



CAPACITIES TO CONSERVE BIODIVERSITY AND TO RESPOND TO CLIMATE CHANGE

OUTCOME EVALUATION 2006-2010

FINAL

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UNDP CAMBODIA

ENERGY AND ENVIRONMENT

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List of Acronyms and Abbreviations

| | |
|----------------|--|
| ADB | Asian Development Bank |
| CBNRM | Community Based Natural Resource Management |
| CC | Climate Change |
| CCAI | Climate Change Adaptation Initiative (MRC) |
| CCCA | Cambodia Climate Change Alliance |
| CCD | Climate Change Dept. of Ministry of Environment |
| CDM | Clean Development Mechanism |
| D&D | Decentralization and Deconcentration |
| Danida | Danish International Development Agency |
| FAO | Food and Agriculture Organization |
| GEF | Global Environment Facility |
| GEF/SGP | Global Environment Facility - Small Grants Programme |
| GHG | Green House Gases |
| HDR | Human Development Report for Cambodia |
| HRD | Human Resources Development |
| IFAD | International Fund for Agriculture Development |
| INC | Initial National Communication to the UNFCCC |
| FA | Forest Administration |
| FIA | Fisheries Administration |
| LDCF | Least Developed Countries' Fund |
| LULUCF | Land Use, Land Use Change and Forestry (GEF) |
| MAFF | Ministry of Agriculture, Forestry and Fisheries |
| MAPCAP | Mekong Australia- Pacific Community Based Adaptation Project |
| MEF | Ministry of Economy and Finance |
| MIME | Ministry of Industry, Mine and Energy |
| MLMUPC | Ministry of Land Management, Urban Planning and Construction |
| MoE | Ministry of Environment |
| Moi | Ministry of Interior |
| MoWRAM | Ministry of Water Resource and Meteorology |
| MRD | Ministry of Rural Development |
| MRC | Mekong River Commission |
| NAP | National Action Plan for Drought & Desertification (UNCCD) |
| NAPA | National Action Plan for Adaptation (UNFCCC) |
| NCCC | National Committee on Climate Change |
| NCDD | National Committee for Decentralization and Deconcentration |
| NCDM | National Committee for Disaster Management |
| NEAP | National Environmental Action Plan |
| NGO | Non-Government Organization |
| NRM | Natural Resources Management |
| NSDP | National Sustainable Development Plan |
| PPCR | Pilot Programme for Climate Resilience |
| RECOFTC | Regional Community Forestry Training Center |
| REDD | Reducing Emissions from Deforestation and Degradation |
| RGC | Royal Government of Cambodia |
| SCCF | Special Climate Change Fund |
| SFM | Sustainable Forest Management |
| SGP | Small Grants Programme |
| Sida | Swedish International Development Agency |
| SNC | Second National Communication (UNFCCC) |
| SNDD | Subnational Democratic Development |
| TWG | Technical Working Group |
| UNCCD | United Nations Convention to Combat Desertification |
| UNCDF | United Nations Capital Development Fund |
| UNDAF | United Nations Development Assistance Framework |
| UNFCCC | United Nations Framework Convention on Climate Change |
| UNREDD | UN Reducing Emissions from Deforestation and Degradation |
| WB | World Bank |

Executive Summary

An outcome evaluation assesses **how and why a development outcome is or is not being achieved**, and the **role that UNDP has played**.

UNDP's country programme outcome under evaluation is defined as: "**National and local authorities and communities are better able to conserve biodiversity and respond to climate change**".

Between 2006 and 2009, UNDP has spent **6.8 million USD** on achieving this outcome. More than **three quarters** of the funds were spent on conserving **biodiversity** (5.2 million USD), the remaining quarter on climate change.

Are national and local authorities and communities now better able to conserve biodiversity than in 2005?

The **capacity** of national and local authorities and communities to conserve biodiversity was **enhanced** during the period of 2006 – 2010. Measurable progress was made from the baseline, most notably the **improved management** of several protected areas and the **expansion of community-based, pro-conservation development**.

- The **capacity of national authorities** has gained significantly over the past five years due to improved enabling structures for both biodiversity conservation and climate change management.
- The **capacity of local authorities** to engage in biodiversity conservation was advanced through policy improvements, training programs, and the provision of equipment.
- The **capacity of communities** to participate and benefit from conservation increased precipitously over the last five years due to support for community-based management of forest, wildlife, and fisheries resources.

In spite of good efforts and progress made during the evaluated period, the capacities of national and local authorities and communities to conserve biodiversity did not keep pace with the **overwhelming challenges** generated by Cambodia's rapid social and economic changes. Most gains achieved remain **geographically limited and fragile**.

Many **protected areas** managed by the Ministry of Environment and the Ministry of Agriculture, Forestry and Fisheries are arguably **better conserved now** than five years past. Some community projects seem to be gaining traction. However, across nearly all other landscapes **biodiversity faces considerable risks**. Cambodia's fantastic national biological treasures continue to be depleted and gradually relegated to disconnected habitat islands. The security of the nation's fundamental ecosystem services is increasingly vulnerable and sustainable economic growth options are evaporating.

This situation is not necessarily a failure of **UNDP programming**. The effectiveness of many projects could have been improved as several project evaluations noted. There is also an on-going need to enhance the technical and implementation support capacity of UNDP's staff. However, the organization's overall contributions were **strategic and important**. This was particularly the case on the local and community levels. The simple fact is that over the last five years conservation did not benefit from adequate national level investment and was crushed by more powerful social forces.

Alleviating this destructive trend will require **continued donor support for fieldwork** so that the few remaining biodiversity strongholds are protected. Abandoning field sites before sufficient local management capacities exist will likely result in the loss of even more of the world's unrecoverable biological wealth.

Ultimately, the **national government** must **lead** if conservation is to succeed. Fieldwork should be complimented by programming that **accelerates the capacity of national authorities** to implement strategic, integrated and informed decision-making. This should reflect best international principles and practices, including landscape level approaches complimented by improved monitoring and reporting. National authorities must be equipped with better tools and motivation to balance development desires with conservation needs. Efforts on all levels should focus upon establishing pathways for sustained, transparent and sufficient conservation financing ultimately derived from national sources.

Are national and local authorities and communities now better able to respond to climate change than in 2005?

- Compared to 2005, **national authorities** are now much better able to respond to climate change with regard to their organizational capacity (NCCC, CCCA, CCD). They are somewhat better able to respond on the policy level (integrating climate change into sector policies and programmes) and individual level (training to government staff).
- There has not yet been significant development of the capacity of **local authorities** to address climate change, although the awareness and commitment to do so has been established.
- Capacity development of **communities** has been modest and dispersed, with a focus on promoting sustainable livelihoods that include some resilience to climate change.

For the future, it is suggested that UNDP establishes a **programmatic framework** to guide climate change development assistance, develops a **unified UNDP approach** that draws in other UN agencies, enhances the **involvement of sector Technical Working Groups**, promotes a more **rigorous capacity development**, and jointly addresses the integration of climate change into **subnational development**.

Introduction

As part of UNDP's efforts to manage for development results, UNDP Cambodia decided to undertake an evaluation of one out of five **UNDP Country Programme Outcomes** for 2006-2010.

An **outcome evaluation** assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played.

This evaluation focuses on **capacities of national and local authorities and communities to conserve biodiversity and to respond to climate change**.¹

To do that, this evaluation seeks answers to four key questions:²

1. Are **national and local authorities and communities** now better **able** to conserve **biodiversity** and respond to **climate change** than in **2005**?
2. What are the most relevant **factors** which affect the ability of national and local authorities and communities to conserve biodiversity and respond to climate change since 2005?
3. What has **UNDP contributed** to enhancing the capacities of national and local authorities and communities since 2005?
4. Did UNDP strategically engage with the **right partners** to enhance capacities since 2005?

The outcome evaluation team used three methods to answer the key questions based on evidence:

| TOOL | METHOD | TYPE OF INFORMATION |
|---|--|---------------------|
| Documentation review (evaluations, reviews, reports, etc.) | Desk review | secondary |
| Self-assessment of stakeholders (Government, projects, NGOs, UNDP) | Semi-structured interviews with key informants; focus groups | primary |
| Expert interviews | Semi-structured interviews with key informants; focus groups | primary |

¹ The present formulation is an amendment of the original CPAP outcome ('Increased participation of civil society and citizens in decision making for the development, implementation and monitoring of public policies')

² The core chapters of the evaluation report are organized according to these key questions.

The evaluation team analysed changes in the capacity of national and local authorities and communities to conserve biodiversity and respond to climate change, using three key dimensions (following UNDP's approach to capacity development): **policies, organizations and individuals.**³

| LEVEL OF ANALYSIS | PERSPECTIVES ON CAPACITY | | |
|-------------------------|---|---|---|
| | Policies | Organizations | Individual |
| 1. National authorities | <ul style="list-style-type: none"> ■ policies ■ legislation | <ul style="list-style-type: none"> ■ organizational changes | <ul style="list-style-type: none"> ■ awareness |
| 2. Local authorities | <ul style="list-style-type: none"> ■ directives | <ul style="list-style-type: none"> ■ inter-agency coordination | <ul style="list-style-type: none"> ■ knowledge and skills |
| 3. Communities | <ul style="list-style-type: none"> ■ program strategies | <ul style="list-style-type: none"> ■ technical systems | <ul style="list-style-type: none"> ■ application of skills ■ sustainability |

The **outcome evaluation team** consisted of Mr. Alan Ferguson (Climate Change Specialist), Mark Johnstad (Biodiversity Specialist), Rany Pen (UNDP Cambodia), Kong Vutheary (National Coordinator), and Thomas Winderl (team leader). The evaluation team conducted semi-structured and focus group interviews as well as limited field visits in June 2010 in Cambodia.

It is expected that UNDP will consider the findings of this evaluation into its **new country programme 2011-2015**.

³ see e.g. Measuring Capacity, UNDP, July 2010

Development Context

1. BIODIVERSITY CONSERVATION CONTEXT

Cambodia remains one of the world's richest countries in terms of species. However, over the last five years, Cambodia experienced a period of extreme and largely positive **social change**. Rapid economic advances were not accompanied by commensurate improvements in conservation capacity. As a result, poorly regulated development continues to drive an alarmingly high **loss of valuable biological resources and associated ecosystem services**. Although the extent of this loss is not fully understood, the rate is signalled by the recent extirpation of globally significant species such as tigers and the suspected decline of indicator species such as Mekong catfish. Many fear that as major development plans are realized, Cambodia's biological resources will be further depleted.

While the economic landscape is shifting, a majority of Cambodia's citizens continue to be financially **dependent upon natural resources**. Agriculture, fisheries, tourism, and forestry are important to Cambodia's economy. Fresh and saltwater fisheries stocks are vital sources of nutrition. This makes biodiversity conservation a critical element of the country's overall political, social and economic security.

The **Ministry of Environment** (MoE) and The **Ministry of Agriculture, Forestry and Fisheries** (MAFF) are legally responsible for most aspects of biodiversity conservation. The MoE is charged with managing twenty-three major protected areas, monitoring development through environmental impact assessments and implementing many relevant international agreements, e.g. the Ramsar Convention and the Convention on Biodiversity. The much larger MAFF oversees a broad range of natural resource activity, including the protection and use of forest and fishery resources across a variety of landscapes. Both national ministries work through their regional and local staff to bolster conservation efforts.

MoE manages more than 3 million hectares as protected areas. MAFF manages an additional 4.2 million hectares of protected forests and more than 25,000 hectares as fish sanctuaries. In total, this represents approximately 40% of Cambodia's total 18 million hectares. Thanks to the concerted efforts of NGOs, donors, government, and communities, a few protected areas are emerging as models for biodiversity conservation that advance human welfare. The rate of loss for some species has declined within at least a few protected areas that enjoyed continuous international financial and technical support throughout the evaluated period.⁴ However, several protected areas were described as little more than paper parks. Outside of protected areas, biodiversity loss is suspected to be quite high. As a result, even successful protected areas are likely becoming isolated habitat islands surrounded by ecologically devastating resource use practices.

The nation has a laudable goal of maintaining 60% of its territory under forest cover. Most professionals interviewed during the evaluation seemed to agree that the rate

⁴ "Large Mammal Surveys in Preah Vihear Protected Forest, Cambodia 2006-2009: Summary Report," Hugo Rainey, Tom Clements, Tan Setha, Thong Sokha, Rours Vann & Martin Tyson, Wildlife Conservation Society and Forestry Administration April 2010.

of deforestation has lessened. The MAFF and FAO estimate that “(f)orest cover between 2002 and 2006 declined from 61% to 59%. This means that forest area lost 2% of the total land area. The 2% decline in forest cover represents an estimated loss of 373,510 hectares of forest.”⁵ FAO’s 2010 Global Forest Resources Assessment shows Cambodia as having no measurable loss of primary forest in the last five years based on nationally reported data.⁶

The country is working to create meaningful incentives for **communities** to engage in conservation. Nearly four hundred community organizations are actively engaged in conservation and sustainable use initiatives. Hundreds of training programs have been conducted for national, regional and local stakeholders covering topics such as sustainable livelihood development, community participation, and biodiversity monitoring and law enforcement.

All of these factors combine to create a very **complex and challenging biodiversity conservation setting**. Government, donors, Non-Governmental Organizations (NGOs) and Community-Based Organizations (CBOs) have made many useful investments in biodiversity conservation and progress is occurring, e.g., several conservation laws and policies have been adopted. However, success is hampered by relatively low human resource capacity and national financial commitment. If current trends continue, the loss of much needed biological wealth, ecosystem services and pro-conservation poverty alleviation opportunities will likely exacerbate the nation’s numerous economic and social vulnerabilities.

2. CLIMATE CHANGE CONTEXT

Cambodia’s vulnerability to climate change is related to its **agrarian characteristics**, its **geographic exposure** to climatic events, the **poor infrastructure** and the generally **low capacity of institutions**. Floods and droughts are recognised as one of the main contributors to poverty. Climatic variations are anticipated to further increase the severity and frequency of flood and drought events with lowland areas more affected than highland areas.

The 2008 climate change profile for Cambodia projected that the mean annual **temperature** will increase by 0.7 to 2.7°C by the 2060s, and a further 1.4 to 4.3 degrees by the 2090s.⁷ **Rainfall** is expected to increase in June-August and September-November, and decrease in the dry season (December-February). The proportion of total rainfall that falls in heavy rainstorms is projected to increase. **Sea levels** will increase up to 70 cm by the end of the century, according to a recent report.⁸

Four areas have been identified as **particularly vulnerable** to climate change:

- The **North East** is an upland area, heavily forested but increasingly degraded with land use becoming dominated by large-scale plantation forests (rubber, cassava), land concessions for mining, and river systems of the Mekong

⁵ Cambodia Forestry Outlook Study; Asia-Pacific Forestry Sector Outlook Study II Working Paper Series; Working Paper No. APFSOS II/ WP/ 2010/ 32 by The Forestry Administration, Phnom Penh, Food and Agriculture Organization of the United Nations Regional Office for Asia and the Pacific, Bangkok, 2010.

⁶ “766,000 hectares (1990), 456,000 ha (2000) 322,000 (2005) and 322,000 (2010)” Global Forest Resources Assessment 2010, Main Report, FAO Forestry Paper, 163, Rome 2010 at page 257.

⁷ McSweeney et al., UNDP Climate Change Country Profiles, Cambodia, 2008.

⁸ National Forestry Programme, 2010, p. 52.

mainstream being targeted for hydropower development both within Cambodia and the upstream countries of Lao PDR and Viet Nam.

- The **Tonle Sap** supports the heart of the Cambodian capture fishery and is dependent on the hydrological flow, sediment load, and flooded forest and floodplain habitats. Anticipated changes in water regimes and rainfall patterns constitute the main climate change threats.
- **Low-lying** areas of the Mekong Delta are the main rice production areas of the country and are most vulnerable to floods and droughts that are predicted to intensify as a result of climate change.
- **Coastal areas** and **near shore fisheries** are vulnerable to sea level changes and potential impacts of storms, exacerbated by the clearance of mangrove forests and by poorly planned coastal zone development.⁹

Cambodia ratified the **United Nations Framework Convention on Climate Change** (UNFCCC) in 1995 and acceded to the **Kyoto Protocol** in 2002. The commitments to UNFCCC are currently conveyed in two documents:

- **National Adaptation Programme of Action to Climate Change:** In 2006, the Royal Government of Cambodia endorsed the National Plan of Action for Adaptation (NAPA), which identified 39 adaptation project concepts (with a total budget of US\$196.35 million) in four sectors: agriculture, water resources, coastal zone and human health. The NAPA also identified various key issues affecting adaptation along with 20 proposed high priority projects.¹⁰
- **Second National Communication:** In 2002, Cambodia provided its Initial Communication to the UNFCCC. The Second National Communication (SNC), to be finalized this year, incorporates a technical analysis of greenhouse gas emissions and climate change vulnerability and adaptation, and will strengthen Cambodia's ability to integrate climate change concerns into its development planning.

CONTEXT: GENDER, BIODIVERSITY AND CLIMATE CHANGE

80% of Cambodians live in rural areas. Agriculture, hunting and forestry provide **employment** to 54.3% of Cambodian men and 56.8% of women. Fisheries provide employment to 7.1% of men and 2.4% of women in rural areas.*

1% of farmers receive **agricultural** extension service, of whom only a tenth are women. Moreover, these services are designed for the literate, which serves to disadvantage the women: 33% of rural women are illiterate, compared to 22% of rural men.**

While rural poor men and women heavily depend on **forest** resources, they do so in different ways. About 80% of rural women living in forest areas depend on non-timber forest products for family food and for trading. In the forestry sector, women are generally underrepresented in decision-making bodies at national, sub-national and community levels, and very few women participate in decision making processes. The non-timber aspects of forest management are therefore given insufficient attention.

Women are only partially involved in the **fishing** sector. However, they often work in post-harvest, including processing and trading. Again, women are generally underrepresented both at community level and as government staff.

* CSEC, 2003-2004

** MoP GMAP, 2010

⁹ UNCDF, Local Development Outlook Cambodia, 2010

¹⁰ Royal Government of Cambodia, NAPA, 2008, p. 4-5.

Findings and Conclusions

1. STATUS OF THE OUTCOME

Chapter 1 describes and analyzes the **current status of the outcome compared to the beginning of the current UNDP country programme in 2005**.

More concretely, this chapter attempts to answer the following **question**:

Are national and local authorities and communities now better able to conserve biodiversity and respond to climate change than in 2005?¹¹

4.1. Capacity to Conserve Biodiversity

Progress is being made, especially if one considers the level of conservation capacity that existed in Cambodia five to ten years ago. For instance, national and local authorities and communities now have the opportunity to operate in a significantly improved policy environment compared to 2005. However, most concerned individuals and organizations are highly frustrated by the slow rate of capacity development relative to the rapid economic and social changes. Unfortunately, the organizational and individual capacities have only somewhat improved over the same period:¹²

- The capacity of **national authorities** has advanced over the past five years. Training programs were implemented. Numerous laws and policies were adopted to clarify biodiversity conservation roles and responsibilities. Effective implementation, however, continues to be challenged by issues such as inadequate national investment, coordination, and strategic planning. The country still lacks a comprehensive national policy and implementation strategy for biodiversity conservation that applies to both protected and productive landscapes.
- The capacity of **local authorities** to engage in biodiversity conservation was advanced through policy improvements, training programs, and the provision of equipment. These improvements were somewhat limited to locations that received consistent and targeted international donor and NGO support for conservation capacity building.

¹¹ Gender is not explicitly referred to in the outcome formulation. UNDP reflected gender concerns by including one gender-specific indicator during a Country Programme mid-term review in 2008 ("number of Ministry plans which explicitly recognise the link between climate and gender").

¹² To determine movement towards the outcome, the evaluators conducted a rapid assessment of national and local authority and community capacity on three levels: policy, organization, and individual. Literally hundreds of natural resource management programs were implemented in Cambodia over the recent past supported by government, NGOs and donors. Most had some biodiversity conservation capacity building component. The evaluation is only able to provide a very brief summary of progress.

- The capacity of **communities** to participate and benefit from conservation increased over the last five years due to support for community-based management of forest, wildlife, and fisheries resources. The long-term conservation impacts of these initiatives are not yet secured and will require continued and substantial support from government, donors, and NGOs.

The Outcome achievements can be qualitatively rated as follows:

| | Policy level | Organizational level | Individual level |
|---|--|---|---|
| Are national authorities better able to conserve biodiversity? | Much improved – laws and policies adopted for fisheries, forests, and protected areas, but the effect is still limited by lack of comprehensive national biodiversity conservation policy | Somewhat improved – individual ministries improved, but coordination of national approaches between ministries continues to be limited | Somewhat improved – many government staff have improved knowledge and awareness of conservation issues |
| Are local authorities better able to conserve biodiversity? | Much improved – laws and policies adopted for fisheries, forests, and protected areas. Still limited by lack of comprehensive national and/or local biodiversity conservation policy | Somewhat improved – coordination and effort more strategic, but limited to protected areas and locations with international investment | Somewhat improved – many government staff improving knowledge and awareness of conservation issues, but limited to protected areas and locations with international investment |
| Are communities now better able to conserve biodiversity? | Much improved – several laws and policies adopted to clarify authority of local communities to engage in conservation | Somewhat improved – much better organizational skills and knowledge, but geographic scope is limited | Somewhat improved – several stakeholders benefit from skills, knowledge and opportunities, but geographic scope is limited |

A) THE CAPACITY OF NATIONAL AUTHORITIES¹³

- The **enabling environment** for national authorities was strengthened by the adoption of several major pieces of legislation and complimentary policies, including: Law on Fisheries (2006) and planning framework (draft); the Protected Area Law (2008); National Forest Programme (2009) (based upon the Forest Law of 2002); and, environmental and social safeguards attached to the commune/sangkat fund (NCDD 2009). Work on key strategies such as the National Action Plan for Sustainable Land Management was initiated. The national enabling environment, although not perfect, is a step in the right direction and hopefully indicates growing national commitment. The existing national legal framework and any associated implementation efforts remain focused primarily upon conserving biodiversity within protected areas. An immediate need exists to adopt a program describing the implementation process of the Protected Area Law and there appears to be some movement on this. The enabling environment does not adequately address biodiversity concerns within productive landscapes. National policies should support the implementation of integrated biodiversity conservation objectives inclusive of

¹³ The primary national authorities of concern are the Ministry of Environment, the Ministry of Agriculture, Forestry and Fisheries, the Ministry of Tourism, the Ministry of Rural Development and the Ministry of Woman Affairs.

all jurisdictions and landscapes. Meaningful safeguards should exist to make certain biodiversity conservation is adequately addressed within more general natural resource, water and land use planning and management. The regulatory requirements for species (flora and fauna) monitoring, listing and recovery procedures should be strengthened. Both the biodiversity conservation strategy and national conservation act should be updated.

- The **organizational** capacity of national authorities to conserve biodiversity resources improved, but remains severely limited by fundamental challenges such as sectoral approaches, institutional rivalries, poor coordination of monitoring, enforcement and information management. Although precise numbers are not available, national budget allocations for conservation programming appear inadequate. The two organizations immediately responsible for resource management across a vast amount of Cambodia's territory, the MAFF's Forest Administration (FA) and the MoE's General Department for Administration of Nature Conservation and Protection, are unable to recruit and retain the human resources required to satisfactorily implement their responsibilities. However, nearly all sources reported that the ability of critical national authorities to identify, enforce, and strategically plan for conservation needs progressed over the past five years. There were several capacity improvements over the evaluated period that indicate positive trends. The MAFF recognized the national value of fisheries in 2009 by establishing and staffing the Department of Fisheries Conservation at the Fisheries Administration (FiA). The MoE Community-based Natural Resource Management (CBNRM) Unit was created in 1996 and has grown from an original staff of 5 to more than 75. Motivated in part by the success of community-based conservation, the MoE elevated the agency's status from "unit" to "department" in 2008.
- The **individual capacity** of national authorities grew over the evaluated period. Individuals benefitted from numerous training programs. This included informal training provided by a host of projects as well as formal degree programs supported through institutions such as the Royal University of Agriculture and the Centre for Biodiversity Conservation at the Royal University of Phnom Penh. This latter program is an innovative and promising concept. Commenced in 2005, the program incorporates national and international lecturers while providing students with opportunities to engage in field studies throughout Cambodia. According to FFI, the program's primary benefactor, over 50 post-graduate students have enrolled in the program to date. International NGOs, MAFF, MoE and several educational institutions now employ program graduates. Numerous MoE and MAFF staff also successfully completed advanced degrees at international universities, and returned to continue working for these national authorities. Although more training opportunities are required and government salary levels substantially impede recruitment and retention, the individual capacity of national authorities is gradually improving as trained individuals enter and advance within the system.

The need to build the capacity and commitment of national authorities to **strategically coordinate biodiversity conservation activity across all landscapes is a persisting challenge.**

Financial capacity continues to be a severely limiting factor, including the need to greatly improve pathways for both the generation and investment of national revenue for biodiversity conservation.

B) THE CAPACITY OF LOCAL AUTHORITIES¹⁴

- Most capacity gains relevant to **policies** for local authorities were the result of the series of national laws and policies described above. This body of legislation and associated programs and policies significantly helped to clarify the biodiversity conservation roles and responsibilities of local authorities, particularly regarding support for community-based programming. Effective implementation seems to be somewhat limited to locations benefitting from international investment and presence.
- The **organizational capacity** of local authorities has somewhat improved. These authorities benefitted from dozens of initiatives directly and indirectly related to biodiversity conservation that resulted in capacity improvements. Local authority support for community-based conservation is a highlight achievement. Cooperation between local authorities, CBOs, commune authorities and other local stakeholders increased. Management partnerships between communities and local authorities for fisheries, tourism, forestry, and wildlife conservation evolved. Community conservation concerns now seem to inform the local decision-making, planning and investment process e.g., during the annual integration workshops. Although the proportion of community proposals remains limited and the process is still too slow for some sources, the average approval time required for community-managed areas has improved. At the strategic and coordinated landscape level, national effectiveness is constrained, which hinders local authority capacity, but to a less pronounced degree. Unfortunately, local authority capacity gains were severely restricted by financial challenges. Capacity gains were limited primarily to the handful of protected areas benefitting from continuous international conservation investment. As a result, capacity building improvements over the last five years were not broad based and/or up-scaled but limited to project sites. Within investment locations, local authority advances were significant. These protected areas now enjoy improved infrastructure and equipment to conduct conservation tasks. Numerous protected areas have clearly delineated boundaries and management plans where none existed five years ago. Investment locations such as CALM have rapid response and enforcement mechanisms, including greater cooperation with police and military. Biodiversity monitoring may improve with progress towards rigorous Management Information Systems.
- The **individual capacities** within local authorities have somewhat increased. Hundreds of individuals including governors, extension officers, community development experts, protected area managers, foresters and rangers have gained from a host of training programs to enhance awareness of biodiversity conservation concepts and abilities to integrate these within tasks. More than two hundred rangers received various types of conservation training during the evaluated period, from dozens of projects. Hundreds of monitoring and enforcement patrols were conducted with the technical support of international experts that helped transfer knowledge to military, police, MAFF, and MoE staff. Training of trainer programs for community development staff and the creation of information materials by numerous projects amplified the impact of capacity improvements. The results of these capacity building efforts certainly contributed to achievement of the outcome. However

¹⁴ The primary local authorities of concern include the Provincial and District Government offices, the Executive Committees for Rural Development; Provincial Rural Development Committees, and the Provincial and District departments representing relevant national agencies including protected area administrations.

impacts are suppressed by salary and payment schemes that do not provide adequate compensation or motivation to exercise improved skills. This is particularly a problem for local authority field staff that are paid the least, yet are responsible for the front-lines of conservation.

Persistent challenges include the need to assist local authorities to build the capacities necessary to coordinate, upscale and implement integrated biodiversity conservation strategies across jurisdictional lines. This includes providing support for replication of community-based conservation successes. Local authorities also need sustainable financing and a stronger ability to integrate biodiversity conservation within strategic plans for all sectors.

C) THE CAPACITY OF COMMUNITIES¹⁵

- The **policy** environment for local communities improved over the past five years. Communities have benefitted from national laws that create much greater opportunities to be actively engaged in the conservation process and decision-making. Several policies specific to communities were adopted including the National Forest Programme (2009), MAFF Community Forestry Guidelines (2006), Community Fisheries Sub-Decree (2005), The Royal Decree on Community Fishery Creation and the Sub-Decree on Community Fishery Management.
- The **organizational** capacity of communities to conserve biodiversity is a highlight achievement. Capacity building efforts have benefited commune level governance, community-based organizations, and individuals. Hundreds of communities are at various stages of securing community management rights for protected areas, forests, and fisheries. Community Forestry initiatives are either under development or legally established across 420 sites and covering around 400,000 hectares of forest with many more potentially coming on-line.¹⁶ The MAFF alone is committed to putting at least 2 million hectares of forests under community management. Hundreds of communities participated in environmental awareness and decision-making training programs. Techniques for conflict resolution were demonstrated, including partnerships between community resource management committees and commune councils. Local land use planning is moving forward, with communities organized and participating in boundary demarcation and mapping exercises. Most importantly, many communities are now better able to identify and plan for both biodiversity conservation and pro-conservation development. Although again limited to areas with international conservation investment, several local level institutions are conducting formal business planning in order to define cost-sharing, revenue generation, and benefit distribution schemes. The results of community level organizational capacity improvements are beginning to show very positive impacts, including reduced resource use conflicts and monetary returns from pro-conservation economic development, e.g. tourism and wildlife-friendly Ibis rice, honey and medicinal plant collection.

¹⁵ The primary community stakeholders include local governance agencies (e.g., Commune Development Committees, Community Protected and Forest Areas Committees) as well as individual resource users.

¹⁶ "Review of Community Forestry and Community Fisheries in Cambodia", Report prepared for the Natural Resource Management and Livelihoods Programme. Tom Blomley, Prom Tola, Mam Kosal, Eam Dyna and Mark Dubois. March 2010.

- The **individual** capacity of community members has continued to increase significantly. This includes scores of schools benefitting from environmental education programming and dozens of resource users benefitting from pro-conservation livelihood programs. In several areas, community members are active participants in biodiversity monitoring efforts. In some instances, local religious leaders were engaged in biodiversity conservation training.

Persistent challenges include promoting the capacity of communities to address opportunistic and sometimes quasi-legal developments in or near community areas. These events are often driven from outside the community and limit both sustainable livelihood options and the effectiveness of community conservation efforts. Community-based initiatives, although largely positive, are far from having the capacity required to survive and deliver meaningful conservation benefits without outside technical and financial support.

4.2. Capacity to Respond to Climate Change

Overall, there is evidence of increased capacity to respond to climate change among national authorities, but limited evidence of capacity increase among local authorities and communities:

- Compared to 2005, **national authorities** are now *much* better able to respond to climate change with regard to their *organizational* capacity (NCCC, CCD) and support from CCCA partners. They are somewhat better able to respond on the *policy* level (climate change integrated into sector policies and programmes) and *individual* level (training to government staff).
- While the individual capacities of **local authorities** to address climate change are somewhat better due to training on Natural Resource Management/Climate Change analysis provided by the NCDD at certain locations, the capacity of local authorities has not increased significantly on the policy and organizational level compared to 2005. However, the awareness and commitment to respond to climate change has been largely established.
- Capacity development of **communities** has been modest and dispersed, with a focus on promoting sustainable livelihoods that include some resilience to climate change. Communities are somewhat better able to respond to climate change with regard to their organizational level (e.g. NGO Climate Change Network) and individual level (greater awareness of vulnerability and adaption). There are, however, few policy level commitments towards community-based action on climate change, which depend on decentralization and local governance capacity building programmes.

Overview of changes in capacity to respond to climate change

| | Policy level | Organizational level | Individual level |
|--|---|---|--|
| Are national authorities now better able to respond to climate change than in 2005? | Somewhat better climate change integrated into sector policies/programmes | Much better CCD, CCCA partnership and inter-ministerial work groups established | Somewhat better climate change training provided to government staff |
| Are local authorities now better able to respond to climate change than in 2005? | Not better awaiting D&D reforms to assist climate change responses | Not better requires sub-national government capacity development | Somewhat better some NCDD training provided on NRM/CC analysis |
| Are communities now better able to respond to climate change than in 2005? | Not better few incentives or means for climate change action | Somewhat better NGO Climate Network developed and awareness of issues enhanced | Somewhat better greater awareness of vulnerability/adaptation |

a) THE CAPACITY OF NATIONAL AUTHORITIES

There has been **significant development** in the capacity of national authorities to respond to and manage climate change in the past five years:

- Progress has been dominated by the set-up of the **National Committee on Climate Change** (NCCC), established by sub-decree in April 2006. The NCCC has a mandate to prepare, coordinate and monitor the implementation of policies, strategies, legal instruments, plans and programmes of the Royal Government to address climate change issues. The NCCC met ten times in the past year, extensively preparing Cambodia's position for the UNFCCC Conference of the Parties in Copenhagen and leading first national forum on climate change.
- The government has established a national programme structure principally through the **Cambodia Climate Change Alliance** (CCCA) which has three aims: (1) national policy making, (2) knowledge and learning platform, and (3) improved access to financial and technical resources.
- The Cambodia Climate Change Alliance provides a unified engagement point for development partners, and a multi-donor financial facility, the **Cambodia Climate Change Alliance Trust Fund**, which provides grants for a number of projects and programmes.¹⁷
- In 2009, the Cambodian Climate Change Office (within the Dept. of Planning and Legal Affairs) was upgraded to the **Climate Change Department** (CCD) of the Ministry of Environment. The staff has increased from 6 to 15 in the past year, with active involvement in UNFCCC compliance. An informal inter-ministerial climate change team has been meeting and this may lead to a more formal task force.
- Progress is also being made in preparation for Cambodia's involvement in **Reducing Emissions from Deforestation and Degradation** (UNREDD). The *inter-ministry REDD+ Taskforce* was established in January 2010, with a mandate to develop the Cambodia REDD+ Roadmap. The REDD+ Taskforce is expected to be replaced by more permanent National REDD+ management arrangements at the end of the Roadmap process.¹⁸

In addition, a number of additional activities over the past years suggest that national capacities to respond to climate change have increased:

- The Ministry of Health has a team working with WHO on a National Action Plan for Climate Change and Health.

¹⁷ The *Pilot Programme for Climate Resilience* (PPCR), currently under development, plans to provide large scale investment funding in climate change resilience. GEF funding includes two approved projects, in agriculture – *Climate Resilient Water Resource Management* (MAFF/IFAD/ UNDP) which aims to reduce farmer and farm household vulnerability to climate variability and climate change; and in forestry – *Strengthening Sustainable Forest Management* (MAFF/MoE /MIME/UNDP) which aims to reduce CO₂ emissions nationally through adoption of improved cooking stoves. CCCA and LDCF will also fund a proposed coastal adaptation project (UNEP/NCCC). The UNCDF is also proposing programme funding for low carbon, green growth development. A range of small projects are also being administered by UNDP SGP (UNDP/GEF/AusAid).

¹⁸ The Taskforce is primarily composed of technical officials, chaired by Forestry Administration (MAFF), with the CCD and Department of National Parks of the Ministry of Environment and the Ministry of Land Management, Urban Planning and Construction. The Clinton Climate Initiative and RECOFTC (the Regional Community Forestry Training Center) serve as civil society representatives on the REDD+ Taskforce. Development partners are represented by UNDP/WCS and FAO.

- The Ministry of Water Resources has a cooperation project with JICA on improving river basin management.
- The National Mekong River Commission is undertaking a climate change adaptation project and a flood management and mitigation programme.
- The *Mekong Climate Change and Adaptation Initiative (CCAI)*, established in 2008 with support from AusAid, is engaged in capacity building.¹⁹
- Cambodia has also been active in the Clean Development Mechanism (CDM): since 2006, six mitigation projects have been approved.

While there has been good progress in establishing the *enabling environment* for climate change response, **major gaps** remain, most notably: the **lack of coherent climate change policy**, the **limited inter-agency mechanisms** to address climate change, and the **absence of an overall framework for climate change programming and cooperation** (including implementation strategies for NAPA and SNC). With regard to organizational capacity, the key structures have been established but it is too early to determine if they are acquiring sufficient capacity.²⁰ Government staff development has been undertaken but no training or capacity development plans or assessments were available to the evaluation team. Sustainability is also likely to be an issue due to high staff turnover and uncertainties about salary supplements.

b) THE CAPACITY OF LOCAL AUTHORITIES

Provincial, district and commune/sangkat authorities have made relatively **little progress** to date in directly expanding capacity to respond to climate change. The main reasons for this are presented in Section 2. Most of the capacity development has been provided by the National Committee for Decentralisation and Deconcentration (NCDD) and focused on introducing natural resources management into local development plans and budgets. Guidelines, technical advice and training have been provided (with Danida funding) to subnational authorities. Further support for this programme is being planned by Danida, and Sida plans next year to support climate change under the Subnational Democratic Development (SNDD) programme.

The *Climate Resilient Water Resource Management and Agricultural Practices Project* is **piloting** the integration of climate change responses into commune and provincial development plans in two target districts in Kratie and Preah Vihear Provinces. The Cambodian Climate Change Alliance will also be supporting local authorities in addressing climate change. The UNDP Small Grants Programme is completing the *Water Development Project* which has worked with local authorities in community-based water conservation and management.

The Climate Change Department of the Ministry of Environment has begun the **awareness** building process. For example, the UNDP has provided training on climate change to 105 staff from line departments of coastal provinces (Kok Kong, Preah Sihanouk, Kampot and Kep) and north-west provinces (Banteay Meanchey, Battambang, Odar Meanchey, Pailin, Pursat and Kampong Chhnang).

¹⁹ Mekong River Commission, Climate Change Adaptation Initiative (CCAI), MRC Work programme, 2010.

²⁰ The evaluation mission was neither requested nor invited to assess the capacity development programme within CCD currently being implemented with assistance from Oxfam America.

c) THE CAPACITY OF COMMUNITIES

There has been **modest, dispersed development** of the capacity of communities to adopt livelihoods that are resilient to climate change.

- The Cambodian Climate Change Alliance and the UNDP/GEF Small Grants Programme are key programmes for promoting **community-based adaptation**, with guidance from the NAPA. UNDP Small Grants Programme, the ADB funded Tonle Sap livelihood programme, the GTZ watershed management project, and various other efforts have sought to expand the capability to adjust to climate change. Oxfam America has been undertaking the farmer-led agricultural innovation for resilience (FLAIR) programme, an Agro-meteorological Forecasting project, the Knowledge, Attitudes, Practices Study on Climate Change (KAP), training needs assessments, as well as leading the National Climate Change Network in Cambodia (NCCN)
- The *Water Development Project* funded by the UNDP/ GEF Small Grants Programme, has been implemented through UNDP's partner organizations including 17 local NGOs and three CBOs and collaboration with local community, authorities and provincial department of the environment and fishery office. The project interventions sought to improve **community resilience**: ceramic water purifiers (CWP), drilled and open wells, rain harvesting reservoirs and renovation of reservoirs, natural lake conservation, small scale canal, and irrigation scheme renovations, drip irrigation practices, pond constructions, water piped system construction, and the development and strengthening of Women Saving Groups and local partner organizations.
- Another GEF project, *Strengthening Sustainable Forest Management and Bio-energy Markets to promote environmental sustainability and to reduce greenhouse gas emissions in Cambodia* will also include a component on community based actions to reduce the levels of demand for **wood energy**. The total annual carbon emissions of 438,957 tonnes of CO₂ equivalent are expected to be reduced by 61,043 tonnes of CO₂ equivalent nationally due to adoption of improved cooking stoves.²¹

For the future, systemic progress at the community level to institutionalize climate change adaptation will depend upon Decentralization and Deconcentration reforms as discussed in Section 2 below.

²¹ SFM 4136 Final CEO Endorsement document, 16 April 2010, p. 1.

GENDER PERSPECTIVE ON CHANGES IN CAPACITIES

The link between environmental concerns and gender is relatively new in Cambodia. Policy, organizational and individual capacities with regard to gender and environment have started to **improve somewhat** over the past years. Much room for improvement remains.

POLICY CAPACITIES

- While the previous gender policy of Cambodia looked mainly at gender in the agriculture dimension, the new policy, **Neary Rattanak 3** (2009-2013) includes for the first time a natural resources management and climate change dimension.
- The **Sub-decree on Committee Forestry, 2003, and the Sub-decree on Community Fisheries Management, 2005** allow *both men and women* to be members of community, providing that they are from villages in the community, are Khmer citizens and aged 18 and older. Sub-decrees encourage women to stand as candidates for election to the Committee (Article 17 for Fisheries and 18 for Forestry).
- **The Protected Areas Law, 2008**, reassures *participation of public* in the decision-making on the sustainable management and conservation of biodiversity. As of September 2009, there are 82 Community Protected Areas established.
- **The National Human Development Report, 2010** provides analysis on gender dimension in climate change. This is one of the first studies that take into consideration gender dimension in climate change in Cambodia.
- **The National Forestry Programme, 2010** recognizes the roles of women in the forestry sector and seeks to promote women in the management of the Forestry Administration at national and local level. One of its programmes – *a Community Forestry Programme (2010-2029)* – aims for a Community Forestry institution which is transparent, inclusive and well-governed with full participation, women's involvement and equitable sharing of benefits.
- **The National Green Growth Roadmap, 2009** intends to promote women's status in society. It recognizes gender mainstreaming in green growth initiatives as a necessity for developmental equity.

ORGANIZATIONAL CAPACITIES

- In the past few years, **Gender Mainstreaming Action Groups** (GMAGs) have been set up in the Ministry of Agriculture, Forestry and Fisheries (MAFF), the Ministry of Environment (MoE), the Ministry of Water Resources and Meteorology (MoWRAM), the Ministry of Rural Development (MRD) and the Ministry of Industry, Mine and Energy (MIME). ADB supported MAFF in mainstreaming gender in that sector while UNDP supported four other line ministries in developing their gender plans. The MoE only produced its gender plan in 2010 with support from UNDP and the MoWA.
- In these Ministries, the first generation of **Gender Mainstream Action Plans** address gender issues. These include 1) the understanding of gender related issues in the sectors, 2) the number of women working in the sectors, 3) the access of women to and participation in management of resources and services, 4) mainstreaming gender concerns in programmes and activities, and 5) monitoring of progress. However, the Gender Mainstream Action Plans have yet to produce tangible results.
- Recently, the **Ministry of Women's Affairs** (MoWA) indicated interest in joining environmental related groups. For instance, the Green Growth Inter-Ministerial Technical Working Group consists of 19 members from different line ministries and Government institutions, including MoWA; the latter is tasked to *develop and implement projects related to the role of women in green growth*. Further, the MoWA has joined the National Climate Change Committee with the approval of the Prime Minister.
- The **Ministry of Agriculture, Forestry and Fisheries** drafted a specific gender strategy for fishery and for the forestry sector. In addition to its Gender Mainstreaming Action Groups, a permanent Gender Unit was created to oversee the implementation of these policies.

INDIVIDUAL CAPACITIES

TRAINING - Capacity building for gender mainstreaming in the environment sector appears to be **project based**. For example, ADB's technical assistance to the MAFF from 2006 to 2008 included training of trainers to Gender Unit staff on gender analysis, planning and gender mainstreaming in agriculture extension. Other training on basic gender concept and analysis in conservation was provided to MoE staff at national and provincial levels, especially those working in conservative core areas around Tonlé Sap Lake. Through the decentralization and deconcentration reform programme supported by UNDP, several activities took place at sub-national level including the awareness campaign on gender issues, training on livelihoods and on gender analysis in agriculture and natural resource management to sub-national authorities' staff, gender focal points and community members.

STAFFING – Similar to other sectors, women have for many years been underrepresented among government staff.

- Figures for 2006 show that there were less than 20% of women working for the **Ministry of Agriculture, Forestry and Fisheries** (MAFF GMAP, 2006). From minister to department director levels, all staff were men. Women made up only 5% of deputy department director positions. Only between 5% and 10% of extension service workers were women. In the Forestry Administration of MAFF, about 10% of staff are women (Gender Mainstreaming Policy and Strategy for the Forest Sector, 2009). In the Fisheries Administration of MAFF, 14.4% of staff were women according to data from 2005, but it is not known what positive changes there have been since then.
- The situation of the **Ministry of Environment** is similar. Recent data indicates that about 12% of MoE's staff are women. They make up 25% of Under-Secretary of State positions (2 out of 6) (MoE GMAP, 2010). With few women in management positions at both MAFF and MoE, their voices tend to be marginalized.

COMMUNITIES - There is no limitation for women to participate in natural resources related activities at community level (Community Forestry/ Fisheries/ Protected Areas). The existing legal framework provides that all men and women can be members of communities. Women are encouraged to stand for elections to community committees. However, women have for many years been under-represented in reality:

- In **Community Protected Areas**, there have been between 5 and 9 male Committee members, but only 2 female members (Socheat Leakhena San, DNCP, MoE, 2004).
- In **Community Fisheries**, there are cases where quotas exist for women members of Committees. For instance, in Takeo, the Provincial Fishery Office sets a quota of at least two women to be members of the Committee. In other cases, women are underrepresented. Female members of the Committee tend to be assigned functions such as information disseminators or accountants (FA and CBNRM, 2008). Apart from limited representation in Committees, participation of women in community related activities remains minimal.
- In **Community Forestry**, records suggest that few women have been members of Committee. In the study by CBNRM Learning Institute in 2002 (prior to the Sub-Decree on Community Forestry, 2003) in one commune of Pursat Province, 3 out of 24 Committee members were women. Household chores were reported to be reasons for their absence.

2. FACTORS AFFECTING THE OUTCOME

This chapter identifies the **most significant factors which affected the outcome** over the past five years.

More concretely, this chapter attempts to answer the following **question**:

What are the most relevant factors which affect the ability of national and local authorities and communities to conserve biodiversity and respond to climate change since 2005?

4.3. Biodiversity

The following factors have influenced the ability of national and local authorities and communities to conserve biodiversity:

1. **Commitment by local authorities and communities** - The most noteworthy capacity building improvements were made at the local level where the commitment of national authorities, local authorities and communities led to positive change. These initiatives required more time, patience, and dedication than the most optimistic project designs allocated. However, several are on the verge of creating innovative and potentially successful conservation impacts and models to be broadly replicated. Most noteworthy are those capacity building efforts that promise to generate pro-conservation sustainable livelihood and management options such as Conservation Areas Landscape Management (CALM). Of note, the national government strongly supports these initiatives and now has a target of 1,000 communities benefiting from community-based conservation.
2. **International investment supplementing government commitment** - Nearly all progress made towards building the capacity of national and local authorities and communities may be traced to investments made by international NGOs and donors. International conservation investments were endorsed nationally, advanced national priorities, and benefitted from national technical support. For instance, most of UNDP's investments were predicated upon the National Biodiversity Strategy and Action Plan (2003). However, actual conservation investments by Cambodia – either by government or the private sector - did not grow adequately over this period. This is not surprising given Cambodia's development challenges. Insufficient national investment in biodiversity conservation is a fundamental barrier that stymies the realization of the outcome and limits both the efficiency and effectiveness of capacity building investments.
3. **Lack of coordinated and integrated national biodiversity conservation leadership** - Nearly all sources described inadequate coordination between national government agencies as a debilitating issue. Coordination between MoE and MAFF is limited and results in numerous planning, monitoring and implementation inefficiencies. A technical working group on forestry and environment (TWG F&E) exists to bridge activities, but the group currently focuses upon issues of forestry. There is no government coordination unit specifically for biodiversity conservation.

Very little improvement was made towards creating integrated and cost-effective biodiversity conservation approaches within the protected area system. The situation is even worse beyond the borders of protected areas. Development sectors such as transportation, mining, forestry, agriculture and energy do not meaningfully integrate fundamental biodiversity conservation principles and practices into decision-making processes. Landscape level resource management and planning appears to be largely absent. The enabling environment does little to mandate coordinated and comprehensive conservation approaches across productive and protected landscapes. As a result, the positive impacts of capacity building are mostly isolated within the boundaries of those few protected areas benefitting from international investment. This situation limits the impact of capacity building investments, creates habitat fragmentation, and leaves biological resources and associated ecosystem services extremely vulnerable on nearly all productive lands.

4.4. Climate Change

The following factors have influenced the ability of national and local authorities and communities to respond to climate change:

1. **Strong government commitment and ownership** - Climate change has received a high level of attention from the government, including having the prime minister as honorary chair of NCCC. The climate change programme development, at least in principle, has been closely integrated with the government systems – MoE functions, sector strategies/programmes and the decentralization and deconcentration reforms. This is essential for sustainable progress and has helped to drive the climate change agenda in the country. The recent report on Aid Effectiveness in Cambodia reiterates the need to address partnership dynamics and the improved use of programme-based approaches.²²
2. **Pro-active approach and communication in development partner cooperation** – UNDP has been instrumental in establishing and harmonising the trust funds and the pooling of resources under Cambodian Climate Change Alliance and Pilot Programme for Climate Resilience. There is genuine support for this approach and the collaboration associated with these two funding mechanisms provides a central focus for development partners. The evaluation discussions suggested that despite regular informal meetings of the partners organized by UNDP, **there are weaknesses in the communication processes** both within the current partnerships and with potential partners in a programmatic framework.
3. **Constraints on programmatic approaches** – Although the main processes for funding and oversight have been established, there has been uncertainty about the overall development assistance strategy within UNDP, the UN and the country for building capacity to address climate change. The primary challenges that have affected progress include:

²² Royal Government of Cambodia, The Cambodia Aid Effectiveness Report 2010, May 2010

- complexities of government policy development for mainstreaming climate change into national sectoral development plans and management processes, and related integration of climate change within UNDP development support programmes;
- barriers to institutional capacity building in the Ministry of Environment, and the Ministry of Agriculture, Forestry and Fisheries (including lack of incentives), and to interministerial/agency coordination processes;
- insufficient mechanisms at the commune and community levels to integrate climate change into local development planning and investment; and
- the management issues related to delivering programme-level results with multiple donors (different planning cycles, approval processes, reporting requirements; ability to identify individual partner contributions to programme results).

4. Capacity and resources for follow-up implementation – There are a lot of dormant or under-implemented strategies that have been produced in Cambodia, contributing to a heightened awareness of the need for realistic implementation programmes and secure funding commitments. Some of the stakeholders want a more defined implementation process for the two UNFCCC products, NAPA and SNC, and for the sector strategies (Annex 4). The mechanisms for follow-up action (e.g., UNREDD inter-ministerial task force, sector TWGs) require a readiness and resources to address climate change as a cross-ministerial issue, factors which have constrained progress.

5. Policy and mechanisms for decentralized climate change action – There is a high level of anticipation that “D&D reforms provide an opportunity to foster climate change resilience via a clear distribution of responsibilities and resources and the integration of climate change related actions into local planning and management processes”.²³ However, the ability to direct investments toward local NRM-related climate change activities has not yet been supported by changes in the subnational budgeting systems. This has limited the ability to develop the capacity of local authorities and communities.

²³ UNCDF, Local Development Outlook Cambodia, April 2010, Page 49-51.

3. UNDP'S CONTRIBUTIONS TO THE OUTCOME

This chapter describes and analyzes what UNDP has contributed to the achievement of the outcome over the past five years.

More concretely, this chapter attempts to answer the following question:

What has UNDP contributed to enhance capacities of national and local authorities and communities since 2005?

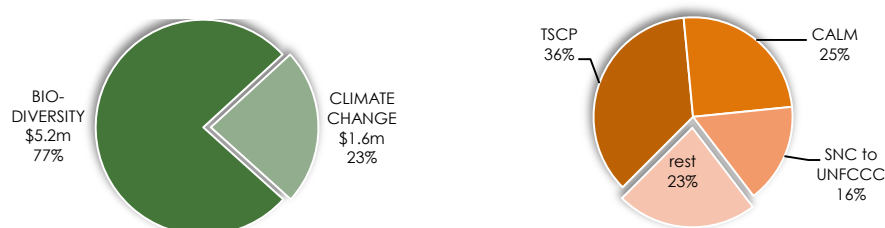
To achieve the outcome, UNDP assistance has focused on two aspects over the past five years:

- **UNDP Country Programme Output 1.:** *Capacities of government and local communities enhanced for **biodiversity conservation and livelihoods** improvement*
- **UNDP Country Programme Output 2.:** *Capacities of government and local communities enhanced to respond to **climate change***

From 2006 to 2009, UNDP spent **6.8 million USD** for delivering goods and services to achieve the outcome (not including Small Grants Programme funding; for details see Annex 2).

More than **three quarters** of the funds were spent on delivering Output 1 on conserving **biodiversity** (5.2 million USD). About one quarter of funds were spent on delivering output 2 related to climate change.

Figure 1: UNDP's financial contributions towards the outcome from 2006 - 2009



Three projects are by far the largest in terms of funding: the Tonle Sap Conservation Project (TSCP), the Establishing Conservation Area through Landscape Management (CALM) project and c) the Second National Communication to UNFCCC project. These three projects account for nearly 80% of total investment over the time period.

4.5. UNDP's Support to Conserve Biodiversity

UNDP made significant contributions to capacity building for biodiversity conservation during the evaluated period.

Nearly all of UNDP's biodiversity conservation assistance stemmed from **GEF investments**. UNDP contributed approximately US\$ 2.6 million and dedicated an additional US\$ 2.4 million of TRAC funding to support several major GEF projects implemented and/or developed during the evaluated period. Much of a US\$ 24 million GEF portfolio of biodiversity conservation projects and their capacity building contributions may not have been realized without UNDP's initiative, co-financing, and catalytic support over the past five years.

Table: UNDP Biodiversity Programme Major Projects

| Project | Dates | Total Project budget (all funding sources) | UNDP Contribution (TRAC) |
|----------------------------------|-------------|---|-----------------------------|
| CALM | 2005-2012 | \$2,972,115 | \$672,115 |
| TSCP (excl. TSEMP) | 2004-2011 | \$3,572,763 | \$326,343 |
| Cardamom | 2002-2007 | \$3,200,000 | - |
| CBSD | 2003-2006 | \$627,000 | \$627,000 |
| Wetlands | 2005-2006 | \$125,000 | - |
| SLM | 2008-2011 | \$1,003,451 | \$428,451 |
| Small Grants | 2005-2010 | \$2,875,940 | \$634,746 |
| Sub-Total | | \$14,376,269 | \$2,688,655 |
| Forest Management Project | 2010 – 2014 | \$9,900,000 | \$2,400,000 |
| Total | | \$24,276,269 | \$5,088,655 |

With most UNDP investments geared towards achieving site level results, UNDP's project level contributions primarily supported **building the capacities of local authorities and communities**. This was a strategic decision based in part upon the World Bank's parallel investments in national capacity building prior to the evaluated period. GEF biodiversity projects focused on approximately seven sites within five major geographic areas (Tonle Sap, Cardamom, Northern Plains, and the upper Mekong). The SLM and Small Grants program, although more geographically diverse, focus primarily on local level initiatives. Although not perfect, the cumulative positive impact of these projects towards achievement of the outcome was highly significant. They resulted in many of the major capacity building advances made over the last five-year period.

UNDP did not neglect **national level capacity building**. The SLM project is helping to create a National Action Program for Sustainable Land Management that incorporates biodiversity. Site level projects managed nationally through national level institutions built national capacity to design and implement strategic interventions. UNDP sponsored numerous national level strategic discussions and actively and continuously participates with government, NGO's and donors to promote biodiversity conservation capacity building. Results from UNDP's field-level investments in locations such as Cardamom, Tonle Sap, and CALM informed and enhanced the development of the national enabling environment, e.g., the

Protected Areas Law and National Forest Program. This includes activities such as organizing a forum for the National Assembly to discuss field-tested conservation approaches.

UNDP's team of qualified professional staff offered considerable **technical and coordination assistance** over the evaluated period. Their daily efforts furthered capacity improvements at all levels. UNDP support from outside the environment cluster, e.g., the Project for Support of Democratic Development, assisted to build capacity by advancing local level awareness raising. All sources described the UNDP team as critically important to capacity building successes.

This is an outcome evaluation and not a project evaluation. However, numerous project evaluations note that the effectiveness of **project activities** could have been significantly improved and that the results of many projects are far from secure or adequate. This is unfortunate, but not surprising given the extremely challenging implementation environment. The national conservation capacity baseline was quite low. This was a period of extreme social and economic change. National level investments in conservation are far from adequate. Faced with these three daunting barriers, the cumulative impact of UNDP's relatively small financial contributions was significant and important.

Between 2006 and 2010, UNDP has supported capacities for biodiversity conservation through eight projects and programmes:

1. **Establishing Conservation Areas Landscape Management in the Northern Plains**

The Establishing Conservation Areas Landscape Management in the Northern Plains project (CALM) project aims to support provincial-level land use planning processes, demonstrate land-use interventions at three key sites, and strengthen biodiversity management by government in two protected areas. The Wildlife Conservation Society (WCS) is responsible for project implementation and provides substantial co-funding. Primary implementing partners are the Ministry of Agriculture, Forestry and Fisheries and Ministry of Environment. A mid-term evaluation of the CALM project was completed in October 2009. The evaluation was positive in nearly all aspects. The project has faced challenges common to almost all biodiversity conservation and capacity building programs in Cambodia, e.g., national financial support and strategic development approaches that challenge conservation effectiveness. However, the project is a standout success for Cambodia, delivering potential models for protected area and community-based management that will ideally be replicated broadly. The project is building the capacities of local authorities and communities to meaningfully engage in a wide-variety of highly innovative pro-conservation actions including agriculture, tourism, and improved biodiversity monitoring and planning. The project has gained from increasing local authority and community support and the long-term commitment of WCS. Project evaluators have noted that these gains represent forward progress, but capacity building is far from complete. As a result, project success remains highly vulnerable to a myriad of existing and emerging challenges.

2. Conserving the Tonle Sap

The Tonle Sap Conservation Project (TSCP) is the third component of “Tonle Sap Environmental Management Project” (TSEMP). The project aims at developing the management capacity for biodiversity conservation in the Tonle Sap Biosphere Reserve (TSBR) through improving management capacity for management three core areas; biodiversity monitoring and management system; awareness, education and outreach; and gender and empowerment of women. The project is making solid progress towards these deliverables. The mid-term evaluation completed in September 2008 was largely positive and indicated that the project contributes to outcome achievement. Rangers are being trained, public awareness activities implemented, monitoring is taking place, valuable NGO partnerships are being established, and community groups organized. A project highlight is the work conducted to improve biodiversity education in local schools for hundreds of students, a program commenced during the earlier CBSD. The financial sustainability of the project remains dubious. For instance, the protected area administration developed management plans but adequate implementation financing does not exist. The project currently supplies all equipment, petrol, etc. for implementation. Tonle Sap, however, is located in a region where both tourism and commercial fishing generate significant revenues from the use of biodiversity both inside and proximate to protected areas. Nevertheless, prospects for sustainable financing currently remain unclear. The project is conducting some economic analysis and will ideally address this facet of capacity building.

3. Building Capacity and Mainstreaming Sustainable Land Management

The Building Capacity and Mainstreaming Sustainable Land Management (SLM) project has three outcomes: complete the UNCCD National Action Program; enhance capacity to plan and implement SLM; and, integrate SLM into national and sectoral policies and regional planning. The project has initiated dozens of training programs (e.g., 17 training classes provided to 691 national and provincial government and NGO staffs) and is working closely with the MAFF and others to begin drafting a NAP. The project is facilitating the integration of SLM activities into several commune investment programs and plans. Although evaluators have questioned project effectiveness, the project is aligned with biodiversity conservation and does contribute to the outcome. The project is initiating a very interesting study assessing the integrated costs and benefits of biodiversity and SLM. Completion of the NAP and mainstreaming of SLM within other sectoral policy and regional planning outputs presents an opportunity to help build national biodiversity conservation capacity particularly for the productive sector.

4. Strengthening Sustainable Forest Management and the Development of Bio-energy Markets²⁴

This multi-focal area project (Biodiversity, Land Degradation, Climate Change) aims to “strengthen national SFM policy, integrate community-based sustainable forest management into policy, planning and investment frameworks and create markets for sustainable bio-energy technologies that reduce CO₂ emissions.” The project intends to do this by building national

²⁴ Although this project is still in its early phase, the evaluation team decided to include it in this chapter to show UNDP’s continuing investment in capacity building.

capacities and tools to facilitate the widespread implementation of sustainable community-based forest management and technologies that reduce demand for fuel wood; strengthen community-based sustainable forest management within a context of cantonment, province, district and commune level planning delivering concrete benefits to local communities; and, strengthen demand and supply chain for energy efficient cook stoves. This project will build upon lessons learned to substantially help equip government to legitimize community forestry.

5. Management of the Cardamom Mountains Protected Forest and Wildlife Sanctuaries

The Cardamom project was initiated in 2002 and completed in 2007. There were several aims, including to develop planning and management frameworks for three protected areas; engage communities in conservation; promote integrated management of the entire Cardamom protected area system including coordination between MAFF and MoE; secure international recognition; strengthen the legal and regulatory framework; and, establish a long-term financing mechanism. The UNF completed a final evaluation in February 2007 and the UNDP completed a final evaluation in March 2007. Both evaluations found that the project substantially achieved planned project capacity building outcomes such as improving law enforcement, promoting community livelihoods, and completing a participatory land use planning process. The over-all conclusion of both evaluations was less than positive. The UNF described long-term sustainability as “elusive” in part due to a disjunction between protected areas management objectives and national and local planning priorities. The UNDP evaluation concluded that “the overall purpose of the project – reduced threats to conservation – has achieved marginal progress” and that project design and implementation flaws may have perpetuated existing agency divisions. The evaluation stated “Governance arrangements in the Cardamom Mountains protected area complex need to be addressed to ensure efficient and effective conservation programmes. But they must be ‘owned’ by Government of Cambodia implementing agencies rather than international NGOs.” The UNDP evaluation emphasized project area challenges such as institutional rivalries, management capacities, and financial incentives and salaries. Although government, community and international NGO efforts (FFI and CI) are continuing in the Cardamom, most felt that once GEF project support ended the level of effectiveness diminished. The Cardamom project offers valuable lessons. Core capacity building issues of institutional coordination, establishing firm national conservation priorities, and realizing sustainable financing continue to challenge biodiversity conservation investments.

6. Capacity Building for Sustainable Development in the Tonle Sap Region

The (Capacity Building for Sustainable Development in the Tonle Sap Region Project) CBSD eventually morphed into the Tonle Sap Conservation Project described above. Like the TSCP, the CBSD was a component of the much larger “Tonle Sap Environmental Management Project” (TSEMP) funded by the Asian Development Bank (ADB), UNDP/Capacity 2015, UNDP/GEF and the RGC. The project was executed by MAFF and implemented by a variety of government and non-government partners. The CBSD project aimed to: “build capacity for sustainable development in the Tonle Sap area through participatory approaches.” The three primary activities were to build the capacity of the MAFF “Community Fisheries Development Office”; implement

a training program for staff from relevant provincial line agencies; and, develop and implement an “Environmental Awareness, Education and Outreach Program” to be integrated into selected schools. A final review report was completed in May 2007 with over-all positive conclusions. Importantly, the report concludes that: “The prospects for sustainability of project achievements are relatively good... Perhaps more importantly, the project has cultivated a genuine sense of national ownership of the project and its impacts, leading CFDO and PIU staff to develop a sense of engagement with and accountability for their organizations’ mandates.” This project conducted dozens of capacity building programs for local authorities and community organizations offering training in wetlands biodiversity, ArcGIS, and community fisheries management. Project evaluators expressed concern regarding the project’s sustainable impact, including issues pertaining to governance and financing.

7. Cambodia Water and Wetlands Policy

The Cambodia Water and Wetlands Policy project was part of the regional, GEF funded “Mekong Wetlands Biodiversity Conservation and Sustainable Use Programme (MWBP)”. The key implementing partner was IUCN. The demonstration site was Stung Treng that provides habitat for several globally significant species including the Siamese Crocodile. The project aimed to improve coordination for wetland planning from regional to local levels; strengthen policy and economic environments for wetland conservation; generate and share information; train and build capacity for the wise use of wetlands; and, create alternative options for sustainable natural resource use and improve livelihoods. The project addressed this through four main activities: A critical policy review of the wetlands approach; broader sectoral policy review of integrated water resources management; advocacy and awareness raising; and, an economic assessment of the policy review changes. A primary output was an updated draft “Cambodia Wetland Action Plan”. However, the government has yet to adopt and/or implement a cohesive national wetland management policy and strategy.

8. Global Environmental Facility Small Grants Program

The UNDP/GEF Small Grants program has initiated many capacity building activities focused upon biodiversity conservation. These include projects such as “Mangrove and Sea Grass Rehabilitation, Protection and Conservation for Coastal Community Livelihood Improvements”, “Natural Resources Management by Indigenous Communities for Livelihood Development Project” and the set of innovative, multi-pronged Stung Hav/Preah Sihanouk community capacity building projects. In all, the Small Grants Program invested in more than 36 efforts that targeted biodiversity conservation. This included approximately nine community forestry projects, fifteen community fisheries projects, and thirteen water resource management projects. There were many more “cross-cutting” projects that benefitted biodiversity conservation as well as international waters, land degradation, and climate change. The Small Grants Program contributes substantially to capacity building, particularly for local authorities and communities.

3.2. UNDP's Support to Respond to Climate Change

The UNDP role over the past few years to support the response to climate change has primarily been threefold:

- to coordinate **funding commitments** of the development partners,
- to facilitate **capacity building of NCCC and CCD**,
- to assist **approval and implementation of projects** under NAPA, SNC and other government climate change priorities, and
- To provide technical and policy advice to the government where requested.

UNDP has been extensively engaged in **nine** of the climate change programme components with a total budget of over \$25 million and planned contributions from UNDP of **\$8.7m**. Most of these relate to enhancing the capacity of national authorities and to a less extent, communities (Annex 3).

The three largest elements of UNDP's support relate to a) Sustainable Forest Management and Bio-energy Markets (\$3.2m), b) the Cambodia Climate Change Alliance (\$3.0m) and c) Climate Resilient Water Resource Management and Agricultural Practices (\$1.2m).

UNDP Climate Change Programme Commitments

| Climate Change Projects / Programme Components | Period | Total Budget \$ | UNDP \$ contribution* | UNDP project advisors |
|--|-------------|-------------------|-----------------------|-----------------------|
| 1. National Adaptation Plan of Action to Climate Change (NAPA) and Pilot Projects | 2006 -now | 100,000 | 0 | - |
| 2. Climate Resilient Water Resource Management and Agricultural Practices Project -NAPA follow-up | 2010 – 2013 | 3,090,350 | 1,240,350 | 2 |
| 3. Second National Communication to the United Nations Framework Convention on Climate Change | 2005 - 2010 | 1,281,496 | 863,376 | 4 |
| 4. Cambodia Climate Change Alliance (CCCCA) Project - Support for CCCC and CCD Institutional development - Climate Change Network (Oxfam America) | 2010-2012 | 8,924,050 | 3,000,000 | 1 |
| 5. Strengthening sustainable forest management and bio-energy markets to promote environmental sustainability and to reduce greenhouse gas emissions in Cambodia (SFM) | 2010-2014 | 9,963,635 | 3,200,000 | - |
| 6. Climate Change Initiation Plan: - Pilot Programme for Climate Resilience (PPCR)-World Bank & ADB funded - NSDP inputs by UNDP on Climate Change | 2009-2010 | 700,314 | 700,314 | 1 |
| 7. REDD Readiness Roadmap Development and Feasibility study | 2009-2010 | 357,535 | 357,535 | 1 |
| 8. Climate Change Mainstreaming in Development Planning - Human Development Report on Climate Change | 2009-2010 | 409,000 | 409,000 | 2 |
| 9. Small Grants Programme - Mekong Australia- Pacific Community Based Adaptation Project (MAPCAP) | 2009 -2013 | 300,000 | 0 | - |
| Totals | | 25,126,380 | 8,654,575 | |

*excluding UNDP Country Office staff time

Source: UNDP Cambodia Country Office

In addition to specific UNDP projects and programme components, **34 small projects** that address climate change have been implemented under the supervision of UNDP **Small Grants Programme** (SGP) over the past few years. Annex 5 provides a sample of ten of the climate change projects which illustrate the local capacity development aspects.

In addition to more traditional, project-type support, UNDP has also provided significant '**soft assistance**'. The National Sustainable Development Plan and the various sector plans have incorporated climate change, often with input from UNDP. Annex 4 shows the extent to which the seven national planning and sector strategy documents have integrated provisions related to climate change.

The Cambodia climate change programme is **under active development** with direct UNDP support. Stakeholders endorse and support this role of UNDP. Major advances have been made in the past two years and the first part of the CPAP outcome – developing the capacity of national authorities, has particularly demonstrated achievements. While it is too early to fully assess UNDP's performance, several observations can be made based indicator data and stakeholder interviews.

The only project fully completed is the **NAPA** document and no subsequent evaluation has been undertaken. Concerns were expressed that the NAPA implementation strategy, process and funding remains undefined, although one project in agriculture has been approved and another, on coastal adaptation, is planned.

There are also concerns about the rate of progress in CCCA implementation, the readiness of CCD to assume full management responsibilities, the capacity of NCCC to pro-actively lead the programme, and the ability to integrate climate change into *decentralization and deconcentration reforms* in the short term. The evaluation mission discussions suggested that there is a **need** to:

- Directly facilitate the implementation of completed strategies (NAPA, SNC, Sector Strategies, HDR) with an aim toward measurable change in specific climate change mitigation and adaptation practices;
- Provide a broad framework to assist the NCCC mandate of a programme-based approach and to reduce any management risks and uncertainties in CCCA delivery;
- Increase awareness of the climate change programme across government and enhance information and access to relevant project funding opportunities;
- Identify the role of the Sector Strategies (and related programmes) and the Technical Working Groups (TWGs) in the national climate change programme;
- Outline how UNREDD programme will, or should, complement the current programme;
- Reinforce and expand the use of the D&D system to deliver climate change mainstreaming at the local level;

- Align the climate change programme with the disaster management programme;²⁵
- Increase the linkages between the SGP and the larger projects as well as national programmes;²⁶
- Establish linkages with Mekong River Commission, Climate Change Adaptation Initiative (CCAI);
- Provide programme level monitoring and organized mechanisms for dissemination and scaling-up successful models of adaptation and mitigation;²⁷
- Assess the potential for line ministries to act as climate change service providers to local authorities in assisting decision making (vulnerability & adaptation analysis, agro-ecosystem analysis, etc.); and
- Provide the necessary financial, technical and liaison support within government to accelerate CCCA implementation and to establish good working relationships amongst the partners.

²⁵ Strategic National Action Plan for Disaster Risk Reduction, (SNAP) 2008-2015.

²⁶ Note the recent evaluation of SGP recommends: "Increasing complementarity and collaboration with national-level efforts" and "More deliberate efforts to encourage linking of small grants with medium-sized and full-size projects and larger national programmes.", Dr. Paula J. Williams, Ms. Shireen Samarasuriya, Ms. Kong Vutheary, Evaluation of UNDP/GEF Small Grants Programme in Cambodia, Draft April 2010.

²⁷ For example, the Oxfam America Agro-meteorological forecasting project being tested in 13 villages could evolve into a national information system although this longer term concept has yet to be developed.

UNDP's MAINSTREAMING OF GENDER IN ITS ENVIRONMENT PROGRAMME

A UNDP-internal assessment of projects and gender mainstreaming ('Gender Markers') shows that:

- **50%** of UNDP's projects working towards the outcome have gender equality as a **significant objective**.
- **25%** of UNDP projects contribute **in some way** to gender equality.
- **25%** do **not** contribute noticeably to gender equality.



Compared to 2008, three projects in the area of biodiversity/climate change have improved mainstreaming gender, one has declined, and one has remained the same.

The most relevant activities where UNDP mainstreamed gender into its environment programme are:

- UNDP was one of development partners involving in the development of the **National Forestry Programme** that recognizes gender dimension in forestry.
- UNDP contributed to the **Sub-Decree on Community Fisheries** which encourages women to stand for election of Committee (Community Learning, Final Review 2007).
- UNDP supported the drafting of **Gender Mainstreaming Action Plans in 11 line ministries** including MoE, MoWRAM, MRD and MIME.
- Very recently, UNDP has engaged MoWA in its climate change related programme e.g. CCCA and started to sensitize MoWA staff on climate change issues, in anticipation of its involvement in NCCC.
- **National studies** produced by or with UNDP supports e.g. National Human Development Report on Climate Change, Climate Change Vulnerability and Adaptation Assessment, as well as the Situation Report on Sound Management of Chemical provide analysis on gender concerns relevant to these sectors.
- Various UNDP outputs have contributed to increase women involvement in environmental related activities at community level. The **CALM** project managed to get gender parity in its livelihood and eco-tourism activities (CALM MTR, 2009). The saving group component has been perceived as successful in benefiting women and their family. Women made up 85% of members in saving groups. This community-based support not only benefits women economically but has contributed to increase of their participation. For instance, through saving groups, women participated in environmental education on use of ceramic water filters for safe drinking water. Although these income generation activities are not directly linked to environmental conservation, the participation of women has provided positive perception on their roles in community. As documented by TSCP, when women were invited to become involved and to form self-help and savings groups, this changed their own view of their capacities and the views of the men in a very positive way. Furthermore, through this saving activity, women become more engaged in other social works. Such involvement can be catalytic for lasting change in gender roles and was not opposed by men, who are pleased by and proud of the contribution made by the women (GM Report of TSCP, 2010)
- UNDP has supported women in **environmental education** or **community based natural resources management**. For instance, number of women reached 30% of 315 teachers who received training and education materials, under the environmental education programme operated in 90 schools around Tonle Sap lack (ROAR 2009). In SGP, women have become group leaders or members of CBNRM Committees (Community Forestry, Community Fisheries, CPA and Association) supported by UNDP – as of September 2008, there were 521 women group leaders and 1033 members of CBNRM. Yet, participation of women varies depending on activities. For instance, very few women have participated in patrols. Security is cited as a key issue (GM Report of TSCP, 2010).

For specific capacity building activities, however, the involvement of women appears to be limited (excluding capacity relevant to livelihood). In CALM, for instance, few women participated in technical skill training (an estimated 14%) or in planning and implementation of community-based activities (GM Report of TSCP, 2010). Another example is UNDP's support to D&D, which has provided training on agriculture extension and on land and environment related law to villagers, farmers and other community members. Women made up only 14% of trainees in agriculture extension and 42% in land and environment related law (Seila Report, 2007).

4. HAS UNDP WORKED WITH THE RIGHT PARTNERS?

4.1. Biodiversity

UNDP's development of investment and implementation partnerships to promote capacity for biodiversity conservation is a standout achievement. UNDP has a strong working relationship with nearly all persons and agencies responsible for biodiversity conservation in Cambodia. This results in an impressive leveraging of funding to increase implementation effectiveness. The work with GEF is a key part of this strategy where the technical and development support of UNDP has helped to catalyze substantial investment and incremental funding targeted towards achievement of the capacity building outcome. UNDP takes a leading role and helps facilitate sector coordination in many ways, including participating with the Technical Working Group on Forestry and Environment. The level of stakeholder participation and positive comments received during the evaluation evidence the highly cooperative relationships UNDP enjoys with all key partners.

Government partnerships: UNDP works to varying degrees with most government agencies principally responsible for biodiversity conservation, including the MAFF and MoE. This is true on national, local and community levels. These partnerships include coordinating the design and implementation of major projects, participation in strategy development and capacity building efforts, and supporting national reporting requirements for major UN conventions, e.g., CBD. These partnerships are both formal, e.g., project execution, and informal, e.g., providing periodic technical backstopping. UNDP has helped facilitate cooperation and coordination among government agencies, but this should be strengthened in the future.

Strengths: Strong and established working relationships with government partners on national, local and community levels.

Weaknesses: Few conservation partnerships outside of government agencies immediately concerned with protected area landscapes. Could be more aggressive about building conservation programming that requires more significant commitment by government partners.

Donor partnerships: UNDP is emerging as the primary biodiversity conservation donor in Cambodia. Programmatically, UNDP's site level approaches have to date complemented more national level programming by other partners such as the World Bank and Danida. UNDP coordinates biodiversity conservation programming with a very wide range of donors and seems to enjoy a strong working relationship with most. Some of these relationships are based upon joint implementation of projects, e.g., ADB/Tonle Sap, and others are more informal and based upon a sharing of information and strategic approaches towards conservation activity.

Strengths: Recognized and respected biodiversity conservation leader among donor peers.

Weaknesses: UNDP has not maximized its position to catalyze more formal biodiversity conservation cooperation and coordination among donors.

NGO partnerships: UNDP works with most of the major national and international members of Cambodia's NGO community. This cooperation is both informal and formal with NGO's regularly acting as project implementation partners. UNDP has had varying levels of success with NGO partners as implementation partners. This reflects several issues, including institutional rivalries and a challenging national development context. Overall, UNDP's relationship with NGO's has been positive and symbiotic. NGO partners have been very valuable in assisting UNDP to provide enhanced technical quality and in securing co-financing for project implementation. These partnerships help to meld the strengths of national stakeholders with highly qualified international partners.

Strengths: Strong working relationship with Cambodia's very active conservation NGO community.

Weaknesses: UNDP should play a key role in facilitating more formal and regular coordination amongst NGO players.

UN agencies partnerships: These relations are generally informal and opportunistic. Even within UNDP, as noted in the evaluation findings, opportunities for coordination and synergy could be improved.

Strengths: UNDP is generally recognized as the lead UN agency for biodiversity conservation activity in Cambodia.

Weaknesses: Internal UN partnerships, including UNDP, could be strengthened to maximize synergies and improve cost-efficiency and effectiveness.

4.2. Climate Change

Partnerships development, between **donors** and between **implementing agencies/organizations** has been impressive, although operational and communication issues still exist.

UNDP's effort toward alignment of the Cambodian Climate Change Alliance and the Pilot Programme for Climate Resilience under the national Cambodia Climate Change Committee is a significant accomplishment. The use of carefully-managed inter-ministerial tasks forces (e.g., REDD+) and Technical Working Groups has also helped to establish models for cross-ministry climate change initiatives. These are promising developments in support of a programmatic approach to climate change.

The evaluation mission identified **five key issues** related to effective partnerships in the climate change programme for the future:

- UNDP has established and is further developing partnerships with **Ministry of Environment** and the **Ministry of Economy and Finance** and with the major donors and lending institutions. But there are questions about how potential partners such as other ministries, sector working groups and MRC will be involved in the programme under guidance from the NCCC.
- The partnerships have not, to date, developed a **One UN approach** to programming (although UNEP is involved in a planned project and FAO co-chairs the UNREDD Task Force). More direct collaboration on programme outcomes, outputs and strategies may be under consideration (such as linkages to the *Rural Livelihood Improvement Project*) but further leadership is required by UNDP.
- The **Cambodian Climate Change Alliance** has a high profile as the lead mechanism for climate change and donors are anticipating measurable progress in the short term and reliable reporting; pooling of donor resources through CCCA imposes an element of accountability which can only be addressed through intensive monitoring and reporting and good communications by UNDP and CCD.
- The **Climate Change Department** is the key implementing partner but the working procedures and relationships with UNDP are still under development. The programme implementation processes, financial management and reporting obligations are sources of programme management tensions that need to be addressed.
- The **government's changes in the salary supplement system** may be adversely affecting activity progress with the implementing partners. An appropriate mix of incentives is required to ensure effective partnerships.

The programme partnerships are outlined in Annex 1. It may be too early to fully assess the climate change partnerships given that the programme framework is still under development. However, some general observations on strengths and weaknesses can be summarized as follows:

Government partnerships: These primarily focus on (a) CCCC – government coordination to develop policy and respond to climate change, (b) CCD/MoE –

technical support to CCCC and capacity building of line agencies, and (c) individual ministry-led projects that are delivered in collaboration with other government, UN and international organizations.

Strengths: significant outreach to involve other ministries and civil society in training and awareness building and international negotiations.

Weaknesses: lack of clarity about expected capacity development results, and uncertainty (to date) about (i) the process for developing national climate change policy that all agencies support and the (ii) the role of various TWGs in national climate change programmes.

Donor partnerships: These primarily focus on (a) CCD-UNDP collaboration on technical support, advocacy and financial/managerial oversight to the climate change programme, (b) CCCA and the Climate Change Network led by Oxfam America with multiple donor funding, and (c) the emerging PPCR Strategic Climate Fund mechanism.

Strengths: broad donor commitment and support for joint funding mechanisms for climate change programmes.

Weaknesses: programme management and reporting systems and responsibilities appear to be unclear in some cases (hopefully to be addressed by the forthcoming Climate Change Programme Procedures Manual); and according to partners, communication needs to be enhanced.

NGO partnerships: These primarily focus on national and international civil society organizations involvement in (a) CCCA/Climate Change Network, (b) UNDP/GEF and AusAid (MAPCAP) Small Grants Programme, and (c) various training and awareness building activities under SNC and other programmes.

Strengths: substantial participation of many NGOs and CBOs.

Weaknesses: uncertainty about means of scaling-up and linking small project success (see SGP evaluation), and the long term role of the Climate Change Network.

UN agencies partnerships: These primarily focus on the ad hoc, project-related partnerships between UNDP and other UN agencies (UNCDF, UNEP, IFAD, etc.) which the proposed CPAP is endeavouring to guide in some general manner.

Strengths: recognized overlap between UN programmes and practice areas (e.g., UNCDF Development Outlook Report, UN Human Development Report) in the response to climate change, and a commitment to cross-practice delivery and programmatic approaches.

Weaknesses: no overall UNDP programming strategy that directly addresses strategic working partnerships in delivering climate change outcomes, nor an effective mechanism to fully engage UN agencies in a collaborative manner (see Annex 6).

Lessons Learned

1. BIODIVERSITY

Building biodiversity conservation capacity requires a significant investment of time.

In almost every instance, the results of capacity building are much higher in locations that benefit from sustained international financing. This does not necessarily reflect a project design flaw nor should it be an excuse for eternal international support without commensurate national buy-in. However, this is an indication of the low capacity baseline and the need to design projects to allow enough time for self-sustaining strategies to gain traction.

Community-based conservation initiatives require national level support.

The most promising capacity building results are being seen on the local authority and community levels. This is in part a reflection of funding priorities over the past five years. Community-based conservation has not occurred without national support. These initiatives have gained from significant and growing national investment, particularly in terms of a complimentary enabling environment. As these local programs mature, however, it is becoming increasingly obvious that national planning, investment and development priorities are capable of undermining community level gains. In addition, national funding support for basic conservation services such as wildlife monitoring and enforcement are vital.

Biodiversity conservation requires the support of an international donor.

The Government of Cambodia is certainly making progress towards improving its ability to support biodiversity conservation. However, there will be a continuing need for external inputs for several years if not decades. Several donors invest in a variety of biodiversity impacting sectors such as community development, forestry, climate change, agriculture, water, tourism and fisheries. There are also numerous international NGO's that provide support. However, UNDP is slowly emerging as a primary donor in the field of biodiversity particularly in terms of its ability to successfully capture and program GEF funds. The continued technical and coordination support of UNDP for biodiversity conservation will be critical.

Biodiversity conservation requires integrated and coordinated approaches.

One of the outstanding challenges identified by all sources is the need to build the capacities required to move away from sectoral conservation and towards more integrated approaches. National level vision and coordinated leadership is lacking. This certainly applies to key ministries where increased cooperation would improve the cost-effectiveness of monitoring, enforcement, training, and planning. The need for integration also applies to development sectors where activities related to infrastructure, water resources management, social development, and agriculture should more fully integrate biodiversity values. There is a need for landscape level approaches so that jurisdictional and transboundary management boundaries no longer ignore the needs of wide-ranging species and the maintenance of environmental services. There are valuable lessons to be learned from the coordinated approaches emerging from climate change activity.

2. CLIMATE CHANGE

Given that many climate – related activities started only recently, some preliminary lessons can be drawn:

Raising the awareness of climate change implications is a prerequisite

There is limited understanding of the effects of climate change on Cambodia.²⁸ Information on vulnerability and adaptation has been important to raising awareness about how climate change will aggravate floods, drought and storm events and impose adaptation measures. Effective dissemination of NAPA, SNC and the UNDP Human Development Report on Climate Change are also important aspects of this task which warrants an overall communication and knowledge programme.

UNDP needs to better define and communicate its strategy

The introduction of a programmatic approach to climate change is a major shift in management strategy that requires planning, consultation and a concerted effort to link the individual components of a climate change programme. The process to develop and convey this strategy, through NCCC, CCD, CPAP or other means, has yet to emerge. There are barriers to programme-based strategies that still need to be overcome, where the climate change programme is viewed as more than a collection of projects led by CCCA and PPCR.

Climate change requires a multi-agency/stakeholder approach

Major support exists across sectors, as shown in Annex 4. Climate change is a cross-cutting theme that requires a multi-agency/stakeholder perspective and involvement of many sectors. This is a challenge given the traditional boundaries between ministries and between government and civil society. The role of CCD as a facilitator of a cross-cutting collaborative process rather than as solely an advocate of MoE interests will need to be emphasized if the programme is to be effective.

UNDP/UN integrated programming requires innovation

There are few models or incentives for integrating climate change across the UN system at the country level. The institutional constraints to joint programming are significant, despite UNDAF. Innovative cross-practice approaches are necessary to demonstrate that UNDP can deliver integrated programming (see Annex 6, Section 2).

²⁸ See GERES Cambodia, *Public Perceptions of Climate Change in Cambodia*, Dec 2009. The report notes that "While there is consensus that the climate is changing in Cambodia, there is a lack of understanding among people about the causes and their relationship to downstream impacts." It recommends: Supporting programmatic CDM to accommodate small scale program activities, focusing on agricultural rather than industrial CDM projects, addressing CDM shortcomings, becoming involved in the REDD debate, enhancing overlaps between mitigation and adaptation, and screening development projects for adaptive and mitigative qualities.

Recommendations

1. BIODIVERSITY

With regard to UNDP's support to **biodiversity**, the evaluation team makes the following recommendations:

1. Facilitate national biodiversity conservation strategic planning

Suggested implementation: National capacity to design and implement comprehensive biodiversity programming is a perceived weakness. Cambodia does not benefit from a comprehensive policy framework to direct biodiversity conservation. There are programs for several sectors including agriculture, forests, fisheries and soon protected areas. The anticipation of climate change financing will likely drive an even more strategic approach to forest conservation. However, none of these creates a comprehensive and enforceable framework for biodiversity conservation. National conservation priorities seem to focus primarily upon endangered species and protected areas rather than the conservation of landscapes and ecosystem services. This combination of factors hinders strategic decision-making capacity and encourages piece-meal sectoral approaches that diminish the impact, efficiency and cost-effectiveness of development investments.

A national strategic workshop (The Biodiversity Forum) was to be held in September 2010. Unfortunately, this activity was delayed. The forum was to capture recent conservation lessons learned and help move Cambodia towards a more coherent, coordinated, and strategic national conservation framework. Developing a national biodiversity conservation strategy and policy would help identify gaps and create a unified conservation vision for both productive and protected landscapes. The strategy should help integrate decision-making across all resource sectors (e.g., water, land, forest, fisheries, marine, etc.). The approach would recognize the links between biodiversity conservation, social welfare, rural development, and poverty alleviation. The strategy would clarify the roles and responsibilities of the MoE, MAFF and other agencies and ideally alleviate current divisions thatacerbate sectoral approaches and obstruct strategic results.

The process would help the government to more clearly detail its conservation objectives and investment priorities in order to guide future international support. The strategy would: identify capacity building needs and the means to address them; suggest biodiversity monitoring and reporting protocols; determine public awareness and education concerns; illuminate critical habitats and associated conservation objectives across all administrative boundaries; and prioritize conservation actions for both flora and fauna. Importantly, the process would identify financing shortfalls and recommend long-term sustainable financing strategies. The strategy should be organic and

include indicators for tracking conservation results such as key species (e.g., elephants, tigers, Mekong catfish), water quality/quantity, primary forest cover, and conservation financing. The strategy may build upon the 2002 Biodiversity Action Plan and associated capacity building assessment while going well beyond this scope. The action plan should candidly assess past success and failure, clarify implementation responsibilities, state benchmarks to be achieved, and identify funding needs and commitments. The strategy and policy would lay the groundwork for the development of a National Biodiversity Law and National Wildlife Conservation Strategy. As social and economic changes advance and donor priorities and funding sources shift, generating and implementing a national conservation vision will become increasingly important to achieving a balanced development approach.

2. Establish pathways for sustainable financing

Suggested implementation: A priority of all biodiversity conservation programming should be to build national capacity for sustainable conservation financing. Many sources identified this as the weakest link in the capacity building chain. Laws have been passed and protected area staff trained, but without funding it is unlikely that these capacities will ever be exercised. To achieve sustainable financing may require project investment periods of longer duration. However, until structures are set in place for adequate national investment in biodiversity conservation, nearly all biodiversity conservation programming will be a stopgap measure supported primarily by international investments. This has been clearly illustrated by recent salary supplement issues and the MoE's decreasing of ranger staff.

As recognized by the current project, Tonle Sap is an example where both visitor fees and the consumptive use of fisheries generate revenue from biodiversity resources a portion of which should be reinvested in conservation. Even though these revenues exist, the project continues to finance the implementation of protected area management plans. The CALM project is emerging as successful example where agricultural production and tourism deliver very local financing opportunities and incentives that result in both national and global conservation benefits.

Future UNDP investments in organizational capacity building should apply these lessons and more actively promote sustainable conservation financing on a larger scale. This may include making certain that sustainable funding pathways are identified during the design phase, including reasonable government commitments. UNDP may assist the government to improve budgeting processes and to identify opportunities for capturing revenue from the use of biodiversity resources that can be reinvested in to the conservation of biodiversity resources. The promises of REDD loom large, but ample prospects for generating revenue already exist with forestry, fisheries, tourism, and even potential mitigation offsets from infrastructure development and mining.

Cambodia's tourism sector will almost certainly continue to grow rapidly. Tourism offers one prime opportunity where partnerships between operators and biodiversity conservation managers can deliver win-win solutions. Ideally, these relationships will be established early to allow conservation costs and benefits to be integrated within business models. International illustrations of "high-end" "low-impact" and community-based management from countries such as Botswana and Bhutan should be examined and lesson-learned adopted before further opportunities are lost and poorly planned development lowers potential conservation and tourism value.

3. Integrate biodiversity conservation with broader programming objectives

Suggested implementation: Biodiversity conservation is very much a cross cutting issue in rural Cambodia. Maintaining the integrity of ecosystem services impacts a host of donor concerns, including rural development, governance, education, poverty alleviation, food security, water resources management, and disaster mitigation. One area for potential partnership strengthening is improving the level of coordination within UNDP's own offices. This is not a major concern, but in the future the agency may consider ways to more strategically integrate biodiversity conservation with clusters such as poverty alleviation and governance to improve economies of scale and increase efficiency and effectiveness of assistance delivery. For example, the Project for Support of Democratic Development in the governance cluster assists with several Small Grants Projects and the larger projects. However, the opportunities for coordination and economies of scale could be potentially maximized even further. With representation in 24 provinces and the ability to quickly reach out to 1,621 communes the PSDD is uniquely positioned to deliver capacity building services. In 2009, Danida published a "Green Book" (agriculture) and delivered it along with capacity building training to all communes through the PSDD. For a relatively small investment, UNDP could similarly move capacity building materials such as DVD's and pamphlets developed by site-level projects throughout the country in an effort to facilitate national level replication. *In addition, there is scope for supporting the implementation of environmental and social safeguards attached to the commune/sangkat fund.* While this has been an area of investment by the World Bank in recent years there is opportunity to promote the value of pilot projects and the lessons learned within the context of the commune development fund.

4. National Environment Program

Suggested implementation: To address the emerging national level capacity challenges, UNDP may consider assisting the government to create a national biodiversity conservation program and/or cross-cutting program that incorporates land degradation, climate change, and biodiversity. This seems like a logical next step in the process of building a comprehensive support mechanism for biodiversity conservation. The approach would take advantage of current GEF funding priorities and approaches. The program would offer technical assistance required to develop a national biodiversity

conservation strategy and to identify pathways for sustainable financing. The program would be positioned to enhance the delivery of conservation services, financial support, and development assistance to emerging local and community level initiatives. By facilitating bridging efforts between currently disenfranchised sectors and national level authorities, the program would help to coordinate and promote landscape level conservation that generates complimentary strategies that apply to both productive and protected lands. An important element would include creation of a national monitoring program so that information generated from site level investments can be applied to national level decision-making. The end result would ideally be a strengthened institutional framework that is much more strategic and effective.

5. Continue to support field-based investments

Suggested implementation: Most of UNDP's biodiversity conservation investments over the last five years were field-based. Many persons expressed frustration at the slow pace of improvement as these projects struggled to reach conservation and capacity building objectives. Some even proposed abandoning field based efforts. This would be a mistake. Field-based investments deliver a host of benefits, including the promotion of local level conservation and development alternatives, the creation of models for upscaling and replication, and insuring that refuges exist for remnant biodiversity until national capacities are able to keep pace. The rural development and governance mechanisms supported through these programs are essential.

Conservation is extremely challenging in Cambodia. Vision and coordination are lacking. Government capacities and investments are quite low. The rapidity of social and economic change is daunting. Success requires extended and constant effort. Although this situation may be vexing, the fact remains that locations with sustained international investment are some of the few in Cambodia where meaningful conversation occurs. Many see international investments in protected areas as almost the only constraint to essentially unregulated development. This situation is neither ideal nor sustainable, but valuable lessons are being learned and improvements made. However, if donors such as the UNDP abandon on-the-ground conservation investments before adequate local and national level capacity exists, Cambodia's final strongholds of globally significant biodiversity will likely be lost and may never recover. Long-term priorities should be making certain that sustainable financing frameworks are developed, successes are replicated, and that the scope of field-based investments is expanded to promote biodiversity conservation on landscape levels both inside and outside of protected area boundaries.

2. CLIMATE CHANGE

With regard to UNDP's support to climate change response, the evaluation team makes the following recommendations:

1. National Committee on Climate Change, UNDP and the relevant climate change partners should review, consolidate and communicate the **broad programmatic framework for climate change development assistance** in Cambodia, highlighting the areas of strategic collaboration.

Suggested implementation: During the completion of the Cambodian Climate Change Alliance Inception Phase, a wider group of stakeholders could be engaged in formulating a programmatic framework that highlights the expected results at a programme level, including implementation strategies for NAPA and SNC, the specific challenges to be addressed in achieving programme results, and the linkages between climate change programme components and partners in Cambodia (Annex 3 and 4).

2. UNDP's Country Programme Action Plan 2011-2015 should establish a **core UNDP strategy and approach to climate change programming** in Cambodia that maximizes **cross-practice and 'One UN' results** focused on specific climate change **capacity development** outcomes.

Suggested implementation: During the preparation of the CPAP, UNDP could prepare a climate change programme design document through discussions with other UNDP clusters and UN agencies that outlines the proposed contributions of UNDP (programme level outputs) toward the larger Cambodia climate change programme, and the approach that will be used to deliver these results in collaboration with other UN and country partners.

3. National Committee on Climate Change and Cambodian Climate Change Alliance should consider appropriate measures to **facilitate the implementation of climate change adaptation by the Technical Working Groups** as per the various sector strategies and in conjunction with the proposed CCCA Sectors' Capacity Needs Assessment, and to improve communication with the TWGs.

Suggested implementation: The Climate Change Department with support from UNDP could consult directly with the Technical Working Groups on the process for preparation of the National Climate Change Strategy and Action Plan and further identify the key measures that could be used to advance climate change mitigation and adaptation within the sectors. TWG stakeholders should have an active role in the national climate change programme.

4. **Capacity development** projects and activities should meet **international standards** for effective capacity development and ensure reliable monitoring and evaluation of results.

Suggested implementation: The CPAP could be formulated to explicitly address the multi-dimensional policy, organizational and human resources development aspects of strengthening capacity of national and local authorities and communities, and present a UNDP capacity development strategy for climate change. UNDP could ensure project designs contain a

capacity needs assessment, a strategy to address these needs, and an effective monitoring and reporting system that complements the programme level results.

5. **UNDP Technical Advisors** should have designated national counterparts and, where appropriate, provide mentoring and other targeted professional development support to government capacity (e.g., implementation of the CCCA Operations Manual).

Suggested implementation: Projects could be designed and reviewed according to a few principles based on good practices and the lessons learned from earlier capacity development experiences in Cambodia. Recruitment of advisors based on specific needs and mentoring of designated national climate change focal points/officers may generate improved results. A broad package of career development incentives could also be promoted to reduce the effects of low government salaries and supplements.

6. Development partners should undertake a **joint assessment with National Committee on Decentralization and Deconcentration** in the Ministry of Interior of specific opportunities to enhance the climate resilience of subnational development plans and investments, including the creation of a designated sub-account for NRM/CC at subnational levels and assignment of climate change adaptation functions to local councils.

Suggested implementation: The programme planning cycles of UNDP, Danida and Sida provide an opportunity for greater coordination to strategically address the main barriers to climate change integration within D&D reforms, which include budgeting systems and the assignment of roles of local councils in climate change adaptation. Discussions led by CCCA, UNDP/UNCDF and the TWG on D&D (co-chaired by World Bank and UNICEF) could focus on further institutionalizing the NRM/CC planning and investment process at provincial, district and commune levels and defining the respective roles of the development partners in strengthening the local capacity to address climate change.

Detailed background rationale for the recommendations is provided in Annex 6.

ANNEX

ANNEX 1: OUTCOME INDICATORS

BIODIVERSITY

UNDP/Cambodia adopted three new indicators in 2008 to measure achievement of the outcome "National and local authorities and communities are better able to conserve biodiversity".

1. Number of species in the Red List of the International Union for Nature Conservation (IUCN) where the population has reportedly increased in project area.
2. Number of project-supported conservation sites that score over 48 out of 96 on site conservation effectiveness score card.
3. Pro-poor and integrated national and sub-national policies and plans developed and implemented by the Government for biodiversity conservation.

Progress towards these indicators has been made. The end of 2010 will likely see the achievement of each indicator. As illustrated by the following table, progress monitoring was limited. Indicator one (status of red-listed species) was tracked and reported only for the CALM project area. Indicator two (METT scores) was achieved by 2008 when the revisions took place. The outcome nexus of indicator three (policies and plans) is weak since "pro-poor" policies do not necessarily measure improved conservation capacity.

| Biodiversity Indicator 1 | Baseline | Target |
|--|----------|-----------|
| No. of species in the red list of the International Union for Nature Conservation (IUCN) where the population has reportedly increased in project area | 0 (2005) | 10 (2010) |

| # | Red Listed Species | Project Area | 2005 Status | 2010 Status | Means of Verification |
|----|---|--------------|--|---|--|
| 1. | Giant Ibis <i>Pseudibis gigantea</i> (Critically Endangered) | CALM project | 27 pairs | 41 pairs (2009 data) | Bird nest protection project (CALM) |
| 2. | White-shouldered Ibis <i>Pseudibis davisoni</i> (Critically Endangered) | CALM project | 2 breeding pairs (7 individuals at non-breeding count) | 4 breeding pairs (42 individuals at non-breeding count) | Bird nest protection project (CALM) |
| 3. | White-rumped Vulture <i>Gyps bengalensis</i> (Critically Endangered) | CALM project | None located | 4 pairs | Bird nest protection project (CALM) |
| 4. | Pileated Gibbon <i>Hylobates pileatus</i> (Endangered) | CALM project | Insufficient data for population estimation | 320 pairs (95%CI 92.1; 454.4) | Occupancy data combined with annual transect-based monitoring programme (CALM) |
| 5. | Lesser Adjutant <i>Leptoptilos javanicus</i> (Vulnerable) | CALM project | 97 pairs | 275 pairs | Bird nest protection project (CALM) |
| 6. | Sarus Crane <i>Grus antigone</i> (Vulnerable) | CALM project | 19 pairs | 52 pairs (2009 data) | Bird nest protection project (CALM) |

| Biodiversity Indicator 2 | Baseline | Target |
|--|----------|----------|
| No. of project-supported conservation sites that score over 48 out of 96 on site conservation effectiveness score card | 2 (2005) | 5 (2010) |

| Project Supported Conservation Site | 2005 METT | 2006 METT | 2007 METT | 2008 METT | 2009 METT | 2010 METT |
|---|--------------|--------------|--------------|--------------|--------------|--------------|
| Prek Toal (Tonle Sap) | - | - | - | 75 | 77 | - |
| Boeung Chhmar (Tonle Sap) | - | - | - | 55 | 57 | - |
| Stung Sen (Tonle Sap) | - | - | - | 54 | 56 | - |
| Preah Vihear Protected Forest (CALM) | - | 37 | - | 65 | 74 | 77 |
| Kulen Promtep Wildlife Sanctuary (CALM) | - | 33 | - | 48 | 63 | 74 |
| Phnom Samkos Wildlife Sanctuary (Cardamom) | - | - | - | - | - | - |
| Phnom Aural Wildlife Sanctuary (Cardamom) | - | - | - | - | - | - |
| Central Cardamoms Protected Forest (Cardamom) | - | - | - | - | - | - |

| Biodiversity Indicator 3 | Baseline | Target |
|--|----------|----------|
| Pro-poor and integrated national and sub-national policies and plans developed and implemented by the Government for biodiversity conservation | 0 (2006) | 5 (2010) |

| # | Government Biodiversity Conservation Policy and Plan | Status |
|----|--|-----------------|
| 1. | National Forestry Programme | Completed |
| 2. | Protected Area Law | Completed |
| 3. | 10 year Fishery Strategy | Completed |
| 4. | Sustainable Land Management National Action Plan | Nearly Complete |
| 5. | Updated NSDP | Pending |
| 6. | National Protected Area Strategy and Action Plan drafted | Pending |
| 7. | National REDD Readiness Road Map completed | Pending |

CLIMATE CHANGE²⁹

| Climate Change Indicators | 2005 | 2008 | 2010 target | 2010 actual |
|---|------|-----------------|----------------|-----------------|
| No of Ministries with strategies which explicitly refer to climate change mitigation/ adaptation | 0 | 2 | 5 | 5 |
| No. of Ministry plans which explicitly recognise the link between climate and gender ³⁰ | 0 | 0 | 4 | - |
| No. of pro-poor CDM projects approved by the Executive Board ³¹ | 0 | 3 | 5 | 6 |
| Updated 2008 Indicators: | | | | |
| No. of nationally owned studies on climate change launched and used to advocate and mobilize resources to respond to climate change | | 1 NAPA | 4 | 2 SNC |
| No. of national and sectoral strategies which explicitly refer to climate change | 0 | 4 ³² | 6 | 8 ³³ |
| No. of development partners which fund the Government for explicit climate change interventions | 1 | 4 ³⁴ | 8 | 9 ³⁵ |

²⁹ These indicators are distinctly different from the capacity development criteria used to evaluate programme achievements in this report.

³⁰ No links between climate and gender are identified in Annex 2 – Integration of Climate Change into National Development and Sectoral Plans and Strategies in Cambodia, but the National gender policy aims to mainstream gender in CC-related policies and programmes, and other programmes. The indicator was dropped in CPAP revisions.

³¹ It is not clear which of the current 6 projects may be considered 'pro-poor'. The current CDM projects are: BioCogen Rice Husk Power, TTY Cambodia Biogas, Methane-fired power generation at Samrong Thom Animal Husbandry, Kampot Cement Waste Heat Power, Kamchay Hydroelectric BOT, Biogas project at MH Bio-ethanol Distillery.

³² NSDP, Rectangular Strategy II, Agriculture and Water Resources Strategy, Disaster Risk Reduction Strategy and Action Plan.

³³ See Annex 2: National Program for Sub-National Democratic Development 2010-2019, National Forestry Programme Document, February 2010, Strategic Planning Framework for Fisheries 2010-2019, Strategic Framework for Food Security and Nutrition in Cambodia 2008-2012.

³⁴ DANIDA, UNDP, World Bank, DFID;

³⁵ EU, AusAid, IFAD, ADB, MRC added in 2009-2010

ANNEX 2: UNDP PROJECTS AND EXPENDITURES 2006 - 2009

Overview of UNDP Project and Expenditures for Outcome during 2006 - 2009

| No. | Project ID | Project Title | Project Period | | 2006 | 2007 | 2008 | 2009 | TOTAL |
|----------------|------------|---|----------------|------------|-----------|-----------|-----------|-----------|-----------|
| | | | Start Date | End Date | | | | | |
| BIODIVERSITY | | | | | | | | | |
| 1 | 00011839 | Management of the Cardamom Mountains Protected Forest and Wildlife Sanctuaries | 01/01/2004 | 31/12/2007 | 184,052 | 20,202 | - | - | 204,254 |
| 2 | 00011841 | Capacity Building for Sustainable Development in the Tele Sap Region | 01/01/2004 | 31/12/2007 | 118,349 | - | - | - | 118,349 |
| 3 | 00038552 | Tonle Sap Conservation Project (TSCP) | 01/07/2004 | 30/06/2011 | 745,509 | 712,674 | 566,863 | 416,100 | 2,441,145 |
| 4 | 00044071 | Building Capacity and Mainstreaming Sustainable Land Management in Cambodia (SLM) | 19/07/2005 | 09/01/2011 | 20,080 | - | 142,103 | 431,153 | 593,336 |
| 6 | 00046822 | Cambodia Water and Wetlands Policy Project | 17/08/2005 | 31/12/2007 | 105,727 | 13,181 | - | - | 118,908 |
| 7 | 00047478 | Establishing conservation Area through landscape management (CALM) | 01/01/2006 | 31/12/2012 | 423,913 | 499,490 | 335,141 | 430,340 | 1,688,884 |
| SUBTOTAL | | | | | | | | | 5,175,173 |
| CLIMATE CHANGE | | | | | | | | | |
| 1 | 00044653 | Second National Communication to UNFCCC (SNC to UNFCCC) | 14/04/2005 | 30/09/2010 | 1,265 | 667,291 | 262,573 | 168,489 | 1,099,618 |
| 2 | 00060618 | Formulation of the National Adaptation Program of Action to Climate Change (NAPA) | 01/11/2007 | 31/12/2009 | - | - | 54,411 | 29,825 | 84,236 |
| 3 | 00070668 | Addressing Climate Change for Poverty Reduction and Pro-poor Growth (PPG) | 01/04/2009 | 31/08/2010 | - | - | - | 402,044 | 402,044 |
| 4 | 00073625 | Cambodia Climate Change Alliance (CCCA) | 01/12/2009 | 31/12/2012 | - | - | - | 8 | 8 |
| 5 | 00069653 | Promoting Climate-Resilient Water Management and Agricultural Practices in Rural Cambodia | 01/09/2009 | 31/12/2013 | - | - | - | 10,295 | 10,295 |
| SUBTOTAL | | | | | | | | | 1,585,906 |
| TOTAL | | | | | 1,598,895 | 1,912,839 | 1,361,091 | 1,877,959 | 6,750,783 |

ANNEX 3:

Mapping Climate Change Programme Linkages to the CPAP Outcome

| Projects / Programme Components | Focus/objective | CPAP: National authorities c.d. | CPAP: Local authorities c.d. | CPAP: Community c.d. |
|---|---|--|---|---|
| National Adaptation Plan of Action to Climate Change (NAPA) and Pilot Projects Agency: Ministry of Environment (MoE) Approval: 2006, under implementation | Endorsed by the Government in 2006. The NAPA outlines 39 "no regrets" adaptation projects, 20 of which focus on issues of water resources and agriculture. | Analysis conducted: (i) review the impacts of climate hazards and climate change in Cambodia; (ii) review and assess sectoral policy gaps; and (iii) identify long-term programmes for increasing sectoral adaptive capacity to changing climate. | | |
| Climate Resilient Water Resource Management and Agricultural Practices Project (GEF/IFAD/UNDP/MAFF) <i>(NAPA follow-up project)</i> Agencies: MAFF, IFAD Period: Jan. 2010 – June 2013 | To reduce the vulnerability of Cambodia's agricultural sector to climate-induced changes in water resources availability. The focus is to reduce farmer and farm household vulnerability to climate variability and climate change | Review of national policies on CC adaptation based on lessons generated by the project. By the end of the project, at least 1 sector policy in water and agriculture revised to includes climate risk considerations and reflect lessons learnt through the project. | Improved capacity within local institutions. By the end of the project (2013), 60% of commune committees in target districts is using climate information in water resource planning; commune plans incorporate climate risk management and adaptation. | Locally appropriate adaptation options demonstrated to reduce exposure to climate-induced risks; a portfolio of adaptation measures are developed and demonstrated in at least 10 communities in the 2 pilot districts; Lessons learned are replicated. |
| Second National Communication to the United Nations Framework Convention on Climate Change (UNFCCC) Agency: Ministry of Environment Period: 2005 - 2010 | Four Thematic Working Groups: greenhouse gas inventory, vulnerability and adaptation assessment, GHG mitigation, and technology transfer and others. Climate change education and awareness raising, capacity building, institutional strengthening, and participation in UNFCCC CoP. | Training of government staff on GHG inventory, vulnerability and adaptation assessment, and field studies. Support for representation of Cambodia at the UNFCCC Conference of Parties | | Awareness building of NGOs involved in mitigation and adaptation. Recent involvement of civil society in UNFCCC COPs. |
| Cambodia Climate Change Alliance (CCCA) Project Agency: Ministry of Environment - Networking and funding mechanism Period: CCCA 2010-2012 - Projects under preparation (Climate Change Initiation Plan/UNCDF, 2010) - Climate Change Forum (Cambodia Climate Change Committee/ MOE/UNDP) Period: 2009, annually - Climate Change Network (Oxfam America) Period: 2009- - Proposed Coastal Adaptation and Resilience Planning Component (UNEP) with CCCA and LDCF funding Period: 2010-2014 | CCCA aims: - To support capacity development and institutional strengthening to prepare for and mitigate climate change risks. - To directly help vulnerable communities by enhancing their resilience to climate change and other natural hazards. The CC Initiation Plan included a UNDP Climate Change Workplan, a Communication & Advocacy Strategy, and formulation of the GEF Sustainable Forest Management (SFM) Project National Committee on Climate Change (NCCC) organized a Forum in Oct 2009 with support from Ministry of Environment, Danida, Sida, Oxfam and UNDP | A unified engagement point for development partners; donor coordination; National Climate Change Committee has stronger capacity to coordinate efforts on national policy making, capacity development and outreach/ advocacy, and to monitor the implementation of the National Climate Change Strategy and Action Plan A knowledge-management and learning platform operates to provide Cambodia with updated knowledge and opportunities to learn about climate change. A multi-donor financial facility, the Cambodia Climate Change Alliance Trust Fund, providing grants for projects that are identified in the NAPA | Grants: Key line ministries, agencies and civil society organizations have access to financial and technical resources to design, implement and monitor climate change adaptation interventions. Capacity building associated with NAPA projects that address local authorities capacity development needs A process for integration of climate change into sub-national planning and development is proposed | Capacity building associated with NAPA projects that address local community adaptation needs Capacity building for communities vulnerable to climate change and other natural hazards Information sharing among NGOs for community based action on climate change Proposed UNEP project: Integration of coastal adaptation measures into land use planning by the Commune Councils and the Provincial Rural Development Councils and agricultural livelihoods in project areas. |

| Projects / Programme Components | Focus/objective | CPAP: National authorities c.d. | CPAP: Local authorities c.d. | CPAP: Community c.d. |
|---|---|---|---|--|
| | Climate change network for NGOs exchange of information Proposed UNEP project to commence Sept 2010 | Networking of national NGOs for input into policies and UNFCCC Proposed UNEP project: build institutional capacity to implement adaptation measures in coastal areas | | |
| Pilot Programme for Climate Resilience (PPCR) - World Bank/ADB/IFC funded programme to accelerate climate resilience with funding under Strategic Climate Fund (SCF) Phase 1 underway with UNDP coordination. | "Incentives for scaled-up action and transformational change in integrating consideration of climate resilience in national development planning consistent with poverty reduction and sustainable development goals." | Phase 1: (i) a stocktaking (including progress in considering climate resilience; and (ii) an assessment of the country's readiness to accelerate this process with PPCR support and define gaps and needs to formulate the Strategic Program. In Phase 2 the Strategic Program would be implemented. | | |
| Strengthening sustainable forest management and bio-energy markets to promote environmental sustainability and to reduce greenhouse gas emissions in Cambodia ('SFM Project') UNDP/GEF 4136 Agencies: MAFF, MoE, MIME Period: 2010-2014 | To strengthen national SFM policy, integrate community-based sustainable forest management into policy, planning and investment frameworks and create markets for sustainable bio-energy technologies that reduce CO2 emissions | 1. National capacities and tools exist to facilitate the widespread implementation of sustainable community-based forest management and technologies that reduce demand for fuel wood | | 2. Community-based sustainable forest management is being implemented effectively within a context of cantonment, province, district and commune level planning delivering concrete benefits to local communities. 3. Strengthened demand and supply chain for energy efficient cook stoves |
| Climate Change Mainstreaming in Development by UNDP - NSDP and sector strategies climate change inputs by UNDP Period: 2009-2010 - Human Development Report on Climate Change Period: 2010 | Integration of climate change into development policy and planning and related advice to government. Awareness building and advocacy for climate change resilient and low carbon development | Inputs into revisions to the National Sustainable Development Plan 2009-2013 and the sector strategies Human Development Report follow-up national dialogue | | |
| Small Grants Programme Climate Change-related Projects - UNDP SGP TRAC Fund Water Development Project Period: xxx - 2010 - Mekong Australia- Pacific Community Based Adaptation Project (MAPCAP) UNDP SGP implementation Period: 2009 -13 - UNDP GEF SGP for climate change mitigation and for NAPA small grants follow-up projects | GEF SGP support for communities to adopt coping strategies in accessing clean water (water for life); build up resilience to climate change through infrastructure investment and wetland conservation/restoration; and contribute to the NAPA development and pilot projects. MAPCAP: multi-country pilot program on climate change adaptation (2 year small projects with follow-up experiences sharing/lessons learned) | | Water Development Project: UNDP small project partnerships with 17 local NGOs and three CBOs and collaboration with local community, authorities and provincial department of environment and fishery office. | Water Development Project: Provision of Ceramic Water Purifiers, construction of drilled and open wells, rain harvesting reservoirs and renovation of reservoirs, lake conservation, small scale canal, and irrigation scheme renovations, drip irrigation practices, pond constructions, water piped system construction, and development/strengthening of Women Saving Groups and capacity building to the local partner organizations |
| UNREDD+ Reducing Emissions from Deforestation and Degradation Agencies: Forest Administration/MAFF, CCD/DNP Ministry of Environment, and the Ministry of Land Management, Urban Planning and Construction. | The Cambodia REDD+ Roadmap is a national plan for how the RGC wants to move ahead with REDD+ Readiness. | The Inter-ministry REDD+ Taskforce was established in January 2010, with a mandate to develop the Cambodia REDD+ Roadmap in preparation for available funding. | | |
| Clean Development Mechanism (CDM) UNFCCC Agency: Ministry of Environment is | CD4CDM project aims at: 1) Generating in participating developing countries a broad | 1: Establish procedural and infrastructural elements; 2: Conduct information campaign and awareness | | 5: Facilitate capacity development for public and private sector players to identify, formulate and |

| Projects / Programme Components | Focus/objective | CPAP: National authorities c.d. | CPAP: Local authorities c.d. | CPAP: Community c.d. |
|---|--|--|--|--|
| the Designated National Authority for CDM | understanding of the opportunities offered by the CDM; and 2) Developing the necessary institutional and human capabilities that allow them to formulate and implement projects under the CDM | raising on the benefits of the CDM for relevant target groups and generate support of the government; 3: Develop CDM-related capacity for national policy makers; 4: Assist the Government in establishing and building capacity of CDM Designated National Authority. | | secure financing for CDM project 6: Create a pipeline of CDM-eligible projects. |
| Mekong River Commission, Climate Change Adaptation Initiative (CCAI) Agency: MRC Period: 2009 - 2015 | CCAI will pilot and demonstrate adaptation planning and implementation throughout the Mekong basin including the processes of climate change impact and vulnerability assessments | Outcome 1: Climate change adaptation planning & implementation Outcome 2: Improved capacity to manage and adapt to climate change Outcome 3: Strategies and plans for climate change adaptation | Outcome 4: Regional exchange, collaboration and Learning | |

ANNEX 4: Integration of Climate Change into National Development and Sectoral Plans and Strategies in Cambodia

| National Documents | Climate Change References | Climate Change Goals and Directives |
|---|---|---|
| <p>National Strategic Development Plan 2009-2013 (NSDP Update)</p> <p><i>A single, overarching document containing RGC's priority goals and strategies to reduce poverty rapidly, and to achieve other CMDGs and socio-economic development goals for the benefit of all Cambodians</i></p> <p>Responsible Agency:</p> <p>Office of the Prime Minister</p> | <p>ENVIRONMENTAL PROTECTION, CONSERVATION, AND CLIMATE CHANGE</p> <p>Protection and conservation of the unique bio-diversity and eco-system that Cambodia is blessed with and the sustainable use of this natural resource for the benefit of all Cambodians and for the response to climate change is a high priority of the Royal Government. Significant progress has been made in developing the regulatory framework to manage these resources and to strengthen the capacity of the Ministry of Environment and other RGC institutions to manage the implementation of the laws and regulations. In April 2006, through an RGC's Sub-decree, a National Climate Change Management Committee was established and in 2009 Samdech Prime Minister decided to be the Honorary Chairman of this National Committee. In 2008, two Laws – the Law on Bio-safety and the Law on Natural Protected Areas – were adopted.</p> <p>The MOE, as the Secretariat of the National Climate Change Management Committee, has been carrying out many activities to coordinate works on climate change. The Ministry prepared a Second National Report under the United Nations Convention on Climate Change as well as National Strategy and Action Plan Responsive to Climate Change.</p> | <p>To effectively deal with the implications of climate change, the capacity of RGC institutions needs to be strengthened to identify and develop a strategy to deal with the anticipated impact of the climate change, and strengthening disaster management capabilities.</p> <p>Since forest is crucial for the livelihoods of the people, the Royal Government will enhance management efficiency of the reserved forests and ensure their appropriate protection and development, including eco-tourism, for employment generation and additional income for the people. Moreover, attention will be given to the management of the protected areas. The Royal Government will mobilise resources, support, and financing to participate in global efforts to address challenges of climate change.</p> <p>In the area of management of natural resources and climate change, the MOE will:</p> <ul style="list-style-type: none"> • Focus on the following priorities to in order to respond to climate change: <ul style="list-style-type: none"> ◦ Strengthen the capacity of the Secretariat of National Committee for Climate Change Management. ◦ Promote and coordinate the mainstreaming of climate change in concerned sectors. ◦ Continue preparing a Second National Report under the United Nations Convention on Climate Change. ◦ Prepare a National Strategy and Action Plan for Climate Change. ◦ Promote the establishing of a national fund for climate change. ◦ Promote the implementation and update the National Action Programme on climate change adaptation. ◦ Further identify and foster the implementation of clean development mechanism and green-house gas reduction projects. ◦ Educate and inform the public on climate change. ◦ Mobilise resources and support to deal with climate change problems. ◦ Decentralise the preparation of inventory of green house gases and set up a database management system. <p>To provide <i>environmental education and environmental information</i>, the MOE will:</p> <ul style="list-style-type: none"> • Carry out the environmental awareness enhancing programmes and the exchange of up-to-date information in order to adapt to climate change. <p><i>Transportation in Urban Areas:</i></p> <ul style="list-style-type: none"> • Foster the preparation of a new master plan and the development of infrastructure for urban transportation including a construction project for commuter light train in order to contribute to reduction of CO₂ emission resulting in environmental pollution, global warming, and climate change. <p>In the area of <i>water resources and meteorological information management</i>, the MRWAM will:</p> <ul style="list-style-type: none"> • Provide public with weather forecast information, advice and education to enhance their understanding on how to prevent and minimise the impact of events caused by nature and climate change: storm, lightening storm, tsunami, and flood etc. |

| National Documents | Climate Change References | Climate Change Goals and Directives |
|--|---|---|
| <p>National Program for Sub-National Democratic Development 2010-2019 (Draft Feb 2010)</p> <p><i>The sub-national administration reform process under the principle of democratic development through D&D will impact institutions at both national and sub-national levels.</i></p> <p>Office of the Prime Minister, Ministry of the Interior</p> | <p>The NP-SNDD guiding principles include:</p> <ul style="list-style-type: none"> - Integrate appropriate consideration of environmental issues, especially climate change, into SNA activities at all levels; (p. 8/9) <p>Sub-national democratic development will allow progress to be made on the commitment of improved service delivery that protects community assets, provides for better natural resource management, improves resilience to climate change, promotes a low carbon development pathway, and responds to the social, physical and economic needs of individuals and households. (p. 11)</p> <p>B-2). Climate Change</p> <p>The impact of climate change in Cambodia will be unprecedented and will require effective government leadership at all levels to respond to the increasing global threat to life, livelihoods and life-supporting systems. There is an urgent need to adopt low carbon development agendas, but at the same time to prepare for the new climate risks threatening Cambodia. NP-SNDD provides key entry points required to create a national “adaptation system” that will support society in the long-term, iterative process of adjusting as the climate changes.</p> | <p>Table 2.2: NP-SNDD Master Logical Framework</p> <p>Output 1.7: Program for climate change mainstreaming in SNA planning, management and service delivery is implemented</p> <p>Table 3.4: Logical Framework of Program Area 4</p> <p>Output 4.13 SNA can transparently plan and account for the cost of climate change</p> <p>Platform 1:</p> <p>Develop guidelines and procedures for climate change mainstreaming in all SNAs and conduct relevant training</p> <ul style="list-style-type: none"> • Establish and pilot systems and procedures for climate change cost accounting <p>Platform 2:</p> <p>Integrate, evaluate and adjust climate change into budget preparation and investment planning /adoption/implementation process for all SNAs</p> <p>Integrate climate change considerations into SNA Procurement process/procurement performance.</p> <ul style="list-style-type: none"> • Develop advanced training for specific topics. |
| <p>National Forestry Programme Document</p> <p>February 2010</p> <p>Ministry of Agriculture, Forestry and Fisheries</p> | <p>B.2 Climate change will affect forest based livelihoods</p> <p>The global challenge of climate change will impact Cambodia's sea levels, agricultural and fishery productivity and sustainability.</p> <p>The uncertainties related to the effects of climate change on forests, agriculture, grasslands, and other land areas are major challenges. Prevention, mitigation and adaptation strategies are</p> <p>needed to sustain ecologically sound natural forests that maintain their production potential and environmental services and mitigate effects to areas surrounding agriculture that are also areas of high human pressure.</p> | <p>C.1 Strategic objectives</p> <p>Objective 2: Adapt to climate change and mitigate its effects on forest based livelihoods</p> <p>D.2 Strategic direction for objective 2: Addressing climate change</p> <p>Reducing the impacts of climate change will be targeted through the financial mechanisms of Reducing Emissions from Deforestation and forest Degradation (REDD), the Clean</p> <p>Development Mechanisms of the Kyoto Protocol (CDM), and other innovative schemes. Carbon markets have yet to fully develop, and long-term conditions are unknown but will continuously be assessed.</p> <p>Forest is a renewable energy resource that presents a climate mitigation potential. Adaptation strategies, for example tree planting of native hardwoods in degraded natural forests, should contribute to overcoming the additional threats posed by a changing climate to attaining food security, enhancing livelihoods and improving environmental management. Such work will therefore be an integral part of devising future conservation and management systems.</p> |
| <p>Strategic Planning Framework for Fisheries 2010-2019</p> <p>Ministry of Agriculture,</p> | <p>However, the fisheries sector also faces a number of growing challenges. Some of these, like over-fishing, come from within the sector but others come from outside it, and include threats that exist on a regional and even global basis. These include potentially highly damaging changes to the ecosystem caused</p> | <p>The Royal Government of Cambodia will:</p> <ul style="list-style-type: none"> - Use the Council for the Development of Cambodia (CDC) to co-ordinate the policies, plans and actions of those Ministries, Departments, Agencies and Institutes that use or affect the water resource. |

| National Documents | Climate Change References | Climate Change Goals and Directives |
|--|---|--|
| Forestry and Fisheries | <p>by damming for hydropower, loss of critical habitat due to economic pressures, and climate change.</p> <p>Threats</p> <ul style="list-style-type: none"> Loss of breeding habitat and declining wild stocks because of: <p>Climate change, leading to changes in water levels, flow rates and flooding patterns.</p> <p>In the case of climate change, work will need to be done through global organisations and forums, including the UN. However, the Royal Government of Cambodia will need to develop co-ordinated national policies to address these issues effectively.</p> | <ul style="list-style-type: none"> Work through the National Committee for Climate Change in order to develop and implement the National Plan for Adaptation. <p>Particular attention will be paid to identifying those areas and people in the fisheries sector that are most vulnerable to the effects of climate change and prioritising specifically targeted interventions to reduce this vulnerability.</p> <p>The Royal Government of Cambodia will:</p> <ul style="list-style-type: none"> Take urgent action to understand the issues on a national basis, whilst engaging with other nations through ASEAN, the UN and other international organisations. Work with the Mekong River Commission to develop and implement the Mekong Basin Plan. Work with its international partners to fulfill its obligations under the Convention on International Trade in Endangered Species (CITES), the Convention on Biological Diversity and the agreement of the MRC member countries on water utilization in the Mekong River. <p>We expect that our Development Partners will:</p> <ul style="list-style-type: none"> Respect their obligations under the Kyoto Protocol to the United Nations Framework Convention on Climate Change. Consider the downstream effects of any development activities they support or participate in on the upper reaches of the River Mekong. <p>Other major target(s) within the 7 Goal areas are:</p> <p>A comprehensive plan for regional co-operation to address international issues facing fisheries in Cambodia, including climate change, damming and environmental degradation, developed by the end of 2011.</p> |
| Strategy for Agriculture and Water 2010-2013 | None | <i>Climate change will be addressed in the preparation of the Implementation Road Map for the strategy</i> |
| Strategic National Action Plan for Disaster Risk Reduction (SNAP) 2008-2015 | Both this Action Plan and the NAPA seek to address community vulnerability to hazards although adaptation to climate change focuses on responding to extreme weather events and slow-onset changes in climate, whereas disaster risk reduction focuses on wider issues, not just on climate-related disasters. Hence, the Action Plan fully supports the NAPA and efforts to synergize implementation and monitoring of both plans is one of the activities identified in this Action Plan to be undertaken | <p>5. Mainstreaming DRR into Policies and Programs of Relevant Government Ministries</p> <p>5.1. Incorporate DRR in sustainable environmental and natural resource management</p> <p>5.2. Integration of DRR to climate adaptation program</p> <p>Alignment of the NAPA and SNAP by a committee from the MOE and NCDM towards identification and support of common activities and projects</p> <p>Integration of risk awareness and adaptation strategies to climate change into government and NGO development programs</p> |
| Strategic Framework for Food Security and Nutrition in Cambodia 2008-2012 (SFFSN) | NAPA is recognized as an important cross-cutting strategy affecting food security. | <p>Priority Actions include: Support the implementation of the priorities of National Adaptation Programme of Action to Climate Change (NAPA).</p> |

Annex 5: Sample of Capacity Development in Small Grants Projects

| Project grantee & title | Community organizations strengthened | Training and skills development |
|--|--|--|
| BIODIVERSITY (n=36) | | |
| 9 Aphivat Strey "Conservation of Community Natural Lakes and Replanting Flooded Forest for Improving Community livelihood Project" | Description: The project created 3 community fishery areas, with committees to run them. 9 women's groups were also established. Women were trained on running savings groups and fish processing Key results: As a result, people were better able to understand the importance of fish stocks and aquatic biodiversity. | Training on income generation through sustainable fishery, importance of aquatic biodiversity, and training for groups of women on savings and fish processing for protected area committees, women and the general population |
| 14 CDCam "Natural Resources Management by indigenous Communities for livelihood development project" | Community Forestry Organisation members able to understand the forestry law as a result of the project. Community forestry committee established. CFos oversaw increased participation from villagers, including women, in NRM and community forestry | Skills developed among community forestry committee to understand forestry law, enforce community forestry regulations and practice NRM. Knowledge of these topics passed on to villagers |
| 15 Culture and Environment Preservation Association (CEPA) "Community-Based Pro-Poor Tourism Development and Sustainable Natural Resources Management Project" | Description: The project is aimed at increasing the community's awareness of conservation and generating additional income for people living in Veum Sein Village, O'Svay Commune through community-based pro-poor eco-tourism development Key Results: A community based eco-tourism management committee has been formed to manage this element of the project. | Community capacity build in terms of managing CBET activities and understanding of conservation issues which affect the area |
| 10 Chet Thor "Biodiversity Conservation through Community Fisheries project" | Description: This project supported the community fisheries that had already been established and recognised in the six target communes, through community fisheries federations that were organized-one in each district. It will help build capacity both in terms of materials and human resources to enable them to patrol the community fisheries areas and gain control of them Key Results: Capacity of CFis build to sustainably manage resources and to be able to enforce regulations regarding illegal fishing. Financial management skills for community members joining CFis | Training on fisheries laws and how to enforce them, financial management and training for community members, particularly women, to hold CFI committee members accountable |
| 65 Osmose "Strengthen and develop community-based ecotourism in Koh Chiveng | Description: The project aimed to strengthen and develop community-based ecotourism in Koh Chiveng commune. This creates an alternative income source and additional capacity to prevent negative impacts on Prek Toal Unesco Biosphere | Key training on tourism management and biodiversity conservation. |

| Project grantee & title | Community organizations strengthened | Training and skills development |
|--|---|--|
| commune" | <p>Reserve</p> <p>Key Results: Local people trained in the two villages on the various skills required to deal with tourists. A CBO was established in each village to manage to CBET activities. Because community members have increased income from tourism, and knowledge of the importance of biodiversity, they are less inclined to exploit delicate resources</p> | |
| <p>17. Sre Khmer</p> <p>"Biodiversity conservation and sustainable land use"</p> | <p>The objective of the project is to raise awareness on biodiversity conservation and sustainable land use through improve community livelihood.</p> <p>Community people aware on biodiversity conservation and sustainable land use. Some community people start using organic pesticide & compost fertilizer instead of chemical fertilizer & pesticide.</p> | <ul style="list-style-type: none"> • Biodiversity conservation and sustainable land use • Family planning • Association management • Family gardening • Chicken raising • Mushroom growing • Proposal writing • Community fund raising |
| CLIMATE CHANGE (n=34) | | |
| <p>54 – Local Capacity Builder (LOCAB)</p> <p>"Solar Battery Charging Stations"</p> | <p>Description: The project provides for solar powered battery charging stations. 4 committees formed to manage the charging stations (at 4 separate sites). Local authorities (Commune Council) became aware of solar power as an alternative electricity source. They agreed to give (in-kind) support</p> <p>Key Results: 40 committee members trained and capable of running the project after the withdrawal of funding</p> | <p>The committees have the ability to replicate the project in others areas, and sustainably manage this project after the withdrawal of funding.</p> <p>Radio has been used as a dissemination method. People are aware of the use of solar power and its benefits</p> |
| <p>50 Peace and Development Institute (PDI)</p> <p>"Clean Environment and Poverty Reduction with the Promotion of Bio-Digester Technology in rural communities"</p> | <p>Description: The project provides, <i>inter alia</i>, 200 biogas digesters and 150 compost huts.</p> <p>Key Results: 50 village based savings groups gained knowledge of how to use the biogas digesters and what the benefits of these are</p> <p>200 farmers have increased knowledge of increasing production through biogas digesters, thus allowing them to increase their income</p> | <p>Training on the importance of biogas, and how to use and manage it.</p> <p>Training for credit agencies on income generation and microfinance</p> |
| <p>57 Development Khmer Community (DKC)</p> <p>"Local Action for Climate Change mitigation project"</p> | <p>Description: The project aims at mitigation of climate change with the strategies of providing training techniques to teachers and farmers: improved forest protection, palm-oil cook stoves and SHGs</p> <p>Key Results: profit of 12,960,000 riels (\$3,420, approx) for the SHG. 27,000 trees planted and the community, including important members such as teachers and the pagoda have increased capacity to manage them</p> | <p>The SHGs received training on basic management techniques, as well as the benefits of efficient cook stoves</p> |
| <p>20 Association of Buddhists for the Environment (ABE)</p> | <p>Description: This project uses the unique position of monks and pagodas in Cambodian society to mainstream climate change knowledge and</p> | <p>Key monks trained to pass on knowledge to the community</p> |

| Project grantee & title | Community organizations strengthened | Training and skills development |
|---|---|--|
| "Environmental Education through Pagodas " | <p>environmentally responsible behavior in the community</p> <p>Key Results: Forest ordination ceremonies to build respect of local people for the environment. Pagoda based training for the community on environmental protection</p> | |
| <p>49. Stung Hav Costal Fishery Community</p> <p>"Reservoir Utilization and Community Based-Sustainable Eco-Tourism Development"</p> | <p>A main objective of the project is to abate the impact of climate change on water levels and recharge the dry well in the surrounding area.</p> <p>Community committee members have improved their capacity on: a) developing work plan, b) implementing activities on time, c) boundary the reservoir, d) solid waste management, e) reservoir utilization & management, f) dealing & moving people from the reservoir.</p> <p>Community members have improved their living through alternative agriculture (crop plant, fish pond, etc), small business, services & village eco-tourism.</p> | <ul style="list-style-type: none"> • Solid waste management • Sanitation • Reservoir utilization & management • Vegetable planting • Small Scale aquaculture • Project development & management • Financing & accounting |
| <p>60. Cambodian Center for Study and Development in Agriculture</p> <p>"Integrated commercial farm for small farmers in Takeo's Samrong district"</p> | <p>The objective of the project is to develop the integrated commercially farming as effectively use of community resource in a sustainable manner of agricultural production that are compatible with climate change adaptation and habitats of biodiversity.</p> <p>30 key farmers received training, implementing & coaching on technical innovation, ecological agricultural production, farm management, improving household food production using environmental friendly techniques.</p> | <ul style="list-style-type: none"> • System of rice intensification • Ecological chicken raising • Multi-purpose farm • Home garden • EM fertilizer production • Pig raising • Fish raising • VBHCD-12 cornerstones on Self Help Group forming & development |

ANNEX 6: Background to Climate Change Recommendations

Development of a Climate Change Programmatic Framework

UNDP has effectively facilitated the coordination of donor funding as originally requested by the RGC in 2009. It has helped to establish the partnerships, the funding mechanisms and the programme management modalities and to initiate programme activities. Significantly, the programme focuses on enhancing the role of NCCC, the capacity of MoE and the NGO-based Climate Change Network, and provides the flexibility to respond to stakeholder initiatives. The main financing elements have been established and are gradually being activated, along with UNREDD and PPCR which are still under operational development.

During the evaluation mission, several stakeholders pointed to the need for a clear vision or over-arching master plan for the programme. What is missing to date is a simple framework that can guide programme integration, clarify key results expected and define how all of the components (Annex 3) will generally work together. While such a framework may eventually emerge, it would be beneficial to develop a programmatic framework as soon as possible in order to (i) reduce the potential for uncoordinated projects/activities, (ii) strengthen the relevant linkages between projects with climate change elements, (iii) enhance broad understanding of the programme and its expected results, and (iv) take advantage of the current donor (UNDP, Danida, Sida) planning cycles.

The aim of a programmatic framework is to provide greater focus, clarity and synergy on the main climate change capacity development themes and challenges for the programme as a whole. It should especially align the climate change activities of CCCA, PPCR, the sector strategies, NCDD/UNCDF, MRC-CCAI, NCDM and potentially REDD (see Annex 3 and 4). This is consistent with the approach described at the launch of CCCA as stated by the RGC Minister of Environment: "We are moving from a stand-alone project-based approach toward a more comprehensive programmatic approach, in which the National Climate Change Committee will play the leading role in the implementation in accordance with the national priorities and needs while ensuring national ownership, accountability transparency, efficiency and sustainability.³⁶ The primary challenges for this "comprehensive programmatic approach" center on four aspects:

- NCCC operations and effectiveness to lead and manage the national climate change programme and to formulate a climate change policy from an inter-ministerial perspective;³⁷
- CCD capacity to follow-up the implementation of NAPA and SNC and to manage the complex CCCA responsibilities and reporting requirements;
- TWG sector initiatives and incentives to implement the climate change provisions within Sector Strategies and programmes; and
- MoI and MEF ability to meaningfully integrate climate change into D&D subnational planning, development and investment.

The RGC proposes to develop a national Climate Change Strategy and Action Plan and a 10-year national programme which will provide further delineation of the government's priorities. Capacity development needs assessments related to climate change are underway, in one form or another, for the Climate Change Dept., the sector strategies and the D&D system (NCDD). A programmatic framework should provide an

³⁶ CCCA Press Release, New initiative to address climate change impacts in Cambodia, March 8, 2010

³⁷ This requires a distinct shift and outreach approach for CCD as the nascent technical secretariat to NCCC. To get buy-in from the larger ministries will require clear recognition of this special role as a process facilitator rather than an MoE advocate.

overall analysis of the strategic areas of leverage where international assistance can best assist national and subnational capacities and a structure for new donor contributions.³⁸

The evaluation mission discussions suggested that there is a need to:

- Directly facilitate the implementation of completed strategies (NAPA, SNC, Sector Strategies, HDR) with an aim toward measurable change in specific climate change mitigation and adaptation practices;
- Provide a broad framework to assist the NCCC mandate of a programme-based approach and to reduce any management risks and uncertainties in CCCA delivery;
- Increase awareness of the climate change programme across government and enhance information and access to relevant project funding opportunities;
- Identify the role of the Sector Strategies (and related programmes) and the Technical Working Groups (TWGs) in the national climate change programme;
- Outline how UNREDD+ will, or should, complement the current programme;
- Reinforce and expand the use of the D&D system to deliver climate change mainstreaming at the local level;
- Align the climate change programme with the disaster management programme;³⁹
- Increase the linkages between the SGP and the larger projects as well as national programmes;⁴⁰
- Establish linkages with Mekong River Commission, Climate Change Adaptation Initiative (CCAI);
- Provide programme level monitoring and organized mechanisms for dissemination and scaling-up successful models of adaptation and mitigation;⁴¹
- Assess the potential for line ministries to act as climate change service providers to local authorities in assisting decision making (vulnerability & adaptation analysis, agro-ecosystem analysis, etc.); and
- Provide the necessary financial, technical and liaison support within government to accelerate CCCA implementation and to establish good working relationships amongst the partners.

Key observation: the status of the Cambodia climate change 'programme' as a broadly synchronized set of activities that work in tandem toward common objectives needs to be more clearly defined in terms of the results to be jointly achieved, the overall approach, and the risks to be managed. Despite the progress to date, there is a perceived reluctance of UNDP and CCD to take a fully programmatic approach to donor coordination.

Recommendation 1: *NCCC, UNDP and the relevant climate change partners should review, consolidate and communicate the broad programmatic framework for climate change development assistance in Cambodia, highlighting the areas of strategic collaboration.*

Suggested implementation: During the completion of the CCCA Inception Phase, a wider group of stakeholders could be engaged in formulating a programmatic framework that highlights the expected results at a programme level, including implementation strategies for NAPA and SNC, the specific challenges to be addressed in achieving programme results, and the linkages between climate change programme components and partners in Cambodia (Annex 3 and 4).

³⁸ See examples of programmatic approaches to climate change under the MDG Achievement Fund: <http://www.mdgfund.org/content/environmentandclimatechange>; and MDG Achievement Fund Secretariat, Implementation Guidelines for MDG Achievement Fund Joint Programmes, July 2009.

³⁹ Strategic National Action Plan for Disaster Risk Reduction, (SNAP) 2008-2015.

⁴⁰ Note the recent evaluation of SGP recommends: "Increasing complementarity and collaboration with national-level efforts" and "More deliberate efforts to encourage linking of small grants with medium-sized and full-size projects and larger national programmes.", Dr. Paula J. Williams, Ms. Shireen Samarasuriya, Ms. Kong Vutheary, Evaluation of UNDP/GEF Small Grants Programme in Cambodia, Draft April 2010.

⁴¹ For example, the Oxfam America Agro-meteorological forecasting project being tested in 13 villages could evolve into a national information system although this longer term concept has yet to be developed.

UNDP Approach to Climate Change Programming

The CPAP should ideally outline the UNDP climate change programme results and the approach that will be used to achieve these results across the organization. The tendency is for UNDP to pursue programme design and project development in response to funding availability and partnership opportunities that emerge. The previous CPAP experience indicates that project synergies are rarely explicit and linkages are often more theoretical than substantive. A more strategically planned, cross-practice approach is advocated focusing on UNDPs comparative strengths.⁴²

The CPAP can serve as a mechanism to address the collaborative interests in climate change between the clusters, the One UN concept, and the demand for integrated climate change programming. In the new CPAP, it should be possible to clearly track the thematic climate change links between the UNDP practice areas and to organize the anticipated inputs from other UN agencies.

The evaluation mission discussions suggested that there is a need to:

- Establish a strong, cross-cutting thematic focus for climate change programming that defines the manner in which climate change outcomes will be pursued jointly between EE, Poverty Reduction and Democratic Governance clusters;
- Establish a clearly defined role for UNDP as not only a coordinator and financial overseer of NEX projects and temporary custodian of trust funds, but also as an implementer of a UNDP CPAP-guided climate change support programme,
- Prepare a programme design that draws upon the technical expertise of UNEP, FAO and UNIDO where relevant in a joint effort at addressing the identified UNDP CPAP climate change outcomes;
- Provide a menu of UNDP and UN climate change capacity development services that target strategic capacity development needs as identified in the CPAP, various needs assessments currently under way, sector strategies and the proposed Climate Change Strategy and Action Plan;
- Promote good communication and working relationships in the placement of technical advisors within government ministries and in ongoing liaison between government and UNDP;
- Provide support for and assurances of CCD/MoE capacity to coordinate a national programme with other ministries on behalf of NCCC, and to fully manage the CCCA trust funds.

Key observation: UNDP programme plans related to climate change would benefit from more clarity about the particular approach and services that UNDP, in conjunction with UN partners, are offering in response to RGC needs and priorities for climate change.

Recommendation 2: *The CPAP process should establish a core UNDP strategy and approach to climate change programming in Cambodia that maximizes cross-practice and 'One UN' results focused on specific climate change capacity development outcomes.*

Suggested implementation: During the preparation of the CPAP, EEG could prepare a climate change programme design document through discussions with other UNDP clusters and UN agencies that outlines the *proposed contributions* of UNDP (programme level outputs) toward the larger Cambodia climate change programme, and *the approach* that will be used to deliver these results in collaboration with other UN and country partners.

Sector Strategies and TWGs

There has been a significant commitment to integrating climate change into government development policies and strategies. The NSDP, the D & D Strategy and the other sector strategies and programs (Forestry, Fisheries, Agriculture and Water, Disaster Management) have all addressed climate change. The strategic concerns of the government on climate change are therefore now reasonably outlined in a hierarchy of planning documents. The proposed Climate Change Strategy and Action Plan will provide the overarching

⁴² These strengths are most notably: the scope of programming outreach between the UNDP clusters, the expertise in capacity building, the linkages with technical expertise in the UN, the close relationship that UNDP has with government, and the traditional role and experience in donor coordination and programme/project management.

policy direction at a higher level. These sector strategies and their related programmes provide important platforms for building the capacity of national and sub-national authorities and communities to respond to climate change. But they require mechanisms for follow-up implementation, monitoring and reporting on climate change commitments.

The Technical Working Groups are now assessing the activities and means required to implement the climate change (and other) provisions of their strategies. They are also anticipating targeted support from CCCA and/or PPCR in the implementation phases.

The evaluation mission discussions suggested that there is a need to:

- Guide the TWGs, as climate change partners, on how climate change provisions of sector strategies can be pursued under the climate change programme;
- Encourage inter-ministerial teams to jointly address cross-cutting climate change themes or issues within the sector strategies;
- Utilize the TWGs to disseminate technical information on climate change forecasts, vulnerabilities and adaptation measures;
- Build the capacities of line ministries to jointly deliver climate change support services to subnational authorities, in conjunction with D&D functional assignment reforms.

Key observation: the sector strategies and TWGs provide useful entry points and mechanisms that can facilitate the development and implementation of inter-ministerial approaches within the national climate change programme.

Recommendation 3: *NCCC and CCCA should consider appropriate measures to facilitate the implementation of climate change adaptation by the Technical Working Groups as per the various sector strategies and in conjunction with the proposed CCCA Sectors' Capacity Needs Assessment, and to improve communication with the TWGs.*

Suggested implementation: The CCD with support from UNDP could consult directly with the TWGs on the process for preparation of the National Climate Change Strategy and Action Plan and further identify the key measures that could be used to advance climate change mitigation and adaptation within the sectors. TWG stakeholders should have an active role in the national climate change programme.

More Effective Models of Capacity Development

In previous years, the UNDP approach to development of capacity of national and local authorities and local communities has principally focused on enhancing the resources (staff, equipment, and infrastructure), management systems and skills for protected areas management at the local level. The narrow focus on training and equipment, and the dominance of external contractors and salary supplements has constrained institutional development. Institutional assessments, organizational development and HRD/training plans were often missing elements in capacity development programmes. The casual approach to capacity development along with the widespread use of salary supplements and weak integration with government structures has led to modest results in building sustainable capacity.

The results of the current CCCA institutional strengthening activities are important to the development of secretariat support to NCCC and to the planned transition of responsibilities from UNDP to CCD. Capacity development activities in the past under UNDP have arguably not been rigorous enough to provide substantial and sustainable results. There are no assurances that the climate change programme will not carry the same weaknesses of a narrow focus on skills development. Training and mentoring alone are not sufficient for effective capacity development. The policy and organizational environment in which newly acquired skills are applied is also important.⁴³

⁴³ See for example, GEF/UNDP/UNEP, Monitoring Guidelines of Capacity Development in GEF Operations, 2008, and UNDP, Capacity Development for Environmental Sustainability, Guidance Note, May 2010.

The evaluation mission discussions suggested that there is a need to:

- Ensure a sustainable results-based approach to capacity development of the CCD, including financial sustainability;
- Ensure that line ministries and local authorities are part of the capacity development programming;
- Provide sufficient review of project proposals to ensure that they meet UNDP and international standards for capacity development;
- Provide appropriate monitoring and evaluation to determine the results of institutional strengthening activities.

Key observation: A more comprehensive approach to sustainable capacity development is needed; one which recognizes the range of policy, organizational and human resource development factors that affect the ability to address climate change in Cambodia.

Recommendation 4: Capacity building projects and activities should meet international standards for effective capacity development and ensure reliable monitoring and evaluation of results.

Suggested implementation: The CPAP could be formulated to explicitly address the multi-dimensional policy, organizational and human resources development aspects of strengthening national and local authorities and communities, and to present a UNDP capacity development strategy for climate change. UNDP could ensure project designs contain a capacity needs assessment, a strategy to address these needs, and an effective monitoring and reporting system that complements the programme level results.

Recommendation 5: UNDP Technical Advisors should have designated national counterparts and, where appropriate, provide mentoring and other targeted professional development support to government capacity (e.g., implementation of the CCCA Operations Manual).

Suggested implementation: Projects could be designed and reviewed according to a few principles based on good practices and the lessons learned from earlier capacity development experiences in Cambodia and elsewhere. Recruitment of advisors based on specific needs and mentoring of designated national climate change focal points/officers may generate improved results. A broad package of career development incentives could also be promoted to reduce the effects of low government salaries and supplements.

Subnational Processes for Addressing Climate Change

The RGC's Decentralization and Deconcentration (D&D) policy and programme encourages for the inclusion of natural resources management (NRM) and climate change (CC) adaptation investments within the provincial, district and commune development planning systems. Climate change is a significant cross-cutting issue within Implementation Programme (IP) 3 of the ten year plan for D&D.⁴⁴ The guidelines for planning at the subnational level depend upon local capacity to undertake broad analysis of NRM/CC issues and opportunities. Some training has been provided to 'planning facilitators' at the provincial and district levels with support by Danida. NRM focal points have also been identified at various communes, and small scale funding for NRM activities has been provided. However, the concern is that NRM/CC investment options are overwhelmed by the conventional preferences of local councils for infrastructure investments and a lack of local capacity to identify such options. The shift away from earmarked NRM funding by donors also accentuates the need for capacity development of subnational planning systems and staff to address climate change.⁴⁵

⁴⁴ NCDD Secretariat, Outline of the first 3-years (2011-13) Implementation Plan (IP3) of the National Program for Sub-National Democratic Development (NP-SNDD), Phnom Penh, 26 May 2010.

⁴⁵ The recent Local Development Outlook report (UNCDF) suggests that "providing block grants to some Sub-National authorities, and monitoring the process of resource allocation based on local vulnerability assessments could help understand more deeply the role that SNAs could play in the future. This will then allow to scale up CC related grants more successfully and contribute to developing climate change resilience across Cambodia."

Establishing an effective subnational process for mainstreaming climate change measures (mitigation, adaptation, low carbon development) into planning and budgeting systems is critical to the success of a programmatic framework for climate change. This is an objective that is fully endorsed by government and donor priorities and conducive to cross-practice synergies within UNDP. It is also supported by proposals for a more deliberate policy for local development, one which focuses on land use and climate change adaptation.⁴⁶

The evaluation mission discussions suggested that there is a need to:

- Strengthen the institutional framework for ensuring that subnational plans (provincial, district, commune) are climate resilient and that local investment processes equitably consider NRM/CC adaptation;
- Increase the capacity of local officials to recognize and undertake analysis of climate change adaptation opportunities;
- Advocate for changes in subnational budgeting systems to separate infrastructure and NRM/CC accounts of subnational authorities; and
- Ensure a programmatic approach to subnational mainstreaming of climate change between NCDD, UNDP, UNCDF, Danida and Sida.

Key observation: The relationship between the climate change programme and the D&D programme has been recognized in various policy and discussion documents and forums but it requires further elaboration and organized collaboration to determine an appropriate course of action, building upon the D&D-NRM achievements to date to integrate climate change into local development decision making.

Recommendation 6: *Development partners should undertake a joint assessment with NCDD (Ministry of Interior) of specific opportunities to enhance the climate resilience of subnational development plans and investments, including the creation of a designated sub-account for NRM/CC at subnational levels and assignment of climate change adaptation functions to local councils.*

Suggested implementation: The programme planning cycles of UNDP, Danida and Sida provides an opportunity for greater coordination to strategically address the main barriers to climate change integration within D&D reforms, which include budgeting systems and the assignment of roles of local councils in climate change adaptation. Discussions led by CCCA, UNDP/UNCDF and the TWG on D&D (co-chaired by World Bank and UNICEF) could focus on further institutionalizing the NRM/CC planning and investment process at provincial, district and commune levels and defining the respective roles of the development partners in strengthening the local capacity to address climate change.

⁴⁶ UNCDF, Local Development Outlook Cambodia, April 2010

ANNEX 7: List of Interviewed People

| Name | Sex | Title | Institution |
|---------------------|-----|---|-------------------|
| Phnom Penh | | | |
| Ajay Markanday | M | Representative | FAO |
| Andrew Mears | M | Advisor, E&E Unit | UNDP |
| Barry Hall | M | Senior Advisor | NCDD/Danida |
| Brett Ballard | M | Advisor on Agriculture & Dev't | AusAID |
| Celilia Aipira | F | Advisor of NAPA Follow-up | UNDP |
| Chhum Sovanny | M | Program Analyst-BD & SLM | UNDP |
| Chin Samouth, | M | Project Manager of TSCP | UNDP |
| Chun Sophat | M | Program Officer-M&E | UNDP |
| David Ashwell | M | Consultant Of E&E Unit | UNDP |
| Dor Soma, | F | Programme Officer | Sida |
| Elena Tischenko | F | Resident Representative | UNDP |
| Gnem Sovanna | M | Senior Advisor | NCDD/Danida |
| Heng Bunny | M | Community Engagement manager | CI |
| Heng Chan Thoeun | M | Vulnerability & Adaptation T Leader | MoE |
| Hok Kimthoun | M | National Project Manager | MAFF |
| Hou Kalyan | F | Training Coordinator | RECOFTC |
| Hou Serey Vathana | M | SLM Project Manager | UNDP |
| Ing Sam Arth | M | Deputy Director | Forest Adm |
| Jady Smith | M | Regional Env. Education Advisor | Live & Learn |
| John Pike | M | Training Advisor | FLD |
| Keat Bunthan | M | Country Manager | Live & Learn |
| Ken Serey Rotha | M | Dept Dir Gen, GDANCP | MoE |
| Keo Kalyan, | F | Program Analyst-Climate Change | UNDP |
| Keo Omaliss, | M | Dept Deputy Director | FA |
| Khom Dinravy | F | Policy & Research Coordinator | UNDP |
| Kim Nong | M | Dept Dir Gen, GDANCP | MoE |
| Kong Kimsreng | M | Project coordinator | IUCN |
| Lay Khim | M | Head of E&E Cluster | UNDP |
| Lesley Perlman | F | Programme Management | Wildlife Alliance |
| Lic Vuthy | M | Programme Officer | Danida |
| Lisa Hook | F | Program Associate | TAF |
| Long Ratanakoma | M | Dept Deputy Director | FA |
| Mao Monirotana, | F | Senior Program Officer | Danida |
| Mari Huseby | F | Program Analyst -Capacity Devt | UNDP |
| Mark Gately | M | Country Director | WCS |
| Matt Maltby | M | Technical Advisor | FFI |
| Mauri Starckman | M | Advisor, Governance Unit | UNDP |
| Meng Sakphouseth | M | Country Operation Officer | IFAD |
| Michelle Ower | F | Programme Manager | WWF |
| Min Mony | M | Consultant of Danida | NCDD/Danida |
| Mitsugu Saito | M | E&E Advisor | UNDP |
| Nao Ikimoto | F | NRM Specialist | ADB |
| Neang Try | M | Senior Research Officer | RUPP |
| Ngin Navirak, | F | GEF SGP National Coordinator | UNDP/GEF |
| Nop Polin | M | Nat'l CC Officer | Oxfam America |
| Om Sophana | M | Organization Manager | Mlup Baitong |
| Ouk Vibol, | M | Dir of Fisheries conservation Dept | FiA |
| Oum Ryna | M | Acting Dir, Dept of Meteorology | MoWRAM |
| Oum Sony | M | Community Team Leader | FFI |
| Pugn Sachak | M | Dir Gen of Technical Affairs | MoWRAM |
| Richard Friend | M | Consultant | UNDP |
| Rogier van Mansvelt | M | Consultant of E&E Unit | UNDP |
| Roth Sithick | M | Program Coordinator on Biodiversity Conservation | RUPP |
| Seeta Giri | F | Management Specialist (MSU Head) | UNDP |
| Sin Sovith | M | Senior Program manager | AusAID |
| Sok Heng | M | Acting Director of Forest and Wildlife Research Institute | FA |
| Sokheng Novin | M | Department Director | MoE |
| Sophie Baranes | F | Deputy Country Director (program) | UNDP |
| Srey Marona | M | Director of CBNRM Dept | MoE |
| Sum Thy | M | CC Dept Dir & Pro Coor of CCCA | MoE |

| Name | Sex | Title | Institution |
|------------------------------|-----|--------------------------------|---------------------------------|
| Suos Pirak | M | Community Learning Coordinator | UNDP |
| Sy Ramony | M | Department Director | MoE |
| Tha Leang Ang | M | Young Professional Officer | UNDP |
| Thom Clements | M | Advisor | WCS/UNDP |
| Thom Evans | M | Deputy Director | WCS |
| Thoun Try | M | Consultant | UNDP |
| Tin Ponlok | M | Dept Dir Gen & Pro Coor of SNC | MoE |
| Ung Dara Rath Moni, | M | Advisor of NAPA follow-up | UNDP |
| Von Monin | M | Dean of Forestry Faculty | Royal University of Agriculture |
| Preah Vihear province | | | |
| Ashish John | M | Technical Advisor | WCS |
| Dara | M | Research Officer | WCS |
| Hugo Rainey | M | Technical Advisor | WCS |
| Khoy Khun Chan Rath | M | Director | Provincial Environment Dept |
| Poeung Tryda | M | Director | Provincial Agriculture dept |
| Seng Pho, SPPA | M | SPPA | PSDD |
| Sourn Samaiy | M | Officer on Ibis rice | WCS |
| Tmart Poeuy Committee | | | |
| Duch Kim Own | M | Community Chief | |
| Ke Ran | M | Community member | |
| Mum Sary | F | Village marketing network | |
| Seng Chreang | F | Cleaner | |
| Tes Sakeat | M | CPA secretary | |
| Tha Rany | F | Head of sale group | |
| Yen Sary | M | Deputy community Chief | |
| Yim Sokean | M | Deputy Marketing Chief | |

ANNEX 8: List of Documents Reviewed

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