McKinley EIIF Fund

Oxfam America

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Building Climate Change Resilience for Smallholder Rice Farmers in Cambodia

Regional Office: EARO

Project Name: Building Climate Change Resilience for Smallholder Rice Farmers in Cambodia

EIIF Grant Period: November 2008-March 2013

Amount of EIIF Grant: $420,000[1]

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[1] Source: Oxfam America, *EARO - McKinley EIIF Progress Report and Update as of March 2013*, Internal document (Phnom Penh: Oxfam America, 2013).

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Acronyms

ADPC	Asian Disaster Preparedness Center
BBC	British Broadcasting Corporation
CCCA	Cambodian Climate Change Alliance
CCCD	Cambodian Climate Change Department of the Cambodian Ministry of Environment (also referred to as CCD)
CCCN	Cambodia Climate Change Network (formerly NCCN)
CCCO	Cambodian Climate Change Office of MOE (later became the CCD)
CEDAC	Centre d'Etude et de Développement Agricole Cambodgien
COP	Conference of the Parties
CSIRO	Commonwealth Scientific and Industrial Research Organization of Australia
CSO	Civil Society Organization
DANIDA	Danish International Development Agency
DOM	Department of Meteorology (of MOWRAM)
DRC	Department of Rice Crop (of MAFF)
EARO	East Asia Regional Office (of Oxfam America)
EIIF	Economic Innovation Incentives Fund
EU	European Union
FLAIR	Farmer-Led Agricultural Innovation for Resilience
GAP	Grant Application Proposal
HBO	Humanity Bright Organization
KAP	Knowledge and Perception (a study conducted by the project)
LIS	Livelihood and Income Security
MAFF	Ministry of Agriculture, Forests and Fisheries
MB	Mlup Baitong
MOE	Ministry of Environment
MOWRAM	Ministry of Water Resources and Meteorology
NCCC	National Climate Change Committee
NCCN	National Climate Change Network (renamed to CCCN)
NGO	Non-Governmental Organization

OA	Oxfam America
OPC	On Photography Cambodia
PCVA	Participatory Capacity and Vulnerability Assessment project
SCW	Save Cambodia's Wildlife
SIDA	Swedish International Development Agency
SRI	System of Rice Intensification
UNDP	United Nations Development Program
UNFCCC	United Nations Framework Convention on Climate Change
VRA	Vulnerability Reduction Assessment
WFP	World Food Program

Executive Summary

This report provides an external review of the EIIF project "Building Climate Change Resilience for Smallholder Rice Farmers in Cambodia." It should be noted that EARO has prepared a comprehensive end-of-project progress report on the project, organized according to the same reporting format and thus necessarily covering much of the same ground.[2] The present report seeks to provide further analysis of project achievements, shortcomings, and lessons learned, and to provide Oxfam America with the point of view from outside the organization.

The project was principally concerned with addressing the lack of awareness about climate change, and the lack of knowledge about the impacts of climate change, in Cambodia. The project thus sought to help fill knowledge gaps of several different kinds, and at different scales. The project's approach consisted of three distinct components.

First, the project sought to provide farmers with accurate and useful agro-meteorological forecasting information, interpreted in such a way as to allow farmers to respond to climate variability by modifying their agricultural calendars, choice of varieties planted, water management practices, etc. Efforts to work with farmers were undertaken in two districts in Kampong Speu province; work there included installing community weather stations and creating and training a network of community weather monitors. The Cambodian NGO Mlup Baitong served as the principal partner for this project component, which also involved the Department of Meteorology of the Ministry of Water Resources and Meteorology, and the Department of Rice Crop of the Ministry of Agriculture, Forestry and Fisheries.

The second component sought to assist civil society organizations in the production and management of knowledge about climate change and efforts to confront the challenge of climate change through the creation of a CSO network. Working with its principal partner Save Cambodia's Wildlife (SCW), the project helped to create the Cambodia Climate Change Network (CCCN), a CSO Network housed at the SCW office.

The project's third component was a mass media campaign directed that sought to inform the Cambodian public about climate change. This component also included local-level information sharing and awareness raising in the area of Kampong Speu where the project was working on climate-resilient farming practices. Furthermore, this component included Oxfam America's support for the Climate Change Department of the Ministry of Environment, which was a principal partner for this work

1. Most important achievements

The first component of the project, involving agro-meteorological forecasting, was not fully successful, as the necessary historical weather data did not exist, and capacity and commitment of government partners was less than expected. However, the project did successfully establish

[2] Ibid.

the community weather monitoring aspect of this project component, and also installed an automated weather station at the provincial office of the Department of Meteorology which continues to function following the termination of the project.

As part of the second component of the project, the Cambodian Climate Change Network was successfully established. The network has moved from being an informal network to being an officially-registered and recognized non-governmental organization, a necessary first step that will enable it to participate in policy dialogues and other processes led by the government. The network has hired a full-time coordinator, and has recently created a strategic plan. There are currently 31 full members and 5 observers. The network has now stopped receiving funding from OA and continues to operate with funds from non-OA sources. The network has engaged in several capacity building and knowledge sharing activities with members.

Objective 3, the awareness raising and mass media campaign, has accomplished its goals. Major accomplishments include a study of Cambodians' knowledge and perception (KAP) of climate change, undertaken by the BBC World Service Trust, the production and distribution of awareness raising materials, and training materials used by the Climate Change Department to train relevant staff in several provincial government offices. With OA support the CCD also held three National Climate Change Forums which were attended by high-ranking government officials. Finally, with support from the project the CCD supported the UNFCCC process, building capacity within government and briefing government and civil society about the COPs. A farmer photography project was also implemented as part of this component.

2. Most significant shortcomings

The most significant shortcoming of the project was its inability to deliver on the agro-meteorological forecasting component. This inability occurred because historical climate data at the necessary scale and depth was not available, making it impossible for the DOM to provide forecasts. The capacity and commitment of DOM and DRC were also a problem. Perhaps the most important problem with this component was an overly optimistic assessment on the part of project planners that the agro-met project was technically possible in the Cambodian context.

The other two components were more successful. Some individuals interviewed for this evaluation suggested that CCCN had not yet lived up to its potential as a policy platform, knowledge provider, and coordinator of advocacy. This was attributed in part to a saturation of CSO networks in Cambodia, the existence of competing networks, members' failure to prioritize the CCCN, and questions about the purpose that CCCN is meant to serve.

The CCD fulfilled all of its obligations under the EIIF grant with relation to awareness raising and mass media, although in some cases delivery was slower than scheduled. OA's relationship to CCD has also become less close as the result of personnel changes at EARO.

3. Lessons Learned

While not fully successful, the project offers possibilities for learning to Oxfam America. Among these figure several understandings gained about OA capacities that could be improved.

- Studies show that Cambodia's low adaptive capacity contribute to the country's high vulnerability to climate change relative to its neighbors in the region. This suggests that OA is correct in choosing to work on this issue in Cambodia: if successful, investment in improved adaptive capacity promises high returns in Cambodia in particular.
- The nature of the climate threat and the means available to address the perceived impacts of climate change were not well understood by project planners. As a result, unrealistic expectations were built into the project, and these unrealistic expectations were not challenged during the proposal review and approval process. One of the principal lessons that OA can learn from this project about its own efforts to address climate change is that more explicit problem identification is necessary to produce good projects, and better assessment of the feasibility of project components at the initial stages of development would improve OA's efforts. Building in an exploratory research grant or other preliminary grant would be a useful approach to this issue.
- Whereas Oxfam America initially established itself as a leading organization on the subject of climate change in Cambodia, in part because of campaign work and work on advocacy and awareness raising, that position is in question now. If Oxfam America wishes to maintain a leadership role on this issue, it will need to address questions about its support for efforts to confront the challenges posed by climate change in Cambodia and in the region.
- Partners look to Oxfam America to provide more support during the life of the project, particularly where the organization might be able to draw on its access to expertise to assist in the successful implementation of project activities or to help overcome difficulties encountered along the way.
- Setting explicit gender benchmarks, and incorporating gender concerns as core components of project activities would allow for greater impact on the issue of the gendered dimensions of climate change.
- Although Oxfam America has developed knowledge of farmers' needs over a long period of working in Cambodia, the present project might have benefitted from better consultation with primary change agents regarding their principal concerns. Efforts to seek farmer input into the problem definition phase of project development might result in better "ownership" of the project by primary change agents.
- Fostering innovation requires looking differently at "failure". Where the development of innovative approaches involves assuming greater risk, "failure" should not be stigmatized. Rather, efforts to learn from non-working aspects of projects should be incorporated into processes of learning and into the processes through which new ideas are "incubated."

SECTION I: BACKGROUND

A. The problem/rights issues the project targeted

Climate change represents a serious problem in Cambodia, where warming, drought, flooding, climate variability, and many other factors pose a threat to the country's rice-based agrarian economy. The EIIF project represented Oxfam's principal engagement with the challenges posed by climate change in Cambodia; Oxfam America was the lead on climate change within the country, and the only other significant effort to address the issue was Oxfam Great Britain's Participatory Capacity and Vulnerability Assessment project (PCVA), part of their work on disaster risk reduction.

1. Climate change vulnerability in Cambodia

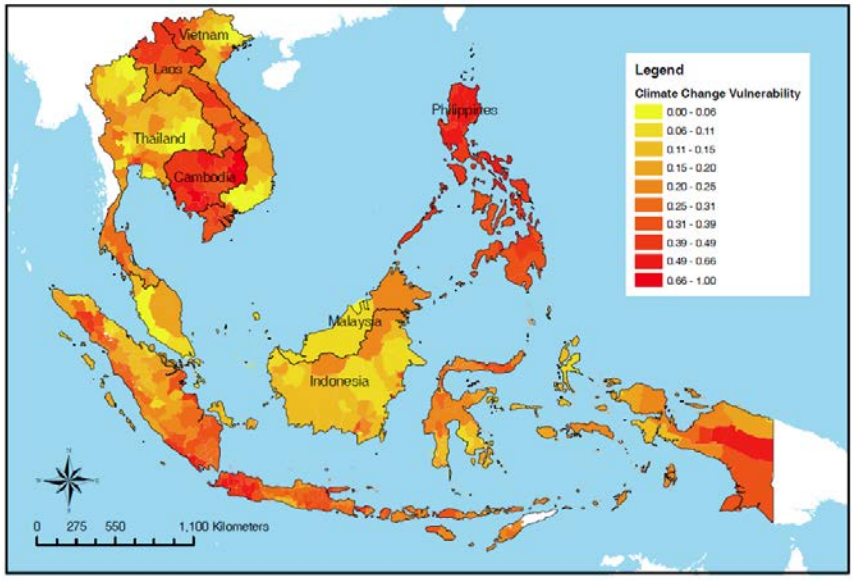

Figure 1. Climate Change Vulnerability Map of Southeast Asia (Yusuf and Francisco, 2009)

Cambodia ranks as one of the countries most vulnerable to climate change in all of Southeast Asia. Yusuf and Francisco, for instance, developed an integrated, sub-national level GIS based on a vulnerability index that integrated the risk of multiple hazards (flood, landslide, drought, etc) with population density and perceived adaptive capacity (see Figure 1., above).[3] While Cambodia's relatively low population density would mitigate against its high ranking according to this index, the country was found to have an extremely low adaptive capacity – the lowest in the region – which contributed to its very high ranking for vulnerability (see Figure 2). If correct, this analysis of climate change vulnerability in Cambodia lends significant support to Oxfam America's strategy of working to improve adaptive capacity in Cambodia: because adaptive capacity contributes significantly to Cambodia's low ranking on the vulnerability index, there

[3] Arief Anshory Yusuf and Herminia Francisco, *Climate Change Vulnerability Mapping for Southeast Asia* (Singapore: Economy and Environment Program for Southeast Asia, 2009).

exists an opportunity for greatly reducing the country's vulnerability to climate change by building adaptive capacity.[4]

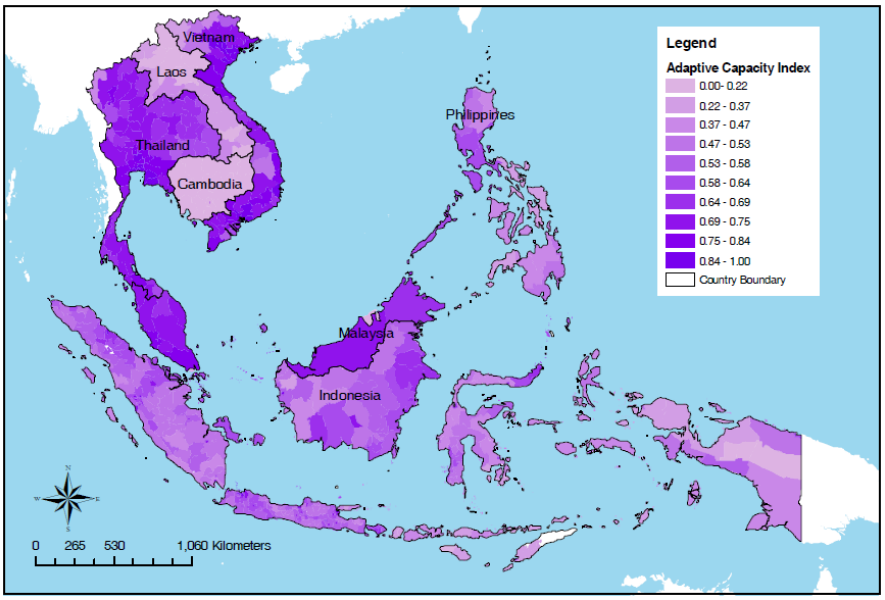

Figure 2. Adaptive Capacity Map of Southeast Asia (Yusuf and Francisco, 2009)

Numerous reports reports provide confirmation of Cambodia's high vulnerability to climate change in many regards.[5] Because Cambodia's population relies heavily on rice production for its livelihood, Oxfam America has chosen to focus its intervention on Cambodian small-scale rice producers, a traditional strength of its programmatic work in the country. Here, the impact of climate change, and the possible outcomes that may result from climate change, are not completely clear. In their study of the vulnerability of Asian rice production systems to climate change, Wassman *et. al.* observe, for instance, that while areas in Cambodia (along with Myanmar and Vietnam) are potentially drought prone, "the relatively low abundance of rainfed rice in these regions limits direct drought losses for rice production".[6] Wassman *et. al.*'s assertion, however, does not match with the large literature on rice growing in Cambodia, which emphasizes the predominance of rainfed rice agriculture as the preferred method of rice production, far surpassing upland, flood recession, or deepwater (or "floating") rice

[4] According to the logic of the Yusuf and Francisco model, building adaptive capacity will be less efficacious in countries where the risk of natural hazards was greater, and/or where population densities are higher. This suggests a greater elasticity of response in a country like Cambodia. Put another way, improvements in adaptive capacity in Cambodia are more highly leveraged than they would be in densely populated areas with higher risk of hazards.

[5] Allison and his co-authors, for instance, placed Cambodia in the top 30 countries worldwide whose economies are vulnerable to the impacts of climate change on fishereis; see Edward H. Allison et al., "Vulnerability of National Economies to the Impacts of Climate Change on Fisheries," *Fish and Fisheries* 10, no. 2 (2009): 173–196.

[6] R. Wassmann et al., "Regional Vulnerability of Climate Change Impacts on Asian Rice Production and Scope for Adaptation," in *Advances in Agronomy*, ed. Donald L. Sparks, vol. Volume 102 (Academic Press, 2009), 106, http://www.sciencedirect.com/science/article/pii/S0065211309010037.

agriculture.[7] The predominance of rainfed agriculture thus suggests the vulnerability of Cambodian rice farmers to drought. In a similar vein, Eastham and her co-authors emphasized that the medium-term vulnerability of the region to flooding is exacerbated by increased runoff from glacial sources at the headwaters of the Mekong system, occasioned by rising temperatures associated with climate change. Their study suggests future increased wet-season precipitation in Cambodia, coupled with decreased dry-season precipitation. The Mekong River basin overall is expected to experience greater annual precipitation than previously.[8]

While these studies suggest that climate change poses a serious threat to Cambodia, that there exists a need for improvements in adaptive capacity, and that the country therefore represents a high priority for efforts to encourage adaptation measures within the region. However, the specific challenges posed by climate change are less well understood. Moreover, much of this research has been undertaken in the years *since* the EARO EIIF project was first conceptualized and designed. To better understand Oxfam America's effort to address the challenge of climate change in Cambodia, it is important to look at the way that the problem was understood, and how the intervention was framed by the project's planners.

2. The framing of the problem

Initially, Oxfam America's EIIF project was part of the LIS Program, and was intended to build upon and add value to work undertaken by OA partner CEDAC on the System of Rice Intensification and Saving for Change. Along with SRI, the EIIF work became part of the livelihoods-focused Farmer-Led Agricultural Innovation for Resilience program (FLAIR). Reflecting the focus of the FLAIR program on resilience and innovation in smallholder agriculture, farmers' livelihoods were at the center of the project's overall goal of "increasing Cambodian rice farmers' ability to address the effects of climate change on their agricultural practices".[9]

The project's concept notes that

> In the last decade, increasingly erratic weather patterns have caused massive economic losses, reduction in yields and even complete crop failure for Cambodian smallholders. Rural areas are now more commonly subject to drought and flooding – sometimes both within a short time span. The overall situation contributes to increased food insecurity across the country.[10]

The document asserts that these climate-induced effects contribute to food insecurity in the country, "forcing millions to rely on development food assistance". Farmers' climate change-related risks are augmented by other vulnerabilities such as rising food prices and growing

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[7] See, for instance, K Helmers, "Rice in the Cambodian Economy: Past and Present," in *Rice Production in Cambodia*, ed. H.J. Nesbitt (Manila: International Rice Research Institute, 1997), 1–14.
[8] Judy Eastham et al., *Mekong River Basin Water Resources Assessment: Impacts of Climate Change* (CSIRO - Water for a Healthy Country National Research Flagship, 2008), iv, http://wacc.edu.vn/vi/wp-content/uploads/2013/06/wfhc-MekongWaterResourcesAssessment.pdf.
[9] Oxfam America, *EARO EIIF Concept Note*, Internal document (Phnom Penh: Oxfam America, 2008), 1.
[10] Ibid.

inequality.[11]

At its heart, the EIIF project was focused on the question of *knowledge*: the project sought to understand and address the lack of awareness and lack of knowledge about climate change and its impacts within government and in the broader society. Project documents and interviews revealed three domains of knowledge where the EIIF project sought to address lack of awareness or lack of capacity. These three domains relate directly to the three components of the project's theory of change and the the three principal components of the project intervention. In addition to these three domains, the question of gender and its relation to climate change is addressed as a cross-cutting theme in project documents, and is discussed below.

A. Farmers' knowledge

Farmers' lack of knowledge of the climate issue was a central concern for Oxfam America. This was especially true of farmers' inabilities to modify their rice growing practices to accommodate climate change-induced weather variability and changing weather patterns. According to the concept note,

> Central to the perpetuation of low resilience to climate change is Cambodian farmers' lack of access to timely information regarding expected weather patterns in the medium term, perpetuated, in part, by low levels of awareness in general amongst the population. In the face of this lack of information, the integrity of traditional or conventional agricultural techniques is severely restricted.[12]

B. Civil society organizations

A further concern was the lack of knowledge about climate change impacts, lack of a collective strategy for addressing the issue, and a lack of collaboration and knowledge sharing about climate change among Cambodia's civil society organizations. In particular, the lack of a policy platform, and of a collaborative space for knowledge sharing, represented a challenge to CSOs' ability to give voice to their concerns about climate change. As a former Oxfam America staff member pointed out, the potential here was quite large; there was "a huge space" within the policy and advocacy field for the creation of an entity to help coordinate conversation and strategic thinking among CSOs. OA Regional Director Brian Lund noted that, here, too, Oxfam America had experience in putting together such entities, having helped to form networks such as Cambodians for Resource and Revenue Transparency (CRRT) and the Environmental Impact and Social Assessment network (EIASIA).

C. Broader awareness in the public and government

Lack of knowledge about climate change and its impacts represented a problem not only for Cambodia's farmers, and for CSOs, but also for the broader Cambodian society and for government. Without public awareness of the problem, government action to address the

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[11] Ibid.

[12] Oxfam America, *EARO EIIF Concept Note*, 1.

potential challenges of climate change was unlikely. In fact, the question of what the Cambodian public Finally, the problem of weak government knowledge and capacity in relation to climate change was considered important in part because the "fair deal on climate" sought by Oxfam and its allies within the context of the UNFCCC Conferences of the Parties, especially COP-15, had the potential to establish significant global financing of climate change adaptation measures. According to one Oxfam staff person, the goal of increasing the awareness and capacity of the government to address the question of adaptation was motivated in part by an effort to limit the possibility of simple "rent-seeking" in the government response to the climate challenge, in favor of a more substantive approach. This aspect of the problem represented an opportunity for Oxfam America, according to Regional Director Brian Lund, who noted that the organization's global experience with issues such as the so-called "resource curse" and with related problems of transparency and unrealistic expectations (about the uses to which financing from newfound resource sales can be put) positioned it well to intervene in this arena.

D. Gendered dimensions of climate change

Oxfam America has traditionally devoted significant attention to gender in its efforts to support secure livelihoods in Cambodia (in the LIS Program, for instance). OA's approach to SRI rice has taken the gender dimension very seriously, a commitment evidenced by the publication in 2008 (the year of the initiation of the EIIF Project) of a lengthy and high-quality analysis of the effect of SRI adoption on women's labor.[13] The gendered dimensions of climate change are not given a prominent place in the project's concept note. Grant application proposals for the project's various components go into more depth about the relationship between gender and climate change impact. The proposal for the awareness-raising component of the project notes that

> Both men and women affected by the environmental changes. However, many women who contributed their labor in the agriculture sector may receive more negative consequences as they carry heavy burden to play dual roles in both outside and inside their house. They also have less access and control over and usage of natural resources, and are left out of decision making bodies and processes. In many cases, exclusion of women starts from knowledge creation and dissemination of information; and this can be seen as one of the obstacles for gender justice.

The GAP asserts that "Gender justice will be addressed at all levels of implementation of the program including ensuring that women are core in trainings, information distribution channels, capacity building efforts and decision making".[14] Similar language is to be found in the problem statement of the GAP for the agro-meteorological forecasting and community-based climate change adaptation component of the

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[13] Bernadette P. Resurreccion, Edsel E. Sajor, and Hor Sophea, "Gender Dimensions of the Adoption of the System of Rice Intensification (SRI) in Cambodia," *Oxfam, America* (2008), http://ciifad.cornell.edu/SRI/countries/cambodia/cambOxfamSRIGenderEval08.pdf.

[14] Oxfam America, *EARO Grant Application Proposal KHM 517 09*, Internal document (Phnom Penh: Oxfam America, 2012), 2.

project.[15]

Framing of the problem to be addressed	Theory of change	Project components
A. Farmers lack timely meteorological knowledge, increasing uncertainty and negatively impacting smallholder rice agriculture	Provision of accurate forecasting can provide livelihood security	Agrometeorological forecasting
B. Civil society organizations lack knowledge about climate change, and understand climate change as an environmental problem only; there is no policy platform, and no mechanism for collaboration among civil society	Knowledge sharing can increase awareness of CSOs of the broad impact of climate change and need for concerted action	Cambodia Climate Change Network
C. Public perceptions of climate change are not well understood; the public does not have a good understanding of the climate change issue; in government, knowledge and capacity with regards to climate are also limited	Studying public knowledge and perceptions, and providing useful information to the public based on that study, can improve public understanding; government knowledge and capacity can also be improved through project interventions	Mass Media Campaign, including work with the Climate Change Office of the government, and on-the-ground awareness raisingwork with rice farmers (including On Photography Cambodia)

Table 1: Conceptual framework of the EIIF project

B. Project Theory of Change, Strategy, Goals, Objectives, Indicators

At the heart of the project's theory of change was the notion that greater awareness of the climate change problem would result in climate-resilient response on the part of Cambodian civil society, government, and agriculturalists. While a formal "theory of change" is not elaborated in project documents, interview data and the way the project is framed in project documentation suggests that Oxfam America saw its role as helping to fill gaps in information in three related ways. The most specific, and potentially most innovative, approach to the use of

[15] Oxfam America, *EARO Grant Application Proposal KHM 004 10 Current*, Internal document (Phnom Penh: Oxfam America, 2012), 2.

information was the notion that the provision of timely weather-forecasting data, interpreted and made legible to farmers, would allow farmers to more successfully plan their agricultural calendars and their use of water resources in ways that would allow them to withstand climate variability, especially as expressed in rainfall patterns throughout the agricultural year. At the level of civil society, Oxfam America sought to provide a policy platform that would bring together organizations for the purpose of knowledge sharing, with a view towards fostering improved technical responses and catalyzing effective political action and advocacy. Efforts to fill the information gap about climate change in the broader society would complement the first two approaches, providing Cambodian society more broadly with the knowledge necessary to move government, and thus policy, towards more climate-sensitive approaches.

The project sought to address the problem through an initiative consisting of three distinct components: (1) an agro-meteorological forecasting effort to be trialed with farmers in Kampong Speu; (2) the creation of a network of civil society organizations working on or interested in learning about climate change; and (3) an awareness raising campaign and capacity building project that included research on Cambodians' knowledge and perceptions of climate change.[16] Each component involved one or more partners, including non-governmental organizations and government agencies.

The following subsections detail the specific objectives for each component. Because of their length and complexity, the individual activities to be completed under each of these objectives are included in Annex 6 of this report. It is important to note that throughout the project documentation, there were at least two *different* sets of activities to be undertaken. For instance, the Grant Application Proposal would outline one set of activities, but EARO reports to EIIF would identify, *ex post facto*, very different sets of intended objectives that were to have been completed.

Please also see Annex 2 for EARO's modified logframe of project objectives and activities.

Objective 1: Agro-meteorological forecasting

To institutionalize an agro-meteorological forecasting system within the relevant line ministries and disseminate weather forecasts to farmers across Cambodia.

The Concept Note initially framed this objective in the following way:

> EARO will work closely with associated partners to create a schedule of learning opportunities to institute a large scale early warning system in Cambodia over a two-year period. OA will work closely with technical partners such as the Asian Disaster Preparedness Center (ADPC) and the Cambodia Climate Change Office (CCCO), Ministry of Environment to help build the capacity of implementing partners such as the Department of Meteorology and the Ministry of Agriculture (MAFF) to provide timely and easy to understand information to millions of farmers in Cambodia.[17]

[16] Ibid.
[17] Ibid., 2.

The Grant Application Proposal (revised version) indicates that the active partners in the project will be the organization Mlup Baitong, which will collaborate with the Ministry of Water Resources and Meteorology (MOWRAM) and the Department of Rice Crop of the Ministry of Agriculture. According to the GAP, the project would provide timely weather forecasting information to over 1000 households in 13 villages in the project area in Chbar Morn and Phnom Srouch districts in Kampong Speu province.

Objective 2: National civil society network

To build a national-level civil society network to spearhead knowledge management surrounding climate resiliency as well as provide a platform for local, national, regional, and international advocacy initiatives.

The initial Concept Note framing of this component was as follows:

> Currently climate change is labeled as an environmental issue in Cambodia. EARO will create an independent, civil society network with the potential to make climate change a development agenda, providing a platform for government agencies and development sector to share best practices in regards to climate change adaptation programming. The network will also serve as a platform for pursuing climate change advocacy strategy at the national, regional and global levels. The network will also have a specific agenda on gender and climate change. The network will be hosted at Oxfam America initially and will be led by the climate change coordinator. Network members will hail from all regions of the country and include stakeholder organizations with a significant climate change agenda such as World Wildlife Fund (WWF), CARE, the Royal University of Cambodia, CEDAC, GERES, OI affiliates and other local and international agencies.[18]

Initially, the network was coordinate by Oxfam America staff. As the group moved towards formalization it was housed at the office of Save Cambodia's Wildlife (SCW), a member of the network. According to Grant Application Proposal KHM 011 11:

> The National Climate Change Network (NCCN) was established in August 2009 to bring together civil society organizations to advance the work. At that time the objectives of the network were to: 1) share information and build the capacity of members; 2) improve coordination amongst NGOs on climate change; 3) promote public awareness of climate change; and, 4) influence the climate change agenda.[19]

[18] Oxfam America, *EARO EIIF Concept Note*, 2.
[19] Oxfam America, *EARO Grant Application Proposal KHM 011 11*, Internal document (Phnom Penh: Oxfam America, 2013), 1.

Objective 3: Mass media campaign

To raise public awareness on climate change and associated issues using mass media.

According to the Concept Note:

> In general public awareness on climate change is low in Cambodia. This is mainly due to the lack of relevant and reliable information regarding climate change, its impacts and its potential to affect all levels of life in the future. In collaboration with the Cambodia Climate Change Office (CCCO) under the Ministry of Environment and DANIDA who is also embarking on a 3 year climate change project with the office, OA will support the development and dissemination of educational and informational materials relating to climate change throughout Cambodia.[20]

The Cambodia Climate Change Office (CCCO), which later became a department (and thus CCCD) of the Ministry of Environment was OA's partner in this component.

This component also included awareness raising at the level of the villages in Kampong Speu province where OA was working with farmers on community-based weather monitoring. One aspect of the local-level awareness raising approach was a farmer-photographer project conceived of and implemented by the organization On Photography Cambodia.

Phase 2 reprogramming of EIIF funds from December, 2011

In December, 2011, an assessment of project progress and partner performance and outcomes was undertaken, and remaining project funds (used for the Automatic Weather Station) were discontinued. Remaining project funds were reprogrammed in 2013.[21] The objectives for the use of remaining EIIF funds were:

1. **Reduce SRI rice farmers' vulnerability to climate change:** The FLAIR team proposes to deepen engagement with SRI farmers and support them to reduce their vulnerability to climate change. Participatory Capacity and Vulnerability Assessment (PCVA) will be used to identify the risks and vulnerabilities of farmers' and develop strategies to reduce these vulnerabilities.

2. **Increase farmers' understanding of climate change:** The KAP study completed together with the Climate Change Department and UNDP indicates that currently farmers' understanding of climate change issues is insufficient and may adversely affect their ability to adapt to climate change. While there are currently plans at the national level to raise the awareness on climate change amongst the general public, a strategy focused on the specific needs of farmers is missing. Building on our analysis from the KAP, the team would like to develop a strategy and materials explicitly focused on the needs and interests of farmers. Awareness raising is an important step in supporting farmers to reflect on the impacts of climate change on their

[20] Oxfam America, *EARO EIIF Concept Note*, 2.

[21] This description of the objectives for the reprogrammed funds is drawn from Oxfam America, *EARO - EIIF Progress Report 2013*, 5.

agriculture activities and livelihoods and identify adaptations and innovations which will help them adapt to climate change and actively participating in commune development and adaptation planning processes.

Program partners for this next phase were identified as Rachana and HBO.

SECTION II: ACHIEVEMENTS

A. Achievements Against Plan

Objective 1: Agro-meteorological forecasting

The overall objective, to establish a viable agro-met forecasting capacity in Cambodia, was not met, and the problems encountered with this component are discussed in Section III. Several aspects of this component were accomplished, and some valuable experience was gained.

The project was undertaken by the Cambodian NGO Mlup Baitong, in collaboration with the Ministry of Agriculture's Department of Rice Crop, and with the Ministry of Water Resources and Meteorology.

Community weather monitoring

The community weather monitoring portion of this project was successfully established. 14 manually monitored weather stations (consisting of min/max thermometers and rainfall gauges) were installed, and 28 data collectors were selected (14 teams of two collectors each). Community members interviewed for this review reported continued use of these stations and the continued adherence to the weather-recording protocol. The project conducted farmer trainings on climate change. As of 2011, a baseline report on rice production was also completed, as was a report on historical temperature and rainfall data.[22] Oxfam staff suggested that the experience of recording weather data had proven valuable to project participants, as it provided them with quantitative, historical information that could be used in coordination with their own impressions of weather patterns. There was some support for this suggestion in villagers' comments in interviews conducted for this review, although it is also the case that community weather monitors, for instance, were provided with funds to attend monthly meetings and received other income from the project (a mobile phone SIM card and $5/month to send SMS messages with weather data, although remaining funds are allowed to be used for personal calls) that may help to account for their enthusiasm.

Installation of an automated weather station

The EIIF project supported the purchase of an automated weather station which was installed at the office of the Provincial Department of Meteorology (PDOM). The station continues to operate and is providing a live upload of weather data. According to PDOM staff interviewed for this report, several initial challenges to the operation of the weather station have been overcome; they have gained knowledge of how to operate and maintain the equipment and have learned to operate the software and communications aspect of weather data collection. The end result of this is that whereas previously reliable weather data from Kampong Speu was not available for integration into the national meteorological forecasting system, today it is. At the end of Oxfam America's support, PDOM continued to operate the automated weather station, and indicated that they were now fully capable of routine maintenance and other

[22] These reports were not included in materials provided for this review, but are reported as project accomplishments in Oxfam America, *EARO - EIIF Progress Report 2011*.

necessary tasks. The AWS data transmission has been linked to online weather database maintained by the Australian Centre for International Agricultural Research, which is supporting the Provincial Department of Meteorology.[23]

Objective 2: National civil society network

The project's second component, the creation of a network of civil society organizations to address the climate challenge, was also established successfully. A network, the Cambodian Climate Change Network, exists, has an active membership, and is recognized as an important site of encounter and exchange among Cambodia's non-governmental organizations. Significant steps in achieving this included the creation of a board of directors and the hiring of a network coordinator.

While most individuals interviewed for this review indicated that the network is a success, the actual ability of this network to move Cambodia towards positive action on climate change remains an~~d~~ open question. This was a point brought up by several interviewees, both within and outside of OA and the CCCN. Furthermore, the subsequent establishment of a competing network housed at Cambodia's NGO Forum presents a significant challenge to the CCCN. Questions regarding the extent to which the strategy of creating a network has been an effective one, or is capable of living up to initial expectations, are addressed later in this report. These questions notwithstanding, the CCCN has made a number of accomplishments.[24]

Membership and meetings

According to Mr. Sou Socheat, the coordinator of CCCN, as of 2013 the CCCN had 31 full members and 5 observers. Established in 2009, the network initially operated as an 'informal network'. Since the formal initiation of the network in April of 2012, and the establishment of official members, the network has held 4 general members' meetings annually, with participation of at least two thirds of the total members in these meetings. The meetings last one day, and involve morning discussions of strategy – including discussions of political action, coordination among members, and efforts to improve the network – as well as afternoon sessions during which members share information and experience relating to their work on climate change.

Official recognition and institutionality

In part because of concerns regarding Cambodia's draft law on Local Associations and Non-Governmental Organizations, over the past two years the CCCN has devoted energy and time to becoming a formal institution. The process of institutionalization was undertaken with the help of Oxfam America, which commissioned consultants to work with two network members to analyze the structure of the network and make recommendations regarding a "way of work"

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[23] Oxfam America, *EARO - EIIF Progress Report 2013*, 6. At the end of OA's involvement, it was believed that PDOM would fund the operation of the automatic weather station.

[24] For a complete account, see Oxfam America, *EARO Final Narrative Report - KHM 011 11*, Internal document (Phnom Penh: Oxfam America, 2013).

for the institution.[25]

Outside funding and recognition from donors

The CCCN has successfully raised funds and continues to operate following the successful conclusion of EIIF funding. In late 2012 the network received a grant for strategic planning from the Asia Foundation. And in 2013 the funder Danish Christian Aid provided significant funding for the continued operation of the network.

Strategic plan

The Asia Foundation-funded strategic planning effort has resulted in the creation of a strategic plan for CCCN. The planning process was facilitated by Meas Nee, a well-known proponent of community-based initiatives relating to land and the environment in Cambodia. The strategic plan emphasizes the following objectives for CCCN for the coming 4 years: (1) capacity building for members and awareness raising for civil society; (2) institutional development of the CCCN; (3) research on climate change in the Cambodian context; (4) information sharing and knowledge management; and (5) advocacy and influencing climate change policy.[26]

Capacity building activities and activities related to the UNFCCC process

The CCCN has engaged in numerous capacity building activities designed to improve the knowledge and abilities of its member organizations and to provide information regarding climate change to interested parties. CCCN representatives have attended climate change related meetings, including meetings held by the official Cambodian Climate Change Alliance (CCCA, a governmental coordinating body funded by the EU, SIDA, DANIDA and UNDP). The CCCN has reported to members regarding meetings, and has participated in learning about, for instance, calls for proposals related to the climate change trust fund operated by the CCCA.[27] Oxfam America funding also allowed for CSO participation in the 16th and 17th Conferences of the Parties of the UNFCCC.

Objective 3: Awareness raising and mass media campaign

There were two main objectives for this part of the project: 1) to produce climate change training curriculum and awareness raising materials for policy makers in line ministries, members of the National Climate Change Committee and government officers at provincial level; and 2) raising public awareness on climate change and associated issues using mass media and training/dissemination workshops.[28]

Although this component of the project faced some delays, the proposed activities were undertaken successfully. In addition to the awareness raising activities undertaken, the

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[25] Oxfam America, *EARO - EIIF Progress Report 2011*, 1.

[26] CCCN, *Cambodia Climate Change Network Strategic Plan 2013-2017* (Phnom Penh: Cambodia Climate Change Network, 2013), 25–28.

[27] CCCN, *CCCN Narrative Report* (Phnom Penh: Climate Change Network Cambodia, 2012), 9–13.

[28] Oxfam America, *EARO Final Narrative Report and Comment - KHM 006 11*, Internal document (Phnom Penh: Oxfam America, 2013).

provided critical support to the Cambodia Climate Change Department at a critical time in the development of the government's climate change response.

Interviewed for this report, Mr. Sum Thy, Director of the Cambodia Climate Change Department, proposed four principal accomplishments of OA's work with the CCCD. These achievements correspond well with those described in the final narrative report describing this work.[29]

1. Support for the UNFCCC process and COPs

With the support of OA and other organizations including the Cambodia Climate Change Alliance, the CCCD helped to build the capacity of Cambodia's negotiating team and others in government in preparation for the COPs.[30] The CCD prepared workshops with government, donors, civil society and private sector to discuss the outcomes of the COP and the implications for Cambodia. Lessons learned were summarized in fact sheets, and briefing papers were prepared and distributed. Journalists were invited to these events and information about them was published in national newspapers.

2. National Climate Change Forums

The CCD held three National Climate Change Forums from the start of the project until the present. The Prime Minister participated in the first Forum, and again in the third Forum (held in November, 2013). The National Climate Change Forums are hosted by the National Climate Change Committee, for which CCCD serves as the Secretariat. OA played a significant role providing guidance and support for the first Forum. The CCD took ownership of the process in the second Forum. Oxfam America provided speakers to address two issues during the second Forum, climate change and gender, and climate finance.

3. Climate change training activities and awareness raising materials

The CCD developed awareness raising materials for dissemination to relevant government ministries and official bodies. These materials included a 2012 climate change diary distributed widely throughout government. In consultation with CSOs, the CCD also developed awareness raising materials such as posters and booklets that were disseminated, and prepared climate change training materials designed to build capacity within government. The CCD conducted trainings using these materials in Mondulkiri, Svay Rieng and Koh Kong provinces.

4. KAP Study

With the support of OA, UNDP and Danida, the CCD oversaw a study of Knowledge, Attitudes and Perceptions (KAP) of climate change. The research was conducted by the BBC World Service Trust with the support of the Ministry of Environment.[31] This is the first such study undertaken in Cambodia, and is based on a survey of 2,401 respondents and on in-depth

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[29] Ibid.

[30] While the final narrative report and the 2013 EIIF progress reports mention only COP 17 and 18 in their narrative accounts of this accomplishment, the logframe and other materials and accounts discuss OA support for Cambodia's participation in COP 15 at Copenhagen; see Ibid.; Oxfam America, *EARO - EIIF Progress Report 2013*.

[31] CCD, *Understanding Public Perceptions of Climate Change in Cambodia* (Phnom Penh: Climate Change Department, Ministry of Environment of the Royal Government of Cambodia / BBC World Service Trust / Oxfam America, 2011).

interviews with over 100 key informants. The report was published with the support of CCCA and launched at a public event by the Minister of Environment. The results of the study have contributed to the elaboration of Cambodia's National Strategy on Climate Change and the Climate Change Action Plan, both of which incorporated recommendations from the KAP study.

Farmer photography

In addition to the support provided for the CCD, this component of the EIIF grant also supported a project by the organization On Photography Cambodia (OPC). OPC worked with farmers in the villages in Kampong Speu where the agro-meteorological forecasting and community weather monitoring component of the project was taking place. Farmer photographers were provided with cameras and training and were engaged to "document various information such as changes in local weather patterns, traditional forecasting methods, farming practices, and women at work, as well as to document and monitor the results of OA's agro-forecasting initiative using visual communication tools."[32]

The activities associated with this sub-project were completed. These included training workshops, the preparation of photo essays and their publication in a bi-lingual "farmer photography magazine" (really a one-off publication) called *Farmer Photographer*, and exhibitions of farmers' photography projects.

As is discussed in greater detail below, while the project's activities were successfully implemented, it is not fully clear that these activities could possibly produce the kinds of impact that the project proposal foresaw for this aspect of the EIIF project. Nonetheless, the OPC project was quite different from "development as usual", and some supporters saw it as holding great promise. Former OA Deputy Regional Director Mona Laczo pointed out that this part of the EIIF project was "one of the most participatory things that Oxfam America has done in Cambodia." Certainly in the context of the EIIF project, there is a sense that the close work between OPC and the community represented a form of engagement on a more personal scale than was the case for workshops, trainings, awareness raising efforts and other activities carried on in other components of the project.

Phase 2: Reprogrammed funds

In 2011, after it became clear that the agro-meteorological forecasting component of the project was not attaining desired results, project activities were discontinued. In 2013 they were reprogrammed and allocated to provide support and add value to OA's FLAIR program, and to its ongoing work on System of Rice Intensification (SRI) agriculture in Cambodia. Current FLAIR activities involve not only SRI, but also address the question of vulnerabilities. The reprogrammed funds were intended to support work on participatory capacity and vulnerability assessment (PCVA) to compliment SRI extension. Research for the present evaluation did not include assessment of Phase 2 of the project. The following text is drawn from the 2013 EIIF Progress Report:

> *Second phase support utilizing EIIF funding was to local partners Rachana and HBO. Both these partners are well connected with their local communities and have*

[32] Oxfam America, *EARO - EIIF Progress Report 2011*, 2.

promoted the System of Rice Intensification (SRI) as a lower-input low-water usage technique for climate change resilience.

Rachana has had demonstrated success in supporting farmers to adopt SRI as a sound technique for adapting to disaster and climate change. Drought is a major obstacle in Takeo province; SRI technique requires much less water that traditional techniques, with increased yield.

Data from one commune – Tralach in Takeo – shows a productivity trend against drought conditions. Over a three-year period average yield per hectare has gone from 1.8 tonnes to 2.4 tonnes and then 3.1 tonnes. Rachana has involved village and commune leaders in promoting SRI. Other data shows that chemical inputs have reduced as a result of SRI, reducing impact on the environment and farmer costs.

SRI adoption rates have increased with Rachana support. Farmers applying SRI has increased from 292 farmer households in 2009 to 1,046 HH, 4,342 HH and to 5,011 farmers HH in 2010, 2011 and 2012, respectively. SRI concepts have an effective rate of transfer by farmer-to-farmer extension. Rachana is skilled at implementing such a program.

EIIF grant to Rachana will be completed in February 2014.

Humanity Bright Organization (HBO) is a relatively new OA partner. An emerging provincial level NGO headed by a young and dynamic female leader, HBO works in Svay Rieng province, designated as vulnerable to droughts and floods, with poor farmers vulnerable to the negative impacts of natural disaster and climate change. HBO is working with local authorities and farmers to improve farm capacity through establishing cropping demonstrations focusing on appropriate technologies, resistant varieties, saving of water, none seasonal value crop and good marketing. Vulnerability reduction assessments (VRA) are being carried out in 10 villages to plan appropriate field activities.

EIIF grant with HBO will be completed in February 2015. [33]

Achievements in relation to gender

According the project's modified logframe, several activities were undertaken to address the gendered dimensions of climate change. Within Objective 2 (CSO Network), several actions were undertaken, including a literature review on women and climate change, a presentation on this topic by Oxfam America at the CCCN-assisted First National Forum on Climate Change, and a presentation by OA staff to the Cambodian Ministry of Women's Affairs regarding this issue. Also within this objective, the efforts of Oxfam America under the EIIF grant contributed to the incorporation of the Ministry of Women's Affairs into Cambodia's National Climate Change Committee, the focal point for climate policy within the Cambodian government. While the incorporation of this ministry into the committee is not sufficient to addressing gender concerns relative to climate change, their absence was symbolic of the overall lack of a gender focus within Cambodia's official climate response.

On Photography Cambodia activities also included a focus on women, and efforts to involve

[33] Oxfam America, *EARO - EIIF Progress Report 2013*, 8–9.

women in project activities were undertaken throughout the various components and activities of the project. Although Grant Application Proposals for each element of the project include sections on Gender Analysis, the project's approach to gender did not include specific objectives related to gender, and activities to be undertaken, and monitoring of progress, does not appear to have been a top priority during project planning. See Section III for further discussion.

B. Unintended positive results or outcomes

While the EIIF project in Cambodia did not produce expected outcomes in all cases, especially with regards to the agro-meteorology component, it nonetheless provided useful experience with the issue of climate change, and produced some insights regarding the nature of innovation and institutional efforts to produce innovative approaches. While some of this learning certainly counts as an unintended positive outcome of the project, it is best understood as a "lesson learned" and is discussed later in this report.

<u>Mlup Baitong's ongoing involvement in livelihood and climate issues</u>

One outcome of the project, while not completely unintended, was nonetheless surprising. OA's partner for Objective 1 activities, the Cambodian NGO Mlup Baitong, was an unlikely counterpart (see Section III A, below). There was a lack of fit between this environmental organization and the livelihood- related activities that it was tasked with undertaking. For Mlup Baitong, working on the project provided an opportunity for the organization to expand its repertoire and expertise. Eventually, the organization's lack of capacity contributed to the discontinuation of this component of the project, and to the reprogramming of project funds.

It is surprising, therefore, to discover that in part as a result of this negative experience, Mlup Baitong has indeed gone on to incorporate attention to livelihoods and climate change adaptation as core competencies that it is actively developing. Yet this was a "lesson learned" that Mlup Baitong staff at the local office in Kampong Speu and at the national headquarters in Phnom Penh both emphasized. Mlup Baitong continues to be a member of the CCCN, for instance, and sees continuing benefit from its involvement with the network. Field and national office staff also emphasized the great amount of learning they had done regarding ways of working with, or working around, government. For instance, upon encountering that their counterparts in the national-level departments (Rice Crop, for instance) were unable to dedicate time and resources to their collaboration with Mlup Baitong, MB changed strategy, working instead with the provincial departments. This brought its own challenges (principally the lack of capacity, and also the excess of NGOs wishing to work with government in the field), and thus also additional opportunities for learning

SECTION III: SHORTCOMINGS AND OBSTACLES

Planned Results Not Achieved

The project faced numerous obstacles, and several of this project's planned results were not achieved. Furthermore, even in cases where specific *activities* were achieved, the accomplishment of those specific activities did not result in the achievement of the larger objectives outlined in the project's concept note and grant application proposals. The mismatch between outcomes and objectives can be attributed in part to a lack of realistic analysis regarding the nature of the problem, and to a set of faulty assumptions about the capacity of partners, or indeed about the technical possibilities available to address the problem and put proposed actions into effect. The project, then, was in many ways overly ambitious. The inability of the project activities to address the problem provides an opportunity for EARO and for Oxfam America to learn about the nature of innovation, and about the complexities of developing programmatic actitivities to confront the challenge of climate change. This is discussed in greater detail in Section V, "Lessons Learned", later in this report. The following subsections provide an analysis of specific results not achieved, unintended negative consequences, and Oxfam America capacities requiring improvement.

A. Poor framing of the project presented a major obstacle to accomplishing goals

Section 1.A.2 of this report describes the way that the EIIF project framed the problem of climate change in project documents. This conceptual framing structured the project's theory of change, and was used to justify the project's components. It is important to note that the project's framing of the problem of climate change is poorly supported and poorly elaborated within the concept note and other project documents. The project's concept note does not make specific its assumptions about the likely impacts of climate change on Cambodian society or on Cambodian farmers, and the assertions that are made are poorly supported – poorly documented, poorly footnoted; in short, the project documentation does not go into any depth regarding the nature of the climate change challenge. A World Food Program study and a presentation given at the DANIDA office are the only references provided in support of the broad claims regarding climate change-related erratic weather patterns, yield reduction, crop failure, drought and flooding. The assertion that "given low awareness of the scientific foundations of climate change, farmers cope with weather related shocks by participating in religious ceremonies" is attributed to personal communication with the government's climate change office.[34] This poor framing of the climate change issue in 2008 may reflect a lack of useful climate change models or other predictive analysis – itself one of the major problems the project sought to address – but because untested assumptions would play a role in some shortcomings of the project, it is worth pointing out that initial project documents reveal a lack of engagement of project planners with the physical and social science of climate change impact.

[34] Oxfam America, *EARO EIIF Concept Note*, Internal document (Phnom Penh: Oxfam America, 2008), 1.

B. Objective 1: Agro meteorological forecasting and community weather monitoring

The institutionalization of agro meteorological forecasting represented the central innovation advanced by the project, and was "at the heart of the project" according to several people interviewed for this evaluation. Recall that the initial, ambitious goal for this component was "to institute a large scale early warning system in Cambodia over two years" and to "help build the capacity of implementing partners such as the Department of Meteorology and the Ministry of Agriculture (MAFF) to provide timely and easy to understand information to millions of farmers in Cambodia".[35] These expectations were unrealistic.

Project planners and Oxfam America staff were quick to distance themselves from this part of the project; "that was designed by my predecessor" was the immediate response of one interviewee. Several of those with knowledge of the project attributed the inability to meet the objective to the fact that there was "no reception on the government side." There was "no commitment there [on the part of MOWRAM]" suggested one interviewee; another suggested that it was "an opportunity for them to do some rent seeking". Several Oxfam America analyses of the project suggest that the lack of capacity of Oxfam America's partners, especially the NGO Mlup Baitong, and a lack of commitment on the part of government agencies, was principally to blame for the failure to achieve expected results. The 2013 EIIF Progress Report also endorses this explanation, noting that "the principle reason for the problems encountered with this project was the assumption that MB, MOWRAM/DOM and MAFF/DRC were committed to the project, when in fact they weren't."[36]

There is some truth to all of these claims. However, a more useful explanation is that the hoped-for technical intervention was impossible without historical weather information at the appropriate scale, dating back for an appropriate length of time. Such information, at the necessary scale and depth, simply does not exist in Cambodia. A study of available climate data commissioned by the project found that "the fragmented and insufficient climate records for the study areas, the very limited rainfall data, and short temperature records are serious constraints for comprehensive historical climate study".[37] In fact, historical climate data was available only at the scale of the province, whereas local weather patterns can vary considerably, raising concerns about the utility of predictive data, should it be generated. The project-commissioned study of available historical weather data was issued in 2011, three years after the project was initiated. If, as it appears, a simple study of available historical weather data demonstrated that the project as it was initially conceived was not feasible, this would suggest that there was a need for better due diligence, a more thoroughly documented

[35] Oxfam America, *EARO EIIF Concept Note*, 2.

[36] The report similarly states that "essentially, government departments at national and provincial level lack the necessary commitment and strategic objectives to implement this kind of project". See Oxfam America, *EARO - EIIF Progress Report 2013*, 11.

[37] Tep Sopharith, *Historical Study Report on Climate Components "Climate Monitoring and Prediction for Better Agricultural Adaptation to Climate Change in Kampong Speu Province, Cambodia" Project* (Phnom Penh: Mlup Baitong, 2011), 19.

problem statement, and a more rigorous vetting of the project's concept note prior to the initiation of the project; all of these might have contributed to a more strategic use of EIIF funds.

Delayed roll-out: termination of work with a previous partner

The agro-met component was initially delayed because of problems with the principal non-governmental partner for Oxfam America's FLAIR program, the Centre d'Etude et de Développement Agricole Cambodgien (CEDAC), a Cambodian NGO with expertise in agricultural extension. CEDAC was initially slated to be OA's partner on this project. CEDAC was a principal partner for OA in its work on System of Rice Intensification, and also on the Saving for Change project; both were part of OA's Livelihood and Income Security Program (now reconfigured), which had substantial funding from the Gates Foundation. However, financial management issues at CEDAC resulted in Oxfam America terminating its working relationship with the organization.

Lack of capacity of the principal NGO partner

OA chose Mlup Baitong to serve as the NGO partner for the agro-met project. Mlup Baitong is a Cambodian environmental organization with little experience working on agriculture and livelihoods issues. They had extensive experience in advocacy, and were deemed appropriate since project planners expected that technical work and on-the-ground implementation activities would be undertaken by government partners MAFF and MOWRAM. When these partners failed to perform (see below), Mlup Baitong had difficulty undertaking all of the field-based organizational and implementing activities necessary. Finally, there appear to have been some issues concerning Mlup Baitong's financial management which contributed to the decision to end the project.

MOWRAM personnel changes and lack of commitment

The Department of Meteorology at MOWRAM had provided early assurances to project planners that agro-met forecasting was feasible at a scale that would enable farmers to make timely decisions about planting schedules. Other efforts at integrating climate forecasting into agronomic extension efforts elsewhere in Cambodia probably also contributed to this impression. For instance, Christian Roth of Australia's Commonwealth Scientific and Industrial Research Organization (CSIRO), was at the time working to incorporate "Linear Mixed Effect State Space" climate model forecasting into farmer trials.[38]

Initially, the data analysis and forecasting component was designed by MOWRAM staff heading up a team of analysts; the group, which operated out of a well-equipped office near the office, appeared to be technically adept and indicated that they had the necessary expertise to undertake forecasting. However, soon into the life of the project the MOWRAM representative was re-assigned, and a less technically-savvy staff member was put in charge. Eventually, she lost access to the equipment at the office and subsequently lost her position in the Ministry. Other personnel changes at MOWRAM included the Director of the Department of Meteorology, also a key player in the elaboration and implementation of this project

[38] For a contemporary description of that effort, see http://aciar.gov.au/project/lwr/2008/019

component.

Data interpretation and its utility for farmers

Because of problems with the historical data available and personnel and expertise issues at DOM, no forecasting data was produced. This data would have then been incorporated by the Department of Rice Crop of MAFF into agricultural calendars and guidance for farmers, to be implemented in field trials of the new system. Without the appropriate data, MAFF was unable to produce guidance to farmers.

It was also unclear to many how this data would in fact be used by farmers in the field. This was one of the "fundamental flaws in the design" according to one OA observer. OA Regional Director Brian Lund pointed out that there are many cases in which farmers have access to very good data that they do not use, for whatever reason. In designing the project, the question of how to move farmers towards a responsive form of agriculture that would allow them to use the available data advantageously was not adequately addressed.

C. Objective 2: Network of Civil Society Organizations

As several people interviewed suggested, at the time the project was developed there was a great opportunity to create a network that could serve as policy platform and perform a necessary role in knowledge management. The CCCN was created to fulfill that potential, and many aspects of the plan to create the CCCN have been successful. In the intervening years, the "climate change space" has become more crowded, and several of those interviewed were not fully convinced that CCCN had fulfilled its potential. "I do not hear about them" was the comment of one foreign adviser familiar with climate change policy-making in Cambodia, who suggested that the regional organization SEA Change (funded by Rockefeller Brothers Foundation) had been more successful in catalyzing action and serving as a knowledge provider.

The existence of obstacles was readily acknowledged by CCCN coordinator Sou Socheat, who suggested that the organization's recent strategic planning exercise had allowed for a productive engagement with the challenges faced by the network and had helped the network commit to a way forward. Some of the obstacles, and planned results not achieved, are discussed below.

Network overload

Oxfam America arrived at the idea of creating a network of CSOs in part because it had had success with this strategy in other contexts. In fact, there are numerous CSO networks in Cambodia; one interviewee noted that an analysis of the number of such networks in Cambodia suggested as many as 50 *networks* of CSOs in existence in the country today. The existence of regional networks such as SEA Change adds to the complexity. The existence of numerous networks places demands on NGOs, who must commit to sending staff to meetings of more than one network, diluting the amount of time and energy staff are able to commit to network activities.

While CCCN initially appeared to be a unitary site for CSO collaboration around the climate issue in Cambodia, the well-established NGO Forum on Cambodia also initiated a climate

change network, the NGO and Climate Change Alliance, or NECA. Organizations with interests in climate change, such as Mlup Baitong for example, now found themselves needing to commit staff time and resources to attending meetings of *two* networks. Nominally, these networks were not in competition: the NGO Forum network confined itself to work on climate finance, REDD, adaptation policy and the Green Growth master plan, while CCCN was working on climate information systems in agriculture, on livelihoods, and on the needs of the most vulnerable communities, according to Polin Nop, formerly of OA and now with DanChurchAid/ChristianAid. While there may have been no formal duplication of effort, "network saturation" drains member resources, creates (perhaps unnecessary) complexity in the institutional ecosystem, and probably makes buy-in to CCCN initiatives more difficult.

Member flight + deprioritization

By their very nature, networks such as CCCN involve competing claims on members' time. Thus a representative of one member organization suggested that CCCN asked too much of its members – for instance, holding 2 meetings or conducting 3 activities in one month, or organizing a 5 day study tour to learn about community forestry. From the point of view of the CSOs, this represents too great a time commitment, since their missions as organizations require far more of them than attending activities of the networks they are part of.

From the point of view of network coordinator Sou Socheat, the inability of members to "take ownership" is problematic. Others expressed frustration with member organizations that simply seek to gain experience from their participation in the network, without contributing fully to moving forward the network's agenda. Others suggested that key organizations were not committing the time of senior staff to network activities, or were sending junior staff in observer roles to meetings rather than taking on leadership and responsibility.

Questions of purpose

Other challenges mentioned by those working with CCCN relate to the competing visions of members (and non-members) regarding the purpose that CCCN is meant to serve. This question of "what brings us here" or "what unites us", in terms of shared priorities and strategies, has presented a challenge to CCCN in its efforts to chart a collective course for its members. One CCCN board member suggested that the question of the purpose of the network was partly connected to a divergence of focus among members: some members were more inclined to focus on the political aspects of the climate change issue, and the relation of climate change to inequality, land rights and other concerns of civil society, while other members were more interested in working to develop technical interventions to address the effects of climate change.

D. Objective 3: Awareness raising and mass media

This component of the project was generally successful, although participants raised some questions about the implementation of project activities, and some activities were delayed. The Climate Change Department was quite candid in discussing these delays, indicating that

obligations to numerous donors and partners, and the very rapid development of the government's official policy response to climate change, which is coordinated by the department, led to delays and to the perception of a lack of engagement with the EIIF project at times.

Overload of the Climate Change Department was given as one reason for delays in the elaboration of the KAP study. Difficulty in finding a suitable consultancy firm to carry out the study was another. Sum Thy, director of the department, also suggested that the inability to see immediate effects from awareness raising and capacity building efforts was a challenge (or frustration) for CCD in undertaking this component of the project.

OA relationship with CCD

The Final Narrative Report for this project component includes a Comment explaining divergences between the initial proposed expenditures for the project and the final expenditures.[39] According to this comment, remaining funds in this grant were to be used for an audit of project. The comment also makes note that "during this phase [2011-12], Oxfam's ability to regularly engage with CCD was greatly reduced due to the loss of personnel from the FLAIR team"; as a result of staff turnover at EARO, Oxfam experienced a lack of input into the activities undertaken as part of the grant. Formally, OA's relationship to the CCD was not damaged, but the turnover nevertheless had an effect on collaboration between the two institutions.

On Photography Cambodia

While the OPC project met its goals and delivered the promised outputs, it is not clear the extent to which the project contributes to helping communities to address the challenge of climate change. One of the principal objectives of the OPC project was "to enable Cambodian rice farmers to record and reflect upon the effects climate change has on their crops and livelihoods."[40] Yet it is unclear how farmer photographers would make connections between the photographs they were taking and the larger issue of climate change, or, furthermore, how the knowledge and experience gained in taking photographs would help them arrive at "better decision making". One issue here is the question of temporal scale. If climate change as a phenomenon is not perceptible at the level of the event (an individual drought, a particular bad harvest), but only at the level of a trend of events over time, how is it possible to tie a photograph, or a photographic essay, to a phenomenon as broad in scale as "climate change"? A second issue is the connection between the "knowledge" produced by taking photographs, and the translation of that knowledge into decision-making. The suggestion in project documents that such a link exists was not elaborated upon. *How* would engagement in the photography project translate into decision-making, and thus into something resembling adaptation or resilience?

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[39] Oxfam America, *EARO Final Narrative Report and Comment - KHM 006 11*, 1.

[40] Maria Stott and OPC, *Climate Monitoring and Prediction for Better Decision Making through Visual Communication. Proposal for Oxfam America in Cambodia* (Phnom Penh: On Photography Cambodia, 2009).

E. Obstacles and lack of accomplishment in relation to gender

All individuals interviewed for this evaluation were asked about the approach of the project to the issue of gender and climate change. Most indicated that the project did not prioritize gender, or at the very least did not incorporate a specific set of objectives, activities and indicators related to gender, did not attempt to measure the impact of the project on gendered dimensions of climate change, etc. This is striking given OA's awareness of the importance of gender at the institutional level. Indeed, the EIIF project was largely concerned with livelihoods, and was housed in FLAIR along with OA's work on SRI. In 2008 OA commissioned a lengthy study of the gender dimensions of the adoption of the System of Rice Intensification in Cambodia, which found that interventions into rice production could have profound effects on women's livelihoods issues. The research proceeded from the understanding that agriculture and livelihoods questions relating to SRI were embedded in larger processes of social change, and looked at the increasing participation of women in the garment industry, changing norms of decisionmaking in villages, etc. Among the recommendations made by this study were several suggestions relating to the need for better attention to gender awareness-raising and gender skills training for OA's partner, which was CEDAC at the time. It may be that with the decision to cease work with CEDAC, and to work with the new partner Mlup Baitong (and others) on the EIIF project the priority of this kind of gender-related capacity building was viewed as a less immediate concern, or simply got somewhat lost in the shuffle as OA sought to adjust to new circumstances.

Unintended Negative Consequences

Unintended negative consequences of the project are not immediately apparent. Perhaps the greatest concern raised by the project relates the reputation of Oxfam America in the region with respect to the issue of climate change. A small number of individuals interviewed for this evaluation suggested that shortly after the project was initiated, Oxfam America was understood as a leading institution addressing climate change. By 2013, the organization's commitment to the issue was less clear, even as other actors had established themselves as leaders in the field. The setbacks experienced as part of this project, including the inability of the project to achieve significant results in the agro-meteorological component, and perhaps the length of time it has taken CCCN to establish itself, may contribute to this impression. Some individuals interviewed suggested that there was an impression among many Cambodian NGOs that Oxfam had previously been actively engaged in the climate change issue, but that OA had in fact withdrawn from the issue as a principal institutional concern.

Oxfam America Capacities that Need Improvement

Some of the obstacles encountered in the implementation of this project were the result of problems internal to Oxfam America, and highlight areas where OA capacities need improvement. For instance, OA's approach to staffing presented problems according to more than one interview. The initial climate change director responsible for the EIIF project at OA was not kept past the probationary period. The Cambodian national hired to replace this

expatriate staff member was a good fit for the network and awareness raising elements of the project, but did not have experience in project management. One OA staff member interviewed for this project suggested that especially in situations where the institution is working in a new issue area (like climate change, in this case), strong internal capacity is needed, since, in general, these areas will also be new for OA's partners. Oxfam America could also have improved its performance in designing and implementing this project in a few ways.

Assessing feasibility and structure of call for proposals

First, it appears that OA's initial analysis of the problem and the possibilities for addressing it should have been more rigorous, especially in regard to the agro-meteorological forecasting component. The process in use by EIIF resulted in a grant of $420,000.00, even though the proposed project's most innovative intervention was also its least realistic. A more agile proposal process might have helped. For instance, if the EIIF CFP had involved multiple phases, perhaps beginning with a small award of $10,000 to conduct research and preliminary feasibility studies, the resulting project would have been much improved and would have stood a better chance of success (or, at the least, if there was no useful innovation to test in the Cambodian context, EIIF funds would have gone to a more deserving effort).[41]

OA support during the life of the project

Several individuals involved in the project noted that it would be useful for Oxfam America to provide more support and expertise during the life of the project. This was the case in several different contexts. For instance, two EARO staff members involved in the project suggested that more support, communication and guidance from the US office would have been helpful once the project was already under way. One person interviewed emphasized OA's access to expertise on climate change, and suggested that "if we are looking for innovation, the organization should have had some kind of support system behind it, so when things don't go as planned there would be more support to find ways of improving the situation, or to find other approaches that might work."

Several representatives of Oxfam America's partner organizations also reported a lack of involvement or input by OA staff during the continued implementation of project components. For instance, individuals at Mlup Baitong looked to EARO to provide access to an expert to support the forecasting component following initial setbacks. Some effort was made to seek technical support, including an unsuccessful effort to find the appropriate expertise in the Philippines. Partners' perceived needs for additional (non-financial) support from OA may have been exacerbated by personnel changes at EARO.

Explicit gender benchmarks

Addressing the gendered dimensions of climate change and incorporating attention to gender

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[41] The 2013 Progress Report makes a similar argument, noting that:

> Oxfam America needs to be more rigorous in checking through all underpinning assumptions and considering in detail the risk management approach should the down side of the assumption be the case. Partner Assessment tool does provide cover on the analysis of partner ability, skill and willingness to do the task, but there's a need to deepen this process.

See Oxfam America, *EARO - EIIF Progress Report 2013*, 9.

equity into efforts to promote climate change adaptation are institutional priorities for Oxfam America. However, as has been indicated in this report, gender concerns were not incorporated into the project in a uniform, methodological way, nor did monitoring, evaluation and learning efforts address these concerns. If OA seeks to address the question of gender equity within its efforts to address the challenges of climate change, the organization should consider creating specific project components tasked with analyzing gender dimensions, or with implementing activities addressed at the question of gender. Furthermore, specific benchmarks should be set during the project planning stage, and incorporated more significantly into project implementation, logframes, etc.

SECTION IV: PARTNER PERFORMANCE AND DEVELOPMENT

Mlup Baitong

Both the partner and observers at OA agree, in retrospect, that Mlup Baitong was not the appropriate partner at this time, although Mlup Baitong capabilities appear to have improved in the interim owing to collaborations with other international organizations and donor. As was discussed above, MB found itself in more of an implementing role than was initially expected. MB also did not play a role in formulating the project, which was brought to them "fully cooked". This trajectory may suggest a lack of ownership of the project, a lack of fit with MB strategic objectives, etc. Nevertheless, it does appear that MB has obtained significant experience from its work on this project. This is true at the national level, where climate change has become a more important part of the organization's portfolio, and at the level of the local office in Kampong Speu, which currently is involved in three new climate change-related projects.

Department of Rice Crop

The intended role for DRC in interpreting agro-met data was never tested, as they were not provided with appropriate data. As a result, the department became involved in conducting some trials of rice varieties and in supporting SRI work in Kampong Speu. The department was not well positioned for this, as it lacked a meaningful relationship with local farmers. Provincial level extensionists were engaged to carry out trials arranged by DRC, with limited results. Like other government partners involved in the project, DRC was obligated to numerous other projects and had limited time to contribute. There were also issues relating to the transfer of funds between Mlup Baitong and the DRC, since the DRC bank account was controlled at the level of the ministry, introducing uncertainty and delays into the transfers. There was little evolution of DRC's abilities during the course of the project.

Department of Meteorology

The DOM experienced numerous personnel changes, and exhibited a lack of meaningful commitment to the project. It seems unlikely that the necessary capacity existed at DOM to successfully fulfill its obligations to the project. This capacity was not developed at DOM during the project. It is unclear how OA might have assisted DOM in developing the appropriate abilities, since many of the problems appear to be structural – that is, they are related to the bureaucratic organization of the department, the system of incentives that motivate its staff, etc. Developing a viable agro-forecasting capacity at the level initially envisioned by the project would require far more effort directed at the organization and expertise of the DOM itself.

Save Cambodia's Wildlife – Cambodia Climate Change Network

SCW was OA's partner in the creation of the CCCN. SCW performed its role as agreed upon, and continues to host and support CCCN, which is now sustainable (in the short term at least), and is funded by non-OA donors. The CCCN itself has grown from an informal network to a formal network with numerous members. The recently completed strategic plan provides the organization with direction and its completion represents an achievement. It is still unclear exactly what kind of expertise exists within the network, and the uses to which that expertise can best be put. The role of the network in generating and managing knowledge, and its

contribution to advocacy and policy development, remain important unanswered questions for CCCN.

Climate Change Department

The Climate Change Department, while overburdened, has come to occupy a key role as the central site for the development of climate change policy within government. The capacity of the department is far greater than it was at the start of the project, and the project has contributed to that evolution. The director of the department noted his frustration with the slow pace of government, generally: documents take a long time to be approved, decisions require approval at multiple levels, etc., all of which slows down implementation. Similarly, the ability to engage in monitoring and evaluation of slow-moving processes of capacity building presents a challenge for the department.

SECTION V: LESSONS LEARNED AND SCALING UP

The project "Building Climate Change Resilience for Smallholder Rice Farmers in Cambodia" met with some success, and encountered some obstacles. Both afford a chance for learning in ways that can inform future actions by Oxfam America and its partners.

A. Investments in adaptive capacity promise high returns in Cambodia

Within the Southeast Asian region, Cambodia affords one of the best opportunities for addressing climate change vulnerability through improved adaptive capacity. As vulnerability indexing undertaken by Yusuf and Francisco indicate, improvements in Cambodia's adaptive capacity can make a significant contribution to the reduction of overall vulnerability, a situation unique to Cambodia (see Section I.A, above). Cambodia thus represents a site of opportunity for climate change adaptation interventions such as those which are the focus of the EIIF.

B. Oxfam America's climate leadership is in question

Oxfam America established itself as a global leader in the response to climate change in the runup to COP 15 in Copenhagen. In Cambodia, OA's awareness raising efforts and mass-media campaign, coupled with the significant investments that the EIIF project represented, established the organization as a leader on the issue of climate change. As recently as 2010, Oxfam America EIIF documentation noted that "Oxfam America has been regarded as the most active NGO working on climate change issues in Cambodia by the government and development partners."[42] Presently Oxfam America's perceived role as a leader on this issue is in question: staff changes and changes to the organization's strategic priorities, as well as the termination of the EIIF project, suggest that OA's approach to climate change in the region has shifted.

C. Integrating the voices of primary change agents into problem definition

The question of how the concerns of Cambodian farmers had been integrated into project planning came up in several interviews conducted for this evaluation. As one interviewee noted, in the case of the agro-meteorological component, Oxfam America devised a preferred "solution" to the climate change problem, and then went looking for an NGO to implement it. This approach may have contributed to the lack of fit between the project and the NGO partner, Mlup Baitong. That narrative of the project's design also suggests that the project's "primary change agents", the farmers of Kampong Speu, were even further removed from the process of defining the problem and suggesting possible approaches to resolving it.

Of course, one of the problems the project is designed to address is that of farmers' lack of knowledge about the problem. Yet as one board member of CCCN suggested, it is exactly the remoteness of the climate issue that makes it difficult for projects such as the present one to connect with farmers. "The project seeks to engage people to take action about climate," this observer noted, and suggested that awareness raising efforts and activities with farmers that

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[42] Oxfam America, *Progress Updates of 2008-2009 McKinley Economic Innovations Incentive Fund Projects* (Boston: Oxfam America, 2010), 19.

took "climate change" as their focus, was potentially *de*mobilizing (the observer noted that some NGOs have even attempted to set up climate change committees in villages, although of course that was not part of this project's approach). "The discussion [of climate change] has almost nothing to do with the immediate and pressing issues that people face, issues like land-grabbing, inequality, corruption, and violence." However, all of these issues represent key challenges in addressing the climate change problem, and might therefore usefully serve as the core focus for OA efforts to engage farmers in addressing the broader, and less easily observed problem of climate change. "If OA were to consult with farmers in advance about what they most care about", this observer noted, "perhaps a different project would have emerged, one with a greater chance of capturing their interest and participation."

D. Risk acceptance: The relationship between "failure" and innovation

While some aspects of this project did not result in achieving their desired outcome, OA Regional Director Brian Lund warned against conceiving of these as "failures". The Economic Incentives and Innovations Fund was established to provide OA and its partners with the opportunity to be innovative, and innovation necessarily involves taking risk, and thus implies a higher tolerance for unsuccessful outcomes. Lund regrets that when the agro-meteorology component of the project did not produce desired results, the organization treated this outcome as "failure", and reacted conservatively, moving funds to activities that OA already has experience with (SRI) in the hope of lessening the "losses".[43] Because these approaches are already well-tested, the organization lost the ability to use the funds to explore new avenues and new approaches to climate change-related challenges: "we lost an 'i' out of that acronym, EIIF – we lost our focus on innovation." While this clearly seems to be a valid concern, and suggests the need for a more creative approach to grantmaking for innovation, others close to the project felt that greater institutional support from Oxfam America headquarters would have made a difference in a better elaboration of a "Plan B" following the decision to terminate initially programmed uses of the grant.[44]

This insight connects well to other learning that might be taken away from the EARO experience about the functioning of the EIIF program. In the section "Oxfam capacities that need improvement", above, it was suggested that the EIIF grant program, or others following a similar model, might usefully be restructured to include exploratory grants to do research and test the feasibility of project components. In a similar way, it might be useful to restructure the grant implementation process to allow for agile re-programming if initial innovations prove unwieldy, and to do so in ways that don't disadvantage the regional office that has taken the risk of innovating.

[43] It is useful to note that Lund's interpretation of the reprogrammed funds is that they are being used "for something we already do", i.e., SRI, when the reprogramming is intended to deepen work beyond SRI extension by incorporating participatory vulnerability assessment into that work.

[44] In the opinion of this OA staff member, the over-long delay between the decision to suspend funding and the move to reprogram grant funds was problematic, and resulted from overburdening of staff, changing priorities, and a failure of HQ to respond to request for assistance.

E. Improving the analysis of climate change vulnerability and adaptation opportunities

While innovation may require risk, successful innovation surely also requires realism regarding the possibilities for intervention. So, while OA must seek to encourage some assumption of risk in pursuit of learning and innovation, at the same time it should seek to find ways to prevent the assumption of *unnecessary* risk, and to avoid unrealistic expectations. Unrealistic expectations were clearly evident in the proposed agro-meteorological forecasting component of the project. The notion that the farmer photography project would lead to better decision-making seems similarly questionable in retrospect.

As has been suggested earlier in this report, OA would be well-served by a more thorough vetting of the assumptions upon which interventions are based. It is surprising, for instance, that OA concept notes and grant application proposals do not include problem statements, and justifications for proposed actions, that are more thoroughly documented and supported by peer-reviewed research. Proposals themselves would perhaps benefit from some form of external peer review too.

One observer suggested that the use of the GAP process for internal grantmaking was less than ideal. So perhaps an alternative method for disbursement of grant funds was necessary, one that could more adequately incorporate strategic thinking, establishes explicit benchmarks for accomplishment, and allows for testing of assumptions about the climate threat and the kinds of steps that can be taken to address it.

F. Gender should be incorporated more explicitly into project design

The Terms of Reference guiding this review of project activities seek clarification regarding the ability of OA's EIIF project to address the important question of gender. The implication is that the relationship between climate change and gender was central to the EIIF program at the level of all of Oxfam America, and that those receiving grants were required to incorporate the challenge into their EIIF projects. In the present project, some effort was made to incorporate attention to the relationship between gender and climate impact into advocacy and awareness raising activities. While there is some pro-forma language regarding gender in some of the reporting and documents, and while individual project components took on the question of gender in some piecemeal ways (i.e., in the CCCN, or within the work of On Photography Cambodia), in general the question of gender was not central to the project, and the project did not outline a specific gender hypothesis which it would engage.

If Oxfam America seeks to address questions of gender in its work on climate change, the issue should be included explicitly as a component in project design. But clearer hypotheses, clearer forms of intervention, and clearer sets of indicators for achieving gender-related objectives would likely result in greater, more measurable impact. One observer noted that "nothing was explicit in the project proposal process, let alone gender" – so this recommendation to make assumptions and interventions explicit within the project planning stage may be understood to apply not just to gender, but to many of the dimensions OA seeks to address in its work on climate change – gender, yes, but also inequality, marginality, issues of power, etc.

Scaling Up

The principal innovation introduced in this project seems unlikely to meet with success in the absence of appropriately scaled historical weather data, and thus is not a good candidate for scaling up. Other approaches undertaken in the project, including efforts at awareness raising and the creation of a network of CSOs, were more familiar, representing approaches OA had successfully used in other situations. The CCCN itself represents one avenue for bringing innovation to scale; as the coordinator noted, the CCCN represents a venue where successful efforts to address the challenge of climate change can be shared among members and their reach can be extended.

SECTION VI: PUBLIC ACCOUNTABILITY AND COMMUNICATION

Several components of this project were themselves directly concerned with communicating to the public, and involved efforts to make available the learning Oxfam America and its partners have undertaken in this project and elsewhere. The project also produced several studies and reports, several of which have been made widely available. The Oxfam America website provides information about the project, as do the websites of related institutions. The CCCN, for instance, has established a Facebook page, a fitting form of social media since it places CCCN at the nexus of a conversation among participants (rather than simply engaging in uni-directional information sharing).

SECTION VII: FINANCIAL NARRATIVE

Drawn from Section VII of the 2013 EIIF Progress Report; see also Annex 5.[45] Against the approved budget of USD 420,000, Phase 1 total expenditure of this reporting period is USD 394, 835. There is remaining fund of 25,165USD as of March 31, 2013 which will be requested to be used to support Phase II's partnership with Rachana and HBO in FY14. See the Appendix 4 for financial summary for the budget vs actual for the remaining fund.

McKinley - Economic Innovation & Incentive Fund EIIF	Actual expenditures Nov, 2008 to March 31, 2013				
	Nov.08-Oct.09 USD	Nov.09-Oct.10 USD	Nov.10-Mar.12 USD	Apri.12-Mar. 13 USD	YTD Actual USD
Personnel	19,368	22,033	17,453	(568)	58,286
Capital	1,727	-	-	-	1,727
expenses Recurri	-	367	(45)	-	322
ng Costs Travel	493	3,939	2,958	-	7,390
Productive Inputs	41,268	176,656	67,720	-	285,644
Training, Workshops	344	8,787	14,882	-	24,013
& Conferences	-	306	-	-	306
Advocacy Campaigns	482	1,783	14,882	-	17,147
Monitoring and Evaluation					
GRAND TOTAL	**63,682**	**213,871**	**117,850**	**(568)**	**394,835**

[45] Oxfam America, *EARO - EIIF Progress Report 2013*, 12.

Annex 1: Partners involved in this project

From EARO EIIF Progress Report, March 2013.

Partner name	CCGT Code(s)	Grant Amounts	Remarks
Phase 1			
Mlup Baitong (principal contract) *Sub-contracts* - Department of Meteorology (Ministry of Water Resources & Meteorology) - Department of Rice Crop (Ministry of Agriculture, Forestry & Fisheries)	KHM_004_10	USD 147,417	Refund amount of USD 76,867 in Dec 2012
On Photography Project Co., Ltd.	KHM 155/10P KHM 160/10P	USD 11,479 USD 1,370	
Agricultural development International (ADI) [Supplying and Installation of Automatic Weather Station in Kampong Speu Province]	KHM 171/10P	USD 15,550	
Climate Change Department (CCD) (Ministry of Environment)	KHM 517/09 KHM 006/11	USD 41,268 USD 51,600	
Save Cambodia's Wildlife (SCW) for Cambodia Climate Change Network	KHM 011/11	USD 20,000	Match from refund of USD3880 grant VIE 108/09
Phase 2			
Rachana	KHM 007/13	USD 44,268	Use the refunded amount from KHM 004/10
Humanity Bright Organization (HBO)	KHM003/13	USD 32,600	Use the refunded amount from KHM 004/10

Annex 2: Detailed logframe

Annex 3: Quantitative summary of results

A quantitative summary of results is not possible within the constraints of this evaluation.

Annex 4: Executive summary of external evaluation

Not applicable.

Annex 5: Financial summary

This financial summary is drawn from Annex 4 of the 2013 EARO EIIF Progress Report.

McKinley – Economic Innovation & Incentive Fund (EIIF)	**YTD Actual vs budget from Nov, 2008 to March 31, 2013**			
	Actual expenditures Nov.01, 08-Mar 31, 2013	**Approved Budget, 3 years**	**TOTAL Variance**	**TOTAL Variance**
	USD	**USD**	**USD**	**%**
Personnel	58,286	60,000	1,714	3%
Capital	1,727	1,500	(227)	-15%
expenses Recurri	322	-	(322)	0%
ng Costs Travel	7,390	6,000	(1,390)	-23%
Productive Inputs	285,644	250,000	(35,644)	-14%
Training, Workshops & Conferences	24,013	37,500	13,487	36%
Advocacy Campaigns	306	45,000	44,694	99%
Monitoring and Evaluation	17,147	20,000	2,853	14%
GRAND TOTAL	**394,835**	**420,000**	**25,165**	**6%**

A letter of request for the remaining fund of 25,165USD as of March 31, 2013 to be used to support Phase II activities to be submitted thereafter.

Annex 6: Detailed Activities of Project Components

The following are the detailed sets of activities to be undertaken within each component of the project, as established by project documents. As noted in Section 1.B, project objectives, activities, and indicators (where established) were spelled out in different ways in different project documents. The following lists of activities give a sense for this issue.

Objective 1: Agro-meteorological forecasting

Activities

The Grant Application Proposal identifies the following activities to be completed in support of this objective.[46]

1. One feasibility study report on climate change perception including traditional weather forecasting and agriculture practices such as rice variety & yield, indigenous knowledge of adaptation measures, water sources, etc.
2. Baseline report on rice production activities used to identify problems/hypothesis
3. Explore historical weather record (10 years up) used for weather forecasting
4. Install rain gauges and collect rainfall data for raising awareness and for weather forecasting including 3 reflection workshops on quality improvement of data collection
5. Collect agro/pheno data regularly; twice a month in rainy season and once a month in dry season
6. Analyse and issue agro-met notes for farmers
7. Conduct series of meetings and develop materials for awareness raising on climate change incl. observation of rainfall pattern at rain gauges
8. Dissemination of agro-met notes and awareness through meetings, IEC materials & radio program
9. Select and support thirteen model farmers to apply agro-met info and cropping calendars
10. Organize farmer exchange visit to the sites
11. Produce 12 case studies on CC adaptation good practices including applied traditional forecasting methods
12. Carry out internal/external project evaluation including national workshop to present the project outcome and explore an effective and appropriate mechanism for agro-met information dissemination.

[46] Oxfam America, *EARO Grant Application Proposal KHM 004 10 Current*, 2. Note that the 2013 EARO Progress Report to EIIF includes a succinct list of activities, expected outcomes, and expected impact, of all three project components. The activities listed in the Progress Report do not align with those proposed in the GAPs, and it is not clear where the activities listed in the Progress Report were first developed as they do not appear in the available internal documentation; in some cases, the project's original proposed activities in the GAPs are more ambitious, and perhaps less realistic, than those indicated in the final Progress Report. See Oxfam America, *EARO - EIIF Progress Report 2013*, 3.

Objective 2: National civil society network

Activities

The Grant Application Proposal provides the following *ex post facto* list of activities undertaken or under way as part of this project component.

1. Monthly civil society Climate Change Network meetings
2. Legal registration of the Climate Change Network
3. Develop a 3-year strategic plan for the Network
4. Develop an appropriate organizational structure for the Network and ensure the set up of this
5. Translation of all proceedings and documentations to English and Khmer
6. Develop and approve the Network's Vision, Mission, Values and Brand

The 2013 EARO Report to EIIF lists 10 activities to be completed as part of this component.[47]

1. Coalition building
2. Meeting and training workshops on agro-forecasting
3. Workshop on climate change resilience in Cambodia
4. Research on climate change impact on women and rural natural resource management.
5. Advocacy strategy development on climate change in Cambodia
6. Advocacy strategy delivery on climate change in Cambodia
7. Develop and share the perspectives of a least developing agro country such as Cambodia in terms of climate financing and negotiation.
8. Database creation of climate resilient projects in Cambodia – best practices
9. Website design and operation
10. Monitoring, Evaluation and Learning

Objective 3: Mass media campaign

Activities

The initial GAP proposes the following activities:[48]

1. National Climate Change Workshop hosted by CCCO supported by OA, UNDP and Danida.
2. Knowledge, Attitude and Practices (KAP) climate change perception study jointly supported by OA, UNDP and DANIDA
3. Conduct training need assessment by a consultant under supervision and support of CCCO and OA
4. Launch KAP study report
5. Design and develop a poster (integrated farming)

The GAP for the extension of this project component outlines the following additional

[47] Oxfam America, *EARO - EIIF Progress Report 2013*, 3–4. These activities differ from those included in the available GAP. See Footnote 11, above.

[48] Oxfam America, *EARO Grant Application Proposal KHM 517 09*, 4.

activities:[49]

1. Translate into Khmer and distribute of popularized versions of the Summary of the 4th Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) to policy makers in line ministries, NCCC members and other interested stakeholders
2. Develop Climate Change Diary 2012 for distribution to policy makers in line ministries, NCCC members and leaders of provincial, district and commune to raise awareness on climate change concept
3. Briefings or factsheets about the climate change negotiation outcomes in Khmer for distribution to Cambodia's policy makers and other politicians
4. Develop climate change training curriculum for providing training to the provincial government officers in Mondolkiri, Svay Rieng and Koh Kong in coordination with other relevant stakeholders based on the existing climate change and disaster risk reduction training curriculums
5. Provide climate change training to relevant government institutions at Modulkiri, Svay Rieng and Koh Kong provinces. The three provinces have been selected based on Climate Change Vulnerability Assessment Report.
6. Mass media briefings and training on climate change (at least 1 time of each UN climate change talks)

An additional set of activities under this component was the subcontract awarded to On Photography Cambodia to undertake a farmer photography project with farmers in the Kampong Speu villages where Mlup Baitong was implementing Objective 1 of the EIIF project. Farmers were provided with cameras and training with the objective of documenting social and environmental change. According to project documentation, the project would "enable farmers to record and reflect the effect that climate change has had on their crops and livelihoods; to raise concern through participatory photography; to create critical dialogue, knowledge and strategies to combat effects of climate change through analytical, reflective group processes with photography; and to become advocates for change within the community, nationally, and globally."[50]

[49] Oxfam America, *EARO Grant Application Proposal KHM 006 11*, Internal document (Phnom Penh: Oxfam America, 2012), 4.
[50] Oxfam America, *EARO Progress Updates of McKinley Economic Innovations Incentive Fund Projects 2011*, Internal document (Phnom Penh: Oxfam America, 2011), 2.

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