Mid term review of Cambodia Climate Change Strategic Plan

2014 - 2023

Draft Evaluation Report
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Acronyms

Acronym	Definition
ADB	Asian Development Bank
APA	Annual Performance Assessment
AR	Assessment Report
ASPIRE	Agriculture Service Programme for Innovation, Resilience and Extension
BUR	Biennial Update Report
CBD	Convention on Biological Diversity
CCAP	Climate Change Action Plan
CCBAP	Cambodia Community Based Adaptation Programme
CCCA	Cambodia Climate Change Alliance
CCCSP	Cambodia Climate Change Strategic Plan
CCFF	Climate Change Financing Framework
CCTT	Climate Change Technical Team
CCTWG	Climate Change Technical Working Group
CDB	Commune Database
CDC	Council for the Development of Cambodia
CDP	Commune Development Plan
CDRI	Cambodia Development Resource Institute
CEDAW	Convention on the Elimination of Discrimination Against Women
CIF	Climate Investment Funds
CIP	Commune Investment Plan
CoP	Community of Practice
CPER	Climate Public Expenditure Review
CSDGs	Cambodia Sustainable Development Goals
D&D	De-concentration and Decentralization
DCC	Department of Climate Change
EU	European Union
GCC	Gender and Climate Change
GCCSP	Gender and Climate Change Strategic Plan
GCF	Green Climate Fund
GGGI	Global Green Growth Institute
GHG	Greenhouse Gas
GHG-I	Greenhouse Gas Inventory
GIZ	German Development Agency (by its initials in German)
GMAGs	Gender Mainstreaming Action Groups (GMAGs)
GSSD	General Secretariat of the National Council for Sustainable Development
GVCC	Gender-based Vulnerabilities to Climate Change
HFA	Hyogo Framework for Action
IFAD	International Fund for Agricultural Development
INC	Initial National Communication
INDC	Intended Nationally Determined Contribution
IPCC	Intergovernmental Panel on Climate Change

LGCC	Local Governments and Climate Change
LoCAL	Local Climate Adaptive Facility Living (LoCAL)
M&E	Monitoring and Evaluation
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MIH	Ministry of Industry and Handicraft
MME	Ministry of Mines and Energy
MoE	Ministry of Environment
MoEYS	Ministry of Education, Youth and Sport
MoH	Ministry of Health
MoI	Ministry of Interior
MLMUP	Ministry of Land Management and Urban Planning
MoP	Ministry of Planning
MoWA	Ministry of Women's Affairs
MoWRAM	Ministry of Water Resources and Meteorology
MPWT	Ministry of Public Works and Transport
MRD	Ministry of Rural Development
MTR	Mid Term Review
M&E	Monitoring and Evaluation
NAP	National Adaptation Plan
NAPA	National Adaptation Programme of Action
NCCC	National Climate Change Committee
NCDD	National Committee for Sub-National Democratic Development
NCDD-S	National Committee for Sub-National Democratic Development Secretariat
NCDM	National Committee for Disaster Management
NCF	National Climate Fund
NCFP	National Climate Funding Programme
NCSD	National Council for Sustainable Development
NDC	Nationally Determined Contribution
NSDP	National Strategic Development Plan
ODA	Official Development Assistance
PBCRG	Performance-Based Climate Resilience Grants
PPCR	Pilot Program for Climate Resilience
REDD+	Reducing Emissions from Deforestation and Forest Degradation
RGC	Royal Government of Cambodia
RILGP	Rural Investment and Governance Project
RS	Rectangular Strategy
SCCCP	Sectoral Climate Change Strategic Plan
Sida	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Achievable, Realistic and Time-bound (indicators)
SNA	Sub-National Administration
SNC	Second National Communication
SO	Strategic Objective
SPCR	Strategic Programme for Climate Resilience
SRL	Reducing the Vulnerability of Cambodian Rural Livelihoods through Enhanced Sub-National Climate Change Planning and Execution of

	Priority Actions (or Strengthening Resilient Livelihoods) project
SWOT	Strengths, weaknesses, opportunities and threats
TAMD	Tracking Adaptation and Measuring Development
TNC	Third National Communication
ToR	Terms of Reference
TWG-G	Technical Working Group Gender
UNCCD	United Nations Convention to Combat Desertification
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
VRA	Vulnerability Reduction Assessment
WB	World Bank

1. Executive Summary

Overview of the review object

In October 2013 the Royal Government of Cambodia (RGC) approved the Cambodia Climate Change Strategic Plan (CCCSP) 2014-2023. The CCCSP provides an overarching national framework to respond to climate change. It formulates a vision for Cambodia to develop towards a green, low-carbon, climate resilient, equitable, sustainable and knowledge-based society.

Review objectives and scope

The purpose of this assignment is to conduct the midterm review (MTR) of CCCSP. In particular, the objective of this MTR is to i) asses the progress towards the achievement of CCCSP's strategic objectives and goals; and ii) assess early signs of success or challenges/failures, with the purpose of identifying the necessary measures to be taken in order to set the implementation of the national climate change response on track to achieve its planned milestones and other emerging priorities.

The review covers the implementation of the immediate term (2013-2014) and medium term (2014-2018) phases. The implementation of the CCCSP is assessed through the following criteria: relevance, coherence, effectiveness, efficiency and sustainability.

The findings of this MTR are based on a desk review of relevant documents and interviews of a wide range of stakeholders in Cambodia. Based on the information collected, the evaluation team has cross-analysed and triangulated the data in order to inform the selected indicators and answer the evaluation questions presented in Annex 1.

Findings

<u>Relevance</u>

The vision, mission and goals of the CCCSP were well aligned with the needs and problems of the RGC when it was developed. CCCSP's strategic objectives and strategies also responded to Cambodia's national needs and problems, including gender. The development of CCCSP was highly participatory and involved the use of relevant sources of information. However, the CCCSP is not based on a fully strategic analysis. While all the aspects that were included in CCCSP's strategic objectives and strategies were relevant, demographic and socio-economic conditions and trends, spatial data, slow-onset changes, infrastructure and gender did not receive adequate attention. Overall, the content of the CCCSP is still relevant. The vision, goals and strategic objectives of the CCCSP are aligned with current national policies, strategies and development plans. However, the above-mentioned aspects have likely become more critical in terms of both adaptation and mitigation, and the latter has become more prominent.

CCCSP is in tune with current sectoral plans. Key line ministries have developed Sectoral Climate Change Strategic Plans (SCCSPs) and sectoral Climate Change Action Plans (CCAPs) to operationalize them – so far 14 ministries have approved and are implementing CCAPs. Recent planning guidelines from Ministry of Planning (MOP) have contributed to integrate climate change in sector strategic plans in the 2019-2023 planning cycle. The CCCSP is aligned with the De-concentration and Decentralization (D&D) reform of the country, as it aspires to mainstream climate change into sub-national planning and budgets, but does not provide a clear strategy on how this aspiration would be achieved. The CCCSP, SCCSPs and CCAPs of some sectors have recognized gender issues resulting from climate change and have mentioned this in its objectives but without supporting activities, indicators and resources to translate these gender objectives into actions. The CCCSP is consistent with RGC's international environmental commitments, including the Sustainable Development Goals (SDGs), and recent United Nations Framework Convention on Climate Change (UNFCCC) agreements.

Coherence

As noted above, CCCSP is coherent with national development strategies and plans that precede it and have been developed after its approval. As discussed below, complementary frameworks have also been developed. Despite this progress, the Environment and Natural Resources Code that should provide a legally binding framework for climate change is still in draft and many regulations that are needed to implement the CCCSP are not yet in place.

In November 2014, the country approved the Climate Change Financing Framework (CCFF). The CCFF provided a useful common approach to climate finance. However, the CCFF did not provide useful guidelines and tools to mobilize and manage financial resources for climate change at the sectoral and sub-national levels. Moreover, the CCFF does not provide useful tools to mobilize private sector funding for climate change. A 2016 report addresses the gaps regarding the private sector.

In December 2017 Cambodia launched the national climate change M&E framework. This includes a robust theory of change and uses an M&E approach that is appropriate. The readiness indicators have a comprehensive institutional approach. The combination of national and sectoral approaches is also positive. The M&E framework also provides good baselines.

However, the readiness and impact indicators are not fully aligned; some of the milestones used for institutional readiness indicators are vague and some not pertinent; the temporal scope of milestones is problematic; there are no indicators/milestones related to gender and hence any gender related outcomes are not captured by the M&E Framework; and the rating system is not detailed enough for proper monitoring. The three impact indicators are relevant, although the definition of the vulnerability indicator is a bit odd (see section 4.2.2 for details on the strengths and weaknesses of the institutional readiness and impact indicators). Moreover, the data collection methods are not totally appropriate, as, the exercise being based on a self-assessment backed by evidence, methodology is very lengthy, and reviewers may not be properly informed to assess progress. There are also problems in accessing the data source for the impact indicators. Besides, the frequency of monitoring of institutional readiness indicators as defined in their technical notes

does not allow understanding progress at the level needed to improve action. Furthermore, institutional arrangements have not been approved yet. There are also gaps on M&E at the sectoral level. Only few CCAPs have an M&E framework. Some indicators are not SMART and inclusion of gender is insufficient. Besides, M&E is not budgeted in the national or sectoral frameworks.

There have also been issues with implementation. At the national level, update on indicators is only relatively continuous on institutional readiness indicators. While impact indicators had been updated in 2015 and 2016, information was not available for 2017 as of April 2019, as there were problems in accessing the 2017 dataset from the CDB. Furthermore, existing sectoral climate change M&E frameworks have rarely been used. In this context, systematic reporting on the implementation of CCCSP has not yet started. The first official M&E report should be published in 2019. In contrast, monitoring and reporting on climate change finance is very good, with slight room for improvement.

Formally, there is alignment between CCCSP and CCAPs. However, the implementation of all the CCAP actions would not achieve CCCSP objectives. There are important gaps in terms of geographic and strategic objective coverage. Besides, some ministries did not respect their indicative ceilings in terms of overall budget for climate change activities as presented in the CCFF. The CCAPs do promote some inter-ministerial cooperation in their action plans. Some projects, such as the SPCR, have covered or cover some of the gaps mentioned above.

Some SCCSPs and CCAPs recognize gender issues resulting from climate change. MoWA has developed a specific CCAP. However, gender concerns are side-lined in the development and implementation of CCCSP, SCCSPs and CCAPs activities and investments in terms of budget and human resources. Moreover, the critical understanding of the inter-relation between gender and climate change is limited.

Effectiveness

As of March 2019, the inter-ministerial Climate Change Technical Working Group considered that 29% of the 52 milestones had been fully achieved, 40% had been partially achieved and 31% had not been achieved at all. Overall, there has been a progressive improvement in the perception of the status of institutional readiness in the country. In general, the progress was more substantive between 2014 and 2017 than between 2017 and 2019. Progress has been greater on finance, coordination and mainstreaming into development planning and weaker on information and climate change planning. In March 2019, coordination got a relatively good score. Finance, climate change planning and mainstreaming into development planning got medium scores, and information got a low score. The country has also made some progress regarding institutional aspects not reflected in CCCSP's M&E framework, particularly regarding the alignment with UNFCCC processes. Between 2014 and 2016, there was some progress regarding the average percentage of communes that are classified as highly vulnerable or quite vulnerable to floods, droughts and storms in the Cambodia Commune Database (CDB) and the proportion of families affected by climate hazards.

At the sector level, available evidence suggests that the implementation of CCAPs has been very limited, due to limited ownership and funding. While some financial resources for climate change response have been available for sectors, these resources have not usually been used for implementing CCAPs. Nevertheless, there has been some progress on climate change response at sector level, including increased understanding and awareness, better mainstreaming into development planning, increased access to information and climate-proofing of infrastructure. There has also been some progress in climate change mitigation action, although it is uncertain whether efforts on this front have been sufficient to compensate higher emissions generated by a fast pace of development. Quantitative data to assess progress on mitigation is missing. The country is currently preparing a new greenhouse gas inventory that would fill in existing gaps.

According to the National Committee for Sub-National Democratic Development Secretariat (NCDD-S), the RGC has been able to mainstream climate change in around 60 of the 185 districts of the country (32 per cent of them), although not all communes in each of these districts have been covered. Significant resources have been mobilized for climate change response at sub-national level, particularly through development partners. However, available data does not show a consistent increase in the funds spent by SNA on climate change response in the 2012-2017 period, in absolute or relative terms. That being said, projects focusing on mainstreaming climate change at sub-national level have made a significant contribution in supporting the D&D reform. In any case, there are important challenges to advance on climate change response at sub-national level.

Although there is an intention to address gender-based vulnerabilities to climate change, the understanding, knowledge and skills to systematically and holistically integrate are still limited in Cambodia. The sectoral planning at national and subnational levels is yet to provision for climate change and gender related programmes. The limited financial support that is available for gender and climate programmes or projects is largely provided by development partners.

Overall, government stakeholders and development partners perceive that there has been progress on institutional readiness. In addition, stakeholders tend to agree that there has been an increase on interventions to reduce vulnerability on the ground. However, stakeholders tend to agree that the reliance on external funding and the project-based nature of interventions is problematic. Interviewees also highlight that some areas have not received sufficient attention. A number of interviewees question that progress on reducing vulnerability can be attributed to the approval and implementation CCCSP, as other factors may have also contributed to reduce vulnerability. In any case, stakeholders tend to agree that the approval and implementation of CCCSP has laid the foundation of more work and this could be exponential in the future.

Efficiency

According to the latest CPER, 30.2% of public expenditure was either fully or partially delivering climate change benefits in the 2017 fiscal year, the latest year for which data is available. Once

climate change relevance weights are applied to this expenditure, climate change expenditure[1] constituted 3.2% of total public expenditure in 2017.

Climate public expenditure has concentrated on the central government. According to the latest CPER, climate change expenditure by ministries represented 97 per cent of total climate change expenditure in the 2012-2017 period. Since 2014, the concentration of climate public expenditure in the central government had steadily increased. Climate change expenditure of SNAs and NGOs has been limited – it represented 1% and 1.9%, respectively, in that period. The evolution of the expenditure of these stakeholders was irregular in the period in absolute and relative terms.

In terms of sources of climate change expenditure, in the period 2009-2017, domestic sources (national budget) represented 29% of total public climate expenditure – external sources represented 71%. In absolute terms, domestic allocation had increased steadily since 2009, with only a slight decrease in 2012. Climate change external finance has followed a less constant evolution. It increased in 2017, although it remained lower than the level in years 2014 and 2015[2].

Available evidence suggests the participation of the private sector in climate change expenditure or investment has been limited so far, with some exceptions. There are good prospects in the short to medium-term. Key stakeholders have been working in the development of a facility for mobilizing private finance into climate change response.

Cambodia made legal and institutional efforts to increase coordination on climate change response. In practice, coordination is reasonably good at inter-ministerial level on certain aspects. However, there are some issues in terms of alignment of CCCSP and CCFF with CCAPs and duplications and overlapping of projects. Vertically, NCDD-S has contributed to disseminate climate information and provided useful guidelines, but the deficits in monitoring compromise proper coordination and management of the process. Coordination with private sector is currently limited, but there is some coordination with NGOs. Despite coordination mechanisms, donor support remains highly projectized, with few projects being co-funded by donors.

Sustainability

The achieved milestones will likely be sustained. There are however challenges in the implementation of the policies, plans and strategies and the functioning of the institutional structures. 37 milestones are yet to be achieved. The prospects on achieving them by 2023 are mixed.

CCCSP and some CCAPs promote the documentation and sharing of lessons learned and replication or scaling up. So far, best practices sharing workshops have been organized. However, there is no mechanism in place to systematically gather evidence on what works well and what works less well

[1] In this report, climate change expenditure refers to public expenditures that deliver climate change benefits, once they have been weighted for climate change relevance.

[2] Only 10% of the external climate change expenditure is tagged as being gender-sensitive, which is only marginally better than overall ODA to Cambodia, and still very low.

and replicate and scale up what has worked well at the sectoral or sub-national level. Moreover, the upgrade of the country to lower-middle income economy might compromise replication and scaling up prospects, given the high dependence of public climate expenditure on external sources. The involvement of the private sector is yet limited to counter balance a reduction of concessional external funding.

The RGC's institutionalisation of the Gender and Climate Change Committee (GCCC) led by the Ministry of Women's Affairs (MoWA), the Gender Mainstreaming Action Groups (GMAGs) of line ministries, Technical Working Group-Gender (TWG-G) and line ministries having their own sectoral climate change response planning instruments to some extent ensure the sustainability of gender mainstreaming on climate change in sectoral ministries.

Recommendations

Relevance

Regardless of format this takes, CCCSP should be revised to factor in demographic and socio-economic conditions and trends, such as urbanization and the economic structural change, spatial data, slow-onset changes, infrastructure and gender. A stronger emphasis should also be placed on mitigation, especially where there are adaptation and development co-benefits. A more concrete strategy to mainstream climate change into sub-national planning, budgeting and execution should also be developed, including gender.

Coherence

The CCFF should be revised to include guidelines and tools to further mobilize and manage financial resources for climate change at the sectoral and sub-national levels.

CCCSP's M&E framework needs to be revised, regarding indicators and data collection methods, and further complemented at the sectoral level. The revision of the framework should also ensure that gender is fully integrated in the development of the indicators and data collection. Institutional arrangements also need to be approved, ensuring that a budget is provided for M&E activities at the national, sectoral and sub-national levels.

The first official M&E report should not be postponed. CPERs and CDC's Development Cooperation and Partnership Reports should continue to be produced.

Effectiveness

It would be important to update the value of the impact indicators. The Greenhouse Gas Inventory (GHGI) currently being developed is very urgent.

At a leadership level there is a need for continuing the strong political will of the RGC to commit to address climate change, including the participation from line ministries in CCTWG. At the sectoral level there is a need to increase ownership of climate change response at line ministries. To that end

it would be important to generate or gather evidence linking climate change to their core businesses. Medium-term coaching and mentoring process should be also promoted. This should be complemented with the development of a comprehensive capacity development package on climate change response planning, implementation and M&E, including gender and climate change, and its use to train government staff, as well as other stakeholders. In addition, it is key to align public expenditure with sectoral climate change response implementation. There is a need to ensure better alignment of domestic resources by integrating climate change priorities in the programme budgets of the ministries. In parallel, the country should further request development partners in the climate change arena to increase their support and further align it with CCAPs or the sectoral climate change response planning instruments that replace them.

At the sub-national level, there is also the need for continuing the strong political will to commit to address climate change. NCDD-S should strengthen monitoring of progress on mainstreaming climate change into sub-national planning, budgeting and execution, to better coordinate, manage and scale it up. It would also be important to increase domestic resources allocated for this and make the case for a more substantive and increasingly progressive engagement of development partners. In addition, it would be important to scale up interventions on urban areas and systematic adaptation investments.

Efficiency

Domestic and external funding should further mobilize climate funding to SNAs and NGOs. It would be important to ensure some continuity in these efforts. It is extremely important to get the GCF proposal on the private sector facility endorsed. In parallel, other opportunities to engage the private sector should be explored, taking into account the report published in 2016.

It would be important to strengthen the alignment of sectoral climate change response planning instruments with CCCSP and CCFF. Projects and programme should be further screened and coordinated to avoid duplications and overlaps and optimize synergies strategically contributing to climate change response in the country. Coordination with the private sector should be enhanced.

Sustainability

Documentation and sharing of lessons learned should be strengthened. It would be important to finetune the approach of the third phase of CCCSP implementation, detailing how scaling up will be addressed based on up to date evidence.

Gender

NCSD/DCC/CCTWG and Sectoral Ministries/Departments at national and subnational levels should be supported to revise and strengthen the key climate change related documents to integrate gender.

A common/standard working gender guideline/checklist/strategy to guide and help integrate gender during design, planning and M&E should be developed and embedded in the sectoral climate change response planning instruments.

Coordination with the different existing coordination mechanisms for Gender and Climate Change should be strengthen and expanded, creating a regular community of practice for knowledge management on Gender and climate change at national and sub-national levels.

2. The Cambodia Climate Change Strategic Plan

Climate variability and change have been affecting Cambodia for some time. In 2013 floods affected over 1.8 million people, with an estimated economic impact of USD 356 m. In October 2013 the RGC approved the Cambodia Climate Change Strategic Plan (CCCSP) 2014-2023. The CCCSP started to be implemented in 2014.

2.1. Vision, goals, objectives and main phases

The CCCSP provides an overarching national framework to respond to climate change issues. It formulates a vision for Cambodia to develop towards a green, low-carbon, climate resilient, equitable, sustainable and knowledge-based society and 3 goals:

- Reducing vulnerability to climate change impacts of people, in particular the most vulnerable and critical systems (natural and societal);
- Shifting towards a green development path by promoting low-carbon development and technologies; and
- Promoting public awareness and participation in climate change response actions

To achieve this, the document identifies 8 medium term and long-term strategic objectives:

1. Promote climate resilience through improving food, water and energy security;
2. Reduce sectoral, regional, gender vulnerability and health risks to climate change impacts;
3. Ensure climate resilience of critical ecosystems (Tonle Sap Lake, Mekong River, coastal ecosystems, highlands, etc.), biodiversity, protected areas and cultural heritage sites;
4. Promote low-carbon planning and technologies to support sustainable development;
5. Improve capacities, knowledge and awareness for climate change responses;
6. Promote adaptive social protection and participatory approaches in reducing loss and damage due to climate change;
7. Strengthen institutions and coordination frameworks for national climate change responses; and
8. Strengthen collaboration and active participation in regional and global climate change processes.

Main activities have been set out for the implementation, structured into three phases, namely

- Immediate term activities (2013-2014), including putting in place the institutional and financial arrangements, developing action plans by line ministries and developing a climate

change financing framework, a monitoring and evaluation framework and a climate change legal framework

- Medium term activities (2014-2018), which will sustain the activities started under the first phase and include the following:
  - accreditation before the Adaptation Fund and Green Climate Fund (GCF),
  - research and knowledge management,
  - capacity development,
  - mainstreaming of climate change across sectors at different levels,
  - operation of monitoring and evaluation (M&E) and data management systems, and
  - launching some high priority projects/programmes in key sectors identified in the Climate Change Action Plans (CCAPs)[3].
- Long term activities (2019-2023), which will focus on scaling up the best cases and continue the mainstreaming process, as well as increasing the use of budget support for national programmes.

2.2. Institutional context

The board of the National Council for Sustainable Development (NCSD)[4] has the overall responsibility for mainstreaming the CCCSP into National Development Plans and other planning instruments and policy and legal frameworks and monitoring it. It provides the overall direction and coordination of the M&E framework, and approves the biennial M&E reports. The General Secretariat of the National Council for Sustainable Development (GSSD) through the Department of Climate Change (DCC) is responsible for the overall management of the framework. It is meant to lead the implementation process and prepare the M&E biennial reports based on the data from the line ministries and especially from the Ministry of Planning (MoP). The Climate Change Technical Working Group (CCTWG), which is an inter-ministerial body composed by representatives of key ministries and government agencies, facilitates technical support to the NCSD. Its members are responsible for the mainstreaming of climate change into national, sub-national or sectoral legislation and regulations and participate in the regular reporting on the implementation of CCCSP and sectoral climate change strategic and action plans, among other duties. The specific arrangements for the national climate change M&E framework have not been approved yet, although the framework is being used in practice by DCC and climate change practitioners.

2.3. Stakeholders Analysis

In addition to the institutional actors already mentioned, the role of the line ministries and agencies (such as the National Committee for Subnational Democratic Development, the National Committee for Disaster Management and the National Council for Development of Cambodia), in the CCCSP implementation should be highlighted as they support their respective CCTWG members to timely and effective perform their functions. Line ministries and agencies are also

[3] RGC, CCCSP 2014-2023
[4] Formerly the National Climate Change Committee (NCCC)

mandated to mainstream climate change indicators into the sector's M&E instruments and disseminate the national climate change M&E framework amongst the respective Planning/M&E departments and sector stakeholders. Moreover, the ministries/agencies that have developed sectoral CCAPs are mandated to develop and manage the respective CCAP monitoring frameworks, contributing with 2-3 macro-level CC indicators to the national CC M&E framework.

The subnational administration bodies (communes, provinces, districts) are supposed to mainstream climate change into their development plans at local level and implement local action plans, measures or projects.

Some international development actors and initiatives are also highly relevant to the CCCSP. For instance, the Cambodia Climate Change Alliance (CCCA) supported the development of the CCCSP in phase 1 and the currently ongoing phase 2 aims at orienting public and private, domestic and external resources in support of the CCCSP vision. The Strategic Programme for Climate Resilience (SPCR) also supports the implementation of the national CC response.

Table 4 in Annex 4 provides a more detailed analysis based on a review of the CCCSP, the national CC M&E framework, and the Climate Change Financing Framework (CCFF).

2.4. M&E framework

A national M&E framework has been developed to track the country's progress in addressing the challenges posed by climate change. To date the document provides a framework to measure the implementation of the CCCSP at national level, including indicators, baselines and milestones. While no time-bound indicators are explicitly provided, targets were defined in the context of other planning frameworks that do provide time-bound targets.

The framework adopts a twin-track approach that measures on the one hand how well the country's institutions are in managing climate risks – through institutional readiness indicators – and on the other hand how successful climate interventions are in reducing vulnerability and encouraging low carbon development – through impact indicators[5].

To measure the extent to which Cambodia's efforts in implementing CCCSP have resulted in the integration of climate risk management into the institutional structure, five process indicators have been designed:

- Indicator 1: Status of climate policy and strategies
- Indicator 2: Status of climate integration into development planning
- Indicator 3: Status of coordination
- Indicator 4: Status of climate information
- Indicator 5: Status of climate integration into financing

The M&E framework proposes to measure these indicators using scorecards compared against a readiness ladder that identifies key milestones to be achieved by the country.

[5] NCSD, National Monitoring and Evaluation Framework for Climate Change Response, 2017

In addition, the M&E framework presents 3 impacts indicators that aim to measure Cambodia's performance in reducing vulnerability and encouraging low carbon development.

- Indicator 1: Percentage of communes vulnerable to climate change
- Indicator 2: Families affected due to floods, storms and droughts
- Indicator 3: GHG emissions[6]

This core set of indicators was to be completed with key sectoral indicators to be defined at later stages. The December 2017 national M&E framework included two impact indicators developed in the context of the Ministry of Public Works and Transport climate change M&E framework: i) percentage of roads damaged by floods; and ii) percentage of bridges affected by floods. Some other ministries developed later their sectoral M&E framework.

3. The evaluation

3.1. Purpose and scope of evaluation

The objective of this Mid-Term Review (MTR) is:

1) Asses the progress towards the achievement of CCCSP's strategic objectives and goals; and

2) Assess early signs of success or challenges/failures, with the purpose of identifying the necessary measures to be taken in order to set the implementation of the national climate change response on track to achieve its planned milestones and other emerging priorities.

The review analyses the progress made, identify potential problems and challenges, and proposes corrective actions if needed.

The review covers the implementation of the immediate term (2013-2014) and medium term (2014-2018) phases. The implementation of the CCCSP is assessed through the following criteria: relevance, coherence, effectiveness, efficiency and sustainability.

Under relevance, the assessment considers i) the extent to which the CCCSP responded to the national needs and problems when it was developed; ii) the extent to which the rational underlying the strategic plan is still appropriate in view of the environmental, political, institutional, legal, economic and social changes in the country; iii) the extent to which the CCCSP is aligned to the current international environmental agreements of the RGC and global climate change processes; and iv) the extent to which CCCSP is complementary to other national or international policies, strategies, plans or frameworks, optimizing synergies and avoiding duplication.

[6] See fully detailed indicators in the matrix.

The assessment of coherence focuses on internal coherence. It covers i) the extent to which the CCCSP as a whole (including vision, mission, goals, strategic objectives, strategies, finance and M&E principles and approaches, and phased activities) was internally coherent when it was approved; ii) the extent to which the CCCSP framework is currently comprehensive and coherent; and iii) the extent to which actual interventions to implement the CCCSP (CCAPs) are coherent with the CCCSP framework and each other.

The assessment of effectiveness builds on the indicators of the national climate change M&E framework, considering some additional aspects. In particular, it assesses: i) the extent to which the country has progressed on achieving CCCSP's institutional readiness milestones; ii) the extent to which the country has progressed at the institutional level regarding recent United Nations Framework Convention on Climate Change (UNFCCC) processes not reflected in the M&E framework; iii) the extent to which the country has progressed on reducing the impacts of climate change at the national level; iv) the extent to which the country has progressed on reducing the impacts of climate change at the sectoral level; v) the extent to which CCCSP is contributing to address gender and climate change issues[7]; vi) the extent to which the country has progressed on reducing GHG emissions; and vii) the extent to which the country has progressed on reducing vulnerability at the national, sectoral and sub-national levels.

The assessment of efficiency evaluates i) the extent to which stakeholders are engaged in achieving the CCCSP's objective and results; and ii) coordination of climate change responses.

The assessment of sustainability covers i) the likelihood of the achieved CCCSP institutional readiness milestones being sustained; ii) the likelihood of achieving the yet not achieved institutional readiness milestones; iii) the likelihood of already achieved and likely to achieve readiness milestones contributing to achieve impact milestones; and iv) the extent to which the country has set up the enabling/conducive environment to scale up success cases and to continue mainstreaming climate change into national and sub-national programmes.

To this end, the evaluator built an evaluation matrix including all the above-mentioned criteria and evaluation questions, as well as indicators and means of verification. The evaluation matrix served as backbone of this MTR.

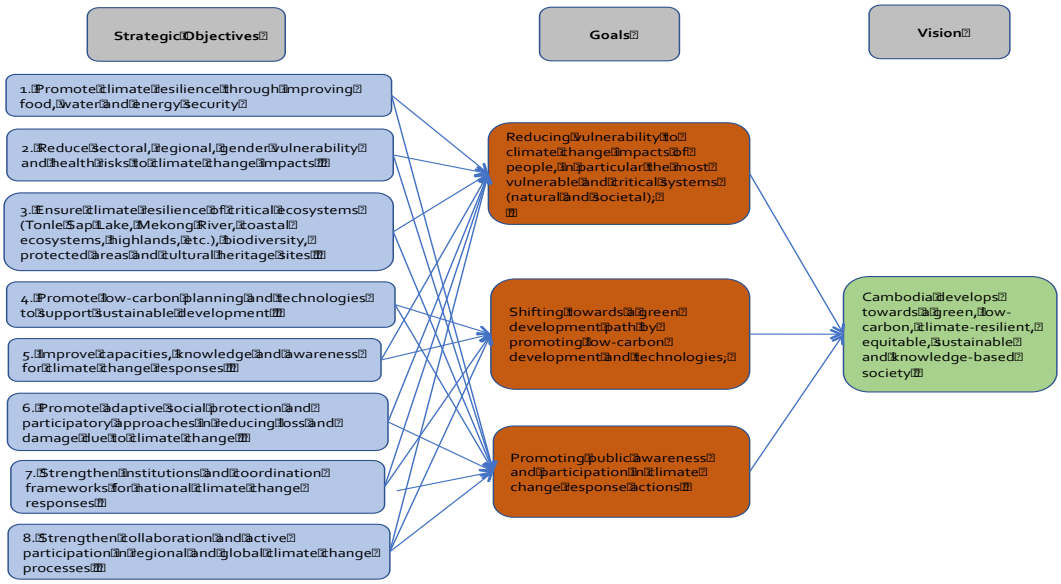
3.2. Approach of the evaluation

3.2.1. Intervention Logic of the CCCSP

Figure 1 below presents the intervention logic of the CCCSP.

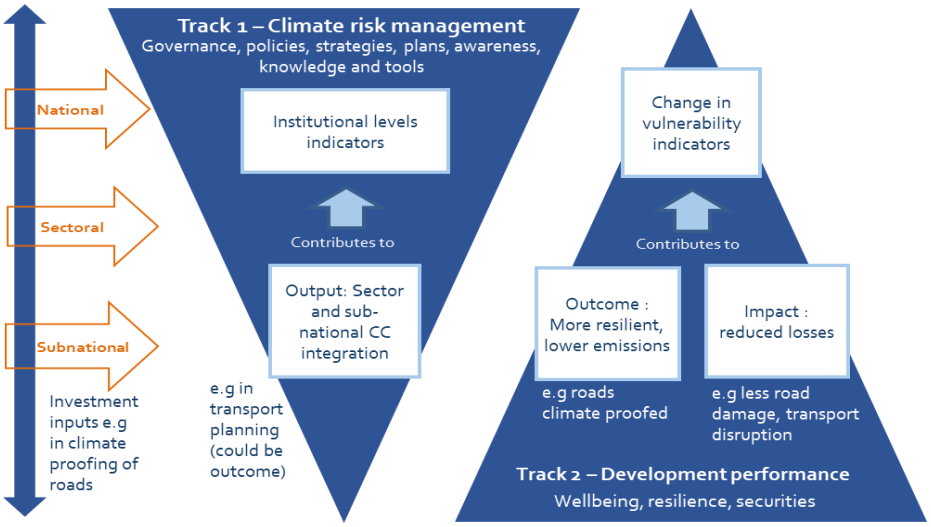
[7] This was analyzed by the gender consultant.

Figure 1. Intervention logic of the CCCSP



As required in the CCCSP, the national framework for M&E of climate change responses includes a theory of change. For the sake of consistency, and as it is considered robust, with slight adjustments, the evaluator used the theory of change of the national M&E framework as the logic of the mid-term evaluation of the strategic plan. As explained in section 2.4, the framework adopts a twin-track approach, the theory of change distinguishing between climate risk management, measured through institutional level indicators, and development performance, measured through impact indicators, in terms of changes in vulnerability, loss and damage, and GHG emissions. These two aspects (climate risk management and development performance) are assessed at the national, sectoral and sub-national levels, assuming that progress on climate risk management will be reflected in progress in development performance. The evaluation logic reflects the three goals of the CCCSP, considering the first two (reducing vulnerability and promoting low-carbon development) as part of the impact indicators and the third one (public awareness and participation) as part of the institutional readiness indicators.

Figure 2. Evaluation logic of the CCCSP



3.2.2. Methodology

Using the evaluation matrix to anchor and guide the evaluation process, the MTR was divided into three phases: 1) inception 2) data collection and analysis and 3) reporting.

During the inception phase, the evaluator initiated a documentation review, and prepared the data collection and analysis tools such as interview protocols and evaluation matrix, which is presented in Annex 1.

For the data collection and analysis, the evaluator used several methods including desk review of relevant documents, interviews of a selection of key stakeholders and climate change response actors, focus groups meetings whenever suitable and direct observation.

3.2.2.1. Desk review

The evaluator reviewed all the documentation provided by Cambodia Climate Change Alliance programme (GSSD/CCCA) and gathered during the evaluation process. The in-depth documentation review included relevant background documentation such as the previous NSDP 2009-2013 and 2014-2018, the CCCSP, all the documentation produced as a result of the CCCSP (such as M&E framework, Cambodia climate change financial framework, the 14 CCAPs, Knowledge management framework, institutional and legal framework) and the national and international policy documentation relevant to climate change adaptation and mitigation. A list of the documentation reviewed during the evaluation is presented in Annex 2.

3.2.2.2. Interviews, on-site visits and focus group discussions

The evaluator, together with the international consultant on gender, conducted a mission to Cambodia between the 18th and 29th March 2019. The purpose of this mission was: (i) Meet and interview key stakeholders; and (ii) Conduct a visit in selected provinces.

Semi-structured interviews were conducted with a wide array of key stakeholders such as the GSSD/CCCA programme staff, the CCTWG and some of its members, the DCC, and the focal points appointed to the climate change mainstreaming the line ministries. Interviews have also been conducted with subnational authorities, as well as non-state stakeholders including academia, private sector, development partners, climate change programme/project directors/staff, and civil society. A list of the people consulted is presented in Annex 3.

During the field visits, discussions have been conducted with all relevant stakeholders involved in climate change mainstreaming and in the implementation of interventions from the CCAPs on site. Focus group discussions were organized as relevant with local communities in order to capture their views and perspectives regarding climate change impacts and the national climate change response.

The data collected were compiled and analysed using the evaluation matrix. Triangulation of the information was applied to all the data collected through documentation review, interviews and on-site observations.

3.2.2.3. Completion of CCAP templates

The national consultant used the templates developed by DCC/CCCA together with CCTWG for the assessment of the level of CCAP implementation (the CCAP reporting templates are presented in Annex 6). The national consultant discussed and consulted with the respective CCTWG members of the three key ministries (i.e. Ministry of Public Works and Transport (MPWT), Ministry of Agriculture, Forests and Fisheries (MAFF) and Ministry of Health (MoH)) to fill out the templates prior to the mission of the international consultant. This information was used during and after the mission. At the time of writing, no report has been finalized.

4. Findings

4.1. Relevance

4.1.1. To what extent did the CCCSP respond to the national needs and problems when it was developed?

Level of alignment between the CCCSP (vision, mission, goals, strategic objectives and main activities) and national needs and problems, including gender, when it was developed

The vision, mission and goals of the CCCSP are well aligned with the needs and problems of the country when it was developed, as presented in national documents, strategies and plans approved by the country before October 2013. Cambodia's Initial National Communication (INC) to the UNFCCC, which was submitted in 2002, shows that the country was already experiencing an increase of temperatures and was confronted to frequent floods and droughts, which were causing considerable economic losses and social and environmental impacts. In this context, climate change was one of the main national challenges identified in the socio-economic policy agenda (the Rectangular Strategy (RS) for growth, employment, equity and efficiency) that was in place during the formulation of the CCCSP. In particular, the third out of seventeen main national challenges in the RS of 2008-2013 or Phase II explicitly referred to climate change[8]. The National Strategic

[8] RSII read "Climate change, global economic imbalance and continuing and deepening financial crisis resulting in global economic slowdown as well as the increase in oil price, soaring food price and depreciation of USD have brought severe inflationary pressure on the Cambodian economy in the short and medium term. The increase in domestic demand as a result of recent high economic growth has also aggravated the pressure. These pose a threat to the growth prospects for Cambodia".

Development Plan (NSDP) update for 2009-2013, which implemented RS II, also identified climate change as a priority development issue due to its major threat to the country's economic and growth prospects. The National Strategic Plan on Green Growth 2013-2030 also highlighted the need to adapt to climate change and build climate resilience. The country's contribution to climate change in terms of Greenhouse Gas (GHG) emissions was low in 2013, but as a developing country this could grow as development increased. The National Strategic Plan on Green Growth mentioned the need to advance on low carbon development. In this context, CCCSP's vision of developing towards a green, low-carbon, climate resilient society was totally aligned with the needs and problems of the country. With their focus on reducing vulnerability to climate change impacts, shifting towards a green development path, and promoting public awareness and participation in climate change response actions, CCCSP's goals were also aligned with the country's needs and problems.

CCCSP's mission is also in tune with the needs and problems of Cambodia when it was developed. At that time, the country did not have an overarching national framework for responding to climate change. NSDP 2009-2013 highlighted the need of developing a national strategy and action plan for climate change that could create a framework for engaging a wide range of stakeholders in responding to climate change. This was exactly CCCSP's mission.

CCCSP's strategic objectives (SOs) and strategies also responded to Cambodia's national needs and problems. All the aspects that were included in CCCSP's SOs and strategies were relevant. Table 6 in Annex 5 shows the alignment between CCCSP's SOs and the needs expressed in NSDP Update 2009-2013. The CCCSP was also aligned with the sectoral priorities, for instance on energy[9]. Indeed, alongside the development of the CCCSP, nine line ministries developed Sectoral Climate Change Strategic Plans (SCCSP) to guide the integration of climate change into their sectoral planning.

However, while all the aspects that were included in CCCSP's SOs and strategies were relevant, not all relevant aspects received adequate attention, as discussed in more detail below in this section. Moreover, as discussed in more detail below, the integration of CCCSP and NSDP 2014-2018 had some challenges.

Level of stakeholder consultation in the development process of the CCCSP

The development of the CCCSP was led by the Ministry of Environment (MoE) with the participation of the inter-ministerial Climate Change Technical Team (CCTT) and strong guidance of the National Climate Change Committee (NCCC).

The CCCSP is based on an extensive consultation process, described as "broad and inclusive" in the CCCSP document. In particular, as part of the preparation work, an analysis of the Strengths,

[9] Strategic Objective 1 on energy security addressed an important challenge that the country faced in 2013. At that time, more than 60% of the energy needs of the country were imported from Vietnam, Lao and Thailand (in 2018 is 20 per cent). The CCCSP was also aligned with the need of the country of ensuring access to sustainable energy for all, as in 2013 only 50 per cent of the population had access to electricity (now it is about 70 per cent). SO5 and SO8 reflected the needs of the country in terms of energy.

Weaknesses, Opportunities and Threats (SWOT) of Cambodia's response to climate change was conducted with many stakeholders, such as government agencies, civil society, development partners and the private sector[10]. Interviews confirm the development of CCCSP was highly participatory.

Evidence of use of knowledge and relevant available data to inform adequately the CCCSP development process

The development of CCCSP involved the use of some relevant sources of information, especially the INC and the draft of Second National Communication (SNC), which was being prepared at that time and which was officially submitted in November 2015. It also considered the National Adaptation Programme of Action (NAPA) of October 2006 and on some aspects, such as sea level rise projections, the draft of the Assessment Report (AR) of the Intergovernmental Panel on Climate Change (IPCC) that was being finalized at that time (the Fourth AR, which was approved in 2014). As mentioned, the development of CCCSP was conducted alongside the preparation of nine SCCSPs, so some specific sectoral information on climate change was also used. In addition, the development of the CCCSP considered the RS II, the NSDP Update 2009-2013, the National Policy on Green Growth and National Green Growth Strategic Plan 2013 – 2030; drafts of the Cambodia Vision 2030 and the National Environment Policy; the Cambodia Human Development Report 2011, the Cambodia Millennium Development Goals, the Cambodian Government's Achievements and Future Directions in Sustainable Development (National Report for Rio+20); as well as sectoral policies, strategies and plans.

That being said, the CCCSP is not based on a fully strategic analysis. Although the CCCSP includes a section on this (section 5.2), important aspects were not fully taken into account. The section on strategic analysis does not consider demographic trends: where did Cambodians live and how this had evolved and was projected to evolve. Related to this the CCCSP does not factor in spatial data. Moreover, the CCCSP does not examine the socio-economic trends: what was the economic structure of the country and how this had evolved and was projected to evolve. In this sense, while in a way it's a broad document that does not fully guide action, the CCCSP prioritizes some areas, particularly rural areas, and sectors, particularly agriculture, and disregards other important process, without a comprehensive assessment of impacts and trends.

To begin with, the CCCSP overlooks the urbanization process. Cambodia has so far conducted only three population census surveys (in 1998, 2008 and 2019 – the country is processing the data collected at the beginning of 2019 at the time of writing this report). According to available studies, Cambodia is at an early stage of urbanization with 21 percent of people living in urban areas in 2014[11]. The country is expected to continue to urbanize at an average annual rate of approximately 2.5 in the next 35 years. By 2050 it is expected that 36 percent of Cambodians will live in urban areas[12]. The pace and scale of urbanization in Cambodia is, however, likely to rise[13], in part due to

[10] CCCSP, 2013
[11] This is considerably lower than other countries in the region such as Indonesia (53%), Thailand (49%) and Vietnam (33%). The low urbanization is in part due to the massive reallocation of people from urban to rural areas under the Khmer Rouge regime. See: World Bank (2017): Urban Development in Phnom Penh.
[12] World Bank (2017): Urban Development in Phnom Penh.

underreporting[14]. If this were the case, by 2050 the percentage of urban population in Cambodia would be higher than 36 percent. Note that the urban population is expected to increase by at least 50% in 30 years, adding more than 4 million people to the country's urban areas. In the same period, rural areas will receive only 2 more million people. To enable well-planned and well-managed urban growth, it is critical that systems and institutions be introduced early to avoid locking Cambodian towns and cities into a pattern of highly vulnerable and high carbon growth. Investments made now, will be locked in for decades to come. However, urbanization in Cambodia has been largely unplanned and unregulated. References to urban areas (towns or cities) in the CCCSP are scarce and extremely generic. Under SO 2 "Reduce sectoral, regional, gender vulnerability and health risks to climate change impacts", one of the 15 strategies is to "Use existing vulnerability and risk assessments, and conduct new ones where necessary, to prioritize adaptation measures for key regions of Cambodia, such as coastal zones, highlands, rural and urban areas". Another strategy in the same SO is to "Promote capital-intensive urban transport infrastructure planning and development", which is linked to mitigation and has no reference to resilience.

In addition, and substantially linked to this, the CCCSP overlooks the economic structure of the country and its evolution. The CCCSP recognizes that "the economy is narrowly based and driven by four main sectors: garment, tourism, construction and agriculture", but focuses mostly on agriculture, and even there on one crop (rice). The CCCSP doesn't take into account that Cambodia's growth has been mostly supported by garment export, tourisms and real estate and that the share of agriculture has decreased[15]. Indeed, the World Bank (WB) notes that rural households have increasingly diversified their livelihoods to non-farm jobs (garment, construction and services), contributing to poverty reduction in Cambodia. By 2015, non-agriculture wage incomes made up more than one-third of rural incomes, compared with less than one-fifth in 2007. The country has the ambition to progress to high middle-income developing country by 2030 – this will likely involve a greater share of non-primary economic activities[16]. While tourism is considered, CCCSP does not examine what type of tourism does the country have in terms of locations and supporting infrastructure.

Moreover, related to the urbanization process, but not limited to this, spatial information is scarce. The CCCSP mentions the vulnerability of coastal areas, but information is not provided on how many people and what type of infrastructure is located there. Indeed, even there the focus is on farming, with little attention paid to residential, tourism and manufacturing-related infrastructure, human settlements and ecosystems that can be important for tourism and for their own sake. This challenge is not exclusive to climate change planning. In Cambodia socio-economic development planning and physical planning are not coordinated. The CCCSP does not contain any references to land-use planning when this is key for both climate change adaptation and mitigation.

[13] Cambodia's level of urbanization is far below what would be predicted based on its level of GDP per capita. Countries with similar levels of GDP, such as Bangladesh and Kyrgyzstan, have a current urbanization rate close to 35%.
[14] O'Leary, Declan (2015): Urbanisation in Cambodia. Past, present and future trends, influencing factors and challenges; Cambodian Institute of Urban Studies.
[15] WB Country Profile and the International Monetary Fund (IMF) (2017): Cambodia Country Report
[16] This is no curse, as the development path of other countries shows, and is certainly part of the country's recent development achievements, not just economic growth.

In addition, but related to the former, the CCCSP tended to focus on rapid-on-set climate changes, with less attention paid to slow-onset changes. In this sense there was insufficient focus on long-term implications of gradual climate change, such as, for example, impacts of increased temperature on productivity and human health. Likewise, there is little attention to the built infrastructure, for instance regarding building codes.

These caveats are related to information gaps, as when the CCCSP was designed available data was limited and piecemeal, following a project-based approach that focuses on pilots. These deficits are linked probably as well to an understanding of what should be considered and assumptions in terms of vulnerability[17]. While detailed vulnerability assessments were perhaps not available when the CCCSP was developed, overall information on demographic and socio-economic trends and some spatial data was likely available. This information could have been used to consider the importance of urban and non-primary economic sectors and infrastructures in terms of both adaptation and mitigation, including the generation of detailed evidence on the impacts of climate change on these aspects as part of the implementation of the CCCSP. It is worth stressing that this report does not claim that rural areas and agriculture are not key sector from the point of view of climate change – it claims that urban and non-agriculture sectors were also important, are important and will be increasingly important, in term of adaptation to and mitigation of climate change in Cambodia.

The CCCSP recognizes the importance of addressing **gender** issues in climate change. Gender is comprehensively addressed in the strategic objectives of the CCCSP. In particular SOs 2, 5 and 6 clearly mention about reducing gender vulnerability, improving capacities, knowledge and awareness of vulnerable groups and women, promoting adaptive social protection and participatory approaches and integrating gender into climate change response planning. The CCCSP has a separate section on gender and climate change, which recognizes rural women to be the most vulnerable to climate change.

The preparation of the CCCSP was informed by the guiding principles for gender mainstreaming in terms of participation, benefit, equity, inclusion and universal human rights conventions ratified by the RGC such as the Convention on the Elimination of Discrimination Against Women (CEDAW), the RS II, NSDP, the five-year Strategic National Plan for Gender Equality and the Empowerment of Women (Neary Rattanak) IV and UNFCCC. The Ministry of Women Affairs (MoWA) participated in the development of CCCSP[18]. The consultation processes for the preparation of the CCCSP also included the civil society, women's groups, youths and indigenous communities.

However, the Gender and Climate Change related analysis (chapter) in the CCCSP is inadequate and does not clearly identify the differential impacts of climate change on women and men and does

[17] Cambodia and its CCCSP are not unique in disregarding demographic and socio-economic trends in climate change planning. See, for instance: Kocornik-Mina, Adriana and Fankhauser, Sam (2015): Climate change adaptation in dynamic economies. The case of Colombia and West Bengal. London: Grantham Research Institute on Climate Change and the Environment and Global Green Growth Institute

[18] Responsibilities for responding to gender issues within each ministry and its respective departments are defined through the nomination of Gender and Climate Change focal points. MoWA has the mandate to lead and coordinate gender and climate change mainstreaming with line ministries and other stakeholders in coordination with Gender Mainstreaming Action Groups (GMAGs) of line ministries.

not recognize that their needs, priorities, and capacities can also be different. The analysis only captured the situational vulnerability of women and men and ignores the historical/traditional inequalities women face, which become exacerbated due to the impacts of climate change. Further the analysis does not recognize the critical roles of women as actors of change but see women only as vulnerable groups. In this sense, although the awareness on the importance of mainstreaming climate change and gender into the CCCSP and sectoral plans were high among key government stakeholders, it seems they did not have the required knowledge, skills and methods to do so.

4.1.2. To what extent is the rational underlying the strategic plan still appropriate in view of the environmental, political, institutional, legal, economic and social changes in the country?

Level of alignment between the CCCSP and current national needs and problems, including gender inclusion

Overall, the content of the CCCSP is still relevant – the country is still very vulnerable to the impacts of climate change[19] and this is true in rural areas and for agriculture. However, as noted above, the CCCSP overlooked some important aspects, such as urban areas and non-primary-sector related activities and infrastructure, which have likely become more critical now in terms of both adaptation and mitigation –it would be important to consider the results of the 2019 census and the corresponding demographic projections once they are available. Related to this, but not limited to this, mitigation has become more prominent, as the economy has continued to grow and Cambodia has become a low middle-income country. The country's Third National Communication (TNC) and first Biennial Update Report (BUR) to the UNFCCC, which are being developed at the time of writing this report, will provide very relevant additional information on this. The National Determined Contribution (NDC) roadmap, also being developed at the time of writing this report, will significantly update the national priorities in the very short-term. A National Adaptation Plan (NAP) readiness proposal is being developed. If this is approved, the NAP process will significantly update the national adaptation priorities in the medium and long-term. The NDC roadmap will be based on available evidence, but the NAP process will generate additional evidence. It would be important that both political and planning processes factor in the abovementioned demographic and socio-economic trends.

Level of alignment between the CCCSP and recent national policies, strategies and development plans

The vision and goals of the CCCSP are aligned with recent national policies, strategies and development plans. RS 2013-2018 or III and NSDP 2014-2018 identified four environmental priorities, one of which referred to intensifying efforts to reduce impacts of climate change by strengthening adaptation capacity and resilience to climate change and green development. In

[19] The Global Climate Risk Index (1995–2015) and the World Risk Index (2016) placed Cambodia in the 13th and the 8th place respectively among the most vulnerable countries in the world.

addition, the NSDP 2014-2018 included climate change indicators in its Results Framework, setting the responsibility of line ministries and agencies within each angle of the RS for M&E.

The vision, goals and strategic objectives of the CCSP are also aligned with current national policies, strategies and development plans. Climate change is referred to in the RS 2019-2023 or IV, as a megatrend causing adverse effects on the ecosystem as well as socio-economic development of Cambodia. This strategy defines rectangles that are reflecting priority areas. The rectangle 4 is particularly relevant to the CCCSP as it focuses on inclusive and sustainable development and includes i) promotion of agricultural and rural development; ii) strengthening sustainable management of natural and cultural resources; iii) strengthening management of urbanization; and iv) ensuring environment sustainability and readiness for climate change. The RS IV also states that the RGC will continue to implement the National Strategic Plan on Green Growth 2013-2030, the CCCSP 2014-2023, the National Environment Strategy and Action Plan 2016-2023, the National Reducing Emissions from Deforestation and forest degradation (REDD+) Strategy; and use social and environmental funds effectively to ensure economic development with low-carbon emission and resilience to climate change. Table 5 in Annex 5 summarizes the links of CCCSP's SO and RS IV.

At the time of writing this report, NSDP 2019-2023 was being discussed, with only a draft in Khmer available. Interviews suggest a strong alignment with CCCSP. With support from CCCA, planning guidelines had been revised to indicate the inputs that line ministries had to provide for the preparation of the NSDP and their sectoral plans, informing all ministries on the inputs related to climate change to put in the NSDP. This, and increased awareness and understanding of climate change, ensured a strong integration of climate change in the 2019-2023 plan. The consistency of CCCSPs timeframe with the government planning cycle (2014 – 2018 for the first cycle and 2019-2023 for the second cycle) helps the implementation and mainstreaming of the CCCSP.

In addition, the NAP process currently underway is building on the objectives of the CCCSP and focuses on strengthening and better integrating ongoing processes on climate change adaptation. As said in the road map developed in 2017: "The objective of the NAP process does not modify other objectives set by the NSDP and the CCCSP. Rather, it builds on their objectives with a focus on strengthening and better integrating ongoing processes." In this respect, the roadmap's second workstream is: Implementing the NAP Process/the CCCSP and Sector CCAPs.

Level of alignment between the CCCSP and recent sectoral policies, strategies and plans

As noted above, already during the development process of the CCCSP, nine line ministries developed SCCCSPs. When the CCCSP was approved, only eight line ministries prepared their respective CCAP. Later, 6 ministries used the CCCSP to develop their CCAP.

In the three focus sectors considered in this evaluation, the sectoral objectives of the SCCSPs and actions of the CCAPs are well aligned with the CCCSP, namely with the annex 1 of the CCCSP "mapping the objectives of the SCCSP to the Strategic Objectives of the CCCSP". In the case of the MPWT, all the sectoral objectives specified in this annex of CCCSP are taken up in its SCCSP. The MoH's SCCSP complements the objectives identified in the Annex of the CCCSP by an additional objective: "To enhance emergency preparedness and response to cope with extreme weathers and

climate change related disasters". In the SCCSP of MAFF, the objectives identified in the CCCSP are also covered either in the objectives, strategic objectives or strategies. (See section 4.2.3 for more details on this)

The abovementioned guidelines have also contributed to integrate climate change in sector strategic plans in the 2019-2023 planning cycle. For instance the 2019-2023 strategic plan of the Ministry of Rural Development (MRD) incorporates for the first time climate-proofing rural road and water and sanitation infrastructure. There is also an indicator on climate-proofing rural roads in the M&E framework of the sectoral strategic plan.

Level of alignment between the CCCSP and recent sub-national policies, strategies and plans

Since 2002 Cambodia has been promoting a decentralisation process, implementing a De-concentration and Decentralization (D&D) reform. In the same year, the election of the commune councils was formally announced, officially favouring participatory local development. In June 2005, the country adopted the Strategic Framework for the D&D Reform, which aimed to create a subnational governance system that would "…operate with transparency and accountability in order to promote local development and delivery of public services to meet the needs of citizens and contribute to poverty reduction within the respective territories". In May 2008, the National Assembly approved the Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans (Organic Law), which provides for the establishment of new sub-national governance structures based on the reassignment of public services functions and resources between the central government agencies and the sub-national administrations (SNAs). To coordinate and lead the implementation of this law, a royal decree created the National Committee for Sub-National Democratic Development (NCDD) in December 2008. In this context, the indirect election of district and provincial councils was adopted in May 2009. In April 2010, the Council of Ministers approved the National Programme for Sub-National Democratic Development, which aims to provide a framework for implementing D&D reforms over a 10-year period (2011-2020), progressively shifting functional responsibilities from national to sub-national levels, with the aim of more responsive, better quality service delivery. As a part of the decentralization reforms, efforts have been underway to increase the financial resources managed by SNAs - in 2013, public expenditure through sub-national administrations was still relatively small - (province, district and communes accounted for about 6.3% of total climate change finance in the country)[20].

The CCCSP is aligned with D&D legislation and policies, as it aspires to mainstream climate change into sub-national planning and budgets. This is explicitly mentioned in SO6 and SO7[21]. The CCCSP

[20] The Commune/Sangkat Fund provides funds to every commune and sangkat in the country for community-prioritized infrastructure and service investments. Districts/khans also receive some portion of the municipal budget. The District/Municipality (DM) Fund raised from 0.8% of the national revenue in 2016 to 1% in 2017. As a significant portion of the DM funds are spent on administration, there were also plans to increase the development component of the DM Fund from 0.23% to 0.5% of national revenue to increase the amount of funds available to meet local investment needs. In addition, since 2017, 30% of property taxes collected can be kept by each sangkat

[21] Under Strategic Objective 6: Promote adaptive social protection and participatory approaches in reducing loss and damage due to climate change, one of the 6 strategies is to "Leverage the decentralization process to strengthen financial and institutional [illegible]processes for local adaptation". Under SO7: Strengthen institutions and coordination frameworks for national climate change responses, the first strategy reads "Mainstream climate change into national and sub-national development plans and the NSPS".

stresses the importance of channeling financial resources to SNAs to that end: "Future financing mechanisms should include appropriate procedures and instruments to mainstream climate change in sub-national planning and budgets". CCCSP's monitoring principles also seek to integrate procedures and indicators for tracking climate change responses into sub-national development planning processes. The mainstreaming of climate change in SNAs is planned to be pilot tested at medium term (2014-2018) and scaled up during the third and long-term phase of the CCCSP (2019-2023). To make progress on this the CCCSP highlights the development of guidelines on development planning in the context of climate change under the auspices of the NCDD Secretariat (NCDD-S)[22]. However, apart from that, the CCCSP does not provide a clear strategy on how this will be achieved. Section 4.3.5 assesses the actual progress on climate change response at sub-national level.

4.1.3. To what extent is the CCCSP aligned to the current international environmental agreements of the RGC and global climate change processes?

Level of alignment between the CCCSP and recent non-UNFCCC environmental agreements

The CCCSP is in line the commitments made at the Rio+20 Conference on Sustainable Development, contributing to the achievement of Sustainable Development Goals (SDG) in general and Cambodia's SDGs (CSDG) in particular. More specifically, CCCSP contributes to SDG 12 'Ensure sustainable consumption and production patterns' and SDG 13 'Take urgent action to combat climate change and its impacts'.

In addition, Cambodia is party to the Convention on Biological Diversity (CBD). The CCCSP, through its Strategic Objective 3: Ensure climate resilience of critical ecosystems, biodiversity, protected areas and cultural heritage sites, is directly contributing to this commitment.

Moreover, the CCCSP contributes to the United Nations Convention to Combat Desertification (UNCCD). Although combating desertification or more broadly decreasing land degradation do not explicitly appear as strategic objectives or strategies in the CCCSP, a strategy under strategic objective 3 focuses on strengthening biodiversity conservation and restoring ecosystems threatened by climate change, which would contribute to land rehabilitation. The CCCSP also includes the promotion of ecosystem-based adaptation, which would also contribute to combat desertification.

The CCCSP supports national preparedness in responding to climate risks and disaster management. Climate change adaptation and building resilience capacities are the fourth priority set forth in the Hyogo Framework for Action (HFA). In this sense, through the work done by the SCCSP of the National Committee for Disaster Management (NCDM), the CCCSP is consistent with the HFA.

[22] These guidelines would "To the extent possible… include recommendations on collaboration between the various levels of sub-national administration (province, district/municipality and commune/sangkat), and in particular the modalities for communes to access climate change technical expertise from line departments located at the district or provincial level".

Level of alignment between the CCCSP and recent UNFCCC agreements

The CCCSP claims to reflect Cambodia's commitment to and readiness for reducing climate change impacts on national development, and contributing, with the international community, to global efforts for mitigating GHG emissions made under the UNFCCC, which was ratified in 1996. The CCCSP builds upon the INC and the draft of the SNC submitted to the UNFCCC, respectively in 2002 and 2015.

One of the most important objectives of the UNFCCC and the Kyoto Protocol also ratified by Cambodia is to stabilize GHG concentrations in the atmosphere at a level that will prevent dangerous human interference with the climate system. The CCCSP formulates key measures contributing to this objective, namely through the promotion of low-carbon planning and technologies to support sustainable development (Strategic Objective 4) and the establishment of a system of registration for GHG mitigation projects and programmes as well as the establishment a high quality national system for GHG inventory that would enable Cambodia to report to the UNFCCC on its GHG emissions by sources and removals by sinks.

In turn, CCCSP informed how the country addressed UNFCCC-related processes. This is the case of the Nationally Determined Contribution (NDC), which was basically based on the CCCSP and CCAPs. More recently, the NAP process is building upon the objectives of the CCCSP, focusing on strengthening and better integrating on-going processes for climate change adaptation, and the sectoral CCAPs are considered to be key inputs to the NAP[23].[24] The NDC Road Map that is being developed at the time of writing this report will also build on the CCCSP as well as its contribution to integrate climate change into NSDP 2019-2023.

4.1.4. To what extent is CCCSP complementary to other national or international policies, strategies, plans or frameworks, optimizing synergies and avoiding duplication?

Level of complementarity between the CCCSP and other national or international policies, strategies, plans or frameworks

The CCCSP sought complementarity with Cambodia's Millennium Development Goals that were agreed in 2003 and which goals and strategies were incorporated into the RSs that set out an agenda of institutional reforms for the country, focusing on the achievement of sustainable development and poverty reduction objectives. Furthermore, the CCCSP is complementary to CSDGs, particularly on SDG13 on climate change. As noted, the CCCSP is allowing the integration of climate change into national and sub-national level planning and particularly into the NSDP and into sector development plans of all relevant ministries.

[23] For details of the NAP process in Cambodia, see: http://es.slideshare.net/NAP_Global_Network/current-status-of-national-adaptation-plan-process-in-cambodia
[24] NAP Financial Framework, 2017

However, as also noted, while the CCCSP is aligned with socio-economic plans, there is room for improvement in the consideration of demographic and socio-economic trends. Moreover, complementarity with spatial planning is limited. Furthermore, although not actually implemented, the National Environmental Strategy and Action Plan 2016 had serious overlapping and incongruity with the CCCSP. Besides, the current Law on Public Finance System appears to run counter to the intent of the D&D reforms, retaining a centralized approach to the preparation and approval of sub-national budgets.

Evidence of efforts to optimize synergies and avoid duplications

As mentioned earlier, the CCCSP is aligned with the NSDP 2014-2018. For instance, the National climate change M&E framework is integrated into the M&E framework developed for the NSDP 2014-2018. Existing NSDP indicators, such as agriculture productivity, malaria and dengue fatality rates, and indicators related to nutrition, access to safe drinking water sources, were screened and flagged for their likelihood to be affected by climate change. They were then climate-contextualized for the national climate change M&E framework. NSDP was also advised to include new set of indicators specifically for adaptation and low-carbon development (details on alignment on this front are provided in section 4.2.2).

The formulation on the SCCSPs and the CCAPs is also an evidence of efforts to optimize synergies and good coordination of actions in the implementation of the CCCSP. In each sector, the CCAP provides a framework for achieving the goals of CCCSP and SCCSP through implementation of specific actions or programs in synergy with the existing overall sector development strategy. For instance, in the health sector, the CCAP ensure synergies with the Health Strategic Plan Phase 2[25]. As noted, efforts were made in the 2019-2023 planning cycle to align NSDP for the period with the CCCSP.

4.2. Internal coherence

4.2.1. To what extent was the CCCSP as a whole (including vision, mission, goals, strategic objectives, strategies, finance and M&E principles and approaches, and phased activities) internally coherent when it was approved?

The CCCSP does not follow a comprehensive causal pathway. Climate change projections are clear and well informed. However, as noted in section 4.1.1, this is not complemented with a robust analysis of demographic and socio-economic conditions and trends. In this sense, the analysis of exposure, sensitivity and vulnerability is partial. The preparation of the CCCSP involved a SWOT

[25] MoH, NCCAP, 2014

analysis, but this did not consider all relevant aspects. The list of strategic objectives and strategies emerge from the SWOT. While this is a good pathway, the absence of a robust analysis of demographic and socio-economic conditions and trends and a comprehensive and sound vulnerability assessment compromises the ability of the CCCSP to consider the full range of key climate change impacts and propose a comprehensive and strategic climate change response that can help adapt the current and future society to current and future climate change. A theory of change was not used either, as this was fairly new at the time of CCCSP's development.

4.2.2. To what extent is the CCCSP framework currently comprehensive and coherent?

Existence of a CC legal framework that is comprehensive and in harmony with the CCCSP

As noted above, CCCSP is coherent with national development strategies and plans that precede it, such as RS IV, National Policy and Strategic Plan on Green Growth 2013-2030 and NAPA, and have been developed after its approval, such as NSDP 2014-2018 and NSDP 2019-2023, and the National Environment Strategy and Action Plan 2016-2023. To complement the CCCSP, a climate change financing framework and an M&E framework were developed. These are examined below in this section. As noted, the development of the CCCSP was conducted in parallel to the preparation of 9 SCCSPs and 14 CCAPs were developed after the approval of the CCCSP. Section 4.2.3 analyses the coherence between CCCSP and CCAPs. The CCCSP also describes its institutional arrangements. This includes NCCC, which then became NCSD, who has the overall responsibility for the management and monitoring of the CCCSP implementation with technical support of the CCTWG. The DCC is leading the coordination of CCCSP implementation in its capacity as of the General Secretariat of the NCSD (GSSD) with support from CCCA.

Despite this progress, there are important gaps in terms of a legally binding framework on climate change. The environmental code should address this but it is still in draft and many regulations that are needed to implement the CCCSP are not yet in place. For instance, the regulation on carbon finance was still in draft form at the time of writing this report.

Existence of tools and guidelines allowing proper management of the climate finance resources and in line with CCCSP, particularly with its financial principles and approaches

In November 2014, the country approved its Climate Change Financing Framework (CCFF). The CCFF provided a common approach to climate finance. In particular, it assessed the existing climate public expenditure; estimated potential climate funding for the country in 5 and 10 year timeframes in low and high growth scenarios; conducted a cost benefit analysis for priority actions, making the economic case for climate change response; and analyzed modalities to manage climate finance, assessing the option of a National Climate Fund (NCF) and identifying responsibilities of various agencies and related capacity development needs.

While this overall view is a remarkable contribution, the CCFF did not provide useful guidelines and tools to mobilize and manage financial resources for climate change. The CCFF did not have a

significant impact in terms of promoting climate change on sectoral government budgeting. The CCFF provides indicatives ceilings in terms of overall budget for climate change activities for nine ministries. However, almost half of the ministries (3 out of 8) did not respect these ceilings when preparing their CCAPs[26]. A study found that the majority of ministries carried out costings using broad estimates[27]. MoE, Ministry of Mines and Energy (MME), Ministry of Tourism (MoT), Ministry of Industry and Handicraft (MIH) and Ministry of Information (MoINFO) provided a detailed breakdown of cost, whilst MOH and MAFF applied a percentage increase in costing due to climate change. As discussed in more detail in sections 4.3.4 and 4.4.1, although domestic allocations have regularly increased, public climate expenditure mostly relies on external funding. As noted above, this may be changing, as, following new guidelines, NSDP 2019-2023 has mainstreamed climate change in a more significant way. Moreover, as explained in section 4.3.4, the latest CPER, of January 2019, found that climate change finance (domestic and external) has not been strongly connected to CCAPs[28].

In addition, the CCFF does not provide clear tools and guidelines for mobilizing finance to sub-national governments, mainstreaming climate change into sub-national budgeting. In line with the CCCSP, the CCFF seeks to increase the share of climate change funding that goes through SNAs - in particular, from about 6.3% in 2014 to between 12% and 20% in the medium term. The CCFF provides a detailed analysis of the existing processes, the progress and the challenges, particularly, but not only, in section 2.2.4, which analyses in detail planning, finance and expenditure at sub-national level including technical capacities. However, the CCFF does not provide a clear strategy on how to address existing challenges to achieve its vision regarding sub-national governments. Section 6.1.5 on the National Climate Funding Programme (NCFP) regarding sub-national authorities does not present a clear pathway to achieve that goal. Guidelines developed under NDCDD-S provide tools for communes and to a lesser extent districts regarding climate change budgeting. However, as discussed in detail in section 4.3.5, progress on climate change budgeting at sub-national level has been limited.

Moreover, the CCFF does not provide useful tools to mobilize private sector funding for climate change. The CCCSP seeks to engage the private sector and promote public-private partnerships on climate change response (mission, SOs 2, 4 and 6), but that does not indicate how it aims to achieve this. The only actions leading to do this would be sensitization. The CCCSP mentions that recommendations on how to engage the private sector would be developed during the preparation of the CCFF. This identifies opportunities for private sector funding, especially in the medium term and mainly associated with mitigation, although some opportunities on adaptation are also identified. The CCFF acknowledges that regulations and incentives may be needed to encourage

[26] The CCFF provides ceilings for the following ministries: MAFF, MOEYS, MOH, MOWA, MOWRAM, MPWT, MRD, NCDM and MIME. As the latter was divided into MIH and MME, the comparison cannot be done. Of the other 8, in 3 (MAFF, MOWA and MOEYS) the budget of CCAP was greater than the ceiling established in the CCFF (the budget in the CCAP was 50% greater than the ceiling in MAFF, almost 40% greater in MOWA and almost 20 per cent greater in MOEYS. In the other 5 ministries the CCAP budget was slightly below the ceiling established in the CCFF.

[27] Ricardo (2016): Data collection and analysis of information on financial requirements. This study uses different numbers in some cases. See page 10 for details.

[28] As noted in section 4.3.4, a detailed analysis of each funded activity in MWRAM, one of the sectors where climate change funding exceeded CCAP financial requirements, found that in 2017 only 4% of total climate change expenditure in this sector was aligned with its CCAP.

private sector's engagement on mitigation expending. In this sense, in terms of strategy, the CCFF indicates that NCSD needs to establish a regular coordination mechanism with key climate change partners, to manage the implementation of the CCCSP and the NCFP. This would include a dialogue mechanism with the private sector, in partnership with the Cambodia Development Council (CDC). The CCFF claims that, where financial returns are marginal, the NCSD would collaborate with the Ministry of Economy and Finance (MEF) in determining the government incentives and/or regulations that are required to encourage private investment. In July 2016, NCSD published the report "Promoting Private Sector Contribution to the Climate Change Response in Cambodia", addressing the gaps of the CCFF in this regard. Section 4.4.1 assess progress on mobilizing private sector funding for climate change response in the country

Existence and quality of a CCCSP's M&E framework

As noted above, in December 2017 Cambodia launched the national climate change M&E framework to track the country's progress in addressing the challenges posed by climate change. The document includes a robust theory of change. On that basis, the document provides a framework to measure the implementation of the CCCSP at the national level, including indicators, baselines and milestones.

The M&E framework uses the Tracking Adaptation and Measuring Development (TAMD) approach, which is a twin-track conceptual framework that can be used to assess whether climate change adaptation leads to effective development and how development interventions can boost communities' capacity to adapt. More specifically, this approach evaluates adaptation success as a combination of how widely and how well country's institutions manage climate risks (through 'track 1', or 'upstream' indicators) and how successful adaptation interventions are in reducing climate vulnerability and in keeping development on course (through 'track 2', or 'downstream' indicators).[29]

The climate change M&E framework uses the following indicators:

- To measure the institutional readiness
  - five national level institutional readiness indicators related to policies, institutions and capacities.
  - Indicator 1: Status of climate policy and strategies
  - Indicator 2: Status of climate integration into development planning
  - Indicator 3: Status of coordination
  - Indicator 4: Status of climate information
  - Indicator 5: Status of climate integration into financing
- At the national level, three core indicators were measured to assess impacts:
  - Percentage of communes vulnerable to climate change (resilience indicator)
  - Families affected due to floods, storms and droughts (impact indicator).
  - GHG emissions

[29] CCCSP M&E framework, 2017

This core set of indicators was to be completed with key sectoral indicators to be defined at later stages. The December 2017 national M&E framework included two impact indicators developed in the context of the MPWT climate change M&E framework: i) percentage of roads damaged by floods; and ii) percentage of bridges affected by floods. Two other line ministries, MAFF and MoH, finalized their indicators that year.

CCCSP's M&E framework's TAMD approach is interesting and appropriate. The readiness indicators have a comprehensive institutional approach, including finance and the availability of climate public expenditure reviews. The combination of national and sectoral approaches is also positive. The M&E framework also provides good baselines.

However, there are issues with the indicators. To begin with, while the number of indicators has to be kept reasonably small, the readiness and impact indicators are not fully aligned. The achievement of the milestones included in the readiness indicators[30] would greatly contribute to make progress on two of the impact indicators, but not that much on a third one. In particular, it would contribute to increase resilience, and therefore to improve the indicators on proportion of communes vulnerable to climate hazards and proportion of families affected by climate hazards, as the milestones cover key drivers of an effective institutional response to the impacts of climate change. However, the achievement of the institutional readiness milestones would contribute in a limited way to make progress on the impact indicator on GHG emissions. Indeed, while some of the general aspects of institutional readiness will favour mitigation, some key aspects, such as the availability of GHG inventories and GHG emissions modelling, are not included. Moreover, even on resilience, the readiness indicators do not cover in a comprehensive way the drivers for adaptation. These indicators focus on institutional aspects, which are definitely critical, but do not pay sufficient attention to the role that individuals, communities, civil society, academia and the private sector have to play to achieve significant improvements on climate change resilience. It is also worth highlighting that this has some impact on the effectiveness of institutional activities, as farmers would for example be responsible of cultivating drought-resistant seed varieties provided by MAFF.

Furthermore, the milestones used for institutional readiness indicators[31] are not fully Specific, Measurable, Achievable, Realistic and Time-bound (SMART). Some milestones are vague, which make the assessment more complex and longer. One milestone refers to the existence of information/data related to climate change "at a level", without clarifying what this very unspecific term means. Another milestone refers to the availability of climate public expenditure reviews, and another to their regular production, without clarifying how often is regularly and when is a report valid (is a report produced in say 2014 valid in say 2019?) Direct observation showed that the meaning of the milestones is not always clear to the members of CCTWG. Some milestones are also not pertinent. Two milestones[32] refer to the process of developing strategies, plans or frameworks, when what matters is their approval (and implementation). One milestone refers to establishment of institutional structures (i.e. climate change focal points and working groups are established within sectoral line ministries), without asking whether these are functional, which is key as discussed below.

[30] For institutional readiness indicators, scorecards are compared against a readiness ladder that identifies key milestones to be achieved by the country.
[31] In the ladder approach, milestones describe expected or desired situations/stages of institutional strengthening.
[32] These are development of other national climate change action plans and national climate change M&E framework.

Moreover, some of the institutional readiness indicators are short-sighted. This is in part sought. The methodology requires the scorecards to be revised every five years, adding new milestones to the 5 scorecards. While the process of revising scorecards at regular intervals ensures that scorecards reflect the new levels of institutional capacity needed to effectively respond to climate in the following periods[33], it raises two issues: i) the consistency of monitoring, and ii) the technical robustness of the milestones to be added. The M&E framework says this is the responsibility of the CCTWG, but this may not have the capacity needed to define these new milestones.

Besides the 52 milestones of the readiness indicators do not have any specific references to gender. The impact indicators also do not recognize the differential impacts of climate change on women and men and other social groups and consider the commune and the family as homogenous groups. The questions of which groups of families, which groups of women and men are vulnerable are not included in milestones and sub-indicators. CCCSP's M&E framework also does not have any indicators measuring the capacities/contributions of the vulnerable women and men and other social groups. The 'victim/vulnerable' lens is used for the measurement of outcomes and impacts.

Furthermore, the rating system (yes, no or partial) is not detailed enough, as partial may comprise most of the situations and does not really allow monitoring the evolution. At least the system should consider four scales, with two scales between yes and no.

Regarding impact indicators, the three indicators are relevant. The indicators on families affected by climate hazard and GHG are also well formulated. However, it is odd that the vulnerability indicator is an average of the values of individual vulnerability indices for all three hazards, and does not show the number of communes that are vulnerable to at least one of the hazards, thus considering the highest percentage.

In addition, the data collection methods are totally appropriate. The scorecard of institutional readiness indicators is completed by the CCTWG and is a self-assessment exercise. The provision of evidence is a key part of the methodology limiting the risk of a non-evidence based collective assessment. However, the methodology is very lengthy (it requires all the members of the CCTWG (around 20 people) to agree on the assessment of progress of 52 milestones) and the CCTWG

[33] For instance, current indicators do not pay sufficient attention to progress at sub-national scale. One of the 5 institutional readiness indicators refers to the sub-national government. Indicator 2: Status of climate integration into development planning: *Status of inclusion of climate change in long, medium (NSDP) and short term (PIP) national and sub-national planning.* However, of 9 milestones only 1 (no. 6) refers to sub-national levels: "Subnational (commune and district) budgets and planning guidelines integrate climate change". This is insufficient for the second phase of the implementation, but especially for the first phase. Similarly CCCSP's M&E framework does not pay much attention to the engagement of the private sector. This is only considered in two milestones out of 52. Milestone 5 in indicator 2 "Level of inclusion of climate change in long, medium (NSDP) and short term (PIP) national and subnational planning documents", reads "Formal procedures are in place in CDC for screening major donor and private sector investments against climate risk". Milestone 10 in indicator 3 "Establishment and functionality of a national coordination mechanism for climate change response and implementation of the CCCSP" reads "Stakeholders from civil society, private sector and academia are engaged in the CCCSP regular progress review". These indicators are not really enough to assess the progress in engaging the private sector in climate change response. None of the indicators is specific to the private sector, and both are vague (what procedures, what does it mean to be in place; what does it mean to be engaged?). There aren't indicators on the number of public-private partnerships or the resources mobilized by the private sector (or the number of private sector investments that have been screened).

members typically have limited time. There is also the issue of knowledge: some CCTWG members are not familiarized with what is going on in their ministry or in climate change more in general, and information on progress on climate change from local levels is not fully transmitted to central levels[34]. The status in a particular moment of time of impact indicators is calculated from the data available in Cambodia's commune database. Besides, the frequency of monitoring of institutional readiness indicators as defined in their technical notes (every 5 years) does not allow understanding progress at the level needed to improve action[35].

Furthermore, there are issues with the institutional setting. Roles and responsibilities are not clear in the M&E framework. The M&E framework indicates that each sectoral line ministry would have a focal staff member and that DCC's Policy and Coordination Office would coordinate M&E reporting from various line ministries. The technical indicator notes indicate the institutions that are responsible, but does not specify who exactly in these institutions would be responsible for this (whether it would be the CCTWG member or someone else). More importantly, although the framework is being used in practice by DCC and climate change practitioners, the specific arrangements have not been approved yet.

Moreover, there are also gaps on M&E at the sectoral level. While sectoral CCAPs were supposed to have an M&E framework, only 3 had it, although not all indicators were SMART. These indicators do not provide either space for reporting on gender or social inclusion, except for the disaggregated information with regard to participation (in numbers and not in quality) for commune level activities[36]. As a result of this, the progress made and lessons learnt with regards to gender is not captured in the reports and used to inform decision-making and planning. Besides, neither in the national CC M&E framework nor in the CCAP is the monitoring and evaluation budgeted.

There have also been issues with implementation of CCCSP's M&E framework. At the national level, update on indicators is only relatively continuous on institutional readiness indicators. There was a baseline in 2014 and there were updates in 2017 and 2019. Nevertheless, in some cases the observations included in the observations columns do not really explain the rating, which as noted above is too general[37]. While impact indicators (indicators on proportion of communes vulnerable to climate change and families affected by floods, storms and droughts) had been updated in 2015 and 2016, information was not available for 2017 as of April 2019, as there were problems in accessing the 2017 dataset from the Commune Database (CDB[38]). Some efforts, such as sending a letter from

[34] NCDD-S has an M&E mechanism that includes climate resilience at the sub-national level, but there is no clear alignment with CCCSP's institutional readiness indicators. Furthermore, while it compares one year with the next, cumulative analyses are not conducted.
[35] Note that the evaluator refers here to the indicators as they are defined in their technical notes in the M&E framework. As indicated below, the institutional readiness indicators have two updates already since 2014. Impact indicators on vulnerable communes and affected families are to be updated annually.
[36] All the climate change related priority sectors' have set criteria for women's participation in the consultation processes for subnational level planning and in committees formed for specific thematic issues such as disaster risk management. For example, MRD's sub-national level entities require at least 30-50% women's participation in all their key commune level consultations and meetings; NCDM has set 30% women in leading roles in the DRM committees.
[37] The Excel matrix compiling the scores for 2014, 2017 and 2019 does not document the evidence that was provided for each of the scores. The evidence provided for the 2014 assessment in CCCSP's M&E framework document is rather limited.
[38] Taking into account the processing time, it is understandable that the 2018 data is not available at the time of writing this report.

MoE to the MoP requesting datasets and the establishment of data-sharing agreement with these institutions, are ongoing to avoid further problems in accessing the data timely. However, it is uncertain whether these efforts will materialize – whether the data sharing agreement will be formalized - allowing automation of indicators' updates. There are also plans to substitute the current loss and damage indicator based on CDB if /when corresponding indicator from Sendai framework is ready and its QA production can be assured in the future. Information on GHG emissions will be available in 2019. At this regard, there seems to be limited capacity at DCC.

Furthermore, existing sectoral climate change M&E frameworks have rarely been used[39]. With unclear roles and responsibilities and no budget for this exercise[40], and despite the effort of the CCCA, including funding an external national consultant to help data collection[41], the sectoral climate change M&E frameworks have only been used in one sector (i.e. MME). Reports assessing progress in the implementation of this CCAP were prepared in October 2017 and October 2018. While the reports do provide useful information, interviews suggest that MME officials never used these two M&E reports as a management tool in order to improve the delivery of their CCAP. This is a sustainability risk, as ministries depend on external consultants to collect data and even then reports are not always completed and later used[42].

In this context, with this insufficient level of monitoring, systematic reporting on the implementation of CCCSP has not yet started. The first official M&E report should be published in 2019. In contrast, monitoring and reporting on climate change finance is very good, through the climate public expenditure reviews (CPERs) and the CDC reports (Development Cooperation and Partnership Reports). The CDC tracks official development assistance (ODA) to the country at least since 2008[43]. Since then, methodology considered climate change as a sub-sector in the environment and conservation sector. In 2014, with support from CCCA, and as part of the process of developing and implementing the CCCSP, the CDC considered climate change as a sector on its own. In addition, in 2015, the CDC started tracking the ODA on climate change that is mainstreamed in sectors, using weights[44]. This is a solid methodology for cross-cutting issues, such as gender, where monitoring is weak, and represents great progress. C`DC's annual reports on ODA

[39] Interviews and CCAP monitoring reports from MAFF, MPWT and MoH suggest that while CCTWG have been created in most line ministries in most of them these are not active and no one is in charge of monitoring the implementation of CCAPs. Indeed in some cases climate change focal points are not even familiar with the content of the CCAP of their ministry. In some ministries they have a project management office but there is no climate change focal point coordinating and monitoring the work on climate change.

[40] This is also linked to i) limited human resources: staff are very busy and sees climate change as an add on; ii) limited technical capacity; iii) de-motivation related to low salaries; and iv) inefficient management systems and culture, where staff is involved in design and implementation but disconnected from monitoring, evaluation and use of recommendations of evaluations to improve design and implementation.

[41] CCCA had two attempts to assess the CCAP implementation at each ministry. They first sent the template to ministries, and then a national consultant to help collect information. However, the result was not successful and the CCAP report has yet to be completed.

[42] It is worth noting that women are underrepresented in sectoral CCTWG where they exist. In MAFF there are 3 women out of 16 members, in MPWT one woman out of 8 members, and in MoH two women out of 13 members.

[43] CRDB/CDC is the RGC's focal point for Official Development Assistance (ODA) mobilization, coordination and management. CRDB/CDC manages the Cambodia ODA database – tracks ODA data on climate change finance in Cambodia

[44] Development partners would be requested to indicate the main sectoral topic of their ODA. They can indicate climate change as the main sector. They can also indicate climate change as a sub-sector of a main sector (e.g. climate change as part of ODA in agriculture). The latter is considered climate change mainstreaming.

report on climate finance in a relatively robust way, although there is room for improvement in providing aggregates figures for direct and indirect climate change support[45], in providing cumulative figures[46] and in reporting the percentage of direct climate support as part of total ODA. CPERs should in turn assess the trend of the share of domestic climate public expenditure against total domestic public expenditure.

On a different note, there is certain alignment of CCCSP M&E framework with CSDG 13 M&E framework. Two of the five indicators in the latter build on CCCSP's M&E framework[47]. However, the CSDG 13 M&E framework does not consider the indicator on families affected by floods, storms and droughts included in CCCSP's M&E framework and considers instead percentage of households in primary activities that have received training. This change is an important simplification, as it reduces the geographical scope (communes versus households on some specific activities) and the indicator on training does not indicate the impact of those training workshops.

The NSDP 2014-2018 indicators are the following: i) ratio of climate related expenditure to total public spending; ii) mainstreaming climate change issues into national and subnational planning, measured by number of ministries with approved CCAPs; iii) percentage of households vulnerable to climate change; and iv) carbon credit from CDM and other mechanisms. The second indicator does not consider the level of implementation of CCAPs nor the sub-national scale. Indicator iv) does not mention the outcome (GHG emission reduction), given that the country was some years away of having its Greenhouse Gas Inventory (GHGI). NSDP 2019-2023 is to be approved soon.

A key indicator is the ratio of climate public expenditure to total public spending (in the NSDP) or percentage of change in public expenditure for climate change (in CSDG). CCCSP's M&E framework considers the regular production of CPER and includes two milestones (budgetary and extra-budgetary resources mobilized are 30%–50% / at least 80% of the annual requirements identified in the CCAP). This is however different to the ratios used in NDSP and CSDG.

4.2.3. To what extent are actual interventions to implement the CCCSP (CCAPs and other key climate change interventions) coherent with the CCCSP framework and each other?

Evidence of alignment between CCAPs and other key climate change interventions and the CCCSP framework

A template for CCAP development was developed. This template clearly indicates that the actions developed should be in line with the SCCSPs, which are based on or contributed to the CCCSP. Indeed, the planning matrix proposed for the CCAPs is expected to present a reference to the eight

[45] The report provides figures for direct and indirect support separately, and does not provide aggregate figures.
[46] The report provides annual figures but does not provide cumulative figures.
[47] The first indicator on CSDG 13 is an impact indicator of the CCCSP M&E framework while the fourth indicator in CSDG 13 covers the institutional readiness indicators in the CCCSP M&E framework.

CCCSP's national strategies objectives and to the corresponding SCCSP[48]. As of March 2019, 14 ministries had developed CCAPs[49]. This evaluation has analyzed 7 CCAPs. 6 of them, or 85% per cent of them, are aligned with the CCCSP. Although, the column showing the equivalence to the CCCSP national strategies was not filled in in the MPWT, MRD and Ministry of Land Management and Urban Planning (MLMUP) CCAPs, the sectoral action plans are in practice covering the strategies and objectives formulated in the CCCSP. In the case of the MOH CCAP, the CCCSP strategic objectives are reformulated but covered, and consistency indicated in action fiches. Only the Ministry of Education, Youth and Sport (MoEYS) CCAP does not follow the CCCSP strategic objectives.

However, a broader analysis found that the implementation of all the CCAP actions would not achieve CCCSP objectives[50]. To begin with many of the activities that would contribute to the fulfillment of the actions had not been identified, and may change in time, as there is progress in implementation and projects are negotiated with funders. Furthermore, there were important gaps. The CCCSP focuses on vulnerable areas that are not specifically targeted in the CCAPs, especially the Tonle Sap and Mekong areas. The majority of CCAP actions support strategic objectives number 5, 4, and 2, with less attention to other SOs. Besides, as noted, despite guidance, some ministries did not respect their indicative ceilings in terms of overall budget for climate change activities as presented in the CCFF.

In addition, the second phase (2014-2019) of the SPCR is currently being implemented in the country under the broader Climate Investment Funds' (CIF's) Pilot Program for Climate Resilience (PPCR). This project builds on lessons learned during the first phase of the PPCR in Cambodia, which was implemented between 2010 and 2013. The SPCR program identifies three key sectors of intervention: 1) climate-resilient water resources; 2) climate-resilient agriculture; and 3) climate proofing of infrastructure. A number of activities are aligned with and directly contribute to the CCCSP framework. For instance, the SPCR consists in 3 packages related to Mainstreaming Climate Resilience into Development Planning, with different outputs. Table 7 in Annex 5 shows which CCCSP SO is the SPCR outputs related. Some of the interventions of the SPCR cover some of the gaps of the CCAPs mentioned above. For instance, component 1 includes projects on climate risk management and rehabilitation of small- and medium-scale irrigation schemes in the Tonle Sap Basin and on flood and drought Management in the Mekong, particularly in the provinces of Pursat and Kratie. In terms of CCAPs, SPCR has contributed to the implementation of the CCAP of four sectors, namely water (MORAM), agriculture, forestry and fisheries (MAFF), rural development (MRD) and public works and transport (MPWT).

Evidence of alignment of actual interventions to implement the CCCSP with each other

The CCAPs do promote some inter-ministerial cooperation in their action plans. In the action fiches they all identify other ministries to engage. For example, the Ministry of Water Resources and

[48] Template for Ministerial Climate Change Action Plans, 2014-18
[49] 14 CCAPs had already been approved, while CCAP of the Ministry of Post and Telecommunication was awaiting official endorsement. The 14 CCAPs and the draft CCAP encompass a total of 171 climate actions. 93% of the actions focused on adaptation and 7% were mitigation-oriented, according to the NAP Financing Framework, 2017.
[50] Ricardo (2016): Data collection and analysis of information on financial requirements

Meteorology (MoWRAM) CCAP plans to involve the Department of Agricultural Extension of the MAFF for the implementation of the Action 14: Promoting climate resilience of agriculture through maintenance sea dikes in coastal areas. In some cases, the reference is bilateral; while the MoE plans to involve the MoEYS in its action 9 aiming to integrate climate change and environmental issues into the curriculum at all levels in close cooperation, the MoEYS plans to involve the MoE on its action 4 on upgrading curriculums and training methodologies to include climate change subjects for primary and secondary schools. Also, the MLMUP that plans to conduct vulnerability assessment to climate change an action plans to involve the MoE, which also plans to conduct national and sectoral climate change vulnerability assessments, avoiding potential duplication.

Mainstreaming of gender on SCCSPs and CCAPs

As a starting point towards addressing gender-based vulnerabilities in climate change, the CCCSP, SCCSPs and CCAPs have identified strategic gender related objectives and developed some mechanisms to address them. The requirements are to translate these gender related objectives and mechanisms into actions by developing gender specific outcomes, activities and indicators (M&E) based on a gender analysis that identifies the needs, priorities and capacities of different groups of vulnerable women and men.

Some SCCSP and CCAPs, such as those prepared by MoE, MRD, MoH, MAFF, MoWRAM, MoPWT and NCDM, recognize gender-based vulnerabilities resulting from climate change and mentioned it in its objectives and activities. For example, NCDM's CCAP recognizes that rural women have low adaptive capacities during flooding. Similarly MAFF's CCAP recognizes women issue as a crosscutting issue in the agricultural and natural resource management sectors in terms of adapting to climate change. MoWA has developed a specific Gender and Climate Change Action Plan (2014-2018). However, gender concerns are sidelined in the development of CCCSP/SCCSP/CCAPs activities and investments in terms of budget and human resources. Moreover, as noted above, the current definition of vulnerability used by the sectoral ministries do not seem to recognize the differential impacts of climate change on different groups of women and men and women's climate induced gender-based vulnerabilities are not well understood and addressed.

Roles and responsibilities for responding to gender issues within each ministry and its respective departments are defined through the nomination of Gender Mainstreaming and Action Groups (GMAGs). MoWA has the mandate to lead and coordinate gender and climate change mainstreaming with line ministries and other stakeholders in coordination with Gender Mainstreaming Action Groups (GMAGs) of line ministries. However, GMAGs or focal points within sectors both at national and sub-national levels are absent and hence sectoral priorities override the gender and climate change related priorities in the planning cycle.

4.3. Effectiveness

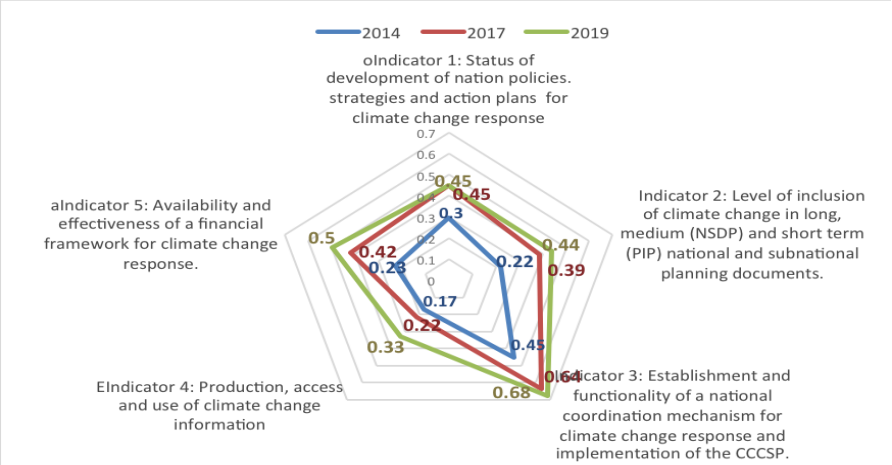
4.3.1. To what extent has the country progressed on achieving CCCSP's institutional readiness milestones?

As noted above, CCCSP's M&E framework includes the following institutional readiness indicators:

- Status of development of national policies, strategies and action plans for climate change response
- Status of inclusion of climate change in long, medium (NSDP) and short term (PIP) national and sub-national planning
- Status and functionality of a national coordination mechanism for climate change response and implementation of the CCCSP
- Status of production, access and use of climate change information
- Status, availability and effectiveness of a financial framework for climate change response

As noted above, the country had self-assessed the status of institutional readiness indicators three times: in 2014 (the baseline), 2017 and March 2019. As of March 2019, the CCTWG considered that 15 (or 29%) of the 52 milestones had been fully achieved, 21 (or 40%) had been partially achieved and 16 (31%) had not been achieved at all. Overall, available data shows a progressive improvement in the perception of the status of institutional readiness in the country: in the period 2014-2017 all indicators improved and in 2017-2019 four of the five indicators improved. In general (4 of 5 indicators), the progress was more substantive between 2014 and 2017 than between 2017 and 2019. Overall, in the period 2014-2019, progress has been greater on finance (27 percentage points), coordination (23 points) and mainstreaming into development planning (22 points) and weaker on information (16 points) and climate change planning (15 points). In March 2019, coordination got a relatively good score (68%). Finance, climate change planning and mainstreaming into development planning got medium scores (50%, 45% and 44%, respectively). Information got a low score (33%).

Figure 2. Status of institutional readiness indicators 2014, 2017 and 2019



Source: CCTWG/DCC, 2019

It is useful to analyse each indicator in more detail. On climate change planning (indicator 1), as of March 2019, the country perceived that it had fully achieved 3 milestones and partially achieved another 3, out of 10. In particular, the country had fully achieved the milestones regarding the existence of the NAPA, the CCCSP and more than 14 CCAPs, and had partially achieved the milestones regarding development of other national climate change action plans, the development of national climate change M&E framework and the establishment of legislation that provides a legal mandate for the implementation of the climate change policy. Since 2014, the country had made progress in 2 of the 10 milestones. Two milestones had already been fully met by 2014. Between 2014 and 2017, the country developed and approved 14 CCAPs with more line agencies developing them. Between 2017 and 2019, there was partial progress (one scale improvement) on the establishment of legislation that provides legal mandate for implementation of climate change policy objectives.

On mainstreaming of climate change into development planning (indicator 2), as of March 2019, the country perceived that it had fully achieved 2 milestones and partially achieved another 4, out of 9. In particular, the country had fully achieved the milestones regarding including mentions to climate change in NSDP 2019-2023 and putting in place formal procedures in CDC for screening major donor and private sector investments against climate risk. It had partially achieved the milestones regarding the articulation of climate change response in NSDP 2014–2018, comprising the inclusion of specific actions and indicators with related fund allocations, assigning responsibility for CC integration in national M&E Framework within NIS/MoP, integration of CCAPs into PIPs and integration of climate change into subnational budgets and planning guidelines. Since 2014, there had been progress on 3 of the 9 milestones. One milestone had already been fully achieved by 2014. There has been partial progress on assigning responsibility for climate change integration into national M&E framework within NIS/MoP, and on integration of climate change into subnational (commune and district) budgets and planning guidelines. There has been significant progress (two scale improvement) in putting in place formal procedures in CDC for screening major donor and private sector investments against climate risks.

On coordination (indicator 3), as of March 2019, the country perceived that it had fully achieved 6 milestones and partially achieved another 3, out of 11. The country had fully achieved the milestones regarding the establishment of a climate change department, a policy level coordination body and a technical advisory inter-ministerial body with high convening authority across line ministries, which are fully functional and properly structured to deliver their mandates and the climate change focal points and working groups are established within sectoral line ministries. Since 2014, there had been progress in 5 of the 9 milestones. Three milestones had already been fully achieved by 2014. There has been progress on the authority and functionality of the inter-ministerial body, the accreditation of a coordinating agency as National Implementing Entity, the establishment of climate change focal points and working groups within line ministries and the engagement of stakeholders from civil society, private sector and academia in the CCCSP regular progress review.

On production, access and use of climate change information (indicator 4), as of March 2019, the country perceived that it had not fully achieved any milestones, but had partially achieved 6, out of 9. The country had partially achieved the milestones regarding the existence of some

information/data related to climate change, the establishment of a coordination mechanism for data sharing and a climate change knowledge management platform, the availability and accessibility of public meta-database listing climate change info (met and climate data), the availability of an information base on climate change finance and national and international interventions, and the use of climate related information and analysis (vulnerability assessments, scenario planning, modeling) for decision making. Since 2014, there had been progress in 3 of the 9 milestones[51]. In particular, there has been progress in the establishment of coordination mechanism for data sharing and a climate change knowledge management platform, and the availability and accessibility public meta-database listing climate change info (met and climate data).

On finance (indicator 5), as of March 2019, the country perceived that it had fully achieved 4 milestones, and had partially achieved 5, out of 13. In particular, the country had fully achieved the milestones regarding the establishment of a national pilot trust fund for climate change, conducting a climate public expenditure review with a baseline for climate finance, the approval of a climate change financing framework, the establishment and consistent use of a code to track climate expenditure in the CDC ODA database. The country had partially achieved the milestones regarding the establishment of an inter-ministerial sub-working group on climate finance, the existence of coordinated funding arrangement for climate change response, regularly conducting CPER and including them in the CCCSP progress report, the establishment and consistent use of a budget code to track climate relevant expenditure to produce regular climate expenditure review in the national budget, and putting in place formal procedures in MEF for screening major national budget investment against climate risk. Since 2014, there had been progress in 6 of the 9 milestones. Three milestones had already been fully achieved by 2014. The country made significant progress on the approval of the CCFF, and the establishment and consistent use of a code to track climate expenditure in the CDC ODA database. It made partial progress on the existence of coordinated funding arrangement for climate change response, regularly conducting CPER and including them in the CCCSP progress report, the establishment and consistent use of a budget code to track climate relevant expenditure to produce regular climate expenditure review in the national budget, and putting in place formal procedures in MEF for screening major national budget investment against climate risk. Importantly, the country perceived that it had deteriorated regarding one milestone (the establishment of an inter-ministerial sub-working group on climate finance).

4.3.2. To what extent has the country progressed at the institutional level regarding recent UNFCCC processes not reflected in the M&E framework?

Alignment of national planning processes with recent UNFCCC processes, including gender and climate change aspects (e.g. NDC, NAP, gender)

The implementation of the national commitments under the UNFCCC is one of the strategies of CCCSP's SO8 "Strengthen collaboration and active participation in regional and global climate change processes". However, this SO is not well represented in the line ministries' CCAPs since only

[51]

1% of the actions formulated address it. The MoE that to a large extent is responsible for this SO only has formulated one action (Action 17: Institutionalize UNFCCC reporting) and does not respond to all the SCCSP objectives foreseen by the CCCSP for this SO.

Nevertheless, as noted in section 4.1.2, since the CCCSP was approved in October 2013 the country has made some progress regarding the alignment with UNFCCC processes. Cambodia officially submitted its SNC to the UNFCCC in January 2016 – this was being prepared during the development of the CCCSP and informed it. The country is currently preparing its TNC. In parallel, Cambodia is preparing its first BUR, which will include a complete GHG inventory (GHG-I) (see section 4.3.7 for details). Both are to be submitted in 2019. In addition, the country submitted its Intended Nationally Determined Contribution (INDC) to the UNFCCC in 2015. Moreover, at the time of writing this report, Cambodia is preparing its NDC Road Map. Besides, in 2014 the country initiated a process to implement its NAP, which is structured in three timeframes (short-term 2014-2015; medium term 2016-2018; and long term (2019 and beyond) and three work streams (planning, establishing and steering the process; implementing the process; and review and learning). The implementation is slightly delayed - the second phase of the NAP implementation plan process took place in early 2017. The NAP process is being used in Cambodia to strengthen the ongoing climate change adaptation processes through cross-sectoral programming and implementation at national and sub-national levels. Synergies with the CCCSP strategic objective or with the sectoral CCSPs are often sought[52]. Table 7 in Annex 5 presents areas of alignment.

4.3.3. To what extent has the country progressed on reducing the impacts of climate change at the national level?

As noted in section 4.2.2 above, as of April 2019, data on impact indicators is available for 2014, 2015 and 2016 and is not available for 2017 and 2018. Available data shows some progress regarding the average percentage of communes that are classified as highly vulnerable or quite vulnerable to floods, droughts and storms in the CDB. The percentage decreased 4 percentage points between 2014 and 2016 (from 48.8 per cent in 2014 to 44.8 in 2016 – there were no significant changes in 2015). By type of hazard, progress was particularly great regarding storms (the percentage of communes classified as highly or quite vulnerable to this hazard decreased more than 13 percentage points), was good regarding droughts (a decrease of almost 11 percentage points) and limited regarding floods (a decrease of almost 3 percentage points). However, in 2016, the hazards to which communes were more vulnerable were storms (50.3 per cent of communes were classified as highly vulnerable or quite vulnerable to this hazard), droughts (49.9 per cent) and floods (38.4 per cent).

Available data also shows some progress regarding the proportion of families affected by climate hazards. This decreased 4.6 points between 2014 and 2016 (from 186 per 1,000 households in 2014 to 14 per 1,000 households in 2016). It is worth noting that the overall proportion increased in 2015 (to 217 per 1,000 households). By type of hazard, the progress was great regarding families affected

[52] NAP financing framework, Annex 2 Review of priority actions, 2017

by floods (the proportion decreased in more than 11 points), low regarding storms (the proportion decreased in slightly more than 2 points) and insignificant regarding droughts. In 2016, families were mostly affected by drought (344 per 1,000 households) and very much less by floods (54 per 1,000 households) and storms (21 per 1,000 households).

4.3.4. To what extent has the country progressed on reducing the impacts of climate change at the sectoral level?

It is not possible to assess quantitatively the progress on the implementation of CCAPs. As noted in section 4.2.2, most of the CCAPs did not have an M&E framework and where this existed, indicators have not been monitored, so there is no data to compare the status in 2014 and 2018. This includes the MPWT indicators that were included in the original CCCSP M&E framework.

Available evidence suggests that the implementation of CCAPs has been very limited. Two main reasons explain this. First, there has been limited ownership of CCAPs. Most of them were developed by external consultants with external funding and were never appropriated by the officials in charge of their implementation in the line ministries[53]. To a great extent they were considered MoE plans. As noted above, CCTWGs have been established in most ministries but in most of them these are not active. Moreover, most CCAPs have not been disseminated beyond focal points and CCTWG members. The climate change agenda is still seen by many as an environmental agenda, which slows down progress, in part due to the institutional arrangements. Despite tailored training, limited ownership is also compounded by limited technical capacity on climate change, as highlighted in the CCAP monitoring reports of MAFF, MPWT and MoH.

Second, interviews and CCAP monitoring reports indicate that CCAP implementation was underfunded. Available government funding was very limited. Line ministries requested sometimes funds to address climate change and implement CCAPs but it was difficult for the MEF to mobilize resources for this because CCAPs were not fully integrated in the sector plans and NSDP 2014-2018, the basis for budget allocation. In this sense, CCAPs were formulated as projects to be funded rather than processes to be followed[54]. In this context, the implementation of CCAPs has mostly relied on external finance. Although there have been efforts to ensure alignment with the CCCSP and CCAPs, development partners typically have their own priorities and objectives. CCAPs have had a limited role in resource mobilization. Studies confirm that climate change finance (domestic and external) has not been strongly connected to CCAPs. The latest CPER, of January 2019, found that in 2016 the average annual CCAP cost for the 15 ministries with CCAPs was covered in 92%[55]. Eight ministries benefited from broadly adequate levels of funding, while some others were under-

[53] For instance, in MAFF a technical working group was created for the development of the CCAP but after the approval of the CCAP its function was unclear and no meetings were held.
[54] Some interviewees argue that the limited alignment of government plans and funding is not exclusive of climate change, and applies to government planning and processes more broadly, although climate change being a relatively new concept the problem may be more acute there.
[55] Overall, the average annual CCAP cost for all 15 ministries is KHR 692 billion. In 2016, the estimated expenditure with CC benefits for these same ministries is KHR 635 billion, decreasing from KHR 660 billion in 2015. This includes the CCAP of the Ministry of Posts and Telecommunications, whose CCAP had not been approved at the time of writing this report, although a final draft was available.

supported[56]. However, alignment with CCAP priorities was limited. The CPER conducted a detailed analysis of each funded activity in MWRAM, one of the sectors where climate change funding exceeded CCAP financial requirements. The analysis indicated that a significant portion of climate change expenditure in MWRAM in 2017 was unaligned with the CCAP, or did not present sufficient information to confirm alignment. Only 4% of total climate change expenditure in this sector was aligned with the CCAP. Importantly alignment was lower for domestic sources (2.6%) than for external sources (4.8%). This confirms the findings of an earlier document that found that an average gap of 81% for financing CCAPS[57].

That being said there has been some progress on climate change response at sector level. To begin with, although still limited, there is increased understanding and awareness, as a result of tailored training and the overall push generated by the CCCSP, as well as by the impacts of climate change themselves. As noted above, there is also progress on mainstreaming climate change into development planning. New guidelines have contributed to integrate climate change in a more substantive way into the NSDP 2019-2023 and the corresponding sectoral plans, including NSDP's M&E framework, which could facilitate more substantive implementation of CCAPs in that period[58]. In 2017 MEF also included guidance on climate change in annual budget circulars. This will facilitate mobilizing domestic financial resources for climate change. There has also been progress on specific areas in specific sectors[59]. Some studies have been conducted and relevant information has been provided. For instance, according to interviews, in 2018, MoH, with domestic resources, conducted a study on the impacts of climate change on health, including impacts of increased temperatures[60]. With support from the CIF and Asian Development Bank (ADB), the country will shortly have access to quite detailed online climate projection that allow identifying what the climate projections are likely to be in some particular locations which can be used as a screening tool to identify where a more detailed vulnerability assessment is needed. A web portal to disseminate knowledge on climate resilient agriculture has also been created. There has also been some progress in developing guidelines, design standards and codes, including a road environmental guidebook, design standards for irrigation systems, clinical guidelines for weather related diseases (i.e. Leptospirosis, Melioidosis, Schistosomiasis), guidelines for climate-proofing housing construction, using ecosystem based adaptation on flood management and for crop diversification, and ministry orders on green codes for construction in water treatment, and in green spaces. On that basis, and more broadly based on increased awareness and knowledge, different types of infrastructure have been climate-proofed, although it is not possible to determine the progress on this front quantitatively. Interviews suggest that some progress on climate-proofing infrastructure has been achieved on irrigation channels and networks, wells and roads. There has also been some progress in climate

[56] Infrastructure ministries (MoWRAM, MPWT, MRD), as well as MoE, MME, MIH, MLMUPC and MPTC, continue to benefit from broadly adequate levels of funding. MoH's and MAFF's climate change activities remain under-supported at only 77% and 60% respectively of their CCAP. This is also the case for other ministries with smaller climate change portfolio (e.g. MoEYS and MoInfo). In the 2017 fiscal year, MWRAM, MPTW, MAFF and MRD concentrated more 81.2% of total climate change expenditure (national and donor funded), with MWRAM concentrating almost 40%.

[57] Ricardo (2016): Data collection and analysis of information on financial requirements

[58] For instance, NSDP 2019-2023 M&E frameworks includes indicators on percentage of roads that are resilient to climate change and road design included climate change.

[59] Support from CIF and ADB through SPCR has focused on MRWA, MAFF, MRD and MPWT, but there has also been progress on other sectors.

[60] The MoH conducted research studies on Entomological Surveillance for Dengue and the Identification of Anopheline vectors in relation to malaria transmission and disease risk in endemic malaria regions.

change mitigation, including guidelines on GHG inventories and particularly on forestry and on transport, although it is uncertain whether efforts on that have been sufficient to compensate higher emissions generated by a fast pace of development (e.g. rapid increase in the number of private vehicles).

4.3.5. To what extent has the country progressed on climate change responses at the sub-national level?

Since 2003, Cambodia has made some progress on mainstreaming climate change into sub-national planning, budgeting and execution. NCDD, which is part of the Ministry of Interior (MoI), has played a critical role on supporting this process, in coordination with MoP and NCSD, and with support from development partners. Between 2003 and 2010, with a loan and grant from the WB, the Rural Investment and Governance Project (RILGP) demonstrated options for reimbursing SNAs for expenditure that they had planned and managed according to agreed principles. Between 2010 and 2013, with support from Australia and Sweden, the Cambodia Community Based Adaptation Programme (CCBAP) supported Commune Investment Plans (CIPs) through NGOs. Between 2011 and 2017, in two phases, with support from United Nations Capital Development Fund (UNCDF), the European Union and Swedish International Development Cooperation Agency (Sida), the Local Government and Climate Change (LGCC) project[61], worked with performance based climate resilience grants (PBCRG), which act as top-ups to spending by SNA in climate change vulnerable areas, with support from contracted specialists for project design[62]. At the time of writing, two projects were active in supporting mainstreaming of climate change in SNA: the project "Reducing the Vulnerability of Cambodian Rural Livelihoods through Enhanced Sub-National Climate Change Planning and Execution of Priority Actions" (or Strengthening Resilient Livelihoods (SRL)), which was launched in 2016 and is planned to be completed by 2020; and the Agriculture Service Programme for Innovation, Resilience and Extension (ASPIRE) project, supported by the International Fund Agricultural Development (IFAD), which was launched in 2015 and is planned to be completed in 2021.

With support of these projects, according to the NCDD-S, the RGC has been able to mainstream climate change in 60 of the 185 districts of the country (32 per cent of them), although not all communes in each of the 60 districts have been covered and these numbers are not necessarily robust[63]. Typically, the targeted districts have been selected based on a national vulnerability map, working in areas within the highest category of vulnerability (red areas). Generally, after providing training at provincial and district levels, the process involves the development of a Vulnerability Reduction Assessment (VRA) in participating communes. The development of the VRA comprises a vulnerable map and an analysis of trend, problems and solutions, which are ranked. The results of the VRA are then used to prioritize climate change adaptation responses in the Community

[61] This was part of UNCDF's global Local Climate Adaptive Facility Living (LoCAL) programme.
[62] In addition between 2013 and 2015, the Promoting Climate Resilient Water Management and Agricultural Practices in Rural Cambodia supported local governments, but these relied on NCDD's procurement process.
[63] Information on the number of provinces, districts and communes covered through these projects is not robust. LGCC had covered in total 2 provinces, 8 districts and 28 communes. SRL covers 2 provinces, 10 districts and 89 communes. ASPIRE covers 10 provinces and 18 districts. There is some overlap.

Development Plans (CDPs) and CIPs. Some projects (i.e. LGCC, SRL and IFAD) use PBCRG so while resources to district are constant, communes within a particular district compete with each other for funds, which are allocated according to the vulnerability and the quality of proposals. CDPs and CIPs are then reflected in District Development Plans and District Investment Plans and these in turn in Provincial Development Plans and Provincial Investment Plans.

In parallel, in coordination with MoE and MoI, the Global Green Growth Institute (GGGI) is working directly with sub-national governments, specifically with the 8 (urban) municipalities, which include human settlements of no more than 30,000 inhabitants. In this case, however, the work focuses on developing plans and packages of investment projects, including conducting feasibility studies, and does not include actual implementation or investment[64].

Available financial data shows that significant resources have been mobilized for climate change response at sub-national level. As noted in section 4.4, according to the latest CPER, of January 2019 in the period 2012-2017, climate public expenditure by SNAs amounted to KHR 51.7 billion (around USD 12.9 m[65]), that is, 1% of total climate change expenditure in the 2012-20-17 period, which amounted KHR 4,948.8 billion. In 2017, the latest year for which data is available, SNA spent KHR 6.1 billion (around USD 1.5 m[66]), that is, 0.7% of total climate change expenditure that year.

Available data suggest that the financial impact of this investment has not been outstanding, in terms of showing a consistent increase in the funds spent by SNA on climate change response over a certain period. The latest CPER indicates that the evolution in the 2012-2017 period had been quite irregular in absolute and relative terms. In absolute terms, climate change expenditure by SNA in 2017 was almost 50% smaller than in 2012, but 30% greater than in 2016. There were very significant reductions in 2013 and 2016 and a massive increase in 2014. The peak was KHR 15.7 billion in 2014 and 2015. In relative terms, climate public expenditure by SNA reached its peak in 2012 (1.9%) and was high in 2014 and 2015 (1.8%). In 2013 it was only 1%. In 2016 and 2017 it stabilized in 0.6-0.7%, that is well below 2012, 2024 and 2015. This suggests that climate public expenditure by SNA depends on external resources[67]– projects have very clear timeframes and finish abruptly, while domestic funding is more continuous. It also suggests that donors had not had a consistently increasing appetite for supporting SNAs on boosting their climate change response.

That being said, projects focusing on mainstreaming climate change at sub-national level have made significant qualitative contribution, in particular in supporting the D&D reform presented in section 4.1.2. Along the D&D process there was a need to complement the development of the legal framework and generic efforts on capacity building with actual implementation of functions in terms of budget management, delivery of public services and democratic accountability at district and commune level. The abovementioned projects have strengthened the capacity of local

[64] In 2015-2016, GGGI focused on Phnom Penh. The selected investment was solid waste management. In 2017-2018 GGGI focused on 7 secondary cities. The selected investments were waste water management and solar energy.
[65] Currency exchange in www.oanda.com as April 8 2019.
[66] Currency exchange in www.oanda.com as April 8 2019.
[67] Projects have been able to mobilize important co-financing. In LGCC, co-financing represented almost 50% of all project funds. Financial co-financing was not mobilized in 2012 and 2015, but it represented 50% in 2013, 62% in 2014 and 68% in 2016 of the total amount of funds mobilized by the programme. In general, financial co-financing was mobilized in infrastructure works, and was not raised for capacity building and the provision of equipment.

governments to plan, budget, implement, monitor and evaluate climate change adaptation measures by learning by doing. Moreover, through that process, the abovementioned projects have contributed to a behavioural change, raising awareness and promoting a bottom-up approach, with a more pro-active attitude from local governments. Minimum conditions for receiving grants put forward a good planning process and a more proactive approach, which is further strengthened by the fact that these projects cover a fraction (theoretically between 30 and 35%) of investment costs and uses a performance-based grant system that establishes incentives for local governments to improve their performance in different aspects. In addition, the assessment of the performance promotes and facilitates social accountability, working towards transparency and against corruption.

In any case, there are important challenges to advance on climate change response at sub-national level. To begin with, except for GGGI's work, the abovementioned projects have focused exclusively in rural areas, overlooking the importance of mainstreaming adaptation in urban areas that are growing fast (see section 4.1.1). In addition, the process has focused too much on medium-size infrastructure, disregarding more systemic adaptation investments. Moreover, as noted in section 4.2.2, M&E of progress in this front is limited and is not integrated into the national climate change M&E framework. So far the work has also mostly focused on adaptation and, with the exception of GGGI, has not paid much attention to mitigation. In addition, there is still limited understanding of climate change in many districts and communes, especially in technical people, as senior management tends to participate in trainings, as well as at community level. Furthermore, although efforts are being made to increase it, there is still significant room to strengthen the capacity of local governments to plan, budget, implement, monitor, report and evaluate climate change adaptation measures, which is a bottleneck to receive funds. Moreover, with limited budget, there is a tendency to focus on quantity rather than on quality (km of roads rather than km of climate-proof roads) and to have a short- sighted approach when doing some climate proofing (e.g. planning for flooding and not for drought). There are also legislation issues, as the Law on Public Finance System retains a centralized approach to the preparation and approval of sub-national budgets and, unlike education, health and water, environmental management has not been transferred to local governments.

4.3.6. To what extent has the CCCSP contributed to address gender and climate change issues?

Integration of gender in the CCCSP has been discussed in section 4.1; integration in SCCSP and CCAPs, and integration in CCCSP's M&E national and sectoral frameworks, in section 4.2. It is only recently[68] that gender-based vulnerabilities to climate change (GVCC) are being recognized in Cambodia. Several climate change priority sectors such as MRD, MoE, MAFF, MoWARM, MoPWT, MoWA have to some extent integrated and implemented gender and climate change (GCC) in their

[68] Climate Change related Gender issues is recognized by the CCCSP (2014-2023). Sectroal gender activities and budgets are still largely on the traditional gender activities and not on climate change related gender issues.

strategies and plans mainly through external project support. International NGOs have also implemented GCC activities mainly at district and commune levels.

The sectoral planning at national and subnational levels is yet to specifically provision for GVCC related programs. The sectoral priorities override the GVCC priorities in the sectoral planning cycles. The GVCC related activities are often considered as additional activities and there are no dedicated mechanisms and resources within the sectors to provision for budget, human resources and technical inputs and have to rely on external funds for implementation. Some sectors have activities that directly address climate-induced vulnerabilities and hence may also benefit vulnerable women and men.[69] For example within the MRD, gender was integrated into the technical departments on rural economic development, rural water supply, rural health-care, and rural road infrastructure. Although these activities were not planned as GVCC related activities, they seem to fulfil the requirements and address gender-based issues. Women's needs were always reflected in the identification of location and design of water facilities and other rural infrastructure through participation of women and men in planning processes in communities. According to the MRD, climate change preparedness (related to food security, hygiene and sanitation) during flood and drought hazards was introduced to 500 people (384 women)[70], including village and commune leaders. The CCAP actions significantly contributed to addressing women's needs and priorities in relation to rural development, including infrastructure and water and sanitation. 73.5% of those who were directly engaged in CCAP action funded by CCCA were women. In addition, women represented 40% of the members in water user committees.[71]

Under support from various donors such as the ADB, UNDP/EU/SIDA, Australia's Department of Foreign Affairs, USAID, several actions were implemented through the piloting projects. In 2015, MoWA was supported by UNDP-Global Gender Response for Climate Change Project to carry out capacity needs assessment of line ministries for mainstreaming gender and climate change into planning and budgeting; prepare a guideline for mainstreaming gender and climate change into sectoral planning and budgeting; prepare a training curriculum for mainstreaming gender and climate change into planning and budgeting and conduct a training of trainers. In 2015 MoWA again received support from GSSD/CCA to mainstream gender impacts of climate change and disaster into the education sector. In 2016 MoWA received funds from ADB/SPCR to develop and operationalize a master plan for gender and climate change and pilot gender-responsive and gender-equitable adaptation pilots in selected provinces. Through the UNDP/REDD+ Secretariat MoWA, MoE and MAFF have conducted gender assessments to mainstream gender into the REDD+ Action and Investment Plan and UN Women as well as UNDP/REDD+ have delivered training sessions to gender focal points and staffs of these institutions to improve gender analysis and gender mainstreaming in planning cycle. GSSD/CCCA is currently supporting the Cambodia Development Resource Institute (CDRI) to conduct action research on the impacts of climate change program on vulnerability gender and poverty reduction.

[69] Some sectros such as MAFF have activities directly address the climate induced vulnerabilities such as drought and flood tolerant seed varieties, alternative technologies such as irrigation sprinklers, drip irrigation, ponds; livestock raising, disease protection, fisheries-setting the level for catching natural fish, horticulture etc.)

[70] Ministry of Rural Development, General Secretariat, National Council for Sustainable Development Status of Implementation of Climate Change Action Plans - CCAP reporting

[71] Ministry of Economy and Finance (MoEF), 2017. *Climate Public Expenditure Review – 2017*. Published in January 2019.

International NGOs are found to be more active at the subnational levels. DCA, Action Aid, RECOFTC, Oxfam, Plan International, etc. have been implementing several disaster focused gender and climate change related activities at the district and commune levels. The initiatives on Gender Champions, women's engagement in commune level planning processes are some good examples of gender mainstreaming at commune levels that can be scaled up.

Although there is awareness and recognition of the need to address gender-based vulnerabilities to climate change by the NCSD, DCC and the concerned sectoral ministries and their national and subnational departments, their understanding, knowledge and skills/methods to systematically and holistically integrate gender equality issues and gender based vulnerabilities are still limited. The mechanism established for integrating gender equality and social inclusion issues are still weak and needs to be strengthened. There is a need for understanding the linkages between gender and climate change - how to conduct gender analysis, how to plan and develop gender related outcomes, indicators, activities and M&E. Due to the limited skills on gender and social inclusion analysis in climate change related gender issues at the sectoral levels, the respective sectors are unable to identify and prioritize the GVCC to be addressed by their sectors. So far only few sectors such as the MoE's REDD+ Secretariat[72] have conducted gender analysis to identify key gender gaps and priorities. For example, the CIP of one of the communes in Siem Reap had budgeted and included an activity on "mainstreaming gender and climate change". However, upon enquiring what this activity entailed they were unable to explain and needed help to understand and implement it. They also revealed that it would be challenging for them to implement, as there are no gender experts or staffs to guide and support to them.

The sectoral level gender focal points and the technical Gender and Climate Change Committee at MoWA are expected to provide gender and climate change related guidance and inputs into climate change related policies, strategies and planning, etc. However, the current capacity building initiatives for the sectoral gender focal points and MoWA are inadequate for them to effectively perform their roles. For example, MoWA as the member of the CCTWG was also the key member to provide inputs in the CCCSPs and CCAPs and other climate change related documents such as the National Climate Change M&E Framework. However, they were not able to influence and fully provide gender related inputs in these documents.

The national and sectoral level strategies and plans established mechanisms to ensure gender integration. The priority climate change related sectors[73] and their respective departments have designated focal points. For example MoH has a 13 member' gender working group; MRD has 25; the REDD+ Secretariat has formed 4 member Gender Group from MAFF, MoWA and MoE to coordinate and support gender integration in REDD+. MoWA has developed Gender and Climate Change Strategic Plan (GCCSP). However, focal points within the sectors have not been very effective in mainstreaming gender, as they do not have ToRs tied with their annual performance. Mainstreaming gender is an additional task for them. Except for the few gender focal points within

[72] UNDP/REDD+ Secretariat, 2019. Final Draft - *Gender Assessment – Mainstreaming Gender into Cambodia's REDD Action and Investment Plan*.
[73] The priority climate change related sectors are mainly, MoH, MAFF, MoE, MOWRM, MoWA, MoPT.

MoWA, MAFF and MoE, most of the gender focal points have not received gender training and guidance.

At the provincial level, the DCC's General Directorate and its provincial departments are in the process of selecting gender and climate change focal points for 24 provinces. This initiative is expected to strengthen the linkages and coordination between the national and sub-national levels and increase the knowledge of the national policy makers about the situation in the field.

4.3.7. To what extent has the country progressed on reducing GHG emissions?

The CCCSP explicitly aims to reduce GHG emissions, especially through its SO 4 on low-carbon development. But while the CCCSP states that a framework will systematize and build on the on-going initiatives for monitoring and reporting of GHG emissions, the available data for GHG mitigation measures remain very limited[74]. As of March 2019, Cambodia had only developed two GHGIs, the first one in 2002 with data for year 1994 and the second one in 2016 with data for year 2000. The CCCSP claims that a GHGI would be conducted in 2017, but this was not the case. Cambodia is currently preparing a new GHGI, which will be included in the BUR and the TNC, both to be submitted to the UNFCCC in 2019. The new GHGI will cover years 2000, 2006, 2010, 2014 and 2016 and four main sectors (energy, industrial processes and product use, waste, and agriculture, forestry and other land uses), and will be conducted in concordance with the 2006 IPCC Guidelines for national GHG-I.

4.3.8. What is the perception of the main stakeholders on the change on vulnerability as a result of the development and implementation of the CCCSP?

Overall, as noted in section 43.1, government stakeholders perceive that there has been progress on institutional readiness (the evolution of the institutional readiness indicators is self-assessed by the members of the CCTWG). Development partners tend to agree that awareness has increased. The CCCSP has created political space for a more active response and has increased the profile of climate change in a number of institutions. There is also consensus in that capacity has increased, although it is still limited. As a result of this, there has been some progress on climate change mainstreaming, at the national, sectoral and sub-national levels, although as discussed above there is significant room for improvement in all fronts. In addition, stakeholders tend to agree that there has been an increase on interventions to reduce vulnerability on the ground. According to interviewees, the portfolio of climate change projects in Cambodia has grown. Many of these projects have made significant contributions to increase resilience in different sectors, at different scales and in different locations.

[74] SNC, 2015

Stakeholders tend to agree that this reliance on external funding and the project-based nature of interventions is problematic. Interviewees argue that, while there is overall alignment with the CCCSP, interventions to reduce vulnerability on the ground have been mostly opportunistic and fragmentary, without putting forward a strategic and integrated approach. Interviewees also highlight that some areas, such as urban infrastructure, have not received sufficient attention.

There is also the issue of attribution. A number of interviewees question that progress on reducing vulnerability can be attributed to the approval and implementation CCCSP, as other factors, such as the higher profile of climate change at the international level and socio-economic development in the country, may have also contributed to reduce vulnerability. Some interviewees claim that most of the existing projects in the country would have probably been activated, designed and implemented the same way without the approval of the CCCSP.

In any case, stakeholders tend to agree that the approval and implementation of CCCSP has laid the foundation of more work and this could be exponential in the future, with larger impacts in the third phase (2019-2023). As noted, there are better prospect on government mainstreaming. There are also some large projects in the pipeline[75].

4.4. Efficiency

4.4.1. To what extent are the stakeholders engaged in achieving the CCCSP's objective and results?

Evolution of overall climate public expenditure

According to the latest CPER, one third of public expenditure, or 30.2%, was either fully or partially delivering climate change benefits in the 2017 fiscal year, the latest year for which data is available. This share of public expenditures with some degree of climate change benefits had remained relatively stable since 2009, around 30.6% in average. Once climate change relevance weights are applied to this expenditure, climate change expenditure[76] constituted 3.2% of total public expenditure in 2017. This percentage had not changed if compared to 2009 (it was 3.3 per cent then), but had not been stable during the period: it increased steadily until 2014, when it reached its peak (4.7%), and decreased in 2015 and 2016. In 2017 it did not change. Climate change expenditure represented 1% of GDP in 2017. This share followed a similar evolution as the percentage of climate change expenditure against total public expenditure, with a peak of 1.5% in 2014.

In absolute terms, public expenditure with some degree of climate change benefits amounted KHR

[75] Two GCF projects stand out: a MAFF project on deep irrigation and vegetable production, taken forward by FAO; an urban project on the rehabilitation of green canal that is taking flood waters away from the city and waste water treatment, taken forward by a Japanese accredited agency.
[76] In this report, climate change expenditure refers to public expenditures that deliver climate change benefits, once they have been weighted for climate change relevance.

8,587 billion (around USD 2.1 b[77]) in the 2017 fiscal year. This type of public expenditure had increased 254 per cent since 2009. Climate change expenditure with exclusive climate change benefits amounted KHR 912 billion (around USD 228 m[78]) in the 2017 fiscal year. This type of expenditure had increased 242 per cent since 2009. The evolution had not been steadily positive however: this type of public expenditure increased steadily between 2009 and 2015, but dropped slightly in 2015 and significantly in 2016. It increased remarkably in 2017, but it was still below 2014 and 2015 levels.

Figure 3. Public expenditure with climate change benefits vs. total public expenditure (in billion of KHR)

	2012	2013	2014	2015	2016	2017
Public expenditure with CC benefits vs. total public expenditure	31.9%	29.7%	34.4%	29.1%	30.6%	30.2%
CC public expenditure (weighted) vs. total public expenditure	3.4%	3.9%	4.7%	4.3%	3.2%	3.2%
CC public expenditure (weighted) vs. GDP	0.9%	1.2%	1.5%	1.3%	0.9%	1.0%

Source: MEF, CDC and expert team calculation

Involvement of different stakeholder

Available data shows that climate public expenditure has concentrated on the central government. According to the latest CPER, climate change expenditure by ministries represented 97 per cent of total climate change expenditure in the 2012-2017 period. In 2017, the latest year for which data is available, ministries spent 97.8% of total climate change expenditure that year. Since 2014, the concentration of climate public expenditure in the central government had steadily increased, 2017 being the year with greatest concentration in the 2012-2017 period (the lowest share of the central government was 96.1% in 2013 and 2014).

As noted in section 4.3.5, climate change expenditure by subnational authorities represented 1% of total climate change expenditure in the 2012-20-17 period. In 2017, the latest year for which data is available, SNA spent 0.7% of total climate change expenditure. As noted in that section, available data shows an irregular trend in both absolute and relative terms, indicating the funds spent by SNA on climate change did not really increase in a consistent way over the period[79].

In turn, climate change expenditure by NGOs represented 1.9% of total climate change expenditure in the 2012-20-17 period. In 2017, the latest year for which data is available, NGOs spent 1.5% of total climate change expenditure. The evolution in the 2012-2017 period had been quite irregular in absolute terms. Climate change expenditure by NGOs in 2017 was 55% greater than in 2012. There was a massive increase in 2013, when it reached its peak KHR 26.8 billion), it then decreased 2014

[77] Currency exchange in www.oanda.com as April 8 2019.
[78] Currency exchange in www.oanda.com as April 8 2019
[79] Available data suggests climate expenditure by SNA depended on external resources and donors did not have a consistently increasing appetite for supporting this.

and 2015 and, despite increasing in 2016, decreased again in 2017. The percentage of NGO expenditure has followed the same pattern (the peak being 3.8% in 2013).

In terms of sources of climate change expenditure, in the period 2009-2017, domestic sources (national budget) represented 29% of total public climate expenditure – external sources represented 71%. In absolute terms, domestic allocation had increased steadily since 2009, with only a slight decrease in 2012. In 2017, it amounted KHR 331 billion, representing 36% of the total climate expenditure that fiscal year[80]. Climate change external finance has followed a less constant evolution, decreasing in 2011, 2015 and 2016. In 2017 it increased, although it remained lower than the level in years 2014 and 2015. In 2017, it amounted KHR 581 billion[81]. In 2017 this type of climate finance rose 19%, growing faster than the 15% of the overall ODA growth disbursements[82]. In the period 2011-2017, loan had been the key source of finance for climate change expenditure. In 2017 climate-related loans grew slightly faster than the total climate change external finance, suggesting that the climate change portfolio of donors is gradually including more loans.

Data on private climate investment flow is generally not tracked, so it is difficult to assess the 2019 status and the evolution of climate change expenditure by the private sector. Available evidence suggests the participation of the private sector in climate change expenditure or investment has been limited so far. Cambodia is a relatively small economy (around 17 m people), driven by small and medium-sized enterprises, with high informality and lack of credit-worthiness. However, there have been some examples of private sector engagement in climate change response, including setting up of insurance schemes for disaster risk management and a project in partnership with Japan to promote private investment in low-carbon technologies. There are good prospects in the short to medium-term. The Central Bank of Cambodia, MEF, MoE, the French Development Agency and a private firm (i.e. the Mekong Strategic Partner) have been working in the development of a facility for mobilizing private finance into climate change response. A proposal will be sent to the GCF in May 2019. As this will go through the private sector window, as a readiness proposal, the resources are not grant resources, but resources that have to be recycled back. However, there is concessionality. Currently, national banks need to mobilize resources from other countries and the cost is high to mobilize resources for Cambodia (at least 7 per cent). In the facility supported by the GCF the cost of mobilizing resources would be smaller: around 1 per cent for 30 years. The facility would provide the guarantee and take the risk. It would create incentives for the private sector to invest in climate change responses. This would scale up climate finance working through national banks. It would cover both adaptation and mitigation actions and would contribute to the NDC and, arguable, CCCSP. Importantly, this would help Cambodia move to less concessional modes of

[80] CPER of January 2019 does not indicate the evolution of the domestic climate expenditure in relative terms.
[81] According to a January 2018 CDC report, ODA in climate change was estimated in USD 317.4 m in 2017. Of this amount, USD 11.3 million (or 3.6%) was direct support in climate change and USD 306.1 million (or 96.4%) was indirect support in climate change, or support to mainstream climate change in other sectors. In 2017, direct support in climate change represented 0.85 per cent of total ODA, while indirect support in climate change represented 23 per cent of total sector ODA disbursement. In absolute terms, direct ODA on climate change increased significantly in 2012, did not change significantly in 2014-2016 and grew significantly in 2017. In relative terms, the percentage of direct ODA in climate change on total ODA did not significantly change between 2009 and 2014. The percentage grew slowly in 2015 -2017. In absolute terms, total sector mainstreaming of climate change increased 12 per cent between 2016 and 2017. The percentage of mainstreaming did not really change between 2016 and 2017.
[82] Only 10% of the external climate change expenditure is tagged as being gender-sensitive, which is only marginally better than overall ODA to Cambodia, and still very low.

financing, which is relevant given that the country is no longer an LDC for the WB, but a low-middle income country. In the future, while in adaptation there is still the need of grants with evidence for the private sector to come in, in mitigation funds are likely to be less concessional, as data in the latest CPER suggests.

4.4.2. To what extent is climate change response coordinated to ensure efficiency?

Cambodia made an effort to guide climate change response through the CCCSP, the CCFF and the CCAPs. The CCCSP clearly highlights that the use of financial resources shall respond to national priorities through funding programmes and projects identified in CCAPs. On that basis, the CCFF represented an effort to build a common approach to defining climate financing needs, cost benefit analyses showing which actions would be cost-efficient. CCAPs were to be aligned with the CCSP and the CCFF. Guidelines on mainstreaming climate also seek this alignment. At the institutional level, horizontally, the country has established a high-level inter-ministerial CCTWG, which is a good mechanism to coordinate climate change response. CCTWG and sectoral focal points have also been created in line ministries to that end. DCC at MoE has also tried to ensure coordination and efficiency on climate change.

Coordination is reasonably good at inter-ministerial level on certain aspects, mostly related to information sharing, including excellent regular information on climate public expenditure. However, as noted in section 4.2.3, there are some issues in terms of alignment of CCCSP and CCFF with CCAPs. Moreover, as mentioned in section 4.3.4, there is room for improvement in ensuring funding is aligned with CCAPs, which refers to coordination at both inter-ministerial and ministerial level, in terms of alignment of national plans and budgets, and dialogue with development partners, despite forums for government and donor coordination[83]. In this sense, despite these coordination mechanisms, donor support remains highly projectized, with few projects being co-funded by donors (CCCA is the only one), and donors not using the CCAPs sufficiently to align with ministerial priorities. Interviews suggest there are also duplications and overlapping of projects. Vertically, NCDD-S has contributed to disseminate climate information and provided useful guidelines for climate change mainstreaming at the sub-national level, but the deficits in monitoring compromise proper coordination and management of the process. Despite good interaction regarding the promotion of the facility mentioned above, coordination with private sector is currently limited. There is some coordination with NGOs, particularly through the NGO forum, which has 89 full member organizations and supports NGO networks and other civil society organizations to engage in policy dialogue, debate and advocacy.

[83] The latest CPER found that in 2016 the average annual CCAP cost for the 15 ministries with CCAPs was covered in 92%. However, alignment with CCAP priorities is limited. A detailed analysis of each funded activity in MWRAM, one of the sectors where climate change funding exceeded CCAP financial requirements, indicated that only 4% of total climate change expenditure in this sector was aligned with the CCAP. Alignment was low for both domestic and external sources.

4.5. Sustainability

4.5.1. How likely will the achieved CCCSP institutional readiness milestones be sustained?

As noted in Section 4.3.1, as of March 2019, the CCTWG considered that 15 (or 29%) of the 52 milestones had been fully achieved, 21 (or 40%) had been partially achieved and 16 (31%) had not been achieved at all. According to the CCTWG, the following milestones had been fully achieved:

i) Climate planning (3): development of NAPA, CCCSP and 14 CCAPs
ii) Climate change mainstreaming in development planning (2): mentions in NSDP 2009-2013, and formal procedures in place for screening major donor and private sector investments against climate risk.
iii) Coordination (6): establishment of DCC, NDCS, CCTWG with convening authority across line ministries that is functional and properly structured, and climate change focal points and CCTWG within sectoral ministries.
iv) Financing (4): approval of CCFFF, establishment of a National Climate Fund (NCF), conducting CPER including a baseline, and establishment and consistent application of a code to track climate expenditure in CDC ODA Database

Six milestones refer to approval of policies, plans and strategies (i.e. NAPA, CCCSP, CCAPs, CCFF; NCF; NSDP). Another seven milestones refer to the establishment of institutional coordination structures (the ones on the indicator on coordination and the procedures for screening investments). One milestone refers to the establishment and application of a budget code, and one to conducting a review in the past. Once policies, plans, strategies and regulations creating institutional structures are approved there is no way of going back –except by approving a new policy, plan, strategy or regulation that makes the previous one obsolete. This is unlikely, except for NSDP, but the milestone is written in past tense, so the future does not affect the achievement of that milestone. The same applies to the CPER providing a baseline – it is past tense. There are however challenges in the implementation of the policies, plans and strategies, in the functioning of the institutional structures and the application of a code. The implementation of CCCSP is the core of this report. Implementation of CCAPs has been discussed in section 4.3.4. As noted there, the inclusion of climate change in NSDP 2019-2023 will likely enhance implementation of sectoral climate change response, as domestic funds are more likely to be available. Better alignment of external funds may be need as well. The inter-ministerial CCTWG is operational and by learning by doing is in position of organizing meetings, writing minutes and following up. The DCC is also operational (it existed indeed may years prior to the development of the CCCSP), although it may require technical assistance, which will be provided by the third phase of CCCA. There are important challenges in terms of activating focal points and especially CCTWGs in sectoral ministries. This would require changes –recommendations are provided in section 6.

4.5.2. How likely will the yet not achieved institutional readiness milestones be achieved?

According to the CCTWG, 37 milestones are yet to be fully achieved. In 21 of them there has been partial progress, while in 16 there has been no progress. The milestones partially achieved are the following:

i) Climate change planning: development of other national climate change action plans, a climate change M&E framework, and legislation that provides legal mandate for implementation of climate change policy objectives is established
ii) Climate change mainstreaming in development planning: integration in NSDP 2014-2018, assignment of the responsibility for climate integration in national M&E Framework within NIS/MoP, integration of CCAPs into the PIP, integration of climate change into subnational (commune and district) budgets and planning guidelines
iii) Coordination: accreditation of a coordinating agency as a NIE, establishment of specialised inter-ministerial subgroups under the CCTWG, engagement of stakeholders from civil society, private sector and academia in the CCCSP regular progress review.
iv) Information: existence of climate change related data, establishment of a coordination mechanism for data sharing and of climate change knowledge management platform, availability of a public meta-database listing climate change info and an information base on climate change finance and national and international interventions, and use of climate related information and analysis in decision-making.
v) Financing: establishment of an inter-ministerial sub-working group on climate finance, existence of coordinated funding arrangement for climate change response, regularly conducting CEPR and including it the CCCSP progress report, establishment and consistent use of a budget code to track climate relevant expenditure in the national budget, and putting in place formal procedures in MEF for screening major national budget investment against climate risk.

On climate change planning, the country is implementing the NAP process, but a NAMA is not foreseen in the short term. The BUR and the TNC will provide very useful information and probably a push for mitigation, which could be boosted by the private sector facility, if it is endorsed by the GCF. There is also work on REDD+ to build on, so a NAMA is not unlikely before 2023. The climate change M&E framework is being used. Only the institutional arrangements remain to be approved. It is difficult to tell how feasible their approval is, but the linkage with other M&E frameworks, namely CSDG and NSDP 2019-2023, will contribute to it. The milestone on legislation is too vague for a proper assessment.

On climate change mainstreaming in development planning, the milestone on integration of climate change in NSDP 2014-2018 can no longer be achieved, as this is now obsolete. As noted, there are good prospect for the approval of the institutional arrangement of CCCSP's M&E framework. Integration of climate change into line ministries budgets is more likely given the progress made in the development of NSDP 2019-2023, but some priorities may have changed and some others emerged, as noted in section 4.1.2, and while more domestic funds are likely to be available, these are likely to be below what is required. Planners have also limited understanding of integrating climate change into budgets. Planning guidelines for SNA have already been adjusted to include climate change mainstreaming. Despite their development, NCDD's commitment and

support from a number of projects, as indicated in section 4.3.5, there is a very long way to go to mainstream climate change in the budgets of the 185 districts of the country. It is unlikely that the 125 districts that have not been so far directly supported could be assisted before 2023. There are also concerns that the 60 districts where work has been done would continue to mainstream climate change without financial incentives from development partners[84].

On coordination, some progress has been made on the accreditation of NCDD, so, although it is always challenging to get accreditation, this seems likely by 2023. The establishment of specialised inter-ministerial subgroups under the CCTWG would be quite straightforward. However, it seems there is some meeting fatigue. Probably sub-groups would require technical expertise that is not available at the moment and would take time to build. CCCSP's M&E framework does not involve a substantive engagement of stakeholders from civil society, private sector and academia in the process of regularly reviewing CCCSP progress. As noted in section 4.2.2, progress review combines an assessment of institutional readiness by government officials and quantitative indicators. The M&E framework will need to be adjusted to update the milestones of the institutional readiness indicators, so the reviewing procedures could also be modified. So far however the private sector and the academia do not seem to show a high appetite for this. The involvement of the civil society, through NGO Forum, seems more feasible.

On information, the establishment of a coordination mechanism through a sub-group does not seem difficult to achieve. There has been some progress on building a public meta-database, although further progress on this may rely on external support, which is confirmed. There has also been some progress on generating evidence, but there are still many gaps, among other things on the impacts of climate change in urban and coastal areas and in non-primary economic sectors, including tourism. The NAP process is likely to fill some of the gaps, but some areas may require additional targeted attention. The use of climate related information and analysis on decision-making is a huge milestone, even for developed countries. As discussed on mainstreaming on development planning, there has been some progress at the government level, both at national and subnational scales, and this is likely to improve. There is still a long road to go with the private sector, but, if the GCF endorses it, the facility that is being designed could make a great contribution on this. In any case, that milestone is not likely to be fully met by 2023 (and beyond).

On financing, CEPR are regularly conducted and the latest review will be included in the report to be produced this year, so this milestone will be fully achieved. An inter-ministerial sub-working group has the same challenges as any other sub-working groups. Coordinated funding arrangement may be tricky given competition for budget. The capacity needs seem still very significant for MEF to be able to screen national budget investments against climate risk.

The CCTWG considers that the country has not made any progress in the achievement of 16 milestones. These are the following:

i) Climate change planning: update of CCAPs in 2018; production of CCCSP progress monitoring reports every 2.5 years; revision of CCCSP in 2018; approval of new CCCSP in 2024.

[84] For more details see the MTR of UNDCF's LoCAL global programme, with a case study on LGCC in Cambodia.

ii) Climate change mainstreaming in development planning: percentage of most vulnerable provinces budgeting of CCAPs in Provincial Development Plans (30%, 50% and almost all)
iii) Coordination: regular review of CCCSP and CCAPs.
iv) Information: approval of a protocol for the management and exchange of data through a legal arrangement; establishment of a central clearing house that ensures climate data is analysed, updated, and managed; and availability of climate modelling information to public institutions.
v) Financing: establishment of a national fund for coordinated management of climate finance, establishment and consistent use of a code to track climate relevant expenditure in subnational funds; and mobilization of budgetary and extra-budgetary resources coverage of annual requirements identified in the CCAPs (30-50% and at least 80%).

On climate change planning, a smoother access to the CDB has to be granted to produce CCCSP progress monitoring reports often. The methodology may also need to be changed. However, this seems feasible. There are some discussions on whether CCAPs and the CCCSP should be updated and how. A full update is not likely, although it is likely that they will be revised in some way to address barriers in implementation and reflect emerging issues (see section 4.1.2). This however will take some time. It is too early to assess whether a new CCCSP will be approved in 2024. Awareness has significantly increased and is likely to grow so in the form of a CCCSP or a different format a new climate change plan is likely to be approve when the current one finishes.

On climate change mainstreaming in development planning, there seems to be a very long way to go on budgeting CCAPs in Provincial Development Plans, in part because projects working at the sub-national level have focused more on decentralization than on de-concentration. The 50% and almost all milestones are unlikely to be achieved.

On coordination the two milestones (meetings and reports) seem easily achievable, although they will require the approval of the CCCSP M&E framework's institutional arrangements, increased ownership and probably some capacity building.

On climate information, some relevant climate modelling information has been made available by some projects, particularly SPCR, in a format that can be easily used for sector level modelling and climate risk assessment, but there is still limited domestic capacity to generate, analyse, update and manage climate data on a regular basis. Approving a protocol on data management and exchange does not seem particularly challenging, but this depends on good will and coordination and could be difficult.

On financing, the establishment of the national fund may be difficult, in terms of institutional arrangements and technical capacities. The establishment and consistent use of a code to track climate relevant expenditure at sub-national level seems feasible given the progress made regarding CPERs, which already include information on the sub-national scale, the guidelines developed by MEF and by MoP and NCDD, and the commitment on climate change mainstreaming of the latter. While mobilization of domestic financial resources for CCAP will likely increase due to better

alignment in the 2019-2023 planning cycle, and a better alignment of external funding can be expected, given increased ownership, this increase will likely be insufficient to achieve the milestones set in CCCSP's M&E framework.
As noted in section 4.2.2, the link between readiness and impact indicators is not very robust, both for adaptation, where the role of non-government actors is not fully considered, and for mitigation, with no substantive reference to it.

4.5.3. What are the sustainability prospects on gender and climate change?

The institutionalisation of gender issues in climate change in Cambodia is likely to be sustained. MoWA is participating in the implementation of the CCCSP and is a valued member of the CCTWG. The RGC's institutionalisation of the Gender and Climate Change Committee at MoWA, and even more so the Gender Mainstreaming Action Groups (GMAGs) of line ministries, and to some degree the Technical Working Group-Gender (TWG-G) ensures gender issues in climate change will remain on the table as an areas of focus. The Gender and Climate Change Committee promotes gender and climate change agendas within the mandate of MoWA itself. If further technical and financial support is granted, this institution could lead and coordinate gender and climate change mainstreaming with line ministries and other stakeholders, in coordination with GMAGs.

4.5.4. Has the country set up the enabling/conducive environment to scale up success cases and to continue mainstreaming climate change into national and sub-national programmes

Evidence of activities carried out to document and share lessons learned from the CCCSP's interventions, at national and local levels

The CCCSP promotes the documentation and sharing of lessons learned as a way of informing the revision of CCCSP at the end of the phases 1 and 2. In tune with this, the national climate change M&E framework aims to generate evidence and lessons as a basis for future policy development. In this sense, evidence of use of lessons from pilot projects in policy development is one of the Track 1 indicators. The CCAP of MoE explicitly intends to track and report lessons learnt. In addition, MoWA is responsible for eliciting and analysing lessons and best practices of gender and climate change for sharing and learning in national, regional and global fora. So far, best practices sharing workshops have been organized. However, as noted in section 4.2.2, no systematic reporting of the progress on CCCSP implementation has been conducted and shared.

Regarding gender, there is some progress on disaster risk management. In this field, international NGOs have a formal Joint Action Group since 2018 which meets regularly to share experiences, plans and actions. In contrast, a platform for discussing, sharing experiences, knowledge and information with regards to gender and climate change are absent within and across sectors. The

information and experiences often remain within the responsible units or individuals, causing under-reporting or loss of lessons learnt and also overlapping of investments in some cases.

Presence or absence of replication or scaling up strategy, with targets

The CCCSP has a general reference to scaling up. In the medium term (2014-2018), the CCCSP expected to scale up mitigation activities. In the long term (2019-2023), the main objective would be "to scale up success cases and to continue mainstreaming climate change into national and sub-national programmes". Some of the CCAPs also include replication measures. For instance, the MAFF planned to establish a trial farm network on pilot provinces and replicate the trial from demonstration sites to other provinces. Likewise, MoT formulated actions to be tested on pilot Protected Area or Protected Forest with a view to potential replication. However, the CCCSP and CCAPs do not specify replication or scaling up targets.

Perspectives of future replications

Despite these good intentions there is no mechanism in place to systematically gather evidence on what works well and what works less well and replicate and scale up what has worked well. This is true at the national level but also at sub-national level. For instance, there is no strategy to scale up climate change mainstreaming from 60 to 185 districts. Guidelines have been developed on mainstreaming climate at different scales but this does not ensure replication or scaling up. Among other things, there is a need for NCDD working more closely with the Department of Local Governments in the MoI, given that NCDD-S is in charge of pilots and the Department of Local Governments is in charge of implementation, which is a serious issue for scaling up. It is also critical to further engage line ministries to better combine soft and hard adaptation measures. While provincial knowledge is mobilized in the selection of investments, there is room to strengthen it in their delivery and use[85]. Furthermore, there are concerns regarding the sustainability of the PBCRG process. The 2016 Performance Assessment Report indicates that the current approach "is not capable of being scaled up to a larger number of Districts as the workload for the NCDD-S staff would be too much. There are also strong arguments for the Annual Performance Assessment (APA) being conducted by neutral, independent assessors" (p. 9). The APA methodology introduced in 2016 would arguably be suitable for contracting out to small teams, with NCDDS remaining responsible for training assessors and quality control. While the proposed timing seems too tight[86], the 2016 adjustments move in the right direction. There are also concerns on the approach, the country planning to focus on the most vulnerable districts. While it does make sense to focus on the most vulnerable districts, it would be important to cover as well those that being less vulnerable are

[85] There are also concerns regarding the sustainability of investments supported by development partners on the ground. The mid-term review of UNCDF's LoCAL programme had a specific chapter on Cambodia, evaluating LGCC programme up to 2016. The report found that results on sustainability of investments were not great in 2016 in the annual performance assessment: the average score of districts was 5.4/20. The report also found that user groups setting using rules, supervising the use and collecting resources for maintenance were not common and some investments were already deteriorating

[86] "Cost is also a consideration: PBCR grants are quite small (average $45,000 per District in 2017) and an APA requiring a multi-member team and several days per District could easily cost 5% - 10% of the grant amount. Therefore, the APA methodology was specifically designed to be capable of assessment by a two-member team in a single day. Ideally, one team member should have an engineering background while the other should be experienced in financial audit" (p. 9)

key for the country. It would also be important to establish threshold to determine when external support can be mobilized to other districts.

Moreover, the upgrade of the country to lower-middle income economy might reduce the amount and shift the sort of assistance the country might receive from development agencies, compromising replication and scaling up prospects, given the high dependence of public climate expenditure on external sources. As noted in 4.4.1, the latest CPER found that climate change external finance had followed an irregular evolution since 2012. Moreover, the report showed that the climate change portfolio of donors is gradually including more loans, which were already the key source of finance for climate change expenditure. As noted above, the involvement of the private sector is yet limited to counter balance a reduction of concessional external funding.

5. Conclusions

Relevance

The vision, mission and goals of the CCCSP were well aligned with the needs and problems of the RGC when it was developed. CCCSP's strategic objectives and strategies also responded to Cambodia's national needs and problems. The development of CCCSP was highly participatory and involved the use of relevant sources of information.

However, the CCCSP is not based on a fully strategic analysis. While all the aspects that were included in CCCSP's strategic objectives and strategies were relevant, not all relevant aspects received adequate attention. In particular, demographic and socio-economic conditions and trends, such as urbanization and the economic structural change, spatial data, slow-onset changes and infrastructure were not fully taken into account. In this sense, the CCCSP prioritizes some areas, particularly rural areas, and sectors, particularly agriculture, and disregards other important processes, without a comprehensive assessment of current and likely future impacts. These caveats are related to information gaps as well to an understanding of what should be considered and assumptions in terms of vulnerability.

The CCCSP recognizes the importance of addressing gender issues in climate change and this is addressed in CCCSP's strategic objectives. The preparation of the CCCSP was informed by the guiding principles for gender mainstreaming in terms of participation, benefit, equity, inclusion and universal human rights conventions. MoWA and other relevant stakeholders, such as women's groups, participated in the development of CCCSP. However, the gender and climate change related analysis in the CCCSP is inadequate and does not clearly identify the differential impacts of climate change on different groups of women and men and does not recognize that their needs, priorities, and capacities can also be different. Further the analysis does not recognize the critical roles of women as actors of change.

Overall, the content of the CCCSP is still relevant. The vision, goals and strategic objectives of the CCCSP are aligned with current national policies, strategies and development plans, such as RS

2018-2023 and the NSDP 2019-2023. However, as noted above, the CCCSP overlooked some important aspects, such as urban areas and non-primary-sector related activities and infrastructure, which have likely become more critical now in terms of both adaptation and mitigation. Mitigation has also become more prominent, as the economy has continued to grow and Cambodia has become a low middle-income country.

CCCSP is also well aligned with current sectoral plans. Nine ministries developed SCCSPs and 14 line ministries have developed CCAPs. Recent planning guidelines from the MoP have contributed to integrate climate change in sector strategic plans in the 2019-2023 planning cycle.

The CCCSP is aligned with the D&D reform of the country, which initiated in 2002, as it aspires to mainstream climate change into sub-national planning and budgets. To that end the CCCSP planned to develop guidelines on development planning in the context of climate change. However, apart from that, the CCCSP does not provide a clear strategy on how this will be achieved.

The CCCSP is in tune with RGC's international environmental commitments, such as the SDGs, the CBD, UNCCD and the HFA. In addition, the CCCSP is consistent with recent UNFCCC agreements. The development of the CCCSP was informed by RGC's first and draft second communications to the UNFCCC, considering adaptation as well as mitigation strategies – although the latter in a very limited way. In turn, CCCSP has informed how the country has addressed UNFCCC-related processes, such as the NDC, the NAP process and the NDC Road Map.

The CCCSP sought complementarity with international development agreements and national development policies, plans and strategies, including sectoral development plans of line ministries. For instance, there was an effort to optimize synergies in terms of the monitoring and evaluation (M&E) frameworks of SDGs, NSDP and CCCSP.

However, as noted, while the CCCSP is aligned with socio-economic plans, there is room for improvement in the consideration of demographic and socio-economic trends. Moreover, complementarity with spatial planning is limited. Furthermore, there are conflicts with some laws and strategies (i.e. the National Environmental Strategy and Action Plan 2016 and the Law on Public Finance System).

Coherence

The CCCSP does not follow a comprehensive causal pathway. Climate change projections are clear and well informed. However, the absence of a robust analysis of demographic and socio-economic conditions and trends and a comprehensive and sound vulnerability assessment compromises the ability of the CCCSP to consider the full range of key climate change impacts and propose a comprehensive and strategic climate change response that can help adapt the current and future society to current and future climate change.

As noted above, CCCSP is coherent with national development strategies and plans that precede it and with those that have been developed after its approval. As discussed below, other frameworks have been developed. Despite this progress, there are important gaps in terms of a legally binding

framework on climate change. The environmental code should address this but it is still in draft and many regulations that are needed to implement the CCCSP are not yet in place.

In November 2014, the country approved its CCFF. The CCFF provided a useful common approach to climate finance. However, the CCFF did not provide useful guidelines and tools to mobilize and manage financial resources for climate change at the sectoral and sub-national levels. At sectoral level the CCFF provides indicatives ceilings in terms of overall budget for climate change activities for nine ministries, but almost half of the ministries (3 out of 8) did not respect these ceilings when preparing their CCAPs. While the CCFF seeks to increase the share of climate change funding that goes through SNAs, it does not provide a clear strategy on how to achieve this, which has been partially covered by guidelines developed by the NCDD-S. Moreover, the CCFF does not provide useful tools to mobilize private sector funding for climate change. The CCCSP and CCFF seek to engage the private sector and promote public-private partnerships on climate change response, but that do not clearly indicate how they aim to achieve this. In July 2016, NCSD published the report "Promoting Private Sector Contribution to the Climate Change Response in Cambodia", addressing the gaps of the CCFF in this regard.

In December 2017 Cambodia launched the national climate change M&E framework. This includes a robust theory of change and uses an M&E approach that is appropriate. The readiness indicators have a comprehensive institutional approach. The combination of national and sectoral approaches is also positive. The M&E framework also provides good baselines.

However, there are issues with the indicators. To begin with, the readiness and impact indicators are not fully aligned – the achievement of readiness indicators does not ensure substantive progress on all impact indicators, given the limited attention of readiness indicators to mitigation and non-governmental climate change action drivers. Furthermore, some of the milestones used for institutional readiness indicators are vague and some not pertinent. Moreover, some of the institutional readiness indicators are short-sighted. While it does make some sense to adjust them periodically, this raises concerns regarding the consistency of monitoring and the technical robustness of the milestones to be added. Besides the milestones of the readiness indicators and the impact indicators do not have any specific references to gender or social inclusion and hence any gender related outcomes are not captured by the M&E Framework. Furthermore, the rating system is not detailed enough for proper monitoring. The three impact indicators are relevant, although the definition of the vulnerability indicator is a bit odd (see section 4.2.2 for details on the strengths and weaknesses of the institutional readiness and impact indicators)..

In addition, the data collection methods are not totally appropriate. The institutional readiness indicators are self-assessed, to be backed by evidence. However, the methodology is very lengthy and the CCTWG members typically have limited time. Besides, some CCTWG members are not familiarized with what is going on in their ministry or in climate change more in general, and information on progress on climate change from local levels is not fully transmitted to central levels. There are also problems in accessing the data source for the impact indicators. Besides, the frequency of monitoring of institutional readiness indicators as defined in their technical notes (every 5 years) does not allow understanding progress at the level needed to improve action. Furthermore, institutional arrangements have not been approved yet.

Moreover, there are also gaps on M&E at the sectoral level. Only few CCAPs have an M&E framework. Some indicators there are not SMART and the frameworks do not provide space for reporting on gender, except for the disaggregated information with regard to participation (in numbers and not in quality) for commune level activities. Besides, M&E is not budgeted in the national or sectoral frameworks.

There have also been issues with implementation. At the national level, update on indicators is only relatively continuous on institutional readiness indicators. While impact indicators had been updated in 2015 and 2016, information was not available for 2017 as of April 2019, as there were problems in accessing the 2017 dataset from the CDB. Furthermore, existing sectoral climate change M&E frameworks have rarely been used, due to unclear roles and responsibilities and no budget for this exercise, despite the effort of the CCCA, including funding an external national consultant to help data collection.

In this context, systematic reporting on the implementation of CCCSP has not yet started. The first official M&E report should be published in 2019. In contrast, monitoring and reporting on climate change finance is very good, through the CPERs and the CDC reports (Development Cooperation and Partnership Reports), with slight room for improvement.

A template for CCAP development was developed seeking consistency between CCCSP, SCCSP and CCAPs. This evaluation has analysed 7 CCAPs. 6 of them, or 85% per cent of them, are aligned with the CCCSP. However, a broader analysis found that the implementation of all the CCAP actions would not achieve CCCSP objectives. Many of the activities that would contribute to the fulfilment of the actions had not been identified, and may change in time. Furthermore, there were important gaps. Besides, as noted, some ministries did not respect their indicative ceilings in terms of overall budget for climate change activities as presented in the CCFF. The CCAPs do promote some inter-ministerial cooperation in their action plans. Some projects, such as the SPCR, cover some of the gaps mentioned above.

Some SCCSPs and CCAPs recognize gender issues resulting from climate change and mentioned it in its objectives and activities. MoWA has developed a specific Gender and Climate Change Action Plan (2014-2018). However, gender concerns are sidelined in the development and implementation of CCCSP, SCCSPs and CCAPs activities and investments in terms of budget and human resources. Moreover, the critical understanding of the inter-relation between gender and climate change is limited.

Effectiveness

The country had self-assessed the status of institutional readiness indicators three times: in 2014 (the baseline), 2017 and 2019. As of March 2019, the inter-ministerial Climate Change Technical Working Group considered that 15 (or 29%) of the 52 milestones had been fully achieved, 21 (or 40%) had been partially achieved and 16 (31%) had not been achieved at all. Overall, there has been a progressive improvement in the perception of the status of institutional readiness in the country. In general, the progress was more substantive between 2014 and 2017 than between 2017 and 2019.

Progress has been greater on finance, coordination and mainstreaming into development planning and weaker on information and climate change planning. In March 2019, coordination got a relatively good score. Finance, climate change planning and mainstreaming into development planning got medium scores, and information got a low score.

Since the CCCSP was approved in October 2013 the country has made some progress regarding the alignment with UNFCCC processes. Cambodia officially submitted its Second National Communication to the UNFCCC in January 2016. The country is currently preparing its Third National Communication. In parallel, Cambodia is preparing its first Biennial Update Report. Both are to be submitted in 2019. In addition, the country submitted its INDC to the UNFCCC in 2015. Moreover, at the time of writing this report, Cambodia is preparing its NDC Road Map. Besides, in 2014 the country initiated a process to implement its NAP. Synergies with the CCCSP strategic objective or with the sectoral CCSPs are often sought.

As of April 2019, data on impact indicators is available for 2014, 2015 and 2016 and is not available for 2017 and 2018. Available data shows some progress regarding the average percentage of communes that are classified as highly vulnerable or quite vulnerable to floods, droughts and storms in CDB. The percentage decreased 4 percentage points between 2014 and 2016 (from 48.8 per cent in 2014 to 44.8 in 2016). Available data also shows some progress regarding the proportion of families affected by climate hazards. This decreased 4.6 points between 2014 and 2016 (from 186 per 1,000 households in 2014 to 14 per 1,000 households in 2016). By type of hazard, in 2016, vulnerability of communes was particularly high to storms, but families were mostly affected by droughts.

At the sectoral level, it is not possible to assess quantitatively the progress on the implementation of CCAPs. Available evidence suggests that the implementation of CCAPs has been very limited. Two main reasons explain this. First, there has been limited ownership of CCAPs. Most of them were developed by external consultants with external funding and were never appropriated by the officials in charge of their implementation in the line ministries. This has been compounded by limited technical knowledge. Second, CCAP implementation was underfunded. The latest CPER found that in 2016 the average annual CCAP cost was covered in 92%. However, a case study on the Ministry of Water Resources and Meteorology, where climate change funding exceeded CCAP financial requirements, found that only 4% of total climate change expenditure in this sector was aligned with the CCAP. This confirms the findings of an earlier document that found that an average gap of 81% for financing CCAPS.

Nevertheless, there has been some progress on climate change response at sector level. To begin with, there is increased understanding and awareness. There is also progress on mainstreaming climate change into development planning. There has also been progress on specific areas in specific sectors. Some studies have been conducted and relevant information has been provided. There has also been some progress in developing guidelines, design standards and codes. On that basis, and more broadly based on increased awareness and knowledge, different types of infrastructure have been climate-proofed. There has also been some progress in climate change mitigation, particularly on forestry and on transport, although it is uncertain whether efforts on this

front have been sufficient to compensate higher emissions generated by a fast pace of development.

Since 2003, Cambodia has made some progress on mainstreaming climate change into sub-national planning, budgeting and execution. According to NCDD-S, the RGC has been able to mainstream climate change in 60 of the 185 districts of the country (32 per cent of them), although not all communes in each of the 60 districts have been covered and these numbers are not necessarily robust.

Significant resources have been mobilized for climate change response at sub-national level. According to the latest CPER, in the period 2012-2017, climate public expenditure by SNAs amounted to KHR 51.7 billion (around USD 12.9 m[87]), that is, 1% of total climate change expenditure in the period. Available data does not show a consistent increase in the funds spent by SNA on climate change response over a certain period. The latest CPER indicates that the evolution in the 2012-2017 period had been quite irregular in absolute and relative terms, which a high dependency on external resources and lack of consistently increasing appetite for supporting SNAs on boosting their climate change response.

That being said, projects focusing on mainstreaming climate change at sub-national level have made significant qualitative contribution, in particular in supporting the D&D reform. A number of projects have strengthened the capacity of local governments to plan, budget, implement, monitor and evaluate climate change adaptation measures by learning by doing. Moreover, through that process, projects have contributed to a behavioural change, raising awareness and promoting a bottom-up approach, with a more pro-active attitude from local governments. In addition, by assessing performance of SNAs, projects have promoted and facilitated social accountability, working towards transparency and against corruption.

In any case, there are important challenges to advance on climate change response at sub-national level. To begin with, projects have tended to focus exclusively in rural areas, overlooking the importance of mainstreaming adaptation in urban areas that are growing fast. In addition, the process has focused too much on medium-size infrastructure, disregarding more systemic adaptation investments. Moreover, M&E of progress in this front is limited and is not integrated into the national climate change M&E framework. So far the work has also mostly focused on adaptation and has not paid much attention to mitigation. In addition, there is still limited understanding of climate change in many districts and communes as well as at community level. Furthermore, there is still significant room to strengthen the capacity of local governments to plan, budget, implement, monitor, report and evaluate climate change adaptation measures. Moreover, with limited budget, there is a tendency to focus on quantity rather than on quality. There are also legislation bottlenecks.

Although there is an intention to address gender–based vulnerabilities to climate change by NCSD, DCC and the concerned sectoral ministries and their national and subnational departments, their understanding, knowledge and skills to systematically and holistically integrate are still limited. The

[87] Currency exchange in www.oanda.com as April 8 2019.

sectoral planning at national and subnational levels is yet to provision for climate change and gender related programs. The limited financial support that is available for gender and climate programmes or projects is largely provided by development partners.

The CCCSP explicitly aims to reduce GHG emissions. Data to assess progress is however missing. As of March 2019, Cambodia had only developed two GHG inventories, the first one in 2002 with data for year 1994 and the second one in 2016 with data for year 2000. Cambodia is currently preparing a new GHG inventory, which will cover years 2000, 2006, 2010, 2014 and 2016 and four main sectors.

Overall, government stakeholders perceive that there has been progress on institutional readiness. Development partners tend to agree that awareness and capacity have increased. As a result of this, there has been some progress on climate change mainstreaming. In addition, stakeholders tend to agree that there has been an increase on interventions to reduce vulnerability on the ground.

Stakeholders tend to agree that the reliance on external funding and the project-based nature of interventions is problematic. Interviewees argue that, while there is overall alignment with the CCCSP, interventions to reduce vulnerability on the ground have been mostly opportunistic and fragmentary. Interviewees also highlight that some areas have not received sufficient attention.

A number of interviewees question that progress on reducing vulnerability can be attributed to the approval and implementation CCCSP, as other factors may have also contributed to reduce vulnerability. In any case, stakeholders tend to agree that the approval and implementation of CCCSP has laid the foundation of more work and this could be exponential in the future, with larger impacts in the third phase (2019-2023).

Efficiency

According to the latest CPER, one third of public expenditure, or 30.2%, was either fully or partially delivering climate change benefits in the 2017 fiscal year, the latest year for which data is available. Once climate change relevance weights are applied to this expenditure, climate change expenditure[88] constituted 3.2% of total public expenditure in 2017. This percentage had not changed if compared to 2009, but had not been stable during the period. Climate change expenditure with exclusive climate change benefits amounted KHR 912 billion (around USD 228 m[89]) in the 2017 fiscal year. This type of expenditure had increased 242 per cent since 2009.

Climate public expenditure has concentrated on the central government. According to the latest CPER, climate change expenditure by ministries represented 97 per cent of total climate change expenditure in the 2012-2017 period. Since 2014, the concentration of climate public expenditure in the central government had steadily increased

[88] In this report, climate change expenditure refers to public expenditures that deliver climate change benefits, once they have been weighted for climate change relevance.
[89] Currency exchange in www.oanda.com as April 8 2019

Climate change expenditure by subnational authorities represented 1% of total climate change expenditure in the 2012-20-17 period. As noted above, there has been an irregular trend in both absolute and relative terms, indicating the funds spent by SNA on climate change did not really increase in a consistent way over the period. In turn, climate change expenditure by NGOs represented 1.9% of total climate change expenditure in the 2012-20-17 period. The evolution in the 2012-2017 period had been quite irregular in absolute and relative terms.

In terms of sources of climate change expenditure, in the period 2009-2017, domestic sources (national budget) represented 29% of total public climate expenditure – external sources represented 71%. In absolute terms, domestic allocation had increased steadily since 2009, with only a slight decrease in 2012. Climate change external finance has followed a less constant evolution, decreasing in 2011, 2015 and 2016. It increased in 2017, although it remained lower than the level in years 2014 and 2015[90].

Data on private climate investment flow is generally not tracked, so it is difficult to assess the 2019 status and the evolution of climate change expenditure by the private sector. Available evidence suggests the participation of the private sector in climate change expenditure or investment has been limited so far, with some exceptions. There are good prospects in the short to medium-term. The Central Bank of Cambodia, the Ministry of Economy and Finance, the MoE, the French Development Agency and a private firm have been working in the development of a facility for mobilizing private finance into climate change response.

Cambodia made legal and institutional efforts to increase coordination on climate change response. In practice, coordination is reasonably good at inter-ministerial level on certain aspects, mostly related to information sharing, including excellent regular information on climate public expenditure. However, there are some issues in terms of alignment of CCCSP and CCFF with CCAPs. Despite coordination mechanisms, donor support remains highly projectized, with few projects being co-funded by donors, and these not using the CCAPs sufficiently to align with ministerial priorities. There are also duplications and overlapping of projects. Vertically, NCDD-S has contributed to disseminate climate information and provided useful guidelines for climate change mainstreaming at the sub-national level, but the deficits in monitoring compromise proper coordination and management of the process. Despite good interaction regarding the promotion of the facility mentioned above, coordination with private sector is currently limited. There is some coordination with NGOs, particularly through the NGO forum.

Sustainability

The achieved milestones refer mostly to the approval of policies, plans and strategies and the establishment of institutions. The achievement will be sustained. There are however challenges in the implementation of the policies, plans and strategies and the functioning of the institutional structures. 37 milestones are yet to be achieved. The prospects on achieving them by 2023 are mixed.

[90] Only 10% of the external climate change expenditure is tagged as being gender-sensitive, which is only marginally better than overall ODA to Cambodia, and still very low.

CCCSP, its M&E framework and some CCAPs promote the documentation and sharing of lessons learned as a way of informing the revision of CCCSP at the end of the phases 1 and 2. So far, best practices sharing workshops have been organized. However, no systematic reporting of the progress on CCCSP implementation has been conducted and shared. A platform for discussing, sharing experiences, knowledge and information with regards to gender and climate change are absent within and across sectors. The information and experiences often remain within the responsible units or individuals.

While CCCSP and some CCAPs have reference to replication or scaling up, there is no mechanism in place to systematically gather evidence on what works well and what works less well and replicate and scale up what has worked well. This is true at the national level but also at sub-national level. Moreover, the upgrade of the country to lower-middle income economy might reduce the amount and shift the sort of assistance the country might receive from development agencies, compromising replication and scaling up prospects, given the high dependence of public climate expenditure on external sources. The involvement of the private sector is yet limited to counter balance a reduction of concessional external funding.

The RGC's institutionalisation of the GCCC led by MoWA, the GMAGs of line ministries, the TWG-G and line ministries having their own sectoral climate change response planning instruments to some extent ensure the sustainability of gender mainstreaming on climate change in sectoral ministries.

6. Recommendations

Relevance

Regardless of the format it takes, CCCSP should be revised to factor in aspects that did not receive adequate attention.

If, as planned in CCCSP and its M&E framework, CCCSP is finally updated, the updating exercise should factor in demographic and socio-economic conditions and trends, such as urbanization and the economic structural change, spatial data, slow-onset changes, infrastructure and gender. A stronger emphasis should also be placed on mitigation, especially where there are adaptation and development co-benefits. A more concrete strategy to mainstream climate change into sub-national planning, budgeting and execution should also be developed, including gender. If CCCSP were not finally updated, it would be important to examine those aspects in some detail and define strategies to complement the strategies already included in the CCCSP. This could take the form of an annex or guidelines. Regardless of the format, the revision should consider the full range of key climate change impacts and propose a comprehensive and strategic climate change response that can help adapt the current and future society to current and future climate change, at the same time it contributes to mitigation.

Coherence

The CCFF should be further developed.

The CCFF should be revised to include guidelines and tools to further mobilize and manage financial resources for climate change at the sectoral and sub-national levels.

CCCSP's M&E framework needs to be revised, regarding indicators and data collection methods, and further complemented at the sectoral level. Institutional arrangements also need to be approved, ensuring that a budget is provided for M&E activities at the national, sectoral and sub-national levels.

CCCSP's M&E framework needs to be revised. Regarding indicators, while keeping it simple and striking a balance across key areas, it is urgent to strengthen alignment between readiness and impact indicators, ensure that all milestones are specific and pertinent, and the system of indicators and milestones reflects the new circumstances and mainstreams gender and social inclusion. The rating system should also be more specific, with at least two ratings (e.g. moderately unsatisfactory, moderately satisfactory) between yes and no. Data collection methods should also be revised. Evidence should be further documented, taking into account also that sometimes the knowledge of CCTWG members is limited on certain aspects. The number of milestones to be assessed by the CCTWG should be reduced to make the assessment less tiresome. It is urgent to ensure access to CDB, or use a different database, for the two impact indicators linked to resilience. Recent efforts move in the right direction, but it is important to ensure results are achieved. The status of institutional readiness indicators should be monitored annually, or at least every two years. In addition, the core set of indicators should be further complemented with sector level indicators, strengthening ongoing efforts in this front, regardless of whether CCAPs are or not the instrument for sector mainstreaming. Institutional arrangements also need to be approved, ensuring that a budget is provided for M&E activities at the national, sectoral and sub-national levels.

The first official M&E report should not be postponed. CPERs and CDC's Development Cooperation and Partnership Reports should continue to be produced.

The first official M&E report should not be postponed. CPERs and CDC's Development Cooperation and Partnership Reports should continue to be produced. Some adjustments would be welcome. CPERs should assess the trend of the share of domestic climate public expenditure against total domestic public expenditure. CDC's report should provide aggregate figures for direct and indirect climate change support, cumulative figures and report the percentage of direct climate support as part of total ODA.

Effectiveness

At the sectoral level there is a need to increase ownership and capacity and mobilize more funding for climate change response.

At a leadership level there is a need for continuing the strong political will of the RGC to commit to address climate change, including the participation from line ministries in CCTWG. At the sectoral

level there is a need to increase ownership of climate change response at line ministries. To that end it would be important to generate or gather evidence linking climate change to their core businesses. It would also make sense to explore whether NCSD should not be part of MoE, to increase ownership of the climate change agenda in other ministries. In the short term, it would be convenient to ensure there is a robust national consultant in key ministries, and promote that he/she has a team with which he/she can work on a daily basis so that he/she can delegate and the team members can learn by doing. This coaching and mentoring strategy [91] should be complemented with the development of a comprehensive capacity development package on climate change response planning, implementation and M&E, including gender and climate change, and its use to train government staff, as well as other stakeholders. It would also be good to revise the composition of the sectoral CCTWGs, adding more technical than management people, and ensure this is part of their ToRs. In addition, it is key to align public expenditure with sectoral climate change response implementation. While the use of recent guidelines during the 2019-2023 planning cycle will probably help, there is a need to ensure better alignment of domestic resources by integrating climate change priorities in the programme budgets of the ministries. To that end, it would be important to develop training materials and training for trainers on integrating climate change into planning as part of a broader guideline on planning. It would also be important to have a budget line for climate change, as the one for gender. In this sense, it would be important to raise the awareness of policy makers and officials at MEF, highlighting the evidence on the impacts of climate change, which is already done in the CCFF. In parallel, the country should further request development partners in the climate change arena to increase their support and further align it with CCAPs or the sectoral climate change response planning instruments that replace them. In this process, it would be important to build on the progress already made.

At sub-national level, monitoring should be strengthened, more resources mobilized and certain aspects, such as urban areas and systematic adaptation investments, scaled up.

At the sub-national level, there is also the need for continuing the strong political will to commit to address climate change. In this framework, NCDD-S should strengthen monitoring of progress on mainstreaming climate change into sub-national planning, budgeting and execution, to better coordinate, manage and scale it up. This should inform CCCSP's M&E framework. It would also be important to increase domestic resources allocated for this and make the case for a more substantive and increasingly progressive engagement of development partners, given its contribution to the D&D agenda and for the sake of an effective climate change response. In addition, it would be important to scale up interventions on urban areas, including those where GGGI has been working and there are already good tools to fast track investment. Large-size infrastructure and systematic adaptation investments should also be considered. Mitigation, especially where it has adaptation and development co-benefits (urban greenery and massive public transport), should also be further promoted. These actions would likely strengthen capacities of SNAs and communities by learning by doing. Legislation bottlenecks are difficult to overcome. They should be in the loop however whenever there is an opportunity to address them.

[91] On gender, MOWA could lead coaching and mentoring processes of the sectoral gender focal points and concerned technical staff. Coordination with the development partners and sectors working on gender and climate change related capacity building initiatives such as UN Women, the SPCR/ADB, and UNDP/REDD+ Secretariat, is crucial.

The GHGI currently being developed is very urgent. The findings should be carefully taken into account in national climate change planning (NDC Roadmap), and in sectoral and sub-national action.

Efficiency

Resource mobilization for SNAs, NGOs and the private sector should be expanded.

While it does make sense that climate public expenditure is concentrated on the central government, domestic and external funding should further mobilize climate funding to SNAs and NGOs, which are typically closer to the impacts of climate change on the ground. It would be important to ensure some continuity in these efforts. It is extremely important to get the GCF proposal on the private sector facility endorsed. The stakeholders involved should make every effort for this to come to fruition. In parallel, other opportunities to engage the private sector should be explored, taking into account the report published in 2016.

Synergies between interventions should be optimized

It would be important to strengthen the alignment of CCAPs (or the sectoral climate change response planning instruments that replace them) with CCCSP and CCFF. Projects and programme should be further screened and coordinated to avoid duplications and overlaps and ensure synergies strategically contributing to climate change response in the country. Coordination with the private sector should be enhanced.

Sustainability

Documentation and sharing of lessons learned should be strengthened, informing the development of a scaling up strategy.

Documentation and sharing of lessons learned should be strengthened. In this regard, it is very important that, once completed, this report is shared with all relevant stakeholders. The results of the TNC and BUR should also be shared, and the NAP and NDC Roadmap processes should be highly participatory.

It would be important to finetune the approach of the third phase of CCCSP implementation, detailing how scaling up will be addressed. This should be informed by lessons learned from implementation so far, new information provided in the TNC and BUR, new commitments in the NDC Roadmap and awareness that the financial landscape may be changing for the country given its recently gained lower-middle income country status.

Gender and social inclusion

NCSD/DCC/CCTWG and Sectoral Ministries/Departments at national and subnational levels should be supported to strengthen the key climate change related documents to integrate gender.

The key national and subnational climate change related documents, such as the CCCSP (2014-2023), SCCAPs of at least the priority sectors, draft M&E Framework for Climate Response (Dec 2017); legal frameworks and sectoral guidelines need to be revised or strengthened to integrate gender and social inclusion, specifically focusing on including specific gender based outcomes, indicators and technical and financial inputs. For example, the draft M&E Framework for climate change response could be the first such document to be strengthened by incorporating specific gender milestones under the Institutional Readiness and Impact Indicators that can capture higher-level gender/social outcomes (intended and unintended) and introduce them into a process of institutional learning and change.

A common/standard working gender guideline/checklist/strategy to guide and help integrate gender during design, planning and M&E should be developed and embedded in the sectoral climate change response planning instruments.

The working gender guideline/checklist can be developed based on the existing gender and climate change guidelines developed by MoWA. For example this guideline could include the expanded definition of vulnerable groups that addresses the differential impacts of climate change on different groups of women and men taking into account both their situational and historic or traditional vulnerabilities (the community is not perceived as a homogenous group); it could set quotas for women's participation; mandatory review of any climate change documents from gender lens; inclusion of gender components in Vulnerability Assessments; provision for gender expertise/or backstopping support either in-house or external; gender and vulnerability disaggregated M&E and reporting, etc.

Coordination with the different existing coordination mechanisms for Gender and Climate Change should be strengthen and expanded, creating a regular community of practice for knowledge management on Gender and climate change at national and sub-national levels.

This community of practice (CoP) can be used to share gender and climate change related learning (e.g. scale up AA and DCA's commune level Gender Champions initiatives to support gender integration in CIPs), share expertise, methods and approaches, provide coordinated inputs in the key climate change related strategic documents and processes, complement resources and ideas etc. Under the exiting CCCA the gender and climate change CoP can be created. Similarly, donors working on climate change could also form a gender and climate change donor's forum with members from relevant government agencies and I/NGOs to discuss learning and innovations for scaling up, harmonize resources and initiatives and advocate for strengthening gender in climate change. At the subnational levels a similar platform could be formed among the related government agencies and I/NGOs –initiatives such as the Gender Champions formed by the I/NGOs (Action Aid, DCA) could be expanded for coordination, exchange of learning/experiences and joint initiatives. These sub-national level forums could be linked with the national level Gender and climate change forum.

7. Annexes

Annex 1: Evaluation Matrix

Table 1. Evaluation matrix

Evaluation questions	Indicators	Information source	Data collection method
A. Relevance			
1. To what extent did the CCCSP respond to the national needs and problems when it was developed?	• Level of alignment between the CCCSP (vision, mission, goals, strategic objectives and main activities) and national needs and problems, including gender, when it was developed • Level of stakeholder consultation in the development process of the CCCSP • Evidence of use of knowledge and relevant available data to inform adequately the CCCSP development process	• Policy and planning documents (CCCSP, NDSP 2014-2018, other policy and planning documents - NAPA) • National communications to the UNFCCC • Scientific reports • NCSD Board meetings minutes • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR) • Civil society • Private sector • Academia	• Desk review • Interviews

Evaluation questions	Indicators	Information source	Data collection method
2. To what extent is the rational underlying the strategic plan still appropriate in view of the environmental, political, institutional, legal, economic and social changes in the country?	• Level of alignment between the CCCSP and current national needs and problems, including gender • Level of alignment between the CCCSP and recent national policies, strategies and development plans • Level of alignment between the CCCSP and recent sub-national policies, strategies and plans development plans • Level of alignment between the CCCSP and recent sectoral policies, strategies and plans, including gender	• Policy documents (CCCSP, National Policy and Strategic Plan on Green Growth, new NSDP and new Rectangular Strategy and other recent policy and planning documents, including at the sub-national and sectoral levels) • National communications to the UNFCCC (e.g. NDC) • Scientific reports • National government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Communities • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR)	• Desk review • Interviews • Focus groups
3. To what extent is the CCCSP aligned to the current international environmental agreements of the RGC and global climate change processes?	• Level of alignment between the CCCSP and recent non-UNFCCC environmental agreements • Level of alignment between the CCCSP and recent UNFCCC agreements	• CCCSP • Recent non-UNFCCC environmental agreements, including SDGs • Recent UNFCCC agreements (e.g. Paris Agreement; Nationally Determined Contributions (NDC);	• Desk review • Interviews

Evaluation questions	Indicators	Information source	Data collection method
		National Adaptation Plans (NAPs), Sustainable Development Goals (SDGs), Cambodia Sustainable Development Goals (CSDGs)) • National government stakeholders (CCTWG, DCC, line ministries CC focal points) • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR)	
4. To what extent is CCCSP complementary to other national or international policies, strategies, plans or frameworks, optimizing synergies and avoiding duplication?	• Level of complementarity between the CCCSP and other national or international policies, strategies, plans or frameworks • Evidence of efforts to optimize synergies and avoid duplications	• National government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR	• Desk review • Interviews
B. Internal Coherence			
1. To what extent was the CCCSP as a whole	• Evidence of a clear and logical causal pathway through the CCCSP structure, answering key elements of the climate change	• CCCSP • National climate change	• Desk review • Interviews

Evaluation questions	Indicators	Information source	Data collection method
(including vision, mission, goals, strategic objectives, strategies, finance and M&E principles and approaches, and phased activities) internally coherent when it was approved?	challenges	planning documents (e.g. National Adaptation Plan of Action - NAPA) • National government stakeholders (CCTWG, DCC, line ministries CC focal points) • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR)	
2. To what extent is the CCCSP framework currently comprehensive and coherent?	• Existence of a CC legal framework that is comprehensive and in harmony with the CCCSP • Existence of tools and guidelines allowing proper management of the climate finance resources and in line with CCCSP, particularly with its financial principles and approaches • Existence and quality (including coherence with the CCCSP's M&E principles and approaches) of: o Theory of change o SMART indicators o Baseline assessment o SMART targets o Clear and adequate roles and responsibilities / institutional arrangements for M&E and data management o M&E workplan o Budget to conduct the M&E workplan	• CCCSP • Legal CC framework • CCFF • M&E Framework • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR	• Desk review • Interviews
3. To what extent are actual interventions to implement the	• Evidence of alignment between CCAPs and other key climate change interventions and the CCCSP framework • Evidence of alignment of actual interventions to implement the	• CCCSP • Legal CC framework • CCFF	• Desk review • Interviews

Evaluation questions	Indicators	Information source	Data collection method
CCCSP (CCAPs and other key climate change interventions) coherent with the CCCSP framework and each other?	CCCSP with each other	• M&E Framework • CCAPs • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR)	
C. Effectiveness			
1. To what extent has the country progressed on achieving CCCSP's institutional readiness milestones?	Comparison between 2014 baseline and December 2018 values on CCCSP's institutional readiness indicators, namely • **Status of climate policy and strategies:** Status of development of national policies, strategies and action plans for climate change response • **Status of climate integration into development planning:** Status of inclusion of climate change in long, medium (NSDP) and short term (PIP) national and sub-national planning • **Status of coordination:** Status and functionality of a national coordination mechanism for climate change response and implementation of the CCCSP • **Status of climate information:** Status of production, access and use of climate change information • **Status of climate integration into financing:** Status, availability and effectiveness of a financial framework for climate change response	• National M&E framework • CCTWG meeting minutes / Monitoring report / CCTWG meeting	• Desk review • CCTWG meeting

Evaluation questions	Indicators	Information source	Data collection method
2. To what extent has the country progressed at the institutional level regarding recent UNFCCC processes not reflected in the M&E framework?	Alignment of national planning processes with recent UNFCCC processes, including gender and climate change aspects (e.g. NDC, NAP, gender)	• UNFCCC CoP recent decisions • National planning documents (e.g. NDC, NAP) • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ)	• Desk review • Interviews
3. To what extent has the country progressed on reducing the impacts of climate change at the national level?	Comparison between 2014 baseline and December 2018 values on CCCSP's national impact indicators, namely • **Percentage of communes vulnerable to climate change:** Percentage of communes with vulnerability index (VI) values classified as 'highly vulnerable' and 'quite vulnerable'*. The indicator can be disaggregated by hazard type (flood, drought and storm) • **Families affected due to floods, storms and droughts:** Proportion of families affected by these extreme weather events (measured in number of affected families per 1,000 families)	• National M&E framework • Monitoring reports[92]	• Desk review
4. To what extent has the country progressed on reducing the impacts of climate change at the sectoral level?	Comparison between 2014 baseline and December 2018 values on CCCSP's sectoral impact indicators, namely regarding Ministry of Public Works and Transport, Ministry of Health and Ministry of Agriculture, Forestry and Fisheries[93]	• National and sectoral M&E framework • Monitoring reports[94] • CCAP templates completed by the national consultant	• Desk review

[92] This will be considered only if monitoring reports provide 2018 values.
[93] As long as information is available for MoH and MAFF.
[94] This will be considered only if monitoring reports provide 2018 values.

Evaluation questions	Indicators	Information source	Data collection method
5. To what extent has the CCCSP contributed to address gender/climate change issues?	Perception of main stakeholders of the contribution of CCCSP to address gender/climate change issues	• Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida) • Climate change programme/project directors/staff (e.g. SPCR) • Civil society • Private sector • Academia	• Interviews
6. To what extent has the country progressed on reducing GHG emissions?	Comparison made based on existing information	• National communications to the UNFCCC, including NDC	• Desk review
7. What is the perception of the main stakeholders on the change on vulnerability as a result of the development and implementation of the CCCSP?	Perception of main stakeholders on the change on vulnerability as a result of the development and implementation of the CCCSP	• Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida) • Climate change programme/project directors/staff (e.g. SPCR) • Civil society • Private sector • Academia	• Interviews

Evaluation questions	Indicators	Information source	Data collection method
D. Efficiency			
1. To what extent is the implementation and monitoring of the CCCSP conducted in a cost-efficient manner?	• Level of alignment between planned and incurred operational costs of the GSSD / DCC and nature of divergences • Evidence of use of financially sound practices for execution and management of the DCC's mandate • Number and nature of measures implemented to enhance cost- and time- effectiveness • Likelihood and effect of factors likely to enhance or hinder efficiency	• Financial reporting • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR)	Desk review Interviews
2. To what extent are the stakeholders engaged in achieving the CCCSP's objective and results at minimized costs?	• Level of engagement of stakeholders in the implementation and monitoring of the CCCSP • Perceived contribution of stakeholders to minimizing the costs of the CCCSP's implementation and monitoring	• Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR • Civil society • Private sector • Academia	Interviews

Evaluation questions	Indicators	Information source	Data collection method
E. Sustainability			
1. How likely will the achieved CCCSP institutional readiness milestones be sustained?	This will depend on the assessment of achieved milestones, but will likely consider: • Existence of an adequate sustainability strategy in place and implemented • Existence of legal mechanisms in place ensuring the implementation of the sustainability strategies • Existence of institutional framework ensuring sustainability of the CCCSP's results • Number and type of organizational arrangements that support or hinder the continuation of the climate change mainstreaming at national and sub-national level • Perceived level of ownership in the CCCSP • Existence of good political and social framework conditions favouring sustainability of the financiers' engagement • Level of dependence of achievements on future funding for their sustainability and likely availability of such resources	• CCCSP • CCFF • CCAPs • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR) • Civil society • Private sector • Academia • Direct observation	Desk review • Interviews • Focus groups • Direct observation
2. How likely will the yet not achieved institutional readiness milestones be achieved?	This will depend on the assessment of achieved milestones, but will likely consider: • Existence of an adequate sustainability strategy in place and implemented • Existence of legal mechanisms in place ensuring the implementation of the sustainability strategies • Existence of institutional framework ensuring sustainability of the CCCSP's results • Number and type of organizational arrangements that support or hinder the continuation of the climate change mainstreaming at national and sub-national level • Perceived level of ownership in the CCCSP	• Monitoring reports • Scientific documentation • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR)	Desk review • Interviews • Focus groups

Evaluation questions	Indicators	Information source	Data collection method
	• Existence of good political and social framework conditions favouring sustainability of the financiers' engagement • Level of dependence of achievements on future funding for their sustainability and likely availability of such resources	• Civil society • Private sector • Academia	
3. How likely will already achieved and likely to achieve readiness milestones contribute to achieve impact milestones?	• Robustness of the link between institutional readiness and impact on the ground • Perception of stakeholders	• Monitoring reports • Climate change project annual progress reports or evaluations (MTR or terminal) • Scientific documentation • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida, GIZ) • Climate change programme/project directors/staff (e.g. SPCR) • Civil society • Private sector • Academia	Desk review • Interviews
4. Has the country set up the enabling/conducive environment to scale up success cases and to continue mainstreaming climate change into national and sub-national	• Evidence of activities carried out to document and share lessons learned from the CCCSP's interventions, at national and local levels • Presence or absence of replication strategy • Targets identified related to replication and scaling up • Perspectives of future replications	• Monitoring reports • Government stakeholders (CCTWG, DCC, line ministries CC focal points) • Sub-national government stakeholders • Development partners (EU, UNDP, UNCDF, ADB, Sida,	• Interviews • Desk review

Evaluation questions	Indicators	Information source	Data collection method
programmes		GIZ) • Climate change programme/project directors/staff (e.g. SPCR) • Civil society • Private sector • Academia	

Annex 2: List of documents consulted

Policy and planning documents:

- Cambodia Climate Change Strategic Plan 2014 – 2023, 2013
- National Strategic Development Plan (NSDP) 2009-2013, 2014-2018 and update (2019 - 2023)
- Line ministries, Sectoral Climate Change Strategic Plans (SCCSPs)
- Line ministries, Sectoral Action Plans (CCAPs)
- Cambodia's national climate change monitoring & evaluation framework for climate change response, December 2017
- Cambodia Climate Change Financing Framework (CCFF), November 2014
- Cambodia National Adaptation Programme of Action (NAPA) Official Document - October 2006
- National Communications to the United Nations Convention on Climate Change (e.g. NCs, NDC)
- NAP related documents
- National Strategic Plan on Green Growth 2013 – 2030. 2013

M&E documents

- NSDP annual progress review
- NSDP MTR (last cycle)
- GSSD / DCC financial reporting, audits, budget and workplans
- CCTWG meeting minutes
- NCSD board meeting minutes
- CCTWG minutes
- Report on NSDP climate change related indicators
- MoP or DCC data on impact indicators
- Completed CCAP reporting templates of MAFF, MoH and MPWT
- Climate Public Expenditure Review (CPER) (2019)

Others

- CCCA2, mid-term review final report, 2017
- Information from other key climate change projects (e.g. SPCR)
- Special Report on Emission Scenario (SREs)
- Scientific reports
- World Bank (2017): Urban Development in Phnom Penh
- O'Leary, Declan (2015): Urbanisation in Cambodia. Past, present and future trends, influencing factors and challenges; Cambodian Institute of Urban Studies
- Kocornik-Mina, Adriana and Fankhauser, Sam (2015): Climate change adaptation in dynamic economies. The case of Colombia and West Bengal. London: Grantham Research Institute on Climate Change and the Environment and Global Green Growth Institute.
- World Bank Cambodia country profile and IMF country report

Annex 3. List of persons consulted

Table 2. List of people met - overall evaluation

No	Name	Position	Institution	Type of Stakeholders	Date
1	H.E Sao Sopheap	Secretary of Sate	Ministry of Environment (MoE)	Government	20 March 2019
2	H.E Dr. Ponlok	CCCA Program Director/Secretary General of NCSD	Ministry of Environment (MoE)	Government	29 March 2019
3	Mr. Sum Thy	CCCA Program Manager/Director of Department of Climate Change	Ministry of Environment (MoE)	Government	28 March 2019
4	Mr. Julien Chevillard	CCCA Trust Fund Administrator	UNDP	Development Partner	18 March 2019
5	Mrs. Clara Landeiro	CCCA Technical Specialist	UNDP	Development Partner	18 March 2019
6	Mr. Va Vuthy	CCCA Adaptation Officer	Ministry of Environment (MoE)	Government	18 March 2019
7	Mr. Uy Sambath	Chief of Social and Environment Office	Ministry of Public Work and Transportation (MPWT)	Government	18 March 2019
8	Mr. Bou Chhaya	Deputy Chief of Social and Environment Office	Ministry of Public Work and Transportation (MPWT)	Government	18 March 2019

9	Mr. Hok Kimthoun	Director of Planning and Statistic Department	Ministry of Agriculture, Forestry and Fisheries (MAFF)	Government	19 March 2019
10	Mr. Nget Sovann	Deputy Director of Preventive Medicine Department	Ministry of Health (MoH)	Government	19 March 2019
11	Mr. San Vannakreth	Director of Investment and Planning Department	Ministry of Planning (MoP)	Government	25 March 2019
12	H.E Sar Kosal	Director of Sub-National Planning	Ministry of Planning (MoP)	Government	25 March 2019
13	H.E Hou Taing Eng	Secretary of Sate	Ministry of Planning (MoP)	Government	25 March 2019
14	H.E Dr. Dok Doma	Deputy Director General of Housing General Department	Ministry of Land Management, Urban Planning and Construction (MLMUPC)	Government	27 March 2019
15	Ms. Keo Thinalen	Officer, Housing General Department	Ministry of Land Management, Urban Planning and Construction (MLMUPC)	Government	27 March 2019
16	Mr. Nov Borey	Deputy Director General, General Department of General Affairs	Ministry of Mines and Energy (MME)	Government	25 March 2019
17	Mr. Nun Sophanna	Technical Consultant	Ministry of Mines and Energy (MME)	Government	25 March 2019
18	Mr. Thach Sovanna	Deputy Director General, General Department of General Affairs	Ministry of Water Resources and Meteorology (MoWRAM)	Government	25 March 2019
19	Mr. Sok Bunheng	Officer, Multilateral Cooperation Office	Ministry of Economy and Finance (MEF)	Government	21 March 2019

20	Mr. Chun Bunnara	Director of Operation Unit	National Committee for Sub-National Democratic Development-Secretariat (NCDD-S)	Government	21 March 2019
21	Mr. Touch Siphat	Director of Training and Research Department	Ministry of Rural Development (MRD)	Government	18 March 2019
22	Mr. Teang Chhayheang	Deputy Director of Planning and General Affair Department	Ministry of Rural Development (MRD)	Government	18 March 2019
23	H.E. Sok Kimkol Mony	Director – Preparedness and Training Department	National Committee on Disaster Management (NCDM)	Government	19 March 2019
24	Mr. Kim Lumangbopata	Director of CRDB	Council for the Development of Cambodia (CDC)	Government	20 March 2019
25	Mr. Meak Sambo	ICT Officer, CRDB	Council for the Development of Cambodia (CDC)	Government	20 March 2019
26	Mr. Chea Sokpheng	Officer, CRDB	Council for the Development of Cambodia (CDC)	Government	20 March 2019
27	Mr. Tip Piseth	Director of Planning and Investment Division	Siem Reap Provincial Administration	Government	22 March 2019
28	Mr. Kea Vannak	Head of Local Support Office	Siem Reap Provincial Administration	Government	22 March 2019
29	Mr. Chun Sophal	SRL project consultant	Siem Reap Provincial Administration	Government	22 March 2019
30	Mr. Soun Rinda	Finance Officer for SRL project	Siem Reap Provincial Administration	Government	22 March 2019
31	Mr. Long Ham	Acting District Governor	Svay Leu District Administration	Government	22 March 2019

32	Mrs. Sum Sopheap	Director of Administration Office	Svay Leu District Administration	Government	22 March 2019
33	Mr. Khun Narom	Chief of Support Office	Svay Leu District Administration	Government	22 March 2019
34	Mr. Sath Pov	Deputy District Governor	Svay Leu District Administration	Government	22 March 2019
35	Mr. Chum Chanpheng	Deputy District Governor	Svay Leu District Administration	Government	22 March 2019
36	Mr. Sen Nong	Officer, Planning Office	Svay Leu District Administration	Government	22 March 2019
37	Mr. John McGinley	Managing Partner	Mekong Strategic Partner	Private Sector	26 March 2019
38	Mr. Nick BOerema	Investment Manager	Mekong Strategic Partner	Private Sector	26 March 2019
39	Ms. Jolyda SOU	Investment Analyst	Mekong Strategic Partner	Private Sector	26 March 2019
40	Dr. LONN Pichdara	Follow Researcher	Cambodia Development and Research Institute (CDRI)	Research Institute	20 March 2019
41	Dr. Chem Phalla	Acting Research Director	Cambodia Development and Research Institute (CDRI)	Research Institute	20 March 2019
42	Dr. Seak Sophat	Deputy Team Leader	SPCR Project	ADB's project	27 March 2019
43	Dr. Peter-Jonh Meynell	Project Team Leader	SPCR Project	ADB's project	27 March 2019
44	Mr. Clemens Beckers	Attaché EU Delegation to Cambodia	EU Delegation to Cambodia	Development Partners	26 March 2019
45	Mr. Hem Chanthou	Senior Project Officer	ADB	Development Partners	29 March 2019

46	Mr. Hok Menghoung	Agriculture and Climate Change Program Manager	NGO Forum on Cambodia	NGO	27 March 2019
47	Mr. Julian Abraham	Development Consultant	Freelance Consultant	Freelance Consultant	
48	Ms. Carolien Cassaer-Diez	GGGI Country Representative to Cambodia	GGGI	Development partner	27 March 2019

Table 3. List of people met - gender focused evaluation

SN	Name and Position	Organisation	Female	Male
1.	Touch Siphat, Director of Dept. of Training and Research	MRD		X
2.	Kim Lumangbopata, Deputy Director, Policy & Dev. Assistance	CDC		X
3.	Hok Kimthourn, Deputy Director	MAFF/Planning		X
4.	Ratha Chan, Deputy Director, Education	MOWA	X	
5.	Sav Kim, Deputy Director, Economic Development	MoWA	X	
6.	Kim Sokanry, Deputy Director	MoWA	X	
7.	Chen Sokpheng, Aid Policy Officer, Policy & Dev. Assistance Dept.	CDC		X

8.	Meak Sambo, ICT Officer	CDC		X
9.	Sar Kosal, Director of SNPD	MoP		X
10.	Teang Chhayheang, Deputy Director, Dept. Planning and Public Relations	MRD		X
11.	Hou Taing Eng, Secretary of State	MoP		X
12.	Vichet Ratha, Permanent Member, NCSD/DCC	DCC	X	
13.	Khorn Dinravy, Advisor – Gender and Climate Change	MoWA	X	
14.	Uy Kamal,	MoE		X
15.	Tolasreypeou Sem, Gender and Safeguard Officer	UNDP/REDD+ Secretariat	X	
16.	Chanthou Hem, Senior Project Officer	ADB		X
17.	Johanna Palmberg, Counsellor, Governance and Climate Change	Sweden Embassy	X	
18.	Akhteruuzzaman Sano, Gender and CC Specialist	ADB/MoWA		X
19.	Lonn Pichdara, Research Fellow	CDRI		X
20.	Chem Phalla, Director of China Studies Center	CDRI		X
21.	Nop Polin, Sr. Program Officer	DCA		X

22.	Mith Somountha, Interim Team Leader	Action Aid	X	
23.	Va Vuthy,	GSSD/CCCA		X
24.	Clara Landeiro	UNDP/CCCA	X	
25.	Julian Chevillard	UNDP/CCCA		X
26.	Tin Ponlok, Secretary of State	MoE		X
27.	Tith Piseth, Chief of Planning	NCDD-Siem Reap		X
28.	Mr. Kea Vannak, chief of local support office	NCDD-Siem Reap		X
29	Mr. Chhun Sovann, Advisor of SRL	NCDD-Siem Reap		X
30.	Chhun Bunnara, DDG	NCDDS/Minister of Interior		
31	• Mr. Long Hom, Acting District Governor • Ms. Sum Sopheap, Chief of Admin office – • Mr. Khun Narom, Chief of office of Planning and Local Support – • Mr. Chum Chanpheng, Deputy Dist Governor – finance • Mr. Sat Pov, Deputy Dist. Governor – land, forestry and envt. • Mr. Sen Nong, Officer – planning and statistics office	Svay Leu District, Siem Reap (group meeting)	1	5
Total			**10**	**25**

Annex 4. Stakeholder analysis

Table 4. Stakeholder analysis

	Level of involvement[95]	Level of interest	Role in the implementation of CCCSP
National level			
National Council for Sustainable Development (NCSD) (formerly NCCC)	High	High	Inter-ministerial body that oversees climate change response, represents a landmark in the national process of institutional reform. Led CCCSP formulation. The NCSD has the following roles and responsibilities: - Formulating, directing, and evaluating policies, strategic plans, action plans, legal instruments, programmes and projects related to sustainable development; - Promoting the mainstreaming of sustainable development into relevant policies, legal instruments, strategic plans, action plans, programmes and projects in collaboration with relevant line ministries and agencies; - Mobilising resources for implementation of policies, legal instruments, strategic plans, action plans, programmes and projects related to sustainable development; - Establishing and fostering partnerships with development partners, private sector, academia, and other relevant stakeholders aimed at supporting sustainable development; - Encouraging and promoting research study, education, training, exchange of technologies and dissemination relevant to sustainable development; - Proposing national positions and strategies for participating in international agreements, meetings and negotiations relevant to sustainable development;

[95] Level of influence that stakeholders hold over the implementation of the CCCSP

			- Reviewing and giving approval on national communications under the multilateral environmental agreements to which Cambodia is a party; - Managing government information and communications relevant to sustainable development; - Leading, managing and facilitating the works related to green economy, climate change, biodiversity conservation and biosafety; and - Implementing any other duties assigned to it by the Royal Government of Cambodia.
General Secretariat of National Council for Sustainable Development (GSSD) and its Department for Climate Change (DCC)	High	High	Key role in the coordination of the implementation of the country's climate change response and in monitoring progress Developed the national climate change M&E framework and is responsible for the overall management of the national M&E framework Conducts the implementation stock take of the CCAPs
Climate Change Technical Working Group (CCTWG)	High	High	Facilitates and provides technical support to NCSD in addressing climate change issues Participates in regular reporting on the implementation of the CCCSP
Ministry of Planning (MoP)	High	High	Collects the data to be used to build impact indicators (loss and damage and vulnerability). DCC produces and tracks these indicators, reporting on them to MoP.
Ministry of Environment (MoE)	High	High	• Support the respective CCTWG members to timely and effective perform their functions • Take into account relevant policy recommendations from M&E reports • For those ministries/agencies that have developed sectoral CCAPs, develop and manage the respective CCAP monitoring framework,
Ministry of Economy and Finance	High	High	
Ministry of Agriculture, Forestry and Fisheries (MAFF)	High	High	
Ministry of Land Management, Urban Planning and Construction	High	High	
Ministry of Mines and Energy (MIME)	High	High	

Ministry of Education, Youth and Sport (MoEYS)	High	High	contributing with 2-3 macro-level climate change indicators to the national climate change M&E framework • Disseminate the national climate change M&E framework amongst the respective Planning/M&E departments and sector stakeholders • Mainstream climate change related indicators into the sector's M&E instruments, in alignment with the national and relevant sectoral climate change M&E frameworks.
Ministry of Health (MoH)	High	High	
Ministry of Women's Affairs (MoWA)	High	High	
Ministry of Water Resources and Meteorology (MoWRAM)	High	High	
Ministry of Public Works and Transport (MPWT)	High	High	
Ministry of Industry and Handicraft	High	High	
Ministry of Tourism	High	High	
Ministry of Information	High	High	
Council for the Development of Cambodia	High	High	
National Committee for Subnational Democratic Development	High	High	
National Committee for Disaster Management (NCDM)	High	High	
Subnational administration levels			
Communes, districts, provinces	High	High	Exposed and vulnerable to climate change Mainstream climate change into their development plans at local level and implement local action plans, measures or projects
Others			
CCCA2	High	High	Supported the development of the CCCSP in phase 1. Phase 2 aims at orienting public and private, domestic and external resources in support of the CCCSP vision
Other projects (e.g. Strategic Programme for Climate Resilience (SPCR), "Reducing the Vulnerability of Cambodian Rural Livelihoods through Enhanced Sub-National Climate Change Planning and Execution of Priority	Medium	Medium	Support the implementation of the national climate change response

Actions" (also known as the SRL project)			
Academia	Medium	High	
Other development partners (e.g. Asian Development Bank (ADB), European Union (EU), Swedish International Development Cooperation Agency (Sida), German Development Agency (GIZ by its initials in German), UNDP)	Medium	High	Provide support on climate change
Private sector	Low	Low	
National and international non-governmental organizations	Medium	Medium	Work on climate change

Annex 5. Tables regarding the alignment of the CCCSP

Table 5. Alignment between CCCSP's SOs and the needs expressed in NSDP Update 2009-2013

CCCSP's Strategic objectives	NSDP 2009-2013
SO 1: Promote climate resilience through improving food, water and energy security	7.1.1.1. Ensuring food security and reducing poverty for all Cambodians is one of the priorities of RGC. It also recognizes that climate change remains a challenge to food availability. The access to drinking water and sanitation does not reach 50%, it is therefore also a priority sector of the NSDP. The NSDP considers rehabilitation and construction of physical infrastructure as well as key to the economic development and puts emphasis on water infrastructure and irrigation system management as well as development of the energy sector.
SO 2: Reduce sectoral, regional, gender vulnerability and health risks to climate change impacts	7.1.1.2. The NSDP recognizes the cross-sectoral nature of climate change response. The RGC is committed to mobilize funds to address sectoral climate change issues
SO 3: Ensure climate resilience of critical ecosystems (Tonle Sap Lake, Mekong River, coastal ecosystems, highlands, etc.), biodiversity, protected areas and cultural heritage sites	7.1.1.3. RGC is committed to preserve the ecosystem and rational use of water in all water bodies: rivers, lakes and the Tonle Sap. One of the policy priorities is the sustainability of the ecosystem, so that the quality of land and sustainability of water sources could be improved by focusing on the protection of biodiversity, wetlands and coastal areas. Strengthening the management of protected areas and conserving heritage areas is also included.
SO 4: Promote low-carbon planning and technologies to support sustainable development	To adopt Green Growth and low carbon development strategies, which are key to 7.1.1.4. sustainable economic development is the second policy priority the RGC states for the MoE

SO 5: Improve capacities, knowledge and awareness for climate change responses	7.1.1.5. The MOE is committed to coordinate and enhance capacity and public awareness on climate change at national and local levels.
SO 6: Promote adaptive social protection and participatory approaches in reducing loss and damage due to climate change	The RGC exerts more effort to expand microfinance services for poor and agricultural communities. In addition, the NCDM will strengthen capacity of national and sub-national officials, particularly at the community levels, on climate change adaptation and encourage full participation of RGC institutions, civil society organizations, and the private sector in emergency response.
SO 7: Strengthen institutions and coordination frameworks for national climate change responses	Although important achievements have been done, the climate response is indeed limited by: - Lack of qualified human resources and work places. - Lack of materials and equipment for carrying out environmental impacts assessment. - Lack of data and data management mechanisms for analyzing to support responses to climate change. - Limited inter-ministerial/institutional cooperation for coordinating activities including provision of funds and monitoring and evaluation to respond to climate change. 7.1.1.6. Absence of action plans and detailed studies stipulated under the adopted policies and strategies for supporting climate change adaptation activities and reduce GHG emissions.
SO 8: Strengthen collaboration and active participation in regional and global climate change processes	7.1.1.7. South-South initiatives from former aid recipients and innovative forms of finance directed to meet regional and global challenges such as climate change, is fostered. The Cambodia National Mekong Committee (CNMC) is implementing climate change programmes in the Mekong River Basin although with insufficient capacities and resources. But the RGC will continue to fully cooperate with other Mekong Member Countries to ensure the Sustainable of the Mekong River Basin.

Table 6. Links between CCCSP's SO and RS IV

CCCSP's Strategic objectives	Rectangular Strategy IV
SO 1: Promote climate resilience through improving food, water and energy security	The RSIV stipulates that stepping up diversification and productivity of the agriculture sector remains a challenge that must be addressed urgently. It also pledges to improve capacity in the use of technologies, contributing to clean energy production to respond to the climate change and encourage investment in clean energy and renewable energy. It also aims to strengthen the management of solid and liquid waste.
SO 2: Reduce sectoral, regional, gender vulnerability and health risks to climate change impacts	The RSIV aims to minimize the risks caused by flood and drought and to strengthen the capabilities to develop and implement climate change adaptation and resiliency measures.
SO 3: Ensure climate resilience of critical ecosystems (Tonle Sap Lake, Mekong River, coastal ecosystems, highlands, etc.), biodiversity, protected areas and cultural heritage sites	The RSIV also pledge for further strengthening the management of protected areas, biodiversity conservation, natural resource conservation, especially the ecosystems of Tonle Sap lake, Mekong river and the coastline areas
SO 4: Promote low-carbon planning and technologies to support sustainable development	Although the RSIV does not specify how to promote low-carbon planning and technologies it does aim to implement the CCCSP to ensure economic development with low-carbon emission and to promote the implementation of carbon trading mechanisms and related regulatory Frameworks
SO 5: Improve capacities, knowledge and awareness for climate change responses	It also seeks to the develop skills and capacity for national and sub-national official in terms of environment, green development, climate change, integrated water resource management, and the usage of natural resources in a sustainable manner
SO 6: Promote adaptive social protection and participatory approaches in reducing	The RSIV aims to further expand insurance products, especially life insurance and micro insurance by improving the regulatory framework, strengthening insurance operator's capacity and consumer

loss and damage due to climate change	protections. But it does not explicitly promote adaptive social protection and participatory approaches.
SO 7: Strengthen institutions and coordination frameworks for national climate change responses	The RSIV aims to strengthen the capabilities to develop and implement climate change adaptation and resiliency measures as well as explore the possibility of studying financial resiliency to respond to disasters caused by climate change.
SO 8: Strengthen collaboration and active participation in regional and global climate change processes	The RSIV aims to participate actively in international, regional and bilateral economic cooperation and integration initiatives but does not explicitly mention CC

Table 7. Alignment between SPCR package 1 outputs and CCCSP strategic objectives

Package	SPCR package 1 outputs	CCCSP strategic objectives
A	Output 1 SPCR coordination, technical support, and capacity to mainstream climate resilience into development planning strengthened.	SO1: Promote climate resilience through improving food, water and energy security SO2: reduce sectoral vulnerability to climate impacts SO3: Ensure climate resilience of critical ecosystems SO6: Promote adaptive social protection and participatory approaches in reducing loss and damages SO7: Strengthen institutions and coordination frameworks
	Output 2 Detailed feasibility studies for selected NAPA projects conducted and development of NAP.	SO4: Promote low-carbon planning SO5: Improve capacities for climate change responses
	Output 4 Climate change adaptation knowledge products developed and	SO8: Strengthen collaboration and active participation in CC processes

	disseminated.	
B	Output 1 CSOs are trained on climate change impacts and vulnerabilities, policies and adaptation options, participatory cost-benefit analysis (CBA) tools, as well as project development and project cycle management	SO2: reduce sectoral vulnerability to climate impacts SO7: Strengthen institutions and coordination frameworks SO8: Strengthen collaboration and active participation in CC processes
	Output 2 Inclusive small grants CBA scheme implemented.	
	Output 3 Participatory knowledge products on CBA developed that will serve as useful resource for government & development partners to inform adaptation policy development & decision making	SO7: Strengthen institutions and coordination frameworks SO8: Strengthen collaboration and active participation in CC processes
C	Output 1 Reduced vulnerability at district and commune levels in selected provinces by enhancing the capacity of local governments to mainstream climate resilience into sub-national development planning.	SO2: reduce sectoral vulnerability to climate impacts SO5: Improve capacities for climate change responses
	Output 2 Enhanced women's adaptive capacity to cope with the impacts of climate change by improving institutional and technical capacity at national and provincial levels to integrate gender concerns into climate change adaptation initiatives.	SO2: reduce sectoral vulnerability to climate impacts SO5: Improve capacities for climate change responses
	Output 3 Improved accountability of adaptation investments by enhancing the institutional and technical capacity of the National Institute of Statistics at the MOP and other key sector ministries.	SO1: Promote climate resilience through improving food, water and energy security SO2: reduce sectoral vulnerability to climate impacts

Table 8: Alignment between the NAP process, CCCSP and SCCSPs

NAP priority actions	Synergies with the CCCSP and SCCSPs
Promoting climate resilience of agriculture through building/maintenance sea dikes in coastal areas	CCSP for water resources
Promoting and up-scaling climate smart farming system that resilient to climate change	CCCSP, and CCSP Strategic Objective
Institutional capacity development for natural disaster coordination and intervention	CCCSP and CCSP strategic objective: Agriculture and agro-industry development
Develop crop variety suitable to AEZ resilient to climate change (include coastal zone)	CCCSP and CCSP strategic objectives: Agriculture. and agro-industry
Climate-proof tertiary-community irrigation development to enhance agricultural production of paddy field in four communes of Mekong Delta, District Kampong Ro, Svay Rieng Province	CCSP 3 and 4
Promoting aquaculture production systems and practices that more adaptive to climate change	Alignment with National CCSP (3 Obj.) and 2 CCAPs
Promoting climate resilience of wild fishery resources	Clear alignment with CCCSP and INDC and with sectoral priorities (Fishery Strategic Development Plan 2017-2021)

Enhancing the climate resilience in fishery sector (ECRF)	CCCSP and sectoral plans (Fisheries Strategic
Promoting climate proofing and retrofitting of existing and planned schools and universities infrastructure	Alignment with CCCSP and SCCSP
Promoting gender responsiveness in water management, cc impact and adaptation	Alignment with CCCSP cross-cutting issues (gender mainstreaming)
Develop education policy, analyses, research and planning of climate change adaptation and mitigation	Aligned with CCCSP (SO5) and education SCCSP (SO1)
Build awareness and capacity at national and sub-national level for mainstreaming climate change into rural development planning processes	Aligned with the MRD CC strategic plan
Support to line ministries to mainstream climate change into development planning and budgeting	Fully aligned with CCCSP (being the "engine" to implement the 8 priority's)
Conduct national and sectoral vulnerability assessments	Aligned with CCCSP obj 2

Source: NAP financing framework, 2017

Annex 6. CCAP reporting template

Part 1: Status of Overall Implementation of CCAP[96]

Key Achievements to Date

1. **What are key achievements from the implementation of CCAP actions so far?**

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- G: Do you feel there has been a specific achievement that has positively benefitted women or challenged gender inequality in the implementation of CCAP actions between 2014-2018? And if 'yes', please describe the achievement/s.

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CCAP Management Arrangements

2. **Overall CCAP Management Arrangements:**
   - *Does your ministry have a climate change working group (WG) or focal point (FP)?* ☐ *Yes* ☐ *No*
     - *If "yes", do the terms of reference (TOR) for WG or FP exist?* ☐ *Yes* ☐ *No*
     - *If "yes", what are their main roles and functions?*

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[96] Please feel free to add lines to any of the sections below, as needed.

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- *Is the CCTWG representative from your ministry a member of the your WG?* ☐ *Yes* ☐ *No*

- *Management arrangements diagram*

Draw a diagram of management arrangements within the ministry for the implementation of its CCAP

- *Identify how many women and how many men make up the WG (as above in the diagram) and identify the roles and functions of each participant.*

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- *Who is responsible for mainstreaming CCAP into planning and budgeting instruments within the ministry/agency?*

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- *Who is responsible for CC related knowledge and information management?*

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- *Who is responsible for the monitoring and evaluation (M&E) of the CCAP?*
  - *If there are 1 or more people responsible, are they from (or liaising with) the Planning/M&E relevant department in your ministry/agency? ☐Yes ☐No*

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- *Who is responsible for the gender aspects of the CCAP, i.e. addressing differentiated vulnerabilities of climate change for women and men?*

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- *If there are 1 or more people, do they liaise with the Gender Mainstreaming Action Group in your ministry/agency?* ☐ *Yes* ☐ *No*

3. **Who are the key partners for the implementation of CCAP?**

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- **G:** *Do you work with any women focused or gender equality partners in the implementation of the CCAP? (including government or other organizations)*

4. **Are there any other actions/projects on climate change being implemented by your ministry/agency in addition to those listed in the CCAP?** ☐ *Yes* ☐ *No*

- *If "yes", please list:*

Name of Project/Program	***Climate Focal Area (Adaptation / mitigation)***	***Sector***	***Duration (from to)***	***Implemented by (Department or General Secretariats within your Ministry)***	***Donor***	***Funding amount***

- *Of the additional activities listed above, please mark with an asterisk those that are specifically targeted at women, or designed to reduce women's specific vulnerabilities to climate change*

- **G:** *Please provide further details on how these activities address these issues:*

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5. **What actions could be replicated/scaled up to increase the impact of CCAP if you had more resources?**

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Understanding the Current Capacity Gaps

6. **Status of institutional capacity and coordination of CCAP implementation.**

- *What are the challenges and lessons learnt on increasing staff's technical capacity to address and implement climate change response?*

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- *What are the challenges and lessons learnt from your work with the key partners[97] in the implementation of CCAP? (e.g. private sector, NGOs, other government agencies collaborating of potential partnerships for implementation)*

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  - *Are there other potential partnerships for implementation?*

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- *What are the challenges and lessons learnt on management arrangements for coordination of sectoral climate change response?*

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[97] These refer to the key partners identified in question 3.

7. Challenges and lessons learnt on integration of CC into sectoral planning

- *What are the challenges and lessons learnt on integrating CCAP actions into planning and budgeting at the sectoral level?*

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- *What are the challenges and lessons learnt on integrating actions into planning and budgeting at the sub-national level?*

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8. What are the challenges and lessons learnt on mobilizing resources?

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9. Are you monitoring CCAP implementation? ☐ *Yes* ☐ *No*

- *If "yes", what are challenges and lessons learnt on conducting M&E and regular reporting?*

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- *If "no", please indicate the reason:*

Probing questions:

Do you have a clear M&E plan for CCAP?

Do you have staff with expertise in M&E?

Do you have indicators that can be easily measured and can help you track progress made in the implementation of the CCAP and its actions?

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- ***G:*** *Are there any specific gender indicators or markers in the M&E framework of your CCAP?*
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- ***G:*** *Does the M&E responsibly party have expertise in monitoring for gender equality, beyond counting for the number of women or men who benefit from activities under the CCAP?*
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10. **What are the challenges and lessons learnt on knowledge or information needed to plan and implement an effective response?**

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11. What are the challenges and lessons learnt, if any, on how gender considerations have been included in the current CCAP?

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12. What activities will you put in place to overcome identified challenges?

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- ***G:*** *Please* reflect on how you would like to overcome these challenges, and what support would be needed in order for future CCAPs to better address the differentiated impacts of climate change on women and men? .....

This concludes the report on the <u>overall status</u> of implementation of the CCAP

Part 2: Status of Implementation of Each Action in CCAP

Fill out this section for each of the CCAP actions (repeat as many times as necessary to report on all actions listed in the CCAP). Also, please add lines to the sections below as needed.

Action 1: _____

Type of Intervention

1. Types of intervention
   - ☐ Adaptation
   - ☐ Mitigation
   - ☐ Both Adaptation and Mitigation

Management Arrangements for the Implementation of this CCAP Action

2. Who is leading the implementation of this action? (General Directorate, Department and/or Unit)

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3. Partnerships for the implementation of this action
   - ☐ Within ministry (e.g. other Departments, General Directorates)
   - ☐ With other ministries
   - ☐ Development partners
   - ☐ International NGOs
   - ☐ Local NGOs
   - ☐ Universities
   - ☐ Private sector
   - ☐ Other: _____

Implementation Status

4. What is the level of implementation this action?
   - ☐ Not yet started
   - ☐ Feasibility study stage
   - ☐ Implementation started (but with less than 50% implemented)
   - ☐ Over 50% implemented
   - ☐ Action fully implemented/completed
   - ☐ Inactive *(i.e. action has started, but no activities have been undertaken in the last 12 months)*

5. Is this action included in:
   - ☐ The strategy of your sector/ministry
   - ☐ Your ministry's Public Investment Programme
   - ☐ Your ministry's Budget Strategic Plan / Program Budget
   - ☐ Your ministry's Provincial Department Work Plan

6. How has this action been or how would it be financed? (Tick several if needed)
   - ☐ National budget
   - ☐ External finance – grant. If yes, indicate donor(s): _____
   - ☐ External finance – loan. If yes, indicate donor(s): _____

7. Percentage of funds mobilized for this action
   - ☐ **0%**
   - ☐ **1-49%**
   - ☐ **50-99%**
   - ☐ **100% (fully funded)**
   - ☐ **More than 100%**

8. Barriers to the implementation of this action
   - ☐ Technical Capacity
   - ☐ Complexity of implementation (e.g. coordination issues)
   - ☐ Project management issues (e.g. procurement issues, import of equipment)
   - ☐ Financing
   - ☐ Other: _____

Achievements and Impacts of Implementing the Action

9. Location of the action

   Is this action implemented at central level? ☐ *Yes* ☐ *No*

   If "No", please indicate where action will be implemented (province, and if possible district, commune):

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10. Beneficiaries

(Please list down the major direct and indirect beneficiaries from the implementation of this action, indicating estimated total number of beneficiaries per type of beneficiary, disaggregated by sex whenever possible.)

- Direct beneficiaries:

  Who? ..... Total number? ..... Of this total, how many are women? .....

  Who? ..... Total number? ..... Of this total, how many are women? .....

  Who? ..... Total number? ..... Of this total, how many are women? .....

  Who? ..... Total number? ..... Of this total, how many are women? .....

- Indirect beneficiaries:

  Who? ..... Total number? ..... Of this total, how many are women? .....

  Who? ..... Total number? ..... Of this total, how many are women? .....

  Who? ..... Total number? ..... Of this total, how many are women? .....

- *Was this action designed/developed specifically to benefit women and girls?*

  ☐ Yes ☐ No

  - ***G:*** If 'yes', in what ways was women's specific needs and priorities included in the design, planning, implementation and monitoring of this action? .....
  - ***G:*** If 'yes', do you feel the action reached the required result, and if not, what support would be needed to improve these women-focused or gender sensitive actions in the future? .....
  - ***G:*** How GMAG has involved with action designed/developed? .....

11. What are knowledge products generated from implementation of this Action?

Please list key knowledge products:

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This concludes the report on the status of Action 1 of your CCAP

Please repeat this reporting process, using pages 7-9 of this template, to report on the status of implementation of each additional action of the CCAP