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Sida Decentralised Evaluation

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Evaluation of the Joint Climate Change Initiative (JCCI) in Cambodia

Final Report

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December 2013**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and Acronyms

ADB	Asian Development Bank
CBO	Community based organisation
CSO	Civil society organisation
DCA/CA	DanChurch Aid/Christian Aid
GCT	Genesis Community of Transformation
IFAD	International Fund for Agricultural Development
JCCI	Joint Climate Change Initiative
JCCI partners	See Annex 4
NCCC	National Climate Change Committee (Cambodia)
NGO	Non-governmental organisation
Sida	Swedish International Development Cooperation Agency
ToR	Terms of Reference
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Program

Preface

The Embassy of Sweden in Cambodia, commissioned Indevelop to carry out this evaluation through Sida's framework agreement for reviews and evaluations. The evaluated project is the Joint Climate Change Initiative (JCCI) in Cambodia and the evaluation was undertaken between August-November 2013. Anna Liljelund Hedqvist was the Project Manager with overall responsibility for managing the implementation of the evaluation, and Niels Dabelstein provided quality assurance for the reports.

The independent evaluation team included the following key members:

- Mr. Stefan Dahlgren, Team Leader
- Dr. Ian Christoplos, Evaluator and Climate Change Specialist
- Mr Chou Phanith, National evaluator

A draft report was circulated to the Embassy and Forum Syd for comments, which have been addressed in this final report.

Executive Summary

In 2010 three international NGOs – Swedish *Forum Syd*, Danish *DanChurchAid/Christian Aid* (DCA/CA) and *Cord* – set up a programme concerning climate change adaptation in Cambodia, in cooperation with a number of Cambodian NGOs, called *the Joint Climate Change Initiative* (JCCI). The total budget will be around 16 MSEK. It will formally end in December 2013.

The project was implemented in steps and initially comprised the capacity development of 22 NGOs in climate change and in results-based management. This knowledge was used by the individual NGOs to work with communities to develop projects for climate change adaptation and mitigation from a rights-based perspective. The partner projects are aimed at improving livelihoods and/or pursuing human rights issues.

This evaluation was carried out during August-October 2013 and will partly be used as an input for the preparation of a new Swedish results strategy beginning from 2014. It comprises three parts:

- assessment of results and fulfilment of objectives based on existing reporting, interviews and field observations,
- analysis of the theory of change as it appears in the documentation and is understood by partners and stakeholders in the interviews, and
- analysis of JCCI in relation to what the evaluation team learned about climate change adaptation measures in Cambodia and relevant aspects of human rights.

JCCI is in many ways a successful project and it has reached most of its targets. The evaluation team concludes that combining climate change and human rights created a synergy that has been beneficial for results; in fact, the results are more or less defined as the effects of applying a rights-based perspective to mitigating and adapting to the impact of climate change.

Another conclusion is that the general design of JCCI and the implementation of the project have strongly contributed to increasing the partners' knowledge and interest in pursuing climate change adaptation measures.

The evaluation team also concludes that JCCI has been relevant and useful for implementing the Swedish strategy for development cooperation with Cambodia.

The analysis of the theory of change shows that it is not so obvious where the project will lead. The general character of JCCI is, in some respects, more of a “visionary” programme than an intervention designed to reach a specific, tangible goal. However, this visionary aspect of the programme is constrained by not clearly thinking through

the links between programme outputs and immediate outcomes and this broader vision. JCCI is sometimes described as a pilot project, and one reason for that is that the financing was, apparently, not secure for more than one year at the start. Another reason is that the cooperation and implementation model was new to the partners. However, it is not so clear from the documentation what it is supposed to test or develop (much less how).

The Team recommends that the final phase of JCCI should be concluded in a proper way in order to consolidate experiences; the option to preserve some joint activities should be kept open because JCCI obviously has a good reputation and is a valuable “brand”. It is also recommended that JCCI’s unique approach of extensive capacity-building, with the aim of practical cooperation, combined with work at both “grass-roots” and local government level, should be further studied in order to determine success factors and possible future application. Furthermore, Sweden should encourage a dialogue between JCCI and other partners involved with the strengthening of local government capacities to respond to climate change, so as to find ways to link this “supply and demand”, and thereby provide a model for how civil society may constructively engage with the state in the future, as large-scale climate adaptation investments come on line.

1 Introduction

1.1 BACKGROUND

In 2010 three international NGOs –Swedish *Forum Syd*, Danish *DanChurchAid/Christian Aid* (DCA/CA) and *Cord* – agreed to set up a programme concerning climate change adaptation in Cambodia in cooperation with a number of Cambodian NGOs, and it became *the Joint Climate Change Initiative* (JCCI). The three organisations, which have all been active for a long time in the country, saw a clear link between actions related to climate change and the human rights-based approach to development with livelihood improvements for farmers and fishers, which had been prominent features in their respective project portfolios. The funding came from Sweden through Sida with right to enter into agreement and follow-up of delegated to the Embassy of Sweden in Phnom Penh.

As the project is to formally end in December 2013 after almost four years, and Sweden is preparing a new results strategy from 2014,¹ the Embassy has decided to carry out an external review of JCCI. The review will also guide the Embassy in its assessment of the new Forum Syd application for funding of its future programme in Cambodia.

The review was carried out during August-October 2013 and it is one of the decentralised evaluations² performed under a framework agreement between Sida and Indevelop. It was commissioned by the Embassy of Sweden in Phnom Penh.

¹ One of the "entrance values" for the new results strategy is "Strengthened environmental sustainability and enhanced resilience to the effects of climate change"

² The decisions about decentralised evaluations are taken by embassies or departments at Sida's headquarters without direct involvement by Sida's evaluation unit (UTV).

2 Methodology

2.1 METHOD AND DATA COLLECTION

The method of the evaluation comprised three main parts:

- analysis of the theory of change as it appears in the documentation and is understood by partners and stakeholders in the interviews,
- assessment of results and fulfilment of objectives based on existing reporting, interviews and observations, and
- analysis of JCCI in relation to what the evaluation team learned about climate change adaptation measures in Cambodia and the ways in which relevant aspects of human rights-based approaches are reflected in the measures (in theory and in practice), again based on existing reporting, interviews and observations.

The evaluation has used on three kinds of sources: *documentation*, mainly the annual reports and proposals published by Forum Syd, *interviews* with stakeholders and staff among the JCCI partners, and observations and interviews during a series of *field visits* to four provinces in mid/north-western Cambodia.

The documentation was obtained from the Embassy of Sweden in Phnom Penh, from Forum Syd and partly from their websites. Most of additional documentation was collected from various websites linked to the Cambodian government, UN organisations and JCCI partners. Important sources were also the two evaluations in 2013 of the democracy and human rights programme that Forum Syd is running in Cambodia together with Diakonia³, which include some of the partners that are members of JCCI and have partly overlapping activities.

Interviews with over sixty persons were carried out with various stakeholders, current and previous staff at Forum Syd and the Embassy of Sweden in Phnom Penh or at Sida, and staff of JCCI partners, either individually or at group meetings. For logistical reasons two sets of interviews were done, one in August by team members Christophos and Phanith, and one in September by team members Dahlgren and Phanith.

³ A Swedish NGO

During the field visits the team met with beneficiaries and held interviews of group discussions with altogether sixty persons in five locations in Siem Reap, Pursat, Kampong Chhnang, and Kampong Speu provinces.

In addition the team had the opportunity to discuss tentative findings at a seminar in Phnom Penh with stakeholders and JCCI partners.

2.2 LIMITATIONS

As in many evaluations of this kind, prepared and carried out within limited time and with relatively limited resources, the field work and actual data collection was highly dependent on the evaluated organisations for selection of partners to interview and locations to visit. In this case the evaluation team was helped by JCCI, in particular Forum Syd and to some extent the Embassy of Sweden in Phnom Penh, and we are indeed grateful for this. While we are convinced that serious efforts have been made to show a fair picture of the diversity of the partners that belong to JCCI and the ways they work, we are not in the position to confirm that we have been able to cover all possible important aspects of the implementation of the programme. We cannot, on the other hand, point at any concrete bias in the selection. The possibility is always that we were not shown any of the failures, if such exist, simply because in such a case there may be nothing to show and thus nothing to include in a programme for visitors.

Another, more practical problem during the field visits, is that we were seldom able to have discussions in a systematic way separately with partner organisation staff, rights holders or local officials. Usually the interviews were carried out in groups at pre-arranged meetings or very informally when being showed model farms, literally walking through the fields. Although this was highly illustrative and the dynamics of the informality made it possible to cover many aspects, a possibility for bias in answers exists since there is an inevitable dependency between the various actors in projects in this kind. The remedy would have been longer time for preparations and longer time at each location, options that simply were not available. The consequence is that we may not have captured obstacles and potential conflicts, but the projects may nevertheless be implemented smoothly in the ways we had the opportunity to look at them.

From a more positive point of view the intensive schedule for the field visits made it possible to see many individual projects, which of course gave a better base for conclusions.

A ‘meta-limitation’ in any evaluation of climate change adaptation efforts is the long-range and uncertain nature of the problem to be addressed. Even though the fieldwork happened to coincide with a period of severe flooding, the team cannot draw definitive conclusions regarding the extent to which the interventions will be relevant in relation to reducing risks related to the longer-term impacts of climate change. The focus must therefore be on the extent to which the institutional changes promoted by

the programme appear to provide a basis for enhanced learning among the Cambodian stakeholders so that they can further adapt their work to a changing climate in the future.

Finally, the evaluation has sought to bring out the implications of bringing together a human rights perspective with climate change adaptation, but this is unexplored territory from an evaluation perspective. There is rapidly growing interest internationally in developing methods for evaluating climate change adaptation, but little attention thus far in applying this in relation to a human rights-based approach. This evaluation should be therefore seen as exploratory in many respects.

3 History and Characteristics of JCCI

3.1 HISTORY OF JCCI

JCCI was conceived by the three consortium members, Forum Syd, DCA/CA and Cord in 2009 and started in 2010. According to interviews the JCCI idea may have originated in discussions between Forum Syd and DCA/CA, which both had a common interest in addressing human rights issues, when it became increasingly obvious that the consequences of climate change had concrete implications for human rights in Cambodia. Cord came into the discussions a little later with a solid profile of capacity development and long-term experience from working in the country.

Sweden was the logical donor for JCCI since Forum Syd had previously received funding from Sida. Another contributing factor for the creation of JCCI was the Swedish government's Special Climate Change Initiative, which started in 2009 and provided fresh, earmarked funds through Sida for just this kind of project. The launch of this initiative was accompanied by strong pressures for rapid disbursement given the limited initial timeframe for using the funds (2009-2012).

Initially ten Cambodian NGOs became members or partners, and the number was expanded in 2011 with an additional 12 partners.⁴⁵ Both in relation to its financing by Sweden and the main direction of its activities it has gone through three phases.

The *first* phase of the project included selection of Cambodian partners, the development of a training programme focused on basic knowledge about climate change and its implementation.

In the *second* phase 12 more partners were included and trained. In this phase each partner also developed a project to be implemented at household or village level.

The *third* phase, which is still on-going, is considered to be a consolidation phase with additional field activities and a shift in capacity development from training to

⁴ There is sometimes a confusion about the actual number of partners. The explanation is that two members became less active for different reasons. One partner obtained funding from other sources and although still participating to some extent did not engage in all activities. Another part, the NGO Forum, in the area of climate change and human rights works mainly with advocacy, and therefore does not support community level projects, which made much of the capacity-building less relevant.

⁵ A full list of JCCI members and partners is provided in annex 4.

coaching and mentoring.

The proposal for the third phase discusses sustainability of the project from the point of view of how to take care of the experiences gained in the project but it has no concrete suggestion for a continuation of JCCI.

Table 1 Budget and actual spending 2010-2013

Year	Climate change – item	Budget SEK	Disbursed SEK	Percentage spent
2010	Capacity building	100 000	51 000	51%
	Technical support	100 000	41 000	41%
	<i>Total 2010</i>	<i>200 000</i>	<i>92 000</i>	<i>46%</i>
2011	Capacity building	958 000	842 000	88%
	Technical support	964 000	796 000	83%
	Grants to partner	2 880 000	1 203 000	42%
	<i>Total 2011</i>	<i>4 802 000</i>	<i>2 841 000</i>	<i>59%</i>
2012	Capacity building	1 712 600	1 791 000	105%
	Technical support	1 455 000	1 500 000	103%
	Grants to partner	4 525 400	3 782 000	84%
	<i>Total 2012</i>	<i>7 693 000</i>	<i>7 073 000</i>	<i>92%</i>
2013*)	Grants to community, CSO partners	3 120 000	1 995 454	64%
	Training, facilitations etc	1 032 000	205 629	20%
	Capacity Dev Forum Syd	400 000	267 728	67%
	Capacity Dev DCA/CA	560 000	333 529	60%
	Capacity Dev CORD	640 000	260 475	41%
	Techn support/ M&E	160 000	861 732	54%
	CC Forum Syd HQ	460 160	306 773	67%
	<i>Total 2013 (still on-going)</i>	<i>6 212 160</i>	<i>3 369 589</i>	<i>54%</i>
	Grand total Climate Change	18 907 160	13 375 589	71%
	*) January – September			

Source: Compilation by Forum Syd

Table 1 shows the budget each year and the actual spending (for 2013 spending is provided for the first nine months of the year). The project has kept well within the budget. The underspending is mainly explained by the fact that the budget estimates were based on 22 partners but in reality only 19 partners received grants for reasons explained elsewhere in this report. Also some of the activities were in some cases integrated in the partners' normal work in a way that did not make grants necessary.

The support by Sweden is based on an initial agreement, which has been amended twice after additional project proposals were submitted by Forum Syd. Formally, Forum Syd has been and is the agreement partner with Sida, representing the coalition. In practice the Embassy, which has made all decisions regarding support (under the delegation of funds by Sida), treated each project as a new application applying the standard procedure for reviewing the applications including a full assessment memo. JCCI was not treated like *one* project with one decision covering more than one year but instead it was financed through three subsequent decisions for purely administrative reasons. This was done although the project obviously aimed for implementation during longer time than one year given the time required for the capacity development to be applied in practice. The explanation is that the delegation mandate to the Embassy and funds available during the relevant periods did not allow for longer agreements.

In any case there was obviously a long-term vision in the project from the start and the somewhat cumbersome financing procedure seems not to have slowed down the implementation. It may have, however, contributed to the tentative character of the project, as discussed later in this report.

3.2 HOW JCCI OPERATES

The basic operational mechanism for JCCI is that the Cambodian partners through the three international coalition partners obtain resources – grants and capacity development including coaching, and mentoring services – in order to initiate community level projects or support on-going activities related to climate change.

The partner projects are mainly related to improving livelihoods and/or pursuing human rights issues. This differentiation between ‘livelihoods’ and ‘human rights’ approaches is not explicit in the plans and documentation, but interviewees note that the perspectives of some of the partners are dominated by service provision for enhancing livelihoods (particularly agricultural extension), whereas others focus more explicitly on looking at the relations between rights holders and duty bearers. As even this relationship involves similar services this attitudinal difference has to do with aims to hold duty bearers (primarily local government) to account for providing these services as part of their duty to protect. Those partners focused on livelihoods programming tend to take their own leading role in service provision for granted. This admittedly somewhat stylised perspective on the two types of partners may not fully reflect their actual operational practices, but is important to reflect on later when considering the theory of change through which a human rights-based approach has (or has not) been applied in climate change adaptation efforts.

It is important to stress that all the Cambodian partners were already well established organisations and were running various projects with communities when they became members of JCCI; that was in fact a condition for becoming a partner. This meant that the specific climate change projects that were developed during the course of JCCI could be add-ons to existing activities, entirely new initiatives, or (and this could be

seen as the main intention) *modification* of existing activities to better reflect the human rights-based approach principles of participation, transparency, accountability and non-discrimination and an awareness of the risks posed by climate change.

Among the international coalition partners there is a division of labour: Forum Syd is from an administrative point of view the lead member. It is the agreement partner with the Embassy of Sweden in Phnom Penh and the channel for funds from Sweden. Forum Syd also now hosts the communication function and the advisors (those were from the beginning divided between the coalition members). DCA/CA has the main responsibility for advocacy on behalf of JCCI and Cord is running most of the capacity-building courses, workshops and coaching, and for developing relevant training materials. Cord aims to develop the JCCI partnership as a community of practice. In contrast to how the community of practice is often currently conceptualised, the JCCI approach is not primarily web-based.

The partners submit regular reports to Forum Syd, which are used for the annual reports to Sida and – important for the spirit with which JCCI aims to work – are also the basis for exchange of experiences through, for example, reflective workshops.

Somewhat surprisingly there are no specific JCCI reports. While the project proposals have been dedicated to the JCCI plans, all reporting to the donor on JCCI is included in the annual Forum Syd reports to Sida.

4 Findings and Conclusions

4.1 QUESTIONS IN THE TERMS OF REFERENCE

The following sections are arranged according to the questions listed in the terms of reference for the evaluation and comprise both findings, often a short discussion and the evaluation team's conclusion regarding the ToR question.

1. *Assess the overall progress to date in the implementation of the JCCI programme and to what extent outputs/outcomes have been achieved and/or are on target.*

The JCCI Concept Note 2013 (which is essentially the project proposal for Phase III) summarises the overall achievements in this way:

“An overall conclusion of the results from the different components of the JCCI objective shows that the most substantial outcomes are within the *learning* component and there are also important results in some CSO partners in terms of *implementation* capacity of climate change adaptation and mitigation efforts.”⁶

The general meaning of this statement is not difficult to understand – JCCI has largely achieved its concrete targets regarding capacity-building of the partners and regarding applying this knowledge to guide communities and individual households to start climate change-adapted projects. The evaluation team believes this is correct and has not found anything to contradict this positive statement. It can be noted, however, that the emphasis on partners' own implementation capacities could be interpreted as downplaying these CSOs' roles in holding duty bearers to account for greater implementation.

However, the Forum Syd/JCCI reporting says very little about volume, i.e. the number of projects implemented and the number of beneficiaries that have been reached (either through the direct efforts of the partners, or through indirectly influencing, inspiring, raising awareness, etc., among duty bearers and farming households through technological diffusion). Implemented pilot projects do not represent a conclusive confirmation that the organisation (and JCCI as a whole) has learned and applied the knowledge gained during the training and will continue to do so. In a human

6 JCCI Concept Note 2013, p 1

rights-based perspective desired outcomes are about initiating processes leading to a significant number of community-driven projects and reaching a significant proportion of the climate vulnerable households or influencing the attitudes and practices of duty bearers in the communes and districts where activities are underway. From this point of view it is difficult to firmly conclude that targets have been met and human rights-based approach principles applied. It is hard to assess the level of gender equality and political non-discrimination at the local level based on existing reports and field visits. Forum Syd's 2012 Annual Report points out that substantial progress has been made regarding women's participation as a result of training and sensitisation of partner staff,⁷ but there also seem to be gaps and mainstreaming of gender does not occur to a significant degree.⁸ As pointed out in the section on objectives, the outcomes are formulated in an imprecise way and lack indicators. In a project focused on climate vulnerability in a human right based perspective such outcomes and indicators would be expected to refer to specific sets of rights holders and the forms of discrimination and exclusion that reinforce their vulnerability.

A problem with the statement above as it is written is that it relates to the "project objective" in the Concept Note and not to the overall "impact" objectives as stated in the project proposals for the two previous phases (nor the vague potential links between the two). From a strictly formal point of view this evaluation looks only at the two previous phases since Phase III is not finalised and several of the activities in this phase are not yet carried out. The focus is therefore on the objectives for those phases even if a strict line cannot be drawn as activities are ongoing and the objectives are not precise in any case.

One may argue that the impact level in this case is more of a "vision" than a concrete, realistic objective and that the objective in this case indicates a state of affairs to which JCCI intends to contribute over the long-term. The evaluation team finds that JCCI has indeed moved in the right direction, judging from the annual reviews, interviews and observations. However, it would be impossible, without thorough research, to rigorously attribute any substantial "increased access to democratic influence, rights and natural resources" for the "poor and marginalised people in Cambodia"⁹ to the JCCI project. This is partly due to the scale that this vision would appear to indicate, and partly due to the failure to explicitly describe the climate related poverty and marginalisation that JCCI intends to reverse. Although it is of course a great leap from the groups of rights holders specifically targeted in the JCCI partners' local pro-

7 Annual Report 2012, p 27-8

8."The external evaluation found that this challenge is related to the lack of development of the underlying values needed in partners for the mainstreaming of different perspectives such as gender to be internalised." Annual Report 2012, p 37

9 Project proposal Phase II, page 2

jects to Cambodian people in general, it is nevertheless quite clear that many individuals and communities have gained increased access.

This access is largely within the existing political ‘room for manoeuvre’ for natural resource management in Cambodia today. Given the structural nature of these issues, a small and short-term project such as JCCI cannot be expected to demonstrate significant outcomes in confronting the largely negative political economy of the processes that are underway wherein poor people are being disenfranchised in terms of their access to fisheries, forest resources and land. Some success has nonetheless been reported. Forum Syd’s Annual Report for 2012 mentions both influence on fishery politics and influence on land conflicts. The most immediately successful result seems to have been the abolition of an old system with fishery lots introduced during colonial times, which seriously restricted the fishing communities’ access.

According to the final report from Phase I and the project proposal for Phase II, which both look at results in the initial phase, all outputs have been achieved with some minor exceptions. The same can be said for the outcomes even if the nature of the increased capacity was uncertain for some of the organisations. Among the selection criteria for the initial group of ten organisations was a requirement that they should be strong enough to be able to absorb the training as an organisation and apply the knowledge in the field together with their community partners. This seems to have been largely met, but regarding both climate change issues and understanding of human rights-based approaches the organisations started at a variety of levels, which apparently was reflected in the way knowledge was absorbed and applied.

There is a functioning institutionalised structure in the country for civil society advocacy regarding human rights and climate change issues at the national level: the NGO Forum and the Cambodia Climate Change Network (CCCN). The NGO Forum is a JCCI partner and has benefited from its capacity-building and general support. CCCN is linked through its members, which are also partners of the JCCI.

The NGO Forum is clearly the main channel for the Cambodian civil society’s dialogue and advocacy work with the government on human rights in general. It was established already 1980, has 90 members and includes through eight networks in addition around 300 NGOs. In order to keep connections with the government open it is balancing between promoting civil society’s views on controversial issues and direct cooperation in various working groups and other fora.¹⁰ Climate change issues are well established on its agenda and it has brought the topic forward through for instance the Farmers’ Forum.

¹⁰ GCT 2012, p 28-32

The CCCN is of course specialised on climate change questions and was formed in 2009 in order to promote coordination between NGOs in this area. It has 33 members with UNDP as an observer. Examples of its activities are that it is involved with Ministry of Environment and others to discuss the strategic plan for climate resilience and to develop guidelines related to climate change.¹¹

The effectiveness of these bodies in their advocacy work on climate change issues is not possible for this evaluation to judge, but it is obvious that they are essential as conduits for the dialogue with the government and between the NGOs themselves regarding climate change. By its support JCCI has contributed to strengthen advocacy work at the national level.

Forum Syd reporting refers to information from several partners regarding changes in the ways local authorities work with environmental and climate change issues.¹² From this reporting and the evaluation team's brief field visits it is not possible to draw rigorous overall conclusions regarding the extent and quality of this aspect of JCCI, though (as discussed further below) this is central to what the evaluation team judges to be the implicit theory of change of the programme.

JCCI has produced an extensive manual¹³ mainly for use at the training courses but from what the evaluation team learned in various meetings the manual is considered useful by people outside JCCI. Also a newsletter (so far 12 issues) has been published summarising climate change experiences from Cambodia and the region.

The evaluation team's conclusion is that planned outputs have largely been achieved, that substantial progress has been made towards the stated outcomes – if understood as the partners' ability to learn and apply actions for adapting to climate change from a rights-based perspective. However, it is highly doubtful if the target has been reached if it is understood as reaching a significant number of rights holders, ensuring that the most vulnerable ("poor and marginalised") rights holders are targeted, and increasing duty bearers accountability for protection from climate hazards. (On the other hand, that may not have been the intention; more about this is discussed in the next chapter.)

¹¹ Interview with CCCN August 2013

¹² Forum Syd Narrative Programme Report 2012, p 13

¹³ "A guide to climate change response - A learning manual for Cambodian organisations and institutions". JCCI (Forum Syd). Phnom Penh 2012.

2. *Assess to what extent the NGO partners have been successful in developing their capacities to implement their programmes and achieve their objectives, and if and how the support from Forum Syd has contributed to this.*

Again relying on Forum Syd's reports to the Embassy, supplemented by interviews, the evaluation team has found that the human resource capacity development within their partners and among those applying new climate change adaptation activities has been largely successful.¹⁴ The Concept Note very openly discusses capacity gaps and apparently there is a detailed knowledge within JCCI's management regarding shortcomings and what should be done about them.

The evaluation team's field visits corroborated this conclusion in as much as the observations of a limited number of projects could do. Farmers confirmed the satisfaction with the projects, which mostly were ways to diversify into growing vegetables and partly new, more efficient ways to plant rice. That way the livelihood risks are spread and not only food security is increased but several households had been able to achieve a surplus and earn money from the improved farming methods learned through the JCCI induced projects. Also representatives of partners mentioned that since the JCCI involvement activities in general had gained speed. The importance of learning about human rights was also mentioned several times. Examples were given regarding fishery rights and competition regarding protection of breeding areas, as well as rights to protect forests from intrusion and stealing of wood, which in turn created incentives for investing in planting new trees.

The methods for capacity development have gradually changed from more conventional training and workshops towards tailor-made coaching and mentoring. There are intentions to shift more towards a community of practice approach. The evaluation team has little information on the implications and the outcomes that the changes in approaches have led to, but the two evaluations during 2012 of the human rights programme report considerable appreciation of the coaching/mentoring methods. One of the human rights evaluations, the GCT report,¹⁵ recommends Forum Syd to increase coaching.¹⁶ There is, however, a difference between the larger and the smaller organisations. The former seem to prefer core funding as it enables them to design their own training activities, while the latter are more interested to have coaching and mentoring

¹⁴ The Final Report 2010 from Phase I even says that the training has "exceeded expectations". (p 42)

¹⁵ Sometimes referred to as "Hewitt 2012" even if no author is mentioned in the report. The formal consultant was the Cambodia-based company "Genesis Community of Transformation" (GCT) and the evaluation was led by Michael Hewitt. In this report the reference will be "GCT 2012". The other human rights evaluation will be referred to as "Indevelop 2012".

¹⁶ GCT 2012, p 89; p 97. Indevelop 2012, p 26

with support from the coalition members, presumably because they do not have enough staff to manage their own capacity development activities.¹⁷

The conclusion is that the JCCI capacity development programme is successful, but there are gaps in the way the partner organisations have been able to apply the knowledge and integrate it in their operations (as indicated in the Concept Note and to some extent in the GCT evaluation¹⁸). Forum Syd is of course only one of the three coalition partners – Cord has the main responsibility for the training – but as the conduit for financing and much of the supporting functions it has had a large part of the progress.

3. *Assess to what extent the synergies between human rights and climate change have been utilised and whether this has been beneficial for results achievement.*

Forum Syd and several of the JCCI partners emphasise the need to address climate change from a human rights-based perspective, and that this is necessary as climate change adaptation is essentially about access to and control of natural resources, enhanced service provision by duty bearers, increased opportunities for participation in local development planning (especially when these plans influence the landscape of risk facing rights holders) and overall public accountability. Seen in another way, climate change issues provide an opportunity to argue the principles of human rights from a technical perspective, which seems to be an advantage in a sensitive political environment. Interviews with other development actors indicate that large investment funds are likely to soon be made available to local governments for climate change adaptation activities. JCCI (ex post) outcomes will be reflected in the extent to which these future investments are managed in a transparent and non-discriminatory manner.

Questions regarding for instance fishing rights are inevitably a source of conflict about access to scarce natural resources, conflicts that can be aggravated due to increased resource scarcity, stemming in part from climate change. General principles of human rights, which can be broken down to *transparency*, *participation*, *accountability* and *non-discrimination*, provide a basis for discussions about the future and for solving acute problems.

On the other hand both in interviews and in the documentation the team encountered a somewhat different view, where the advantages of a more consensus-based “multi-

¹⁷ There may be an advantage in future capacity development efforts in this field to separate between (1) farmer capacities (2) the capacities of those advising them within the partners, and (3) the capacities of the duty bearers in the broader agricultural extension system. The data the evaluation had access to did not make it possible to break down the analysis of findings into these three categories.

¹⁸ GCT 2012, p 61-2

stakeholder approach” has been emphasised. Resource users are not necessarily opposed to each other. As has been pointed out to the evaluation team, the multi-stakeholder approach could essentially be a way to ensure participation and a guarantee that everyone affected by a certain issue has an opportunity to express their view; thus it fits well into a rights-based approach. The evaluation team recognises that a consensual approach such as this may be the only viable method in a politically volatile and polarised environment such as Cambodia. However, there are also distinct dangers that the marginalised groups that JCCI is committed to focus on may be invisible within the ‘communities’ that are mobilised. In some respects the lack of explicit mapping of climate risk and vulnerability, combined with analyses of the obstacles to natural resource access and political participation, suggest that the premises behind the “multi-stakeholder approach” may be somewhat naïve.

The four principles behind a human rights-based approach appear to a varying degree in the reporting, and all have been part of the capacity-building of partners. How far information about climate change and its potential consequences have reached the targeted rights holders¹⁹ is hard to tell. *Participation* is an essential element in the ways all partner organisations work (but the GCT report mentions a couple of examples of glitches of this principle that its team came across, where the internal democracy in some organisations was questioned, and it may be the same in the JCCI programme as well²⁰). The Forum Syd 2012 report discusses results regarding *accountability* and can provide some good examples of local authorities that have recognised the principle. The GCT report includes some case studies as well, but these seem to be fairly isolated examples and not yet indications of a general trend towards accountability.²¹ As discussed above, the accountability of duty bearers to protect rights holders from the potentially severe effects of climate change remains weak and is indeed a grey area in the overall JCCI theory of change. On *non-discrimination*, gender equality seems to be gaining ground. The two human rights evaluations confirm this, although there is also some contradictory information.²² From the limited em-

¹⁹ Community level target group are “indirect beneficiaries” in JCCI’s terminology; the “direct beneficiaries” being the partner organisations since they are targeted by the capacity-building. In this report we choose to use the term “rights holders” and the evaluation team finds it surprising that a non-rights-based term such as “beneficiaries” is used in JCCI.

²⁰ 2012, p 63

²¹ In direct communication to the evaluation team Forum Syd mentioned some examples regarding the change of attitude of the local authority to the needs of the community: the drought resilience seed given to community at the KYSD target area, the water gate building by commune investment fund at the CEDAC target area, and the intervention from the village and commune council on watershed management in the MVi and PDP target area. The team could during the field trip witness the apparently excellent relations with the local authorities, both village and division levels, in an area where both fishing rights and rights to seasonal flooded areas had been highly disputed but now successfully resolved.

²² See footnote 10 above.

pirical base of the field visits the evaluation team had the impression that community based organisations often rely on both men and women for running the local organisations, but this is admittedly very weak evidence regarding genuine mainstreaming of gender concerns.

The benefits from synergies between participation, accountability and non-discrimination were mentioned often by both local partners and visited community groups to warrant a conclusion that there is indeed a synergy effect and that this is an advantage or even an prerequisite for working effectively with climate issues. The team also concludes that this synergy has been beneficial for results; in fact the results seem to be strongly related to the application of a rights-based perspective on how to mitigate and adapt to impact of the climate change.

4. Assess to what extent the JCCI contributes to the strategy objective stated in the current Swedish Cooperation Strategy in the area of climate change.

The climate change strategic objective in the current Swedish development cooperation strategy is “Increased national capacity to coordinate and implement climate change adaptation measures”. In particular three things in the cooperation strategy, where it points out what should be included among interventions, seem applicable:

- that potential synergies between different items in the project portfolio are being used and strengthened
- that the dialogue issues include democratic influence and accountability
- that interventions include improved capacity regarding climate-related resources

JCCI is uniquely placed to build the synergy between human rights and climate change in the Swedish Cooperation Strategy. Climate change provides an area where dialogue issues can be raised that are relevant for democracy and accountability and, obviously, JCCI is very much about capacity development by various means that are related to climate change and access to natural resources.²³ The evaluation team therefore concludes that JCCI has been relevant and useful for all three instructions in the strategy.

JCCI’s niche in contributing to the overall Swedish portfolio relates in many respects to mobilising civil society voice to influence and support the formulation and implementation of national climate change adaptation policies. The main government insti-

²³ An example illustrating this may be what the evaluation team learned at the visit to a Tonle Sap fishing village, where the community had successfully argued for various means to preserve the mangrove forest that is a breeding area for fish and has now obviously very good cooperation with local authorities.

tution planning and implementing climate change efforts is the National Climate Change Committee, an inter-ministerial body formed by 20 ministries in 2006. The National Climate Change Committee has the mandate to determine national positions and strategies for participating in international negotiations on climate change, and it is responsible for coordinating the development and implementation of policies, plans, and measures to address climate change issues within Cambodia. Its mandate includes general administration and planning, education and outreach, climate change mitigation, vulnerability and adaptation, and policy development.

International donors and organisations are starting to increase their support to local level climate change adaptation efforts in Cambodia, which could have significant implications for the current and future ‘niche’ of a programme such as JCCI. Most prominent are the Asian Development Bank (ADB), the International Fund for Agriculture and Development (IFAD) and the World Bank. The United Nations Development Programme (UNDP) and the United Nations Capital Development Fund (UNCDF) receive Swedish support. Most of these funds are likely to flow through local government channels,²⁴ but given the lack of capacity in most communes and districts there may be both possibilities and indeed a need to engage civil society in formulation and implementation of the local plans that will be financed by these funds. As these resources reach communes and districts the importance of civil society influencing local development and investment plans will increase as there will be much more funds to actually invest. It is beyond the scope of this evaluation to draw specific conclusions regarding potential linkages and synergies with the overall range of support being received or in the pipeline, but brief interviews suggest that there are major unexplored potentials.

JCCI’s link to influencing policy discussions is mainly through the well-established NGO Forum, which is also a partner in JCCI. JCCI participates in the (annual) Farmers’ Forum, where farming policies and practices are discussed. The 2012 Concept Note indicates that two civil society networks – the NGO Forum and the Cambodia Climate Change Network – will receive grants from JCCI during 2013. JCCI will encourage the two organisations to work out an action plan “for how to strengthen civil society in climate change advocacy”.

As often when it comes to tracing influence on policy by individual organisations it is not possible for the evaluation team to clearly attribute policy change to JCCI’s activities. However, given JCCI’s wide-ranging and diversified membership and the fact that JCCI is recognised among government institutions and international organi-

²⁴ This focus on developing capacities of local government within decentralisation efforts has been a long-standing focus of Swedish development cooperation in Cambodia.

sations as an established entity for climate change matters, it seems likely that it has influence, and is considered as a resource, in particular on concrete measures and solutions for climate change adaption. For example, JCCI's influence at the national level includes also practical matters like training material and examples of how to handle climate change from ordinary citizens' point of view.²⁵

5. *Assess the overall performance of the consortium in providing capacity building, coaching and mentoring to the local NGO partners on climate change awareness, integration and implementation of climate change adaptation measures.*

The establishment of JCCI was a bold undertaking. Although cooperation, exchange of experiences, and to some extent coordination was nothing new to NGOs in Cambodia (as the well-functioning NGO Forum shows) having such diverse organisations actually working together to achieve concrete results was an innovation. The diversity certainly created challenges but, as far as the evaluation team can assess, the JCCI “design” took advantage of the diversity.

Three main features in the design stand out. The *first* is the mixture of international and Cambodian NGOs, which meant that different experiences in knowledge about the “content”, i.e. human rights and climate change adaption, and project implementation could be combined. A *second* positive feature is that only well-established Cambodian organisations were included in JCCI. Although varied in size and general capacity, they all have a solid base of experience, a functioning administration and presumably good standing in the communities where they work, which means that some of the hurdles that may otherwise had been problems were easily overcome. A *third* is the massive capacity-building at the outset which created both a common base of knowledge regarding the theme for interventions as well as better skills in results based management. A related but probably not less important consequence was that the courses and workshops brought the organisations together and thereby reinforced the informal civil society web in the country. The extent to which this will evolve into a vibrant community of practice in the future cannot yet be assessed.

On a more speculative note the evaluation team believes that the relatively slow, step-by-step building of JCCI and implementation of activities was effective by creating space for reflection. It probably also made it possible for the small or less experienced organisations to keep pace with the larger ones and no one was left behind.

²⁵ When meeting with the Ministry of Women's Affairs it was for instance pointed out to the Review Team that JCCI's training manual was used and considered helpful regarding gender issues.

The internal follow-up and analysis of results within JCCI indicate that the programme has been fairly successful in building awareness and integrating climate change in the partners' work. Again this information is supported by field visits and interviews. However, because of time constraints the evaluation team meetings were largely limited to representatives of organisations and communities that already were engaged with and had a positive view of JCCI's work. It is therefore not possible to provide a more nuanced view of this matter and to assess the depth and width of climate change awareness and integration in the organisations' work.

In some meetings partner representatives said that the JCCI engagement has boosted activities in general. It seems likely that the intensive capacity-building together with the fact that JCCI has stimulated concrete solutions to climate change related problems, where earlier there may have been an uncertainty about which way to go, has made a substantial impact among the various partners.

Based on our impressions from interviews with partners and the reports as well as interviews with persons outside JCCI the evaluation team concludes that the general design of JCCI and the way the project has been implemented has strongly contributed to increase the partners' knowledge and interest in pursuing climate change adaptation measures.

6. *Assess the effectiveness and efficiency of Forum Syd in terms of overall project management, and in terms of results-based management in particular.*

Since JCCI's "format" is new in Cambodia it is not possible to compare the effectiveness and efficiency with other, similar set-ups, which would have been one way to assess the management of the project. Although Forum Syd has had an overall administrative responsibility in the coalition and is the contract partner with the Embassy of Sweden, the two other coalition partners DCA/CA and Cord have taken their share of the implementation, which makes efficiency assessments complicated.

The time available has not permitted the evaluation team to look closely at administration costs. What is possible to conclude is that the project has kept within budget²⁶ and (with the possible exception of Phase III) has kept within the envisaged time frame.

It is unclear whether the short-term agreements have slowed down JCCI or otherwise created problems. The reason given to the evaluation team for this way of handling the funding was administrative limits for access to long-term allocations, which seems strange since it was obvious from the beginning that the project would run

²⁶ See table 1, page 4 above

more than one year. In spite of the time limits for funding the coalition members went confidently ahead, which has indeed been a major factor for the project's success.

The design with three coalition partners may have created additional transaction costs when practices in different organisations had to be adjusted to each other, and information and coordination would have taken time, but nothing of concern stands out. The only more substantial issue the team has encountered is the suggestion that splitting the advisors among all three coalition partners may have been less effective than having them all connected to Forum Syd from the beginning.

The Cambodian partners appear to still be largely linked to the international partner that brought them into JCCI at the start. This could suggest some missed opportunities for synergies, sustainability and joint perspectives since, at this point, it might be assumed that they would identify more with JCCI as a whole. The team cannot draw any clear conclusions regarding this. As noted above, JCCI intends to continue as a community of practice, but it is too early to assess the buy-in and sustainability of this effort. Communities of practice are generally recognised to rely on a 'passion' for continued learning. The level of passion cannot be judged at this time.

Forum Syd has regularly collected all the partners' individual reports and consolidated them into reports to the funding agency. It is, however, somewhat confusing that there are no separate JCCI reports and results have been incorporated in Forum Syd's regular reports, which makes it difficult to separate the effects of JCCI activities from effects of the democracy and human rights programme.

The main flaw regarding results based management is, in the view of the team, the fairly 'woolly' objectives and the fact that they seem to vary even over the very short time span that JCCI covers so far. Activities and outputs, on the other hand, have been easily identifiable and contributed to effective reporting, both inside JCCI, i.e. between partners, and to the Embassy.

Connected to this is the huge gap between the overall objective – essentially a vision – and the outcomes, which refer rather vaguely about human rights and livelihoods. The "expected results" in Phase III do not even mention the indirect beneficiaries. A more explicit bridging outcome referring to the expected changes in relations between rights holders and duty bearers (rather than "beneficiaries") would have helped to define the mechanisms that the project was about to initiate or enhance.

The Cambodian partners seem unanimous in saying that their knowledge in planning and reporting has been increased and is appreciated. The previous discussion in this chapter indicates that the way in which the project was implemented and designed has contributed to its general success (again understood as limited to effects on the partners). The Team therefore concludes that the management of the project has been largely effective. To clearly distinguish which one of the international coalition members contributed most is not possible to say.

The degree of efficiency cannot be determined in a direct way. Given the fact that the project has kept within the budget while achieving most of the intended outputs and that the contribution – eight percent – to administrative costs at Forum Syd’s headquarters is quite low for Swedish NGOs²⁷ the Team concludes that the management has been efficient as well.

7. *Given the Cambodian context and the project objectives, assess if the chosen strategies have been appropriate and effective, and if actions can be taken to make the interventions more effective.*

There is no given answer to this question as it depends on how the problem is defined. The overall justification for JCCI – the vulnerability of the poor and marginalised in Cambodia and the relative ignorance about how to adapt to climate change – are all valid and from that point of view any initiative is relevant if it at least to some extent contributes to remedying this situation.

If the objective is defined as changing the way a substantial number of civil society organisations work with climate change, JCCI seems effective. It has indeed influenced the partners and it has created a proven model for how these issues can be integrated with other aspects of civil society engagement like livelihood support and human rights.

If the objective is defined as reducing climate related vulnerability for a considerable number of Cambodians, or ensuring that rights holders can hold duty bearers to account for reducing climate risks on a long-term basis, it is hardly effective in its present form. Questions of scaling up, diffusion of innovations, institutional learning or linking community demands to new ‘supplies’ in terms of public investments in services are part of this and discussed further in the concluding discussion below. This relates to the question of where JCCI fits in the larger Cambodian climate change policy, in relation to efforts by civil society, and to eventual increases in flows of international resources for climate change adaptation.

If we limit the objective to the first alternative above, i.e. outcome level, the team’s conclusion is that the strategy was appropriate and largely effective. In order to make the interventions more effective at a larger scale the project should, in principle, link more clearly to emerging and evolving government policies and what other donors are doing or are planning to do.

²⁷ In the series of assessments of Swedish NGOs that the Swedish consultancy SIPU International has done during 2012-13 for Sida the organisations’ administration costs range from 12-24 percent. The comparison with the amount allocated in JCCI’s budget to Forum Syd’s HQ may not be entirely relevant but provides a kind of benchmark.

8. *Assess the level of local NGO partner ownership in the management and implementation of pilot projects and the sustainability prospects when the JCCI funding ends.*

Because of the limited time for interviews with the partner organisations the evaluation team cannot draw definitive conclusions about partner ownership of the project. It is, however, not unreasonable to assume that the manner in which JCCI was set up and is working have contributed to a greater ownership compared with a more conventional project. Important factors are also probably that JCCI did not start from scratch but that all partners brought into the project their previous activities and experience that could be linked to the climate change issues, and that they are established organisations with their own identities. JCCI is working in an interactive manner with opportunities for feedback and reflection, which may have lessened the risk for too much of top-down management.

Less favourable factors may have been the reporting requirements, which seem to have put some strain on the smaller organisations. Also the GTC human rights evaluation is concerned about the questionable internal democracy among some of the partners.²⁸

Since JCCI is apparently not intended to continue in its present form the question of sustainability not the ‘usual’ one, i.e. how the organisation will survive without access to external resources. It can instead be a question about how the experiences from the project can be retained and used in the best possible manner, as in discussed in the Concept Note.²⁹ As noted above, the community of practice approach may also be a way to ‘keep the JCCI spirit alive’, but the prospects for this cannot be judged at this time.

An alternative aspect of sustainability is how JCCI may have contributed to and complemented other Swedish³⁰ or international climate change initiatives as well as the government’s plans and efforts. Considerable climate change adaptation investments are being planned for Cambodia, many of them involving investments at local levels, and JCCI may be able to contribute to these processes by highlighting ways to enhance the voice of rights holders and to provide concrete models of what community based adaptation means in the Cambodian context. These ‘sustainable’ effects are

²⁸ GCT 2012, p 4-5

²⁹ JCCI Concept Note 2013, p 13

³⁰ Surprisingly the ToR for this review does not mention other Swedish climate support that might be relevant for JCCI

largely hypothetical at this point, but may provide a framework for thinking about how to best capitalise on this experience in the near future.

A problem in this is the relatively introspective focus of JCCI. The Concept Note talks about three levels of sustainability: community, CSO partner and international partners levels. At the *community* level it is suggested that sustainability be ensured through the proposed four models projects. Concrete experiences from JCCI are in that way made visible “making sure that the model sites use technologies that the community members can sustain themselves after the project’s end”. At the *CSO partner* level a number of reflective seminars and workshops are intended to firmly preserve the lessons learned within the partner organisations for future use and integration in their respective core activities. At the *international partner* level the sustainability requirement is supposed to be met through “increased knowledge and capacity throughout the organisations”.

The Review team concludes that these may be realistic aims given the pilot character of the project. However, the modest level of ambition and the notable lack of attention to duty bearers and influencing the use of the comparatively vast quantities of investments currently being planned also reflects the narrow and vague nature of the theory of change, which stops short of indicating the wider influence of JCCI. Admittedly the document mentions advocacy at the national level and the use of experiences to influence local authorities as important, but does not convincingly point at mechanisms that would ensure this when JCCI is dismantled. Missing is, for instance, a discussion of the opportunities that may occur by integration into the broader range of local climate change efforts underway in the country. National activities such as the Annual Farmer Forum may ostensibly provide a structure for continued work in this regard, but we could not assess the quality or extent of linkages and representativeness in farmer organisations in Cambodia and therefore, while promising, the team cannot draw conclusions regarding the contribution of such initiatives to enabling rights holders to hold duty bearers to account.

5 Analysis

5.1 CLARIFYING OBJECTIVES

The objectives of JCCI have varied somewhat over the nearly four years the project has run. In the last project proposal³¹ from the end of 2012 it is described to be largely a “capacity building initiative” with the following “Project objective”:

”Climate change adaptation and mitigation are learned, integrated and implemented by CSO partners and their target groups.”

While capacity building is mentioned as the main mechanism, the overall objective – “Impact” – in the initial project proposal³² the project can be interpreted as aiming very high and is stated to be this:

”Through capacity development, Cambodian people will have increased knowledge of climate change and access to appropriate methods and approaches to climate change adaptation.”

The impact statement was somewhat changed in the project proposal for Phase II and had more emphasis on human rights; access to natural resources, under which presumably climate change mitigation and adaption came, was stated as part of democratic influence and rights.

In the two later project proposals the more concrete *outcome* level objectives remained more or less the same (although they were called “Expected results” in the last proposal). Table 2 on the following page summarises the outcomes for the three phases.

Phase I, implemented during 2010, focused entirely on capacity development, mostly through development of training materials and workshops. Activities shifted from trying out adaption modalities at community level in Phase II to develop policy and strategy influence in Phase III, together with the practical aim to consolidate the agricultural and natural resource management experiences by designing four good model projects.

³¹ JCCI Concept Note 2012-11-01

³² A Joint Climate Change Initiative of Capacity Development of Cambodian NGOs, undated (but probably 2010)

Table 2 Comparison of project objectives

Outcome 1 (2013: "Expected result 1")	Indicator Outcome 1	Outcome 2 (2013: "Expected result 2")	Indicator Outcome 2	Expected result 3 (Outcome?)
<i>1. Local NGOs have increased capacity to work with climate change, to seek funds for climate projects and to implement climate change into their existing programmes.</i>	All local NGOs involved in the project have a project design for working with climate change.	<i>2. NGOs (Cord, DCA/CA, Forum Syd) have increased capacity to work on climate change issues and can identify suitable methods and facilitate programme activities which effectively respond to climate change threats.</i>	INGOs (Cord, DCA/CA, Forum Syd) staffs participating in project activities have effectively supported local partner organisations in the design and implementation of programme activities aimed at responding to climate change impacts.	
<i>High levels of partner capacities and participation in national and local processes of governance and decision making for heightened involvement of target group and other stakeholders.</i>		<i>Better participation and influence of poor and marginalised women, men and youth to enjoy their rights and access to natural resources so that they are respected, protected and promoted.</i>		
<i>CSOs have solidified their knowledge of rights-based approaches to climate change, and their capacity to integrate climate change knowledge into existing programmes.</i>		<i>Cambodian CSOs have the capacity to effectively dialogue and engage with national government and international platforms on climate change policies and financing</i>		<i>Four communities and CSO partners have the capacity to use climate change adaptation technologies and share their experiences with other climate change practitioner</i>

Source: Project proposals 2010, 2011 and 2012

It should be noted that the JCCI stated outcomes for 2012 are identical with the outcomes for Forum Syd's general democracy and human rights programme, which means that it is not easy to distinguish results from either programme. Attribution from advocacy would inevitably be difficult since these activities are undertaken in a complex and dynamic political environment.

5.2 THEORY OF CHANGE

Increased capacity among the Cambodian NGOs to understand climate change and initiate adaption projects is at the core of the project. The increased knowledge is intended to enable them to influence government at central and local levels, as well as to initiate climate change adaption projects together with communities. The emphasis is on the latter aspect. This influence on government can also be seen as the core of the intended human rights-based approach, as the programme has begun to use participation by rights holders and transparency to enhance the accountability of the state, as duty bearers.

Most of the work of the partners, and the capacities that were developed, were oriented towards application in livelihood related activities, i.e., in ultimately developing the adaptive capacity of selected climate change affected people. The change process regarding policies or regarding national/local government plans is much less clear. Accountability in JCCI is generally subsumed under activities referred to as “advocacy” and “multi-stakeholder processes”, the former being focused more on national policy processes and the latter generally referring to influence at commune and district levels and on service provision and decentralised investments, but this may take many different forms.³³ The intended outcomes of advocacy and multi-stakeholder processes are often vague; even though all activities are ostensibly expected to be based on human rights-based approach principles of participation, transparency, accountability and non-discrimination, either explicitly or implicitly.

Although this seems to be a reasonable and realistic model for influencing institutional and livelihood change, it leaves a number of questions about how the model projects are going to be used to arrive at the *impact*. Perhaps symptomatic is that the long-term objective included in the first JCCI project proposal was later dropped and the last proposal has only the “expected results” close to outcome level.

Furthermore, the implications of the individual elements of a human rights-based approach are often unclear and inexplicit in plans and in the understanding of many of the stakeholders interviewed.

- Participation is given strong attention in programming.
- Transparency is generally left implicit in that awareness and the models established in the field should enhance mutual understanding of what is at stake in responding to climate change.
- It is less clear how duty bearers will be held accountable as the ‘solution’ of advocacy and multi-stakeholder processes is given more attention than analy-

³³ The theory or model of change for JCCI is basically the same as Forum Syd’s model regarding its “pure” human rights programme. (See Indevelop’s Evaluation of Forum Syd’s and Diakonia’s Democracy and Human Rights programmes in Cambodia, 2012.)

sis of the fundamental problems associated with demanding accountability from the relatively weak and aid-dependent Cambodian state.

- Non-discrimination is weakly addressed, even though climate change is affecting some groups much more than others.

Regarding gender equality, some of the partners have relatively strong skills and appear to have been able to recognise how they can pursue climate change adaptation in a gender aware manner. This perspective does not appear to be mainstreamed throughout the activities and among all the partners.

Despite these ambiguities, the JCCI programme has by no means been carried out in a conceptual void. There has certainly been a long-term perspective and perhaps the “impact” in the 2010 proposal should rather be labelled a “vision” (and indeed a vision wherein the human rights-based approach perspective remains a ‘work in progress’). There are some hints in the documentation about how to get closer to this vision but there is no clear direction.

5.3 ACHIEVEMENTS AND OPPORTUNITIES

As shown in the previous chapter JCCI is in many ways a successful project and within the limits of the "expected effects" listed in the project proposal for Phase III it has reached most of its targets.³⁴ The preceding analysis of the theory of change shows that it is not so obvious where this will lead. One may say that the general character of JCCI is in some respects more of a ‘visionary’ programme than an intervention that is designed to reach a specific, tangible goal. However, this visionary aspect of the programme is constrained by a failure to clearly think through the links from programme outputs to immediate outcomes and how these will contribute to this broader vision. JCCI is sometimes described as a pilot project, but it is not so clear from the documentation what it is supposed to test or develop (much less how), and more importantly, the process of broader change into which the pilot activities are expected to contribute.

The path ahead could lead in several directions. The simplest is to assume that JCCI is about first training a number of CSOs, which initiate demonstration activities, which in their turn inspire more farmers to adopt climate change adaptation techniques. Efforts to enhance awareness and engagement from duty bearers is encouraged, but is largely treated as a ‘positive externality’. Despite some advocacy efforts and largely inconclusive “multi-stakeholder processes”, this is the way JCCI has largely been run thus far.

³⁴ Forum Syd Narrative Programme Report 2012, p 4-5; Results summary JCCI 2013, Embassy of Sweden, Phnom Penh.

An alternative is to more proactively and reflectively pursue broader aims in a human rights-based perspective by seeing how the activities and models might be scaled up or learnt from as communities of rights holders demand expanded, more climate relevant and more responsive services (primarily extension services). This need not be confrontational, as the multi-stakeholder approach applied in JCCI suggests, where efforts aim for broad participation and collective problem-solving and where different interests are balanced against each other in order to arrive at viable solutions.

As a pilot project JCCI could also be perceived as an experiment in civil society co-operation: several organisations with different aims and modes of operation work together on the basis of a common, added component, where the diversity becomes an asset and not a dividing factor. The mechanism to look at here would be that the fund of management experience, financial stability, vision, and not least credibility that each individual organisation bring into the coalition creates a stable base for the expansion into climate change. One may even say that JCCI has added a resilience element to the partners' pre-existing repertoire of poverty reduction methods. As such an experiment the project has definitely created a lot of useful experiences.³⁵

The gap between the current focus on pilots/models and this vision is uncharted. In the interest of illustrating how this gap could be filled, the evaluation team suggests two possible next steps in the theory of change. They are not recommendations, but rather illustrations of potential pathways to achieving greater clarity about intentions regarding the ambiguous relations between local climate change adaptation and human rights.

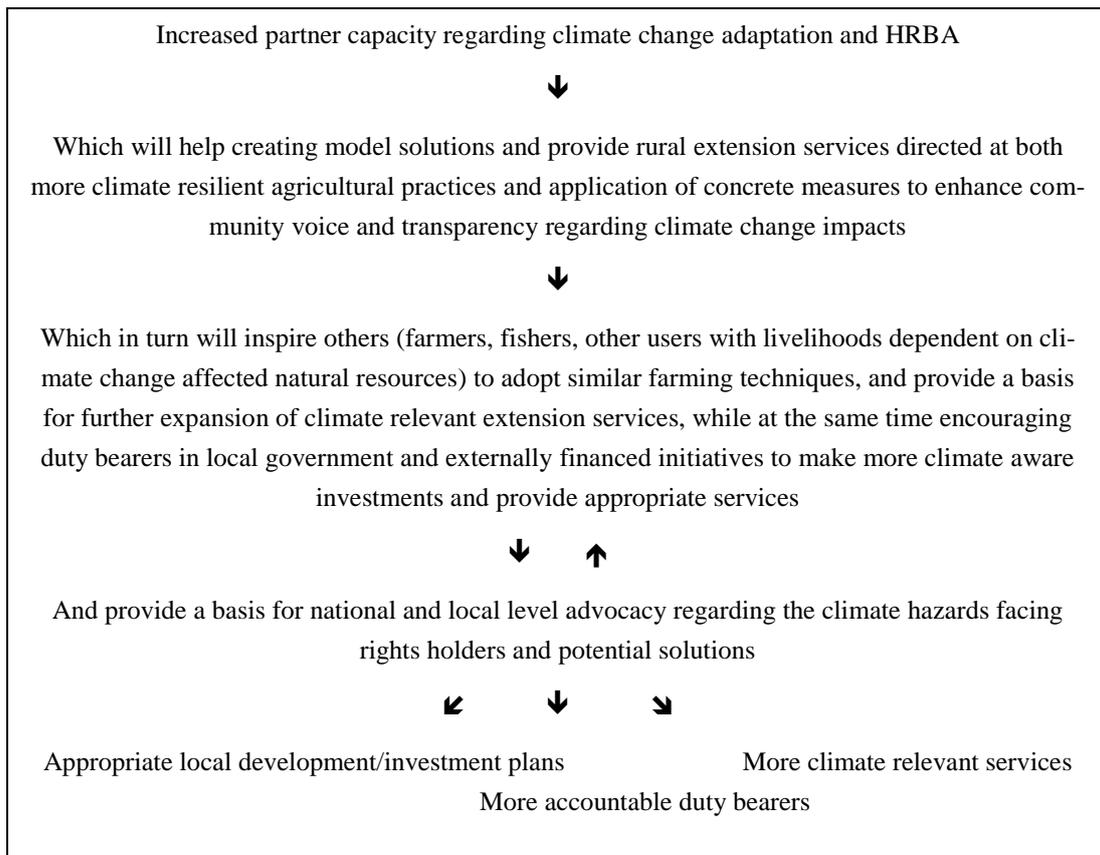
The first path would be to accept JCCI's achievements as 'given' (or rather how they are expected to be after the consolidation efforts outlined in the Concept Note for Phase III have been finalised). That is obviously the idea behind the expected result number three, together with having climate change firmly integrated in the partners' work for the future. A diffusion of technologies and climate change awareness is assumed, but the actual mechanisms for learning and concrete application of technologies and greater awareness is effectively left to 'somebody else' after the project. Neither is there a suggestion about time, scale or necessary shifts in the relations between rights holders and duty bearers that would be required to move beyond a pilot phase.

An alternative would involve more proactive application of a human rights-based approach within the model, wherein greater attention would be given to how duty bearers could step in, primarily through giving higher priority to provision of climate change aware extension services and by strengthening local organisations to demand such services. This could in practice involve expanded, better quality and more accountable

³⁵ Much of this is summarised in the JCCI Concept Note 2013

extension services focusing on reducing vulnerability to climate change and emphasising strategic measures to reduce emerging risks. Judging from the positive experiences of JCCI so far, these initiatives would probably also increase and/or help to stabilise many farmers’ incomes. The solution would, however, require financial and human resources that are currently limited within local government and far beyond the scope of JCCI. Considerable ‘supply-side’ programmes are being planned for local climate change investments (from IFAD, ADB), some with Swedish support (through UNDCF, UNDP). The added value of JCCI involvement would appear to be that of mobilising stronger ‘demand’ for climate services and introducing good examples from the current pilot activities. This would presumably involve advocacy regarding the importance of improvements of social infrastructure and services, rather than the mainly physical infrastructure which seems to have the attention of sub-national government at the moment. This would require much closer cooperation between CSOs and local government. On this JCCI has shown results as well, albeit at a small scale.

This future theory of change is illustrated by the following diagram. However, a closer cooperation between the state and civil society in Cambodia is complicated as discussed below.



5.4 CIVIL SOCIETY AND STATE RELATIONS IN CLIMATE CHANGE ADAPTATION

Cambodia’s political and economic landscape is problematic and controversial, and relations between the state and civil society are frequently tense. This has implica-

tions for the extent to which a confrontational human rights-based approach to climate change may be viable and effective. On the one hand, civil society risks losing its integrity and credibility as voice for those who are vulnerable to climate change if it moves toward closer cooperation with government. Government policies on land concessions, for example are generating this vulnerability as people lose access to the natural resources they need for their own autonomous climate adaptation efforts. If civil society is seen as assisting those affected by policies promoting maladaptation and exclusion to ‘adapt’ to their new constraints this would presumably raise profound questions about their *raison d’être*. On the other hand, a too distant relationship makes any effective advocacy work unrealistic and also wastes the CSOs’ potential, as they possess considerable and much needed manpower and experience that national and local government can draw upon.

The Forum Syd-Diakonia democracy and human rights programme evaluation from 2013 raises attention to this conundrum and the related problem of donors’ alignment with not-so-democratic governments in the interest of aid efficiency as required by the Paris Agenda for Aid Effectiveness.

“The question raised through this issue of ownership is the degree to which alignment with Government priorities and modalities can be compatible with Rights-based ownership through popular participation in an environment where the government is hostile. Faced with this dilemma, CSOs risk tolerating Human Rights abuses for the sake of government alignment or even in an attempt to facilitate better communication with Government.” - - - “In the Cambodian context, these perspectives regard technical training on Human Rights and legal instrument as engaging with lengthy processes through which Rights Holders must continually work, while enduring ongoing Human Rights abuse.” (GCT 2012, p 12)

The report continues quoting another report that says:

“The typical NGO solution to land contestation is therefore training on the land law, or going through the convoluted process of establishing a community forestry group or becoming registered as an indigenous community (in order to receive community land entitlement under the 2001 Land Law). The government happily encourages these mechanisms, continuing to grant large scale concessions as NGOs and communities are forced to jump through a never ending set of legalistic hoops. At the same time the government condemns direct action and continues to imprison activists while the majority of NGOs tend to remain ambivalent on direct actions or even look down on them. “

The evaluation team does not draw conclusions on this other than noting evidence of successful cooperation between local authorities where local communities have managed to promote positive changes in a constructive way. Also civil society in Cambodia obviously represents a considerable fund of experience that these local authorities may be partly lacking. Control over natural resources is inevitably highly contentious, not the least in relation to processes such as land concessions. But in some respects, in initiatives directly focused on climate change adaptation a more harmonious relationship prevails, with constructive relations and a clear mandate for collaboration.

6 Conclusions and Lessons Learnt

1. Awareness raising

The JCCI approach has proven its value in raising awareness about climate change and possible adaptation measures among a large group of civil society organisations. It is also an effective model for raising awareness among the "beneficiaries" of the services provided by these organisations. The JCCI approach has yet to demonstrate its value in terms of wider diffusion of this awareness beyond those directly involved in the programme.

2. Capacity development

The JCCI approach has proven that capacities can be effectively and efficiently developed among both human rights- and livelihood-oriented CSOs through synergies among what, at first, might appear to be a rather unwieldy set of partners. These capacities have primarily emphasised a general understanding of the changing landscape of climate risk facing rural Cambodia, and a modest but relevant toolkit of interventions to address these risks. Through extension services (the skills for which appear to have already existed within these organisations), capacities have, in turn, been strengthened within selected, affected communities. There is little evidence, however, that this approach has led to significantly strengthened capacities among the ultimate duty bearers for climate change adaptation, primarily in local government.

3. Climate change integration with existing development agendas and with human rights

The JCCI approach represents some successful but tentative 'first steps' towards an integration of enhanced awareness and capacities for climate change adaptation into ongoing processes of decentralised rural development and enhanced and non-discriminatory accountability by duty bearers to people who are vulnerable to climate change. These first steps have been modest and this integration has effectively been secondary to the primary focus on awareness raising and capacity strengthening among the partners and the targeted communities. This experience demonstrates the importance of a clearer theory of change regarding how an understanding of climate change should lead to more critical perspectives on the processes of maladaptation and the potential that may come with new and vastly expanded local adaptation investments. JCCI has made significant progress in several 'pieces of the puzzle', but the project is not (yet) sufficiently linked with the broader climate change agenda in Cambodia. Advocacy efforts at the national level and multi-stakeholder processes at the local level are valid entry points. However, the outcomes of these efforts are not yet apparent and indeed will require more time and attention to explicitly define the changes in policies, attitudes and practices that are required if the risks facing the most vulnerable populations are to be addressed on a broad scale. Civil society has a clear role in drawing attention to climate change adaptation as a human right. JCCI has created capabilities and stimulated processes which, if appropriately managed, can lead to more significant changes in the future.

7 Recommendations

1. Make sure that the third phase of JCCI can be finalised in a proper way in order to consolidate experiences, even if that may include minor additional funding or an extension of the activity period.
2. Since JCCI obviously has a good reputation and is a valuable ‘brand’, keep the option open to preserve some joint activities (e.g., national level policy analysis and advocacy), even if local level initiatives by the respective partners continue in different institutional configurations.
3. Use the JCCI community of practice to more systematically assess and discuss the core challenge of how to ensure that capacities continue to be developed among the CSO partners for climate relevant service provision while, at the same time, seeing how duty bearers in local government also develop the capacities they need to take on long-term responsibilities for these service. Future initiatives from Forum Syd should reflect a clearer consensus among Cambodian partners regarding respective roles of the state and civil society and the capacities needed to undertake these roles in the future.
4. A narrow, activity/output approach to results-based management runs the danger of reinforcing a negative perception in Cambodia that NGOs are the main service provider. This is counterproductive in anchoring ownership of a human rights-based approach which, by nature, involves a focus on outcomes in terms of the relationship between duty bearers and rights holders. The JCCI community of practice should be used to discuss the ‘so what’ question of if/how activity and output results will ultimately lead to human rights outcomes involving greater accountability of duty bearers for the right to protection from climate risks. This enhanced focus on results-based management could be supported through closer engagement with the SEA Change network on climate change monitoring and evaluation.
5. The Embassy of Sweden should support this process of critical reflection by convening discussions between the JCCI partners involved in advocacy and multi-stakeholder process with those Swedish-supported partners who are more involved with public sector capacities to manage climate services and investments (primarily UNDP and UNCDF). The Embassy should also invite larger actors planning such investment funds (primarily ADB, IFAD and their governmental counterparts) to such discussions. It is inherently difficult for NGOs to convene such discussions, so support from the Embassy would be highly beneficial in initiating such processes.
6. The focus of this dialogue between civil society and other partners involved with strengthening local government (duty bearers) commitments and capacities to respond to climate change should focus on finding ways to link this

‘supply and demand’ and thereby provide a model for how civil society may constructively engage in the future, as large-scale climate adaptation investments come online.

7. Vulnerability is related to a range of factors, such as gender, land ownership, ethnicity and political affiliation. There is a danger that general references to *community*-based adaptation can distract attention from: (a) who, within these erstwhile communities, is vulnerable to a given climate risk and whether their risks have been reduced, and (b) who is excluded from these communities and therefore ignored by a given intervention. Efforts through JCCI and/or future related interventions should be designed based on gender aware risk and vulnerability mapping that actively questions the *community* concept and explores ways to address discrimination within communities and beyond a given set of rights holders.
8. The field level work of JCCI is, by and large, based on agricultural extension activities. These efforts are currently being undertaken without a strong awareness of lessons that have been learnt globally regarding effective extension services and systems. Future work (through JCCI or other initiatives) would greatly benefit from an increased understanding of recognised good international practice related to sustainable, pluralistic extension service provision (see, e.g., www.gfras.org).
9. As this evaluation is being finalised, the Embassy is in the process of developing the future Results Strategy for Cambodia and JCCI partners are considering their plans for continued collaboration after the current phase. The evaluation team recommends that both these efforts are designed within explicit and overarching theories of change that highlight the desired changes in policies, attitudes and practices governing how duty bearers (at national and local levels) respond to the risks faced by the most climate vulnerable populations. Indicators for both the Embassy’s and future CSO initiatives should be selected so as to reflect these desired changes. This will be essential as a point of departure for any ultimate integration of climate change and human rights programming. The Embassy and Sida headquarters may wish to convene a seminar in Stockholm, Bangkok or Phnom Penh to discuss this difficult but fundamental strategic focus for Cambodia, for the Southeast Asia region and for Swedish development cooperation in general.

Annex A – Terms of Reference

1. Background

The Swedish climate change portfolio in Cambodia was initiated as a result of the Special Climate Change Initiative in 2009. Climate change was subsequently included as a separate sector in the cooperation strategy with Cambodia for 2012-2013. The climate change sector goal “*Increased national capacity to coordinate and implement climate change adaptation measures*” is aligned with the overall objective of the Special Climate Change Initiative to support long-term adaptation activities in poor countries.

The Swedish NGO Forum Syd is a longstanding partner to Sweden in Cambodia. Forum Syd’s current programme, which receives Swedish funding, includes two components; one focusing on Human Rights and Democracy, and one focusing on Climate Change. The human rights and democracy component has been implemented since 2005, whereas the climate change component, called the Joint Climate Change Initiative (JCCI), was initiated in 2010. In connection to a one-year extension of the agreement with Forum Syd in 2013, the two components were merged into one programme that highlights the mutually reinforcing aspects of human rights and climate change.

The JCCI is implemented through a consortium between Forum Syd, Cord and Dan Church Aid/Christian Aid. The objective of the programme is to increase knowledge and capacity on climate change and it impacts within Forum Syd's partner organisations in order for them to handle the tools and techniques to integrate climate change considerations into their plans and programmes. Under this component, Forum Syd have been working with 22 local NGO partners.

The JCCI activities aims at building capacity of local NGOs and local communities to increase their knowledge on climate change resilience from a rights-based approach, and integrating climate change in their programmes, and implementing climate change projects, as well as building capacity of Cambodian NGOs in terms of climate change advocacy and dialogue with government. The rights-based approach also includes capacity building of local authorities in order to ensure that they have capacity to fulfil their tasks.

Capacity development support

Forum Syd has over the years maintained a strong focus on capacity development of partners. For many years the methodology was quite traditional with joint trainings and field based workshops, but recently more individualised methods have been tried out like coaching and mentoring and thematic learning among JCCI partners who

work in similar areas such as agriculture, livelihoods, local governance, natural resource management, and policy advocacy.

One international advisor on climate change was employed by Forum Syd at the beginning of the implementation in 2010 and 2011 in order to support the capacity building and training, and to provide coaching to both the members of the consortium and of local NGOs. Forum Syd is lead on building capacity on the local application of technologies and on the overall coordination and management of the project. DCA/CA is responsible for the capacity building on climate change policy advocacy and dialogue. Cord is responsible for the institutional capacity building component.

Recent evaluations/reviews

Two evaluations have been conducted of the Human Rights and Democracy component of Forum Syd's programme in 2012; one commissioned by Forum Syd, and the other one commissioned by the Embassy of Sweden in Phnom Penh. Both evaluations covered the period 2007-2011. The Embassy has now decided to undertake a review also of the climate change component of Forum Syd's programme. This review will cover the period 2010-2013.

2. Specific Objectives of the Review

The purpose of the review is to assess to what extent the JCCI has achieved its stated objectives and the intended outcomes. The review shall also assess the relevance and effectiveness of the programme design and its implementation, as well as the effectiveness of the management and follow-up of the programme. Another important aspect is to assess how the JCCI activities are linked to and complement the human rights component. To this end, the review shall also include an assessment of current links and synergies between the human rights and the climate change components and provide recommendations on possible future entry points and support to further integrate the aspects of climate change and human rights.

Based on the above, the Review shall provide recommendations to the Embassy regarding possible areas for improvements and/or actions to mitigate risks and enhance the prospects for results achievement. The Review shall also identify lessons learnt that can contribute to effective future interventions in the area of climate change.

3. Scope of the External Review

The Review shall take stock of what JCCI has achieved since 2010, specifically in terms of what has or has not worked in sharing and generating knowledge on adaptation as well as building capacities of NGO partners to integrate and implement climate change adaptation measures. To this end, the Review shall undertake, but not necessarily be limited to, the following:

A. Results achieved

1. Assess the overall progress to date in the implementation of the JCCI programme and to what extent outputs/outcomes have been achieved and/or are on target;

2. Assess to what extent the NGO partners have been successful in developing their capacities to implement their programmes and achieve their objectives, and if and how the support from Forum Syd has contributed to this;
3. Assess to what extent the synergies between human rights and climate change have been utilised and whether this has been beneficial for results achievement;
4. Assess to what extent the JCCI contributes to the strategy objective stated in the current Swedish Cooperation Strategy in the area of climate change.

B. Institutional Arrangements and Sustainability

5. Assess the overall performance of the consortium in providing capacity building, coaching and mentoring to the local NGO partners on climate change awareness, integration and implementation of climate change adaptation measures;
6. Assess the effectiveness and efficiency of Forum Syd in terms of overall project management, and in terms of results-based management in particular;
7. Given the Cambodian context and the project objectives, assess if the chosen strategies have been appropriate and effective, and if actions can be taken to make the interventions more effective;
8. Assess the level of local NGO partner ownership in the management and implementation of pilot projects and the sustainability prospects when the JCCI funding ends.

C. Recommendations and Lessons Learnt

9. Provide recommendations regarding the future directions of JCCI in light of the findings of the review;
10. Identify the most important lessons learnt (both positive and negative) in relation to awareness raising, capacity development and climate change integration, as well as the application of a rights-based approach in the process.

4. Method of work

The consultant should propose methods and approaches for the carrying out of the review in their proposal to the Embassy of Sweden in Phnom Penh. Work is expected to be conducted both in Cambodia and in Sweden. After receiving the consultant's proposal and finalising the call-off contract, these Terms of Reference might be re-negotiated with the consultant, but only to a limited extent.

The following outputs are expected from the Review team:

- An inception report;
- A Debriefing Note, including major findings and recommendations from the evaluation to be presented to the Embassy of Sweden and Forum Syd; and
- A final Evaluation Report covering all the key points indicated in this ToR.

The Review team will start the assignment in Cambodia with a briefing meeting with the Embassy of Sweden. A debriefing session with the Embassy will be conducted upon completion of the assignment.

5. Reporting

The final report shall be comprehensive, be written in the English language, and focus on the results and conclusions. It should not exceed 25 pages. It should contain an Executive summary, results, analyses and recommendations. The final report should be sent both as soft and hard copy to the Embassy of Sweden.

- A first *draft report* should be delivered no later than 23 September 2013. This report should be presented in a meeting with the Embassy of Sweden, Forum Syd and its partners. The meeting shall be arranged by the review team.
- The Embassy of Sweden and Forum Syd shall provide comments on the draft report no later than 07 October 2013
- A *final review report* shall be submitted to the Embassy of Sweden no later than 28 October 2013.

6. Work plan and time schedule

The Review team should start the assignment no later than early/mid-August 2013. A total of 40 working days shall be allocated for the assignment. The calculation is made on the basis of 2 consultants x 4 man-weeks each, but the total amount of days may be shared among the consultants, as appropriate.

The selected consultant shall produce a detailed work plan with timeline and a disposition for the evaluation report. This must be presented in the proposal to the Embassy of Sweden. The proposal must be approved by the Embassy of Sweden.

7. Review Team

The review team should consist of at least one international and one national consultant with expertise in the area of climate change and, in particular, in climate change capacity building and in implementation of concrete climate change measures at the grass root-level, including the application of a human rights-based approach to development.

One of the team members will be designated as Team Leader and will retain overall responsibilities for designing the work plan, review framework, leading the review team, collecting and analysing data, and delivering the draft report and the final review report and other products as stated above.

The team must be qualified and experienced with preferably a Master degree in relevant subject(s) and a minimum of seven years of relevant experience. The team must have members fluent in Khmer and English.

Curriculum Vitae should be presented for all team members in the proposal. The Embassy must be informed about changes in the review team if changed after the contract is signed.

Annex B – List of Literature & Documents

Project proposals

A Joint Climate Change Initiative of Capacity Development of Cambodian NGOs. Forum Syd, DanChuch Aid/Christian Aid, Cord. (*Undated. Presumably 2010*)

A Joint Climate Change Initiative of Capacity Development of Cambodian NGOs, Phase II. (*Undated. Presumably 2011*)

JCCI Concept Note 2013

Forum Syd's LFA Matrix on Results in Sida Proposal 2010-2013. *Undated*

JCCI 2013 LFA (LFA matrix 2013 Revised. *Undated*)

Assessment memos (by the Embassy of Sweden, Phnom Penh)

Appraisal of intervention 2013 Forum Syd final. (*2012-12-06*)

Forum Syd Assessment Memo (*25 November 2010*)

JCCI Assessment Memo. (*October 26, 2011*)

Sida and UD documents

Samarbetsstrategi för utvecklingssamarbetet med Kambodja. Januari 2012 – december 2013. Utrikesdepartementet 2012-03-08

Sida. Strategirapport för Kambodja. September 2011 - september 2012.

Results Summary Forum Syd HR 2013. Embassy of Sweden, Phnom Penh.

Results Summary JCCI 2013. Embassy of Sweden, Phnom Penh.

Agreements Embassy of Sweden - Forum Syd.

Forum Syd (JCCI) Reports

A Joint Climate Change Initiative og Capacity Development of Cambodia NGOs. Final Report. September 30 2010. (Incl Annexes: Literature Review, Basesline assessment, Partner project reflections.)

Forum Syd in Cambodia. Narrative Programme Report 2011

Forum Syd in Cambodia. Narrative Programme Report 2012

Other publications

GCT (Genesis Community of Transformation): *Forum Syd and Diakonia Human Rights and Democracy Program*. Final Evaluation. (Undated. Presumably 2012) (Team Leader Michael Hewitt)

Evaluation of Forum Syd and Diakonia's Democracy and Human Rights programmes in Cambodia. Final Report September 2012 by Erik Bryld, Henrik Alffram, Kim Sedara. Sida Decentralised Evaluation 2012:16

JCCI Newsletters 1 - 12. February 2011 - July 2013

Sida: A Democracy and Human Rights-Based Approach to Development Cooperation. September 2011.

Cambodia Agriculture. Adaptation to Climate Change Impact. IFPRI Discussion Paper 01285. August 2013

JCCI: A Guide to Climate Change Response. A learning manual for Cambodian organisations and institutions. Phnom Penh 2012.

Annex C – List of People Met

Name	Position	Affiliation
Kristina Kühnel	Head of Development Cooperation	Embassy of Sweden, Phnom Penh
Soma Dor	PO (CC), Sweden Embassy	Embassy of Sweden, Phnom Penh
Andreas Johansson	IPO (HR&D), Sweden Embassy	Embassy of Sweden, Phnom Penh
Oerng Jeudy	(HR), Sweden Embassy	Embassy of Sweden, Phnom Penh
Lisbeth Petersen	Head of international programme dept.	Forum Syd, Stockholm
Delphine Vann	Country Manager, Forum Syd	Forum Syd, Phnom Penh
Åsa Thomasson	Former Country Manager, Forum Syd	Previously Forum Syd, Phnom Penh
Seng Sothira	Programme Officer, Forum Syd	Forum Syd, Phnom Penh
Elisabeth Folkunger	Former desk officer (climate issues)	Sida, Stockholm
Yin Dara	Forum Syd	Forum Syd, Phnom Penh
Ith Pov	Forum Syd	Forum Syd, Phnom Penh
Try Horng	Forum Syd	Forum Syd, Phnom Penh
Bin Socheat	Forum Syd	Forum Syd, Phnom Penh
John Weeks	Forum Syd	Forum Syd, Phnom Penh
NOP Polin	Climate Change Advocacy Officer	DCA/CA, Phnom Penh
Chhoeun Thavy	Capacity development advisor,	Cord, Phnom Penh
Sim Sambath	Cord	Cord, Phnom Penh
Tout Chamreun	Cord	Cord, Phnom Penh
Dr. Johnson	Policy Advisor, CCCA	CCCA, MoE, Phnom Penh
KEO Kalyan	Program Analysis, UNPD	UNDP, Phnom Penh
Hing Phearanch	National Program Coordinator	UNDP, Phnom Penh
Julien Abrams	UNCDF, Cambodia	UNCDF, Phnom Penh
Hem Chanthou	ADB	ADB, Phnom Penh
Kob Math	ADB	ADB, Phnom Penh
Dennis J Cengel	WINROCK, Cambodia	WINROCK, Phnom Penh

Sou Socheat	CCCN Network Coordinator, CCCN	CCCN, Phnom Penh
Tep Boony	Board Director of CCCN	CCCN, Phnom Penh
Ny Kim San	Director of Program Management and Support Division, NCDD-S	NCDD, Ministry of Interior, Phnom Penh
Chhun Bunnara	Deputy director of Program Management and Support Division, NCDD-S	NCDD, Ministry of Interior, Phnom Penh
Som Kosal	NCDD-S	NCDD, Ministry of Interior, Phnom Penh
Kong Chanthan	National Climate Change Planning Advisor, NCDD-S	NCDD, Ministry of Interior, Phnom Penh
Chhuth Leang Vanny	Deputy Director General and Vice chair of Gender and Climate Change Committee (GCCC), MoWA	MoWA, Phnom Penh
Cheng Chinneth	Deputy Director of Gender of Equality Department and member of GCCC, MoWA	MoWA, Phnom Penh
Sok Pisith	Chief of Policy Unit, Gender Equality Department and Permanent member of GCCC, MoWA	MoWA, Phnom Penh
Sao Chanto Maly	Member of GCCC, MoWA	MoWA, Phnom Penh
Charn Ratha	Chief of Women in decision making unit, Gender Equality Department and member of GCCC, MoWA	MoWA, Phnom Penh
Neang Nary	Member of GCCC	MoWA, Phnom Penh
Mak Sam Ang	Project coordinator, CEDAC	CEDAC, Kg.Chhnang
Yat Sithoeurn	FCF, CEDAC	CEDA, Kg.Chhnang
Chhoun Berith	KYSD	KYSD, Phnom Penh
Chhean Chanheang	Project Officer, KYSD	KYSD, Phnom Penh
Hong Doeun	PC, PNKS	PNKS, Kampong Speu
Chen Tepsam Ol	AL Assistant, PNKS	PNKS, Kampong Speu
Leak Chowan	PNKS	PNKS
Doung Samphors	Deputy Director, Star Kampuchea	Star Kampuchea, Phnom Penh
Heng Hak	PO, Star Kampuchear	Star Kampuchea, Phnom Penh
Chin Tharo	NPC, ICSO	ICSO, Phnom Penh
Nga Chanthan	PPA, ICSO	ICSO, Ratanakkiri
Khan Singoun	ED, MVI	MVI, MondulKiri
Heang Sarim	ED, CANDO	CANDO, Phnom Penh

Ung Soeun	PC, NGO Forum	NGO Forum, Phnom Penh
Tek Vanara	NGO Forum	NGO Forum, Phnom Penh
Khiev Sopheak	Team Leader, DPA	DPA, Ratanak Kiri
Lay Sophea	DPA	DPA
Kean Socheat	CEO, LWD	LWD, Kampong Speu
Nem Chheco	Officer, LWD	LWD, Kampong Speu
Mut Vuthy	Team Leader, MVI	MVI, Mondul Kiri
Hak Kimsorn	Banteay Srey	Banteay Srey, Siem Reap
Oum Savath	ED, FACT	FACT, Phnom Penh
Minh Bunly	PC, FACT	FACT, Siem Reap
Chhang Sarapech	PO, FACT	FACT, Siem Reap
Te Sokkhoeun	PC, SK	SK, Phnom Penh
Mean Chamroeun	SPO, SCW	SCW, Ratanak Kiri
Saroeun Chanry	Coordinator, PDP Center	PDP Center, Siem Reap
May Kosal	SPO, PDP Center	PDP Center, Phnom Penh
Auk Sim Eath	PDP Center	PDP Center, Phnom Penh
Ly Rorfat	PO, VSG	VSG, Beanteay Mean Chey
So Dane	Program, ADIC	ADIC, Phnom Penh
Heang Sokun	Pc, AEC	AEC, Kampong Chhnang
Mok Sokha	KYA	KYA

The names listed do not include the participants in group meetings during the field trip:

- The group discussion with 6 participants who are the beneficiaries of Banteay Srey Org – Organised by Banteay Srey Organisation at Siem Reap province
- The group discussion with 33 participants who are the chief of commune council, villages headman, government unit (agricultural, aquaculture, and environment) and CBO members – Organised by FACT at Siem Reap province
- The group discussion with 23 participants, which were the village headmen and members of CBO – Organised by PVT at Pursat province
- The group discussion with 10 participants from the women savings group and beneficiaries of CEDAC – Organised by CEDAC at Kampong Chhnang province
- The group discussion with 4 participants which were the village headman and beneficiaries of LWD – Organised by LWD, Thpong district, Kampong Speu province

Annex D – List of JCCI Partners

Coalition partners (international NGOs)

FS	Forum Syd
Cord	
DCA/CA	DanChurch Aid/Christian Aid

Forum Syd long term partners (* are part of JCCI)

COMFREL	Committee for Free and Fair Elections in Cambodia
FACT	Fishery Action Coalition Team
KYA	Khmer Youth Association
KYSD	Khmer Youth and Social Development
MVi	My Village Organisation
PDP	People Center for Development and Peace
SK	Star Kampuchea
VSG	Village Support Group

Other Joint Climate Change Initiative (JCCI)'s Partners

Phase I pilot project implementers

BS	Banteay Srei
CEDAC	Cambodian Center for Study and Dev. in Agriculture
DPA	Development Partnership in Action
LWD	Life With Dignity
NTFP	Non-Timber Forest Products
PNKS	Ponleu Ney Kdey Sangkhum

Phase II pilot project implementers

CAN-DO	Cambodian NTFP Dev. Org.
CCSP	Cambodian Civil Society Partnership
GAD/C	Gender and Development for Cambodia
ODOV	Organisation to Develop Our Villages
PADEK	Partnership for Development in Kampuchea

Climate Change advocacy capacity development partners

NGO	Forum
CCCN	Cambodia Climate Change Network
CCIM	Cambodian Center for Independent Media



Evaluation of the Joint Climate Change Initiative (JCCI) in Cambodia

In 2010 the international NGOs Forum Syd, Dan-ChurchAid/Christian Aid (DCA/CA) and Cord, together with around 20 Cambodian NGOs, set up the Joint Climate Change Initiative (JCCI) to work with communities to develop projects for climate change adaptation and mitigation from a rights-based perspective.

The evaluation concludes that JCCI is largely a successful project and has reached most of its targets. Combining climate change and human rights created a synergy that was beneficial for results.

The evaluation recommends that JCCI's unique approach of extensive capacity-building, involving practical cooperation combined with work at both "grassroots" and local government levels, should be studied further to determine success factors and possible future application.

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