

## Policy pointers

**There is a growing need** to look beyond project-level M&E frameworks by investing in national level frameworks that can analyse the effectiveness of adaptation responses at the national level.

**Applying M&E at the national level** would require establishing logical impact pathways that link the various scales of response planning and implementation.

**A readiness ladder can** reveal how much progress towards separate milestones has been made. This is an innovative approach to applying scorecards for measuring climate risk management (Track 1)

**If indicators of** vulnerability, resilience, and adaptive capacity are sound, they should be able to predict impact variations across populations exposed to the same hazards (Track 2). Statistical correlations between vulnerability and impact indicators can help identify the most important proxies for vulnerability.

## Developing a national framework to track adaptation and measure development in Cambodia

As the effects of climate change increasingly challenge progress towards development goals, national-level frameworks that monitor and evaluate both adaptation and development are needed to allow developing countries to prioritise investment most effectively. Cambodia is using IIED's Tracking Adaptation and Measuring Development (TAMD) approach to facilitate its national M&E framework. The TAMD approach evaluates the success of climate change responses by combining how widely and how well countries or institutions manage climate risks with how successful adaptation actions are in reducing climate vulnerability and encouraging development. Using an innovative readiness ladder approach has also allowed measurement of progress towards adaptation and development goals. Cambodia's pioneering approach can serve as an example to other developing countries as they develop their national M&E systems for climate change interventions.

### National-scale monitoring and evaluation of climate change adaptation

As climate effects increasingly challenge development progress, governments and development partners are turning their attention to adaptation investments and comparing and assessing their impacts. This can be achieved by developing national monitoring and evaluation (M&E) frameworks that enable stakeholders to assess the effectiveness of interventions in achieving their climate change adaptation and development objectives. Developing countries need their own evaluative frameworks to:

- prioritise future adaptation investments
- bargain harder for climate finance
- ensure aid effectiveness.

These national frameworks should not just assess the efficiency of adaptation funding as measured by the ratio of outputs (benefits) to inputs (costs), but should also use evidence from empirical studies and theories of change to attribute outcomes and impacts to specific adaptation and adaptation-relevant responses. This type of M&E is important for both upwards and downwards accountability, giving donors and citizens a better understanding of whether, how, and to what extent investments deliver results.<sup>1</sup>

But M&E of adaptation responses is often limited to the project level, while portfolio M&E and national-level frameworks remain absent. Countries need M&E frameworks at the national level to provide evidence for the effective planning and implementation of future investments at a national scale. The Adaptation

## Efforts to monitor and evaluate adaptation and development will better inform future investments

Committee of UNFCCC recently emphasised the need to integrate M&E for adaptation into the national development M&E framework and to integrate learning from M&E as an important part of any evaluation exercise. So far, however, there has been little investment in national-level M&E frameworks to measure aggregated country-level impacts.

The Cambodian Government recently released their Climate Change Strategic Plan (CCCSP) 2013-2024, which recognises the importance of building a national M&E framework that measures and tracks how well Cambodia is managing climate risks and meeting development targets.<sup>2</sup> Tracking Adaptation and Measuring Development (TAMD), a conceptual framework developed and tested by IIED in different Least Developed Countries (LDCs), provides an effective foundation for development of a national M&E system.

### Building a national M&E framework for climate change responses

In Cambodia, the development of a national-level framework for the M&E of climate change responses is being led by the Climate Change Department of the Ministry of Environment, in its capacity as Secretariat of the National Climate Change Committee, with support from the Cambodia Climate Change Alliance.<sup>3</sup>

To ensure that adaptation and development progress in unison, the Cambodian government has partnered with IIED to use its Tracking Adaptation and Measuring Development (TAMD)<sup>4,5</sup> approach to facilitate the national indicator framework for M&E.<sup>6</sup> The framework evaluates the success of climate change responses by combining how widely and how well countries or institutions manage climate risks (Track 1) and how successful adaptation actions are in reducing climate vulnerability and in keeping development on course (Track 2). This 'twin track' approach tracks these two interrelated and complementary domains using two categories of indicators:

**Upstream Track 1 indicators** show a country's readiness to manage climate risks. These indicators relate to climate change policies and institutions, mainstreaming of climate change policies into development planning, level of institutional coordination, climate integration in financing and budgeting, and strength of climate

information systems, among others.

**Downstream Track 2 indicators** follow changes in social and economic development and vulnerability to climate change within communities and ecosystems.

The information generated by indicators in both tracks is integrated using predictive narratives and the theory of change within the CCCSP to attribute interventions to outputs, outputs to outcomes, and both outputs and outcomes to longer-term impacts, thus demonstrating whether or not investments have achieved their intended results.<sup>6</sup> In this way, TAMD can explore how adaptation or adaptation-relevant interventions contribute to keeping development outcomes on course in the face of climate change.

The government of Cambodia already has a national M&E framework for assessing its development interventions. They aim to integrate the national M&E system for climate change responses into this framework. This will assist in linking and mainstreaming climate change to national development priorities and targets as set out in the National Strategic Development Plan (NSDP).

The TAMD framework provides a general conceptual approach to dealing with issues of scale and aggregation of key dimensions. When applied to the development of a national framework rather than to a specific project or programme, one of the key challenges is to establish a logical structure (or impact path) to link the various scales of response planning and implementation. For this purpose, the national framework for the M&E of climate change

Levels of climate change response planning	Scales of implementation of response actions	Categories of climate change interventions
Strategic	National	Cross sectoral
Operational (action plans)	Provincial	Sectoral
	Local (Commune)	Project level

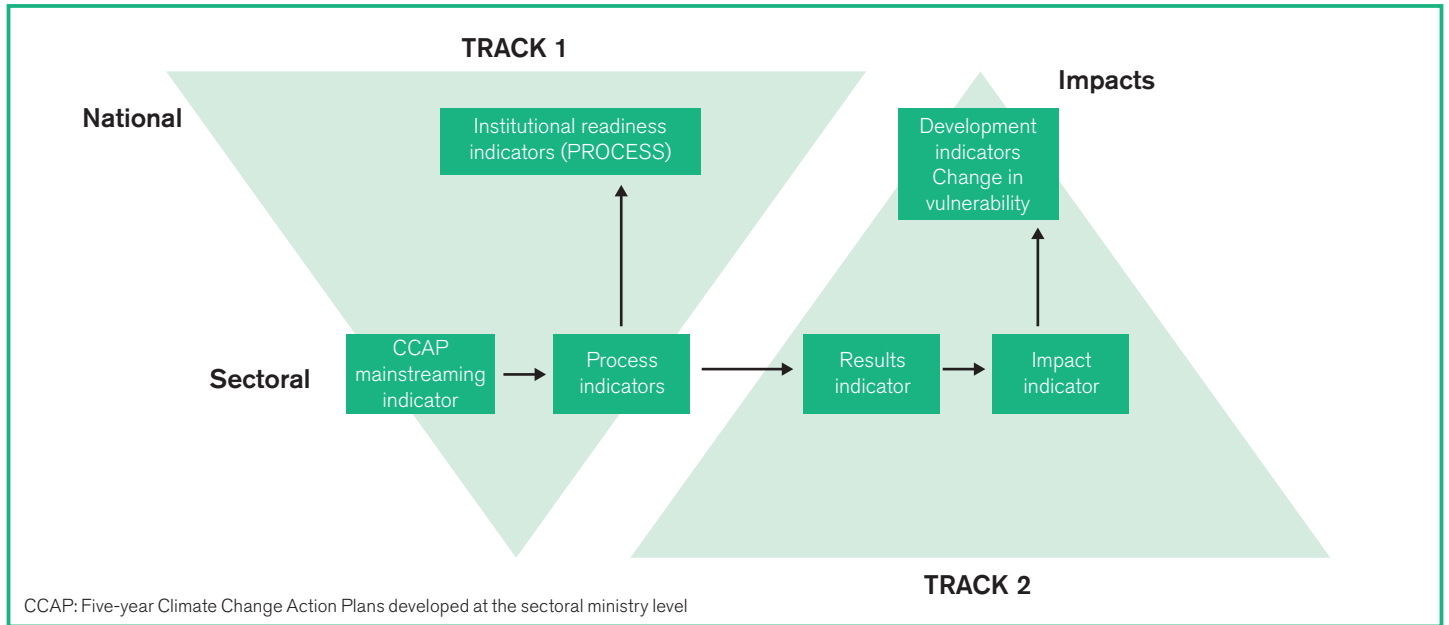
responses distinguishes between the following:<sup>6</sup>

The final framework is therefore able to document multiple layers of information. Figure 1 illustrates the national M&E pathway, as applied in the Cambodian context.

### Applying the TAMD approach at two levels

**Measuring CRM progress using a readiness ladder.** In Cambodia, the Track 1 indicators

Figure 1. The national M&E pathway as applied in the Cambodian context



comprise a core set of five crosscutting indicators that assist in understanding the extent of institutional readiness and climate risk management at the national level. These core indicators were developed in iterative stages and validated and refined at a national workshop in December 2013. A participatory focus group discussion with Ministry of Environment staff further finalised and tested the indicators.

**Indicator 1:** status of development of national policies, strategies and action plans for climate change response.

**Indicator 2:** climate integration into development planning.

**Indicator 3:** coordination.

**Indicator 4:** climate information.

**Indicator 5:** climate integration into financing.

Scorecards for each indicator were developed to establish a baseline for the current status of national climate risk management in Cambodia. These scorecards use an innovative readiness ladder approach to understand Cambodia's current position within an overall process of climate change policy and institutional development, and to illustrate progress towards milestones.

The ladder commences with the initial steps, even if they have already been completed. But progress along each ladder is not necessarily incremental or sequential. Each run in each ladder is scored using 'Yes' (2), 'No' (0) or 'Partial' (1) in response to whether or not the milestone has been met. A weighted total score (percentage) is then calculated for each of the five indicators. Narratives are also used to

Figure 2. Example of a readiness ladder (Indicator 1)

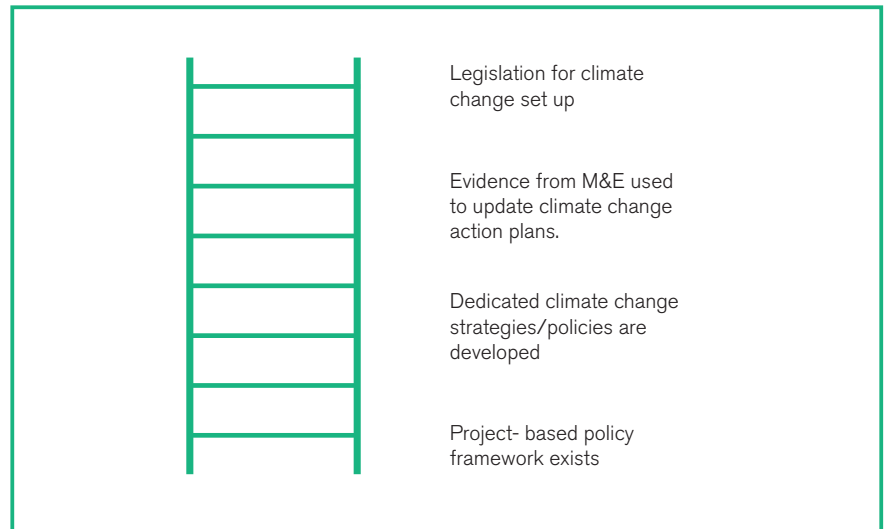
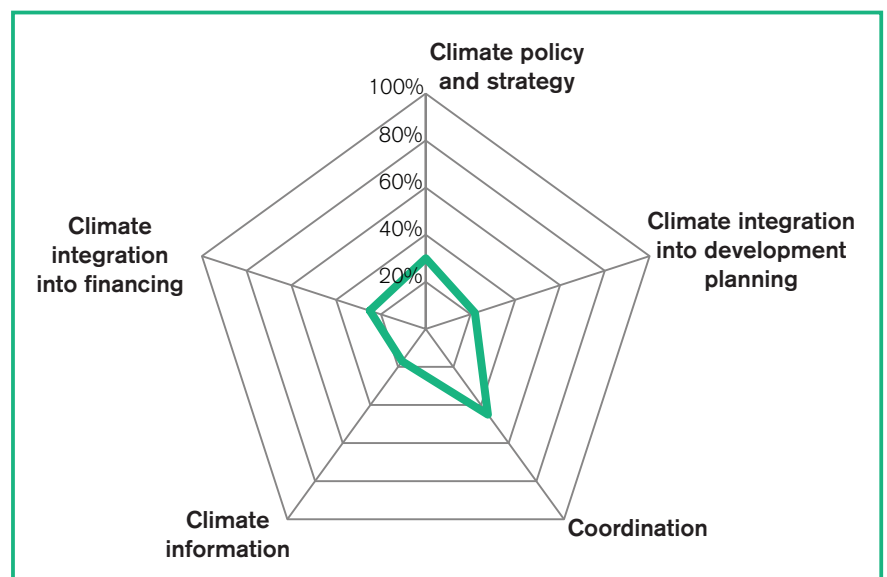


Figure 3. The current status of CRM at the national level in Cambodia using the scored results for each of the five indicators.



understand the reasoning behind the score.

An example of milestones within a readiness ladder in Figure 2, and the 2014 baseline for each indicator in Figure 3 show how Cambodia is moving from temporary project based climate policy frameworks to dedicated climate change policies and strategies along the readiness ladder. The same categorical indicators will be used to track progress at subsequent intervals (in 2018 and 2024).

**Measuring development impacts at the national level.** Evaluation under Track 2 seeks to understand changes in vulnerability and development status on the ground, aggregated at the national level. To measure these impacts, both nationally and within key sectors, Cambodia will use indicators to track the reduction in: (i) vulnerability; (ii) loss and damage; (iii) mortality from climate change; and (iv) greenhouse gas emissions.

Drawn on the principles of SMART criteria,<sup>7</sup> these indicators were identified through screening indicators already monitored in Cambodia, a literature review to survey those used in other countries, and the results of scoping work carried out by the Pilot Program on Climate Resilience.

Cambodia presently has three indices of vulnerability (disaster risk index, climate vulnerability index, vulnerability index), which are composite indices that include socioeconomic, health and business indicators. The TAMD team is helping to develop appropriate methodologies for analysing and processing existing information to produce and refine a compound vulnerability index. This is being achieved by statistically analysing the strength of correlation between predictive indicators of vulnerability and impact indicators, such as those that measure the on-ground loss and damage impacts of hazards associated with climate change. If indicators of vulnerability, resilience, and adaptive capacity are sound, they should be able to predict impact variations across populations exposed to the same hazards. These analyses help to identify the most important indicators so that they can then

be streamlined. Contextualisation by landscape type (urban/rural), hazard and geographical zones will be the next step towards a refined vulnerability index, disaggregated by hazards.

Indicators will rely on existing data and data collection systems, with the majority of regular monitoring data expected to come from the National Institute of Statistics and the National Centre for Disaster Management. Within the national M&E system, sectoral pathways will also examine climate risk management and development outcomes, which will then be aggregated at the national level for each sector.

## Conclusion

Cambodia is using TAMD to discover and define the most important indicators by using outcome indicators to test and validate predictive vulnerability or impact indicators. But using a national database for developing vulnerability indices can be a challenge, as national level indicators need further disaggregation to provide an accurate understanding of reality on the ground. The use of a readiness ladder is an innovative approach to show progress towards milestones in policy and institutional development.

As Cambodia progresses towards its strategic vision, its efforts to monitor and evaluate adaptation and development will better inform future investments. It is also pioneering an approach that can serve as an important example to many other developing countries as they develop their national M&E systems for climate change interventions.

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## Knowledge Products

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## Notes

<sup>1</sup> Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). 2013. National Monitoring and Evaluation (M&E) of Climate Change Adaptation. [https://seors.unfccc.int/seors/attachments/get\\_attachment?code=BJ4Q0MJ4L7XSLOM6LL3SPMSOOMHJAN6B](https://seors.unfccc.int/seors/attachments/get_attachment?code=BJ4Q0MJ4L7XSLOM6LL3SPMSOOMHJAN6B) / <sup>2</sup> Available at: [www.kh.undp.org/content/dam/cambodia/docs/EnvEnergy/CCCProjects/Cambodia%20climate%20change%20strategic%20plan%202014-2023.pdf](http://www.kh.undp.org/content/dam/cambodia/docs/EnvEnergy/CCCProjects/Cambodia%20climate%20change%20strategic%20plan%202014-2023.pdf) - see chapter 8. / <sup>3</sup> The Cambodia National Monitoring and Evaluation (M&E) of Climate Change Adaptation Climate Change Alliance is financed by Sweden, Denmark, the European Union and UNDP. / <sup>4</sup> Brooks, N *et al.* (2011) Tracking adaptation and measuring development. IIED. <http://pubs.iied.org/10031IIED> / <sup>5</sup> Brooks, N *et al.* (2013) An operational framework for Tracking Adaptation and Measuring Development (TAMD). IIED. <http://pubs.iied.org/10038IIED> / <sup>6</sup> Royal Government of Cambodia (2013) Draft concept note: National framework for M&E of climate change responses. / <sup>7</sup> Specific, measurable, achievable, relevant and time bound.