

The Philippines: National Climate Change Action Plan Results-Based Monitoring and Evaluation System

1. Context


► Policy context

The implementation of the Philippines' Climate Change Act of 2009 is being supported by the 2010 National Framework Strategy on Climate Change (NFSCC) and the 2011 National Climate Change Action Plan (NCCAP). NCCAP outlines the roadmap for adaptation and mitigation from 2011 to 2028 and focuses on seven strategic priorities (food security, water sufficiency, ecological and environmental stability, human security, climate-friendly industries and services, sustainable energy and knowledge and capacity development). The NCCAP stipulates the importance of, and the need for, an M&E system and already identifies impact chains and indicators for each strategic priority.

► Purpose of the M&E system

The Results-Based Monitoring and Evaluation System (RBMES) aims to **monitor progress towards the implementation** of the NCCAP across its seven priority areas (with a focus on both climate adaptation and mitigation). Monitoring is expected to support priorities and budget setting on a regular basis. In addition, the system aims at **evaluating the efficiency, effectiveness and impacts of the action plan** every three years.

M&E Guidebook for national adaptation M&E systems



An M&E guidebook by GIZ & IISD (2015) in collaboration with the Adaptation Committee and the Least Developed Countries Expert Group outlines key considerations for the development of country-specific adaptation M&E systems. This factsheet is structured along its four building blocks:

- **Context:** what is the policy context and purpose of undertaking M&E?
- **Content:** what information is required to address the purpose?
- **Operationalization:** how will the information be gathered and what are the institutional arrangements?
- **Communication:** how is the generated information used and disseminated?

GIZ & IISD (2015): [Developing national adaptation monitoring and evaluation systems: A guidebook](#).

► Scale: level of application and aggregation

The system is implemented at the national level and its reporting and evaluation cycle is consistent with that of the country's medium-term plan (e.g. Philippines Development Plan, 2017–2022). The system will draw upon data gathered at national and subnational level and will aggregate results from the seven strategic priorities of the NCCAP.

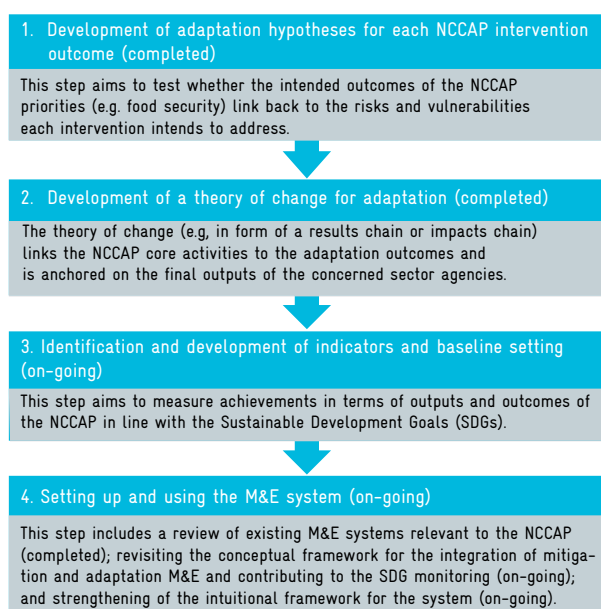
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2. Content

► Establishment process

The development process of the system was launched in October 2012 and is undergoing the first iteration of reporting and mid-term evaluation covering the years 2012 to 2016. A conceptual framework for the establishment of the system has been developed by the Climate Change Commission (CCC) with the participation of various government sector agencies and the support of national consultants and an international consultant. The process which has been adapted from the six-step approach of the WRI/GIZ guidance 'Making Adaptation Count' (2011) can be summarised as shown in figure 1.

Figure 1 Steps of the development of the RBMES



► Focus and approach

This is a **results-based M&E system**. Specifically, the proposed system is based on the NCCAP's results-chains and matrices (incl. indicators). The system is made up of seven **results chains**, one for each priority area. Each results chain identifies the objective, the planned immediate outcome, the planned outputs and major activities from 2011 to 2028. A matrix has also been developed for each priority area. In these matrices, the ultimate and immediate outcomes, outputs and activities are expanded to include indicators, institutions involved, as well as a time frame to carry out each of the identified activities and outputs between 2011 and 2028 (see example in figure 2).





► Indicators

Output and outcome indicators have been jointly identified by the M&E Technical Working Group with support from consultants through various consultations, workshops and vetting exercises with key stakeholders. The list comprises already existing indicators appropriate for assessing adaptation in the Philippines' context (drawing from the Philippine Development Plan (PDP), national sector agencies, and the NCCAP, see Table 1) and new indicators for which data may need to be produced from new studies, surveys or research to fulfil the NCCAP M&E requirements. The **output indicators**, either sourced from the NCCAP or the vetting exercises, reflect the output areas for each NCCAP priority theme and adhere directly to the climate change-related programme, projects and activities of national sector agencies. The **immediate outcome indicators** reflect the immediate outcome areas for each NCCAP priority theme and were also discussed with the national sector agencies. While the indicator list has been finalized and is currently being used for the first iteration of reporting and evaluation, it will be re-evaluated against the SDG indicators to ensure alignment of reporting requirements.

Table 1 Examples of preliminary indicators identified in the NCCAP's food security strategic theme

Immediate outcome 1: Enhanced resilience of agriculture and fisheries production and distribution systems from climate change.	
Output area	Examples of indicators
1.1 Enhanced knowledge on the vulnerability of agriculture and fisheries to the impacts of climate change	Provincial level agriculture and fishery sector vulnerability and risk assessment conducted nationwide.
1.2 Climate-sensitive agriculture and fisheries policies, plans and programmes formulated.	Climate change responsive agriculture and fisheries policies, plans and budgets developed and implemented.
Immediate outcome 2: Enhanced resilience of agriculture and fishing communities from climate change.	
2.1. Enhanced capacity for CCA and DRR of government, farming and fishing communities and industry.	Number of farmers and fisherfolk communities trained on adaptation best practices and DRR.

Figure 2 Sample of the NCCAP's food security matrix

Ultimate Outcome				
1.0 Enhanced adaptive capacity of communities and resilience of natural ecosystems to climate change.				
Intermediate Outcome				
Ensured food availability, stability, access, and safety amidst increasing climate change and disaster risks.				
Immediate Outcome				
1. Enhanced resilience of agriculture and fisheries production and distribution systems from climate change.				
Output Area				
1.1. Enhanced knowledge on the vulnerability of agriculture and fisheries to the impacts of climate change.				
Indicators				
1100.1.1	Provincial level agriculture and fishery sector vulnerability and risk assessment conducted nationwide.			
1100.1.2	National and provincial agriculture and fisheries climate information and database established.			
1100.1.3	No. of researches conducted on agriculture and fisheries adaptation measures and technologies developed.			
1100.1.4	No. of appropriate CC adaptation technologies identified and implemented.			
Institutions Involved				
Lead Government Agencies: Department of Agriculture, LGUs Coordinating Government Agencies: DENR, DOST, CCC, DAR, DILG, DOH, DTI				
Activities	Outputs	2011 – 2016	2017 – 2022	2023 – 2028
1.1.1. Enhance site –specific knowledge on the vulnerability of agriculture and fisheries to the impacts of climate change.				
a. Conduct of provincial-level vulnerability and risk assessments for the agriculture and fisheries.	Provincial-level vulnerability and risk assessment studies and maps produced and disseminated.			
b. Conduct of studies and simulation models on the impacts of climate change on major crops and livestock based on the VA and climate change scenarios.	Vulnerability of the sectors to different CC scenarios conducted.			

Source: CCC (2011): National Climate Change Action Plan 2011 – 2028.

In addition, a **standard system of indicators** is being developed to help harmonise existing climate change initiatives (and associated data and information) across scales and to facilitate communication, comparison and decision-making (incl. resource allocation) among agencies both horizontally and vertically. Specifically, **Climate Change Vulnerability Indices (CCVI)** and **Resilience Indices (RI)** based on a set of common or ‘core’ indicators for measuring, monitoring and evaluating local vulnerability and adaptation are being developed based on the NCCAP’s thematic priorities. The objective is to support the development of coherent and practical metrics or indicators for vulnerability and adaptation assessment that can be consistently applied at the national and subnational levels. The indices will be determined primarily based on specific local to sub-national contexts, but the data could be aggregated for national (e.g. NCCAP and PDP) and international reporting (e.g. UNFCCC National Communications).

The NCCAP’s seven strategic priorities are broken down into immediate outcomes. Each immediate outcome is

linked to at least one output area. Between one to five preliminary indicators (mainly process indicators) have been identified for each output area.

3. Operationalization

► Data collection and analysis

The M&E system builds upon **existing data and monitoring systems** at national and local levels. The data is taken from available secondary data sources, vulnerability mapping and assessments, simulation models of future impacts and vulnerabilities, and other literature or studies.

The CCVI and RI being envisioned will also be based as much as possible on variables and data already being collected by existing monitoring systems and the identification of potential proxy variables to ensure that the indices can be directly adopted and implemented.

► Institutional arrangements

The CCC is responsible for:

- developing and implementing the RBMES,
- monitoring vulnerability to climate change and
- providing technical assistance to the Local Government Units (LGUs)¹ to monitor climate change initiatives in vulnerable communities and areas.

CCC is the lead policy-making body of the government tasked to coordinate, monitor and evaluate the government's climate change related plans and programmes. The Commission is attached to the Office of the President and is an independent and autonomous body with the same status as that of a national government agency. It includes a national panel of technical experts and an advisory board composed of 23 governmental agencies, LGUs and representatives from academia, business and non-governmental sectors.

CCC works in close collaboration with NEDA, which is in charge of overseeing the performance and results monitoring for the Philippine Development Plan (PDP), and the SDGs.

An **M&E Technical Working Group** composed of M&E focal persons from relevant sectoral and technical agencies was created to set-up the system and is currently being institutionalized to carry out implementation. LGUs and national agencies will play an important role in data gathering, consolidation, analysis and reporting.

► Resources needed

The development of the M&E system is designed as a broad, collaborative process involving various government agencies and the National Panel of Technical Experts of the CCC, which will provide substantial support. The process is further supported by GIZ via a consortium of national consultants and an international consultant at least until the process has been institutionalized after the first two iterations of reporting and evaluation. The resource intensity cannot be assessed before the M&E system and its institutional framework are fully embedded in the government system and processes. However, resource requirements will be reduced through the use of existing data and monitoring systems as much as possible.

¹ In the Philippines, all political administrative divisions below the regional level are called LGUs. LGUs include the province, the city and municipality and the barangay.

4. Reporting and outlook

► Outputs and reporting

CCC will release **annual monitoring reports** on the progress of the NCCAP based on the established Climate Change Expenditure Tagging (CCET). Annual monitoring will provide information for national government agencies' priorities and budget setting every year through relevant policy issuances (e.g. National Budget Memorandum) supported by the Cabinet Cluster on Climate Change Adaptation, Mitigation and Disaster Risk Reduction. An evaluation report focusing on the efficiency, effectiveness and impacts of the plan will be released every three years to coincide with the mid-term review of the PDP and every six years for input to the preparations and drafting of a new 6-year PDP.

► Lessons to date

The Philippines is at the first iteration of reporting and evaluation for 2012 to 2016 based on the M&E system. The country has not been starting this process from scratch: a number of well-operating national and local M&E systems are already in place including defined indicators and associated data and the NCCAP already provides draft impact chains and indicators to draw from. One of the main challenges that remains to be addressed is the need to harmonise different national M&E systems (and associated indicators) and different types of information and data across different scales, sectors and institutions to allow for comparison. As a result, a CCVI and RI based on a set of common or 'core' indicators are being developed.

The review of the NCCAP indicators also led to the recognition that the plan needs to better differentiate the levels of results (i.e. outputs and immediate/intermediate/ultimate outcomes) and it needs to be harmonized with the SDGs.

The RBMES discusses how a long-term perspective of adaptation initiatives must clearly differentiate between activities, outputs and outcomes. Furthermore, the RBMES considers that the baselines for results-based indicators should include the effects of future climate change, particularly for projects with long-term implications. The on-going first iteration of reporting and evaluation points to significant challenges that remain in relation to dealing with shifting baselines, attribution and time lags between interventions and outcomes.

Frequently, adaptation programs and projects are looked at as stand-alone interventions that focus only on addressing specifically or singularly the risk of climate change as opposed to having an integrated risk assessment that cuts across sectors and shared among contiguous planning units. Agencies have varying appreciations that adaptation programs and projects are development projects – and that mainstreaming climate change calls for the refinement rather than outright replacement of development projects. In the same manner, adaptation monitoring and evaluation programs do not need to replace existing development programs and projects' M&E frameworks and well-working systems.

► What's next?

The CCC is currently looking into the interface of the Climate Change Expenditure Tagging and the RBMES to streamline the reporting requirements and process of the government agencies. The National Integrated Climate Change Database and Information Exchange System (NICCDIES), is being re-examined as an exchange system for sharing of data and information on both climate change adaptation and mitigation. Originally, it was intended as a database for an organized data collection on climate change mitigation, particularly on GHG Inventory, Mitigation Actions, Low Emission Development Strategies (LEDS), and Monitoring, Reporting and Verification (MRV) system. NICCDIES could be a platform where data and information is integrated and accessible at a 'single location' at the national level and has been processed in such a way as to be meaningful to the user.

For further information

Ms Sandee Recabar, Development Management Officer
Climate Change Office, Climate Change Commission (CCC)
recabarsg.ccc@gmail.com

Ms Agnes Balota, Chief Advisor
GIZ Philippines
agnes.balota@giz.de

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Dag-Hammarskjöld-Weg 1-5
65760 Eschborn, Germany
T +49 61 96 79-0
F +49 61 96 79-11 15
I www.giz.de

Programme
Effective Adaptation Finance (M+E Adapt)

Contacts:
Timo Leiter, timo.leiter@giz.de

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