



Towards an Effective Monitoring and Evaluation Framework for Adaptation to Climate Change in Cambodia

Dr. Tauch Chankresna, Ministry of Economy and Finance

Mr. Meas Sophal, Ministry of Environment

PPCR Countries Meeting

Istanbul, Turkey, 30 October 2012

Contents

- I. **Cambodia' s PPCR-Background and Status of SPCR Investment**
- II. **M&E-Rationale**
- III. **PPCR Results Framework and its Integration into**
 - 3.1. **National**
 - 3.2. **Program**
 - 3.3. **Sector, and**
 - 3.4. **Project level M&E Systems**
- iv. **Challenges for Integration**
- v. **Key Messages and Next Steps**

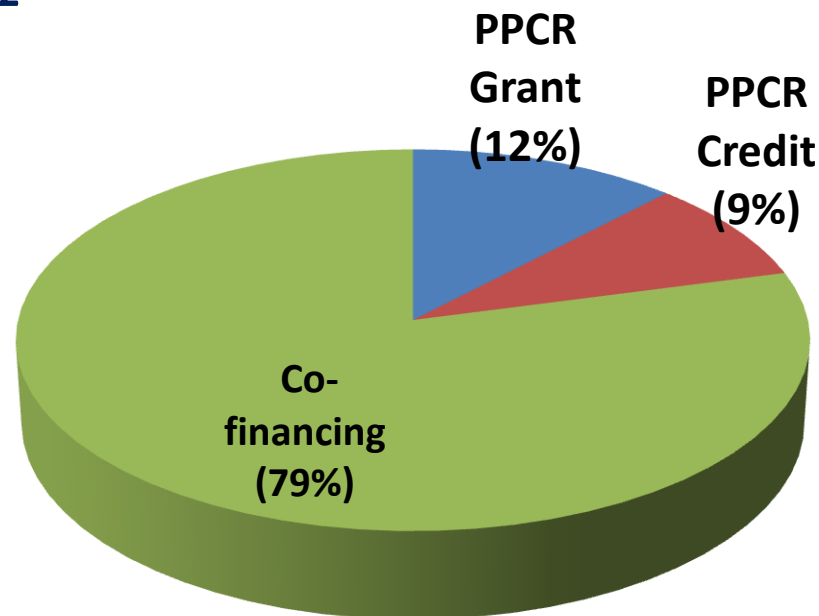
I. Background

- PPCR is implemented in two phases in Cambodia.
- Phase 1 (US\$1.5 million) is aimed at enhancing institutional readiness to implement PPCR.
- Phase-I comprises five components:
 - Mainstreaming of climate resilience at national level;
 - Mainstreaming at sub-national levels;
 - Strengthening civil society and private sector engagement and integrating gender considerations;
 - Science-based adaptation planning; and
 - Outreach and preparation of SPCR.
- Phase 2 of the PPCR is the Strategic Program for Climate Resilience (SPCR).

Cambodia's SPCR (Cont)

- SPCR endorsed in June 2011 with a total resource envelope of about US\$411 million comprising

- PPCR **Grant**: US\$50 million
- PPCR **Credit**: US\$36 million
- **Co-financing** from ADB and others: US\$325 million



- SPCR comprises 7 investment projects and TA.
 - Water Resources (2 projects)
 - Agriculture (2 projects)
 - Infrastructure (3 projects)
 - Technical Assistance (TA) (1 project)

SPCR Status (as of 30 Oct 2012) (Cont)

Sector	SPCR Project Title	Financing (US\$ Million)			PPCR-SC Approval Status
		Grant (50.0) PPCR	PPCR Credit (36.0)	Co-financing (~325.0)	
Water Resources	<i>Climate Risk Management and Rehabilitation of Small and Medium Scale Irrigation Schemes in the Tonle Sap Basin</i> as part of the ADB-funded Water Resources Management Sector Development Program	7.0	7.0	63.0	To be approved
	<i>Enhancement of Flood and Drought Management in Pursat Province</i> as part of the ADB-funded Greater Mekong Subregion (GMS) Flood and Drought Management Project	6.0	4.0	38.0	Submitted for approval (Oct 2012)
Agriculture	<i>Promoting climate-resilient agriculture, forestry, water supply and coastal resources in Koh Kong and Mondulkiri Provinces</i> as part of the ADB-funded GMS Biodiversity Conservation Corridors Project	8.0	---	20.0	To be approved
	<i>Climate Proofing of agricultural infrastructure and business-focused adaptation</i> as part of the ADB-funded Climate resilient Rice Commercialization Project	5.0	5.0	54.0	To be approved

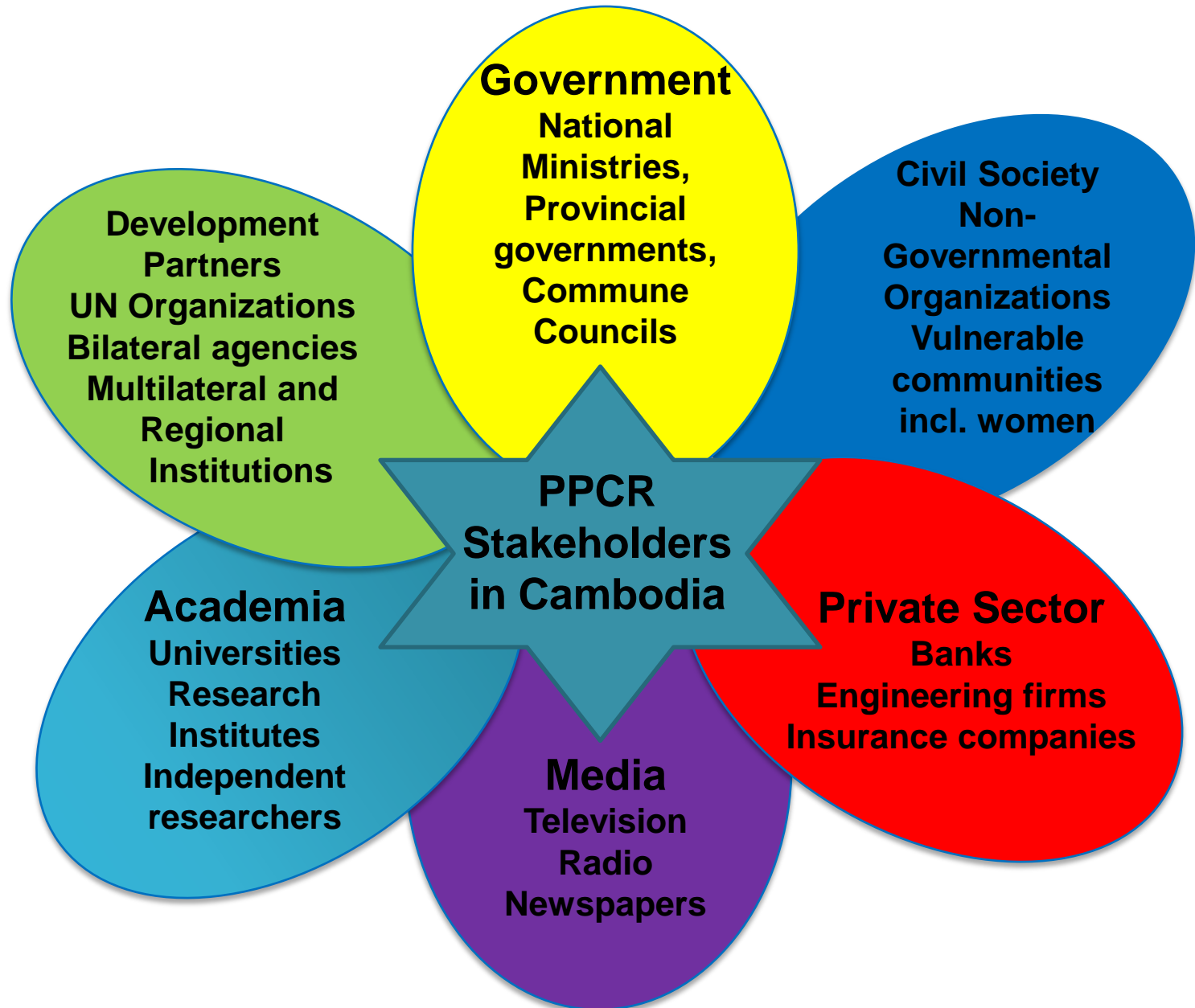
SPCR Status (as of 30 Oct 2012) (Cont)

Sector	SPCR Project Title	Financing (US\$ Million)			PPCR-SC Approval Status
		Grant (50.0) PPCR	PPCR Credit (36.0)	Co-financing (~325.0)	
Infra-structure	<i>Climate Proofing of Roads in Prey Veng, SvayRieng, Kampong Chhnang and Kampong Speu Provinces</i> as part of the ADB-funded Provincial Roads Improvement Project	7.0	10.0	62.0	Approved (Nov 2011)
	<i>Climate Proofing Infrastructure in the Southern Economic Corridor Towns</i> as part of the ADB-funded GMS Corridor Towns Development Project	5.0	5.0	45.0	Approved (Oct 2012)
	<i>Flood-resilient Infrastructure Development in Siem Reap, Kampong Thom, Battambang, Pursat and Kampong Cham</i> as part of the ADB-funded Sustainable Town Development in the Tonle Sap Basin Project	5.0	5.0	43.0	To be approved
Technical assistance	<i>Mainstreaming climate resilience into development planning</i>	7.0	---	---	Approved (Aug 2012)

II. Rationale for M & E

- To strengthen Cambodia's national M&E systems to monitor implementation of projects and programs and take corrective actions
- A recent review indicates that there is no assessment of climate expenditure in both Budget Strategy Paper and the Medium Term Expenditure Framework of Cambodia. Hence M & E becomes all the more important for informed decision making.
- The PPCR results framework is designed to operate within the multilateral development bank's own Managing for Development Results (MfDR) approach.
- As all SPCR investments in Cambodia are routed through ADB, Cambodia's results framework will comply with ADB's MfDR approach.

PPCR Stakeholders in Cambodia (Cont)



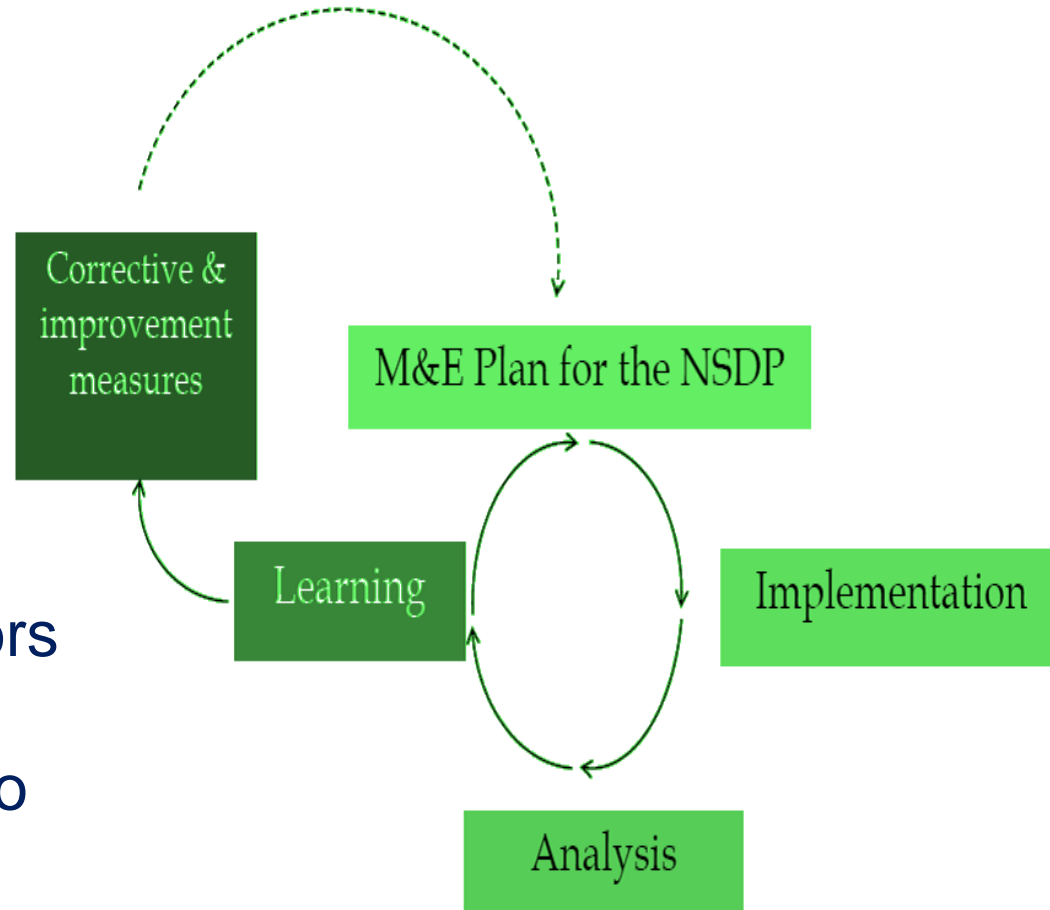
III. PPCR Results Framework and its Integration into

3.1. National level M & E System

- Cambodia's M&E system has been developed for monitoring the implementation of the National Strategic Development Plan (NSDP).
- NSDP focuses on indicators at macro level, including 63 key indicators and 73 supplementary indicators relating to key reform programs & socio-economic development priorities.
- Selection of NSDP indicators is guided by 2 criteria:
 - They need to be measurable
 - Underlying data should be readily available

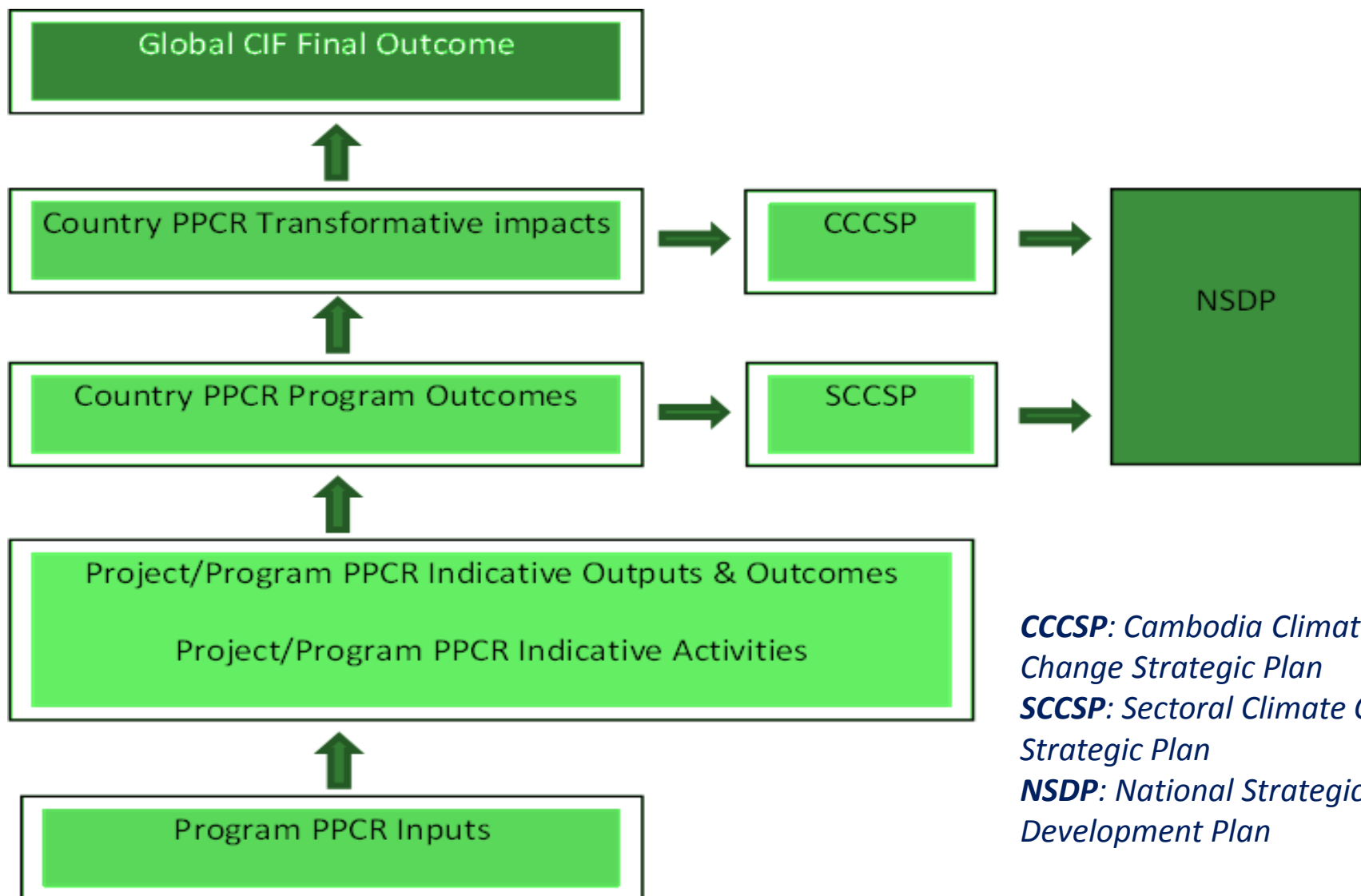
National level M & E System (Cont)

- Key and supplementary indicators were further reduced to 26 core indicators related to 16 outputs based on the Cambodia Millennium Development Goals.
- Most of the core indicators for monitoring NSDP, however, do not relate to climate change.



NSDP for 2014-2018 thus provides a major opportunity for inclusion of additional indicators related to climate resilience.

Integrating PPCR Results Framework into National M & E System: An approach (Cont)



PPCR Results Framework

Key Principles (Cont)

- Revised PPCR results framework serves as a basis for moving forward in developing M & E systems for Cambodia's SPCR.
- Key Principles of PPCR results framework include:
 - **Nationally appropriate systems:** The results framework is designed to operate within existing national monitoring and evaluation systems and the MDBs' managing for development results approach
 - **Flexible and pragmatic approach:** Should consider pilot country circumstances, needs & capacity
 - **Data collection and reporting standards:** To be able to aggregate country-level results at the programmatic level (SPCR), a set of core indicators will be measured using compatible methodologies

3.2. Program level M & E

- Revised PPCR results framework include a total of **12 national level indicators** associated with **2 transformational impacts** and **5 outcomes** at program level. It does not include project level indicators.
- Reflecting on the overall PPCR results framework and the ongoing processes within Cambodia, M&E may be easy for at least a few indicators

• **Indicator 4** (Percentage of people with year round access to reliable water supply) is most relevant for Cambodia as it is part of the CMDGs and also a goal of the NSDP.

• **Indicator 5** (Degree of integration of climate change in national planning) and **Indicator 6** (Changes in budget allocations of all levels of government to consider impacts of climate change) may also be easy to monitor as attempts to integrate Cambodia Climate Change Strategic Plan in NSDP and estimate annual budget allocation for addressing climate change have just been initiated.

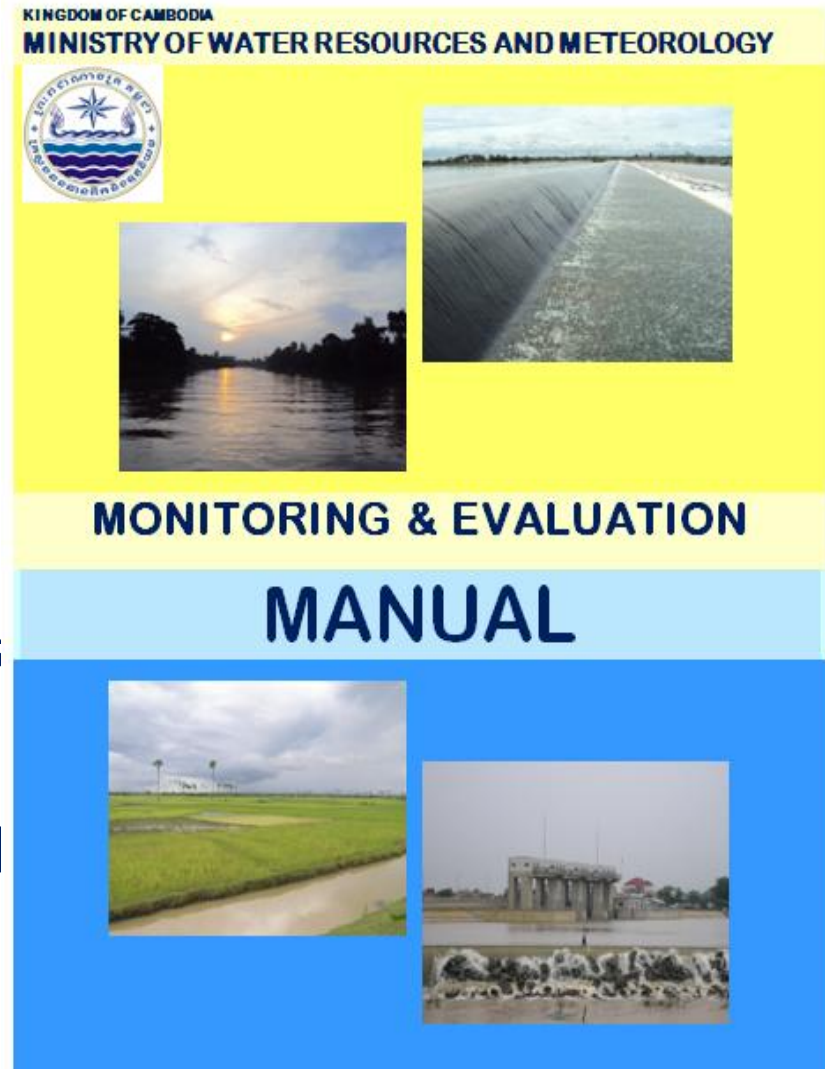
• **Indicator 8** (Evidence of strengthened government capacity and coordination mechanism to mainstream climate resilience) may be easy to report on as coordination mechanisms such as National Climate Change Committee and Climate Change Technical Team at decision making and technical levels already are in place and functioning.

M & E Working Group for PPCR (Cont)

- Creation of an M&E working group in August 2012 to strengthen alignment and efforts to integrate PPCR results framework into national M&E systems
- 10 representatives from key ministries and agencies (MOP, MOE, MOWRAM, MAFF, MPWT, MOI, MRD, MOWA and NCDM)
- PPCR M&E system needs to be a sub-set of national monitoring system for all adaptation projects in Cambodia
- Priority for Cambodia's PPCR M&E working group may be to determine baselines and targets for the 12 PPCR core national indicators.

3.3. Sector Level M & E

- Cambodia's PPCR identified that water resources, agriculture and infrastructure are most adversely impacted by climate change. Monitoring the progress in adaptation of these sectors is therefore critical.
- PPCR results framework should be integrated with sectoral results framework of each key ministry.
- Ministries such as MOWRAM and MAFF have developed M & E manuals, which would be a good entry point for integrating indicators for climate resilience.



Declaration of Commitment for an effective M & E system (Cont)

Ministries concerned with rural development including **MOWRAM, MAFF and Ministry of Rural Development** recognized the urgency of establishing a functional and dependable M&E system and signed the declaration of commitment to establish a unified M&E system in **June 2011**.



The image shows a formal declaration document. At the top left is the ADB logo. In the center are three circular logos: the Ministry of Water Resources and Management, the Ministry of Agriculture, Forestry and Fisheries, and the Ministry of Rural Development. To the right is the Asia Pacific CoP-MfDR logo. The title 'Declaration of Commitment' is prominently displayed. The text describes the urgency of establishing a functional M&E system and the commitment of the key stakeholders to implement a harmonized capacity development plan. The declaration is signed on June 30, 2011, at the Ballroom Hall of the Intercontinental Hotel in Phnom Penh. Five signatures and their corresponding titles are listed at the bottom.

ADB

Asia Pacific CoP-MfDR
Community of Practice on Managing for Development Results

Declaration of Commitment

In cognizance to the urgency of establishing a functional and dependable **Monitoring and Evaluation System** for the Rural Development Ministries and in acknowledging the identified capacity development gaps in institutionalizing M&E System in Cambodia,

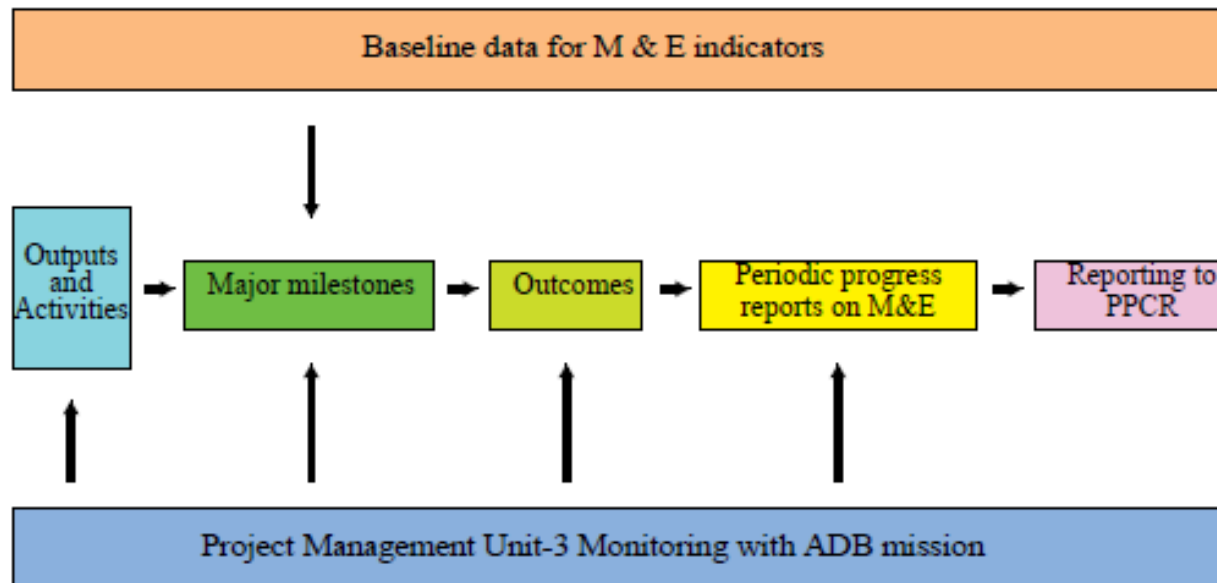
We, the key stakeholders, hereby declare our commitment of support in implementing a harmonized capacity development plan leading to the establishment of a unified **Monitoring and Evaluation System** for the **Ministry of Water Resources and Management, the Ministry of Rural Development, and the Ministry of Agriculture Forestry and Fisheries** in Cambodia

Signed on the 30th of June 2011
at the Ballroom Hall, Intercontinental Hotel, Phnom Penh, Cambodia

 H.E Dr Sok Saravuth Head of Budget Department Ministry of Economy and Finance	 Mr Chan Youttha Chairman of PFM Ministry of Water Resources and Management	 HE Lord Reasmey Chairman of PFM Ministry of Agriculture Fisheries and Forestry	 H.E Choup Sam Ath Chairman of PFM Ministry of Rural Development	 Prasanna Kumar Jena Senior Public Management Specialist Asian Development Bank
--	---	---	---	---

3.4. Project level M & E

- Four of the 8 SPCR projects were approved/submitted for approval by PPCR subcommittee as of October 2012. Each project has a design & monitoring framework, consistent with earlier version of PPCR results framework.
- For example, M & E framework for the Provincial Roads Improvement Project is designed not only to monitor reducing the risks of floods and droughts damaging the infrastructure but also sustainable livelihoods as co-benefits during the project cycle.
- Additional work is necessary to harmonize the project's monitoring framework to be consistent with the revised PPCR results framework



Reporting mechanism for M&E in Provincial Roads Improvement Project

IV. Challenges for Integration of PPCR Results Framework into National and Sectoral M & E systems

- **Institutional and Financial**

- Limited capacity and resources
- Low level of commitment due to institutional barriers
- Lack of harmonization of M&E frameworks
- Limited coordination among institutions
- Limited allocation of budget for M&E

- **Data and information-related**

- Lack of reliable data, and poor quality and management
- Lack of harmonization of data collection efforts by National Institute of Statistics, sector ministries, and commune councils
- Limited access to data



Technical Challenges (Cont)

- **Longer time frames** between interventions (investments) made and the impacts (return)
- **Lack of suitable methods** to measure baselines and targets at the transformative impact level; **shifting baselines** also complicate M&E.
- **Aggregation:** Aggregating baseline indicators at the program level
- **Counterfactual:** difficult to establish “what would have happened without the intervention”
- **Attribution:** Attributing development outcomes to PPCR interventions (other factors and trends (e.g. socio-economic development, technological advances, etc.) may have impacts on the resilience of communities and the environment, as well as the impacts of PPCR intervention)
- **Measuring successes:** very subjective (contextual), trade-offs and uncertainties implying damage does not mean failure.

V. Four Key Messages

1. **Avoid creating a new and separate M&E** framework for PPCR, but build on existing national and sector M&E systems
2. Rely not only on **quantitative** indicators but also **qualitative and binary** indicators
3. Effective M&E for SPCR requires setting a **clear baseline**, but it needs to consider a **longer time frame** to observe transformational impacts
4. Complementing individual project and program evaluation with **overall assessments of trends in the country's vulnerability** to climate change is crucial.

Next Steps (Cont)

1. Strengthening **technical skills of the M&E working group** under SPCR TA
2. Conducting **additional surveys of M&E needs** of various stakeholders besides the government
3. Strengthening **baseline data collection systems** at SPCR project & program levels
4. **Harmonizing** the endorsed SPCR results framework with the revised PPCR results framework

Next Steps

5. Preparing **guidelines for integrating** adaptation related M&E indicators in NSDP and M&E manuals of different sectors
6. Ensuring **NSDP 2014-2018 and the revised sector M&E manuals** mainstream climate change M&E related indicators
7. **Empowering** stakeholders and engaging them in effective M&E of projects, sectors and programs
8. **Mobilizing additional financial resources** to build capacity of Ministry of Planning and other sector ministries and strengthen the National Statistical System



Thank you!!

Meas Sophal
National Program Director – PPCR
Ministry of Environment

Tauch Chan Kresna Ph D
Ministry of Economy and Finance