

March 2013

Tracking Adaptation and Measuring Development (TAMD) in Nepal

Appraisal and Design Phase Report

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TAMD Appraisal and Design Phase Report: Appraisal of Existing Monitoring and Evaluation Systems in Nepal and Design of TAMD Prototypes

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comprising Practical Action Consulting Nepal, ISET Nepal, IDS Nepal and IIED

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Executive Summary

The monitoring and evaluation of climate change adaptation is a new challenge that has emerged very recently and the Government of Nepal, with the support of the development partners, is trying a range of approaches to adaptation and its M&E.

The recent development of the National Adaptation Programme of Action (NAPA) in 2009-2010 identified national adaptation priorities. Aspects of the NAPA priorities are now being taken forward by various projects supported by development partners such as the Strategic Programme on Climate Resilience (SPCR), the Nepal Climate Change Support Programme (NCCSP) and the Hariyo Ban programme. These are three of the largest adaptation interventions in Nepal, which are currently in the planning or implementation phase. Outside these adaptation programmes there are many climate relevant development programmes being undertaken by the Government of Nepal, but these do not yet explicitly address additional climate risks as a core part of their work.

The M&E of climate change adaptation is coordinated by the Ministry of Science, Technology and Environment, that monitors its own annual programme through budgetary and progress reports to national institutions. The development partner projects on adaptation are co-ordinated within this framework and must report on progress in national formats and processes. They also have their own M&E frameworks, and sometimes also have global indicators for an international programme or a global development partner. These adaptation programmes have also created their own baselines in conjunction with government sources, and developed indicators in consultation with the government. These frameworks are aligned in some ways with government priorities, but some issues have been contentious, such as the relationship of new programmes to the existing NAPA priorities. There are also multiple pressures in designing the M&E frameworks, including the data requirements of the development partner for their own reporting, and so, often, only partial alignment is possible. Data limitations also mean that new sources or additional indicators in national surveys may be needed for climate change adaptation; at the moment this extra data is being collected on a project by project basis and not being centrally collated or managed across programmes.

There are a number of challenges to successful climate change adaptation M&E including the lack of capacity, the availability, reliability and management of data, and the human resource constraints. However the implementation of these adaptation programmes also provides an opportunity to address these issues from inception. There are plans to set up a coordinating mechanism for climate change programmes and their results-based frameworks, and this could be the first step towards a more comprehensive approach to the M&E of climate change adaptation. The use of the project frameworks to go beyond monitoring towards *evaluation* and the *learning* of how to do more *effective adaptation*, would be an important step for both the Government of Nepal and the development partners.

Initial analysis suggests that the TAMD framework could be a useful addition to the M&E of adaptation in Nepal and could focus on large development partner initiatives, comparing interventions in different geographical areas. Baselines and common indicators may be identified from existing frameworks and government data systems.

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Key Acronyms

MoSTE	Ministry of Science, Technology and the Environment
NAPA	National Adaptation Programme of Action
LAPA	Local Adaptation Plans of Action
NPC	National Planning Commission
PMAS	Poverty Monitoring and Analysis System
NCCSP	Nepal Climate Change Support Programme

A note on adaptation and resilience – from an ecosystems perspective resilience and adaptive capacity are distinct while descriptions of social systems often use the terms interchangeably. This report addresses mainly

how social systems respond to climate change, so for simplicity the term adaptation has been used with the assumption that it is a means to achieving climate resilience.

1. Introduction and Context

The aim of the appraisal was to assess the M&E systems currently in use in Nepal and how the TAMD approach¹ to assessing the developmental effectiveness of climate adaptation investments could enhance them. A similar appraisal was carried out in other countries.

These Appraisal and Design Phase reports describe the degree to which climate change adaptation has been mainstreamed into development planning, the existing M&E systems for development in the economic and social sectors, and the systems currently in place for the M&E of climate change (adaptation) interventions. They present the components of a national evaluative framework for climate adaptation and identify interventions that could be appropriate for testing the utility and feasibility of the TAMD approach.

This report is based on input and research by Practical Action Consulting Nepal, ISET Nepal and IIED, undertaken between October 2012 and February 2013. It is based on interviews with key informants and a review of secondary literature and government documents. The Key informants were 32 experts from a range of government organisations including the Ministry of Science, Technology and Environment, the Ministry of Agriculture Development, the Ministry of Federal Affairs and Local Development, the Ministry of Health, the Ministry of Education, and the Department of Hydrology and Meteorology. There were also experts from the National Planning Commission, the Climate Change Council, the NAPA thematic working groups, the Hariyo Ban Program, the UNDP, and the Asian development bank, along with freelance M&E specialists.

1.1 Current and Future Climate Effects and Vulnerabilities

Owing to its topography, the variation in elevation from the plains to the high mountains, and the influence of the Himalayan range and the South Asian monsoon, Nepal is an extremely climatically complex country². The lowland regions have a warm and humid sub-tropical climate, while the high regions remain well below zero in the winter, all within a span of less than 200 km. This results in considerable macro-, meso- and micro-scale variations in climate.

Projecting future climate in Nepal is very challenging, however, projections have been made using Global Circulation Models, as well as statistically downscaled and regional climate models. While there is a significant range of temperature change across different scenarios and from different models, all models project strong warming trends for Nepal. The picture for precipitation, however,

¹ The Tracking Adaptation and Measuring Development (TAMD) approach offers a 'twin track' framework for use in many contexts and at many scales to assess and compare the effectiveness of interventions that directly or indirectly help populations adapt to climate change. TAMD emphasises the need to assess development interventions in the light of changing climate risks. The TAMD approach was elaborated by IIED, Garama 3C Ltd and Adaptify. See <http://www.iied.org/tracking-adaptation-measuring-development>

² GON (2010). National Adaptation Programme of Action (NAPA) to Climate Change. Government of Nepal, Ministry of Environment, September 2010.

is a lot less clear as the various models do not show a clear trend. They indicate high uncertainty for future rainfall, and even greater uncertainty for climatic variability and extremes, and thus broadly for water related impacts and water resources.

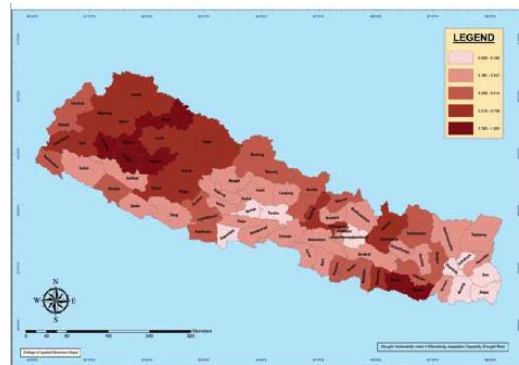
As a large proportion of Nepal’s GDP is associated with climate sensitive activities, the economy of the country and the livelihoods and wellbeing of the people, are highly dependent on climate. The agricultural sector is dominated by small-holders and rain-fed production, and is hence highly affected by rainfall variability.

The country is further affected by extremes such as droughts, floods, landslides, and other weather events, such as heat stress, hot winds, cold waves, hail and snowfall. Extreme events are not evenly distributed across the country, as shown in the maps, below, developed during the NAPA process. In an analysis of composite vulnerability, the regions in the mid and far West were identified as the most vulnerable.

Figure 1: Vulnerability maps for floods, drought, landslides and glacial lake out-bursts (Source: Nepal NAPA Report)



Flood Vulnerability Map



Drought Vulnerability Map



Landslide vulnerability map



GLOF Vulnerability Map.

1.2 National Approaches to Mainstreaming Climate Change Adaptation into Development

Given the high vulnerability, the Government of Nepal has been active in developing climate change and development policies and programmes to address the hazards.

Development planning in Nepal has been primarily through Five Year Plans which began in 1956. The sixth plan (1980-1985) was the first to integrate the environment into development planning. In 1993 the Nepal Environmental Policy and Action Plan was incorporated into the eighth plan to stress the importance of integrating environmental concerns into the development process.

Climate change policies have been developed since the 1994 ratification of the United Nations Framework Convention on Climate Change as in the table below.

Table 1: Development of climate policies in Nepal

	1994	----->	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
1 Ratification of UNFCCC													
2 1st National Communication Completed													
3 Ratification of Kyoto Protocol													
4 Interim Constitution of Nepal (2007) highlighted environment management and climate change													
5 The Tenth Plan (2002-2007) highlighted environment management and climate change													
6 Three Year Interim Plan (2008-2010)													
7 National Strategy for Disaster Risk Management													
8 NAPA Completed													
9 NPC initiates climate resilient planning tools													
10 Climate Change Policy													
11 LAPA Framework, and 70 LAPAs completed													
12 Low Carbon Economic Development and Climate Resilience Strategy being developed													

The National Adaptation Programme of Action (NAPA) process was instigated and coordinated by the Ministry of Science, Technology and the Environment (MoSTE) (the then Ministry of Environment), and involved six government-led multi-stakeholder Thematic Working Groups.

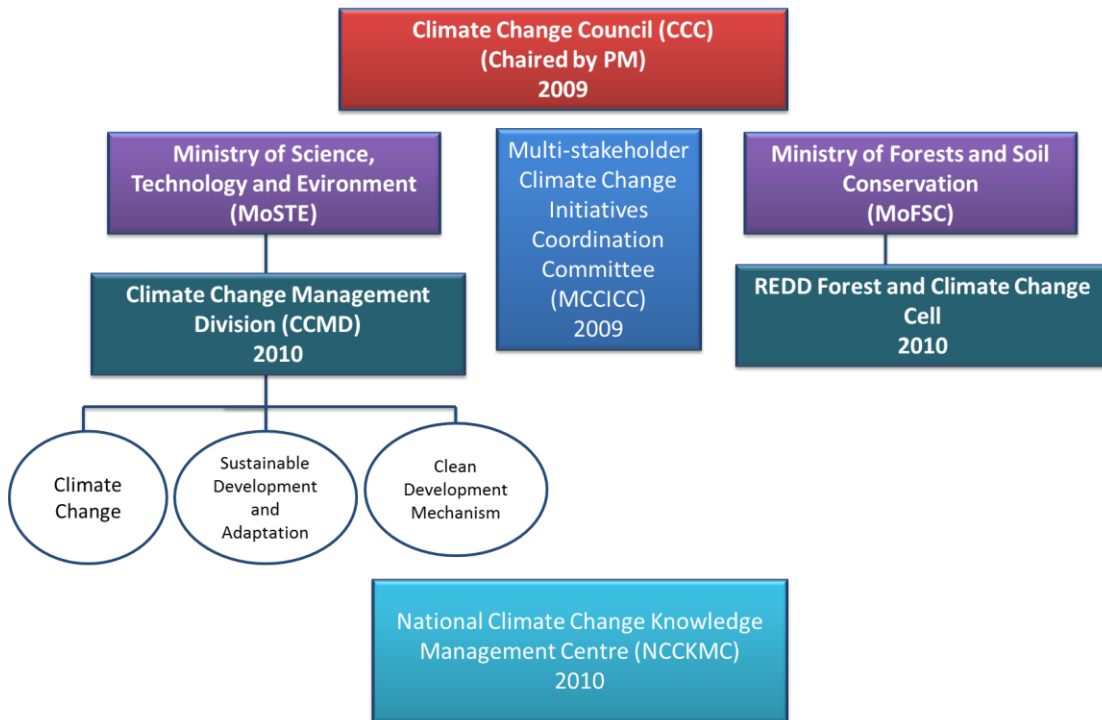
In recognition of the diversity of climatic and eco-regions in Nepal, the Government spearheaded a process to go beyond the NAPA which identifies immediate and urgent adaptation needs at national level. This resulted in the preparation of Local Adaptation Plans of Action (LAPA) that identify local adaptation needs at the community level. To date, seventy LAPAs have been prepared to address climate change impacts in fourteen districts of the Mid-Western and Far-Western regions of Nepal, and the framework to guide their implementation was recently completed. Many of the priorities identified will be addressed by the National Climate Change Support Programme.

In 2011 the national Climate Change Policy was formulated with a mission to address the adverse impacts of climate change and utilize the opportunities created from it to improve livelihoods and achieve climate-friendly physical, social and economic development. The policy explicitly states that

“at least 80 per cent of the total funds available for climate change activities flow to the grassroots level”. A list of strategies needed to realize the goals of the policy have been identified and the Government is currently in the process of developing some of them (e.g. The Low Carbon Economic Development and Climate Resilience Strategy).

To ensure effective implementation of these policies and actions, the Government has created several coordination mechanisms and institutional arrangements since 2009 (shown below in figure 2).

Figure 2: Institutions to support implementation of climate change policies in Nepal.



1.3 Measures to Improve Climate Risk Management

A number of measures have been put in place to improve climate risk as summarised below in Table 2.

Table 2: Measures to improve climate risk management

<i>National Adaptive Capacity area</i>	<i>Measures undertaken</i>
Assessment	There have been national vulnerability assessments under NAPA (2009-2010). The National Planning Commission is developing national indicators that will track development performance and should include climate change. Ministries such as Agriculture are assessing their climate vulnerability through data collection at the district level.
Prioritisation	Priorities have been identified through the NAPA process (2009-2010) and also through the SPCR. The LAPA framework identifies local priorities.

Coordination	The SPCR is setting up several institutional mechanisms to coordinate climate change programmes in the MoSTE. There are already climate change institutional mechanisms such as the Climate Change Council and the Multi-stakeholder Climate Change Programme Coordination Committee.
Information management	The SPCR is setting up a management information system. There is also the National Climate Change Knowledge Centre. Some national systems seek to manage data on development performance at the national level e.g. PMAS / DPMAS.
Climate risk reduction	Climate risk reduction measures have been identified in the NAPA. Both the NCCSP and the SPCR contain Climate risk reduction measures at the national and district level. The National Planning Commission has integrated climate change into the budget and is including some climate change indicators in its national performance indicator set.

1.4 Large-Scale Interventions on Climate Adaptation

There are many climate-relevant programmes being undertaken by the Government in sectors such as forestry and agriculture. These are under the regular annual government expenditure and are not formally registered as climate change or adaptation programmes. These include integrated water resource management, community forestry programmes and irrigation systems. Several Ministries are key in implementing climate change relevant programmes and the MoSTE has the remit to coordinate all climate change activities, being the Focal Point for UNFCCC, across government, the multilateral development banks, and other implementing agencies. There are various modalities under which adaptation programmes are being undertaken with the support of development partners.

Although other climate-related projects have been undertaken in Nepal, this section summarizes, below, three large-scale adaptation interventions which are directly and explicitly related to adaptation, either through the whole programme or an adaptation component. These interventions are intended to support implementation of the Climate Change Policy and the NAPA. There are other projects not included in this report because they are yet to begin. One is the Community-based Flood and Glacial Lake Outburst Risk Reduction project financed by the Least Developed Countries Fund. Another is a project on eco-system based adaptation in mountain ecosystems still in development, to be implemented by IUCN, UNDP and UNEP with support from the German Federal Ministry for the Environment.

The **Hariyo Ban Programme** is a five-year initiative (2011-2016) that aims to reduce the adverse impacts of climate change and threats to biodiversity in Nepal through sound conservation and livelihood approaches. It is supported by USAID and implemented by a consortium of four non-governmental organizations³, including World Wide Fund for Nature (WWF), Cooperative for Assistance and Relief Everywhere (CARE), Federation of Community Forestry Users in Nepal (FECOFUN), and National Trust for Nature Conservation (NTNC). Through working with the government, communities, civil society and the private sector, the programme emphasizes the links between people and forests and is designed to benefit both natural systems and people. Adaptation to climate change is one of the three components within the Program, the others being biodiversity

³ Two international organisations and two national organisations, whose focus is development and/or conservation.

conservation, and payments for ecosystem services, which includes REDD+. Livelihoods, governance, and gender and social inclusion are cross-cutting themes within these 3 main components. Of the \$30 million dollars to support the Programme, the largest sum has been allocated for the adaptation component (\$11.9 million), and an additional \$1.5 million has been allocated for monitoring and evaluation of the programme.

The **Pilot Program for Climate Resilience** (PPCR) is a programme of the international Climate Investment Funds (CIF) that seeks to explore and pilot programmatic approaches to climate change resilience. As one of the pilot countries, Nepal receives technical assistance and investment to support efforts to integrate climate risk and resilience into core development planning and implementation. It is being implemented through a partnership between the Government of Nepal and the Asian Development Bank (ADB), International Finance Corporation (IFC) and World Bank (WB). A **Strategic Program for Climate Resilience** (SPCR) has been agreed with stakeholders and approved for funding by the PPCR sub-committee. An estimated \$80+ million has been allocated, which includes \$1.7 million funding as a preparation grant for the development of several of the projects. Nepal's SPCR focuses on long-term interventions aimed at enhancing climate resilience through five components:

- Component 1. Building climate resilience of watersheds in mountainous eco-regions, an investment project administered by ADB,
- Component 2. Building resilience to climate-related hazards, an investment project administered by World Bank,
- Component 3. Mainstreaming climate change risk management in development, which is a technical assistance project administered by ADB,
- Component 4. Building climate resilient communities through private sector participation, an investment project administered by IFC,
- Component 5. Enhancing climate resilience of endangered species, an investment project administered by World Bank.

The **Nepal Climate Change Support Programme** (NCCSP) is a 4 year programme, supported by UK AID, the European Union with technical assistance from the UNDP (for £14.6 million), that aims to enable the Government of Nepal to manage climate finance, to implement the National Adaptation Plan of Action, and to mainstream climate change adaptation into local-to-national development planning. It will build government capacity to implement the Climate Change Policy and local level climate change adaptation initiatives through developing the Local Adaptation Plans of Action. This will contribute to the goal of ensuring that the poorest and most vulnerable communities in Nepal are able to adapt to the impacts of climate change.

2. National M&E Systems for Development in the Economic and Social Sectors

2.1 The M&E of Major Government Interventions

There are a number of government institutions collecting and processing data at the national level, as outlined below.

The Central Bureau of Statistics (CBS) collects and manages data at a national level. Over the years, the methods of data collection have improved and become computerized. There has been improvement in the data processing systems and an Integrated Data and Training Centre is being established. The Bureau disseminates data by publishing the results from censuses and surveys on paper, CDs and online.

The Ministry of Finance (MoF) produces an annual Economic Survey report that describes the socio-economic situation nationally. Departments such as customs and tax support the ministry in gathering and processing the socio-economic data.

The Nepal Rastra Bank (NRB) meets central banking responsibilities including guiding the development of the domestic financial sector. The research department of the Bank collects and analyses national data and publishes it in a range of publications.

The Ministry of Federal Affairs and Local Development has an M&E Section which is responsible for the monitoring and evaluation of the departments and local bodies. This section has developed 84 indicators that are used mainly for monitoring the District Development Committees (DDC), Municipalities and Village Development Committees (VDC). The major monitoring indicators are: staff management, implementation status of programmes, progress reporting regularity, financial discipline, coordination, good governance, social security, and social mobilization. The DDC has a direct link with the Ministry of Federal Affairs and Local Development, rather than via departments.

Several **government ministries and departments** produce and manage social and economic data. Some depend on data produced by the CBS (eg agriculture), while the CBS itself depends on government departments for specific or technical data (eg the annual data of the Department of Hydrology and Meteorology). The Ministries important for generating social and economic information include the Ministry of Housing and Physical Planning, the Ministry of Agriculture Development, the Ministry of Industry, the Ministry of Science, Technology and Environment, and the National Planning Commission. Likewise government departments such as the Departments of Roads, of Water Supply and Sewerage, of Agriculture, of Livestock Services, of Industry, of Cottage and Small Industries, and the Alternative Energy Promotion Centre also produce relevant information. Most of these organizations maintain district offices, which help generate national, regional and district data. Some Ministries have their own data management systems.

The **Poverty Monitoring and Analysis System (PMAS)** was developed in 2004 to monitor efforts to reduce poverty, with the support of the UNDP. It aimed to coordinate, consolidate, harmonize and analyse the data from the existing poverty monitoring system and feed it back into the policy making

system. It uses district level institutions for data collection. The objectives are to: monitor budget allocations to core programs and policies; monitor process / activity indicators of policies and programs; and monitor targets for core policies and programmes within the Poverty Reduction Strategy Paper (PRSP). A District Poverty Monitoring and Analysis System (DPMAS) was initiated in all 75 districts in 2012. The system is co-ordinated by the National Planning Committee, and, once fully functional, will generate national data sets.

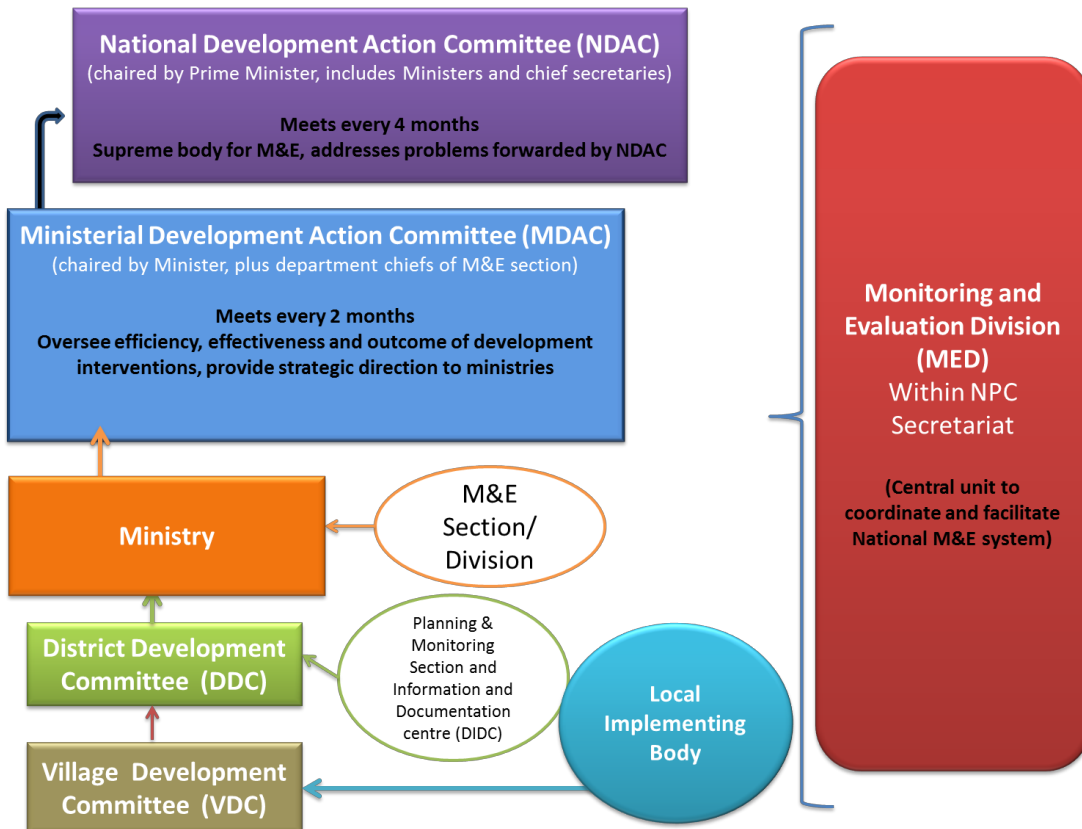
The Social Welfare Council (SWC) is responsible for the monitoring and evaluation of projects and programs implemented by all non-governmental organizations in Nepal.

The **Central Monitoring and Evaluation Division (CMED)** was formed within the National Planning Commission Secretariat to act as the central unit to co-ordinate and facilitate national level M&E activities. It is responsible for collecting all information related to M&E from the ministries and to managing central poverty monitoring functions.

The institutional arrangements for national M&E

A multi-layered system is in place for national to local level monitoring and evaluation of all economic and social sectors, as shown in Figure 3.

Figure 3: The institutional arrangements for national M&E

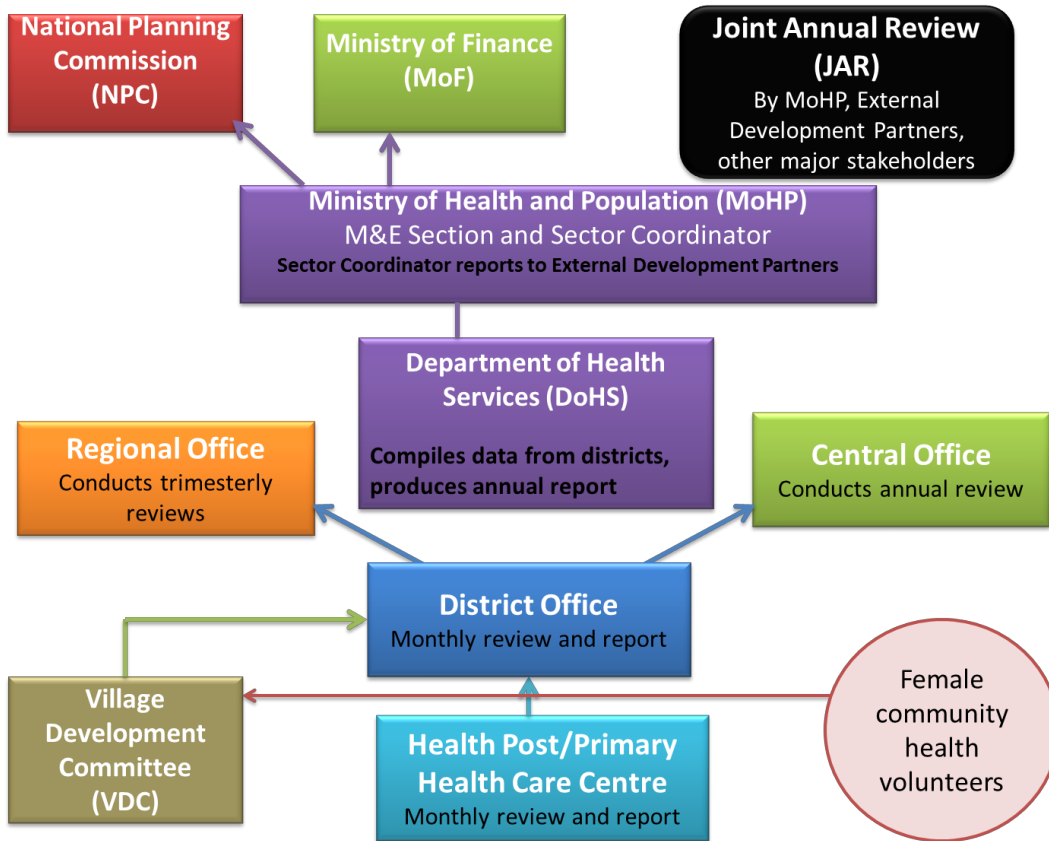


The **Ministry of Health and Population** has a comprehensive system in place, that is worth looking at in more detail. Financial resources from external development partners that support the implementation of the National Health Sector Programme (NHSP) are pooled with government funds, in order to use resources more efficiently and avoid duplication of effort. Development partners use the national M&E systems in line with the national policy and priorities. Within the Ministry there is an M&E Section which reports to Government, and a Sector Coordinator who reports specifically to development partners. Reporting to development partners is generally done on an annual basis, except for key indicators or specific areas where a trimesterly report is required. While there are periodic reviews, there is little focus on evaluation as many of the programmes in the health sector are long running.

The M&E framework of the Nepal Health Sector Programme was revised to facilitate more effective monitoring and evaluation of the second phase (2010-2015). The M&E framework was developed according to the guidelines for Managing for Development Results (MfDR) set out by the NPC. Three outcomes were set: to increase access to quality essential health care services; to improve the health system to achieve universal coverage of essential health services; and to increase adoption of healthy practices. The output and impact indicators were chosen to reflect the Millennium Development Goal health targets.

The Ministry has a Health Management and Information System (HMIS). In addition to information related to specific health targets, the system provides data on training programmes, financial and logistical management and laboratory services to support policy development, planning and budgeting. The HMIS data is regularly compiled, reported and reviewed at regional and national levels. The information comes from the bottom up. Female community health volunteers report on a monthly basis to their local health officer, who reports to the district level health office. The Health Post or Primary Health Care Centres conduct monthly reviews and report at district level. The Districts complete a similar monthly review and report to the regional and central offices, who conduct trimesterly and annual reviews, respectively. The Department of Health Services compiles the data from the districts and produces an annual report. Joint Annual Reviews (JARs) are also conducted by the Ministry, development partners and other major stakeholders. JARs focus on planning and budgeting, performance based on macro-level indicators, and the Ministry's achievements. The NPC has classified activities as priority 1, 2, and 3, but only priority 1 activities, which are mentioned in the budgetary objectives, are reported on monthly; the others are reported quarterly.

Figure 4: Monitoring and Reporting System within the Ministry of Health and Population



2.2 Current Use of Data for the M&E of Economic and Social Development

The annual programme of government is monitored through 4-monthly progress reports on outputs and activities to the NPC secretariat and in some cases the Ministry of Finance. The main monitoring occurs through progress reporting on fiscal matters (expenditure) and physical progress (activities undertaken). The physical reporting is based on activities (outputs) rather than outcomes. There are some output indicators included in the reporting forms, but interviewees suggested those were currently not being used in all government projects or for the annual programme. Some ministries (such as Agriculture) are reporting against performance indicators to the NPC in addition to having their own indicators. The Medium Term Expenditure Framework that Nepal has endorsed stresses the importance of performance-based monitoring and evaluation and the use of sectorial indicators. There is currently little evaluation of annual programmes.

The **Millennium Development Goals** (MDGs) are monitored through a set of national indicators in the periodic national plans. The indicators cover many of the goals along with other national priorities. They are written into the sectoral plans of the relevant ministries, and monitoring data is

provided from a variety of sources such as line agencies and national household surveys (such as the Census and the National Health and Demographic Survey). Although many of the MDGs are covered by these national indicators, there are still issues in monitoring all the goals. The MDG progress report in Nepal notes problems with the “unavailability of data directly related to the MDG indicators, unavailability of updated data, lack of consistency in definition and survey methodology, and lack of disaggregated data”⁴. Targets are increasingly being set in key sectors, but the system is not yet operating in a way that they can be used for evaluation of performance or to feed back into programmes. A review of the use of targets in the Agricultural Development Strategy highlighted that they were sometimes over-ambitious, rigid and top-down⁵. There is also a gap between the national indicators that are translated into sectoral plans and M&E frameworks, and the indicators and log frames of the line agencies’ programmes and projects. Some ministries have their own M&E frameworks and these may not map on to the national indicators.

Within the **Ministry of Health and Population** the Health Management and Information System (HMIS) produces a range of detailed information, upon which the ministry relies for reporting on service delivery and coverage. The HMIS data is supplemented by a range of regular household and facility surveys, yielding data which cannot easily be collected from routine reporting, and which provides valuable information on non-users as well as users. All information is disaggregated by age, gender, and targets group, caste and ethnicity. This helps to inform programme managers, policy makers and external development partners about health-seeking behaviour and barriers to access and use. In addition to the HMIS, other data and information are provided by the Population Census, the Demographic Health Survey, the Nepal Living Standard Survey, trimester health facility surveys, annual household surveys, specific studies (eg. on maternity and morbidity), and others. It should be noted, however, that reporting by non-state health care actors is not routine or comprehensive.

The **Ministry of Agricultural Development** produces statistical information on an annual basis at both national and district level. It is gathered through their large networks of district offices, and other sources such as fertiliser companies. Examples of primary information are the area and production of cereal crops, cash crops, pulses, livestock, fruits and vegetables and fisheries, use of fertiliser etc. Information is compiled and analysed at the ministry level. The Agri-business Promotion and Statistics Division is mainly responsible for collection, analysis and reporting. Annual crop and livestock production information is collected weekly through district level offices. Rainfall and temperature data are taken from the Department of Hydrology and Meteorology. There is a close relationship with the Central Bureau of Statistics while updating area and production data for cereal production. For food security information, there is a close link with the World Food Programme Neksap indicators.

The **Poverty Monitoring and Analysis System** (PMAS) uses household surveys and different government information systems to undertake input, output and outcome monitoring⁶. The PMAS has identified a set of core poverty indicators that are monitored through the national and district

⁴ GoN/UNDP, 2010, MDG Progress Report, p96

⁵ TA 7762-NEP Preparation of the Agricultural Development Strategy – Assessment Report, April 2012

⁶ Sharma, 2006, Nepal: Toward Results-Based Management, *MfDR Principles in Action: Sourcebook on Emerging Good Practices*

level system. These have been regularly revised in consultation with a range of stakeholders and are being integrated into the new results-based M&E guidelines.

The **District Poverty Monitoring and Analysis System (DPMAS)**⁷ and a **Decentralized Management Information System** are only partially in place. Software has been designed and provided to all districts, though the system is reportedly not yet functional⁸. The NPC and Ministry of Federal Affairs and Local Development have already started efforts to refine the DPMAS, build local level M&E capacities, and motivate line agencies to regularly feed in information to track progress against the DPMAS indicators. Since MoSTE does not have local level offices and its programmes need to be monitored by local bodies, some interviewees suggested it would be necessary to include climate change related indicators in the DPMAS.

The need for a **single set of national indicators owned by all actors** has been identified. There are duplications between the PMAS and the national results-based M&E systems, and neither of the frameworks are “owned” or used effectively by the ministries. Recognizing this, the NPC has recently started to try to integrate all M&E guidelines (MfDR, PMAS and RBME), and indicators are being refined and revised through consultations with ministries and others to form a single set. Discussions with the ministries and a first round of consultation with development partners have already taken place and the integrated guidelines have already been drafted. These are still being reworked and have yet to be approved by the cabinet.

⁷ National Planning Commission Secretariat (NPCS) and Japan International Cooperation Agency (2012). Draft Baseline Survey Report, Project for Strengthening the Monitoring and Evaluation System in Nepal Phase II (SMES2).

⁸ National Planning Commission Secretariat (NPCS) and Japan International Cooperation Agency (2012). Draft Baseline Survey Report, Project for Strengthening the Monitoring and Evaluation System in Nepal Phase II (SMES2).

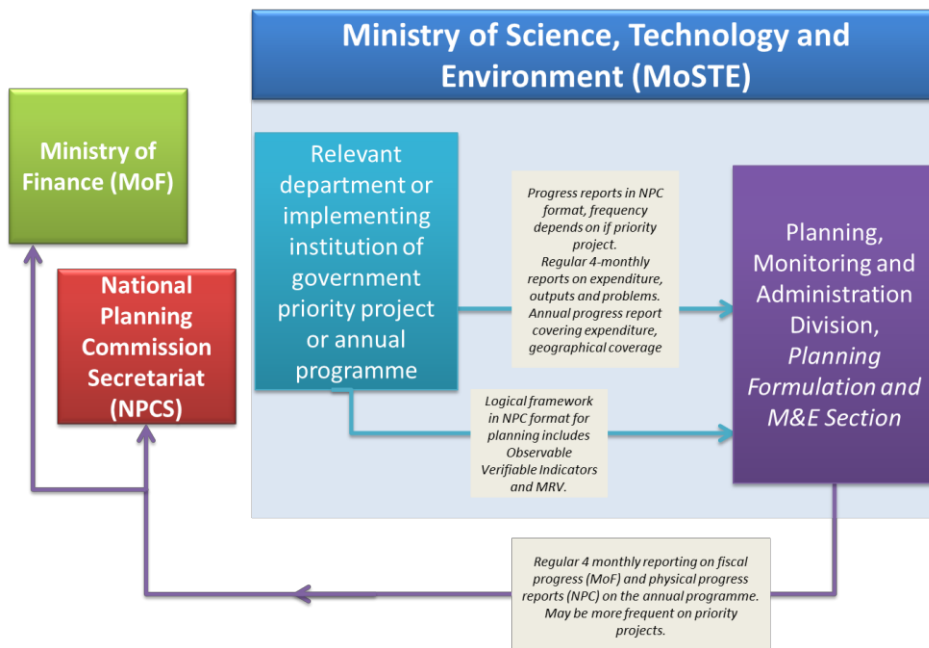
3. M&E of Climate Change Adaptation Interventions

3.1 Relevant Institutions within Government

This section describes M&E within the Ministry of Science, Technology and Environment (MoSTE), the ministry responsible for climate change coordination. It is a relatively small, centralized policy-making ministry with only one department, the recently established Department of Environment and Information Technology, and no regional offices. Most climate change adaptation activities will take place in rural areas, and so the Ministry’s role in monitoring and evaluating adaptation programmes and projects is mainly in coordination and management. It does not currently implement its own programmes at district level.

Within the ministry there is a Planning, Monitoring and Administration division, and a Programme Formulation division, in which the M&E section sits⁹. Although it has the authority to monitor at field level, without the human resource capacity, the ministry relies on the District Development Committees (DDC), Village Development Committees (VDC), or the district Alternative Energy Promotion Centres for local data. Thus, the M&E of adaptation programmes will require coordination with district government offices and implementing agencies.

Figure 5: Representation of main M&E practices in the MoSTE



⁹ This structure is currently being revised and will be the Planning, Monitoring and Budget Coordination Section

Adaptation baselines

A significant amount of data on climate impacts and vulnerabilities was collected by the Thematic Working Groups during the NAPA process, and compiled in a synthesis report. However, this did not include adaptation baseline data. Therefore many of the development partner funded adaptation projects have had to create their own baselines through extra data collection on climate vulnerability. The NCCSP and Hariyo Ban Programme have undertaken household surveys in their project areas to create baselines. Another source of baseline data is the household survey started by the World Food Programme in 2005, the Nepal Food Security Monitoring System (NeKsap). This is being incorporated into the Ministry of Agricultural Development, although the process is not yet complete. The World Food Programme is currently working with ISET Nepal to integrate climate vulnerability indicators into this annual survey.

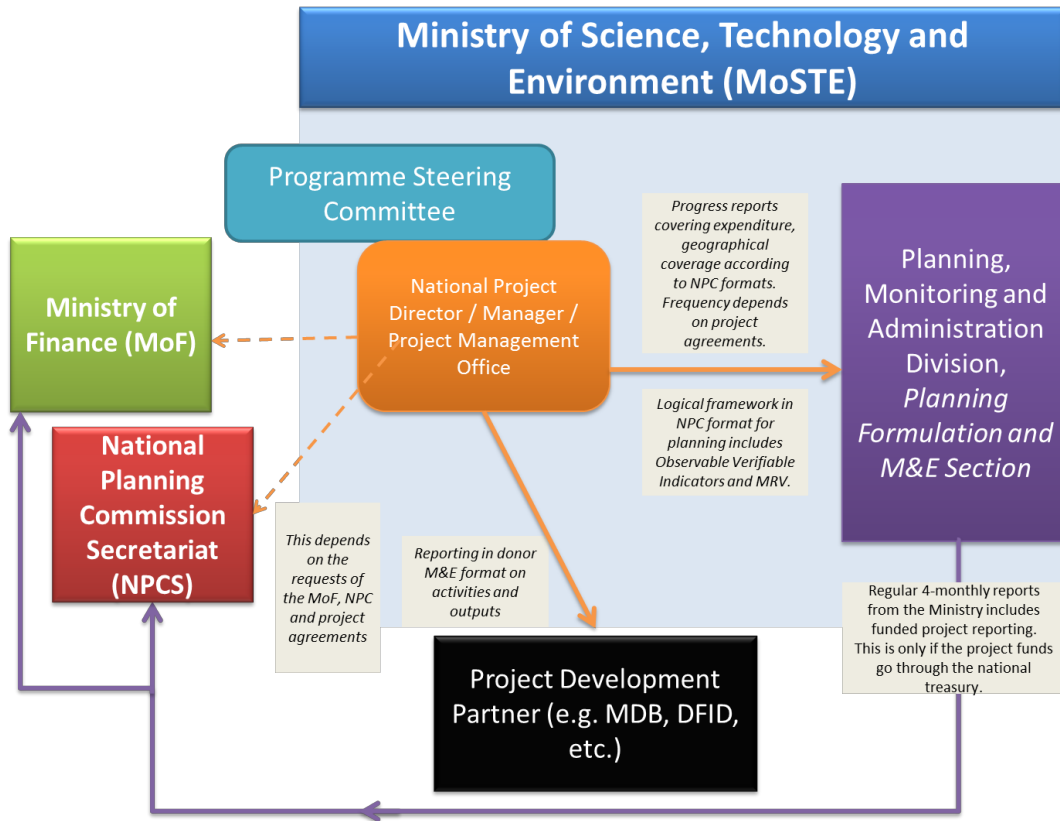
3.2 M&E Frameworks for the Main Adaptation Interventions

The MoSTE co-ordinates all development partner programmes on climate change adaptation. The current modality of development aid requires that programmes are country-led and guided by national priorities. In Nepal these priorities were identified through the NAPA process and are in line with the Climate Change Policy and national poverty reduction priorities. The MoSTE develops programme documents with development partners through a series of consultations and meetings. The NPC then approves the formulated programmes and proposed M&E frameworks.

For any government-led initiatives, whether development partner supported or not, national procedures for M&E and reporting must be adhered to. The specific reporting formats and frequency will be agreed for each project funded by development partners, but will include trimesterly reporting in the formats devised by the NPC (and revised under the guidelines for managing for development results and results-based monitoring and evaluation). Therefore, existing adaptation programmes, such as the NCCSP, follow results-based monitoring and evaluation frameworks with objectives, results and outcome indicators for the government. Figure 6 shows how this works within the MoSTE.

A National Project Director or Manager reports to the M&E division in the Ministry and to the development partner using their respective formats. The indicators for the project will normally be developed by the development partner or implementing agency. This will be through a series of consultations with relevant officials in the ministries involved. The indicators and M&E framework will then be presented to the programme steering committee for approval.

Figure 6: Main reporting channels and M&E frameworks for an external development partner funded project in the MoSTE



3.2.1 Hariyo Ban Programme

Hariyo Ban has developed a three-tiered monitoring system (although the final version is yet to be approved by USAID). Firstly, there will be participatory monitoring of activities by programme beneficiaries, and secondly, monitoring of progress, effectiveness and results by field offices. Finally, there will be output and outcome level monitoring by the program centre. Approximately 5% of the programme budget is dedicated to M&E and the Hariyo Ban staff see this as a real opportunity to develop a good system through an iterative process of learning-by-doing.

At the national level, the overall outcome for climate change adaptation is to increase the ability of targeted human and ecological communities to adapt to the adverse impacts of climate change. Beyond this there are a series of outcomes and outputs in four key areas: government and civil society understanding on climate change vulnerabilities and adaptation; pilot demonstration actions for vulnerability reduction; participatory and simplified systems for vulnerability monitoring; and the creation, amendment and execution of adaptation policies and strategies.

In interviews, Hariyo Ban staff suggested there were challenges for those monitoring at the local level to use the indicators. The indicators are often composite, and the same indicator can be understood in different ways. For this reason, they developed indicator reference sheets which specify in detail what the indicator is and what data sources will be used to measure it.

Hariyo Ban has conducted a baseline survey using household surveys, discussion groups, consultations and secondary data. It will collect the majority of data for the M&E through the consortium partners, as the relevant national data sets are not available. The project team will aggregate results into the M&E framework, so that it can be used for management, as well as reporting to USAID and the Ministry for Forests and Soil Conservation. They will then process the information for the NPC in a format which requires less detail. At the district level, Hariyo Ban data collection will also be fed into the District Forest Office system. Hariyo Ban is using a rolling baseline for some indicators so the previous year's data will become the baseline for the next year.

This project is collecting large amounts of data which will be fed into WWF's database, the CARE information management system and the USAID system. Hariyo Ban partners and district offices will have use of the data. Staff interviewed stated that there were significant capacity constraints within the project and partner M&E staff, and emphasised the importance of ensuring that field data is of good verified quality.

3.2.2 The Strategic Program for Climate Resilience (SPCR)

The M&E frameworks for the five individual SPCR components are yet to be finalised. Each component will have its own results-based framework, based on the reporting requirements of its Multilateral Development Bank partner, which will be developed as the programmes are finalised. Within the component and country specific results-based frameworks, will be included the PPCR core indicators that are common across all countries.

Component 3 of the SPCR aims to co-ordinate and manage the MoSTE's portfolio on climate change¹⁰, including three other projects; the NCCSP, the eco-system based adaptation project, and the community based glacial lake outburst risk reduction programme. The aim is to set up a co-ordinating mechanism to better harmonise these projects and the other SPCR components, to find an integrated way of communicating and managing results, and to bring adaptation projects together into a programme that addresses eight out of the nine adaptation priorities in the NAPA. As part of this, the MoSTE has announced the intention to create a harmonised results-based framework and establish a Management Information System. There is a technical assistance element to support this component led by international consultants.

The new Climate Change Programme Coordination Committee (CCPCC)¹¹ will bring together National Project Directors and representatives from the Steering Committees of the eight adaptation projects under the MoSTE¹². The committee will meet quarterly and "draw together project-level frameworks and utilize the NAPA, as well as sectoral visioning and planning to establish a practical, achievable, measurable and attributable results framework tailored to the Nepali context"¹³. It seeks to develop a unified project implementation reporting template for the government's climate change portfolio, and to manage and integrate information collected in each project. The consultants and the development partners are not yet sure how this will be done.

¹⁰ Nepal: Strategic Program for Climate Resilience, Notes from CIF meeting in Istanbul, November 2012

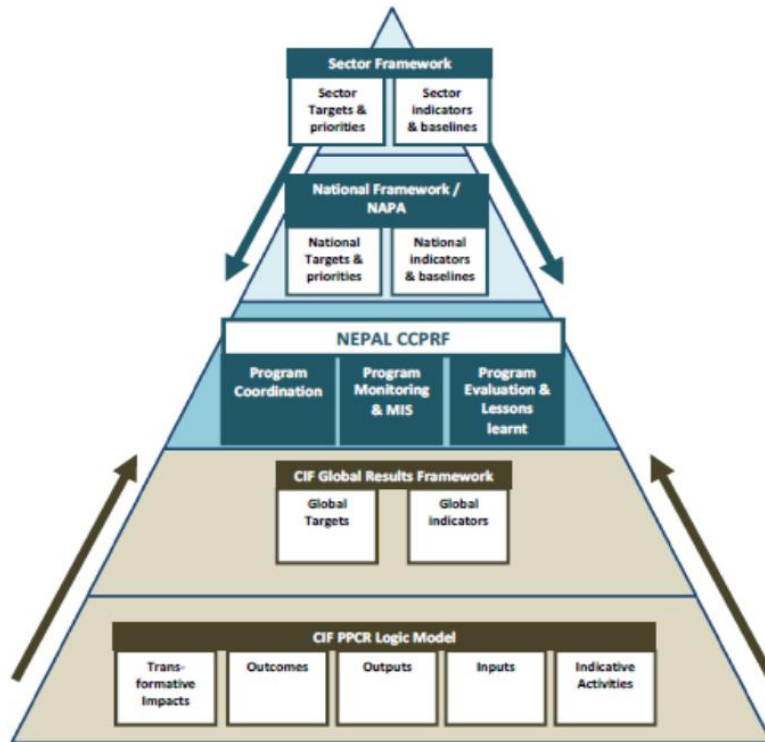
¹¹ This was formerly known as the Climate Change Programme Results Framework Committee.

¹² These were selected to represent some of the portfolio. Hariyo Ban and other programmes are not included at this stage.

¹³ SPCR C3 inception report, Jan 2013 (draft this may still be amended or updated)

The diagram below shows how the PPCR core indicators fit into the proposed system for Nepal, and the role of the proposed results-based framework between the PPCR and CIF requirements and the national priorities and indicators.

Figure 6: Development of the Nepal results-based framework¹⁴



As well as seeking to create an overarching mechanism for results management, Component 3 of the SPCR also seeks to create a system of data management for monitoring outputs from the SPCR and other adaptation programmes. This will involve the creation of a database of vulnerability data collected through the eight projects, the management of knowledge outputs across the projects, and performance management across the projects.

The consultant team are looking at national plans and strategies to find national indicators which would be realistic to use for the PPCR framework. The idea is to use data that the ministry itself can collect to track progress.

The team working on Component 2 has developed the project framework with the Department of Hydrology and Meteorology and the Ministry of Agricultural Development. Component 2 has four results level indicators: 1) Increased financial sustainability of Department of Hydrology and Meteorology operations, 2) Increased accuracy and timeliness of weather forecasts, 3) Increased satisfaction of users of the Department's services, and 4) Introduction of an Agricultural Management Information System. The indicators will be tracked through a mixture of government data sources and extra survey data.

¹⁴ Draft inception report for SPCR Component 3, pg 67. This document may be amended or updated.

3.2.3 Nepal Climate Change Support Programme (NCCSP)

The NCCSP M&E is at two levels: M&E of the LAPAs themselves at the district level and M&E across the whole project. It also seeks to differentiate between the performance of the UNDP in delivering the programme and the improvements in the client group of the programme (the climate vulnerable poor), which includes factors beyond the control of the UNDP.

Some of the key indicators for monitoring the programme's outcome and outputs at the local level include: vulnerability level of the household, social inclusion, migration, food security and diversity of food intake status (which are time specific indicators), climatic hazards, knowledge on climate change adaptation, climate change adaptation options, access to different services and the quality of those services, and existence of service providers.

An NCCSP scoping mission in 2012 consulted with a range of government and non-government stakeholders to ensure the indicators and M&E system were as compatible as possible with existing systems, particularly at the district level. It was identified that there was as yet no comprehensive data on vulnerability at the local level, but that there were several monitoring systems that might be a future entry point for the NCCSP and implementation of the LAPAs. These included government systems such as the Minimum Conditions and Performance Measures for local bodies, the Poverty Monitoring and Analysis System, and the District Poverty Monitoring and Analysis System.

It should be noted, however, that LAPA development was done in 69 VDCs and one municipality, without a finalised M&E framework in place. Furthermore, as the M&E framework, log frame and indicators had not been finalised when the baseline survey was done, it was difficult to suggest new indicators that related to the log frame if there was no baseline data.

The baseline survey for the NCCSP used a combination of primary and secondary documents to create a household baseline for the programme interventions. Primary data was collected from over 2000 households through systematic sampling. Indicators addressed vulnerability through exposure, sensitivity and adaptive capacity, and households were categorised into 4 levels of vulnerability. The national data sets did not have the household coverage of vulnerability that was needed for the project M&E framework, and so supplementary data was collected and used in conjunction with village and district level government data¹⁵. The baseline survey suggests that the greatest emphasis should be on measuring changes in the vulnerability category of the climate vulnerable poor¹⁶.

3.3 The Alignment of Development Partner Frameworks and National Approaches

Significant progress has been made at the strategy level to align external support with government systems. Fourteen development partners and the then Ministry of Environment (now MoSTE) signed a Memorandum of Understanding in 2009 that lists principles to guide development partner technical and financial support for climate change interventions. At the programme level it is

¹⁵ GoN/DFID, Dec 2012, Monitoring and Evaluation Framework and Strategy for the NCCSP (draft document)

¹⁶ GoN/DFID, Sep 2012, NCCSP Baseline Survey Report (final document)

common practice to establish Programme Steering Committees, with a range of government and development partner stakeholders, to secure support for the mainstreaming of actions across different sector ministries.

3.3.1 Indicator Development and Alignment

The **Hariyo Ban Programme indicators** have been developed by the consortium partners and programme team, incorporating USAID's global indicators with project specific indicators. The Government's Social and Welfare Council will be involved in the mid-term and final evaluations. Hariyo Ban reports on the M&E framework to government counterparts in the Ministry of Forests and Soil Conservation.

The **NCCSP indicators** were developed through an iterative process between the NCCSP Start Up Phase Team, DFID, UNDP and the MoSTE. During the scoping phase there was a lot of consultation on indicators. Initially the local indicators were prepared with communities and districts, and once the draft was ready it went through DFID, EU, UNDP and then the Programme Steering Committee. A number of presentations were given to government officials on the overarching framework; they were not unhappy with the indicators but made further suggestions on how to align the process with existing district mechanisms¹⁷. The NCCSP will initially rely on local NCCSP staff based in the District Energy and Environment Sections, whose mandate will be expanded to include climate change adaptation. Data will be collated at the NCCSP central office and reports provided to the Government and development partners in their respective formats. It is hoped that over the project period this can be mainstreamed into existing data collection processes, such as the Minimum Conditions and Performance Measures for local bodies, the NeKSAP systems for food security monitoring, and the Poverty Monitoring and Analysis System.

Indicator development within the Strategic Program for Climate Resilience (SPCR) is complex. The stated aim of the global PPCR results framework is to align with national monitoring and evaluation systems as far as possible, and avoid creating parallel structures. However, the global Climate Investment Funds' results framework was perceived by some government partners to be top-down and unfeasible¹⁸. It was seen to have an unclear results chain and too many indicators across different levels, which did not correspond to data and statistics collected in country¹⁹. The number of global indicators was therefore reduced from 22 to 11, of which only 5 are "core" and therefore compulsory²⁰. The indicators cover both the transformative effect of the PPCR programme and the programme outcomes. Each PPCR country (and component) will develop their own results-based framework in addition to these global indicators. In Nepal the consultants working on the technical assistance for the mainstreaming component have plotted the global CIF indicators onto national data sets and NAPA priorities to show their national relevance. Five of the twelve indicators match NAPA priorities, three can be assessed using sectoral data sources and four are new for the SPCR. Of

¹⁷ Interview with M&E specialist from NCCSP Start Up Phase, Feb 2013

¹⁸ Based on interviews with the PPCR government and MDB representatives in 8 countries Nov-Dec 2012 for a DFID UK funded project conducted by IIED.

¹⁹ Climate Investment Funds, Dec 5th 2012, Revised PPCR results framework

²⁰ The five core indicators are: 1) Numbers of people supported by the PPCR to cope with effects of climate change; 2) Degree of integration of climate change in national, including sector planning; 3) Extent to which vulnerable households, communities businesses and public sector services use improved PPCR supported tools, instruments, strategies, activities to respond to CV&CC; 4) Evidence of strengthened government capacity and coordination mechanism to mainstream climate resilience; and 5) Quality of and extent to which climate responsive instruments/ investment models are developed and tested.

the PPCR core indicators, none can be measured using indicators or composite indicators from existing sectoral M&E frameworks and one²¹ is not a NAPA priority.

The SPCR components are having indicators developed by consultants and government partners in line with multilateral development bank reporting requirements. Whilst the government does have a chance to input into the frameworks, meaningful engagement can be difficult. The technical specialists from the global programmes meet government officials who may not have had much M&E training and have many other responsibilities. All of the M&E experts and government officials interviewed highlighted the lack of capacity and training in M&E as a key challenge, as well as having the time to properly engage in these processes.

3.3.2 Alignment of Priorities and Criteria

The SPCR inception document for Component 3 contains the principle of aligning the SPCR results framework with the existing government NAPA priorities. The Government asked for a harmonisation mechanism to be included in the M&E component of the SPCR. In response the Climate Change Programme Coordination Committee mechanisms were developed²². The approach and inclusion of the NAPA clusters in the PPCR results framework could be interpreted as an alignment with government M&E frameworks. Whilst Component 3 will seek to find a way to align frameworks, each component / project will still have their own framework based on the needs of the multilateral development bank or development partner. For example the ADB, WB and IFC each have different reporting requirements and the results-based framework is “not replacing them but complimenting them”²³. Most of the reporting will be done using the same data, collected through both consultants and existing national mechanisms.

It is also important to note that a component such as SPCR Component 3 is working with eight different government departments, who each have their own ways of working, and are not always well linked with each other. This presents a considerable challenge to the development partner in aligning external and prioritised frameworks with internal ones.

The relationship between the PPCR and NAPA priorities has been a controversial one in Nepal and a source of tension between the development banks and Government counterparts as well as civil society²⁴. Ayers et al. (2011) suggest that initially different stakeholders understood the concepts of climate resilience and adaptation differently and this led to conflict in some of the early phases of development. The development banks understood resilience as something distinct to adaptation whilst the MoSTE (then the MOE) did not. Therefore, the MoSTE thought that the adaptation planning done under the NAPA (ongoing at the time of the PPCR inception) should be eligible for funding under the PPCR. The banks however, felt that the PPCR had a different aim (of long-term resilience) to the NAPA, based on adaptation planning. There were therefore tensions as to what programmes the PPCR would support and their relationship to the NAPA. Ayers et al. (2011) suggest there was/is an inbuilt tension between the aim of the PPCR process to demonstrate results for

²¹ Namely ‘Quality of and extent to which climate responsive instruments/ investment models are developed and tested’

²² Interview with M&E consultant, Dec 2012, Kathmandu

²³ Interview with M&E consultant, Dec 2012, Kathmandu

²⁴ Ayers et al. 2011, The political economy of the PPCR in Nepal, IDS Bulletin

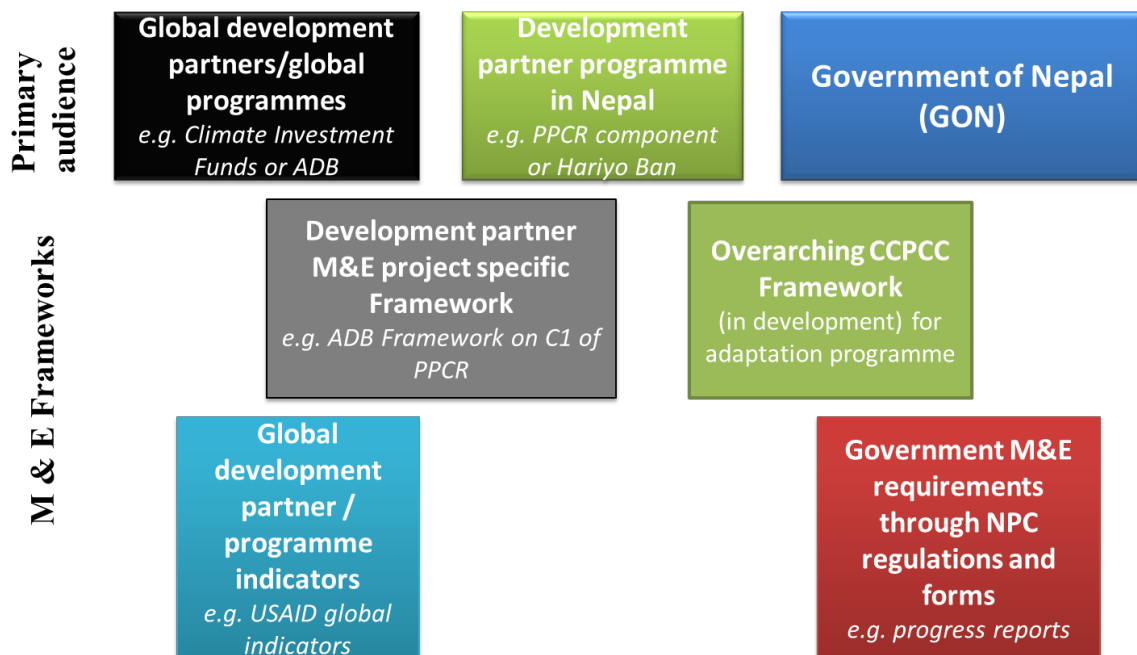
building climate resilient development within a short-medium -timeframe, versus a longer-term transformative agenda that would support adaptive management.

3.3.3 Alignment Across Programmes

Although there have been attempts to align development partner M&E frameworks through the donor co-ordination group and informal meetings between consultants working on the different programmes, the programmes have been developing in different time frames. This has made it difficult to keep track of the M&E development of each one and to align them.

Each programme is not completely free to align their frameworks with others as several also have international commitments, such as the PPCR core indicators or the USAID global indicators, as well as different sectoral foci. The Climate Change Programme Coordination Committee being set up by the SPCR to harmonise results frameworks will be in addition to programme frameworks. Figure 9 shows the multiple frameworks being used in Nepal along with their primary audience.

Figure 7: Different M&E frameworks and their audiences



3.3.4 The Impact of Development Partner Approaches on Government Frameworks

Development partners have directly and indirectly influenced government monitoring and evaluation frameworks, at both the project and programme level. Since 1993 there have been a number of initiatives supported by development partners to strengthen the M&E system, build capacity, enhance coordination, and improve project management and reporting.

With regard to climate change, development partner programmes have played a role in creating new institutions within the MoSTE itself, as well as influencing the national M&E system through

capacity building programmes that have emphasised results-based approaches. As managing for results is at an early stage of development within Nepal, it is not immediately clear what type of results are relevant for climate change programmes beyond “greater resilience” to climate change²⁵. The SPCR’s new institutional mechanisms for the M&E of climate change adaptation (such as the Coordination Committee, the Technical Working Group and developing a results framework to harmonise several climate change projects) will likely impact on government M&E frameworks.

Development partner funded programmes are some of the few that are regularly reporting in the results-based formats, and thus providing a model for how other priority projects, or other parts of the government M&E system, can operate. This has been recognised by the NPC, that has implemented the new results-based monitoring and evaluation system for priority (P1) national projects. Interviewees suggested that working with the SPCR and other development partner funded projects will help build M&E capacity and improve the national system. However, it should also be noted that many of the externally funded M&E frameworks are largely developed externally by consultants, with indicators based at least partly on development partner requirements, and so there may be a limited effect on internal capacity to develop the M&E frameworks.

²⁵ Neil Bird, 2011. The future for climate finance in Nepal. Overseas Development Institute, UK.

4. Components of a National Evaluative Framework for Climate Adaptation

4.1 Availability and Quality of Data on Socio-Economic Performance

The Census is an in-depth review of the socio-economic performance of households across Nepal that takes place every 10 years. It is carried out by the Central Bureau of Statistics, under National Planning Commission. On the basis of the Census, the Bureau publishes many reports, such as Statistical Year Book, CBS pocket book, Nepal Living Standards Survey, the Population Monograph, at national, regional, district and VDC level.

The Millennium Development Goals and indicators. The data from the MDG Progress Report for Nepal in 2010 indicates that Nepal will be able to achieve most of its MDG targets by 2015, except full employment and climate change. To support the achievement of these goals, the UN is supporting the MDG Acceleration Framework. A number of initiatives have supported the current Three Year Plan (2010/11-2012/13) link with the MDGs. In order to ensure that goals are integrated into programming and budgeting mechanisms, the government has included “the achievement of MDGs” as a priority in the budget preparation.

Human development and other socio-economic indicators. The Human Development Index is the composite value of several human development indicators such as life expectancy, literacy rate, and GDP per capita. Data is used from the Central Bureau of Statistics pocket book, the Nepal Living Standard Survey and the UNDP Human Development Report. The quality of data from the various government organizations (such as the NPC, CBS, MoF, MoAD, NRB, DHM) is fairly reliable, as they directly collect information from their own sources using prescribed mechanisms. In some cases the UN country team, in association with the NPC, also produces reports on socio-economic performance, based on data derived predominantly from government sources. At times, specific socio-economic information is drawn from UN, ADB, WB or INGO publications. National level NGOs also produce data but the reliability varies with the sources used.

4.2 Appropriate M&E Methodologies in Use Across Government

National methodologies

M&E is a rapidly changing area within the government. In 2009, the NPC developed the “Managing for Development Results Guidelines”, based on which seven Ministries and six Departments have prepared M&E frameworks for their sectorial business plans. Following this, the NPC introduced the “Results Based Monitoring and Evaluation (RBME) Guidelines” in 2010. The government is attempting to link ministerial development plans and programmes with Managing for Development Results (MfDR) by asking for business plans. However, the system is primarily being started through priority projects (P1) and development partner funded projects, for which the RBME system is compulsory.

Under the RBME, a logical framework must be submitted to the planning division before a project is started. This outlines the main objectives of the project as well as the Objectively Verifiable Indicators to measure the project, and the means of verification. These indicators will be agreed with the NPC secretariat before the project is approved. Monitoring occurs through two types of indicators, work performance indicators and outcome / output indicators.

Although there are several guidelines and frameworks available within this RBME system, several interviewees noted that the system is not yet fully up and running, and many officials are not using it effectively. The latest capacity building initiative on M&E (SMES-2, 2011-2015) indicates that a concerted focus is still needed on strengthening the systems and their use from district to national level.

There are thus several new M&E approaches being developed at the national level that could provide a framework for TAMD. It is important to ensure that any adaptation framework fits within the latest thinking on M&E at the central level.

Sectoral methodologies

Given the importance of the health and education sectors in reducing poverty, monitoring and evaluation within these sectors has been a priority. A similar level of political will is needed for climate change adaptation, to create a similar system and degree of capacity for M&E of adaptation.

The information management systems of both the Health and Education Ministries enable robust monitoring and reporting at local and central government levels. Furthermore, they contain information that could potentially be used for M&E within other ministries, including for adaptation. The MoSTE would greatly benefit from a central information system whereby data could be obtained from these and other systems for setting baselines, developing indicators, and monitoring and evaluating programmes in a systematic way.

The Ministry of Health and Population has a sector wide approach to planning and implementing programmes, wherein Government and development partners pool resources. This practice ensures that development partners adhere to Government policies and priorities, and meet monitoring and reporting requirements. In addition the task force that advises on technical matters and the joint committee are additional means of ensuring that development partners contribute in line with national priorities. In contrast, financing for climate change adaptation comes from a variety of sources, with limited collaboration. This can lead to duplication of effort, and an additional burden on the MoSTE in terms of monitoring, reporting and evaluating programmes; much can be learned from the Health sector.

5. Good Practice and Challenges

5.1 M&E Good Practice

Several examples of good practice have been outlined above. In addition there have been several initiatives over the last two decades to strengthen the national M&E system and the capacity of the related institutions and staff.

The first project, “Strengthening of monitoring and evaluation systems in Nepal”, developed guidelines for establishing an M&E system, carrying out monitoring, conducting reviews, developing indicators, and preparing a logical framework. This was followed by the SMES 1 project “Strengthening Monitoring and Evaluation Systems in Nepal” (2006-2009), where the government M&E system was strengthened to some extent through M&E human resource development. M&E tools and guidelines were developed, and policy makers’ and planning officers’ understanding and support for M&E was improved. This project provided training for public sector staff involved in planning, M&E and information systems, and it developed guidelines for external evaluations. Phase two of this project (SMES 2) began in 2011 and will be implemented for 3.5 years. It is intended that it will enhance the national capacity for implementing the results-based M&E system, and enhance information sharing and coordination among all institutions involved in M&E so that results can be included in future planning.

In supporting central and local government institutions to mainstream gender and social inclusion concerns in to policies, plans and programme implementation, budgeting and monitoring, a project on “Strengthening the Planning and Monitoring Capacity of the National Planning Commission” (SPMC-NPC) was undertaken in 2009-2012. In addition, large programmes supported by various development partners have a project component to provide M&E training for the staff involved in project implementation.

5.2 M&E Challenges

Despite all the efforts to strengthen M&E systems, there are still challenges for M&E in the socio-economic sector. Capacity is limited and some of the indicators are difficult to measure. Another problem identified by interviewees is the very high turnover rate of staff within M&E sections. It was mentioned that staff are usually untrained in M&E when they start work, and are often transferred soon after they become familiar with the national system and procedures. It was suggested that M&E groups be formed and trained in M&E methodologies and procedures such that when they are transferred to other ministries, they apply their expertise within the M&E section of other ministries. District and sub-district level M&E staff also often lack capacity. Some districts are using out-dated forms for reporting and officials were not aware of changes in national policies (SMES 2, 2012). This means that data may be incomplete or unreliable.

There are various national data sets available, but these are not fully used or “owned” by the departments or ministries. A significant amount of data is collected in project formats, but then not

centrally managed or retained. Several M&E experts commented that information is very scattered, and is often lost as there is no proper record management system.

One of the biggest challenges to the M&E of government development programmes, such as within the Ministry of Education, is that the aggregate data which is of interest at central level makes completing the forms at source difficult and burdensome. The Ministry is currently in the process of revising the categories of data they collect, as well as the forms, so that information can be processed and analysed from primary data sets.

Another challenge is that, whether indicators have been developed nationally or are directly related to the Millennium Development Goals, there is still a lack of baseline data. This makes it difficult to set targets and measure progress. There is a process underway to identify which baselines are missing and what data is required nationally to be able to set them²⁶.

Although the Health Management Information System functions well within the Health Ministry, the information is not well integrated into other national systems, and surveys across government are not well coordinated. There is a lack of information on human resources within the health sector, and there is little information available from private sector health care services. Therefore use of the health information by managers, policy makers and external development partners is limited. The Health Management Information System is not used as a monitoring tool for local and district governments since the focus is on aggregating data for record keeping and central Government reporting. The system is not yet web-based which further limits its usability at different levels and across Ministries. It is the same with the Poverty Monitoring and Analysis System that has the potential to be a good national example of data management on poverty, but is also not used as a tool for monitoring performance.

Whilst there are several guidelines and institutions in place, M&E does not seem to be prioritized across the government system, although there are some sectors and projects that have focused specifically on this area. Interviewees commented that M&E sections within the ministries are very “low profile”, and although the NPC, the Ministry of Finance and the Prime Minister’s office recognize the importance of M&E, a high level commitment at policy level is yet to be realised. The current Three Year Plan has an objective of making the M&E system result-oriented, reliable and regular, and ensuring results are utilized in programme formulation and implementation. However, the latter is still a continuing challenge at both central and district levels. There are examples of individuals personally committed to M&E, who have been able to instigate good practices in their sector, but they are often the exception. Interviewees suggested that officials prefer to be in sections of the ministry with financial resources and decision-making power, which is not currently the case with M&E sections.

²⁶ Interview with Ministry of Education official, January 2012.

6. Conclusions with respect to TAMD Development

6.1 Climate Adaptation Interventions for Testing the TAMD Approach

There are a number of interventions that TAMD could be tested on in Nepal. Suggested criteria for choosing the interventions are: their stage of development, their position within the MoSTE, and government interest in them being used in TAMD. Whilst there are a number of projects in development, only three have developed (or nearly developed) M&E frameworks (SPCR, NCCSP, Hariyo Ban). The coordination committee and the technical working group, which seek to harmonise results-based frameworks in the MoSTE, can only work with projects under the MoSTE, namely the 5 components of the SPCR, the NCCSP and two UNDP projects in development.

It seems that the SPCR components may provide two interventions that are sufficiently developed and are integrated into MoSTE systems, and so offer the chance of embedding TAMD into existing mechanisms. MoSTE officials consulted in February 2013 confirmed this selection, being keen to include the NCCSP and Components 1 or 2 from the SPCR. There will need to be further consultations and technical development to see if this initial selection is supported and if a third initiative (a government programme, Hariyo Ban or the UNDP programmes) should also be included.

The geographical distribution of the programmes is shown in Figure 8 below. It shows there is the possibility of using an experimental approach that looks at NCCSP districts compared to SPCR districts as they are geographically distinct. The mid and far West regions also include all three programme areas.

Figure 8: Geographical distribution of the programme areas (ISET 2013)

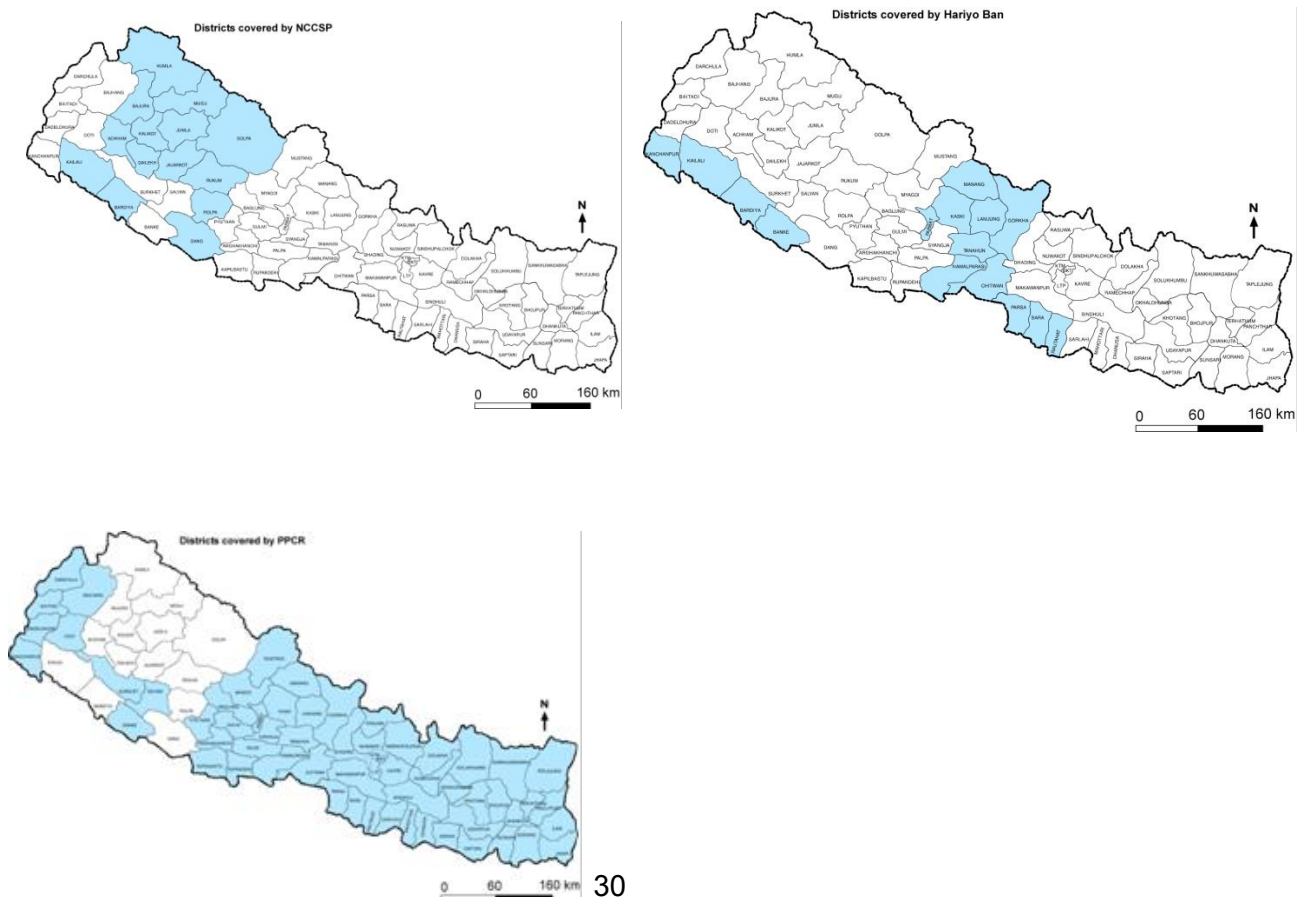


Table 3 below gives a brief comparison of current key indicators for the different projects.

Table 3: Comparison of key indicators *The table compares the top line indicators for the projects (there are many more sub-indicators). Blue indicates vulnerability/adaptive capacity indicator, red indicates CRM/process indicator, italics indicates a project specific indicator.*

Programme	Overarching goal / objective	Key indicators	Data source and reporting
Government projects	Development at district and VDC level.	Designed by Ministry or NPC for specific projects. RBME indicators and PMAS cover national priorities such as population below poverty line and agricultural yields. Very few environment indicators and no climate change ones (these are in development).	CBS, VDCs, DDCs, MoLD, DFOs Reporting to To NPC, to MoF
Hariyo Ban	Goals: Number of people participating in USG supported REDD and climate adaptation activities and number of people receiving USG supported training in global climate change including UNFCCC, greenhouse gas inventories, and adaptation analysis	Key adaptation indicators: <ul style="list-style-type: none"> - the number of people with improved adaptive capacity to cope with adverse impacts of climate change - <i>rate of deforestation and degradation in forests, watersheds and wetlands from non climatic stresses reduced in comparison to the established baseline</i> - Number of organizations (government and civil society) mainstreaming climate change adaptation into their policies and plans and implemented with Hariyo Ban Program assistance 	Baseline survey, government secondary sources Reporting to To MoFSC, to SWC, to USAID.
PPCR	Transformative effects of PPCR (global) Increased resilience of households, communities, businesses, sectors and society to climate variability (CV) and climate change (CC) Improved climate responsive development planning.	Core indicators: <ul style="list-style-type: none"> - Numbers of people supported by the PPCR to cope with effects of climate change - Degree of integration of climate change in national, including sector planning - <i>Extent to which vulnerable households, communities businesses and public sector services use improved PPCR supported tools, instruments, strategies, activities to respond to CV&CC</i> - Evidence of strengthened government capacity and coordination mechanism to mainstream climate resilience; - <i>Quality of and extent to which climate responsive instruments / investment models are developed and tested.</i> 	Some composite from existing government data sources, others requiring new data collection. Reporting to MoSTE, NPC, MoF, CIF and range of donors, to MDB partner
NCCSP	IMPACT: Nepal's poorest and most vulnerable people are able to adapt to the impacts of climate change Indicator: No. people less vulnerable to the impacts of climate change and climate	<ul style="list-style-type: none"> - <i>Service providers are providing effective adaptation services to vulnerable HHs using funds channelled through DEECCs</i> - No. of DDCs delivering adaptation benefits through integration of adaptation priorities into planning& budgeting processes - National cc strategy is financed and implemented in ways that support delivery of adaptation priorities of the poorest and most vulnerable - % HHs adopting adaptation actions to address CC [PD output] 	Some primary collection through household surveys, also VDC and DDC data. Reporting to MoSTE, EU, NPC, DFID.

6.2 Key Elements in Improvements to Climate Risk Management

Table 4: Key elements in improvements to climate risk management

National Adaptive Capacity area	Assessment for Nepal
Assessment	<p>Government of Nepal has been largely supported in their climate change programming by development partners and there is some debate about how much the climate change programme is based on their assessments and how much is externally driven. Comprehensive national assessment was done in 2010 by the NAPA process, and further assessments now being done under the SPCR.</p> <p><i>Key elements: linking government assessments and those of the development partners.</i></p>
Prioritisation	<p>NAPA priorities already identified in 9 thematic areas. This has been built on through the SPCR processes although there was some initial controversy over the prioritisation. National prioritisation is also emerging through the climate change budget code and inclusion of climate change indicators in the NPC indicator set. The LAPA process allows the local prioritisation</p> <p><i>Key elements: linking local and national priorities, securing the finances for implementing local priorities, different prioritisation processes.</i></p>
Co-ordination	<p>Co-ordination between ministries needs to be improved, as well as between local level (VDCs, DDCs) and the MoSTE. Some attempts are being made to co-ordinate development partner interventions through the SPCR, but this does not include all interventions or those outside the MoSTE.</p> <p><i>Key element: MoSTE as co-ordinator needs to develop better linkages with districts and with other ministries implementing programmes.</i></p>
Information management	<p>Information management is a key issue. Data being generated through baselines surveys etc is not currently collated into a usable, transferable format, and there are few linkages between key national data sets and collection processes (PMAS, Census etc) and other data management systems (HMIS, EMIS). The SPCR aims to implement a Management Information System.</p> <p><i>Key elements: Linkages with districts, linkages with other systems, linkages with national data sets.</i></p>
Climate risk management	<p>CRM was addressed through the NAPA, and again through the SPCR. Both programmes aim to improve CRM processes in the MoSTE. National development such as the budget code and CC indicators, also indicate some CRM measures at the national level. LAPAs seek to introduce CRM into local planning, but it is unclear how this will work as yet.</p> <p><i>Key elements: how will national CRM influence local planning? How will LAPAs lead to district / VDC CRM?</i></p>

6.3 Socio-Economic Data for Assessing How Climate Adaptation Contributes to Development

Whilst there are a number of data sources and systems that may be useful for a socio-economic database for adaptation, they are in various stages of development and are also managed in different ways. The national household surveys (such as the Census and Living Standard Survey) provide aggregated data at the district level which limits their utility. Many national assessments rely on a composite of data sources to make an assessment of development progress and it is likely a similar system will be needed here.

The 28 development indicators monitored by the Central Bureau of Statistics at the national level provide a means of tracking development at the district level in core areas (see Figure 11).

Figure 9: CBS district indicators

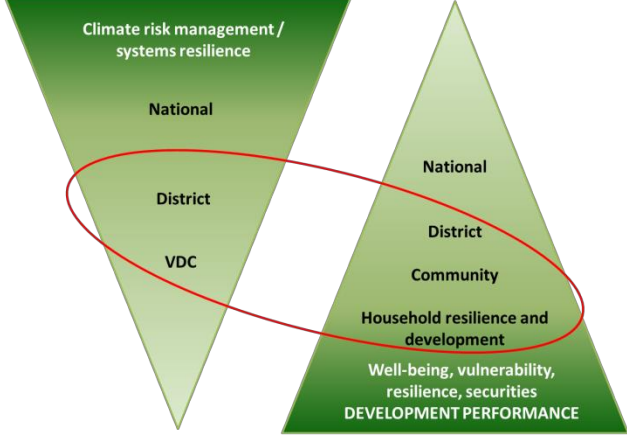
SN	Indicators	SN	Indicators
1	Access to improved source of drinking water	15	Ratio of girls to boys in primary education
2	Access to toilet facility	16	Student teacher ratio in secondary education
3	Proportion of households having electricity facility	17	Literacy rate of population 15-24 years
4	Proportion of households using solid fuels for cooking	18	Ratio of literate female to literate male 15-24 years
5	Proportion of households having radio facility	19	Share of women in wage employment in non-agriculture sector
6	Telephone lines per thousand population	20	Employment to population of working age ratio
7	Road density (length/sq.km. Area)	21	Proportion of children 10-14 who are working
8	Singulated mean age at marriage female	22	Proportion of urban population
9	Child dependency ratio	23	Yield of vegetables
10	Incidence of ARI per 1000 children < 5 years	24	Yield of fruits
11	Incidence of diarrhea per 1000 children < 5 years	25	Yield of cash crops
12	Proportion of malnourished children under 3 years	26	Yield of fisheries
13	Reported death per 1,000 population	27	Yield of cereal crops
14	Primary school net enrolment ratio	28	Yield of pulses

The World Food Programme / Neksap data set on food security is another potential data source. It is due to be integrated into government systems in the Ministry of Agricultural Development in the near future, and will include climate sensitive food security indicators from next year. The Poverty Monitoring and Analysis System indicators are yet to be fully operationalized, but offer a potential national data set which would form a good basis for tracking development within government systems.

6.4 The Way Forward: A Draft TAMD Prototype

The steps proposed for a TAMD prototype for feasibility testing are outlined in table 6 below.

Table 6: A TAMD prototype

Step	Content	Details
1	Define the Evaluation Context and Purpose	<p>Purpose of evaluation to consider the impact of different development partner interventions on the development and resilience of areas of Nepal.</p> <p>Beyond the reported outputs from the programmes, how have they affected household and district resilience? Have they kept development on track? Is there any way to compare their relative impacts on district and household resilience?</p> <p>Suggested interventions: SPCR, NCCSP, Hariyo Ban</p>
2	Develop a theory of Change that specifies how climate risk management activities (Track 1) and development outcomes (Track 2) are inter-related	<p>Theory of change that better district and village level climate risk management and system resilience impacts on household resilience through various mechanisms. The pilot and feasibility test will explore what mechanisms there are, and how different system resilience approaches may lead to changes in household resilience. This ToC also needs to be empirically tested.</p> <p>Some development partner programmes may not have a CRM district component so might need to consider different scales for different programmes. Hariyo Ban and NCCSP have CRM functions at district levels, unsure about the respective components of the SPCR, yet to be finalized.</p>
3	Identify the relevant scales (Global, national, local)	
4	Locate outputs, outcomes and Impacts on the TAMD Framework	<p>Impact Track 1 – Climate responsive and resilient systems at VDC and DDC level</p> <p>Impact Track 2 - resilient households with continuing development (but what does this mean? disaggregated)</p> <p>Outcomes and outputs : <i>Need to explore if it will be possible to aggregate some of the programme indicators to make TAMD indicators?</i></p>
5	Identify the type of indicators required	<p>1) System resilience / CRM indicators</p> <p>Need to reflect uncertainty, autonomous adaptation, development deficit as elements of system resilience.</p> <p>2) Vulnerability indicators</p> <p>Suggested focus on agriculture and food security as key areas of climate change impacts and vulnerability in Nepal. Partly covered by the NekSAP / WFP indicators.</p> <p>Other key areas for indicators on development / vulnerability:</p> <ul style="list-style-type: none"> - Industry / energy sectors

		<ul style="list-style-type: none"> - Education / wash sectors <p>CBS district level indicators for tracking of development.</p> <p>Household resilience survey to be developed.</p>
6	Define the indicators	<p>System resilience / Climate Risk Management</p> <ul style="list-style-type: none"> - 3 technical indicators, flexibility and diversity in key system components, redundancy and modularity, failsafe (systems level – VDC level, district level) (ISET 2011) - Institutional indicators – resourcefulness, responsiveness, ability to learn (VDC, DDC) ACCRN catalyst for change <p>Resilience indicators (household)</p> <ul style="list-style-type: none"> - Basis of WFP indicator set - Other angles of autonomous adaptation etc - Look at baselines of NCCSP, Hariyo Ban - Gateway to systems - Development indicators tracking (CBS?) - Crop yields etc one way to assess climate impact (Agri census and other sources) - PMAS or DPMAS indicators also need to be looked at and how they relate to this CBS district level set (may be the same origin).
7	Gather data	<p>Sampling strategy needs development using primary and secondary data.</p> <p><i>Options:</i></p> <ol style="list-style-type: none"> 1) District matching for similar profiles across programmes 2) 15 VDC samples in every agri-ecological zone and development area 3) Just in the most vulnerable areas: mid and far west 4) Before and after, or with and without? <p>Secondary sources – district and Ilakaa level (village clusters) from CBS and Neksap / WFP sets</p> <p>Household data – primary collection</p>
8	Analyze indicators at different levels of Track1 and Track 2	Phase 2
9	Disseminate results from monitoring and evaluation, so that interventions can be modified as necessary	Phase 2

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