the core team, WaterSHED field-based staff, and district government officials assigned to serve as training facilitators.

2. Evaluation Methodology

The Civic Champions 2015-2016 Scale-up evaluation sought to document and address questions about how, and how well, the scaled-up program's activities and processes were implemented, evaluate performance of the program across four dimensions (impact, sustainability, scalability, and cost-effectiveness), and extract lessons and make recommendations for future iterations and replication. WaterSHED's in-house research team undertook the evaluation. It draws from program records, documented observations during implementation, and a range of qualitative and quantitative information and data sets collected by WaterSHED, and described below. This evaluation is a product of WaterSHED's internal culture of learning, rather than a donor-requested evaluation. Grand Challenges Canada funded the Civic Champions Pilot iteration and the Stone Family Foundation and The Waterloo Foundation funded the Scale-up iteration. No funder had input in the design or conclusions of this report.

2.1 Evaluation Objectives

2.1.1 Documentation of Implementation and Outputs

The evaluation considered the following questions:

- 1. Recruitment of Participants:**
 - 1.1. Did the recruitment mechanism effectively convert interest in the project into applicants, and then convert applicants into participants?
 - 1.2. How inclusive was the recruitment process?
- 2. District and Provincial Government Engagement:**
 - 2.1. How were district and provincial government officials engaged, and how were their needs and motivations reflected in project activities?
 - 2.2. How was training and coaching organized to reach larger scale?
- 3. Conferencing and Coaching:**
 - 3.1. Did changes in the conferencing and coaching activities adequately address the resistance to new facilitation methods that surfaced during the program's Pilot iteration?
 - 3.2. Did the conferencing and coaching activities effectively inspire and motivate participants to make transformational change?

2.1.2 Evaluation of Performance

We considered four dimensions of performance:

- 1. Impact:** Discussion of changes in sanitation coverage achieved in participating communes and personal changes experienced by program participants.
- 2. Sustainability:** Examination of network building and localization of approaches to increase sanitation coverage, and the effects on latrine sales after the program.
- 3. Scalability:** Assessment of the cascade training model, comparison of Pilot and Scale-up iterations' effectiveness and cost-estimate to scale the program nationally.
- 4. Cost-Effectiveness:** Comparison of Civic Champions program costs with other sanitation interventions in Cambodia.

2.1.3 Discussion of Lessons and Recommendations for Replication

Lessons learned and recommendations for future program iterations and replication were identified.

2.2 Data and Data Sources

This evaluation draws on the following data sources.

Program documentation and records: Commune councilor attendance records at Civic Champions Scale-up recruitment workshops, submission of applications and fee payment, and conference attendance were used to examine and compare participant to non-participant councilors across the participating districts and rates of attendance. To determine the total number of new pour flush latrines installed per participating commune, program records that recorded assigned target and result for each commune team, in terms of the number of new household pour flush latrines purchased and installed (see details below on how this data were collected) for each 3-month ‘Deliver’ cycle, were used. We compiled financial records of WaterSHED expenditures, including staff time, to calculate total program expenditure for delivering the Scale-up iteration.

Documentation from conferences. Participants engaged in activities to evaluate and monitor their own progress during the conferences, such as reflection sessions, presentations, and Q&A sessions. Information shared as part of these activities and related documentation informed qualitative aspects of this evaluation.

Qualitative interviews with participants. Six in-depth qualitative group interviews were undertaken with participating commune teams from Pursat, Kampong Chhnang, Kampong Cham, and Battambang provinces. The interviews were conducted in teams during the fourth and final conference, and lasted between 45 and 70 minutes. Teams had between one and five members from the same commune. The interviews focused on topics such as individuals’ motivations to join the activities, strategies employed by the team to increase sanitation uptake, challenges experienced, and lessons learned (either as individuals or as teams). One additional interview was done with a deputy provincial governor during preparations for the fourth and final conference.

Structured reflections by the Core Team. The Civic Champions core team periodically engaged in structured reflection about the design, implementation, and monitoring of the activities, and these reflections led to ongoing adjustments. At the end of the Scale-up iteration, a daylong reflection workshop was held to inform this evaluation.

Sanitation coverage data. Before the start of the activities in July 2015, WaterSHED facilitated census-like data collection using a village-level log book to establish the baseline number of households and number of households with a pour flush latrine (basic sanitation access) in each village of each commune of all 16 districts participating in the Scale-up. District officials led these efforts. Collection of baseline coverage was required to compete in the leadership challenge. Before each successive conference, program participants reported on the number of new pour flush household purchased and latrines installed in their commune, compiled from village logbooks, since the last conference. These reports were initially gathered every three months but were later gathered once a month. Only fully installed, improved¹⁰ pour flush latrines in households who previously did not have one counted towards the leadership challenge target. WaterSHED staff through random call and spot checks verified reports in village logbooks. By the end of the Scale-up iteration, sanitation coverage data had been collected on the progress in each participating commune at four points in

¹⁰ The Joint Monitoring Programme (JMP) for Water Supply and Sanitation defines an “improved” latrine as one that hygienically separates human feces from human contact. For examples and more information, please see <https://www.wssinfo.org/definitions-methods/watsan-categories/>

time: before the start of the activities, and after four, seven, and 10 months of implementation. The reliability of the data is high. These data were used to determine the overall total number of new pour flush latrines installed and changes in sanitation coverage over the course of the leadership program in each commune and overall. The data were also used for statistical modeling to examine effects of potential participant, program, and commune-level context factors on commune level performance. A description of the factors examined in the statistical analysis of commune level performance can be found below in Section 2.3: Data Analysis.

Latrine sales data. WaterSHED field-based staff regularly collected latrine sales data from approximately 200 suppliers across 54 districts supported through WaterSHED’s Hands-Off sanitation marketing program to monitor and track supplier sales as an on-going part of the WaterSHED’s *Hands-Off* program. These data have been used in this evaluation to compile toilet sales in participating and non-participating communes of the Civic Champions Scale-up iteration. Sales for the year before (12 months), the year of (July 2015 through June 2016), and the year following the end of the program are examined to compare toilet sales growth rates in participating and non-participating communes across WaterSHED’s 8-province sanitation market intervention area (comprised of 588 communes).

Publically available databases. National data on the numbers of ID Poor 1 and ID Poor 2 households¹¹, based on the last public update of the Cambodian national poverty identification system (2013-2015) in each participating commune, were obtained via the Ministry of Planning public website portal for obtaining ID Poor population data (<https://mop.idpoor.gov.kh/>). These data were used to represent household poverty levels in analyses of commune context factors for explaining differences in performance (i.e., number of new pour flush latrines achieved during the 10 month program) across participating communes.

2.3 Data Analysis

Quantitative data was analyzed using Microsoft Excel and SPSS 13. Qualitative data was analyzed using an inductive approach in which a framework emerged from the data and connections with other pieces of data could be made.

Supplier latrine sales in participating and non-participating Scale-up communes were compiled on a quarterly basis starting Q1 2012. The sales growth rate was calculated for the year of implementation and the year immediately after implementation, compared to sales in the year immediately prior to implementation (the “base” year) for each group of communes. A difference-in-difference approach was used to estimate the effect of the Scale-up iteration on the sanitation market (latrine sales growth) in intervention areas, relative to non-intervention areas.

In the modeling analysis of sanitation uptake across participating communes, effects of three kinds of factors were considered:

- Participant team characteristics (average age, gender, council leader present);

¹¹ The National IDPoor Program, established in 2006 within the Ministry of Planning, is part of the Royal Government of Cambodia’s ongoing efforts to reduce poverty and support socioeconomic development throughout the country. Being the RGC’s mandatory standard tool for targeting pro-poor measures in the country, the program provides regularly updated information on poor households to a large number of Government and non-governmental agencies to help them target services and assistance to the poorest and most vulnerable households. For more information: <https://mop.idpoor.gov.kh/about/process>

- Program-related factors (new latrine target assigned to the commune, which depended on the number of commune participants – see Section 3.3.2 for details)
- Commune characteristics (local sanitation market-related conditions in the commune, including number of households without an improved pour flush latrine at baseline, number of households classified as poor, according to the governments’ ID Poor system (see earlier), presence and number of latrine supplier business in the commune).

Alternative factor variables were developed from available data and screened for correlation and association with the dependent variable. The least correlated with other factors were selected for testing in regression models of the number of new latrines achieved in each commune over the 10-month program. Stepwise, forward, and backward linear regression analyses were used to identify the most robust and consistent factor effects. A robust model of four consistent factors affecting performance, each with $p < 0.15$, was identified.

2.4 Limitations and Challenges

The lead evaluator for the qualitative portions of this study, Janita Bartell, manager of WaterSHED’s research and learning agenda at the time, was also closely involved in the design and oversight of the Civic Champions Scale-up iteration, including attending the conferences and leading reflection activities with the core team.

Her direct role in collecting some evaluation data might have introduced bias in several ways: (1) interviewees might have seen her as part of the WaterSHED team, potentially leading to less critical responses; (2) interviewees might have been uncertain about the anonymity of their answers; and (3) her view of the project might lack impartiality.

On the other hand, her close involvement in the Scale-up iteration allowed her to gain an “insider’s view”; she followed the development of the participants and captured learnings from the conferences firsthand. Moreover, through her direct role, she developed a deep understanding of the program design and built trusting relationships with program staff that promoted open and critical discussions. For these reasons, the benefits of an internal evaluation were deemed sufficient to overcome its potential limitations.

3. Documentation of Scale-up Implementation and Outputs

The Scale-up iteration of the Civic Champions program involved commune councilors from a selection of districts, usually two, from each of the 8 provinces in which WaterSHED intervenes. Participants from each provinces were organized into six training cohorts for which the program ran in parallel, with leadership conferences slightly staggered and occurring at each provincial capital, except for Pailin and Tboung Khmum where participants joined those from a neighboring province.

The aim of the Scale-up iteration was to take the successes and lessons of the Pilot iteration and apply the approach across all of WaterSHED's 8 intervention provinces, in a more streamlined, adapted, and much more cost-efficient way while retaining the program's impact on participants as well as sanitation coverage. WaterSHED also sought to integrate more of the program elements and activities into existing government programs and structures, with a view towards increasing government ownership and capacity for replication.

Implementation of the 10-month long course, across the eight Provinces, began in July 2015 and ended 12 months later in June 2016. Preparatory planning and recruitment activities started earlier in April 2015. Figure 02, in Section 3.2: District and Provincial Government Engagement below, illustrates the typical chronology of key components of the program. This section explains the programmatic approach and documents the key components in a series of sub-sections, each of which poses a central question, briefly outlines activities relevant for answering the question, presents results from data analysis and draws conclusions from the findings. Recommendations pertaining to each sub-section are noted. A more extensive discussion of lessons is presented later in Section 5: Lessons and Recommendations for Program Replication.

3.1 Recruitment of Participants

Programmatic Approach. *To achieve transformational change, participants must be actively engaged in and committed to the program. This strong buy-in must begin with the recruitment process, and the recruitment mechanism should be intentionally designed to motivate potential participants. Additionally, the recruitment process should take care to avoid excluding specific groups, such as by political affiliation, gender or educational background.*

Recruitment Activities

In June 2015, WaterSHED conducted a half-day recruitment workshop in each of the 16 target districts. All commune councilors within the district were invited. With the help of district officials and participants from the Pilot iteration, the project team explained the structure, content, and timeline of the 10-month course. Workshop participants received a flyer detailing the benefits of the project and the cost to participate. They also watched videos of the Pilot iteration, listened to past participants speak about the changes they underwent participating in the activities, and discussed the \$45 participation fee. The commune councilors then had the opportunity to submit applications to participate in the project immediately following the presentations. They were also told they could do so later, through district officials or WaterSHED's field staff.¹²

¹² Applications to the program were primarily used to solicit participant buy-in and commitment; every applicant was accepted to the program, however, those who failed to pay the fee by the start of the first conference could not attend. Had the number of applicants exceeded program capacity, WaterSHED would have

3.1.1 How effective was the recruitment mechanism at converting interest in the program into applicants, and then converting applicants into participants?

As shown in Table 02, of the total 1,097 commune councilors in the target districts, 426 (39%) attended a recruitment workshop, 318 (29%) submitted an application, and 211 (19%) representing 105 communes joined the first leadership conference. Of these, 111 (53%) attended all 4 conferences while the average participant attended 3 of the 4 conferences, and a few sent a substitute to attend a conference they missed. Eight participants representing 6 communes dropped out of the program, resulting in 203 councilors representing 99 communes completing the program¹³. This low attrition rate may be attributable to the \$45 fee paid by every participant; most paid out of pocket.¹⁴

Table 02: Number of Workshop Participants, Applicants, and Participants at the First Conference, by Province

	# of Commune Councilors	# of Participants at District Workshop	# of Applicants	# of Participants at First Conference
Battambang	173	100 (58%)	58 (34%)	18 (10%)
Kampong Cham	179	22 (12%)	26 (15%)	26 (15%)
Kampong Chhnang	116	68 (59%)	30 (26%)	21 (18%)
Kampong Speu	128	63 (49%)	55 (43%)	46 (36%)
Pailin	29	4 (14%)	9 (31%)	2 (7%)
Pursat	114	68 (60%)	49 (43%)	34 (30%)
Takeo	224	90 (40%)	63 (28%)	40 (18%)
Tboung Khmum	134	11 (8%)	28 (21%)	24 (18%)
Total	1,097	426 (39%)	318 (29%)	211(19%)

Data source: official 3rd National Mandate List for Commune Councilors in Cambodia; project records

Eighteen percent of all applicants did not attend a recruitment workshop. Two districts in particular—Ponhea Kreak (Tboung Khmum province) and Thpong (Kampong Speu province)—had a large number of participants who applied and participated in the program but did not attend a recruitment workshop. These participants were mainly recruited by district government staff or their peers, especially in areas where attendance at recruitment workshops was low. Figure A1 in the

screened for their motivations to participate and their ambitions as local leaders. However, a screening mechanism was not necessary because the fee effectively acted as a de-facto screening mechanism, and no such mechanism was designed as part of the Scale-up iteration.

¹³ 'Completion' was defined in this case, as having paid the fee for the program, and attending at least 2 of the 4 leadership conferences and/or not dropping out of the course.

¹⁴ Qualitative interviews indicated that some participants were later reimbursed from their Commune Investment Budget (CIB), but data about how frequently this occurred were not collected.

appendix illustrates the interactions with commune councilors prior to the start of the program and their participation by district.

Factors Contributing to Successful Recruitment

Qualitative interviews with participants revealed that the most important driver of participation was the support for the project by the district and provincial government. Interviews with the core team confirmed that recruitment was most successful where district government support was strongest. The commune councilors reported trusting the opinion of district-level authorities during the recruitment workshops and in individual interactions afterwards. Commune councilors were more likely to sign up when they saw that the district and provincial-level authorities actively supported the program. Speeches delivered by district and provincial officials during the recruitment workshops also lent legitimacy to the project and provided justification for the time commune councilors were asked to invest in the activities.

In addition, core staff observed that practical demo sessions during the recruitment workshops were important in helping potential participants visualize the kind of activities the program would entail and understand the usefulness of the program activities for their work as a commune councilors.

3.1.2 Was the recruitment process inclusive for all commune councilors?¹⁵

The Civic Champions Scale-up iteration was initiated in 105 communes, and fully implemented¹⁶ in 99. Although this is equivalent to about one-third of all communes in the 16 target districts, participating communes covered approximately 75% of the rural population in those districts.

The program attracted participants with largely similar characteristics to the overall population of commune councilors in the 16 target districts (e.g., age, education, and political affiliation) (see details in Appendix Figures A2-A5). The data show that the project was particularly attractive to women, who generally have few opportunities to grow and develop their full potential in Cambodia. The project was also notably more appealing to commune councilors in areas with low sanitation coverage. We found no evidence that the recruitment process excluded specific groups.

- **Age:** Half of the participants were 57 years or older, and only 9% were younger than 40.¹⁷ For a graph illustrating the age distribution of Civic Champions Scale-up participants, refer to Figure A2 in the appendix.
- **Gender:** Women are vastly under-represented at all levels of political decision making in Cambodia. Of 11,459 commune councilors elected in 2012 across Cambodia¹⁸, only 2,058 (18%) were women. Yet, women were overrepresented among the Civic Champions Scale-up participants: 52% of female councilors attended a recruitment workshops (vs. 36% of males); 41% of female councilors applied (vs. 26% of males); and 27% joined (vs. 17% of males). Although only 17% of all commune councilors in the target districts were women, 27% of

¹⁵ The analysis in this section was conducted using the official 3rd National Mandate List for Commune Councilors in Cambodia, from the 2012 round of elections. The mandate list contains information about name, location, date of birth, gender, role in the commune council, and party affiliation for each councilor. It is available from the Ministry of Interior upon request.

¹⁶ See footnote 12, regarding criteria applied to define “completion”.

¹⁷ From 1975 to 1979, the Khmer Rouge ruled in Cambodia. Since only 9% of the participants were 40 years old and younger, over 90% of participating commune councilors lived through that era of genocide. Many survivors of this era show signs of post-traumatic stress even today.

¹⁸ from June 2012 to June 2017.

participants were women. Tables A1 and A2, and Figure A3 in the appendix show the number and percentage of commune councilors joining the recruitment stages, disaggregated by gender.

- **Education:** In order to run for a commune councilor position, candidates must be able to read and write. Therefore, the average education level among commune councilors was higher than among the general population, especially in rural areas. However, Civic Champions participants did not differ substantially from non-participants regarding level of education. Thirty-three percent of all participants had completed secondary school or higher, while 50% had received some secondary education. Ten percent of the participants had never completed primary school. See Figure A4 in the appendix for the distribution of participants' highest education level compared to all commune councilors in the target districts.
- **Position:** Commune Chiefs and First Deputy Chiefs were slightly under-represented among participants, while Second Deputy Chiefs and normal members of the commune council were slightly overrepresented. For a graph comparing the position of participating councilors to all councilors in the target areas, see Figure A5 in the appendix.
- **Political Affiliation:** Commune councilors from the governing Cambodian People's Party (CPP) comprised 71% of Civic Champions Scale-up participants, the same rate of CPP party affiliation across all commune councilors in the eight target provinces.
- **Baseline Sanitation Coverage:** On average, pour flush household sanitation coverage in July 2015 before the start of the Scale-up iteration across participating communes was 37% (range 8% to 82%). This is significantly lower than the 2015 national average for rural areas (51.7%).¹⁹ Participating communes also had lower average sanitation coverage than other communes in their districts (see Figure A6 in the appendix). Moreover, participating districts had lower sanitation coverage than non-target districts in the same provinces. For details of the sanitation coverage in districts and provinces prior to the start of the Scale-up iteration, see Table A3 in the appendix.

¹⁹ CSES (2015)

Stories of Transformation: From Giving Up to Gold Medalist

Despite over four years of marketing efforts to raise public awareness of the benefits of sanitation, only 8.4% of the households in Trapeang Kranhoung commune in Takeo's Tram Kak district used a latrine in mid-2015. Shamefully to the commune council, the commune was presented as an example of poor sanitation in Cambodia at provincial and national meetings.

In what would turn out to be the first step towards dramatic change, three commune councilors from the commune joined the Civic Champions program in 2015. Once equipped with new planning tools, and problem-solving and communication skills, they were able, motivated and committed to improving the quality of life in their commune.

By the end of the 10-month program, 31.2% of the households in Trapeang Kranhoung commune had purchased and installed an improved pour flush latrine, bringing sanitation coverage to 40%. The councilors saw firsthand that with effective planning, implementation, follow-up, and monitoring — essential leadership behaviors — they could have a significant positive impact on the wellbeing of their constituents.

Conclusions

Recruitment activities attracted 211 paying participants from 105 communes or 19% of all commune councilors in the target districts. Participating communes covered approximately 75% of the rural population in those districts. Participants were representative of the average commune councilor in terms of age, educational background, and political affiliation but not gender. The attrition rate was very low (4%) and considerably better than in the Pilot (30% attrition).

Overall, these results suggest that the recruitment process was successful in attracting participants. However, attendance to the recruitment workshop did not translate into applications and participants in all areas. Provincial and district government support was found to be the strongest driver for attendance at the recruitment workshop and for translating interest into program participation.

Recommendations:

- **Use interactive, illustrative elements during the recruitment workshop (for example, visual demonstrations and group activities).**
- **Continue to emphasize district and provincial government engagement during the recruitment process, including before, during, and after the recruitment workshop.**
- **Encourage peer recruitment by commune chiefs and councilors, both alumni of the program, and new applicants.**

3.2 District and Provincial Government Engagement

Programmatic Approach. *Government engagement is critical to improving the impact and sustainability of many development projects and development projects can help local authorities fulfill their mandates and increase the welfare of their constituents. The Civic Champions leadership program not only directly targets commune-level government officials, it also involves district and provincial-level officials as advisors, facilitators, and advocates. To get these stakeholders on board, it is essential to understand and address their motivations, needs, and limitations related to this cooperation.*

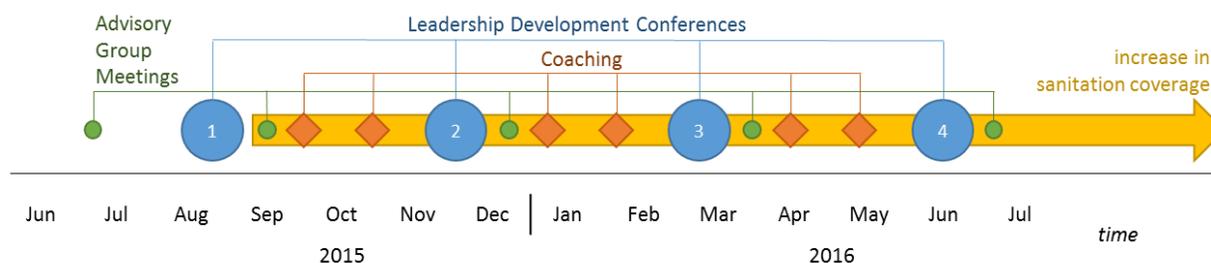
3.2.1 In what ways were district and provincial government officials involved, and how were officials' needs and motivations reflected in program activities?

Advisory Groups (AG)

Before the start of the Civic Champions Scale-up iteration, the WaterSHED core team organized an Advisory Group (AG) in each province, for a total of eight AGs.²⁰ Each AG was comprised of six individuals: two representatives from the provincial governor's office and two representatives from each of the two participating districts in that province.

The AGs had three primary objectives: (1) advise on progress and adjustments; (2) encourage commune councilors to actively participate in the conferences and support them in applying their leadership skills; and (3) be champions of the program. AG members were not paid for their time, but they received reimbursement for travel expenses. The core team met with the eight AGs initially to prepare and plan for the 10-month leadership development program in their province and then every three months during program implementation.

Figure 02: Chronology of Civic Champions Scale-up Program Components and Activities



Overall, most AGs were active in advising the Scale-up iteration and following up on its progress. Consequently, the formation of and close cooperation with the AGs was an important success factor. AG members recruited participants, encouraged them to work hard, and helped them solve problems. Most importantly, their advocacy efforts enhanced the program's credibility and ensured a higher level of recognition for successful participants.

Because they were not remunerated, close alignment with national and provincial policy was key to engaging district and provincial government officials. District and provincial officials have repeatedly mentioned that the Civic Champions program has significant potential to support the government's ongoing de-concentration and decentralization (D&D) efforts.²¹ AG members highlighted that, while NGO work in the sanitation sector is abundant in rural Cambodia, support for the D&D process is sparse and sorely needed. They also emphasized the role Civic Champions could play in alleviating their inability to transfer functions to commune councils because of councilors' low capacity.

²⁰ Although the Civic Champions program participants from Kampong Cham and Tboung Khmum, as well as Battambang and Pailin, attended conferences together, AGs were formed separately for these provinces.

²¹ For more information regarding the D&D process, see: Niazi, Tariq H. *Deconcentration and Decentralization Reforms in Cambodia: Recommendations for an Institutional Framework*. Asian Development Bank, 2011. URL: http://www.delog.org/cms/upload/pdf-asia/ADBstudy_Deconcentration-Decentralization-Cambodia.pdf

Provincial Facilitators

In addition to the AGs, two district-level government officials per participating district were appointed by the AG to join the leadership training facilitation team as provincial facilitators for their province. This team helped to implement the series of leadership conferences in each of the 6 provincial headquarters.²² The appointment of these facilitators was discussed during the initial AG provincial planning meetings before the start of the recruitment campaign in each province. Following the initial AG provincial planning meeting, appointment of provincial facilitators were requested via a letter to each district from the governor's office. Many were also part of their respective AG.

Provincial facilitators' skills and levels of experience varied greatly. For instance, some found public speaking (or speaking through a microphone) to be enormously challenging. The skills gap was due in part to the fact that the core team (the WaterSHED team in charge of Civic Champions) did not clearly define or communicate to the AG the skillset that appointed facilitators would need. Other times, the appointment was primarily a political decision. Despite gaps in facilitation skills, the inclusion of provincial and district staff in the facilitation team was essential to attain the project objectives to reduce costs, integrate program elements into existing government structures, and share ownership with a view towards further replication.

By facilitating the Civic Champions program and supporting commune councilors in their work, provincial facilitators also built their own leadership skills. Moreover, over the course of the Scale-up iteration, WaterSHED's core team observed that the provincial facilitators also developed a stronger commitment to achieving positive change in their communities.

3.2.2 How was training organized to reach larger scale?

Participants were grouped into 6 province-based training cohorts and conferences were held in the provincial capital. This ensured less than 50 participants per conference and respected the strong administrative division affinity of commune councilors observed during the Pilot iteration. Four cohorts were comprised of participants from a single province, while the other two were each comprised of participants from two neighboring provinces (Pailin with Battambang, and Tboung Khmum with Kampong Cham).

The content of the conferences and coaching activities built upon the concepts developed and tested during the Civic Champions Pilot. Modifications were made in accordance with participant feedback and lessons learned. The cascade facilitation model shown in Figure 03, and described in more detail below, was a key adaptation introduced in the Scale-up iteration to enhance sustainability, scalability, and reduce costs from the Pilot. The model also successfully leveraged district and provincial-level officials' expertise.

²² Participants in the Civic Champion scale-up iteration were organized into province-based cohorts, who gathered at the provincial capital of their province for leadership conferences, except for participants from Tboung Khmum who joined the cohort in Kampong Cham Province, and participants from Pailin who joined the cohort in Battambang Province to attend conferences there.

Figure 03: Cascade Training Facilitation Model of the Civic Champions Scale-up Iteration



The Facilitation Cascade

Before each conference, the core team organized a two-level cascade training process, as shown in Figure 03. In stage one, two to three of WaterSHED’s Civic Champions program staff (the core team) were joined by two to three senior WaterSHED staff to conduct a three-day internal WaterSHED event before each conference, referred to as the Master Training of Trainers (MToT). During this event, the team reflected on the progress to date, set the objectives and content for the up-coming conference, and finalized the agenda for the Provincial Training of Trainers (PToT). The group reviewed session content from the Pilot iteration, adapted the sessions for the specific needs of the conference and participants, and incorporated feedback and lessons learned. The MToT team did not have specific expertise in leadership development or facilitation, though three WaterSHED core team members had participated as facilitators in the Pilot iteration.²³

During the PToT stage two of the cascade training, the MToT team (‘Master Trainers’/core team) familiarized the facilitation teams from each province with the conference objectives and content. Each of the 8 provincial facilitation teams was comprised of 8 individuals (except for Pailin with 4 and Battambang with 12), comprised of two district government staff (appointed by their AG, see earlier) and two WaterSHED field-based staff, per participating district. Facilitators at the PToT

²³ The first stage of the cascade training facilitation process was modified and refined substantially over the project’s implementation. Initially, the core team was larger and supported by an external leadership expert. By the third iteration, no external expert was involved, and participation was condensed to 4-6 total WaterSHED staff. This modification allowed for a greater focus on lessons learned from past experiences and the coaching process, and enabled better coordination of the session design so a coherent facilitation program for each conference could be constructed.

reflected on the progress of the leadership training and the performance of commune councilors, while being supported by the core team. The cascade training was repeated every three months.

Provincial facilitators reported having a heavy workload. Up to 10 sessions were prepared for each conference, and each facilitator was responsible for two to three sessions. In structured reflections over the course of PToT events and during the post-program reflection workshop, the core team observed low initial commitment among provincial facilitators. This improved when facilitators saw real changes in latrine uptake and in the behavior of commune councilor participants - usually after three to six months.

Conclusions

District and provincial government involvement in the Scale-up iteration was high, including in key positions that shaped the program's design. This engagement, buy-in, and ownership was integral to the success of the Scale-up iteration. However, while alignment with national and provincial public policy was critical, this alone was not sufficient to ensure government buy-in. The value and benefits to district officials recruited to serve as provincial facilitators was not clearly communicated to them, nor to district governors' offices.

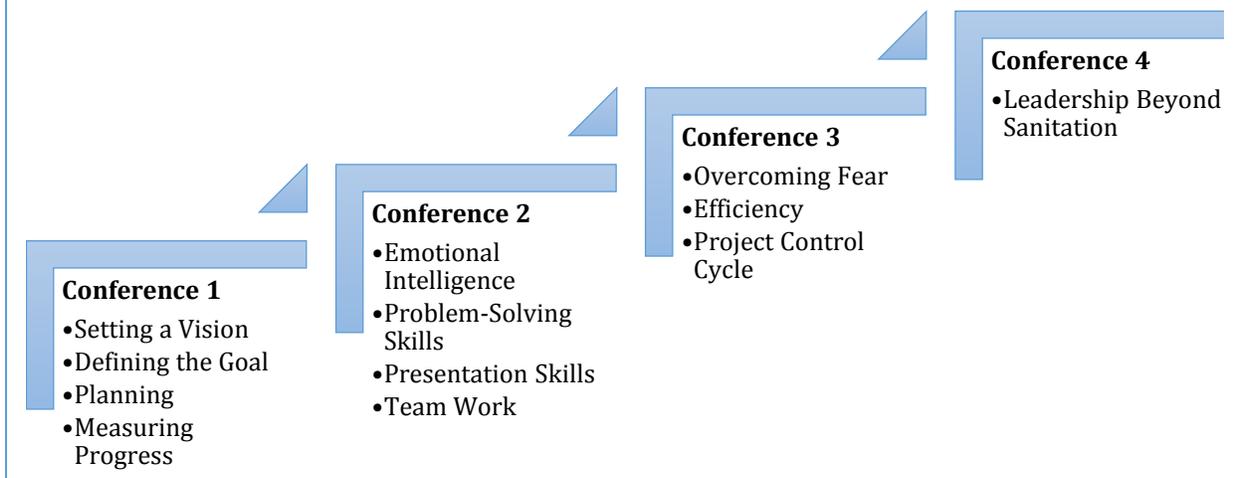
Recommendations:

- **Frontload the leadership development of the Master Training or Trainers team.**
- **Clearly define and communicate the position and value of participating as a provincial facilitator to district governors' offices.**
- **Engage provincial facilitators from the beginning to ensure ownership of the process, and provide sufficient support and practice time.**
- **Develop a mechanism to recognize and reward provincial facilitators.**

3.3 Conferencing and Coaching

The conference and coaching cycles are the core of the Civic Champions leadership program. Participants go through a series of three, 90-day Discover, Develop, Deliver cycles. Each cycle begins with a conference at which the commune councilors "discover" new leadership skills in an interactive, experimental way, "develop" activities for the upcoming three months to address their commune's sanitation deficit, and then starting with Conference 2, "deliver" results achieved over the previous 3 months. Activities during the conferences include individual and group work, group challenges, reflections, and networking. Contents of the "Discover" portion of each conference are briefly outlined in Figure 04.

Figure 04: Outline of Discover Conference Content



3.3.1 Did conferencing and coaching activities adequately address the resistance to new facilitation methods that surfaced during the Pilot?

The Discover, Develop, Deliver mode of learning differed significantly from what rural commune councilors were used to. During qualitative interviews, two commune teams expressed their wish that facilitators would pose fewer questions and provide more definitive answers. Being active, participating, expressing ideas, reflecting on actions, and discussing solutions to given challenges were new ways of interacting for the participants.

One lesson learned from the Pilot was that it is necessary to carefully balance respect for social norms and hierarchies, while teaching participants to be flexible in their approach to leadership. While there had been active resistance to these new facilitation methods in the Pilot iteration²⁴, conferences ran smoothly during the Scale-up iteration. A balance between traditional and new facilitation techniques was achieved through the involvement of provincial facilitators. Participants were stretched beyond their comfort zones, but conference activities did not induce large amounts of stress or confusion. Games and interactive activities proved to be especially instructive and memorable for the participants.

Between conferences, commune councilors developed their newly discovered skills by working towards increasing sanitation coverage in their communes. Coaching between conferences in the Scale-up iteration was provided by WaterSHED field-based staff in their district; this is no longer the case in subsequent iterations where district government staff (often also conference facilitators) coach. Coaches acted in a hands-off way: they reviewed plans, answered questions, and gave advice to the commune councilors, but they did not directly support sanitation promotion. With the help of

²⁴ See the Civic Champions Pilot evaluation found here: <http://watershedasia.org/wp-content/uploads/2014-11-12-Civic-Champions-Evaluation.pdf>, and the paper by McLennan, Sieng and Phav, 2014. *Transforming Sanitation Coverage: Civic Champions Inspire Sustainable Change in Cambodia* (37th WEDC Conference, Hanoi, Vietnam), available at: <http://watershedasia.org/wp-content/uploads/WEDC-2014-MCLENNAN-L.pdf>. Other reports, presentations and evaluations of the Civic Champions Pilot and subsequent iterations can be found at: <http://watershedasia.org/research/?tag=civic-champions>.

the coach, councilors executed work plans, monitored progress, overcame challenges, and adapted the plan as implementation and learning progressed.

At times, coaching quality in the Scale-up iteration was not well managed or quality-controlled. WaterSHED field-based staff who acted as coaches received a half-day of coaching skill building at the beginning of each cycle. They were expected to visit the commune councilors in their area twice over the course of each three-month period (see Figure 02). During the conferences, some commune councilors (especially those located in remote areas) reported that they either did not receive coaching visits or that these visits were not helpful. Though this problem was identified during implementation and the core team took steps to address it, there is significant room to improve the coaching process. Because the facilitation and coaching methods are new and challenging for both participants and facilitators serving as coaches, it is critical that the program ensure all parties receive adequate support.

Support for Civic Champions participants (commune councilors who have participated in the program) did not abruptly end upon completion of their intensive 10-month leadership course, but rather support was slowly phased out. In addition to continued coaching and planning support from district officials and WaterSHED field-based staff, WaterSHED re-convened participants during two follow-up meetings six and 18 months after the Scale-up iteration concluded (in late 2016 and late 2017). These follow-up meetings were intended to provide further support and advice to commune councilors while allowing the Civic Champions program team to check on their progress.

3.3.2 How did the Civic Champions program inspire and motivate participants to make transformational change?

Arguably, the most unique aspect and a critical design feature of the Civic Champions leadership program is the leadership competition. The competition rewards good leadership practice and achievement, and is determined by peer voting. This process provides a powerful mechanism by which to: (1) facilitate peer learning and reflection among the participants; (2) recognize, reward, and reinforce good leadership behavior; and (3) motivate effort and action to achieve results.

Facilitate Peer Learning and Reflection

After each three-month cycle, qualified (see below) participants teams were invited to share with district officials and their peers how they had put their leadership skills into action to ‘deliver’ increase sanitation coverage results. Through flipchart presentations and Q&A sessions, the participants reflected on challenges they faced in their work, as well as how they overcame them. Common topics included latrine financing (i.e., forming savings groups, involving microfinance institutions, encouraging latrine suppliers to offer installment payments), teamwork, community engagement, planning and goal setting, and enforcement mechanisms. The commune councilors were remarkably active during the peer learning sessions, both while presenting their own progress and in posing difficult questions to their peers.

Recognize, Reward, and Reinforce Good Leadership Behavior

During the first conference cycle, participants were asked to identify their most important personal value. In total, 207 participants from eight provinces contributed to this exercise, and 25 different values were mentioned. The value cited most frequently was “recognition,” followed closely by “knowledge”, “responsibility” and “honesty”. Values traditionally associated with leadership, such as “teamwork,” “reliability,” “inspiring others,” and “learning,” were rarely mentioned. Figure A7 in the appendix shows a frequency distribution of identified values.

These data confirmed that officially recognizing efforts is key to driving results. Recognition from peers and from superiors at district and provincial levels motivated participants to overcome challenges that would have otherwise stifled their efforts to increase sanitation uptake. The design of the Civic Champions program takes this into account by providing recognition for both individual and group efforts through a system of presentations, peer voting, and awards.

As part of the goal to encourage and motivate participants to practice strong leadership behavior, the program assigns a target goal for new sanitation uptake in each commune for each 3-month Develop cycle. A commune’s 3-month target depended on the number of commune councilors per commune who joined the program (see Table 03), and progress was measured at the commune level to encourage teamwork.

If a commune team reached or exceeded its target, it qualified to present its accomplishments to the group and was eligible to compete in the awards process. Awards included bronze, silver, and gold medals, certificates, a trophy, and prize money. Participants would then vote on the presentations. The voting process required careful management, as participants tended to vote for people from their own district/province or their friends rather than the best leader. The commune target had a very strong influence on performance, as shown later in Section 4.1: Impacts.

After 10 months of participation in the program, all interviewed participants reported that they recognized the importance of their contribution to their communities. This led them to try harder, be braver, and be more self-confident. Thus, the external motivation and recognition of the awards process was replaced by a more sustainable reward mechanism: reputation in the community.

Table 03: Latrine Uptake Targets

# of Participants per Commune	Target (# of Newly Installed Latrines in 3 Months)
1	60
2	110
3	150
4	180
5	200

Conclusions

The leadership competition, its strong peer learning elements, and the award recognition process were critical to the success of the program by promoting innovation and motivating participants. Peer learning promoted a free flow of information and inspired inactive and less creative commune councilors to try new ways to reach their goals. By providing recognition for the dedication of individuals and teams, the award process motivated commune councilors to work hard and overcome obstacles. It also allowed participants to practice presenting and public speaking. Unfortunately, coaching was meant to also support and motivate effort, but was less well managed; some coaching sessions were missed, or they were of low quality.

Recommendations:

- **Carefully manage the voting process during conferences to ensure fairness and impartiality.**
- **Monitor closely and better support the coaching process to ensure coaching sessions occur and are helpful, to ensure that commune councilors receive continuous support.**
- **Develop a more strategic approach to setting the target # of new latrines for each participating commune that is sufficiently challenging to require development of new leadership skills and innovation, while also ‘doable’ given the commune’s sanitation**

market context. As shown later in Section 4.1.1, the assigned target amount was found to have a large and significant impact on leadership performance and outcomes.

4. Evaluation of the Scale-Up Iteration

The success of the Civic Champions program Pilot proved the viability of its leadership development concept, which led WaterSHED to scale up the program across the 8 provinces in which it intervenes. This evaluation analyzes the Scale-up iteration along four primary dimensions—impact, sustainability, scalability, and cost-efficiency—to assess the extent to which the Civic Champions leadership development program is an initiative worth replicating.

4.1 Impact

One key distinguishing feature of the Civic Champions leadership development program is that it connects the development of soft skills to the delivery of tangible development outcomes. This section focuses on the concrete improvements in sanitation coverage that occurred as a result of the Scale-up iteration. Personal changes experienced by program participants are discussed to a limited extent here as these were previously investigated in great depth in the evaluation of the Pilot.²⁵ This evaluation does not address understanding *how* participants translated leadership development into latrine uptake although this question is briefly noted in the discussion of the sustainability of the results (Section 4.2.2) and is an area for further investigation.

4.1.1 Latrine Uptake

In total, 99 commune teams completed the program and increased their sanitation coverage by a total of 15,077 new pour flush household latrines installed, the equivalent of a 7.5 percentage point gain in sanitation coverage across their total population of 200,250 households, in 10 months.²⁶

Latrine Uptake Achieved by Commune Teams. During the first cycle, 9 of the 99 commune teams who completed the program (9%) reached their target and competed for awards. In the second and third cycles, the number of commune teams who reached their target rose to 23 (23%) and 22 (22%), respectively.

Performance, in terms of new household pour flush latrines installed and the associated gain in commune sanitation coverage over the 10-month program, however, was highly variable across communes. It ranging from a low of 18 new pour flush household latrines installed (equal to a 1.7 percentage point gain) to a high of 617 new pour flush latrines installed (31.2 percentage point gain).

We examined factors representing: a) characteristics of participating teams²⁷; b) aspects of program design; and c) commune characteristics, particularly those related to the ‘ease of conversion’ (ease

²⁵ One purpose of the report, “Cultivating Civic Champions: Evaluating leadership capacity development among elected, local-level government representatives in rural Cambodia,” was to assess the role of the pilot project in developing the participants’ ability to inspire and motivate their peers and constituents and assess the participants perceived change in self-efficacy. You can read more here: <http://watershedasia.org/wp-content/uploads/2014-11-12-Civic-Champions-Evaluation.pdf>

²⁶ Equivalent to an increase of 5.1 percentage points in sanitation coverage across all 16 districts, including non-participating communes in each district. For reference, the average annual increase in sanitation coverage was 3.2 percentage points per year between 2011 and 2015 across all provinces according to the Commune Data Base (2011 and 2015) and was 4.6 percentage points (in pour flush household latrine coverage change) per year across rural Cambodia according to the Cambodia Socio Economic Survey (CSES 2009 and 2014).

²⁷ Most commune teams were comprised of one (n=31; 31%), two (n=38, 38%), or three team members (n=25, 25%). Four teams were comprised of four members, and one team had five. The size of a commune team determined its commune’s assigned target (number of new installed household pour flush latrines to achieve in each 3-month ‘Develop’ cycle) which had to be met to qualify for the competition for awards and peer and

of activating new customer pour flush latrine purchase) among the remaining households without a latrine in each commune. These were the categories of factors which we hypothesized could account for differences in commune level performance in terms of the total number of new latrines achieved by each commune (the leadership challenge outcome) over the course of the program. Table 04 describes the factors we considered and tested using linear regression modeling.

As seen in Table 04, participating communes had on average 1,283 households without a pour flush latrine at the start of the program in the Scale-up iteration, and 39% had no latrine supplier located in their commune. ID Poor 1 and 2 households combined comprised on average, 23.4% of households (range: 2.3% - 55.4%). The relationship between the portion of ID Poor households and the baseline pour flush latrine coverage in a commune was unexpectedly positive (i.e., % ID Poor and % baseline pour flush coverage positively correlated), however, the relationship differed greatly, depending on the province. In some cases, the correlation changed direction to a strongly negative association, and in others, it disappeared altogether (no relationship). Normally, in the absence of latrine subsidies for the poor, we would expect to see a negative relationship between the poverty rate and the pour flush latrine coverage rate in a commune. Participating teams, as noted before, varied from 1 to 5 members, with an average age of 56 years. Half of the teams had one or more female members, while 17% had a council Chief and 6% had a female council leader (i.e., Chief, 1st or 2nd deputy).

Table 04: Characteristics of Civic Champions Scale-up Participating Communes and Teams (N=99)

Variables		Min	Max	Mean	Std Dev
Commune performance outcome					
	New household pour flush latrines installed during 10-month Scale-up (#)	18	617	152	105
Program design factors					
**	Assigned target (# new pour flush latrines to achieve over 10-month program)	90	600	320	115
**	Mixed gender team (Yes/No) x assigned target (interaction)	0	560	133.5	190.2
Commune context factors					
	Population (# households July 2015)	665	8166	2023	1109
**	Baseline coverage (fraction households with pour flush latrine July 2015)	7.8%	81.6%	36.8%	15.5%
**	Households without pour flush latrine at baseline (July 2015) (#)	185	4511	1283	748
	IDPoor1 (2013-2015) (# households)	7	676	205	129.8
	IDPoor2 (2013-2015) (# households)	9	900	271	180.5

public recognition. This ranged from 60 (team of 1), to 200 (team of 5). See Table 03 for all target levels. Fifty-one commune teams (51%, N=99 who completed the program) comprised one or more female members. Table A4 in the appendix gives an overview of team composition by gender.

	IDPoor1&2 (2013-2015) (# households)	57	1558	477	288.4
**	Portion IDPoor1 (fraction of households)	0.3%	31.9%	10.2%	5.1%
	Portion IDPoor2 (fraction of households)	1.1%	33.3%	13.2%	6.1%
**	Portion IDPoor1&2 (fraction of households)	2.3%	55.4%	23.4%	9.9%
**	Ratio: IDPoor1 households to households without pour flush latrine at baseline	0.01	0.94	0.19	0.15
**	Ratio: IDPoor1&2 households to households without pour flush latrine at baseline	0.04	2.01	0.42	0.30
**	Presence of latrine supplier/s in commune (yes/no)	0	1	0.61	0.49
**	Presence of latrine supplier supported by WaterSHED in commune (yes/no)	0	1	0.35	0.59
**	Latrine suppliers in commune (#)	0	8	1.42	1.80
**	Latrine suppliers supported by WaterSHED in commune (#)	0	2	0.41	0.61
Participant team factors					
	Team size (# members)	1	5	2.05	0.91
**	Female/s on team (yes/no)	0	1	0.51	0.50
	Female team members (#)	0	2	0.56	0.59
	Male team members (#)	0	5	1.49	1.03
**	Mixed gender team (yes/no)	0	1	0.34	0.48
**	Council Chief on team (yes/no)	0	1	0.17	0.38
**	Female leader ^a on team (yes/no)	0	1	0.06	0.24
**	Team's average age (years)	29	71	55.8	8.2

^a Council Chief, 1st Deputy or 2nd Deputy on the team

** Variables tested in regression modeling. See final models in Table 05.

The final regression modeling results are reported in Table 05. Only variables having a coefficient with a p-value <0.30 were retained in final models. Because many of the commune context factors are correlated, we tested alternative variable formulations (e.g., portion of ID Poor 1, 2, or total) representing the same construct (e.g., extent of poverty) and selected variables that had the least correlation with other commune level variables. Two alternative models are reported. Both include these 4 variables, with similar effect sizes (coefficient values) and significance levels:

- *assigned target*;
- *number of households without a pour flush latrine at baseline*;
- *latrine supplier present in the commune*; and
- *mixed gender team (yes) x assigned target*, interaction.

The most important factor we found to explain differences in commune performance was the commune's target assigned by the program. This indicates that a higher quantitative target led to

significantly higher achievement by the commune. The effect size indicates that for every 3 additional target latrines assigned (equivalent to 1 more per 3-month cycle), a commune team achieved 1 more new latrine over the 10-month program, independent of other significant factor effects we found (see Table 05, below). The second most important factor accounting for differences was *number of households without a pour flush latrine at baseline* in a commune. Regression results show that over the 10-month program, one new household pour flush latrine was installed for every 30 additional households without a pour flush latrine in a commune at the start of the program. This rate of uptake may possibly be the average background rate of sanitation market activity occurring across these communes, irrespective of the program and other commune conditions.

Presence of a latrine supplier in the commune and the gender composition of the commune team may also have important effects on performance. However, with our small sample of 99 communes, certainty that these factors actually affect outcomes is less robust (p-values ~0.10), compared to the influence of *assigned target* and *number of households without a pour flush latrine at baseline* (p-values <0.05). *Presence of latrine supplier* was associated with higher achievement – on average, 32-36 additional new households with pour flush latrines were installed over 10 months in communes with a supplier present, compared to communes without one. However, this factor may also capture additional unobserved characteristics of a commune, such as population density, road access, and/or economic activity, as presence of a latrine supplier was positively correlated with commune size (total number of households). This makes sense since less populated communes are less likely to have a commercial or economic market center or town. Multi-person teams composed of both genders may perform less well than multi-person teams of the same gender. Cross-gender inclusive communication and collaboration techniques among commune councilors may warrant further investigation and attention as a topic in leadership development.

Beyond the 4 robust and consistent factors included in both models, we also tested the addition of *baseline household pour flush latrine coverage* (as a fraction) as an explanatory factor in model 1 and found it may have affected performance (p-value ~0.20). Higher baseline coverage may reduce the number of new installed household pour flush latrines a commune achieves during 10 months, independent of other factors, by an average of 9-10 for each additional 10 percentage points of baseline coverage a commune has. However, given the sample size, this effect is highly uncertain, ranging from as much as 22 fewer latrines to 5 more achieved, per each 10 percentage points of baseline pour flush coverage. With baseline coverage included in the model, no poverty variables had any effect. By contrast, model 2 tested a poverty-related variable - *the ratio of ID Poor households (1 and 2) to baseline households without a pour flush latrine in the commune*. This ratio ranged from 0.04 (i.e., the number of ID Poor households in the commune is very small relative to the number of households without a pour flush latrine) to 2.01 (i.e., there are 2 times as many ID Poor households as there are baseline households without a pour flush latrine in the commune). A higher relative number of ID Poor households may reduce the number of new latrines achieved, but the effect is uncertain (p-value = 0.26) and ranges from negative to positive. In model 2, with this poverty related variable included, baseline coverage had no effect on performance.

Table 05: Final Regression Models of Commune Performance^a

Variables	Model 1						Model 2					
	Unstandardized Coefficients		t	Sig.	95% Confidence Interval for β		Unstandardized Coefficients		t	Sig.	95% Confidence Interval for β	
	β	Std. Error			Lower Bound	Upper Bound	β	Std. Error			Lower Bound	Upper Bound
Constant	17.3	45.2	0.383	0.702	-72.42	107.1	-2.86	37.0	-0.077	0.939	-76.4	70.6
Assigned target (# new latrines to be achieved, 10-mo program)	0.37	0.094	3.907	<0.001	0.18	0.55	0.38	0.094	4.022	<0.001	0.19	0.56
Households without a pour flush latrine at baseline (#, July 2015)	0.032	0.014	2.198	0.030	0.003	0.060	0.034	0.014	2.505	0.014	0.007	0.062
Latrine supplier present in commune (yes=1/no=0)	36.1	20.8	1.731	0.087	-5.32	77.4	32.4	20.3	1.601	0.113	-7.79	72.7
Mixed gender*target interaction (mixed gender team [yes=1/no=0] x assigned target)	-0.092	0.058	-1.598	0.113	-0.21	0.022	-0.098	0.058	-1.692	0.094	-0.21	0.017
Baseline coverage (fraction households with pour flush latrine, July 2015)	-87.6	68.6	-1.277	0.205	-223.9	48.7	-- ^b					
Ratio: ID Poor (1 & 2) households to households without pour flush latrine at baseline (July 2015)	-- ^b						-37.8	33.5	-1.126	0.263	-104.4	28.8
Adjusted R²	0.244						0.241					

^a Modeled 'performance' is the total # of new pour flush household latrines installed in each participating commune during 10 months of Civic Champions Scale-up implementation.

^b variable not included in this regression model.

Overall, the regression analysis suggests that the most successful communes/commune teams, in terms of higher numbers of new latrines achieved, are more likely to be:

- those assigned a much higher quantitative target, those who start with large numbers of households without a pour flush latrine;
- those who have at least one latrine supplier present in their commune (a likely indicator of other favorable market supply and demand conditions);
- multi-person teams composed of single gender; and/or
- those who start with lower baseline pour flush coverage.

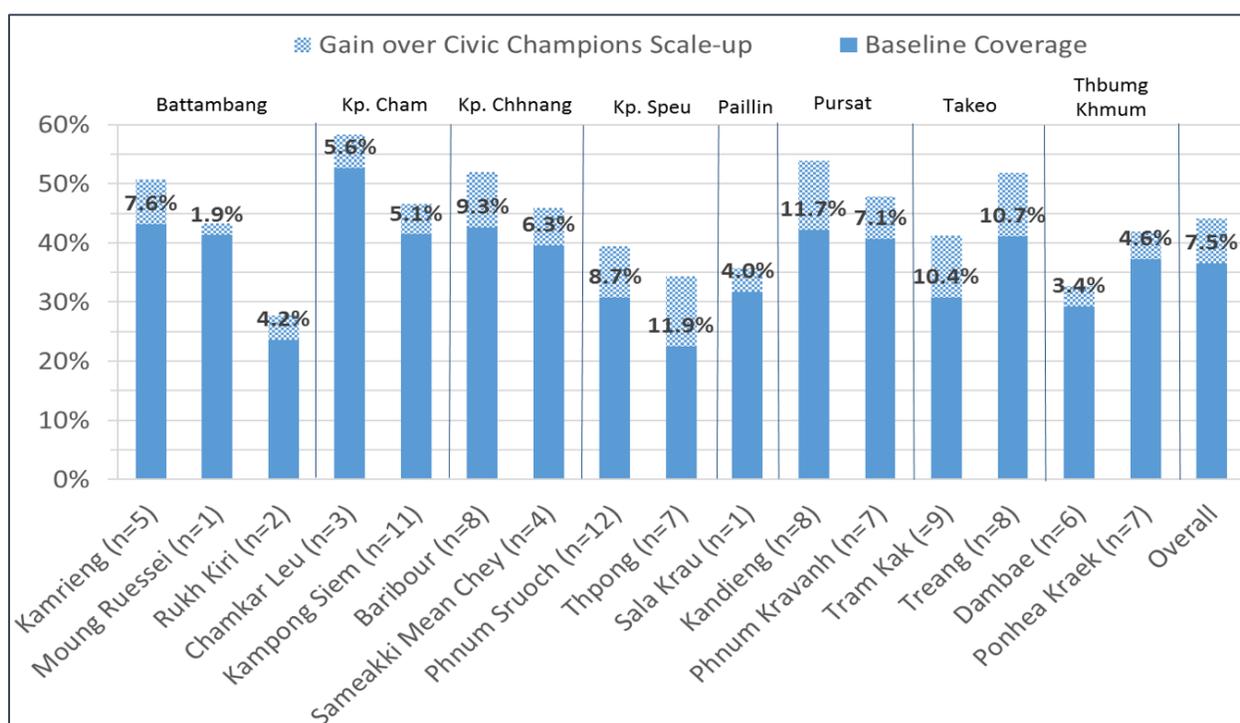
Apart from the *assigned target* and team gender composition, the other factors we found which may significantly influence a commune team's performance and affect fairness of the competition, are

outside the control of commune councilors. Thus, these factors may need to be more carefully and strategically taken into account in setting sufficiently high and challenging, but doable, targets that are more strategically tailored to the ‘market’ context of each participating commune at the start of the program.

Latrine Uptake by District. Across their participating communes, Pursat’s Kandieng district and Kampong Speu’s Thpong district (combined population of 24,161 households) each achieved a 12 percentage point increase in pour flush household latrine coverage over the 10 month program. Increases in sanitation coverage at the commune level ranged from a low of 1.2 percentage points (pp) to a high of 31.2 percentage points (mean: 7.5 pp; median: 6.9 pp). There was a weak negative association between the percentage point gain in pour flush coverage achieved and the baseline coverage ($R^2=0.016$, $N=99$) driven mainly by the sub-set of communes with over 60% baseline coverage ($n=9$); prior to this level of coverage, there was no association whatsoever in the data.

Figure 05 below shows the population average baseline household pour flush latrine coverage (July 2015) and percentage point increase in that coverage among participating communes who completed the program ($N=99$), by district, over the course of the 10 month Scale-up iteration. At the far right, it shows the overall average for the intervention population (200,250 households) across all participating communes (increase of 7.5 percentage points, to a baseline of 36.6%).

Figure 05: Pour flush Latrine Coverage in Civic Champions Scale-up Participating Communes (N=99) by District (N=16)



Impact on Latrine Sales. A total of 8,570 pour flush latrines in participating communes were purchased from WaterSHED-supported latrine suppliers during the 12 months (July 2015-June 2016) of Scale-up implementation (59% of the total 15,077 new installations achieved during Scale-up). WaterSHED’s monthly latrines sales tracking, from the network of partner latrine suppliers it monitors (see Section 2.2: Data and Data Sources), provides data for a comprehensive, longitudinal

analysis of the impacts of the Civic Champions program on the sanitation market. We do this by comparing sales over time in participating communes, to those in non-participating communes across all of WaterSHED’s sanitation marketing intervention area (all 8 provinces, 588 communes) (see Figure 06 and Table 06). Table 06 shows total toilet sales in the year (12 months) immediately before, in the year of, and in year after, for the Pilot and Scale-up iterations, respectively, comparing participating communes (n=22 and 88, respectively) to non-participating communes (n=516 and 455, respectively) for which any sales were recorded. The sales data indicate that growth in annual latrines sales was 32 percentage points higher in Civic Champions communes, during the 12 months of Scale-up implementation, and 22 percentage points higher in the 12 months after Scale-up (n=88 Scale-up communes with sales data), compared to non-intervention areas (n=455 communes with sales data). The ability of the Civic Champions Scale-up iteration to accelerate latrines sales in local sanitation markets was less dramatic than during the Pilot, but none-the-less important for reversing declining latrines sales volumes prior to the intervention, both in the year of and in the year after the Scale-up implementation (see Table 06).

Table 06: Supplier Latrine Sales in Intervention and Non-intervention Communes Before, During and After Civic Champions Pilot and Scale-up Iterations

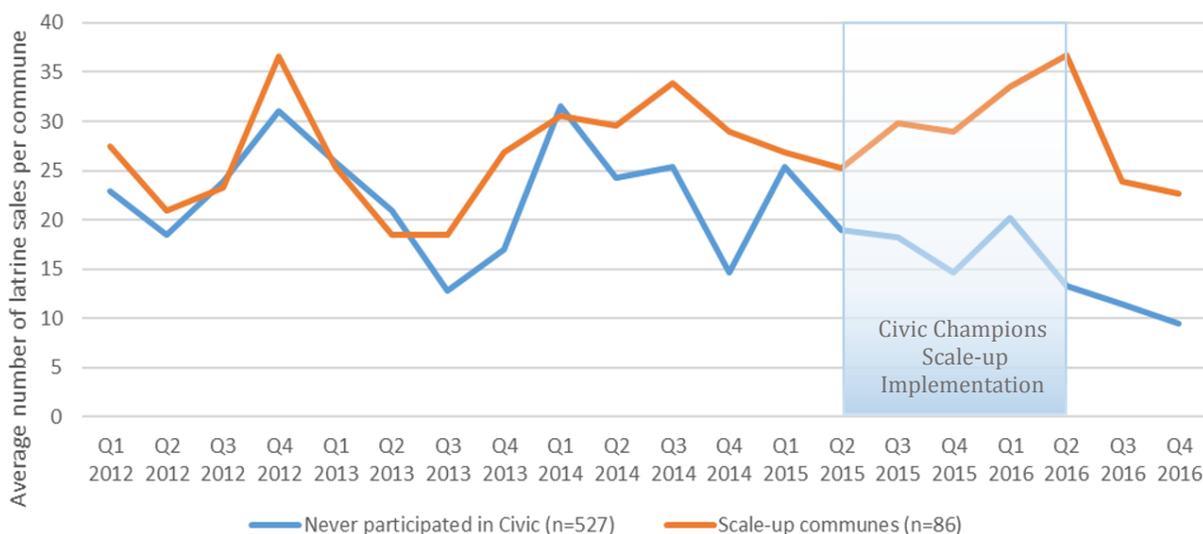
Program Iteration	Commune Status* (# of communes) *at time of Iteration	Total Annual Latrine Sales (Count)			Percentage Point (pp) Difference in Year-over-Year Sales Growth Rate	
		Prior Year	Implementation Year	Post Year	Implementation vs. Prior Year	Post vs. Prior Year
Pilot	Intervention (N = 22)	593	1,710	1,202	142 pp	75 pp
(Q4, 2013 - Q3, 2014)	Comparison (N = 516)	20,432	29,991	26,190	(188% vs. 47%)	(103% vs. 28%)
Scale-Up	Intervention (N = 88)	6,941	8,570	6,308	32 pp	22 pp
(Q3, 2015 - Q2, 2016)	Comparison (N = 455)	18,883	17,196	13,372	(23% vs. -9%)	(-8% vs. -29%)

Longitudinal Latrine Uptake. Figure 06, using the same data as Table 06, shows a plot of quarterly latrine sales in participating and non-participating communes²⁸ by WaterSHED-supported latrine suppliers in the *Hands-Off* sanitation marketing program in the year prior to beginning the Civic Champions Scale-up iteration (July 2014 to June 2015) and during the 12-month Scale-up implementation (July 2015 to June 2016). The chart shows more clearly the downward trend in sales prior to the Scale-up in both participating and non-participating areas. However, during project implementation, between July 2015 and June 2016, this downward trend reverses in Civic Champions Scale-up participating communes, but continues to decline in non-participating communes. Sales in non-participating communes experienced a year-over-year decline of 9%, while

²⁸ In non-participating communes and districts, sanitation marketing activities went on as usual, supporting latrine suppliers and demand creation across the district. After the initial success of sanitation marketing in Cambodia, sales in many areas have slowed since early majority adopters have already purchased latrines and deeper market penetration is more demanding.

suppliers' sales in participating communes saw a 23% year-over-year growth in sales (see Table 06), in other words, the sales growth rate was 32 percentage points higher in Civic Champion Scale-up communes compared to non-participating communes in WaterSHED's 8 intervention provinces.

Figure 06: Quarterly Latrine Sales per Commune by WaterSHED Supported Latrine Supply Businesses



In sum, the Civic Champions leadership development program reversed a trend of slowing latrine sales, and helped to accelerate sales in both high sales (typically Q1 and Q2) and low sales seasons (typically Q3 and Q4). There are several possible explanations for these observations. First, by drawing on different types of sales activities and messages, commune councilors might have reached a different and/or larger customer base. Second, sanitation might have been promoted on a more regular basis through the program rather than through occasional or sporadic sales activities initiated by WaterSHED staff. Finally, local authorities who promote sanitation lend credibility to sanitation promotion activities, and they can focus more on community welfare and less on the individual benefits of owning a latrine.

Factors Hindering Latrine Update. Participants frequently reported two major bottlenecks for sanitation uptake during conference reflection sessions: (1) the absence of microfinance institutions (MFIs) in the area or MFIs not responding adequately to the demand for sanitation loans, and (2) the limited capacity of latrine suppliers to deliver on time. While the former might be overcome through the formation of savings groups, suppliers offering installment payment, and other kinds of informal lending systems or partnerships with MFIs, the latter poses a significant barrier to accelerating sanitation coverage. Latrine sales in the high sales season (Q1 and Q2) in Scale-up participating communes during the program were 74% higher than in the previous year's high season, and many businesses, which are small informal rural enterprises were unprepared to meet this dramatically increased demand.

4.1.2 Personal Changes

When participants reflected on their experiences, they detailed a number of personal changes that led to success in their efforts to promote sanitation. The following summary is based on six in-depth interviews with commune teams during the fourth conference.

Commitment and Perseverance. All interviewees reported increased commitment to their work and greater perseverance in facing challenges. Prior to completing the program, they were quick to give up and dedicate attention to other areas when they faced resistance. After Civic Champions, the participants reported placing higher value on their contribution to their communities and believing in their capacity to make a difference. These realizations made them try harder, act more bravely, and feel more confident.

Stories of Transformation: From Sales Agent to Sanitation Entrepreneur

Bopha* is a councilor in a remote commune of nearly 1,400 households. Before she joined Civic Champions, only 188 households in her constituency (less than 14%) owned a latrine. She joined Civic Champions to change this. To start from (nearly) nothing is rarely easy, and Bopha quickly learned that increasing sanitation coverage in her commune would be no exception.

Convincing households to invest in a latrine was challenging, but when orders were finally placed, the latrine supplier was not able to deliver on time, orders were lost, and a low-quality product was delivered. After spending six months trying to sort out the problems, she decided to take things into her own hands. She sold all her jewelry and gathered all her family's savings to invest in two molds for cement rings. This was the start of her own latrine producer business.

Today, Bopha sells dozens of latrine sets every month. She also partners with a bricklayer to offer a full latrine package, including shelter, water tank, and installation services. The sanitation coverage in her commune has almost doubled. But the real change for her and her family is that they don't have to worry about paying back the loan she took to build a house two years ago.

*Names and locations have been modified to protect privacy.

Definition of Leadership. During a session at the first conference, participants were asked to identify three leadership role models. The most common answers included the Prime Minister, the King, and their own mothers. Participants reported attributes like "strong," "powerful," and "knowledgeable" to be associated with leadership. When asked at the end of the program what it means to be a good leader, the picture had changed. Three interviewees emphasized the social component of leadership behavior. They stated that a good leader is someone who builds relationships with villagers, connects with people, is friendly and reasonable, and facilitates between parties when problems arise.

"Now I know that to be a good leader means to be friendly."

-Participant from Pursat province

"As a leader, I need to connect to people and show that I am concerned about their life, not just about toilets. I go door to door and speak with them about different things. I need to build relationships with the people in my commune if I want to convince them to change."

-Participant from Kampong Chhnang province

“Before, we [group of five commune councilors] conducted sales events individually, everyone by himself. It was difficult to persuade people. Then we learned about the control cycle in the conference and we changed our strategy. Now we do sales events in a group and it works much better.

More people buy toilets.”

-Participant from Pursat province

“I gathered people without a latrine to discuss how the commune can help them to get a latrine. They agreed that they would buy a latrine if the supplier would offer installment payments.”

-Participant from Kampong Chhnang province

Teamwork and Community Engagement.

Members of commune councils have designated tasks. Cooperation is not always encouraged and rarely happens across party lines or gender. During the conferences, the room setup, activities, and facilitation encouraged sharing and teamwork. Through the project, participants experienced the strengths of working in a team and engaging stakeholders in the process. Several participants reported the reasons for the accelerated sanitation uptake they had achieved to be joint planning at the commune level, support from district-level officials, multi-sectorial approaches involving the health sector, and their efforts to connect villagers with one another and with latrine suppliers.

Public Speaking. As commune councilors, the participants must interact continuously with their constituents. Yet, the facilitators noted that many participants would shake and their voices would tremble when they spoke about their work to other

commune councilors. Three out of six commune teams mentioned that their ability to speak in public and share their work had significantly improved because of the Civic Champions program. This change in confidence speaking extended beyond their professional work and was highlighted as the most important personal change they experienced because of participating in the program.

Stories of Transformation: From Nervous to Tired of Being Nervous

Though she was the only participating commune councilor in her commune, Meas*—a one-woman team—reached the latrine uptake target in the first cycle. For three months, she had been speaking with her constituents about sanitation almost every day. But when she was asked to present her work at the conference, she was afraid to write on the flip chart paper, let alone stand in front of all the other participants to tell them about her work.

Other participants encouraged her. They told her that a leader needs to be able to write on flip chart paper and speak in front of people. When it came time to present, she mustered all her courage, presented her work convincingly, and won the gold medal for the best leader of the first cycle. She later repeated her success.

When asked about speaking in front of everyone, she replied: “I can speak with villagers—that’s easy—but speaking in front of other commune councilors is hard. I was so nervous, I thought I could not do it. It took a lot of energy. But when it came to presenting, I was already tired of being nervous, so I just presented, and it was okay.”

*Names and locations have been modified to protect privacy.

4.2 Sustainability

Great leaders often rely on an extensive network of colleagues and friends. These are the people they turn to for advice and support, and who share the community gossip with them. The Civic Champions

program sought to uncover how information is shared among commune councilors in order to incorporate new ways of thinking about what shapes leadership into program activities.

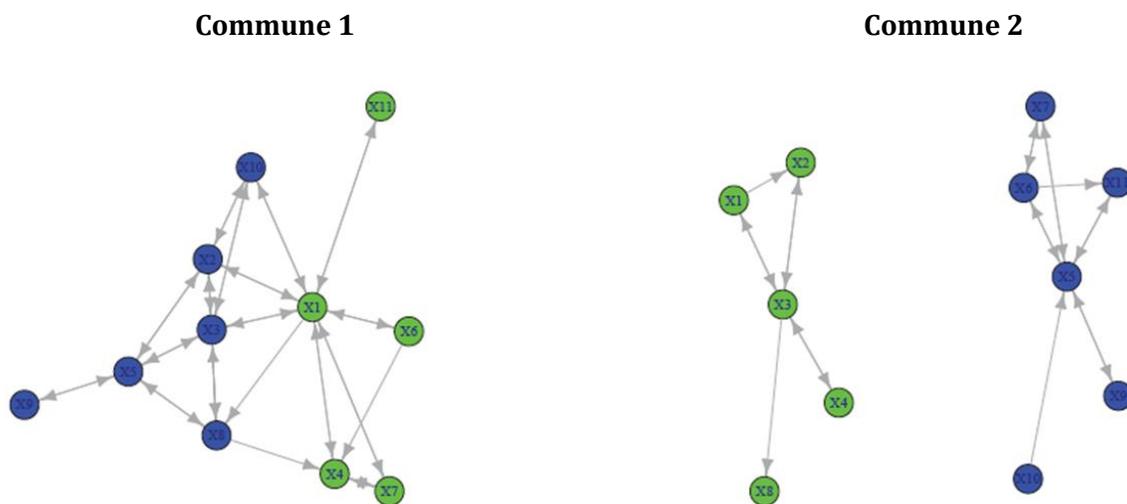
The Civic Champions leadership development program focuses on promoting a community of leaders through peer discussion sessions, reflection activities, and coaching. In this way, government officials at all levels are empowered to adapt and localize approaches to sanitation promotion for their specific context—something large-scale sanitation programs too often fail to achieve.

4.2.1 Building Networks

At the beginning of the Scale-up iteration WaterSHED asked two participating commune councilors to list people they shared work-related information with at least once per week. Analysis of these data depicted a persistent challenge in Cambodia. Deep dividing lines separate experienced and less-experienced commune councilors, old and young, and opposition and ruling party members.

Figure 07 below maps the weekly information flow reported by the commune councilors (colors indicate party affiliation). In Commune 1, essentially only the position of the commune chief (X1) unites the network. In Commune 2, the network is not united at all. In short, commune councilors did not share information effectively across party lines.

Figure 07: Information Sharing Among Commune Councilors



Information sharing is an essential component of effective teamwork and coordination; it is critical for making sustainable, inclusive progress on sanitation. This is why the Civic Champions program is dedicated to building stronger networks—among commune councilors, and between commune councilors and other stakeholders—as well as establishing an effective mechanism for peer learning across commune councilors of the same district.

Program activities such as peer discussion sessions intentionally promoted teamwork and the strengthening of the local governance network. For example, rather than focus on individual leadership ability and behavior, participants presented and were judged as a commune team during the awards process. Many peer discussion sessions centered around how to involve the entire community—from the commune council to village chiefs, MFIs, and latrine suppliers.

Interviews with program participants indicated that the Civic Champions program led to increased coordination and cooperation across some of these dividing lines. However, in other cases, non-participants pushed back against participants who sought to build these bridges as in the case reported in *Stories of Transformation*, below. This example clearly illustrates the pressing need to increase government support, buy-in, and engagement at all levels in order to accelerate these changes.

Stories of Transformation: Crossing Party Lines to Achieve Teamwork

Sok* joined the Civic Champions program to finally make progress on important issues connected to the happiness and wellbeing of his commune. At the conferences, he learned about leadership styles, communication, teamwork, and about how to persuade people to bring everyone on board. He made a plan for how to increase sanitation uptake in his commune and began to bring people together to put the plan into action. He spoke with district officials, villagers, village chiefs, the local latrine supplier, other commune councilors, and his commune chief. He did not care which party they were from, only whether or not they would support his sanitation efforts.

Not far into the leadership development program, he was summoned by his local party committee and questioned about why he would actively cooperate with members of the other party. He replied that being a good leader required teamwork but was stripped of his mandate as a commune councilor and replaced. Even so, he continued to take part in the Civic Champions program until the end, successfully promoting sanitation in his commune.

*Names and locations have been changed to protect privacy.

4.2.2 Localized Approaches to Sanitation Promotion

One important way the participants translated their leadership development into increased sanitation coverage was through adapting and localizing sanitation promotion approaches. Commune councilors closely examined their constituencies in the process of conference discovery activities to identify strengths, weaknesses, and opportunities in their specific contexts.

Interviews with six commune teams revealed that participants followed similar strategies to increase sanitation coverage:²⁹

1. **Planning** with other members of the commune council and village chiefs. (4 communes)
2. **Reviewing coverage data** to establish a baseline and identify needs. (2 communes)
3. **Connecting and cooperating with other stakeholders** such as MFIs, latrine suppliers, villagers, and village chiefs, among others. (3 communes)
4. **Promoting sanitation knowledge and awareness** among people in their constituency, often with the help of people from the district council, provincial facilitators, and/or WaterSHED staff. (6 communes)
5. **Imposing (quasi-)regulations** to stress the importance and urgency of acting now. (3 communes)
6. **Following up with villagers** to ensure timely installation of latrines. (2 communes)

²⁹ Not all communes implemented all of these strategies or completed them in this order. These strategies were identified using commune teams' answers to the question, "Which strategy did you use to increase sanitation uptake?" Answers were unprompted. The number of communes that mentioned each step (out of six) is indicated in brackets.

7. **Subsidizing sanitation hardware** for poor households in the commune. (2 communes)

The commune councilors developed a range of new sanitation promotion strategies and adapted others to their local contexts, a selection of which is included in Table 07. The reported strategies can be roughly grouped into four categories: (1) community engagement and social pressure; (2) financing options; (3) (quasi-)regulation; and (4) process optimization.

Table 07: Participant-Reported Localized Strategies for Sanitation Promotion

Community Engagement and Social Pressure ¹	Financing Options	(Quasi-)Regulation	Process Optimization
Invite poor households with a latrine to promote sanitation to non-poor households; non-poor households will feel embarrassed about not having a latrine when they hear poorer households speaking about having a latrine.	Support poor households in the commune using the commune budget (for example, by designating funds from the social budget to subsidize latrines or diverting leftover funds from road construction).	Make toilet ownership a condition to obtaining the permission to marry and/or hold large ceremonies.	Adapt arguments depending on household situation. For example, for poorer households, work on identifying appropriate financing mechanisms like a microfinance loan; persuade richer households of the urgency to build a latrine.
Apply social pressure on households by telling them that more guests will attend the ceremony they organize if they have a toilet for the guests.	Convince suppliers to offer installment payments; if necessary, commune councilors vouch for the repayment.	Tell people that by 2020 everyone needs a toilet, otherwise households will be fined.	Lead sales events as a group of several commune councilors to give the message more force.
Conduct village meetings for households without latrines at which villagers can discuss what would help them to obtain a latrine.	If villagers are unwilling or unable to take out loans (for religious reasons, for example), encourage them to form saving groups.		Hold general village meetings, of which sanitation promotion is part.

¹ During the interviews, three communes described how they actively involved villagers to identify barriers to adopting improved sanitation. Half of the commune teams interviewed reported applying social pressure to households in order to stop open defecation.

The Civic Champions leadership program clearly instilled a strong commitment in local authorities to achieve a key development goal. Commune councilors overcame challenges to lead community engagement and find new, locally adapted strategies to promote uptake of improved sanitation. With the support of district and provincial officials, these behavioral changes are more likely to endure over time, but monitoring and further research is needed to test this. Further analysis is also needed to explore if and how participants use their leadership skills in other areas of community development apart from increasing access to sanitation.

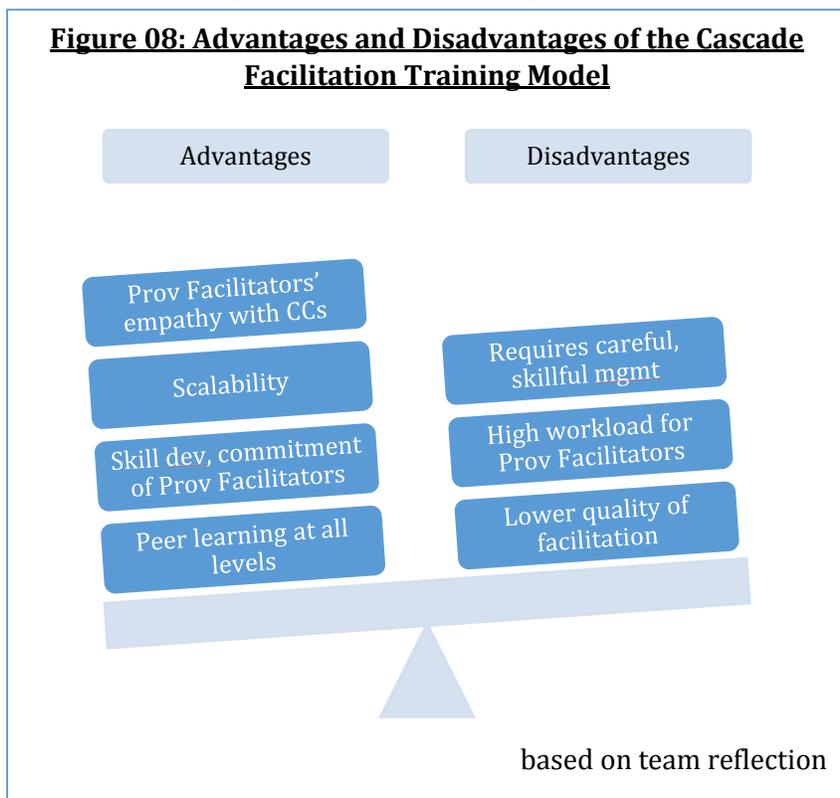
4.3 Scalability

Compared to the Pilot iteration, the number of participants in the Scale-up iteration quadrupled and the geographic areas covered increased eightfold. Organizing and facilitating six large three-day interactive conferences every quarter across a sizable geographic area does not immediately lend itself to scalability, especially if all activities are led by head office staff. This section examines to what extent the Civic Champions Scale-up iteration was able to overcome this bottleneck for increasing the number of participants, while retaining the effectiveness of the model. The cascade facilitation model, as described above, was a key adaptation introduced to enable scalability and promote sustainability through greater government involvement, but also to better leverage district and provincial-level officials' expertise in working with commune councilors.

4.3.1 Cascade facilitation model to reach a larger scale

The cascade model had advantages and disadvantages (see Figure 08). A cascade facilitation model allows projects to operate at greater scale, and there is arguably no alternative for large-scale facilitation. It also became evident that district government staff who served as provincial facilitators significantly honed their skills in public speaking, leadership, and facilitation over the course of the 10-month program.

The project benefited directly from these provincial facilitators' improved facilitation skills towards the end of the course. Moreover, involving provincial facilitators emphasized peer learning at all levels and leveraged their understanding, experience, and trusting relationship with participating



commune councilors in a way that was more impactful for the commune councilors. For example, during the conferences, provincial facilitators demonstrated their ability to “translate” elements of the program into examples to which local commune councilors could easily relate. Most importantly, while this iteration of Civic Champions has ended, these district government staff will be able to continue supporting commune councilors in their efforts to develop their communities.

On the other hand, the cascade model required strong facilitation skills and a high degree of flexibility by the

Master Trainer of Trainers team to manage this process. The quality of facilitation might have suffered because of the complexities of this participatory process. In fact, one commune councilor

pointed out during an interview that the quality of facilitators should have been higher to improve facilitation.³⁰

In sum, the cascade facilitation model was instrumental in taking the Civic Champions approach to scale. The model allowed district and provincial government staff to have a strong voice during the design and facilitation of conference activities, built their leadership skills, and leveraged their expertise in working with commune councilors. Because facilitation structure and content was previously developed and practiced in the Pilot, an external leadership expert was unnecessary. In fact, the Scale-up iteration showed that provincial facilitators' understanding of rural context and the progress of participants was at least as important as advanced leadership training skills. Use of provincial facilitators not only contributed to the success of the program, but also made scale up possible.

4.3.2 Comparison of Efficiency of the Pilot and Scale-up Iterations

The Scale-up iteration achieved somewhat lower results per commune than those of the Pilot, regarding new household pour flush latrine installation outcomes (153 vs. 210 new latrines per commune, respectively, over 10 months). A comparison of Civic Champions program output, outcome, and cost-efficiency metrics from the Pilot and Scale-up iterations is provided in Table 08, below. For various other output-to-outcome ratios, we also see somewhat lower levels. For example, the number of new latrines achieved per trained Civic Champion councilor dropped from 92 in the Pilot to 74 in the Scale-up iteration. However, the slightly lower results occurred alongside cutting program expenditure by half or more per trained Civic Champion councilor and per participating commune, and nearly in half per new household pour flush latrine installed. The Civic Champions Scale-up iteration had a program cost of US \$14.60 per newly installed household pour flush latrine, compared to US \$26 in the Pilot.

The lower cost of the Scale-up iteration is largely due to higher subnational government staff involvement as facilitators, for which the value of time contribution is not included in the total program expenditure cost in Table 08, as well as reduced costs for external leadership expertise and slightly shorter conferences, compared to the Pilot. The largest share of program expense went towards conference logistics (transportation, meals, and accommodation), which cannot be reduced through scaling.

³⁰ In Cambodia, openly criticizing authorities is not a socially accepted practice. It is therefore likely that the true number of participating commune councilors who thought the quality of facilitators could have been better is higher than reported here.

Table 08: Comparison of the Civic Champions Pilot and Scale-up Iterations

	Pilot	Scale-up
Year	2013-14	2015-16
Districts	2	16
# of Communes	20	99*
# of Participants	46**	203
Avg # of Participants per District	23	12.7
Total # of Latrines Installed	4,211	15,077
Avg # of Latrines Installed per District	2,105	942
Avg # of Latrines per Participant	92	74
Avg # of Latrines per Commune	210	153
WaterSHED Program Cost (in USD)	(2013) US \$110,000	(2015) US \$220,000
Program Cost per Commune	US \$5,500	US \$2,222
Program Cost per Participant	US \$2,391	US \$1,084
Program Cost per Toilet	US \$26.00	US \$14.60

* 203 participants from 99 communes completed the program, out of 210 councilors, representing 105 communes, who joined the first Discovery conference, of whom 7, representing 6 communes with no other councilor participants, dropped out.

** Of the 65 commune councilors who joined the first Discovery conference, 19 dropped out of the program.

4.3.2 Cost for Scaling to National Level

Cambodia currently (as of 2017) has 1,621 communes. Using the program cost per commune of the Scale-up iteration as an estimate, the total cost to expand Civic Champions to all communes in the country (excluding those in the Pilot and Scale-up) would be US \$3.3m (2015 USD).

However, this number underestimates the true costs to scale the program to the whole country and excludes the value of government facilitators' time. In districts outside of WaterSHED's intervention provinces, latrine supply chain development and field staff to coach participants would need to be included in this calculation. These two elements, as indicated below, would comprise an estimated 60% of the total costs of a national-level program at US \$5.5m (2015 USD).

- **Field staff for coaching (\$350k):** During the Pilot iteration, one WaterSHED field staff coached commune councilors from two districts.³¹ Thus, roughly 80 field staff would be

³¹ During the Scale-up iteration, coaching was done by WaterSHED's field-based *Hands-Off* sanitation marketing Facilitation Specialists staff in the area. Their time has not been included in the \$220,000 WaterSHED program cost for the Civic Champion Scale-up iteration, because time spent working with commune councilors in the field is part of their normal strategic activities to facilitate the growth of the local sanitation market under WaterSHED's *Hands-Off* program.

needed to cover Cambodia's 163 districts. One year's salary and a travel allowance for each of these field staff could add another \$350k to the costs.

- **Supply chain market development (\$50k/district):** The Civic Champions project builds on WaterSHED's previous efforts to develop the sanitation supply chain and make latrine products locally accessible, affordable, and aspirational in rural markets. WaterSHED and iDE cover 109 out of 163 Cambodian districts with their supply chain development work. Hence, sanitation supply chain market development would need to be expanded in another 54 districts to prepare the ground for Civic Champions to work. This work would cost an estimated \$50k per new district.

4.4 Cost-Efficiency

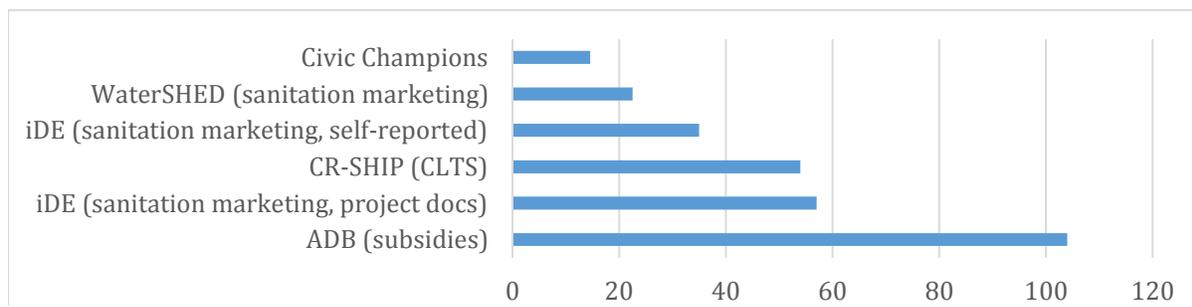
This section provides a brief overview of program costs to run the Civic Champions leadership development course at scale. The program's full economic costs are underestimated because this analysis does not account for all inputs, some of which are difficult to cost.³² On the other hand, the calculation may overestimate the true cost-efficiency of the program. Examination of latrines sales in areas affected by the Civic Champions Pilot in Kampong Speu indicated that latrine uptake rates remained a higher level than in control districts, even after the project had concluded. We also found this to be the case for the Scale-up, as indicated by latrine sales (see Figure 06 and Table 06). Thus, calculating program cost per latrine achieved during the program does not capture the longer-term outcomes and impacts of the program on latrine uptake.

From the start of the first AG meetings and recruitment activities in April 2015 to the end of the fourth conference in June 2016, the project operated with and expended roughly \$220,000. This is equivalent to \$2,222 per commune, or \$1,084 per participant. As indicated in Section 4.3.2 above, this comes to \$14.60 per delivered latrine.

This analysis suggests that, compared to other sanitation programs in Cambodia, Civic Champions delivered latrines at a lower cost per latrine than any other sanitation program, and all latrines delivered were household pour flush latrines, meeting the JPM definition of "basic" access. Figure 09 presents a graph comparing program delivery cost per latrine for several sanitation interventions in Cambodia. Note that USD amounts are in the publication year value, and have not been adjusted.

³² Examples of additional inputs include district and provincial-level staff time, additional inputs by commune councilors and from the CIB, and previous and ongoing work by WaterSHED in sanitation marketing and establishing good relationships with local government. As an example of an additional input by a commune councilor, one participant reported that he used his own funds to rent loudspeakers for sanitation sales events. Costs such as these are difficult to measure without additional data collection and analysis.

Figure 09: Comparison of Program Delivery Cost per Latrine Achieved for Various Sanitation Interventions in rural Cambodia (excludes household contribution)



- **WaterSHED’s Hands-Off Sanitation Marketing Project:** From 2012 to 2014, the total program costs divided by the number of latrines sold equals \$22.50 per latrine.
- **iDE’s Sanitation Marketing Project:** iDE recently reported a cost of \$35 per latrine for its large-scale Sanitation Marketing project in Cambodia. However, publicly available data suggest that this is, in reality, \$57 per latrine when all program costs are factored in.³³
- **Plan Cambodia’s CLTS program:** An economic cost/benefit assessment of sanitation interventions conducted in 2012 documented that Plan Cambodia’s CLTS program costs were estimated to be \$54 per latrine.³⁴
- **ABD’s hardware subsidy program:** Toilets constructed under an ADB hardware subsidy program involved a cost of \$104 per latrine.³⁵

However, as discussed previously, the cost estimate for Civic Champions Scale-up has several shortcomings, as to these other estimates and thus should be interpreted and compared with caution.

³³ For iDE’s self-reported data, please see <https://sanitationupdates.files.wordpress.com/2016/08/usaaid-ide-presentation-august-2016-final-1.pdf> For data used to calculate cost with all program costs, please see <http://m.forum.susana.org/forum/categories/167-market-development-in-action/11517-ide-sanitation-marketing-scaled-up-smsu-10-project-detail>

³⁴ Hutton (2012), *Economic Assessment of Sanitation Interventions in Cambodia*

³⁵ Source: <http://www.adb.org/sites/default/files/project-document/60159/34382-022-cam-pcr.pdf>

5. Lessons and Recommendations for Program Replication

This section discusses lessons learned in the Civic Champions Scale-up iteration with a goal to inform implementation in future iterations and replications of the program. General recommendations are followed by those pertaining to specific program components or activities.

General Oversight and Monitoring Recommendations

- **Before the start of the program, ensure other stakeholders in the system, especially latrine suppliers, are prepared to respond to rapid increases in demand for sanitation products.** The commune councilors accelerated latrine sales very quickly. Suppliers' stock and production capacities must keep pace to ensure a smooth customer experience. Preparing suppliers in advance for the upcoming change may help them better adapt to the new market situation and offer high quality products and services at scale.
- **Continue to monitor latrine uptake in participating districts compared to non-participating districts over time in order to evaluate and build evidence for the sustainability of participants' outcome delivery.** The analysis of sales data in the Civic Champions Pilot areas in Kampong Speu and in the Scale-up iteration participating communes, indicates that latrine sales remained at a relatively higher level of growth than in control districts and non-participating communes, respectively, for at least a year after the project had concluded (see Section 4: Evaluation of the Scale-Up Iteration). An in-depth analysis of sales data across all of WaterSHED's intervention areas for each Civic Champions iteration (see Table 01) is currently underway to examine the impacts on sales of Civic Champions after each iteration ended.
- **Document localized sanitation promotion strategies and foster peer learning among commune and district councilors.** Many large, internationally-led projects fail to localize their sanitation promotion strategies. Civic Champions empowered commune councilors and district officials to invent and apply new ways to increase sanitation coverage. The diversity of local adaptation and creative experimentation represented in the efforts and experiences of each commune team is an important opportunity for locally-led peer learning in rural Cambodia.
- **Work to institutionalize provincial and district-level governmental support for the program. Don't rely on it being driven by individuals.** During the Scale-up, the program heavily relied on individuals' convictions of the benefit of the Civic Champions leadership development program rather than institutional buy-in and ownership. Yet, institutional ownership is important for sustainability.

Recruitment Recommendations

- **Include more interactive, illustrative elements during the recruitment workshop.** More interactive elements—such as a demonstration workshop or sample activity—may help to illustrate the new, interactive model of facilitation the program employs. Free participation in the first conference could also demonstrate the benefits of the course to participants. Instilling accurate expectations in participants early on in the course will help participants gain traction quickly and eventually deliver better results.
- **Continue to emphasize active district and provincial government involvement in the recruitment process.** It is especially important to have them present during the recruitment

workshop and actively and personally recruit councilors in the follow-up process. Commune councilors trust the district government's opinion, and are more likely to sign up for the program if they see that their superiors actively support the program. Speeches delivered by district and provincial officials also lend legitimacy to the program and provide justification for the time and effort commune councilors invest in learning and applying new leadership skills and capacities during and between conferences.

- **Supplement district and provincial government involvement during the recruitment process with peer recruitment mechanisms by commune chiefs and councilors.** While superiors can exert pressure on commune councilors to join, peer commune councilors who have benefited from participation in Civic Champions can lend credibility to the benefits of joining the program.

Government Engagement Recommendations

- **Invest in the leadership development of the Master Training of Trainers team.** Along with participants, facilitators also develop their leadership capabilities through the Civic Champions program. Frontloading the leadership development of the Master Training team will greatly benefit the entire program by developing the team's creativity early on and building a repertoire of facilitation exercises and activities that can be drawn upon for each conference.
- **Clearly define and communicate the position and value of serving as a provincial facilitator to district governors' offices.** Clear communication and expectations will help ensure that individuals with the right skillset and motivation are appointed as facilitators. In recruiting district officials to serve as facilitators, the team should consider cooperating with other government entities responsible for the capacity development of commune councils, such as the Department of Rural Development (DoRD), the Office of Commune Support and Planning, and the District Advisor.
- **Engage provincial facilitators from the start to ensure ownership of the process, provide sufficient support, and practice time.** Just as the participating commune councilors need to literally buy into the project, a similar effort is needed to convince the provincial facilitators of the merits of the project to gain their strong commitment to the facilitator role. Additionally, facilitated practice time during the PToT and between the PToT and conference is very important for the provincial facilitators' engagement and learning process. Demanding work and heavy workloads necessitate appropriate support mechanisms for provincial facilitators.
- **Develop a mechanism to recognize and reward provincial facilitators.** A mechanism to recognize and reward provincial facilitators may further increase motivation to support, coach, and follow up with participants. It can also help ensure that follow-up and horizontal learning mechanisms become institutionalized at the district level. More generally, tailoring the benefits of participation to the needs of the provincial facilitators and clearly communicating these benefits to potential candidates will strengthen the commitment and engagement of these individuals.

Conferences and Coaching Recommendations

- **Develop a strategic approach to setting the new latrine target number assigned to each commune.** In the Pilot iteration, WaterSHED learned the critical importance of assigning a

target to motivate effort. In the Scale-up, our analysis of commune level performance differences shows that the actual target value matters greatly and has a very significant impact on achievement. Higher assigned targets, independent of other effects, leads to significantly higher achievement of new latrines. What is now needed is a more strategic evidence-based approach to setting an optimal target for each individual commune, one that challenges participants to take risks, innovate and test new leadership skills, while also accounting for the limitations imposed by each commune's market conditions, and is not linked to the number of participating councilors from the commune. Consideration should be given to unmodifiable commune context conditions reported in Section 4.1.1 that explain differences in performance across participating communes.

- **Monitor the coaching process closely, making sure that coaching sessions occur and are helpful so that commune councilors receive continuous support.** Provincial facilitators and WaterSHED's field staff should be monitored as they support commune councilors. This can ensure that the momentum from the project is used to achieve the greatest possible development impact.
- **Carefully manage the voting process during conferences to ensure fairness and impartiality.** The relative influence of different groups needs to be balanced so that leaders can emerge from this process—not just those who come from populated districts, or who have provided the best incentive to their fellow participants to vote for them.

6. Summary and Conclusions

This evaluation documented the project implementation, evaluated the project's performance along four dimensions (development impact, sustainability, scalability, and cost-effectiveness), and identified lessons learned and recommendations for future program replication.

6.1 Program Implementation

Recruitment. Recruitment activities attracted 19 % of all commune councilors in the target districts, and participants were representative in terms of age, educational background, and political affiliation. The data also showed that the program was particularly attractive to women councilors, as well as to commune councilors in areas with low sanitation coverage. The attrition rate was very low, which suggests that the recruitment workshops conveyed accurate expectations about the program to participants. However, interest in the program (as measured by application submissions) did not always translate into program participation. This is attributed to varying degrees of support for the program from provincial government.

Government Engagement. Government involvement in the project was high, including in key positions that shaped the program design. This engagement, buy-in, and ownership was key to the success of the Scale-up iteration. The cascade facilitation model worked well to take the Pilot concept to scale, which shows that provincial facilitators' understanding of rural context and the progress of participants is at least as important as advanced leadership skills. Alignment of the Civic Champions leadership development program with national and provincial public policy for decentralization was critical to gaining support from provincial government officials, but was insufficient to ensure buy-in by district-based officials appointed as facilitators. The individual benefits and value to district-based facilitators from participation in the program should be clearly identified and communicated to them and/or to district governors' offices in advance.

Conferencing and Coaching. The peer-learning element and the recognition process contributed to the success of the project by promoting innovation and motivating participants. Peer learning allowed a free flow of information and inspired inactive and less creative commune councilors to try new ways to reach their goals. The competitive award process motivated commune councilors to work hard and overcome obstacles by providing recognition for the dedication of individuals and teams. It also allowed participants to practice public speaking. Coaching, a core element of the project's activities, was less well managed; some coaching sessions were missed or were low quality.

6.2 Program Performance

Figure 10 summarizes the key points from the evaluation of Civic Champions Scale-up performance.

Impact. In only ten months, the Civic Champions participants facilitated the adoption of improved sanitation (installed pour flush latrine) in 15,077 households without a latrine in participating communes, equivalent to a 7.5 percentage point increase in pour flush sanitation coverage across the total intervention population of 200,250 households. The target assigned to each commune team of new latrines to achieve as part of the competitions was found to have a direct impact on outcomes, such that the higher the target, the more each commune team achieved. In addition, the program accelerated growth in the sanitation market in participating communes, reversing a trend of slowing latrine sales. During the program period (July 2015-June 2016), latrine supply businesses supported by WaterSHED saw a 23% annual growth in their household latrine sales in participating communes

over the prior year (July 2014-June 2015), compared to a 9% decline in in non-participating communes.

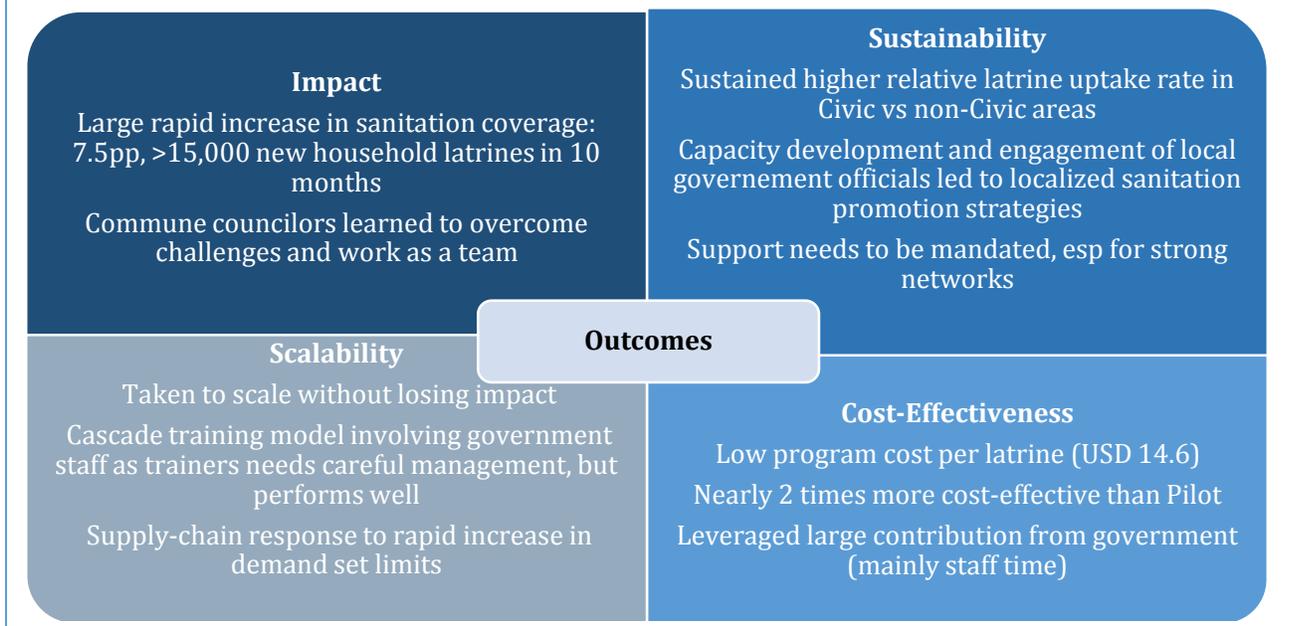
In addition to delivering tangible increases in sanitation coverage, the program also fostered positive personal changes in participants and facilitators. During their interviews, all participants reported increased commitment to their work, greater perseverance in overcoming challenges, and recognition from the community for their work.

Sustainability. The Civic Champions leadership development program focused on fostering a community of leaders through peer discussion, self-reflection, and ongoing coaching. The capacity development, engagement, and commitment of participants led to new and adapted sanitation promotion strategies localized for each councilor's unique context, an important indicator of sustainability. Latrines sales data for both the Pilot and Scale-up iteration show that the accelerated rate of sanitation uptake occurring during the program was sustained beyond the program's end, albeit at a lower but still notable rate.

Scalability. This iteration has demonstrated how to successfully increase the scale of the Civic Champions leadership development program from the Pilot, by a factor eight, without losing impact and while significantly reducing costs. The cascade facilitation model involving district officials as facilitators was key to scalability. However, Civic Champions' success builds on previous work in each commune to develop and facilitate the sanitation market by engaging the private sector and other stakeholders. Thus, it should be implemented as a complement to other sanitation interventions—such as supply-chain strengthening or community-led total sanitation—rather than as a standalone intervention.

Cost-Efficiency. The Civic Champions program may have one of the lowest program expenditure costs per improved latrine realized of all sanitation interventions in rural Cambodia, though not all costs (such as ongoing sanitation marketing operations) are included in the USD 14.6 estimated program cost per latrine. The Scale-up was nearly two times more cost efficient than the Pilot in large part because the Scale-up leveraged large contributions from government in the form of staff time.

Figure 10: Overview of Civic Champions Scale-up Performance



6.3 Conclusions

Civic Champions is not just a scalable mechanism by which to promote the leadership development of commune councilors. This program should also be viewed as a comprehensive approach to engaging subnational government at all levels in the promotion and acceleration of improved household sanitation, from the Provincial Governor’s office down to village chiefs.

There are three key takeaways from the Civic Champions Scale-up. First, participation in the program effectively built leadership capacity at all levels of subnational government. Second, the program succeeded in translating improvements in soft skills into tangible development outcomes for constituents. Third, leadership development might be the key to unlocking sustainable, inclusive, locally led development for improved sanitation outcomes and beyond. In this process, it was essential to simultaneously respect social and cultural norms and stretch participants beyond what they believed to be possible all while pairing efforts with an effective mechanism for peer learning and recognition.

Civic Champions is a bold, non-traditional approach to development. At its core, Civic Champions embodies a comprehensive mindset change that helps all stakeholders develop the skills, agency, and motivation to fulfill their mandate and instigate positive change in their communities. To ensure sustainability, Civic Champions requires an institutionalization of the approach.

Appendix

Figure A1: Paths to Participation by District

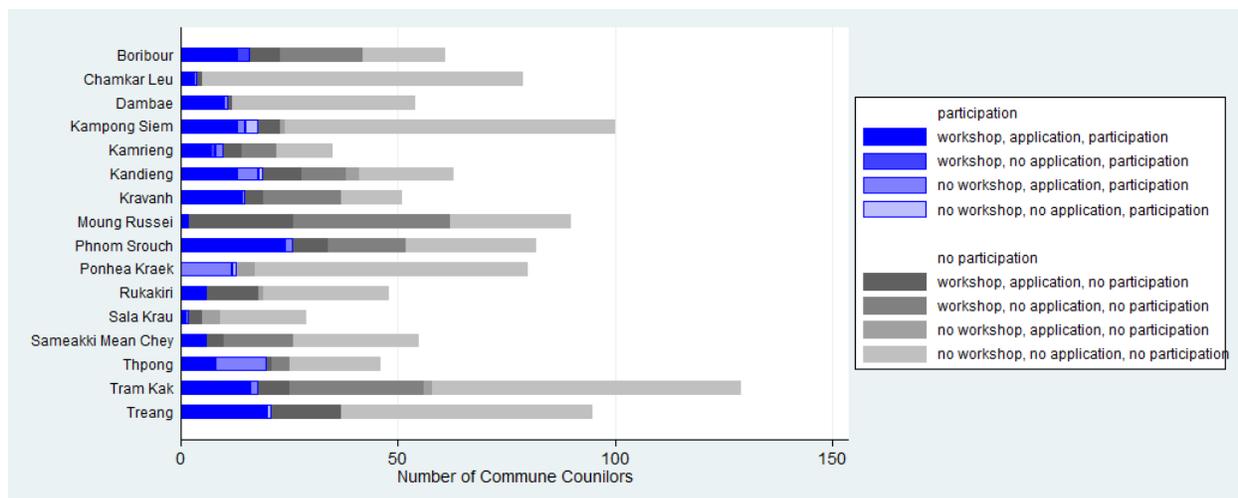


Table A1: Number of Female Workshop Participants, Applicants, and Participants at the First Conference, by Province

	# of Female Commune Councilors	# of Participants at District Workshop	# of Applicants	# of Participants at First Conference
Battambang	41	30 (73%)	22 (53%)	8 (19%)
Kampong Cham	30	10 (33%)	12 (40%)	12 (40%)
Kampong Chhnang	20	12 (60%)	5 (25%)	3 (15%)
Kampong Speu	21	12 (57%)	14 (66%)	13 (61%)
Pailin	7	1 (14%)	3 (42%)	0 (0%)
Pursat	20	11 (55%)	5 (25%)	4 (20%)
Takeo	32	19 (59%)	9 (28%)	4 (12%)
Tboung Khmum	17	3 (17%)	8 (47%)	7 (41%)
Total	188	98 (52%)	78 (41%)	51 (27%)

Table A2: Number of Male Workshop Participants, Applicants, and Participants at the First Conference, by Province

	# of Male Commune Councilors	# of Participants at District Workshop	# of Applicants	# of Participants at First Conference
Battambang	132	70 (53%)	36 (27%)	10 (7%)
Kampong Cham	149	12 (8%)	14 (9%)	10 (6%)
Kampong Chhnang	96	56 (58%)	25 (26%)	19 (19%)
Kampong Speu	107	51 (47%)	41 (38%)	33 (30%)
Pailin	22	3 (13%)	6 (27%)	2 (9%)
Pursat	94	57 (60%)	44 (46%)	30 (31%)
Takeo	192	71 (36%)	54 (28%)	35 (18%)
Tboung Khmum	117	8 (6%)	20 (17%)	17 (14%)
Total	909	328 (36%)	240 (26%)	156 (17%)

Figure A2: Age of Participants at the First Conference

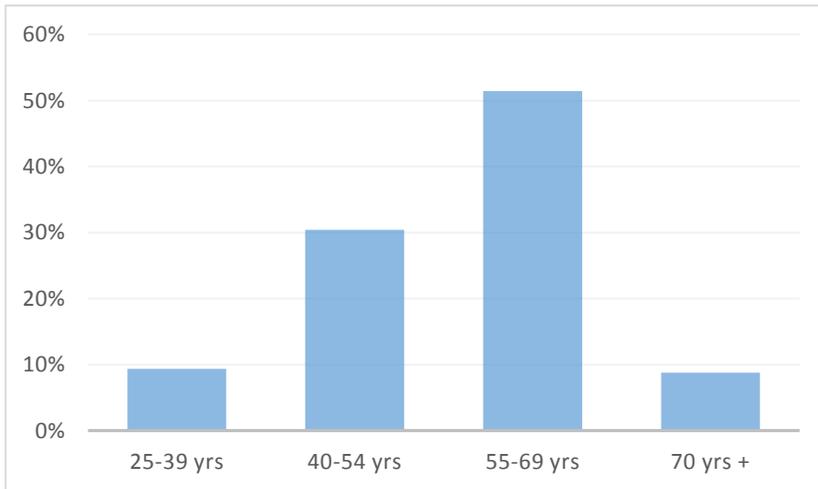


Figure A3: Percent of Commune Councilors in Participating Districts Joining Civic Champions Recruitment, by Gender

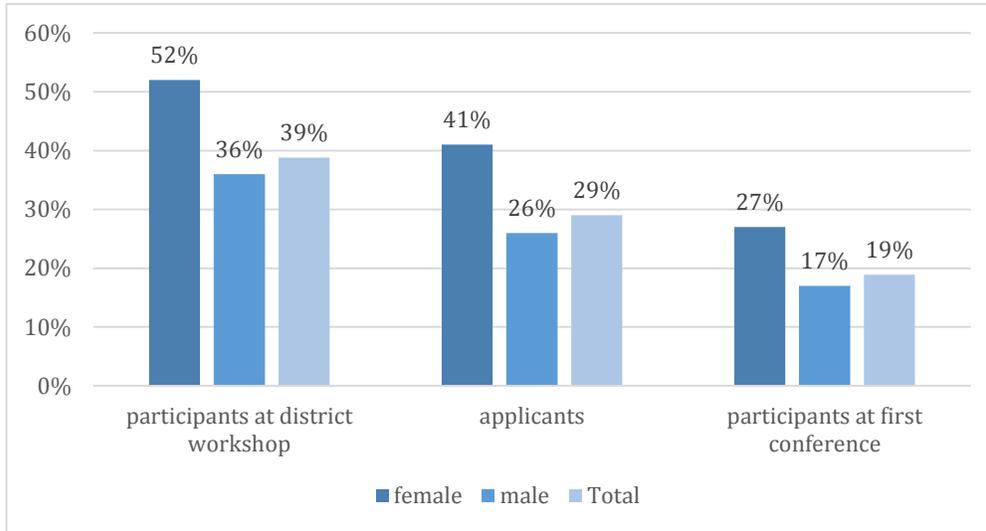


Figure A4: Highest Education Level Reached by Participating Commune Councilors, Compared to All Commune Councilors

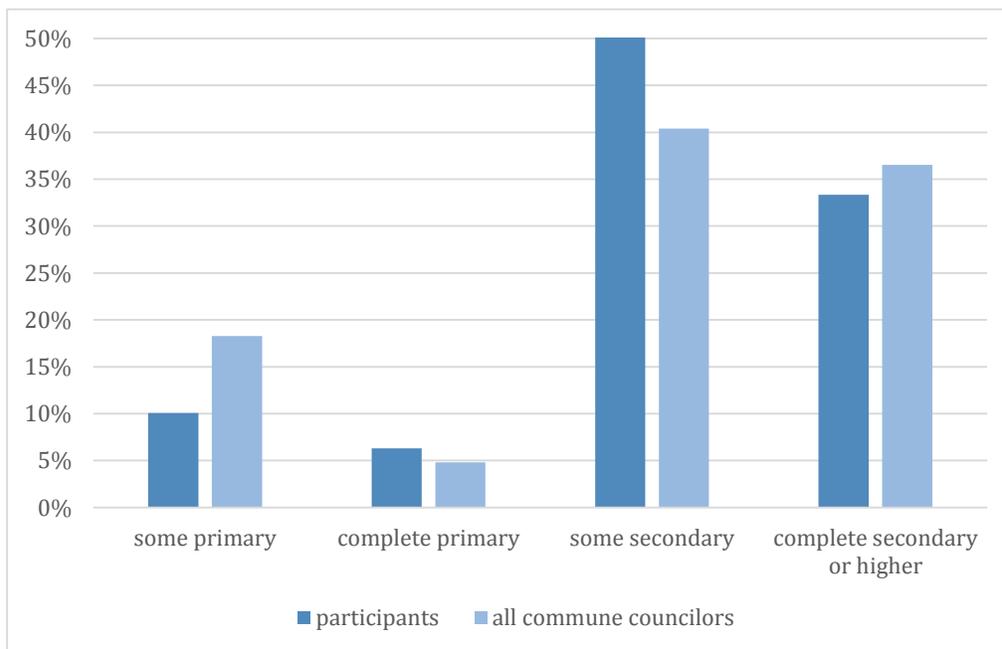


Figure A5: Participants' Roles in the Commune Council, Compared to All Commune Councilors

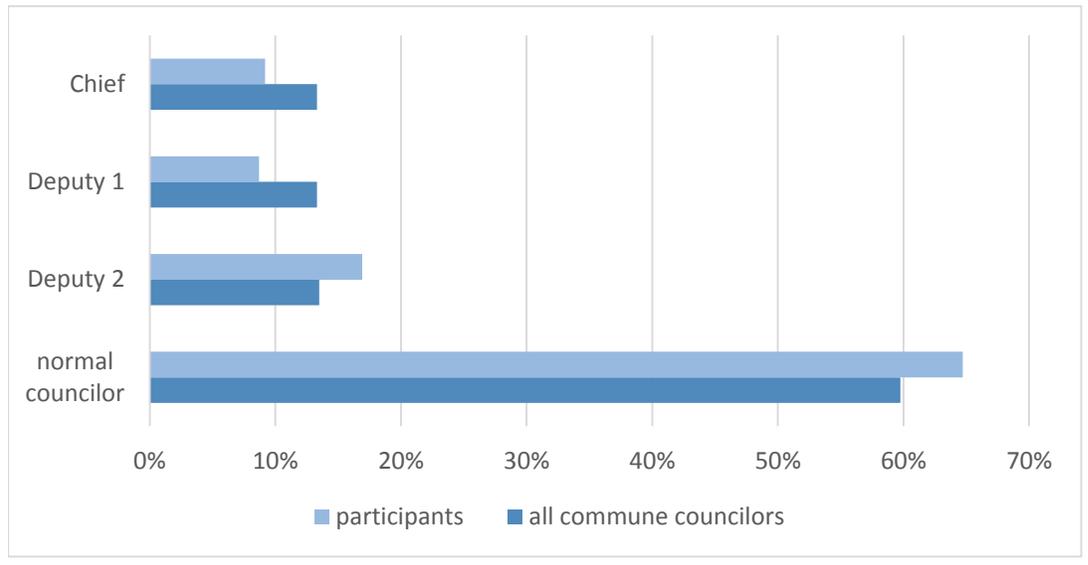


Table A3: Sanitation Coverage Prior to Civic Champions in Participating Communes, Districts, and Provinces

Province	District	Sanitation Coverage in Participating Communes (Mid-2015)	District Avg. Sanitation Coverage (Mid-2015)	Provincial Avg. Sanitation Coverage (Mid-2015)	Ppt Increase in Sanitation Coverage* (2015-16)
Battambang /Pailin	Kamrieng	40%	52%	67%	5.7%
	Moung Ruessei	46%	55%		1.9%
	Rukh Kiri	24%	46%		4.4%
	Sala Krau	28%	62%		3.9%
Kampong Cham	Chamkar Leu	54%	53%	47%	3.3%
	Kampong Siem	36%	45%		5.1%
Kampong Chhnang	Baribour	42%	49%	45%	6.8%
	Sameakki Mean Chey	32%	44%		5.8%
Kampong Speu	Phnum Sruoch	29%	37%	47%	8.7%
	Thpong	22%	27%		11.7%
Pursat	Kandieng	39%	42%	49%	11.9%
	Phnum Kravanh	39%	49%		7.0%
Takeo	Tram Kak	38%	45%	55%	10.8%
	Treang	39%	51%		9.9%
Tboung Khmum	Dambae	27%	30%	42%	3.4%
	Ponhea Kraek	36%	40%		4.6%

* In Civic Champions Scale-up Communes only.

Source: CDB 2015 (unofficial); project data

Figure A7: Frequency of Top Ten Most Important Values

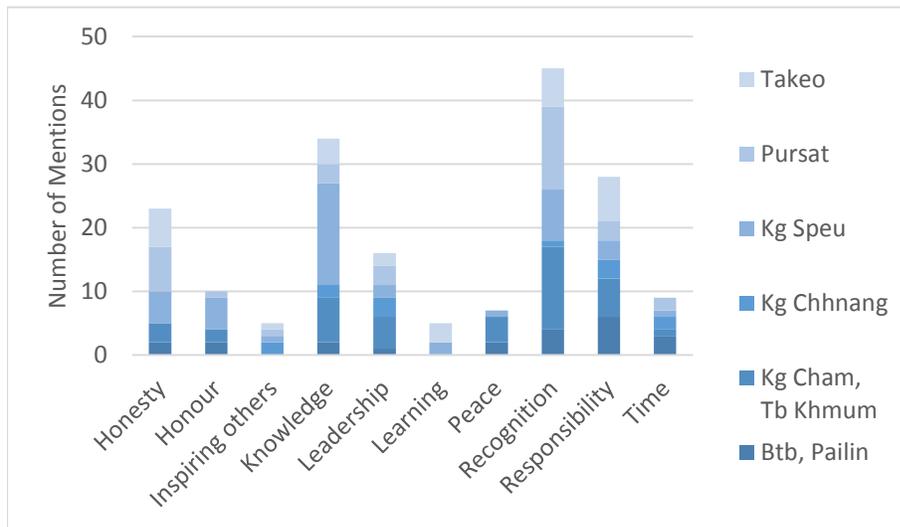


Table A4: Number of Teams, by Gendered Composition at D1

Team Composition		# of Women			Total
		0	1	2	
# of Men	0		15	1	16
	1	24	18	5	47
	2	20	9	0	29
	3	8	1	0	9
	4	3	0	0	3
	5	1	0	0	1
Total		56	43	6	105