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ADAPTIVE SOCIAL PROTECTION in CAMBODIA

Strategy Paper



2015

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Photo Credit: *(Left to Right)*

- Water flows down from an irrigation system in Anglong Veng, Oddar Meanchey province. (UNDP, Chansok Lay)
- A girl collects snails for sale in Oddar Meanchey province (UNDP, Chansok Lay)
- Cambodian farmers pluck rice seedling for replanting in a rice field in Oddar Meanchey province. (UNDP, Chansok Lay)

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List of Acronyms

ASP	Adaptive Social Protection
CARD	Council for Agricultural and Rural Development
CCA	climate change adaptation
CCCA	Cambodian Climate Change Alliance
CCCSP	Cambodian Climate Change Strategic Plan
CCDM	Commune Committee for Disaster Management
DCDM	District Committee for Disaster Management
DRR	disaster risk reduction
IDS	Institute of Development Studies
MEF	Ministry of Economy and Finance
MoE	Ministry of Environment
MoP	Ministry of Planning
M&E	Monitoring and Evaluation
NAPA	National Adaptation Programme of Action to Climate Change
NCCC	National Climate Change Committee
NCDM	National Committee for Disaster Management
NCRP	National Contingency and Response Plan
NSDP	National Strategic Development Plan
NSPS	National Social Protection Strategy
PCDM	Provincial Committees for Disaster Management
RGC	Royal Government of Cambodia
RSPIII	Rectangular Strategy Phase III
SNAP	Strategic National Action Plan
SP	Social protection
UNDP-CO	United Nations Development Programme Cambodia Country Office
UNFCCC	United Nations Framework Convention on Climate Change
NCDD	The National Committee for Sub-National Democratic Development

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1. Introduction and background to this report

Social protection, disaster risk reduction and climate change adaptation are three communities of practices that were developed with the main objective of reducing the impacts of shocks and hazards on individuals and communities. To date, however, these three streams seem unaware of their commonalities and overlapping agendas, and unable to overcome institutional constraints and poor communication. As a consequence, little cross-fertilisation has been occurring in most of the countries.

Yet, many experts and practitioners recognize that the integration of social protection, disaster risk reduction, and climate change adaptation would help creating and fostering synergy between vulnerability-reduction interventions. Where human and financial resources are scarce, a more integrated or coordinated approach would also help reduce the risk of duplication or possibly conflicting interventions between these three communities.

In this context, following the publication of the National Human Development Report on 'the future of rural livelihoods in the face of Climate Change' in 2011, the United Nations Development Programme Country Office (UNDP-CO) of Cambodia decided to consider the possibility of strengthening the integration between SP, CCA, and DRR within their own programmes and projects through the introduction of the concept of Adaptive Social Protection (ASP).

The concept of ASP has been recognized as a useful framework to foster the integration of SP, CCA, and DRR in policy and practice (Davies et al. 2008; Davies et al. 2009). By bringing the objectives of these three streams of work together, it aims to provide a framework that helps social protection interventions become more resilient to risks from disaster hazards and climate change, and at the same time understand how social protection, through its vulnerability reduction interventions, can play a critical role in buffering the negative impact of climate change and disaster. As such the concept of ASP is a direct attempt to respond to the silos approach that characterises SP, CCA, and DRR and that has prevented so far policy-makers, institutions, and practitioners in those three domains from working together.

This report is the third component of the UNDP-CO ASP initiative mentioned above. It builds on a Situation Analysis (Béné and Tech 2014) and two Theory of Change workshops (Manda and Yamamoto 2014) that were organized and facilitated by UNDP-CO in Cambodia in the months preceding the production of this Strategy Paper. Both the Situation Analysis and the Theory of Change workshops were aimed at generating useful background information for the Strategy Paper.

The Strategy Paper outlines a framework (a roadmap) around which the three communities of practice in Cambodia would find practical opportunities to collaborate in the design, implementation, monitoring and evaluation of ASP interventions. The paper envisions a 10-year implementation horizon, while focusing primarily on major actions during the first 5-year period. Those actions include: awareness raising, identifying entry points, building capacity, learning by doing, and developing effective partnerships with government stakeholders, civil society, and development partners.

2. Review of the Situation Analysis

The full details of the Situation Analysis are presented in Béné and Tech (2014). In the section below, we propose a succinct synthesis of the main results. The full report on the situation analysis is attached to this paper as Annex 1.

2.1. Climate Change and Disasters in Cambodia

Cambodia is considered the second most hazard-prone country in South and South-East Asia after Bangladesh. Floods and droughts are among the most economically and socially damaging shocks for Cambodian rural households, not necessarily because of the intrinsic severity of the events themselves (in particular in comparison to the disasters faced by other, more exposed countries in the region such as Bangladesh) but because of the very serious lack of capacity of the Cambodian population to respond to them. Climate change will heighten further the severity of these shocks.

Threats and established facts around climate change and disasters are increasingly recognized by the Cambodian government, which has adopted CC-related policies. The country has, in fact, ratified the UNFCCC in 1995 and acceded to its Kyoto Protocol in 2002. In 2006, Cambodia completed its NAPA exercise where a range of priority projects were indicated to address urgent and immediate needs for adaptation. These projects were further aligned with Cambodia's development objectives as outlined in the 2004 Rectangular Strategy for Growth, Employment, Equity and Efficiency, as well as in the National Strategic Development Plan 2006-2010.

Since the elaboration of the NAPA, several other key documents and initiatives have been developed by the RGC that have some strong link to CCA. In particular the National Climate Change Committee (NCCC) was established in 2006 with the mandate to coordinate and monitor the implementation of the Government's policies, strategies, regulations, plans and programmes in response to climate change issues. In 2011 the Cambodian Climate Change Strategic Plan (CCCSP) was developed along with corresponding sector strategies and action plans.

In parallel, the importance of mainstreaming DRR into relevant ministries has been highlighted in different key RGC documents including the Strategic National Action Plan for Disaster Risk Reduction 2008 – 2015 (SNAP), the National Contingency and Response Plan (NCRP) for disaster response, and the recent Rectangular Strategy III – 2014-2018. Among the key cross-cutting issues that this plan will attempt to bring within its fold are, gender, environment, natural resources and green growth, disaster management, and Public Finance Reform.

Beyond the national level actions, strong emphasis was given towards strengthening sub-national capacities, particularly at the community level, to fully support the government priority of poverty reduction as elaborated in national development plans and policies.

2.2. Overview of Social Protection in Cambodia

With the adoption of the Master Plan for the Development of Social Health Insurance in 2003, Cambodia made the first step towards a unified social health protection system. Since then, a series of national policies and guidelines have been developed to supervise the expansion of various forms of a social health protection mechanism, with the ultimate goal of universal coverage.

In 2009, the RGC appointed the Council for Agricultural and Rural Development (CARD), with the support of

the Interim Working Group on Social Safety Nets (IWG – SSN), to develop an integrated national social protection strategy (NSPS). The NSPS was endorsed by the Council of Ministers and then launched in December 2011.

At the present time, SP is provided by the government of Cambodia through different line ministries, but also through donor-funded programmes. Overall, these different SP programmes were estimated to account for 5.5 per cent of Cambodian GDP in 2010 (ILO 2012) although, according to a recent ILO Social Security Inquiry database, public SP expenditure accounted for only 1.79 per cent of GDP in 2011 (ILO 2012), while the rest came from Donors.

2.3. Findings

Based on the secondary data and the information gathered and reviewed during the situation analysis, a series of conclusions were reached in relation to social protection, disaster risk reduction and climate change adaptation in Cambodia.

2.3.1. Cambodia Climate Change Adaptation Capacity

In terms of CCA several external evaluation documents raised the question of the limited institutional and individual capacity of both government agencies and community organizations. A similar conclusion was reiterated during some of the key-informants interviewed and in several RGC's documents. The NSPS 2011-2015 report for instance points out that "Although many regions in Cambodia are relatively shielded from climate hazards, almost all provinces are considered vulnerable to the impacts of climate change owing to low adaptive capacity resulting from financial, technological, infrastructural and institutional constraints" (RGC 2011: 22, our emphasis).

Beyond the national level, the need to strengthen capacity was found to be critical at the local level for both government and population.

2.3.2. The Disaster Risk Reduction Apparatus

The review of the existing literature reveals that despite the high importance given to the DRR agenda in different key documents, a severe lack of capacity and resources in relation to DRR is still hampering progress. Several documents recognize in particular that among the reasons that constrain the central coordinating body tasked with disaster management (the National Committee on Disaster Management NCDM) is the inability to access adequate fiscal support from the national government to perform effectively its mandate. As a response, efforts are currently

focused on trying to pass a Disaster Management law, which aims at addressing the lack of resources. At the sub-national or provincial level, problems seem to be even bigger and resources are lacking to include in the local planning the policies that are formulated at national level.

Beyond the lack of resources, the evaluation also suggests that DRR operations are, at the moment, difficult to implement at all levels. At the national level, the NCDM has not met regularly and for the past several years government ministries and stakeholders have only collaborated in the case of emergencies and disasters. At the sub-national level, the situation seems even more challenging given that the governing entities at that level (PCDM-DCDM-CCDM) – which are in effect the front-line actors facing the direct effects and impact of emergencies and disaster events – are even weaker than the DM institutions at national level. Actual capacities differ considerably from one area to another and depend primarily on the presence or absence of external stakeholders.

The recent creation of a government Task Force on Emergency Response and Recovery through a resolution of the Prime Minister on the 4th July 2014 could be a useful forum to overcome the coordination issues at both national and subnational level.

2.3.3. The Social Protection Policy and Practice Landscape

The review of the existing literature – including some evaluation reports – reveals that while good progress has been made in Cambodia on raising the profile of SP, engaging in policy dialogue and facilitating capacity development, it has been difficult so far for CARD to mobilize whole-of-government ownership and buy-in from government line agencies. Despite the capillary dissemination of the National Social Protection Strategy (NSPS) done by CARD at national and subnational level there is still low base of awareness about SP at the national and sub-national levels of government and probably low fiscal space/deconcentration to invest in it.

Likewise, human resource capacity in the face of the very complex and ambitious action agenda highlighted in the NSPS remains scarce. The limited means of the Government and a tight national budget (due to a narrow tax base and weaknesses in revenue collection) impedes the ability of the CARD to deliver its mission. All these issues raise the question of whether SP goals, as presented in the NSPS, will be achieved at the end of the strategy

cycle, which is 2015, and at the same time offer hints for the design of the next cycle of the strategy.

2.3.4. Adaptive Social Protection (Integration between SP, CCA, and DRR)

More globally the key remaining question is that of the level of integration between SP, CCA, and DRM. The review of the documents shows that while SP is explicitly listed in the Cambodia Climate Change Strategic Plan (CCCSP) document as one of the cross-cutting issues along with gender, research, education, awareness and communication, M&E, climate financing and knowledge management, the same CCCSP document is silent on how this integration will effectively take place and how it will engage effectively with SP.

Similarly when evidence of integration of DRR or CCA in the Cambodian SP literature are sought, one notices that, although disaster and climate change are abundantly referred to in the 2011 NSPS and disaster management is effectively acknowledged as a key pillar for SP in the same document, this integration does not go beyond the policy and programmatic documents. In effect, adaptation (and mitigation) to climate change should be mentioned but are at the moment absent from the actionable part of the SP strategy document.

As far as the integration of DRR and CCA is concerned, results of the analysis suggests that currently this integration is interpreted and translated in the link made in policy and practice between the impact of disasters and climate change-related extreme events on the economy of the countries (and to a lower extent on the livelihood of people).

In sum, the integration between the three policy domains is relatively weak. A final step in this analysis was therefore to examine the mentions made in the government documents to the concept of “Adaptive Social Protection”. Reference is actually made in the CCCSP document, where the objective No.6 is to: “Promote adaptive social protection and participatory approaches in reducing loss and damage due to climate change”. A more thorough look at the list of activities that are proposed to operationalize ASP in the context of the CCCSP reveals however that many of these activities are not ASP activities per se but refers to a broader agenda (that can possibly be relabelled as ‘deconcentration activities’).

3. Summary of the Theory of Change workshops

This section presents a succinct summary of the two national workshops on Adaptive Social Protection (ASP) Theory of Change that were organized as part of the UNDP-CO initiative. The full details of these events are presented in Manda and Yamamoto (2014) and attached to this document as Annex 2.

3.1. Emerging issues

The two national workshops targeted two different groups: UNDP staffs (first workshop); national stakeholders (staff from relevant ministries, technical and financial partners) (second workshop). The workshops built on the results of the Situation Analysis. The main goal was to identify possible change paths towards ASP design and implementation in Cambodia.

A series of emerging issues and conclusions were identified during the two workshops.

3.1.1. Consultations with UNDP staff

While there is better appreciation of the ASP concept, it is clear that institutional incentives in UNDP do not necessarily facilitate cross practice working. For integration to happen the issue of terminology is important since experts from each practice area have different terms for similar things. It was suggested the ASP term need not be emphasized but that the focus be on the principles of integration and making sure programmes, initiatives and policies reflect a new way of working.

A key consideration for the ASP initiative should be to assess the incentives for integration both at national, local, institutional and also programme levels. In that context a key incentive is finance and the community funds for CCA/DRR were mentioned, however these were seen as short term measures. There is in fact a need to be pragmatic about what is achievable in the short, medium and long term given the country context. Recognizing that ASP is yet to be adopted as a viable concept for government, UNDP should first focus on advocacy for the concepts and or for better integration. In particular UNDP should try to develop both the narrative and platform for ASP initiatives and this could include an economic case for ASP which government could buy into. Staff capacity within UNDP also needs to be strengthened for more policy level engagement as opposed to the current programmatic approach.

Adopting ASP concepts is about changing the way we do business - in the case of UNDP this may mean working within practice team to incorporate the principles of ASP as opposed to forcing people to work together across teams.

Political economy is at the centre of institutional issues and UNDP needs to further investigate the drivers of change in order to reach the desired changes/outcomes. Analysis of how the change can be promoted among the political leaders and decision makers should be conducted. At the same time the government ownership of the ASP concept is crucial. Currently government views SP programmes as donor driven. This needs to change.

Overall there is a need to start small but have government champions on board, making a case that will address/lead to buy-in/ adoption.

3.1.2. ASP consultation workshop with external partners (including government officials)

Some limitations were recognised. For instance each concept of SP, DRR, and CCA alone is new to Cambodia. Different agencies use terminology differently and understand the concepts differently. Responsible coordinating agency and implementing agencies for each subject have also different mandates as well as different time-span for their goals, thus making it difficult to move to national coordinating body. In this context it would be important to be pragmatic and start working with existing institutions and mechanisms for co-ordination.

Messages such as "ASP is a way of working together," "ASP will improve efficiency in services delivery and savings generated as a result of cooperation and coordination can be used for some other activities in relevant fields such as capacity development of the staffs" may be useful to encourage collaborations across ministries and agencies who are willing to adopt the ASP framework.

Currently financial contribution from development agencies is the main source for SP, DRR and CCA programmes in Cambodia. In order to create government ownership of sustainable development programmes such as ASP and to have a smooth handover of SP, DRR, and CCA programmes to the government in the future, ASP (among other programmes) should be something that government can continue supporting and manageable for the government in terms of both financial and human resources.

From the consultation it also emerges that it would be important to have community-based ASP discussion (e.g., commune development plan) so as to create ownership among local stakeholders - since these are primarily responsible and accountable for implementation.

4. Road map for an ASP agenda in Cambodia

4.1. Overarching Principles

The Situation Analysis helped identifying three overarching principles that seem necessary to ensure the success of moving forward ASP programming.

1. ASP as a contribution to RGC development policies: In order to increase the chance of ASP to be taken up, ASP must be understood and promoted as a means to improve the ways RGC programmes and interventions are designed and implemented. In particular ASP programming should be presented and advocated in terms of its contribution to RGC development policies outlined in the NSDP 2014-2019.
2. ASP as a cross-sector approach coordinated by existing agencies: ASP is about integration, cooperation, and collaboration between communities of practice and implementing agencies. It therefore cannot be institutionally attached to one single ministry or agency. It must be understood, financed and implemented as a cross-sector programming approach, and it needs to build on existing institutional arrangements.
3. ASP initially promoted through champions: As with new approaches, ASP will initially need to be supported and promoted by internal champions within the RGC. These champions will need to be carefully identified from within the three ministries in charge of SP, CCA, and DRR. UNDP will need to play a key role as an “honest broker” to support and facilitate this cross-sectoral programming initiative.

4.2. Guiding Rules

Based on the Theory of Change’s findings and the more general experience gained through other ASP research (e.g. Davies et al. 2013), the Strategy Paper acknowledges that to be more likely to be successful, an ASP strategy should be guided by a clear set of rules. These guiding rules are:

1. Policy development and implementation is an evolutionary and iterative process. Long-term planning, implementation and financial horizons are needed to create space for experimentation, feedback, and adjustment.
2. Sustainability of ASP as a way of doing business will eventually require broad-based government ownership, including financial commitments.

3. Capacity development is most effective when there are opportunities for “learning by doing”. Carefully designed pilot projects could be instrumental and play key role in learning by doing processes.
4. Partnership and collaboration between RGC, Development Partners, and Civil Society are critical components for policy development, building institutional capacity, and sustainability. Effective partnerships require dialogue with appropriate entry points and champions concerning technical and financial support.
5. Flexibility and responsiveness are necessary to ensure that the process (of moving forward the ASP agenda) can be appropriately opportunistic in order to take advantage of, and build on, emerging new ways forward, while adhering to the initial goals, objectives, and principles.

4.3. Assumptions

In addition to these guiding principles, a series of assumptions outlining the factors that will enable the strategy to go forward has been identified. These assumptions are:

1. The potential advantages of ASP programming will become increasingly compelling with raising government, civil society, and corporate awareness of the impacts climate change, severe weather events, and other natural disasters have on economic and social development.
2. Government stakeholders are receptive to new information and motivated and able to work across different “communities of practice”.
3. Evidence-based policy making and implementation works well provided sufficient time, resources, and information are available and oriented to a well-conceived Theory of Change.
4. Government revenue will increase due to ongoing economic expansion and improved tax collection capacity, thus creating more fiscal space for ASP programming.
5. Administrative and legal reforms will strengthen public financial management and public administration at national and sub-national levels.
6. Integrated planning and programming is generally easier at decentralized levels, thus enabling local government and civil society organizations to become increasingly viable partners;

7. Turn-over and attrition of development partner personnel is usually high, while technical personnel within government are likely to be more consistent/stable.
8. Development assistance will be sufficient to finance a 5 year planning/implementation period, including Technical Assistance, with government gradually assuming more financial responsibility during a second 5 year period.
9. Technical and financial partners are supportive of the ASP agenda.
10. UNDP is prepared to play the lead role in facilitating the process.

4.4. The Road Map

One possible option for moving the ASP agenda forward would be to provide a programming framework around which key stakeholders learn about ASP through the actual implementation of ASP pilot interventions. This approach takes into account the expectations that RGC partners will have about program/project implementation as well as the practical aspects of how individuals and institutions take on new ideas and concepts. The following section presents the 5-year road map that has been established to achieve this. The road map is structured around an Inception Phase and four phases (Phases One to Four), within a longer 10-year implementation horizon. Fig.1 summarizes the approach, while the details are provided in the rest of the section.

Fig.1. Diagrammatic representation of the ASP Road Map

Year	0		1		2		3		4		5	
Month	0-3	3-6	6-12	12-18	18-24	24-30	30-36	36-42	42-48	48-54	54-60	60-66
Inception phase (6 months)												
• Link to UNDP Institutional support	█											
• Initial Entry Points and Champions identification	█											
• Clarify Goals, Objectives, and Approach Options	█											
• Understanding Policy Processes		█										
• Establishment of the Awareness/Advocacy agenda		█										
• Capacity Analysis and Needs Assessment		█										
Phase 1 (1 year)												
• Developing effective institutional arrangements			█									
• Awareness Raising and Capacity Building			█									
- within UNDP/UN			█									
- within RGC				█								
• Engage technical and financial partners and civil society				█								
• Resource Mobilization				█								
Phase 2 (1 year)												
• Design of a guiding framework				█								
• Establishment of a support fund for the pilot projects (PPs)				█								
• Design of the three PPs					█							
- Technical support established						█						
- PPs' Monitoring and Evaluation system designed						█						
• Engagement with NCDD						█						
Phase 3 (2 years)												
• Implementation of the three PPs							█	█	█			
• Monitoring							█	█	█			
• Continuous sharing of experience (feedback)							█	█	█			
• Planning the second 5-year period (initial discussions)								█	█			
Phase 4 (1 year)												
• Documentation and evaluation of the PPs									█	█		
• Expanding /Adjusting the PPs design / scope / scale									█	█		
• Policy lessons										█	█	
• Engaging more thoroughly with RGC											█	█
• Completion of the planning of the second 5-year period											█	█

Second 5-Year Period

4.4.1. Inception Phase (6 months)

Establishing a concrete institutional support in UNDP:

UNDP will have an important role to play throughout the process in supporting and facilitating ASP partnerships and learning opportunities. The Social Lab concept currently being explored by UNDP could be very well suited to play such a supportive role provided it can be properly resourced (i.e., finances, personnel). Additional support from other Technical and Financial partners (and possibly from the civil society) will soon become important. UNDP will also have to play a key role in this respect.

Initial Entry Points and Champions The Situation Analysis and the ToC exercise have both identified potential entry points along with potential champions to help launch this work. The Situation Analysis suggested that initial entry point should include CARD (Social Protection); NCDM (DRR); MoE (NCCC/CCCA); and UNDP. The Theory of Change workshops also suggested inclusion of other partnerships could be formed early on in the process. These could include NCDDS (MoI) and the Cambodia Development Council (CDC).

Clarify Goals, Objectives, and Approach Options

The ASP agenda must be well situated according to the current National Development Strategic Plan (2014–18) and relevant sector strategies and plans. The ASP Situation Analysis references to the NSDP are a good starting point. As for approach options, this will require careful consideration as it will have a large bearing on eventual success or failure. It will be best to work within existing arrangements rather than trying to identify a new institutional home. Locating the ASP agenda in one single particular venue would also undermine the cross-sector nature of the concept and objectives and complicate operational factors, such as broad-based ownership.

Understanding Policy Processes

The clarification of goals, objectives and approach options will require a more detailed Theory of Change that builds on the Situation Analysis and preliminary Theory of Change exercises. This aspect of the work should specifically address how policy is formulated in the three areas of practice, the institutional interests and incentives (political economy) that each area of practice may have for adopting (or resisting) ASP programming, and an institutional mapping of the three areas of practice. A key component of the mapping exercise will be to identify potential champions and partners within the RGC, civil society, and development partners.

It would also be advisable to develop a “best practice” assessment that sheds light on how successful policy and

programming interventions have evolved into sustainable government programs (e.g., the ID Poor program, Health Equity Funds (HEFs)). It would be especially helpful to identify any good examples from within the three communities of practice (CoPs).

Establishing an Awareness/Advocacy agenda

The Situation Analysis and the preliminary ToC exercise both identified awareness and capacity as significant institutional and human resource constraints concerning ASP programming in Cambodia. There is generally a lack of awareness throughout government and among civil society and development partners about ASP. Early work concerning capacity building should focus on raising awareness about the concept and practice of ASP.

Capacity Analysis and Needs Assessment:

The Situation Analysis and the preliminary ToC also observed that a second key component of capacity building early on should include a capacity analysis and needs assessment that provides a framework for structuring a “learning by doing” approach discussed in more detail below.

Getting the language right:

Experience from other CoPs, such as Social protection, suggests that new concepts are likely to lead to confusion if not properly defined and clarified early on. ASP is a new concept for many stakeholders (in Cambodia and elsewhere), and may likewise be subject to confusion and ambiguity. It will be important to ensure that all stakeholders are “speaking the same ASP language” - in both English and Khmer.

4.4.2. Phase One (1 year)

Institutional Arrangements:

The early work on developing effective institutional arrangements should involve current RGC actors from the three CoPs and appropriate UNDP staff, albeit informal, discussions and dialogue. It will be important to resist temptation to establish a more formal “coordination committee” or institutional home. This can come later, if needed and as appropriate. The main idea here is to facilitate discussion among/across the three CoPs while engaging in dialogue about detailed actions regarding the ASP agenda.

Awareness Raising and Capacity Building

within UNDP/ UN agencies will establish an institutional foundation for partnerships and supporting RGC ownership. Awareness raising and capacity building within the RGC would involve bringing together champions and technical personnel from each of the three CoPs. Informal workshops, field visits, and regional South-South tours and dialogue could be useful. The focus is to increase knowledge about ASP through specific examples. The early focus should also include UNDP and other relevant UN agencies.

Partnerships and Cooperation: Once informal institutional arrangements (i.e., relationships) are in place and awareness raising and capacity building are underway, it will also be important to engage technical and financial partners and civil society in informal discussions about the concept and principle of ASP. Interested technical and financial partners may wish to partner with UNDP in providing additional resources, while interested CSOs may be able to eventually act as implementing partners.

Resource Mobilization Time will be required to mobilize resources and identify suitable TAs to support the process, understanding that the process is likely to be labour intensive and time consuming. The formation of partnerships may be crucial for ensuring that financial and human resources are available on a timely basis.

4.4.3. Phase Two (1 year)

This phase of the process is where real “ground-level action” will take place. The assumption behind this approach is that institutional learning and eventual RGC ownership will take place through actual “hands-on” (learning by doing) practice that will gradually build on lessons learned and expand in ways that gradually embed practices in government institutions. The operative word in this regard is “gradual”.

Capacity Development and Learning by Doing: One option would be to establish a fund that provides support for each of the three CoPs to develop and pilot an ASP project. This approach follows the logic of RGC institutional arrangements and practices in that it is not feasible to develop a single grouping that could manage a joint project. Such an approach cuts against the grain of current institutional realities. Rather, it assumes that each CoP will expect to be resourced with external funding (i.e., UNDP) that it can manage on its own.

This does not, however, mean that each CoP would be left to its own devices. The process should be guided by a framework that establishes building principles that each CoP partner would be expected to follow. For example, each CoP would need to demonstrate that the other two CoPs were appropriately consulted during the design process. Informal discussions among the CoP should provide opportunities for joint problem solving and sharing lessons learned. Importantly, there should be a mechanism (e.g., UNDP’s Social Lab) to support each CoP to develop appropriate monitoring and evaluation tools. In this sense, the pilot projects become a vehicle for more advanced “on the job” training.

Assuming there was sufficient capacity to design ASP projects, the planning process may require six months. However, one year should be allotted for this phase of

the project given the capacity development components built into the process.

Partnerships and Cooperation: It will be important to expand capacity building and awareness raising with potential technical and financial partners and civil society partners while the ASP pilot projects are being designed. It may also be important to engage NCDDDS at this time to explore potential partnership opportunities with local government. For example, one or more of the CoPs may elect to implement their particular project by contracting an NGO. (Note: Principles of partnerships and cooperation should be addressed in the framework guidelines.) As with monitoring and evaluation, this aspect of the pilot process represents advanced “on the job” training. The work outlined above will require consistent and ongoing financial and technical assistance from UNDP, perhaps via a Social Lab mechanism.

4.4.4. Phase Three (2 years)

Capacity Development and Learning by Doing: During this phase the pilot projects will move from design to implementation. As with the pilot design, the emphasis is on learning by doing. Also as with the pilot design, a process will need to be established that requires/enables the three CoPs to solve problems jointly and share information. The most important aspect of this will be actually implementing a monitoring system that provides documentation and effective feedback for each CoP managing their project.

It will also be useful to invite observers from other RGC institutions and perhaps other technical and financial partners to observe the implementation process. This could be achieved in a number of ways including period field visits and/or participation in 6-monthly consultation workshop in which the three CoPs report on the progress of their respective pilot projects.

4.4.5. Phase Four (1 year)

Documentation and Evaluation Considerable attention and effort should be devoted to evaluation and documentation during the final phases of the pilot projects. This will inform discussions with potential RGC and technical and financial partners about co-funding the expansion of those pilots that appear on a path toward scale up. (It is not necessarily assumed that all three pilots will be scaled up.) The MEF, MoP and MoI (NCDDDS) should be specifically engaged in discussions about how to finance and implement appropriate scaling up. These discussions would probably focus on continued UNDP (and perhaps other technical and financial partners) involvements along with gradually expanding financing from MEF as the RGC moves toward full ownership.

Expanding/Adjusting the Pilots The evaluation, assessment and documentation referred to above will inform any significant adjustments that may be required in order to help sustain the scaling up of successful interventions. Assuming that the pilots have worked well and expansion is feasible (i.e., finances, institutional arrangements) then pilots could be scale-up geographically and/or to provide a broader range of services and support. (This will depend on the projects that are selected.)

From Practice to Policy The evaluation and assessment referred to above will also inform efforts to incorporate ASP approaches into the RGC's policy framework outlined in the next 5 year National Strategic Development Plan (2018-2022) as well as relevant sector strategies such as the NSPS. With this in mind, careful thought will be required concerning how and when to engage the

Ministry of Planning (MoP) and Ministry of Economy and Finance (MEF).

Planning the Second Five Year Period Ideally, planning for a second five year period should begin in the latter part of Phase Three. During Phase 4 the action plan for the second five year period will need to be developed more concretely in order to help mobilize financial resources. It is also expected that the sustainability of the project will depend on the RGC gradually assuming increasing financial responsibility for ASP. This will require frank dialogue between RGC and technical and financial partners to clarify mutual expectations. Indeed, such dialogue should begin earlier and become an ongoing component of the process. This underscores the importance of engaging a broader range of RGC actors in the process early in the process, including MEF, MoP, and MoI (NCDD).



A group of villagers on a flooded field in Tanot Village (Humanitarian Response Forum 2013)

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ANNEXES

Annex 1

ADAPTIVE SOCIAL PROTECTION IN CAMBODIA

Situation Analysis

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List of Acronyms

ASP	Adaptive Social Protection
ASPA	Adaptive Social Protection Approach
CARD	Council for Agricultural and Rural Development
CCA	climate change adaptation
CCCA	Cambodian Climate Change Alliance
CCCSP	Cambodian Climate Change Strategic Plan
CCD	Climate Change Department
CCDM	Commune Committee for Disaster Management
CCFF	Climate Change Financing Framework
CCTT	Climate Change Technical Team
CDCF	Cambodian Development Cooperation Forum
CMDGs	Cambodia's Millennium Development Goals
DCDM	District Committee for Disaster Management
DM	Disaster Management
DPs	Development Plans
DRR	disaster risk reduction
EFAD	Emergency Food Assistance Project
FMMP	Flood Mitigation and Management Program
FWUCs	Farmer Water User's Communities
HDR	Human Development Report
HFA	Hyogo Framework for Action
IDS	Institute of Development Studies
INC	Initial National Communication
IPCC	Intergovernmental Panel on Climate Change
IWG	Interim Working Group
IWG – SSN	Interim Working Group on Social Safety Nets
IWG-SSN/SP	Interim Working Group on Social Safety Net/Social Protection
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MoE	Ministry of Environment
MoEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sport
MoH	Ministry of Health
MoLVT	Ministry of Labour and Vocational Training
MoP	Ministry of Planning

MoSWVY	Ministry of Social Welfare, Veterans and Youth Rehabilitation
MTR	Mid-Term Review
M&E	monitoring and evaluation
MOWRAM	Ministry of Water Resources and Meteorology
MRC	Mekong River Commission
NAPA	National Adaptation Programme of Action to Climate Change
NCCC	National Climate Change Committee
NCDD-S	National Committee on sub-national Democratic Development
NCDM	National Committee for Disaster Management
NCRP	National Contingency and Response Plan
NDMS	National Disaster Management Strategy
NPEM	National Policy for Emergency Management
NSDP	National Strategic Development Plan
NSPS	National Social Protection Strategy
PCDM	Provincial Committees for Disaster Management
PWPs	Public Work Programmes
RGC	Royal Government of Cambodia
RILGP	Rural Investment and Local Governance Project
RSPIII	Rectangular Strategy Phase III
SCCAP	Sectoral Climate Change Action Plans
SCCSPs	Sectoral Climate Change Strategic Plans
SLF	Sustainable Livelihoods Framework
SNAP	Strategic National Action Plan
SP	Social protection
SPCG	Social Protection Core Group
SPCU	Social Protection Coordination Unit
SPTF	Social Protection Taskforce
TWG	Technical Working Group
TWG-FSN	Technical Working Group on Food Security and Nutrition
UNDP-CO	United Nations Development Programme Cambodia Country Office
UNFCCC	United Nations Framework Convention on Climate Change
UN-ISDR	United Nations Office for Disaster Risk Reduction
WCDR	World Conference on Disaster Reduction
WFP	World Food Programme

7. Introduction

7.1. Problem Statement

Global crises, such as the Food-Fuel-Financial crisis that affected the entire world in 2008-09, but also more localised shocks (floods, droughts, hurricanes) are part of the wider pool of climate change-driven events and natural disasters that are increasingly impacting local populations and deepening the risks faced by many poor and vulnerable communities, particularly those involved in agriculture and other ecosystem-dependent livelihoods, in developing countries (Adger 2007; Fiott et al. 2010; IPCC 2007).

Social protection (SP), disaster risk reduction (DRR) and more recently climate change adaptation (CCA) are three communities of practices that were developed with the main objective of reducing the impacts of those shocks and hazards on individuals and communities by anticipating risks and uncertainties. All three communities of practices are therefore linked by a fundamental concern with reducing vulnerability and building resilience – be it to poverty, disasters or long-term changes in average climate conditions and their distribution over time and space.

To date, however, little cross-fertilisation has been occurring between these three communities (World Bank 2011). The three streams seem to work essentially in silos, ignoring or being unaware of their commonalities and overlapping agendas, or being unable to overcome institutional constraints or poor communication that prevent them from working together. This lack of collaboration matters, because there are increasing concerns that these three communities of practices will not be successful to reduce vulnerability in the long run if they continue to be applied in isolation from one another (cf. Bayer, 2008; Bockel et al., 2009; Heltberg et al., 2009; Shepherd, 2008).

Yet, the integration of social protection (SP), disaster risk reduction (DRR), and climate change adaptation (CCA) holds intuitive appeal. Many already recognize that it would help creating and fostering synergy between vulnerability-reduction interventions that are often planned in and implemented by different ministries. In a context of scarce human and financial resources (as it is often the case in developing countries) a more integrated or coordinated approach between these three communities would also help reduce the risk of duplication or possibly conflicting

7.2. Objective of this Report

In this context, following the publication of the National Human Development Report on ‘the future of rural livelihoods in the face of Climate Change’ in 2011, the United Nations Development Programme Cambodia Country Office (UNDP-CO) decided to embark upon an internal exploration around the possibility of using the concept of Adaptive Social Protection (ASP) to strengthen the integration between SP, CCA, and DRR within their own programmes/projects at country level – with the ambition to be soon in the position to promote ASP beyond the UNDP-CO.

The concept of ASP has been developed in an effort to foster the integration of SP, CCA, and DRR in policy and practice (Davies et al. 2008; Davies et al. 2009). By bringing together the objectives of three streams of work, it aims to provide a framework that helps social protection interventions become more resilient to risks from disaster hazards and climate change, and at the same time help understand how social protection, through its vulnerability reduction interventions, can play a critical role in buffering the negative impact of climate change and disaster. As such the concept of ASP is a direct attempt to respond to the silos approach that characterises SP, CCA, and DRR and has prevented policy-makers, institutions, and practitioners in those three domains from working together.

This report is the first step toward this in the context of Cambodia. The work is the result of a combined effort by a team of two experts: one international expert from the Institute of Development Studies (IDS) (Chris Béné) and one independent national-level expert (Chey Tech). Their task of this report was to conduct a ‘Situation Analysis’ in order to identify the challenges and opportunities encountered in the Cambodian context in order to embark into an ASP approach. This first report is expected to be followed by a Strategy Paper. The objective of this Strategy Paper will be to identify and discuss the different options that the UNDP country office should consider in order to move forward a ASP agenda.

7.3. Methodology

The Situation Analysis was completed over a four month period (March – June 2014). During this period, the best practices available through the literature (published articles and grey literature, governmental and non-governmental organizations' programme and project reports) were reviewed and decisive factors in which the Adaptive Social Protection approach has succeeded in addressing people's vulnerability to climate change in contexts similar to Cambodia were identified. In parallel to this international literature analysis, the strong in-country experience of the national consultant was instrumental to conduct primary and secondary in-country research and identify and collect key information and documents in Cambodia. The documents covered published and grey literature, official documents from the Royal Government of Cambodia (RGC), available technical and financial partners' reports, NGOs and research projects' reports.

Working in close collaboration with the national-level consultant, the international consultant ensured that the information was organized, analyzed and synthesized in a way that feeds directly into the Situation Analysis. For this the international expert used methods derived from impact pathways analysis, and relied on his experience gained as coordinator of two recent ASP programmes (the 'Adaptive Social protection in the context of Agriculture and Food security' programme funded by DFID¹ and the 'Social protection and climate change adaptation: convergence and transformation' project funded by IrishAid) and related work – e.g. the review commissioned by the OECD on 'Social Protection and

Climate Change (Béné et al. 2013). The objective was to structure the analysis so that it provides an appropriate overview of why an Adaptive Social Protection approach is needed and what policy lessons and options are relevant in the Cambodian context. The secondary data was then completed and cross-checked through formal and informal discussion that took place during a short six days in-country mission and the different meetings that were organized with key-stakeholders (See detail in Appendix) and UNDP staff, in the relevant domains of social protection, disaster risk reduction and climate change adaptation.

8. Rapid Review of the Literature on Adaptive Social Protection

A review of recent literature from a variety of different sources confirms a growing consensus emerging around the need to integrate SP, CCA and DRR. The Stern Review (Stern 2006), for instance, called for strong action on climate change and for integrating this into development thinking more broadly, not least because of the probable increases in the frequency and intensity of natural disasters resulting from climate change. The 2007/8 UN Human Development Report (HDR) made a similar point, recommending that CCA should be at the heart of the "post-2012 Kyoto framework and international partnerships for poverty reduction" (2008: 30). The same HDR also argued that it would be important to "expand multilateral provisions for responding to climate-related humanitarian emergencies and supporting post-disaster recovery" (ibid). Stern later went on to single out social



A herd of cattles is on their way home. (UNDPChansok Lay)

1 <http://www.ids.ac.uk/project/adaptive-social-protection>

protection as a key component of adaptation and called for integrating “climate risk, and the additional resources required to tackle it, into planning and budgeting for and delivering these development goals” (2009: 37).

In parallel with the release of the 2007/08 HDR, the World Bank also published a review of the role of major cash transfers in its various post-natural disaster interventions implemented in Turkey, Sri Lanka, the Maldives and Pakistan (Heltberg, 2007). It followed this up with a report on the contributions social policy interventions – such as health, education, community-driven development and in particular social protection interventions – can make to adaptation, and to reducing vulnerability to extreme climate impacts at the household level (Heltberg et al., 2009). To the central role of social protection in adaptation, they add another critical consideration, namely that of adapting at many different levels, such that household adaptations are supported by international actions that endorse a social justice agenda and propose to share the burdens of climate change globally.

According to Heltberg et al. (2009), SP has formed an important and well-performing part of the World Bank’s disaster response in several major recent climate-related disasters in South Asia. In these circumstances, support is often provided directly as cash to affected households, although workfare (cash-for-work) is another commonly-utilised instrument which is well-suited to the short-term relief phase (Creti and Jaspars 2006)². Experience suggests that it is important to have such programmes in place before the onset of natural disasters – as demonstrated in the case of the 2008 Wenchuan earthquake in China (Kabeer et al. 2010) -, with flexible targeting, financing and implementation arrangements for scaling up as appropriate (Alderman and Haque 2006), and prevention and risk management measures already integrated in (Bockel et al. 2009).

Other social protection instruments that are also used in disasters include conditional cash transfers, near-cash instruments such as vouchers and fee waivers, social funds, and specific services such as child protection, orphanages, and rehabilitation for persons with disabilities. In Bangladesh, recent experiences of asset restocking following disasters (Marks 2007; Devereux and Coll-Black 2007; Tanner et al. 2007) demonstrate that such approaches can contribute to reducing vulnerability to climate shocks by providing liquidity and alternative sources of income during times of household stress (Davies et al. 2009).

A particular type of risks that needs attention is idiosyncratic and covariate risks associated to the market. Due to their growing dependence on markets for inputs

(e.g. fertilizers, gasoil) and outputs (commercialized farming products), rural farmers are increasingly exposed to market shocks. Those can be induced by climate or weather-related disasters such as drought, or by macro-economic (national or global) crisis. To address these, efforts have so far focused essentially on ex-post relief interventions or price stabilization mechanisms. A growing number of projects are exploring alternatives to these types of operations, pointing out in particular the potential role of ex-ante approaches such as index based weather insurance, to reduce the vulnerability of rural farming households to these market-based risks (Belete 2007; Skees 2008).

Much less has been done to link SP and CCA, and bringing the SP and CCA discourses together is now recognised as a major challenge for the next few years (Shepherd 2008; Béné 2011). Heltberg et al. (2009) argue that past social responses to ongoing climate volatility have failed to offer effective protection to the poor, and suggest that promoting approaches such as social funds, social safety nets for natural disasters, livelihoods, microfinance and index insurance would help address this gap. Coverage of programmes and instruments helping poor and vulnerable people manage climate risks remains low however, although an increasing number of examples of good practice are now documented in the literature (Jones et al 2010).

The concept of ASP built on those various considerations. It aims at bringing together the agendas of SP, DRR, and CCA together both conceptually and in policy and practice (Davies et al. 2009). The underlying assumption is that combining components of these three domains can improve the efficiency of interventions and increase impacts on the poor’s unsafe living conditions, counter the underlying causes of vulnerability, and promote people’s ability to adapt to a changing climate. Taking vulnerability as the starting point provides the core conceptual link between SP, CCA and DRR. But ASP adopts a particular approach to vulnerability, where vulnerability is viewed not simply as a function of risks and shocks, but also as a result of a pre-existing socio-institutional context. In that sense, ASP goes beyond shock or disaster-related vulnerability and attempts to embrace other more insidious root causes of vulnerability.

In addition to the fundamental concern with reducing vulnerability, ASP is characterized by considerations of temporal scale (from the short to the longer term – see Jones et al. 2010) and geographic scale (from the local to the global level – see Heltberg et al. 2009). Previous works have set out the conceptual foundations for bringing the three domains together (cf. Davies et al. 2008a; Davies et al. 2008b; Cipyryk 2009).

2 Cash for work, however, can also be used with long-term objectives.

In a broad sense, ASP derives from the Sustainable Livelihoods Framework (SLF) which describes how people utilize different forms of capital, such as natural or financial resources, to construct a living (Scoones 1998; Marsh 2002). But it also recognizes that the everyday risks that people face in their life do not just result in variability in living standards, and that a lack of means to cope with risk and vulnerability is in itself a cause of persistent poverty and poverty traps (Chambers 1989; Sen 2003; Dercon 2005; Wisner 2009). At the same time, there are potentially numerous different pathways out of poverty and vulnerability, and approaches to interventions to address these problems will vary in their suitability, depending on the national and sub-national context encountered (Brooks et al. 2009). These pathways do not just concern the transfer of material goods to poor and vulnerable people, but also the development of rights-based approaches as a means of empowering people to exercise their 'voice', and so acquire immediate benefits, but also influence processes of change and social transformation (Conway et al. 2002; Devereux and Wheeler 2004).

Drawing on these, ASP is premised on the potential synergies to be gained in moving away from the single-stranded approaches used so far, and promoting instead strong integration of SP, DRR and CCA policies and practices. This body of research has already outlined some of the benefits but also challenges of integrating SP with DRR and CCA, both in response to short-term climate disasters, as well as long-term risks posed by climate change. Davies et al. (2009) for instance discuss in detail the benefits and challenges that specific types of SP instruments can have in promoting CCA and DRR.

9. Policy and Institutional Background

9.1. The Importance of Climate Change and Disasters in Cambodia

Cambodia is considered the second most hazard-prone countries in South and South-East Asia after Bangladesh (Fig.1). The major disasters faced by the country are, in order of prevalence, floods, droughts, typhoons, forest fires, landslides and storms.

The impact from flood and drought events in the past has resulted in a high number of casualties and destruction of infrastructure, property, crops, and livestock. The Ministry of Environment (2005, 2006) reported that the most severe floods, which occurred in 2000, killed some 350 people and caused US\$150 million in damages to crops and infrastructure. The latest flood in 2013 was also particular important: it affected 377 thousands households, killed 168 people, and caused a total damage and loss of 356 million US\$ (RGC 2014). In terms of drought, the most severe recent event, which occurred in 2002, affected more than two million people and destroyed more than 100,000 ha of paddy fields. Particularly vulnerable are populations that experience chronic vulnerability and poverty, including food insecurity, poor access to public services and lack of SP support.

Fig.1. The Ten Countries Most Vulnerable to Climate Change

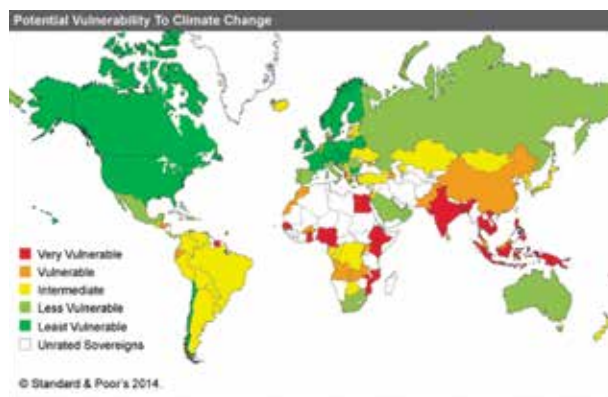


Source: Petherick 2012

The impacts of climate change on Cambodian agriculture, particularly on rice cultivation, are predicted to adversely affect food production and food-security in rural areas. Various climate models depict different trends in annual precipitation, with some predicting substantial increases in total precipitation (i.e. more intensive rainfall events following after longer dry spells), and some predicting a rise, followed by a fall (UNDP 2009).

What is more, in the 2014 Standard & Poor vulnerability assessment Cambodia ranks at the very bottom out of 116 sovereigns rated being thus the country most vulnerable to the consequences of Climate Change (Fig. 2). The index comprises three dimensions of vulnerability: share of coastal population living below five meters of altitude (data from 2000), share of agriculture in national GDP (2012), and the vulnerability index compiled by Notre Dame University Global Adaption Index (ND-GAIN; 2012) which measures the degree to which a system is susceptible to, and unable to cope with, adverse effects of climate change. The ND-GAIN index includes three components: exposure, sensitivity and adaptive capacity (<http://index.gain.org/ranking>) (S&P 2014).

Fig.2. The Ten Countries Most Vulnerable to Climate Change



Source: Petherick 2012

In addition to food and drought, Cambodia is also exposed to other economic shocks such as price shocks. The NSPS 2011-2015 proposed a summary table of the different economic and climate shocks identified as major sources of vulnerability for Cambodia (Table 1).

Table 1. Risks, Shocks, Determinants of Vulnerability and Vulnerable Groups.

Main risks and shocks		Determinants of vulnerability	Outcomes	Most vulnerable groups
Situations of emergency and crisis	Economic crises (price shocks, economic slowdown)	<ul style="list-style-type: none"> Limited income-generating opportunities Food insecure Concentrated in insecure, unstable employment Reductions in number of jobs in key sectors of economy Reductions in purchasing power of salaries/ earnings 	<ul style="list-style-type: none"> Rise in under- or unemployment Increase in poorly remunerated, insecure and risky jobs Lower remittances Increase in food insecurity 	<ul style="list-style-type: none"> All poor and near poor
	Climate, environmental, natural disasters (floods, droughts)	<ul style="list-style-type: none"> Crop farming and livestock rearing for subsistence and income provision Dependence on (often degraded, over – exploited and contested) common natural resources for livelihoods Live in remote, isolated areas and suffer a low level of community infrastructure Low savings and assets to cover emergency needs 	<ul style="list-style-type: none"> Destruction or degradation of assets and resources Increase in under or unemployment Increase in incidence and severity of food insecurity Lower incomes 	<ul style="list-style-type: none"> All poor and near poor People living in flood- and drought- prone areas

Source: NSPS 2011-2015

9.2. Recognition of the Importance of Climate Change at the Policy Level

Cambodia has adopted a range of policies to address issues of climate change risk and adaptation. The country ratified the United Nations Framework Convention on Climate Change (UNFCCC) on 18 December 1995 and acceded to its Kyoto Protocol in 2002. In this regard, the threats and established facts around climate change are fully recognized by the Cambodian government at national level and at international level by the international community.

In 2006, the Cambodia National Adaptation Programme of Action to Climate Change (NAPA) presented a range of priority projects to address urgent and immediate needs and concerns of people at the grassroots level for adaptation in key sectors such as agriculture, water resources, coastal zone management and public health³. These projects were aligned with Cambodia's development objectives as outlined in the "Rectangular Strategy for Growth, Employment, Equity and Efficiency" (adopted in July 2004), as well as in the "National Strategic Development Plan 2006-2010" (NSDP 2006-2010).

Since the elaboration of the NAPA, several other key documents have been developed by the RGC (with the support of different partners), that have some strong link to CCA. In particular the implementation of the NSDP Update of 2009-2013 has been marked by

- (i) the operationalization of Climate Change institutions: National Climate Change Committee – (NCCC), established in 2006; the Climate Change Technical Team (CCTT); and the Climate Change Department (CCD),
- (ii) planning for national and sub-national climate change responses (Cambodian Climate Change Strategic Plan, CCCSP) and corresponding sector strategies and action plans in nine key line ministries, Climate Change Financing Framework (CCFF), preparatory work for national monitoring and evaluation (M&E) and legal framework for climate change), and

3 The NAPA document stresses the need to improve agricultural productivity through climate-resilient expansion of irrigation and improved management of freshwater resources to ultimately reduce the vulnerability of rural farmers to hydro-meteorological hazards. The NAPA consisted of 39 adaptation projects which were identified based on gap and policy analysis, results of a field survey, national and provincial consultations, expert review, and inter-ministerial review. Twenty of these projects focused on issues of water resources and agriculture (UNDP 2009).

- (iii) implementation of a first generation of climate change projects and pilots, which provided opportunities for government departments, civil society organizations and academia to gain experience in managing climate change programmes, and generating knowledge on potential CCA and mitigation options in Cambodia.

In 2011 the Cambodian Climate Change Alliance (CCCA) was initiated. The CCCA plays a unique role in strengthening the national institutional framework for the coordination of the climate change response. The CCCA programme was designed to be fully aligned with and strengthen the national institutional framework for climate change. It is implemented by the MoE, in its capacity as chair and secretariat of the NCCC. Key NCCC members sit on the CCCA Programme Support Board, and the members of the inter-ministerial CCTT are involved in the implementation of CCCA activities. Within the MoE, the CCD, as the Secretariat of NCCC, is in charge of overseeing programme implementation.

The Cambodian Climate Change Strategic Plan (CCCSP) is another relevant document for our situation analysis. The CCCSP was developed under the overall coordination of the MoE, with the active participation of the CCTT, the NCCC and several international and bilateral development agencies. Interestingly, amongst the eight strategic objectives that have been identified, one of them makes direct reference to ASP (objective no.6)⁴: "Promote adaptive social protection and participatory approaches in reducing loss and damage due to climate change".

The National Climate Change Committee (NCCC) was established in 2006 with the mandate to coordinate and monitor the implementation of the Government's policies, strategies, regulations, plans and programmes in response to climate change issues. The Prime Minister of Cambodia is the Honorary Chair of the NCCC, while the Minister of Environment serves as its Chair. The CCTT was established as an inter-ministerial body to provide technical support to the NCCC in fulfilling its mandate. The CCD within MoE serves as the Secretariat for the NCCC and coordinates

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

the activities of the CCTT. There are climate change focal points and working groups appointed by key line ministries to oversee climate change related activities, such as the development of Sectoral Climate Change Strategic Plans (SCCSPs), action plans and projects.

9.3. Overview of Disaster Risk Reduction Policy in Cambodia

The second important area to be considered in this situation analysis is that related to disaster, and how the RGC manages disaster reduction.

In January 2005, one hundred and sixty-eight nations including the RGC participated in the World Conference on Disaster Reduction (WCDR) held in Kobe, Japan, organized by the United Nations Office for Disaster Risk Reduction (UN-ISDR), which resulted in a resolution for the implementation of the Hyogo Framework for Action (HFA).

At the follow-up Action for Disaster Reduction in Asia Conference in Beijing, it was proposed that countries in Asia should develop national action plans for disaster risk reduction to comply with the principles of the HFA, establish action plans for building capacities at the national and community levels, and manage the administrative and infrastructure systems in order to deal with the impact of disasters. It was recommended that these national action plans for disaster risk reduction should address the main priorities under the HFA.

To address the implementation of the HFA in Cambodia, the National Committee for Disaster Management (NCDM) and the Ministry of Planning (MoP) established an inter-institutional task force to spearhead the formulation of a "Strategic National Action Plan for Disaster Risk Reduction 2008 – 2015" (SNAP) for the RGC. The primary motivation of the RGC in the formulation of the SNAP was the vulnerability of the population, especially the poor, to the effects of natural, environmental and human-induced hazards. This was expected to be achieved by strengthening the disaster management system in Cambodia and by incorporating a DRR perspective into the policies, strategies and plans of government in all sectors and at all levels. The SNAP was conceived and formulated to serve as the "road map" or guide for strengthening and undertaking DRR in Cambodia.

In addition to the SNAP, the NCDM initiated in 2012 the development of a National Contingency and Response Plan (NCRP) for disaster response. Two scenarios, (flood

and drought), were selected as the priorities to establish the NCRP. The development of this plan was contributed by various Ministries which are the members of the NCDM, working groups of the NCDM, most of the Provincial Committees for Disaster Management (PCDM) and representatives from local and international humanitarian organizations including representatives from the UNDP in Cambodia.

This NCRP was expected to be the strategy aimed "at reducing the negative impact of the flood and drought at a minimum [in order] to prevent and response, or emergency rescue effectively and timely" (NCRP 2012, p.3). At the same time, this plan was also expected to contribute significantly to the achievement of the implementation of the RGC's Rectangular strategy. With contribution to the development of the plan and implementation from relevant stakeholders, the NCDM hoped that risks and vulnerability that could happen due to disaster, particularly drought and floods as well as other epidemic and targeted hazards caused by climate change, would be reduced and national development works would also progress gradually with sustainability.

Effectively, the importance of mainstreaming DRR into relevant ministries has been highlighted in different key documents. Disaster risk reduction was for instance highlighted in the recent RSIII – 2014-2018. Among the key cross-cutting issues that this plan will attempt to bring within its fold are, gender, environment, natural resources and green growth, disaster management, and Public Finance Reform. In particular as part of its first objective (on growth) the RSIII recognizes that:

"This growth should be sustainable, inclusive, equitable and resilient to shocks through diversifying the economic base to achieve a more broad-based and competitive structure with low and manageable inflation, stable exchange rate and steady growth in international reserves." (2014-2018 National Strategic Development Plan p. 2 – our emphasis)

The plan also recognizes that there is greater need for different implementing ministries and agencies to work together and work more closely with the sub-national levels.

Beyond the national level actions, strong emphasis was given towards strengthening sub-national capacities, particularly at the community level, to fully support the government priority of poverty reduction as elaborated in national development plans and policies (i.e., NSDP 2006-2010, NPRS, CMDG, NAPA 2006).

9.4. Overview of Social Protection in Cambodia

With the adoption of the Master Plan for the Development of Social Health Insurance in 2003, Cambodia made the first step towards a unified social health protection system. Since then, a series of national policies and guidelines have been developed to supervise the expansion of various forms of a social health protection mechanism in a coordinated way, with the ultimate goal of universal coverage. In particular, the Health Financing Strategic Framework (2008-2015) groups the various existing forms of health financing in Cambodia under one single coherent plan.

In 2009, the RGC appointed the Council for Agricultural and Rural Development (CARD), with the support of the Interim Working Group on Social Safety Nets (IWG – SSN), to develop an integrated national social protection strategy (NSPS). The NSPS was designed to accelerate progress towards achieving Cambodia's Millennium Development Goals (CMDGs) in the wake of the food and fuel prices crises and global economic slowdown in 2008. The NSPS which was endorsed by the Council of Ministers in 2011 and launched in December 2011, includes a sets of 5 objectives, indicating related existing programmes and potential future programmes to achieve them. These objectives are:

1. Basic needs of the population in situations of emergency and crisis;
2. Poverty and vulnerability of children and mothers;
3. Seasonal un- and underemployment and livelihood opportunities;
4. Affordable health care for the poor.

10. Social Protection for special vulnerable groups

The NSPS provides a vision for the development of a coherent SP system, in a phased approach, starting with the establishment of a SP floor for all those in need of protection and ensuring that more and more people can enjoy progressively higher levels of benefits. Further, the recently adopted RSPIII places emphasis on the effective and coordinated implementation of the NSPS.

At the present time, social assistance is also provided by the government of Cambodia through different line ministries, mainly the Ministry of Social Welfare, Veterans and Youth Rehabilitation (MoSVY), which provides supports to orphans, the disabled, the elderly and the poor.

The Ministry of Education, Youth and Sport (MoEYS) runs a scholarship programme to support poor students. Other benefits provided include emergency food assistance as coordinated through the NCDM, and vocational training through the Ministry of Labour and Vocational Training (MoLVT).

SP benefits are also provided under donor-funded programmes including the World Food Programme (WFP)-support schooling feeding programme, under which school meals are served and take-home rations are provided to school children. Other interventions comprise public works programmes implemented under the Rural Investment and Local Governance Project (RILGP) and the ADB-funded Emergency Food Assistance Project (EFAD).

Overall, SP programmes accounted for 5.5 per cent of GDP in Cambodia in 2010 (ILO 2012). However, according to the ILO Social Security Inquiry database, public SP expenditure accounted for only 1.79 per cent of GDP in 2011 (ILO 2012), while the rest came from Donors.

After 2008, in order to have effective coordination at the inter-agencies level on the SP agenda, CARD organized several platforms of coordination where the first mapping and scoping exercise on existing social safety net was carried out. These coordination mechanisms included:

- ❖ Interim Working Group on Social Safety Net/Social Protection (IWG-SSN/SP) established in 2009, as a continued subset of the Technical Working Group on Food Security and Nutrition TWG-FSN), as an open platform for all agencies involved in the SP agenda;
- ❖ Social Protection Core Group (SPCG) established in 2010 as part of the IWP-SSN included major Development Plans (DPs) involved in SP
- ❖ Social Protection Coordination Unit (SPCU) established in 2011 at the recommendation of the Cambodian Development Cooperation Forum (CDCF)
- ❖ Social Protection Taskforce (SPTF) established in 2012 with CARD, NCDD, SNEC and MoP as the lead coordinators

Since February 2014 SP is under the Food Security and Nutrition Technical Working Group, which de facto substitutes the IWG – SSN.

Target beneficiaries of the different SP programmes are identified through the National Targeting system (the IDPoor). IDPoor covers rural areas and is soon to cover the urban areas of Cambodia following a community validated asset poverty measure.

11. Evaluation

11.1. Drawing on Previous Experience

What can we learn from previous ASP experience elsewhere?

The concept of ASP is based on the premise that integration between SP, DRR and CCA will improve the efficiency of interventions and increase impacts on the poor's unsafe living conditions, counter the underlying causes of vulnerability, and promote people's ability to adapt to a changing climate. This is the 'theory'. In practice, however, the understanding of the conditions under which this integration is taking place is still less advanced. Arnall et al. (2010), for instance, analyzing 124 agricultural programs in five South Asian countries – Afghanistan, Bangladesh, India, Nepal and Pakistan – found that 42 per cent of these programs reviewed in their analysis are not integrated at all, 42 per cent include interventions that integrate two domains, and only 16 per cent present objectives that integrate the three domains together.

Arnall's analysis confirms what Andrew Steer pointed out in his address to the 2011 Addis Conference (World Bank 2011): that practitioners and policy-makers from the three domains have not yet managed to coordinate effectively among themselves and that they are still mainly working in silos (see Table 2 for a brief breakdown of each silo). Several potential explanations for this situation can be brought forward.

First, in most countries, CCA, SP and DRR typically have separate institutional 'homes', often Ministries of Environment for CCA, Ministry of 'Social Affairs' for SP, and Ministries of the Interior or civil protection agencies for DRR, each with their own inter-sectoral coordination groups, each with their own channels of funding, and each with separate entry points in different international agreements (e.g. UNFCCC for CCA or HFA for DRR). This background complicates good communication and contributes to an environment where only little collaboration emerges between the three domains.

Another important impediment to the integration of SP, CCA, and DRR is financing. Financial barriers relate both to the insufficiency of funds and to the nature of the funds available, which are often identified as 'inappropriate' for the required cross-sectoral, multilevel and flexible framework. While political momentum exists to create new institutional systems, lack of dedicated resources from national budgets (and of trained personnel to implement plans) hampers the operation of such systems. Countries with strong DRR mechanisms and political commitment towards integrated efforts highlight the lack of financial support, appropriate processes, frameworks and program guidelines for integration of DRR in CCA at policy levels and lack of capacity on climate risk management as the main drawbacks for convergence.

Timescales are another important issue. Although all three domains recognize the necessity to go beyond short-term interventions, there is not yet a complete convergence between SP, DRR and CCA in terms of timescale. Arguably,

Table 2. Key Characteristics of SP, CCA and DRR

	Social protection	Adaptation	DRR
Core disciplinary grounding	Development & welfare economics	Environment and physical sciences, more recently from social sciences	Physical sciences and engineering, increasingly more from social sciences
Dominant focus	Implementation of measures to manage risk	Enabling processes of adaptation	Prevention of disaster events and preparedness to respond
Main shocks and stresses addressed	Multiple – idiosyncratic and covariant	Climate-related	All natural hazard-related, including hydro meteorological, biological and geophysical
International coordination	Informal, OECD task group	UNFCCC – Nairobi work program	UNISDR Hyogo Framework for Action
Main funding	Ad hoc multilateral and bilateral, NGOs, national community- and faith-based organizations	Coordinated international funds: Global Environment Facility, UNFCCC/Kyoto funds, Fast-start finance, Ad hoc bilateral	Coordinated international funding; multilateral and bilateral, UNISDR, GFDRR, UNDP, Red Cross/Red Crescent, ad hoc civil sponsored, bilateral

Source: NSPS 2011-2015

the focus in disaster risk reduction is on the relatively short term compared to adaptation, which by many definitions is preoccupied with longer term timeframes. This is potentially challenging. As pointed out by the 2010 World Bank's World Development Report: "Climate change policies require tradeoffs between short-term actions and long-term benefits, between individual choices and global consequences" (World Bank 2010: 52). Longer term wellbeing may require shorter term sacrifices, and it would be useful to have greater clarity on the implications of this for integrating activities with sometimes markedly different temporal focuses.

The consequences of this lack of effective collaboration are multiple. These include duplication of efforts, administrative inefficiencies, or even competition among various groups, which could not only hamper their respective efforts, but possibly compromise the overall effective use of resources. At a more technical level, there are risks that non-collaboration leads to some counterproductive effects. For instance, the rapid expansion of climate change-related efforts may waste time and risk reinventing older approaches if they neglect learning from the experiences, methods and tools developed for DRR. On the other hand, efforts on DRR that do not take account the impacts of climate change on the frequency and magnitude of hazards, exposure and vulnerability may not only fail to achieve their objectives, but even increase vulnerability, for instance when flood defenses provide a false sense of security, but will fail to provide lasting protection against rising flood risk triggered by long-term climate changes.

How and to what extent do these lessons derived from other countries help in analyzing and understanding the situation in Cambodia?

11.2. Assessing the Situation in Cambodia

11.2.1. Is Climate Change Recognized and Accounted For?

In an earlier document the question of whether the RGC had effectively embraced climate change in their development planning was raised: "Although the RGC has taken a firm stance to support the promulgation of the Kyoto Protocol, current national policies and programmes do not address anticipatory climate risk management and long-term climate change adaptation" (UNDP 2009: 12). The analysis of more recent official documents seems to indicate that this lack of awareness and recognition of the climate change reality is behind. In effect, the RGC is now considering "Green Growth" as a key feature of its RSP III for 2014-18. The new NSDP 2014-2018 recognizes climate change as one of its cross-cutting issues (with gender and disaster risk management), and it integrates specific

climate change actions in relevant sectors, as well as climate change-related indicators. The objective of a low carbon, climate-resilient society is also reaffirmed in the CCCSP 2014-23, which provides a framework for climate change integration at the national and sub-national levels.

These declarations seem to reflect a true commitment and political will to address the climate change agenda. Just as importantly, the subsequent step must consist in RGC's engagement in the practical implementation of those policies.

11.2.2. State of Climate Change Adaptation Planning

Cambodia's Initial National Communication (INC) to the UNFCCC has examined the country's vulnerability to climate change. As seen in the previous sections, there is emerging evidence that agriculture-based livelihoods and overall food security in Cambodia are already affected by increased frequency and severity of floods, dry spells and drought events (CCCSP 2014). These successions and combinations of drought and floods have resulted in a significant number of fatalities and considerable economic losses, which have been further exacerbated by deforestation.

According to an earlier document (UNDP 2009), such dynamic climate trends have not always been taken into consideration in the government's planning and decision-making processes (at least up to the end of the 2000s), mainly due to the fact that climate change challenges in Cambodia were predominantly addressed through post-disaster relief operations after extreme weather events. In that, a major constraint to move from an exclusive focus on post-disaster relief to anticipatory agricultural and water planning is the lack of technical capacities and effective cooperation among both government agencies and community organizations. A stronger internalization of a long-term resilience perspective and preparedness into sectoral policy and planning will thus be required.

Yet the reading of more recent documents reveals that the RGC does not plan its CCA interventions simply on current climatic conditions any longer, but relies on projections as well. The CCCSP 2014-2023 report for instance refers to the SRESB1 and SRESA2 scenarios and to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) in the first pages of the document. It also refers to the "medium" (2014-2018) and "long term" (2019-2023). In the future, climate change related planning must certainly go beyond a timeframe of 10 years. Nevertheless the eight strategic objectives identified for the CCCSP in the document (see list in footnote 4 above) suggest that Cambodia, in terms of vision, is moving in the right direction. In fact, as pointed out by the CCCA updated document "Domestic financing in support of

Climate Change programmes is limited but growing (around 25% of total climate change expenditure) even if it is [still] primarily allocated to disaster management and small rural infrastructures" (CCCA2 2014: 5).

11.2.3. Capacity in Climate Change Adaptation

As mentioned, deficits in terms of technical capacities and related to collaboration between the different political entities (national and subnational level) have postponed an integrated approach to climate change adaptation so far. The authors of the present report are not in a position to evaluate whether these statements describe appropriately today's situation in Cambodia, but it seems that these difficulties in capacity-building are recognized even within the RGC. The NSPS 2011-2015 report for instance points out that "Although many regions in Cambodia are relatively shielded from climate hazards, almost all provinces are considered vulnerable to the impacts of climate change owing to low adaptive capacity resulting from financial, technological, infrastructural and institutional constraints" (RGC 2011: 22). Capacity development is in fact one of the objectives of the medium phase of the CCCSP 2014-2023. In that regard, the CCCA2 document states that the early phase of the CCCA programme "has contributed to significant improvements in national capacities during the period 2010-2014, particularly in relation to policy and planning of the climate change response, through the process of development of the Cambodia Climate Change Strategic Plan (CCCSP) and related sector Climate Change Strategic Plans and Action Plans" (CCCA2 2014: 7). Effectively, the members of the CCTT have benefitted from training and mentoring, including vulnerability assessment tools, planning and prioritization of climate change actions, M&E, financing mechanisms, and legal/institutional issues.

As the different ministries move into a full-scale implementation phase of the CCCSP and start implementing the related sector Climate Change Strategic Plans and Action Plans, more technical support is likely to be required. Planning departments in relevant ministries, and central institutions such as Ministry of Economy and Finance (MoEF), National Committee on sub-national Democratic Development NCDD-S, MoP, and the Council for the Development of Cambodia have been involved in the work on the CCFF, but these initial efforts have been focused on a few focal points and there is a need to extend support to more staff (particularly in the MoEF), to support the actual implementation of the CCFF. This includes capacities to conduct cost-benefit analysis in the context of climate change, to estimate climate change impacts on various sectors of the economy, to cost climate change actions and track climate change expenditures and impacts through the budget and M&E systems (CCCA2 2014).

Beyond the staff of the RGC in the central ministries, the need to strengthen capacity is also critical for the rest of the country and in particular at the local level for both government and population. For instance, in relation to water management and agriculture, the NAPA-follow-up report recognizes in its barrier analysis that two of the main issues/constraints which currently prevent progress in CCA are:

1. Lack of local institutional capacity - Although the policy of decentralization is placing more responsibility in the hands of local institutions like provincial and district departments of agriculture and water resources and meteorology, and with commune councils, efforts to develop their capacity have to be broadened.
2. Individual capacity - Strengthening of Farmer Water User's Communities (FWUCs) is very important. It is still unclear how and where community level water management can be done, but there is a need to strengthen the capacities of these FWUCs. In that domain a lot still needs to be done in order to build up the adaptive capacity of rural communities to cope with current climate variability or the risks associated with future climate change.

11.2.4. Policy on Institutional Disaster Risk Reduction

Cambodia is a disaster prone country and RGC claims to have recognized this reality. For instance, RGC announced that the role of the NCDM in coordinating and implementing the 2014-2018 National Action Plan and Strategy on Disaster Risk Reduction will be strengthened through five areas of interventions:

3. Disaster Management Institutions at the national, sub-national, and local community levels strengthened, to ensure the effectiveness of DRR;
4. Enhancing disaster risk assessment and monitoring and improving early warning system;
5. New knowledge and innovation developed, training provided and culture of safety and disaster resilience built;
6. Risk factor reduced;
7. Preparedness for effective emergency response strengthened at the national, sub-national and local community levels.

Yet, a few years ago the SNAP already stressed that while disaster risk management is the primary responsibility of government, efforts to effectively manage disaster risk are set back by a fundamental lack of resources. (SNAP 2008). The conclusions of the recent Institutional Review & Capacity Assessment of the NCDM (IRCA 2013) seem to suggest that only some progress has been made. Practical

DRM in Cambodia has not reached a fully functional status yet as the key legal and policy instruments (i.e., National Disaster Management Strategy (NDMS), National Policy for Emergency Management (NPEM) and a proposed Disaster Management (DM) law) are still in the process of development and have yet to be adopted and approved. While some general policies do exist, they are primarily designed and focused on ensuring coordinated disaster relief and response.

In fact, according to the IRCA report “The government has relegated DRM as a residual concern (...) [and] the NCDM General Secretariat does not appear to have sufficient political clout and abilities in advocating and lobbying for DRM” (IRCA 2013: 11). As a result, the NCDM has, for the past several years, been unable to access adequate fiscal support from the national government to effectively perform its mandate. Current efforts are thus focused on the passage of a proposed DM law that presumably will help address this lack of resources (IRCA 2013). At the sub-national or provincial level, problems seem to be even bigger as policy formulation is non-existent as they depend entirely on the national level.

11.2.5. The current state of the Disaster Risk Reduction Apparatus

Beyond the lack of resources (or because of this lack), the review also found that NCDM operations are severely challenged at all levels including the absence of functional DM structures.

At the national level, the IRCA reports that the NCDM meetings do not occur regularly and that for the past several years government ministries and stakeholders have only met as a result of emergencies and disasters. The inter-ministerial DM Working Group which includes representation from the Cambodia Red Cross, International Federation of the Red Cross and Red Crescent Societies and UN Disaster Management Team, is also not fully functioning. For instance, at the time of the IRCA review, the working group members had not met for several years. Likewise the five sectoral Sub-groups on Emergency Response, Food Security, Health, Small-scale Infrastructure, Water & Sanitation, and Preparedness & Mitigation, do not seem to be functional. As a result, an increasing number of government ministries (e.g. Ministry of Health (MoH), MoEYS, Ministry of Agriculture, Forestry and Fisheries (MAFF) and Ministry of Water Resources and Meteorology (MOWRAM)) appear to be undertaking several disaster management and climate change adaptation related activities and projects disregarding potential synergies (IRCA 2013).

Likewise at the sub-national level, the different DM committees have been given the responsibility to

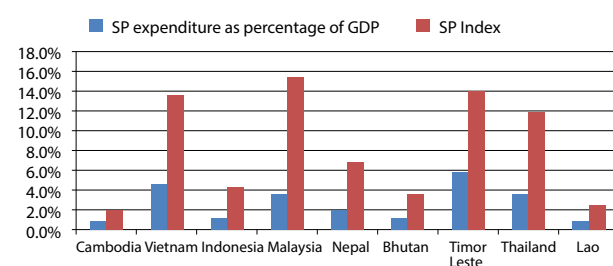
lead disaster management efforts at their respective administrative levels without being provided adequate resources and training. The IRCA report considers that the conditions at sub-national level are even more challenging than at the national level, given that these sub-national entities (PCDM-DCCDM-CCDM) are in effect the front-line actors that have to address the direct effects and impact of emergencies and disaster events. The operation of these sub-national entities is also constrained by the lack of clear cut guidelines and Standard Operating Procedures in relation to the roles and responsibilities among each other. Actual capacities differ considerably from one area to another and depend primarily on the presence or absence of external stakeholders (IRCA 2013).

11.2.6. Social Protection in the Royal Government of Cambodia Agenda

A Mid-Term Review (MTR) of the NSPS was conducted in earlier 2014 with a series of objectives, namely: (i) to assess whether intended NSPS results have been achieved; (ii) to analyze the successes and challenges of the NSPS over the last three years; (iii) to assess to what extent new programs and activities have been implemented or scaled up in line with NSPS objectives; and (iv) to identify lessons learned from key challenges and successes in the program.

The MTR found that the results were mixed. Good progress has been made on raising the profile of SP, engaging in policy dialogue and facilitating capacity development. The numbers of beneficiaries of all social assistance programmes, social and health insurance schemes, and labour market programmes was estimated at over four million in 2009. SP spending in 2009 was estimated to be around 1.0 per cent of GDP. However, due to the nascent state of SP in Cambodia, the country is still ranked lowest in the SP index rating on South East Asia elaborated by the ADB, lower than the average of 2.6 per cent among the group of six low-income countries included in their comparative analysis (see Fig.2).

Fig. 2. Comparative Analysis of Social Protection Expenditure in Six South Asian Countries



Source: ADB (2013)

The MTR also stresses that while a clear definition of roles and functions guiding CARD's coordination role in support of line agency implementation has still to be implemented, it has been difficult so far for CARD to mobilize whole-of-government ownership and buy-in from line agencies. As a result, CARD has faced difficulties in contributing to improved sector component performance through better coordination. In effect, discussion with different stakeholders reveals that the institutional arrangement conceived with the birth of the Strategy in 2009 has harvested less improvements than expected in term of practice but has successfully advocated for Social Protection. As of today, CARD/SPCU has yet to be equipped with the necessary capacity to lead the policy dialogue both with regard to skills, recognition and clear role. Additionally, the establishment of a SP steering committee across line agencies has yet to be achieved. In order for CARD/SPCU to effectively carry out the core functions of its coordination mandate, such institutional relationships will be needed.

According to the MTR evaluation, CARD/SPCU has faced other significant challenges over the previous three years. One concerns the raising of awareness about SP at the national and sub-national levels of government. A great deal of effort has been required to inform relevant agencies about SP in principle and practice. A second challenge concerns the expansion of human resource capacity and a lack of financial resources in the face of the very complex and ambitious action agenda as outlined in the NSPS. The limited means of the Government and



Flooded road to Trapaing Thma dam, Pnom Srok district, Banteay MeanChey (Photo - Humanitarian Response Forum 2013)

a tight national budget (due to a narrow tax base and difficulties in revenue collection) pose further constraints to the ability of the CARD/SPCU to deliver its mission. With many competing spending priorities, including capital investments for infrastructure, basic public services, and the remuneration of low-paid civil servants, little fiscal space remains for the design and implementation of SP programmes, including those targeting the poor and vulnerable (ILO 2012).

11.3. Current state of Adaptive Social Protection in Cambodia

ASP is about breaking the silo. It is about integration, cross-sectoral planning, and coordination between SP, CCA, and DDR at both policy and programme levels. What do the different documents that were reviewed for this study tell us about the current level of ASP awareness?

11.3.1. Level of Integration between Social Protection, Climate Change Adaptation, and Disaster Risk Reduction

SP is explicitly listed in the CCCSP document on several occasions. First in the strategic objective 2 'Reduce sectoral, regional, gender vulnerability and health risks to climate change impacts Strategies' where it is mentioned in point (c) "Promote integration of the CCCSP into other national strategies such as the National Strategic Development Plan (NSDP) and the National Social Protection Strategy (NSPS)" (CCCSP 2014: 14 – our emphasis).

This is in line with the wider Integrated Programming approach that the CCCSP document claims to adopt in relation to climate change: "Due to the cross-cutting nature of climate change, integrated programming is critical to capitalize on interdisciplinary, multi-sectoral, multi-stakeholder and multi-dimensional approaches in programming response actions. All concerned ministries and agencies will be asked to consider links with other sectors when developing their action plans, and the NCCC Secretariat will provide dedicated support to review these links" (CCCSP 2014: 23). Effectively, alongside the CCCSP, line ministries have indeed developed their SCCSPs to guide the integration of climate change into their sectoral planning. While the CCCSP is expected to provide a national perspective and framework for addressing climate change, these SCCSPs focus on sector-specific responses to climate change and the line ministries are now developing their Sectoral Climate Change Action Plans (SCCAP) to operationalize their SCCSPs.

SP is also explicitly mentioned as a cross-cutting issue in the same CCCSP document where it is stated: "Programming

under the CCCSP will also target common issues shared by all sectors such as gender, social protection, research, education, awareness and communication, M&E, climate financing and knowledge management” (CCCSP 2014: 23).

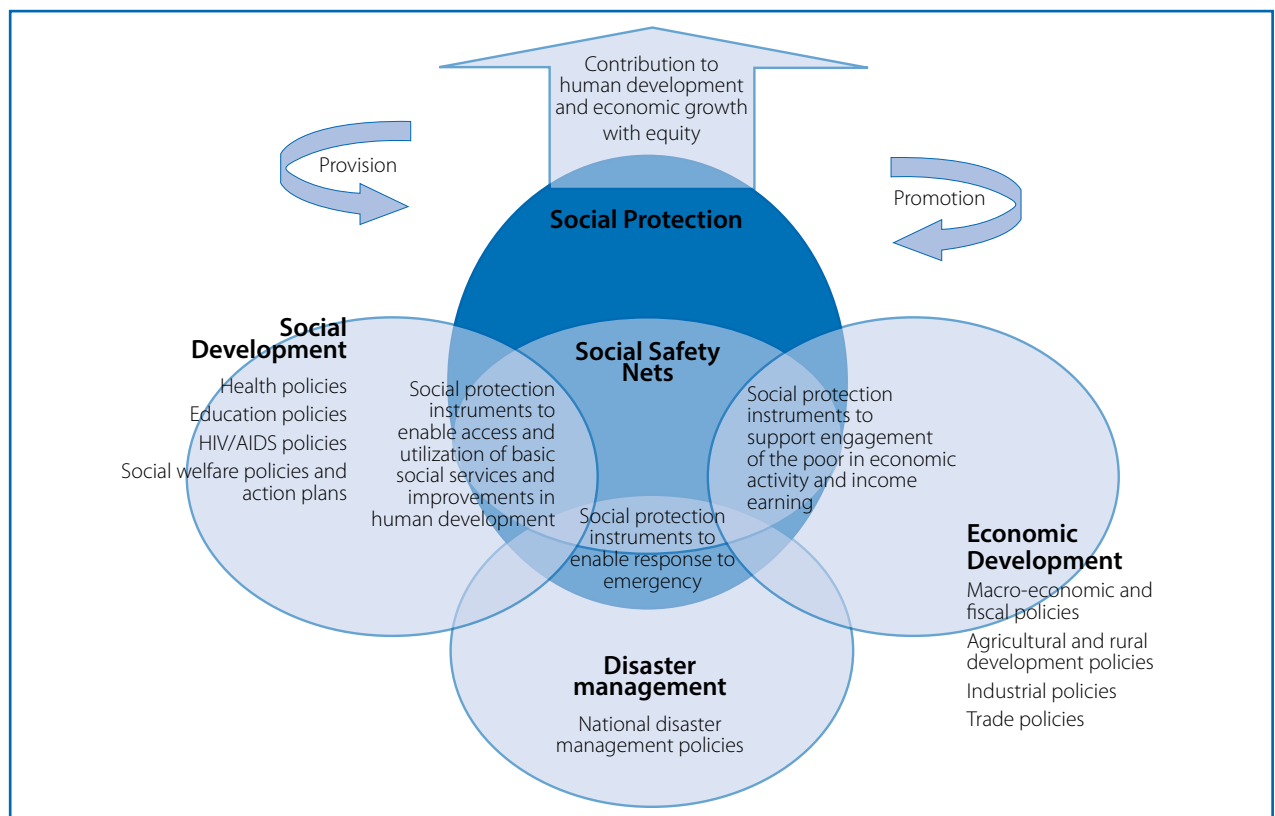
The CCCSP document does not explicitly state however how this integration will effectively take place and how it will engage with SP, as SP is not a sector per se, but rather a series of cross- or inter-sectoral interventions and programmes. It would be important to scrutinize the SCCSPs and the associated SCCAPs to determine if, effectively, social protection is getting recognized as an area of interventions in the different sectors.

This absence of reference to SP cannot however be explained by a lack of information and documents highlighting the recent and current role of SP interventions in the context of disaster management and CCA. The EFAP, implemented by the Ministry of Economy and Finance (MEF) for instance, is a good example: The project focuses on 100 communes in ten provinces, all of which were severely affected by the 2011 floods. The intended impact of the project is reduced vulnerability of food-insecure households in the target provinces with an outcome of improved access to sufficient and nutritious food by food

insecure households. Two significant components of the project involve a cash-for-work scheme and subsidized sales of quality seeds and fertilizer for the wet season. Based on the actual number of participants reflected in the document’s Table 7, the Cash-for-Work and Food for Assets schemes represent the single largest public works program in Cambodia. As pointed out by the MTR, it is correct to assume that an impact and lessons learned assessment from EFAP implementation, that is shared with relevant stakeholders, could help better inform about the programme, but the latter must have been known by those who wrote the CCCA2 document. The fact that despite this information SP was still omitted in the CCCA2 document can be seen as an indication that there is still a long way to go in terms of advancing the agenda of SP, and especially ASP - even within UNDP.

On the other side of the equation, if we search for evidence of integration of DRR or CCA in the Cambodian SP literature, a good indicator would be to look for references to DRR and/or CCA in the 2011 NSPS document. There, disaster and climate change are abundantly referred to, and disaster management is effectively acknowledged as a key pillar for SP – as illustrated in Fig.3 –extracted from the NSPS document (their Fig.1 p. 4).

Fig. 3. Diagram Extracted from the Cambodian NSPS Document – Highlighting the Recognition of Disaster Management as a Key Component of Social Protection



Source: Royal Government of Cambodia 2011

The third chapter of the NSPS proposed a diagnostic of poverty and vulnerability in Cambodia, including an analysis of the types of existing and unseen risks, shocks and crises that affect the population. This chapter also raises the issue of the negative impacts of economic and financial crises and climate change on people's livelihoods. The diagnostic section concludes that "Climate change impacts will have significant implications for food security" (RGC 2011: 22).

Yet the only place in the NSPS document where adaptation (and mitigation) to climate change are mentioned, is on page 54 through the potential role of Public Work Programmes (PWP). While PWPs can certainly be a powerful entry point for adaptation (World Bank 2013), this is only one option to reduce the impacts of climate-related disasters and shocks. Many other approaches, tools and interventions can (or should) be considered in order to make SP more climate-sensitive.

This conclusion about the low profile of CCA and DRR in the actionable part of SP, was also pointed out in the recent UNDP evaluation of SP. It states that both Disaster preparedness instruments and climate change adaptation instruments/adaptive social protection continues to be underdeveloped due to a low level of awareness of how

to put these measures in place and for the high costs of the infrastructure that they will require. Discussions on the concept and rationale for complementation and integration of DRR and CCA have been initiated through several dialogues and workshops but the authors of the IRCA review consider that "interaction between CCA and DRR agencies in the country is still in its early stages" (IRCA 2013: 15). The IRCA report further suggests that "NCDM now needs to establish regular lines of communication and more formal coordination mechanisms. Joint efforts towards mainstreaming into the NSDP should also be seriously considered" (Ibid).

More globally, it is useful to examine closer the actual integration of CCA and DRR in the more general documents, for instance by analyzing the content of the NSDP. While the link is clearly stressed in terms of impact of disasters and climate change-related extreme events on the economy of the countries (and to a lower extent on the livelihood of people), the NCDM is mentioned only three times (not even in the body of the document but in the Annex) of the NSDP - as part of the action plan for object 5 "Improve capacities, knowledge and awareness for climate change responses". For a country where the impact of climate-related extreme events and disasters has been recognized at the highest level, a higher



Cambodian farmers pluck rice seedling for replanting in a rice field in Oddar Meanchey province. (Photo: UNDP/Chansok Lay)

significance should certainly be assigned to the key entity in charge of coordinating disaster response at the national level and the ASEAN level. .

11.3.2. Adaptive Social Protection

A final step in this analysis is to examine the references made in the Cambodian literature to the concept of “Adaptive Social Protection”. At the time of completion of this report, the only reference to the concept of “Adaptive Social Protection” as conventionally understood (Davies’s definition) in the whole Cambodian context is the specific mention made in Objective no.6 of the CCCSP document, where the objective is to: “Promote adaptive social protection and participatory approaches in reducing loss and damage due to climate change”.

The fact that ASP was referred to in such an important document is good news. However, a more thorough look at the list of activities that are proposed to operationalize ASP in the context of the CCCSP (Box 1) reveals that many of these activities are not ASP activities per se - or even SP activities - but refer to a broader agenda. For instance, while the series of activities under point (e) “Institute public engagement, participation and consultations as primary entry points for adaptation planning, promoting the involvement of multiple stakeholders including NGOs, community-based organizations (CBOs), youths, indigenous communities and the private sector” may arguably contribute to support adaptability at the local level, these are not SP activities. They can possibly be relabelled ‘deconcentration activities’ but not SP activities (at least not in the conventional sense). Likewise, activities under (f) “Promoting public-private partnerships, including corporate social responsibility” are not SP activities and their potential effect on adaptability would also need to be considered quite carefully. Even activity (a) “Promotion of micro-financing arrangements” as a tool to reduce vulnerability is still debated.

Past and more recent experience suggests that while such preventive SP instruments have indeed potentially an important role to play in reducing household vulnerability, the evidence also highlights that the extreme poor on average participate much less than their share in the population in these insurance and other similar schemes. More research is therefore required to determine how preventative projects can work alongside protection-oriented interventions to achieve the greatest coverage possible when promoting resilience to climate change. Overall, some would probably argue that the list in Box 1 is not a list of ‘pure’ ASP activities.

Box 1. Operationalizing ASP?

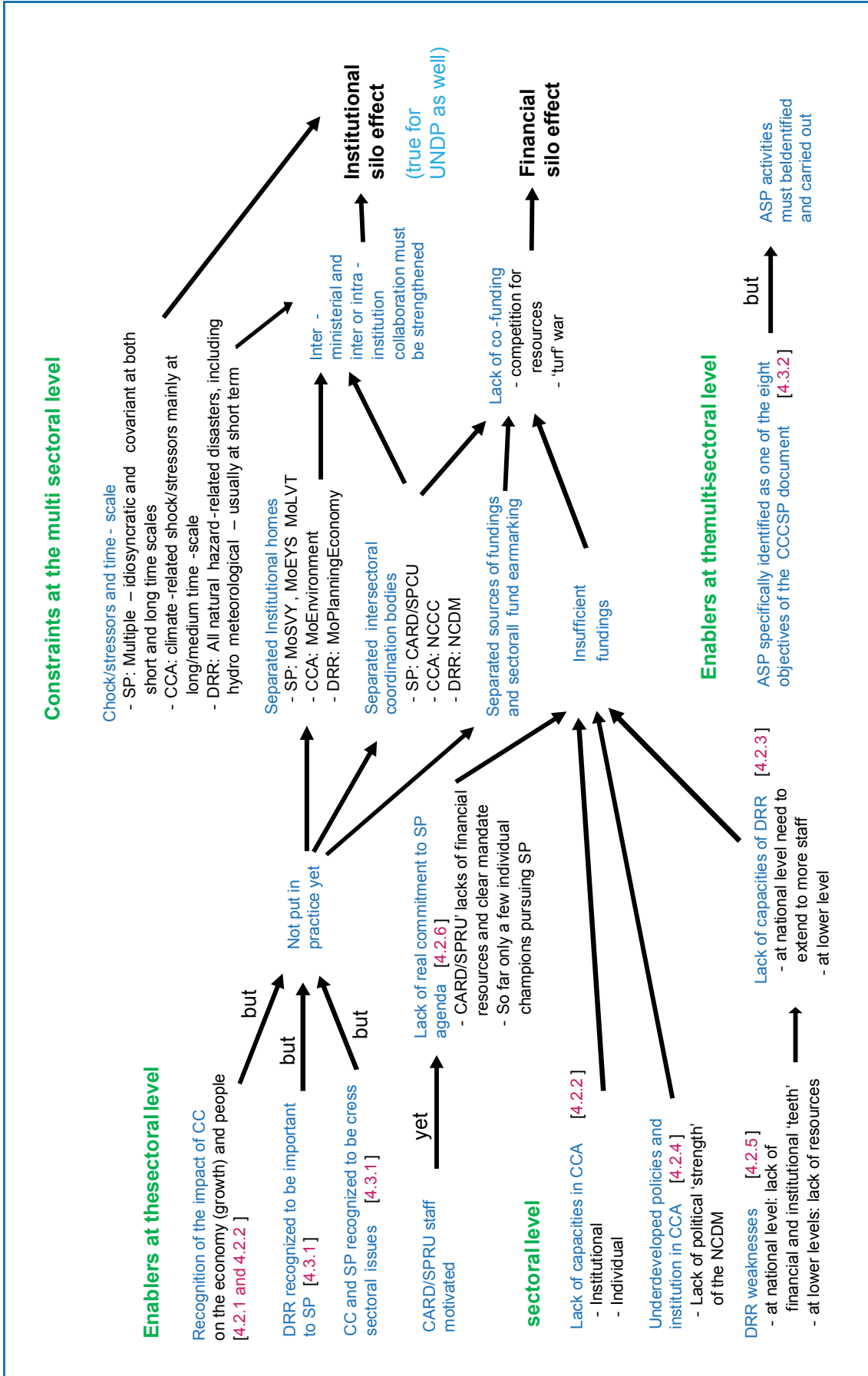
- a) Promote micro-financing to improve access to credits by local communities for climate change responses;
- b) Promote and encourage insurance schemes for reducing climate-risk and disaster burdens on society; [see comment below]
- c) Integrate gender into climate change response planning;
- d) Leverage the decentralization process to strengthen financial and institutional processes for local adaptation;
- e) Institute public engagement, participation and consultations as primary entry points for adaptation planning, promoting the involvement of multiple stakeholders including NGOs, community-based organizations (CBOs), youths, indigenous communities and the private sector;
- f) Promote public-private partnerships, including corporate social responsibility.

Source: CCCSP 2014: 17-18

12. Mapping the Enablers and Constraints to Adaptive Social Protection in Cambodia

In this last section we build on the information presented in the previous parts of this document to generate an Enabler and Constraint pathways analysis whereby both the factors that foster or conversely hold back the promotion and implementation of an Adaptive Social protection agenda in Cambodia are linked together into a coherent and comprehensive map (Fig.4).

Fig.4. Enablers and Constraints pathways analysis



Note: [2.1.6] = sections in this report

13. Conclusion

Cambodia is considered the second most hazard-prone country in South and South-East Asia after Bangladesh. In particular floods and droughts are among the most damaging shocks for rural households, and climate change will heighten their severity.

Social protection, disaster risk reduction and climate change adaptation are three communities of practices that were developed with the main objective of reducing the impacts of shocks and hazards on individuals and communities. To date, however, cross-fertilisation between these three communities needs still to be fostered and extended. In that, the three streams will have to make use of synergic effects and become aware of their commonalities and overlapping agendas. Furthermore, institutional constraints need to be addressed in order to gradually overcome them and communication must be spurred to guarantee effective collaboration among the entities involved.

Yet, many recognize that the integration of social protection, disaster risk reduction, and climate change adaptation would help creating and fostering synergy between vulnerability-reduction interventions. In a context of scarce human and financial resources, a more integrated or coordinated approach between these three communities would also help to reduce the risk of duplication or possibly conflicting interventions.

In this context, following the publication of the National Human Development Report on 'the future of rural livelihoods in the face of Climate Change' in 2011, the Cambodian UNDP-CO decided to explore the possibility of using the concept of Adaptive Social Protection (ASP) to strengthen the integration between SP, CCA, and DRR within their own programmes/projects at country level – with the ambition to be soon in the position to promote ASP beyond the UNDP-CO.

The present report was commissioned by the UNDP-CO with the objective to conduct a 'Situation Analysis' and in particular to identify the challenges and opportunities encountered in the Cambodian context in relation to the implementation of Adaptive Social Protection. Based on a combination of primary and secondary data, the report identifies a series of serious constraints at both sectoral and inter-sectoral levels. These constraints, it is argued, create the conditions for the existence of entrenched institutional and financial silo effects. As a consequence, little cross-fertilisation has occurred so far between the potential key actors (both individuals and institutions).

The report, however, provides additional information in the form of an Enablers and Constraints pathway analysis. This pathway will be useful for the building of a Theory of Change - as the basis for the UNDP-CO to plan its future activities in relation to the promotion of an ASP agenda.



A man ride a bicycle on a flooded road (Photo: UNDP/Chansok Lay)

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15. List of Consulted Stakeholders

Royal Government of Cambodia (RGC)

H.E Dr. Sann Vathana, Deputy Secretary General, CARD

H.E Chuob Sithan, Advisor to NCDM

H.E Neang Chhem, Director of Emergency Response and Rehabilitation

H.E Prak Thaveak Amida, Deputy Director General, MAFF

Mr. Keo Ouly, ID Poor Program Manager, MoP

Mr. Im Sophal, Director of Emergency Response and Rehabilitation Department, NCDM

Mr. Chan Sothea, Director, Division of Research and Policy Development, NCDD-S, Ministry of Interior

Mr. Touch Pol Ponnlok, Senior National Policy Advisor, NCDD-S, Ministry of Interior

Dr. Tin Ponlok, Deputy Director General and Head of the CCCA Trust Fund Secretariat, MoE

Dr. Heng Chan Thoeun, Deputy Director of Climate Change Department, MoE

Mr. Ieng Somonea, Monitoring and Evaluation Specialist, EFAP/MEF

Development Partners/NGOs

Dr. Karin Schelzig, Senior Social Sector Specialist, ADB

Mr. Chea Kimsong, Social Policy Specialist, UNICEF

Ms. Pheng Sokrathna, Programme Officer, WFP

Mr. Chan Sophal, Director for Policy and Enabling Environment, HARVEST

Ms. Valentina Bacchin, Humanitarian Coordinator, Oxfarm Novib

Mr. Ammar Kawash, Program Officer, WFP

Mr. Sila Phung, Program Officer, DanChurch Aid

UNDP

Mr. Napoleon Navarro, Deputy Country Director (Program), UNDP

Mr. Natharoun Ngo, Team Leader of Poverty Reduction Unit, UNDP

Ms. Kalyan Keo, Program Analyst, UNDP

Ms. Marisa Foraci, Economist, UNDP

Mr. Hang Sovannarith, Project Coordinator, UNDP

Mr. Julian Abrams, Int. Consultant for Resilience Livelihood, UNDP

Mr. Johnson Nkem, Technical Specialist-CCA, UNDP

Mr. Julien Chevillard, Trust-Fund Administrator, UNDP

Annex 2 Theory of Change Workshop Report

Cambodian Adaptive Social Protection Theory of Change Workshops Report

Prepared by Joanne Manda and Yumiko Yamamoto, UNDP APRC

Background:

Following up with the Social Protection work that UNDP APRC and UNCDF initiated in 2013, UNDP Cambodia decided to organize two national workshops on Adaptive Social Protection (ASP) Theory of Change – one with UNDP staffs and another one with the national stakeholders. Based on the Issue Tree elaborated in the Situation Analysis prepared by Chris Béné and Chey Tech, UNDP Consultants, the main goal of the workshops is to identify possible change paths towards designing and implementation of the ASP in Cambodia. The workshops were held in Phnom Penh, July 17-18, 2014 (Annex I-workshop schedule; Annex II-list of participants).

Joanne Manda, Climate Change Finance Specialist, and Yumiko Yamamoto, Inclusive Growth Policy Specialist, of the UNDP Asia-Pacific Regional Centre were the facilitators of the workshops (Annex III: Terms of Reference). The authors of the situation analysis (Chris Béné and Chey Tech) as well as UNDP consultant for the ASP strategy paper (Brett M. Ballard) attended the workshops as resource persons.

This brief document will summarize the discussions at the theory of change workshops and serves as an input to the ASP strategy paper.

Problems/ Issues (identified in Béné and Tech (2014):

Cambodia is considered the second most hazard-prone countries in South-East Asia after Bangladesh. In particular floods and droughts are among the most damaging shocks for rural households, and climate change will heighten their severity.

Social protection, disaster risk reduction and climate change adaptation are three communities of practices that were developed with the main objective of reducing the impacts of shocks and hazards on individuals and communities. To date, however, little cross-fertilisation has been occurring between these three communities. The three streams seem to be unaware of their commonalities and overlapping agendas, or to be unable to overcome institutional constraints and poor communication, which prevents them from working together.

Yet, many recognize that the integration of social protection, disaster risk reduction, and climate change adaptation would help creating and fostering synergy between vulnerability-reduction interventions. In a context of scarce human and financial resources, a more integrated or coordinated approach between these three communities through ASP framework would also help reduce the risk of duplication or possibly conflicting interventions.

The 'Situation Analysis' (Bene and Tech 2014) commissioned by the UNDP Cambodia identified a series of serious constraints at both sectoral and inter-sectoral levels. These constraints, it is argued, create the conditions for the existence of entrenched institutional and financial silo effects. As a consequence, little cross-fertilisation has occurred so far between the potential key actors (both individuals and institutions). The starting point of the Theory of Change workshops was findings in this situation analysis document, including Enablers and Constraints pathway analysis (p.2).

The workshop started with presentation of the objectives and an overview of ASP as well as key findings from the situation analysis, followed by group discussions, which identified the change paths (p. 5 and p.9).

Day 1 – Consultations with UNDP staff

A consultation workshop was conducted with UNDP staff representing Environment, CCA, DRR and poverty and Social Protection thematic areas. A list of participants can be found at annex 2 below.

Reactions to Situation Analysis - There was overall agreement with the content and conclusions of the situation analysis although staff suggested that more emphasis could be put on the positive aspects and the entry points already in place. An example raised was how the MoE had conducted an inclusive process to develop sectoral action plans as well as spreading climate change finance through the CCCA's trust fund) to other ministries to pilot integrated pilot programmes bringing climate, DRR and social protections together (e.g., raised was the work with the elderly (old people's pension groups) on CCA projects). It was noted that Min of social affairs/ CARD are not currently included as primary partners of CC activities but could be considered in the second phase of the CCCA programme.

Some additional entry points for ASP initiative could include:

1. Review the cross-sectoral issues within the national adaptation plan process (NAP) and maybe utilize this to foster more integrated programing.
2. Identifying early entry points for ASP – supporting ministries to consider – individual/HH vs community centered programme interventions-
3. Changing the target population for some of the large scale DRR/CCA/Poverty/livelihoods programmes
4. Influencing the role of the donors through CDC – when the donor negotiates with CDC, if the government has some tools that can support integration of CCA/DRR and SP – then the donor can use these (e.g. in M&E). The same tools could be used when the donor negotiates with ministries, programme/ project-based approach. (e.g., water, agriculture)
5. Reviewing the national vulnerability index to see what can be used for better targeting and as early entry points for integrated programing.
6. Reviewing institutional arrangements between the complementary inter-ministerial bodies - e.g. NCDM is part of CC Action plan process (under MoE/NCCC), but MoE not involved in DRR. Members of CARD are on the NCCC (agricultural committee) but there is no formal institutional arrangement between NCCC and CARD. Why is MoPlanning and economy home of DRR?
7. CDC/ MoF is key to coordinate the donor funds and implement activities.

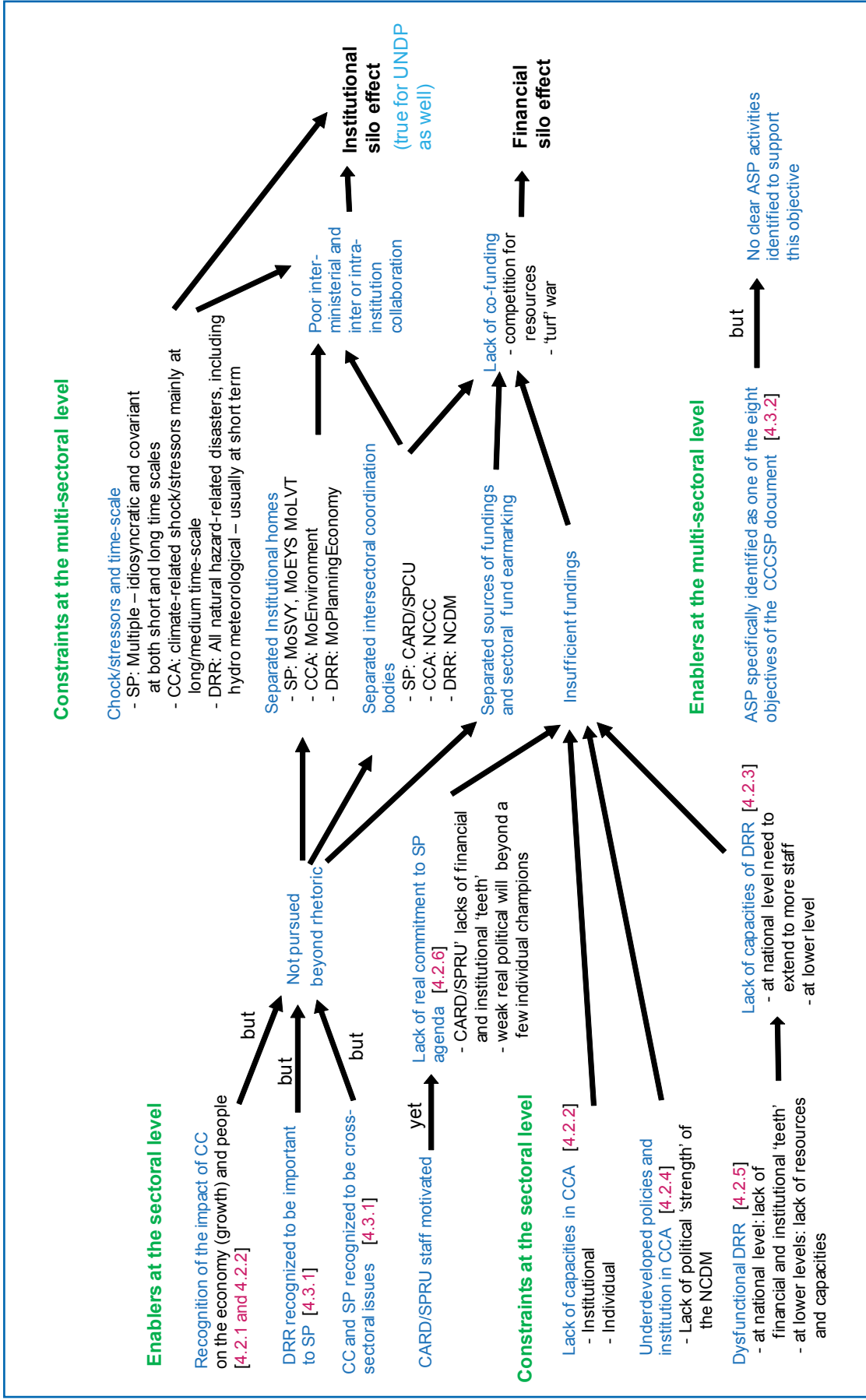
Staff pointed out that for integration to happen the issue of terminology is important since experts from each practice area have different terms for similar things. It was suggested the ASP term need not be emphasized but that the focus be on the principles of integration and making sure programmes, initiatives and policies reflect a new way of working. Kalyan suggested to use 'livelihood diversification programme' as a good example for ASP, rather than cash transfer, in the presentation for partners on Friday since cash transfers do not get much traction in Cambodia.

There were some further questions about the role of the decentralization committee NCDD which could be explored further under the situation analysis. It was also pointed out that MSU- national disaster management also has its own DRR plan like CCAP. The next steps after the situation analysis could outline what UNDP aims for in the end – where would ASP be housed in CARD or in sector Ministries etc..?

Staff also pointed out that there seems to be a gap in the analysis of the different policies and programmes in the situation analysis paper and highlighted a need to focus on next steps – But rather than thinking of new programming or policies, to consider how UNDP can assess the existing programmes to promote SP, DRR and, CCA linkages. Where do we have good integration already in action? It was also suggested that some thought be put to considering how this ASP initiative would affect the implementation of the National social protection strategy?

A key consideration for the ASP initiative should be to assess the incentives for integration both at national, local, institutional and also programme levels. A key incentive is finance and the community funds for CCA/DRR were mentioned, however these were seen as short term measures. Hou Serey Vattana (CCBAP) working on CCA programme

Fig.4. Enablers and Constraints pathways analysis



Note: [2.1.6] = sections in Bene and Tech (2014).
Source: Bene and Tech (2014), p. 28.

at community level said that there is need to set up funds at community level to cope with long term interventions around CCA and in the case of CCA there needs to be appropriate technical support as well. Marisa Forasi reacted on the point of setting up the community fund such as self-help group by saying that private dimension within the household should be taken into account. Some people needs more than seeds or cows, sometimes community development assumption is all people in the community need the same thing. We need to take diversity within the community.

The group then conducted a group exercises based on the principles of theory of change analysis and structured around key questions.

Exercise 1

1. Given the situation analysis, what long term change do you think Cambodia should aim for?
2. What are the barriers to achieving these changes?
3. What sorts of interventions/solutions would be suitable to move the country towards the changes desired?
4. What are the assumptions underpinning these actions
5. Who are the key actors (institutions or stakeholders) to engage/partner with??

Exercise 2

1. What is UNDP currently doing? What can we build on?
2. What would be UNDP's role in this context?
 1. Policy?
 2. Advocacy?
 3. Capacity building?
 4. Tools and programmes?

Below is a summary of the group exercise TOC.

Emerging issues from Day 1 included:

1. While there is better appreciation of the ASP concepts, it is clear that institutional incentives in UNDP do not necessarily facilitate cross practice working and more should be done to change this
2. There is need to be pragmatic about what is achievable in the short, medium and long term given the country context. Given that ASP is yet to be adopted as a viable concept for government perhaps UNDP could first focus on advocacy for the concepts and or for better integration.
3. UNDP should try to develop both the narrative and platform for ASP initiatives and this could include an economic case for ASP which government could buy into
4. Staff capacity within UNDP also need to be strengthened for more policy level engagement as opposed to the current programmatic approach
5. Adopting ASP concepts is about changing the way we do business - in the case of UNDP given point 1 above, this may mean working within practice team to incorporate the principles of ASP as opposed to forcing people to work together across teams.
6. Government ownership of the ASP concept or more integration as a minimum is crucial. Currently government views SP programmes as donor driven. This needs to change.
7. UNDP has successes in managing donor co-ordination groups (e.g. CC finance informal donor group??) and this strength could be leveraged through actively strengthening linkages between different donor working groups etc.

8. Political economy is at the centre of the institutional issues and UNDP needs to further investigate the drivers of change in order to reach the desired changes/outcomes. Analysis of how the change can be promoted among the political leaders and decision makers should be conducted. Need to start small but have government champions on board, making a case that will address/lead to buy-in/ adoption.

Day 2 - ASP consultation workshop with external partners

A second consultation workshop was conducted with external partners from government, development partners and civil society. A list of participants can be found at annex 2 below.

The day began with a welcoming address from Ms. Setsuko Yamazaki, Country Director, UNDP Cambodia. This was followed by a presentation of the objectives of the meeting from Marisa Foraci and then a presentation on the principles of ASP and the outcomes from the Cambodia situation analysis report.

Reactions to Presentations focused mainly of clarifications of the principles of ASP and less on the situation analysis. However clarification was sought on the following issues:

1. FAO (woman) noted that vulnerability of farmers increased due to food price crisis in 2010 and wondered if ASP could be a suitable response in such cases. Chris responded by highlighting that irrespective of the vulnerability source, ASP can prepare for economic and CC-D shocks or more life-cycle related shocks such as illness.
2. NCDD stressed the need to look at existing institutional structure at sub-national levels (including committees (NCDM?) dealing with sub-national activities).
3. UNAIDS wondered if there were any CC-D policies taking into account SP- any country examples of ASP; good practices and lessons learnt? – Chris showed the graph from South Asian study, saying that working together tends to move SP into more protective SP, rather than relief-based SP]
4. FAO (man) questioned whether the ASEAN + 3 reserve bank for rice could serve as an ASP. Chris responded that having the programme that is flexible enough for coping the economic/ food crisis, you are already thinking in line of ASP.

The participants were then split into three mixed sub-groups to conduct the exercise. The groups addressed question 1 and prioritised the 2 top changes which were discussed in plenary. The list of changes included:

1. National co-ordination body bringing the three disciplines together (focused on Policy)
2. Comprehensive national policy framework and strategy for ASP
3. National and sub-national integrated programmes for DRR and CCA and SP.
4. Integrated Subnational planning process
5. Long term financing for national programmes and key institutions
6. Coordination body or coordination mechanisms

The top 3 changes were further analyzed and developed along the lines of Exercise 1. They are outlined in the TOC diagram below.

Emerging Issues

A point raised during the group discussion is to have community-based ASP discussion (e.g., commune development plan) so as to create ownership among local stakeholders since they are primarily responsible and accountable for implementation.

The concept of ASP was acceptable to the participants of both workshops. However, participants pointed out that each concept of SP, DRR, and CCA alone is new to Cambodia. Different agencies use terminology differently and understand the concepts differently.

Responsible coordinating agency and implementing agencies for each subject have different mandates as well as different time-span for their goals, thus making it difficult to move to national coordinating body. It was also noted that it is important to be pragmatic and start working with existing institutions and mechanisms for co-ordination.

The message such as “ASP is not the only solution for DRR and CCA,” “ASP is a way of working together,” “ASP will improve efficiency in services delivery and savings generated as a result of cooperation and coordination can be used for some other activities in relevant fields such as capacity development of the staffs” may be useful to encourage collaborations across ministries and agencies who are willing to adopt the ASP framework.

Many also pointed out that currently financial contribution from development agencies is the main source for SP, DRR and CCA programmes in Cambodia. In order to create government ownership of sustainable development programmes such as ASP and to have a smooth handover of SP, DRR, and CCA programmes to the government in the future, ASP (among other programmes) should be something that government can continue supporting and manageable for the government in terms of both financial and human resources.

At a programmatic level, participants of both workshops suggested to start with:

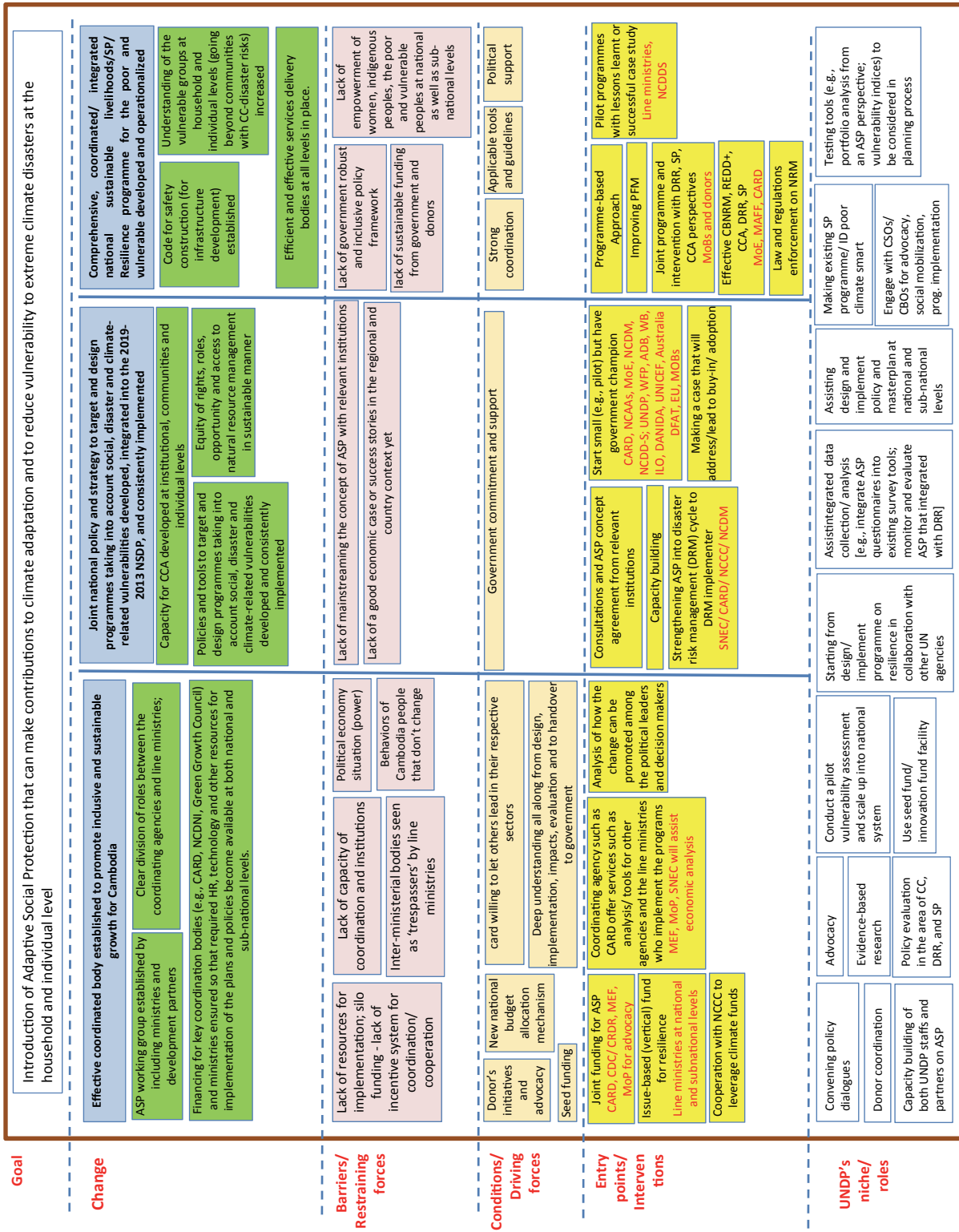
1. Review, assessment or evaluation of existing SP, DRR and CCA strategies, action plans, programmes and activities from an ASP perspective so as to identify the areas that relevant ministries and agencies can work together, then adjust the programmes accordingly or develop a new policy or programme in coming years. (e.g. Developing a new NSDP (national) and UNDAF/CPD (for UN), updating AADMER (regional) may provide opportunities to do so)
2. Identification of successful ASP models/ case studies was sought for as useful information for mobilization of the pooled funds and possible replication;
3. Identification of lessons learnt (e.g., cases of SP, DRR and CCA programmes that off-set the impacts of each intervention) so as to link to the discussion of integrated approach.
4. Integration of ASP framework in CC-related funded projects and proposals (e.g., SIDA)

His Excellency, Secretary Watana from CARD gave the following observations:

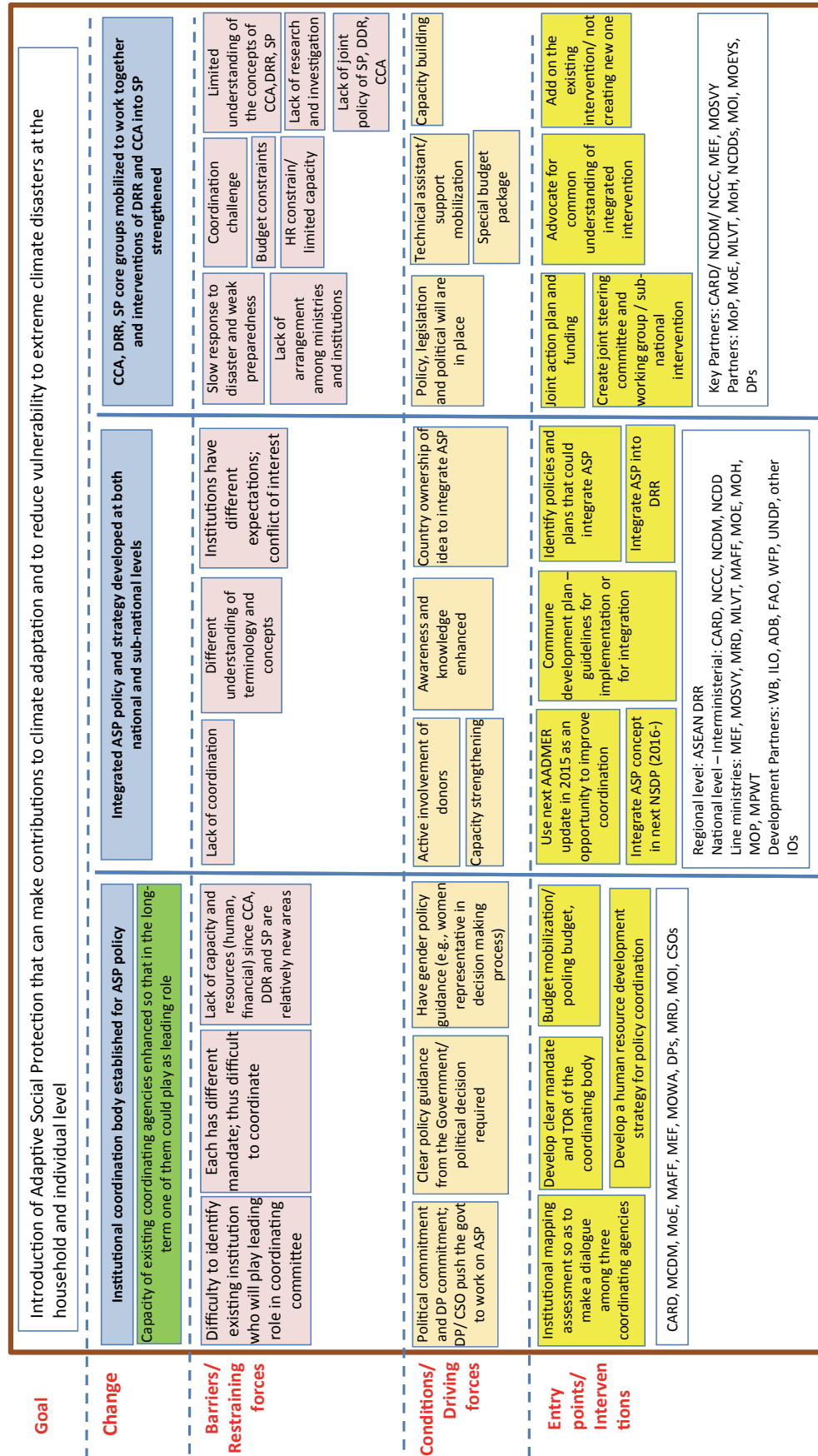
1. We have to recognised all policy elements related to ASP are existing in Cambodia. We have in place the institutional setting. Within the ownership principle and to ensure long term financing – we need to depend less on DP funding so please take into account affordability for govt – we cannot have something new
2. The long-term goal is economic growth. This includes diversifying Cambodia’s economy especially moving towards manufacturing. Social and economic integration is important at the same time – first we need human capital development at ASEAN level, preparedness to globalization (Cambodia can be contributor, not recipient) so need to put the ASP discussion in this broader context.
3. Many perceive that ASP is the DP’s concerns, which is the main obstacle for setting up a policy framework to make ASP happen. In fact, they are both government’s and DP’s concerns. We can work together.
4. There is an inconsistency among different agencies as a result of lack of harmonization. Use of NSDP - common policy document – as a reference point. You may not see ASP in the new NSDP, but ingredients are there. One part of NSDP is use of SP.
5. National SP strategy will be updated next year – consultation will be held – ASP can be included.
6. We should not reinvent the wheels – utilize existing mechanism, use existing indicator for M&E
7. National level institution kept aside, local administrations are responsible for implementation. Private sector such as micro-finance/ micro-insurance institutions is a key partner in implementation.

The workshop concluded with a vote of thanks from Marira Foraci.

THEORY OF CHANGE -1



THEORY OF CHANGE -2



Annex 3: ASP Theory of Change Workshop Structure:

Table 1: ASP workshop with UNDP staff

Date: Thursday, July 17, 2014

Venue: LAD Conference Room Building 5, UNDP Cambodia

Time	Activity	Speaker/ Facilitators
08:30–08:45	Briefing the objective of the workshop Why we are doing this and why we intended to do this exercise for 1. Round of introduction	Ms. Marisa Foraci, UNDP Cambodia
08:45–9:45	Presentation on situation analysis 1. ASP Principles, what's current situation of ASP in Cambodia context, and what should do to improve the collaboration between SP and CC/DRR 2. Sharing key highlights of the paper and setting us up for the group discussions	Mr. Christophe Bene, co-author of the Situation Analysis paper, Institute of Development Studies, University of Sussex, UK
09:45–10:00	Coffee Break	
09:45–12:00	3. Report Validation and Q&A/ Discussion Exercise 1: Identifying the approaches and solutions 4. Based on the issues and problems identified by the situation analysis paper, describe possible pathways to development change based on experience and evidence. During the exercise, explain and clarify the logic and assumptions underlying the achievement of results over time.	Ms. Joan Manda and Ms. Yumiko Yamamoto and UNDP/APRC
12:00–13:00	Lunch Break	
13:00–14:45	Exercise 2: Mapping existing UNDP projects related to ASP - 5. Built on existing UNDP Cambodia programme, identify the UNDP's niche/ roles in making ASP happen. 6. Discussion	Ms. Joan Manda and Ms. Yumiko Yamamoto and UNDP/APRC
14:45–15:00	Wrap up	Ms. Marisa Foraci, UNDP Cambodia

Table 2: ASP consultation workshop with partners

Date: Friday, July 18, 2014

Venue: Salon I, Raffles Hotel Le Royal, Phnom Penh

Time	Activity	Speaker/ Facilitators
08:00–08:30	Participants Arrival/Registration/Sitting	
08:30–08:50	Opening remarks Setting the scene for the day and UNDP's objectives Round of Introductions	Ms. Setsuko Yamazaki, Country Director, UNDP Cambodia/
08.50-09:05	Theory of change (ToC) concept and objective Why we are doing this and why we intended to do this exercise for	Ms. Marisa Foraci, UNDP Cambodia
09:05-10:00	Presentation on situation analysis 7. ASP Principles, what's current situation of ASP in Cambodia context, and what should do to improve the collaboration between SP and CC/DRR 8. Sharing key highlights of the paper and setting us up for the group discussions 9. Report Validation and Q&A/ Discussion	Mr. Christophe Bene, co-author of the Situation Analysis paper, Institute of Development Studies, University of Sussex, UK
10:00–10:30	Coffee Break	
10:30-12:30	Exercise 1: Identifying the approaches and solutions 10. Divide into 3 groups, based on the issues and problems identified by the situation analysis paper, describe possible pathways to development change based on experience and evidence. During the exercise, explain and clarify the logic and assumptions underlying the achievement of results over time.	Ms. Joan Manda and Ms. Yumiko Yamamoto and UNDPAPRC
12.30-13.30	Lunch Break	
13.30-14.45	Plenary presentation and discussion	Ms. Joan Manda and Ms. Yumiko Yamamoto
14.45–15:00	Wrap up and Closing Remarks	Ms. Marisa Foraci, UNDP Cambodia

Background readings:

"Adaptive Social Protection in Cambodia – Situation Analysis," prepared by Chris Béné and Chey Tech for the UNDP Cambodia Country Office, June 2014

UNDP Strategic Plan 2014-2017 and IRRF for the UNDP staffs

Annex II: list of participants (To be inserted).



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United Nations Development Programme

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