

We Note the Mistakes:

On page iv: “**EXECUTIVE SUMMARY**” and page 6: “**OVERVIEW OF MAJOR GLOBAL CLIMATE CHANGE FUNDS**”; In the first paragraph of these two pages “...In accordance with the principle of common but differentiated responsibility and respective capabilities set out in the **Tokyo Protocol**, developed countries (**Annex II Parties**) are to provide financial resources to assist developing countries in implementing the objectives of the UNFCCC.” **Please be noted that the correct one is** “...In accordance with the principle of common but differentiated responsibility and respective capabilities set out in the **UNFCCC**, developed countries (**Annex I Parties**) are to provide financial resources to assist developing countries in implementing the objectives of the UNFCCC.”

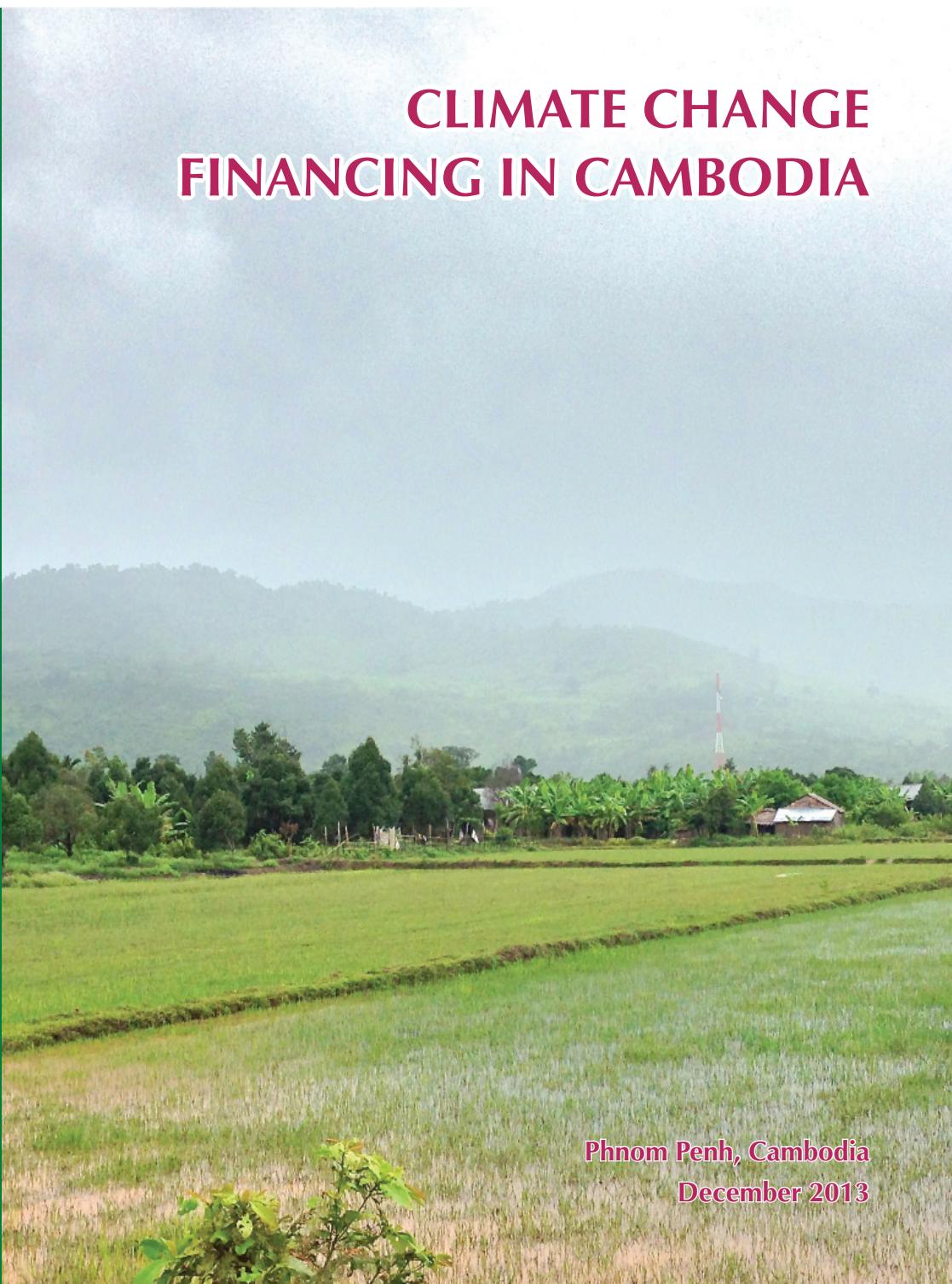
We apologize for these unintended mistakes.



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The NGO Forum on Cambodia

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Working Together for Positive Change

CLIMATE CHANGE FINANCING IN CAMBODIA



Phnom Penh, Cambodia
December 2013

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Printed Date: December 2013

Published by: The NGO Forum on Cambodia, Environment Program,
Climate Change Policy Monitoring Project

Researched by: Enrich Institute for Sustainable Development



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ACKNOWLEDGEMENTS

The Author would like to extend his heartfelt gratitude to the following people who have made the completion of this research possible:

- All of the key informants from the local and international government, donor agencies, local and international organizations for their time and for providing valuable information during the interview
- Staff of NCDD and LWD for facilitating my field visit to the project sites
- Participants of the validation workshop for their constructive inputs on the report
- EISD research assistants for their help in the data collection
- Mr. Nop Polin, Climate Change Advocacy Officer, DCA/CA, for his comments
- Finally, NGOF staff such as Mr. Tek Vannara, Ms. Sao Vicheka, Mr. Chea Sarom, and Mr. Ung Soeun for their comments and continued support during the entire research process

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LIST OF ACRONYMS

ADB	Asia Development Bank
AF	Adaptation Fund
CBO	Community-Based Organization
CCCA	Cambodia Climate Change Alliance
CCCS	Cambodia Climate Change Strategic Plan
CDC	Council for the Development of Cambodia
CDM	Clean Development Mechanism
CIF	Climate Investment Fund
EC	European Commission
EU	European Unions
FAO	Food and Agriculture Organization of the United Nations
GCCA	Global Climate Change Alliance
GCF	Green Climate Fund
GEF	Global Environment Facility
JCCI	Join Climate Change Initiative
JICA	Japan International Cooperation Agency
LGCC	Local Governance and Climate Change
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MIME	Ministry of Industry, Mines and Energy
MoE	Ministry of Environment
MoH	Ministry of Health
MoWRAM	Ministry of Water Resources and Meteorology
MPWT	Ministry of Public Works and Transport
MRD	Ministry of Rural Development
NAPA	National Adaptation Programme of Action for climate change
NCCC	National Climate Change Committee
NCDD	National Committee for Democratic Development
NCDM	National Committee for Disaster Management
NSDP	National Strategic Development Plan
PPCR	Pilot Programme for Climate Resilience
REDD	Reduce Emission from Deforestation and Degradation
SIDA	Swedish International Development Agency
SCCF	Special Climate Change Fund
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations for Development Programme

EXECUTIVE SUMMARY

Climate finance is financing channeled by national, regional and international entities for climate change mitigation and adaptation projects and programs. Climate finance is critical in tackling climate change because large-scale investments are required to significantly reduce emissions and to allow countries to adapt to adverse climate change effects. In accordance with the principle of common but differentiated responsibility and respective capabilities set out in the Tokyo Protocol, developed countries (Annex II Parties) are to provide financial resources to assist developing countries in implementing the objectives of the UNFCCC.

Due to its strong exposure to floods and droughts and the lack of adaptive capacity along with a combination of low-levels of income; skill and infrastructure, Cambodia, along with the Philippines, is the most vulnerable country to climate change in Southeast Asia. As one of the poorest countries in the world, Cambodia needs sustained financial resources to deal with the impact of climate change. The large majority of climate expenditure has so far been provided by donors. According to the Ministry of Environment, Cambodia has mobilized US\$ 200 million of climate funding over the last few years but little is known about the details of the fund. Information is scarce on the impact of the completed projects and on the progress of the ongoing climate change projects. This research aims to contribute to addressing this issue by reviewing Cambodia's climate change finance to estimate how much fund Cambodia has actually received, from which sources and whether the intended beneficiaries are really benefitting from climate change projects.

Being the first comprehensive research of its kind in Cambodia, this research has the following objectives:

- (1) Identify and document the range of bilateral and multilateral funds that are currently available to and being accessed by Cambodia
- (2) Analyze the progress and challenges of climate change finance policy and implementation
- (3) Make recommendations on the steps required to increase the ability of Cambodia to effectively and sustainably manage and utilize climate change funding and thus better respond to climate change.

This research employs a mix-method approach, combining qualitative and quantitative data collected from desk research, key informant interviews and case studies. A comprehensive literature review and desk research was conducted to study the global climate change financing schemes, the range of fund that Cambodia has accessed to, and the status of climate change projects in the country. Based on the set criteria, 95 climate change relevant projects were selected for analysis from four different data sources to increase the accuracy of

the calculation. A total of 27 key informants including representatives from local, international NGOs, government ministries, donors and 32 project beneficiaries were interviewed to verify and complement the result of the desk research. Two case studies of donor-funded climate change projects were selected for further analysis. The entire research lasted for three months from July 01, 2013 to October 01, 2013.

Since 2003, Cambodia has mobilized US\$ 655.6 million in climate fund, 64% of which comes from grants while the remaining 36% are concessional loans. This funding comes from 95 domestic climate relevant projects, of which 43 projects have been completed, 45 projects are ongoing and seven are in the pipeline. Out of the US\$ 655.6 million that Cambodia has mobilized so far, US\$ 338.8 million is estimated to have been disbursed and the remaining US\$ 316.8 million is available for next seven years (2014-2020).

Cambodia receives climate change financing through two main sources: bilateral and multilateral channels. The former has contributed US\$ 317.7 million, accounting for 48% while the latter has contributed US\$ 337.8 million, accounting for 52% of the total fund. Seventy-one percent of the total financing is concentrated in three major sectors: agriculture, water and irrigation (41%), transport and infrastructure (16%) and disaster management (14%). The researcher classified climate projects into four categories: mitigation, adaptation, mitigation and adaptation project (for project which has both elements), policy, research and capacity building and found that the majority of the financing (70%) is allocated for adaptation projects. Dissecting the projects by province by assuming that provinces covered by the same project receive proportionally equal amount of fund of that project, the researcher has found that Pursat has received the largest share of the fund, totaling at US\$ 67.29 million. Other major receivers of fund include Battambang, Kampong Chhnang and Siem Reap with an estimated funding of US\$ 49.77 million, US\$ 35.90 million, US\$ 32.8 million respectively.

Cambodia has been relatively been successful in mobilizing climate fund. A total of US\$ 655.6 million has been mobilized since 2003; almost half of this amount is still available for use until 2020. While the understanding about the effectiveness of climate finance interventions remains limited, donors have generally expressed satisfaction with the use of climate fund so far. Progress has also been made at the policy level. The national Climate Change Strategic Plan has been completed and is waiting for government's endorsement. Cambodia is also one of the first few countries in the world to complete the Climate Public Expenditure and Institutional Review to analyze climate change related expenditure and to assess the extent to which this expenditure is guided by existing policy and institutional responsibilities. The ministerial action plans and Climate Change Financing Framework are currently being developed. New and promising approaches are also emerging to effectively use climate fund.

While headway has been made, there are challenges that need to be addressed. Some donors and NGOs suggest that although the money has been used successfully, it could have been used more effectively. The following challenges are identified to be the barriers for the effective management of climate change fund.

- The absence of a single, well-defined, robust, and uniform reporting and monitoring framework and the lack of data are the barriers in tracking how the money is delivered, channeled and managed
- Limited ownership due to the lack of government's participation in the implementation, monitoring and evaluation process
- Limited stakeholder engagement, particularly, the vulnerable communities
- Despite some progress, awareness of climate change remains low among the general population and so is the capacity of the government and NGOs to address climate change challenges
- Low coordination among the government's ministries, among donors, between the government and donor and between government and implementing NGOs. This has led to sub-optimal results.

With hundreds of millions of dollars of climate financing, Cambodia faces a growing pressure to demonstrate that climate finance is well spent. The ability to prove effective governance of the fund will help the government to secure more allocation over a longer term. This research suggests that the following actions should be taken into consideration in order to improve the effectiveness of climate fund in Cambodia.

For government

- Link climate finance with Cambodia's development plans; not create stand-alone projects
- Develop a harmonized reporting, recording and tracking system for climate change financing flow
- Improve transparency and accountability for all stakeholders
- Create an effective coordination process to manage the complex interactions between multiple actors and channels
- Strengthen and promote financing through sub-national channels.

For donors

- Promote country ownership by helping to build Cambodia's capacity to exercise leadership over its climate change policies and strategies and activities

- Reduce the fragmentation of climate change assistance by harmonizing their systems
- Promote pool funding mechanisms
- Continue to raise awareness and strengthen the capacity of government and civil society
- Improve transparency and information sharing

For implementing agencies

- Document lessons learned and share best practices of climate change projects
- Pay special attention to the poor and the vulnerable in designing and implementing the project to ensure that they really benefit from the project
- Involve local communities in climate change projects to empower local people, create a sense of belonging and allow them to better understand and adapt to the consequences of climate change.
- Strengthen coordination and communication to eliminate duplicate work and to identify areas or issues that need more attention

DEFINITIONS

Climate change: a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods (Article 1, UNFCCC).

Climate finance: financing channeled by national, regional and international entities for climate change mitigation and adaptation projects and programs. This includes climate specific support mechanisms and financial aid for mitigation and adaptation activities to spur and enable the transition towards low-carbon, climate-resilient growth and development through capacity building, R&D and economic development. The term has been used in a narrow sense to refer to transfers of public resources from developed to developing countries, in light of their UN Climate Convention obligations to provide "new and additional financial resources," and in a wider sense to refer to all financial flows relating to climate mitigation and adaptation (Buchner, Falconer, Hervé-Mignucci, Trabacchi, and Brinkman, 2011).

Climate fund: pots of money earmarked for measures that address climate change. Climate funds are organized at multilateral, bilateral and national levels. The largest multilateral funds are the Climate Investment Funds, coordinated by the World Bank and a number of other multilateral development banks (Climate Finance and Market's website).

Mitigation: Actions taken to reduce greenhouse gas emissions. Mitigation tends to cover clean energy, energy efficiency and fuel switching, forestry and land use, urban transport and carbon sequestration projects (Climate Finance and Market's website).

Adaptation: Initiatives and measures to reduce the vulnerability or increase the resilience of natural and human systems to actual or expected climate change impacts. Examples include raising river or coastal dikes, retreating from coastal areas subject to flooding from sea level rise or introducing alternative temp. Cost estimates by the World Bank suggest that \$70 – \$100 billion per year will be needed globally to cope with the impact of climate change by 2050, while the UNFCCC estimates a figure of \$28 – 67 billion per year for developing countries by 2030 (Climate Finance and Market's website).

Capacity building: an ongoing evidence-driven process to improve the ability of an individual, team, organization, network, sector or community to mitigate and adapt to the impacts of climate change (AIDSTAR-Two Technical Brief No: 2)

Grant: Transfers made in cash, goods or services for which no repayment is required (OECD DAC Glossary of Key Terms and Concepts).

Concessional loan: a loan offered at favorable terms to the poorest countries. Concessional loans have lower interest rates and longer repayment periods than standard market or multilateral loans (Climate Finance and Market's website).

REDD+: a scheme that puts a cash value on forests on the assumption that this will result in their preservation and, in turn, a carbon saving. The acronym stands for Reducing Emissions from Deforestation and forest Degradation. The 'plus' symbol refers to the inclusion of additional activities, such as the sustainable management of forests and the enhancement of forest carbon stocks (Climate Finance and Market's website).

1. INTRODUCTION

Due to its strong exposure to floods and droughts and lack of adaptive capacity, Cambodia, along with the Philippines, is the most vulnerable country to climate change in Southeast Asia.¹ Climatic events such as floods and droughts are one of the main contributors to poverty within the country. During the last 20 years, a succession of droughts and floods resulted in significant economic and human resource losses. Over the period 1998-2002, as much as 70% of rice production loss was attributed to floods and 20% to drought. For example, the severe floods that occurred from 2000 to 2002 resulted in 438 casualties and caused damages amounting to US\$ 205 million.² Cambodia will continue to be affected by climate change. Some predictions suggest that there will be an increase in mean annual temperatures of 1.4-4.3 °C by the 2090s³, a sea level rise of 0.18-0.56 m by the 2090s⁴ and an increase in the frequency and intensity of flooding events due to more frequent episodes of heavy rainfall.⁵

Despite its potential risks, climate change has until recently been treated as a subcomponent of environmental policy in the national strategies. However, the government has now shown some leadership and commitment to tackle climate change. Chaired by the Ministry of Environment, the National Climate Change Committee (NCCC) was established in 2006 to prepare, coordinate and monitor the implementation of policies, strategies, legal instruments, plans and programs of the Royal Government to address climate change issues within the country. The updated National Strategic Development Plan (NSDP II) and the Rectangular Strategy Phase II also recognize climate change as one of the major development challenges and have listed some specific actions to address climate change at the national level.

Various climate change specific policies have also been formulated. With support from the international community under the UNFCCC, the government approved a National Adaptation Program of Action to Climate Change (NAPA) in 2006. NAPA identifies a total of 39 priority activities under 3 categories: (i) capacity building/training (ii) awareness raising/education, and (iii) infrastructure development. Cambodia has also developed a range of cross-sectoral policies and strategies that are relevant to climate change (CDM, National REDD+ Roadmap, National Green Growth, Strategic National Action Plan for Disaster Risk Reduction) and a large number of sector strategies that address climate change, including, in particular: forestry, water and other natural resources;

¹ Yusuf and Francisco, 2009

² Ministry of Environment, 2006

³ McSweeney, New, and Lizcanol, 2009

⁴ Ministry of Environment, 2002

⁵ Ministry of Environment, 2002, 2006

energy; and agriculture. A new Climate Change Strategic Plan (CCSP), the first national policy statement on climate change, has just also been developed and is expected to be endorsed by the end of 2013.

1.1 RATIONALE FOR RESEARCH

The 2010 World Development Report's preliminary estimates of financing needs for mitigation and adaptation activities in developing countries range from US\$ 140-175 billion per year for mitigation over the next 20 years with associated financing needs of US\$ 265-565 billion and US\$ 30 – 100 billion a year over the period 2010 - 2050 for adaptation⁶. However, such estimate is not available at a country level for Cambodia.

As one of the most vulnerable developing countries, Cambodia needs sustained financial resources to address climate change. The large majority of climate expenditure is currently provided by donors.⁷ According to the Ministry of Environment, Cambodia has mobilized US\$ 200 million of climate funding for the last few years⁸ but little is known about the detail of the fund. With regard to effectiveness, information is scarce on the impact of the completed projects and on the progress of the ongoing climate change projects. Therefore, it is useful to have baseline data on how much funding Cambodia actually receives, from which sources and whether the projects are on target to meet their objectives, and whether the intended beneficiaries are benefitting from these projects.

Cambodia is challenged with the need to demonstrate effective policies and systems to access and deliver climate change finance. To maximize the resources and use them effectively will require a comprehensive, cross-government approach that involves the public and private sectors as well as civil society. Therefore, there is a need for a review of Cambodia's current climate change finance to learn about the success and challenges in accessing as well as managing the funds. This research will also provide useful inputs for the development of a National Climate Change Financing Framework and Climate Change Action Plans in priority ministries.

1.2 RESEARCH OBJECTIVES

Being the first comprehensive research of its kind in Cambodia, this research seeks to answer three fundamental questions: (1) How much money has Cambodia received to mitigate and adapt to climate change? (2) What are the main sources of climate change financing and in which sector, location has the

⁶ World Bank Group, 2010, p. 257

⁷ Ministry of Economy and Finance, 2012

⁸ Tin, P., 2013

fund been disbursed? (3) What progress has been made with regard to climate change financing and what are the remaining challenges needed to be addressed? Answering these questions, this research attempts to:

1. Identify and document the range of bilateral and multilateral funds that are currently available to and being accessed by Cambodia
2. Analyze the progress and challenges of climate change financing policy and implementation
3. Make recommendations on the steps required to increase the ability of Cambodia to effectively and sustainably manage and utilize climate change funding and thus better respond to climate change.

1.3 SCOPE OF RESEARCH

This study adopts a narrow definition of climate finance as the transfers of public resources from developed to developing countries. In this regards, this study only covers the financing flow from developed countries to Cambodia through bilateral and multilateral channels. Other sources of financing, including the private sector, are not included in the study. Also, this research only looks at the fund that is given specifically for Cambodia. Regional projects are excluded from the calculation due to the difficulty to track what proportion of the total fund is allocated to Cambodia. (See Annex 3 for the list of regional projects excluded from the study.)

1.4 RESEARCH METHODOLOGY

This research employs a mix-method approach, combining qualitative and quantitative data collected from desk research, key informant interviews and case studies.

1.4.1 Data Source and Sampling

- **Desk research:** a comprehensive literature review and desk research was conducted to study the global climate change financing schemes, the range of funding options that Cambodia has accessed and the status of climate change projects in the country. Some of relevant document reviewed include government policies (NSDP, Rectangular Strategy, NAPA) local and international NGO's reports, various online database and websites. For the complete list of document, please refer to reference section.
- **Key informant interview:** stakeholders from local, international NGOs, government ministries, and donors were interviewed to verify and complement the result of the desk research. Special focus was placed on the management of the fund and how it is different from donor to donor, and

project to project. In total, 27 key informants and 32 project beneficiaries were interviewed. (See the list of key informants in Annex 4)

- **Case study:** Two case studies of donor-funded climate change projects were selected for further analysis. The objective of the case studies is to find out the success and challenges in implementing climate change projects. The selection of the case study was done based on two criteria (1) the project must be completed in order to study their impact on the intended targets group (2) the project combination must include the project that is implemented by the government and local NGO (see table 1 below). In each case study, the researcher conducted fieldwork by visiting the project site and carrying out a series of interviews and consultations with intended beneficiaries and project implementers.

Table 1: Selected projects for case study

Project	Implementing agency	Location
Promoting Community Response to Climate Change	Life With Dignity (LWD)	Kampong Spue and Kampong Chhnang Province
Local governance and Climate Change	National Committee for Democratic Development (NCDD)	Takeo Province

1.4.2 Data Analysis

To increase the accuracy of the calculation, the researcher did the fund estimation exercise by triangulating four different sources of data. A considerable amount of time was spent consolidating and crosschecking the four data sources.

- **Council for the Development of Cambodia's ODA database:** It is a public online Microsoft Access-based system that has been developed to record all the ODA coming to Cambodia. While the ODA Database is Government owned and managed, the responsibility for entering data lies with development partners. The data is validated by CDC staff working closely with nominated development partner focal points. As of July 2013, there are 35 development partners and more than 300 non-governmental organizations who input data into the system on a regular basis. Using climate change as the thematic marker, the database generates 90 projects. The database can be accessed via this link <http://cdc.khmer.biz/>.
- **Development partner's climate change project list:** This is a list of climate change projects funded by donors and is managed and regularly updated by UNDP who also host the bi-monthly development partners meeting. The list is believed to be more updated than CDC's ODA database. At the time of

writing, the list contains 95 local and regional climate change related projects.

- **Database of international multilateral funding agencies:** Data was also collected from the website of international multilateral funding agencies such as the GEF's LDCF and Adaptation Fund, the World Bank's PPCR, EU's GCCA, UN-REDD, etc.
- **Direct consultation with donors and implementation agencies:** Interviews were also carried out among donors and implementing agencies in order to verify the data that come from the above sources. See Annex 4 for the list of stakeholder consulted.

The collected data are then grouped into three categories based on the following criteria⁹:

- Any project that has clear primary objectives of delivering concrete and visible outcomes that improve climate resilience or contribute to mitigation is considered “**pure climate change project**” and are assumed that 100% of their fund is allocated for climate change activities.
- Any project that makes strong contributions to adaptation or mitigation but is motivated primarily by broader development concerns is categorized as “**medium climate relevance project**” and is assumed that 50% of the project fund is allocated for climate change components.
- Any project that contributes to adaptation and mitigation only indirectly is classified as “**low climate relevance project**” and is assumed that 25% of the project fund is allocated for climate change components. Such project may include livelihood programs and more general infrastructure programs.

Using the criteria above, the amount of financing is then calculated. The project relevant information including the start and end date, source of fund, implementing agency, target location, sector and focus area are also analyzed. Microsoft Excel 2011 was used for the calculation and graphs production.

⁹ The criteria was adapted from Cambodia Climate Public Expenditure and Institutional Review 2012

2. OVERVIEW OF MAJOR GLOBAL CLIMATE CHANGE FUNDS

Climate finance is critical to tackling climate change because large-scale investments are required to significantly reduce emissions and to allow countries to adapt to the adverse climate change effects. In accordance with the principle of common but differentiated responsibility and respective capabilities set out in the Tokyo Protocol, developed countries (Annex II Parties) are to provide financial resources to assist developing countries in implementing the objectives of the UNFCCC. The following sections provide an overview of the most prominent international climate financing mechanisms currently in operation.

2.1. Global Environment Facility Funds (GEF)

The GEF is the largest public funder of projects to improve the global environment, providing US\$11.5 billion in grants and leveraging US\$57 billion in co-financing for over 3,215 projects in over 165 countries. The GEF provides grants for projects related to biodiversity, climate change, international waters, land degradation, the ozone layer, and persistent organic pollutants. Serving as financial mechanism for the UNFCCC convention, the GEF offers four funding windows for climate change related activities: (1) The Special Climate Change Fund, (2) The Least Developed Countries Fund, GEF Trust Fund and (4) GEF Small Grant Program.

2.1.1. The Special Climate Change Fund (SCCF)

SCCF was established under the Convention in 2001 to finance activities, programs, and measures relating to climate change. There are two active funding windows under SCCF:

- (1) Adaptation window (SCCF-A) which focuses on water resources management; agriculture; health; infrastructure development; fragile ecosystems (including mountain ecosystems); integrated coastal zone management; and climatic disaster risk management.
- (2) Technology Transfer window (SCCF-B) which focuses on the transfer of environmentally sustainable technologies, concentrating on, but not limited to, technologies to reduce emissions or atmospheric concentrations of greenhouse gases. SCCF can also support: implementation of the results of technology needs assessments; technology information; capacity building for technology transfer; and enabling environments.

By the end of June 2012, the SCCF adaptation program (SCCF-A) has mobilized US\$162.24 million for 39 projects and 3 programs leveraging US\$1.25 billion in co-financing. To this date, SCCF-B has supported a total of 6 projects (total of US\$26.64 million).¹⁰

All Non-Annex 1 countries are eligible to apply for SCCF although the needs of the most vulnerable countries in Africa, Asia, and the Small Island Developing States (SIDS) are to be prioritized. To access SCCF, the Project Proponent develops a concept for a project and requests assistance from an Implementing Agency of the GEF. The Project Proponent must then secure the endorsement of the national GEF Operational Focal Point. In the case of full-sized projects (over US\$ 1 million), the steps of the SCCF project cycle starts with the submission of a Project Identification Form (PIF). After the PIF has been approved by the SCCF Council, the GEF agency then works with the Project Proponent to develop the project fully into a detailed Full Project Document (FPD). The GEF CEO endorses the project, after which it is ready for implementation. For medium-sized projects (US\$ 1 million or below), approval can be done with just the submission of a detailed FPD. Once the GEF CEO endorses the project, the funding is released to the Implementing Agency.

2.1.2. The Least Developed Countries Fund (LDCF)

The Least Developed Countries Fund (LDCF) was established in 2002 under the UNFCCC to meet the adaptation needs of 49 least developed countries (LDCs) identified by the United Nations. The LDCF has financed the preparation and implementation of National Adaptation Programs of Action (NAPAs) to identify priority adaptation actions for a country based on existing information. Administered by the Global Environment Facility, the fund now supports 74 projects and 1 program in 44 countries, totaling US\$ 334.6 million in funding and leveraging US\$1.59 billion in co-financing.¹¹

All least developed countries are eligible for LDCF. However, proposals submitted for funding under the LDCF are reviewed in light of the following criteria:

- Country ownership in the proposed projects must have been identified as priority activities in the NAPA and shown evidence of stakeholder consultation and support.
- Program and policy conformity in terms of project design; sustainability, and stakeholder involvement.
- A financing plan must be developed, together with an assessment of cost-effectiveness.

¹⁰ <http://www.thegef.org/gef/SCCF>

¹¹ <http://www.thegef.org/gef/LDCF>

- Institutional coordination and support
- Monitoring and evaluation

To access LDCF, a country must complete its NAPA and send it to the UNFCCC Secretariat. The process to apply for LDCF is similar to that of the SCCF except that in LDCF, full-sized project must be worth over US\$ 2 million while the medium-sized projects must be worth US\$ 2 million or lower.

2.1.3 GEF Trust Fund

The GEF Trust fund aims to help developing economies in transition to contribute to the overall objective of the UNFCCC to both mitigate and adapt to climate change, while enabling sustainable economic development. Established in 1994 and replenished every four years, GEF Trust fund is the longest standing dedicated public climate change fund. A total of US\$ 1,077.4 million was pledged for the current GEF5 (2010-2014).¹²

A country is an eligible recipient of GEF Trust Fund if it is eligible to borrow from the World Bank or if it is an eligible recipient of UNDP technical assistance. To be taken into consideration a project proposal has to fulfill the following criteria:

- It is undertaken in an eligible country.
- It is consistent with national priorities and programs.
- It addresses one or more of the GEF Focal Areas: improving the global environment or advancing the prospect of reducing risks to it.
- It is consistent with the GEF operational strategy.
- It seeks GEF financing only for the agreed-on incremental costs on measures to achieve global environmental benefits
- It involves the public in project design and implementation.
- It is endorsed by the government(s) of the country/ies in which it will be implemented.

Each project follows a specific project cycle similar to that of SCCS and LDCF.

2.1.4 GEF Small Grant Program (GEF SGP)

Launched in 1992, the Global Environment Facility Small Grants Program (GEF SGP) is a corporate program, implemented by the United Nations Development Program (UNDP) which aims to provide financial and technical support to projects that conserve and restore the environment while enhancing people's well-being and livelihoods.

¹² <http://www.thegef.org/gef/whatisgef>

The program provides grants of up to \$50,000 directly to local communities including indigenous people, community-based organizations and other non-governmental groups for projects in biodiversity, climate change mitigation and adaptation, land degradation and sustainable forest management, international waters and chemicals. In this way, SGP complements the large and medium-sized GEF projects funding by providing a window for the direct participation of NGOs, local communities, and other grassroots organizations. To date, the GEF SGP has invested US\$ 450 million and leveraged similar levels of co financing supporting over 14,500 community-based projects in over 125 countries.¹³

All project proposals submitted to SGP country teams need to demonstrate:

- How the proposed project proposal meets the GEF SGP criteria by articulating how project objectives and activities would have an impact in the SGP areas of work -GEF focal areas-
- How they respond or are aligned to the targets and objectives of the SGP Country Program Strategy(CPS) of their country.
- Be proposed by national CBOs and NGOs.

Box 1: Cambodia and GEF Funds

Cambodia has been approved a total of US\$ 43.8 million of LDCF and GEF4 grant of which US\$ 25.4 million were allocated for 12 climate change projects (See Annex 2). As of July 2013, 90 small-scale projects in Cambodia has been funded by GEF SGP with the total grant amount of US\$ 0.93 million and US\$ 2.9 million in co-financing. Seventy seven percent of all the projects is for adaptation purposes, 22% is mitigation project and about 1% is project with both mitigation and adaptation components.

2.2. The Climate Investment Funds

The Climate Investment Funds are the world largest funds for climate change, disbursing US\$ 6.7 billion to 49 development countries to date.¹⁴ Administered by the World Bank since 2008, CIFs are made up of two multi-donor Trust funds (four funding windows) to help developing countries pilot low-emissions and climate-resilient development.

With US\$ 5.2 billion of donors' pledge, Clean Technology Fund (CTF) is the largest of the two CIF Trust funds. CTF provides middle-income countries with resources to explore options to scale up the demonstration, deployment, and transfer of low-carbon, clean technologies. As of March 2013, 41 projects have

¹³ <http://sgp.undp.org/>

¹⁴ <https://www.climateinvestmentfunds.org/cif/aboutus>

been approved for US\$ 2.3 billion in CTF funding, attracting an estimated US\$ 19.2 billion in co-financing and saving 600 million tons of CO₂ emissions.¹⁵

The Strategic Climate Fund (SCF) is the second CIF's trust fund. It serves as an overarching framework to support three targeted programs with dedicated funding to pilot new approaches with potential for scaled-up, transformational action aimed at a specific climate change challenge or sectoral response. Targeted programs under the SCF include:

- Pilot Program for Climate Resilience (US\$ 1.3 billion): The PPCR funds technical assistance and investments to support countries' efforts to integrate climate risk and resilience into core development planning and implementation. It provides incentives for scaled-up action and initiates transformational change by catalyzing a shift from "business as usual" to broad-based strategies for achieving climate resilience at the country level. As of March 2013, 26 projects have been approved for US\$ 399 million in funding, attracting an estimated US\$ 512 million in co-financing.¹⁶
- Forest Investment Program (US\$ 639 million): FIP supports developing countries' efforts to reduce deforestation and forest degradation and promote sustainable forest management that leads to emissions reduction and enhancement of forest carbon stocks (REDD+). It finances large-scale investments and leverages additional resources, including from the private sector.¹⁷
- Scaling up Renewable Energy Program (US\$ 505 million): SREP established to scale up the deployment of renewable energy solutions and expand renewable markets in the world's poorest countries. SREP aims to pilot and demonstrate the economic, social, and environmental viability of development pathways that do not exacerbate global warming. SREP finances solar, wind, bio-energy, geothermal, and small hydro.¹⁸

¹⁵ https://www.climateinvestmentfunds.org/cif/Clean_Technology_Fund

¹⁶ https://www.climateinvestmentfunds.org/cif/Pilot_Program_for_Climate_Resilience

¹⁷ https://www.climateinvestmentfunds.org/cif/Forest_Investment_Program

¹⁸ https://www.climateinvestmentfunds.org/cif/Scaling_Up_Renewable_Energy_Program_in_Low_Income_Countries

Box 2: Cambodia and Climate Investment Funds (CIF)

Among the four programs under the CIF, Cambodia was selected to be one of the recipients of the Pilot Program for Climate Resilience (PPCR). PPCR is implemented in two phases. Phase 1 which aims at enhancing institutional readiness to implement PPCR was completed in April 2013 at the cost of US\$ 1.5 million. Phase 2 is the implementation of the Strategic Program for Climate Resilience (SPCR) which comprises of seven investment projects (2 projects in water resources, 2 projects in agriculture, 3 projects in infrastructure and 1 technical assistance project). A total of US\$ 91.3 million was allocated for Cambodia's SPCR. This amount includes US\$ 50 million in grant, US\$ 36 million in concessional loan and an additional US\$ 3.8 million in PPCR funding as the preparation grants for the above projects to be developed under the SPCR. As of July 2013, six of these projects have been approved. (See Annex 1).

2.3. The Adaptation Fund

The Adaptation Fund is a financial instrument under the UNFCCC and its Kyoto Protocol (KP) and was established in 2009 to finance concrete adaptation projects and programs in developing country Parties to the KP, in an effort to reduce the adverse effects of climate change facing communities, countries and sectors. The Fund is financed with a share of proceeds from Clean Development Mechanism (CDM) project activities as well as through voluntary pledges of donor governments. Over the past years, the Fund has dedicated more than US\$ 180 million to increase climate resilience in 28 countries around the world.¹⁹

To access the Fund, developing countries must be Parties to the Kyoto Protocol and must be particularly vulnerable to the adverse effects of climate change. According to the Strategic Priorities, Policies and Guidelines of the Adaptation Fund, the decision on the allocation of resources of the Adaptation Fund among eligible Parties shall take into account:

- Level of vulnerability to climate change;
- Level of urgency and risks arising from delay of action;
- Ensuring access to the fund in a balanced and equitable manner;
- Lessons learned in project and program design and implementation to be captured;
- Securing regional co-benefits to the extent possible, where applicable;
- Potential for maximizing multi-sectoral or cross-sectoral benefits;
- Adaptive capacity to the effects of climate change;
- Potential for learning lessons in project and program design and implementation.

¹⁹ <https://www.adaptation-fund.org/>

Least Developed Countries that are unable to access the LDCF will also be given priority to AF.

To apply for a regular adaptation project (project with over US\$ 1 million), proposal proponent may undergo either a one-step or a two-step approval process. In the one-step approval process the proponent shall submit a fully developed project document. In the two-step approval process a brief project concept shall be submitted as the first step followed by a fully developed project document. The project proponent should submit a concept/fully-developed project document to the Board through the Secretariat who will screen all proposals for consistency and provide a technical review. It will then forward the proposals with the technical reviews to the Projects and Program Review Committee (PPRC) who will review the proposals and give its recommendation to the Board for a decision. Smaller-size projects will undergo a one-step approval process by the Board.

Box 3: Cambodia and the Adaptation Fund (AF)

In 2012, the AF committee approved US\$ 4.94 million for Cambodia's project entitled "Enhancing Climate Resilience of Rural Communities Living in Protected Areas of Cambodia". The project, the only one of its kind to receive AF in Cambodia to date, aims to increase food supply and reduce soil erosion in Chiork Beungprey, Chom Thlork, Skor Mreach (all in Beung Per Wildlife Sanctuary), Ronouk Kheng (Phnom Prech Wildlife Sanctuary) and Chop Tasok (Phnom Kulen National Park).

2.4. Global Climate Change Alliance (GCCA)

Initiated by the European Union in 2007, the Global Climate Change Alliance aims to build a new alliance on climate change between the EU and the poor developing countries that are most affected and that have the least capacity to deal with climate change. It provides a platform for dialogue and cooperation and offers technical and financial support to address the challenges associated with climate change.

The GCCA focuses the technical support along five priority areas:

- Mainstreaming climate change into poverty reduction and development efforts
- Adaptation
- REDD
- Enhancing participation in the global carbon market
- Disaster Risk Reduction (DRR)

From 2008 to 2012, the GCCA has committed €243 million from the EC budget to support programs to address climate change in 30 countries and four regions across the globe. In 2013, a further €47 million will be committed. As of today, €171 million has been committed to national programs, and €59 million has to regional programs. Africa is by far the largest recipient of GCCA's fund.²⁰

To be eligible for GCCA fund, a country has to be among the 73 LDCs or Small Island Developing States (SIDS) that are recipients of aid. The assessment is based on the following factors:

- A country's vulnerability to climate change
- A country's adaptive capacity
- A country's level of engagement in the dialogue on climate change.

2.5. UN-REDD

Launched in 2008, The UN-REDD Program is the United Nations (UNEP, FAO, UNDP) collaborative initiative on REDD in developing countries. The Program supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including Indigenous Peoples and other forest-dependent communities, in national and international REDD+ implementation.

The Program supports national REDD+ readiness efforts in 47 partner countries, spanning Africa, Asia-Pacific and Latin America. The UN-REDD Program is comprised of two components:

(i) National / Country Programs have six work areas

- Measurement, reporting and verification (MRV) and Monitoring;
- National REDD+ Governance;
- Engagement of Indigenous Peoples, Local Communities and Other Relevant Stakeholders
- Ensuring Multiple Benefits of Forests and REDD+;
- Transparent, Equitable and Accountable Management of REDD+ Payments; and,
- REDD+ as a Catalyst for Transformation to a Green Economy.

(ii) Global Program: Supporting the development of normative solutions and standardized approaches based on sound science for a REDD instrument linked with the UNFCCC. By July 2012, total funding for these two streams of support to countries totaled US\$ 117.6 million.²¹

²⁰ <http://www.gcca.eu/about-the-gcca/financial-resources>

²¹ <http://www.un-redd.org/>

Box 4: Cambodia and UN-REDD

Cambodia joined the UN-REDD Program as a partner country in October 2009. Following Cambodia's entrance to UN-REDD, the UNDP Cambodia and FAO Cambodia Country Offices committed a total of US\$ 4 million to support the government of Cambodia to develop its REDD+ Roadmap which focuses on the effective management of the REDD+ Readiness process and stakeholder engagement, the development of the National REDD+ Strategy and Implementation framework, capacity building to manage REDD+ at sub-national levels; and the design of a monitoring system. Cambodia has now three pilot REDD+ projects in Oddar Meanchey, Seima and Kulen Promtep.

2.6 Green Climate Fund (GCF)

Adopted as a financial mechanism of the UNFCCC at the end of 2011, the GCF is the latest funding instrument aiming to make a significant and ambitious contribution to the global efforts towards attaining the goals set by the international community to combat climate change. With the objective to raise US\$100 billion a year by 2020, GCF is expected to become the main multilateral financing mechanism to support climate action in developing countries. The GCF will finance activities to both enable and support adaptation, mitigation (including REDD+), technology development and transfer, capacity building and the preparation of national reports.

All developing country Parties to the Convention are eligible to receive resources from the GCF. The Fund promises to provide simplified and improved access to funding, including direct access, basing its activities on a country-driven approach and will encourage the involvement of relevant stakeholders, including vulnerable groups and addressing gender aspects. However, detail process on how to access the Fund is yet to be developed. The GCF is expected to be fully operational in 2014.

Table 2: List of major international multilateral climate change funds

Name	Administrator	Area of focus	Financial instrument	Donor's pledge (US\$ million)	Fund Approved (US\$ million)
SCCF	GEF	Adaptation	Grant	259.33	170.3
LDCF	GEF	Adaptation	Grant	605.84	376
GEF5	GEF	Adaptation Mitigation	Grant	1077.4	369.18
CTF	World Bank	Mitigation	Grants, concessiona l loans and guarantees	5200	2300
SCF (FIP + PPCR + SREP)	World Bank	Adaptation, Mitigation - Mitigation - REDD	Grants, concessiona l loans and guarantees	2444	497
AF	Adaptation Fund Board	Adaptation	Grant	151.65	178.65
GCCA	EC	Adaptation, Mitigation - Mitigation - REDD	Grant	385.36	330.7
UN-REDD	UNDP	Mitigation - REDD	Grant	170.91	165.15

Source: Author's compilation from the official website of the each fund and climate fund update's website.

3. RESEARCH FINDINGS

CLIMATE CHANGE FINANCING IN CAMBODIA

Tracking climate change funding in Cambodia is a very challenging and time-consuming task due to a number of barriers. First, there is no clear definition as to what constitutes climate change projects. As climate change is a cross-cutting issue, the lack of guideline to determine whether or not or to what extent can a project be counted as climate change may result in double counting or the project being not recorded at all. Secondly, there is no nationally-agreed mechanism and institution to record climate change financing from the different sources. Also, the confusion arising from the name of the project (the big project versus the project component), the donor, the coordinating agencies and the implementing agency also presents difficulties in tracking the exact source of fund.

3.1. Amount of Financing

Using the four data sources and applying the criteria described in the methodology section, the researcher analyzed a total of 95 domestic climate relevant projects, of which 43 projects have been completed, 45 projects are ongoing and seven are in the pipeline.²² The total funding for all the projects is **US\$ 655.6 million**, 64% of which is grant while the remaining 36% is concessional loan (see figure 1).

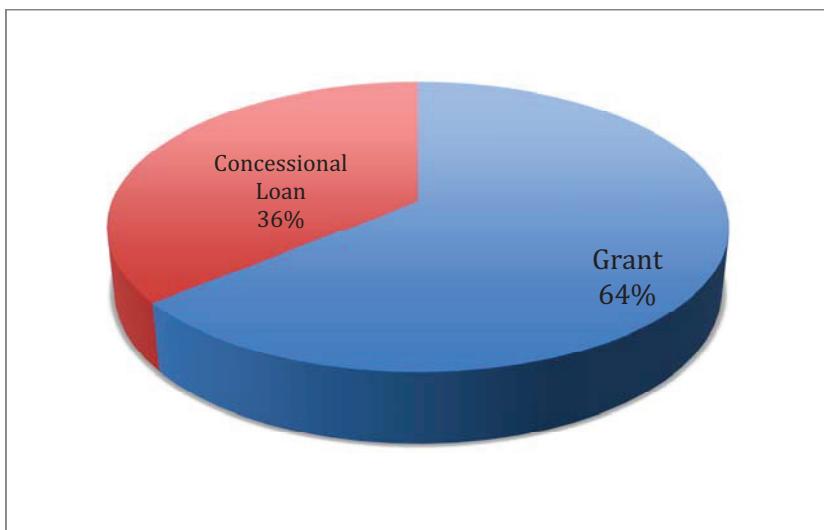
Table 3: Summary of projects under study

Project category	Number of project	Estimated fund mobilized
Low relevance climate chance projects	31	US\$ 113.3 million
Medium relevance climate change projects	29	US\$ 181.4 million
Pure climate change projects	35	US\$ 360.9 million
Total	95	US\$ 655.6 million

²² The 95 projects were selected from over 200 projects compiled from the four different data sources described in the methodology section. Only domestic climate relevant projects were selected for calculation.

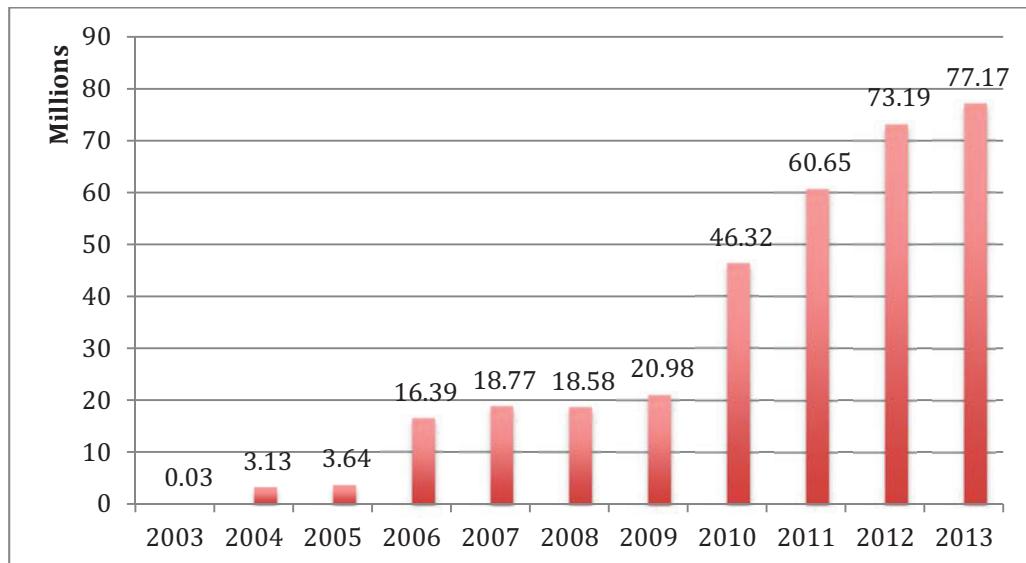


Figure 1: Climate change financing in Cambodia (by type of assistance)



Out of the US\$ 655.6 million that Cambodia has mobilized so far, US\$ 338.8 million is estimated to have been disbursed and the remaining US\$ 316.8 million is available for next seven years (2014-2020)²³ (see figure 2).

Figure 2: Climate change financing availability by year



²³ The estimation is based on the assumption that the total fund of a project is used proportionally for each year from the beginning until the end of the project.

3.2. Source of Financing

Cambodia receives climate change financing through two main sources: bilateral and multilateral channel. The bilateral donors have contributed US\$ 317.7 million, accounting for 48% of the total funding. The largest bilateral donors are Japan (US\$ 62.39 million), France (US\$ 39.89 million), USA (US\$ 38 million), and China (US\$ 32 million). Multilateral donors have contributed US\$ 337.8 million, accounting for 52% of the total financing. The largest multilateral donors include ADB (US\$ 143.9 million), Climate Investment Fund (US\$ 91.3 million), the World Bank (US\$ 26.2 million) and the Global Environment Facility (GEF) Fund (US\$ 25.49 million) (See figure 4 detail breakdown).

Figure 3: Climate change financing in Cambodia (by source of fund)

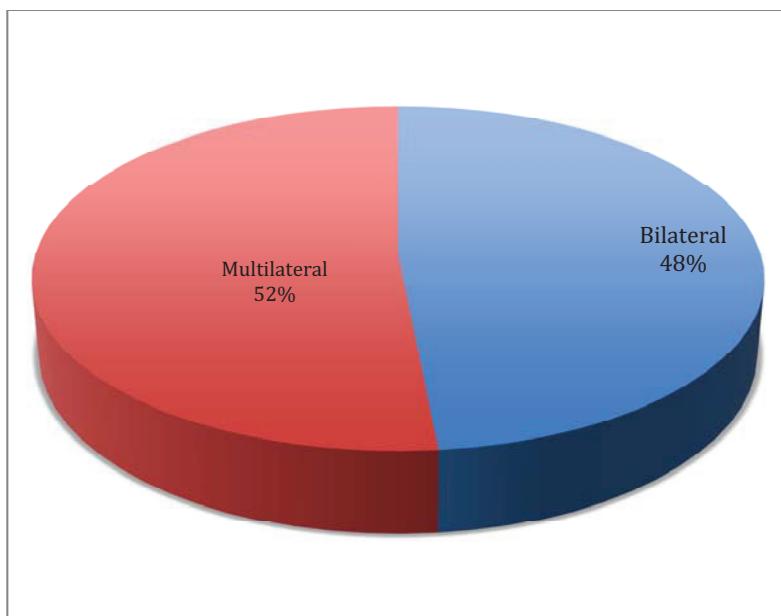


Figure 4: Climate change financing in Cambodia by donor (million US\$)



Note: This graph shows amount of donor's financing for climate change-specific activities only. Funding for non-climate change component of the project has been removed from the estimation.

Box 5: Cambodia Climate Change Alliance Projects (CCCA)

The CCCA is a multi-donor initiative established in 2010 in order to support capacity development and institutional strengthening to prepare for and mitigate climate change risks and to directly help vulnerable communities by enhancing their resilience to climate change and other natural hazards. The CCCA includes two mechanisms: (1) A unified engagement point for development partners and (2) a multi-donor financial facility, the Cambodia Climate Change Alliance Trust Fund, which provides grants for projects that help Cambodia adapt to climate change.

As of July 2013, the CCCA has a pool funding of US\$ 10.8 million from four main donors (EU: EUR 2,205,816, SIDA: SEK 30,000,000, DANIDA: EUR 374,150, UNDP: US\$ 3,000,000). So far the CCCA Trust Fund has provided financial support to a total of 21 projects: 19 grants (through two calls for proposals), one policy and knowledge management project (CCPDk, managed by MoE), and one large coastal adaptation project.

For more information, visit

http://www.undp.org/content/cambodia/en/home/operations/projects/environment_and_energy/cambodia-climate-change-alliance.html

Box 6: The Joint Climate Change Initiative (JCCI)

Funded by the Swedish International Development Cooperation Agency (SIDA), the Joint Climate Change Initiative is a collaborative effort between the three organizations (Cord, DCA/CA and Forum Syd) and is working to enhance the capacity among Cambodian non-government organizations and communities in order to reduce vulnerability of added threats that climate change poses to development. Since its establishment in 2009, JCCI has worked with 25 local organizations and networks to help integrate a climate change into existing program and project activities with a bottom-up rights based approach. As of July 2013, SIDA has committed US\$ 1.3 million for JCCI.

For more information, visit <http://jcci-cambodia.org/en>

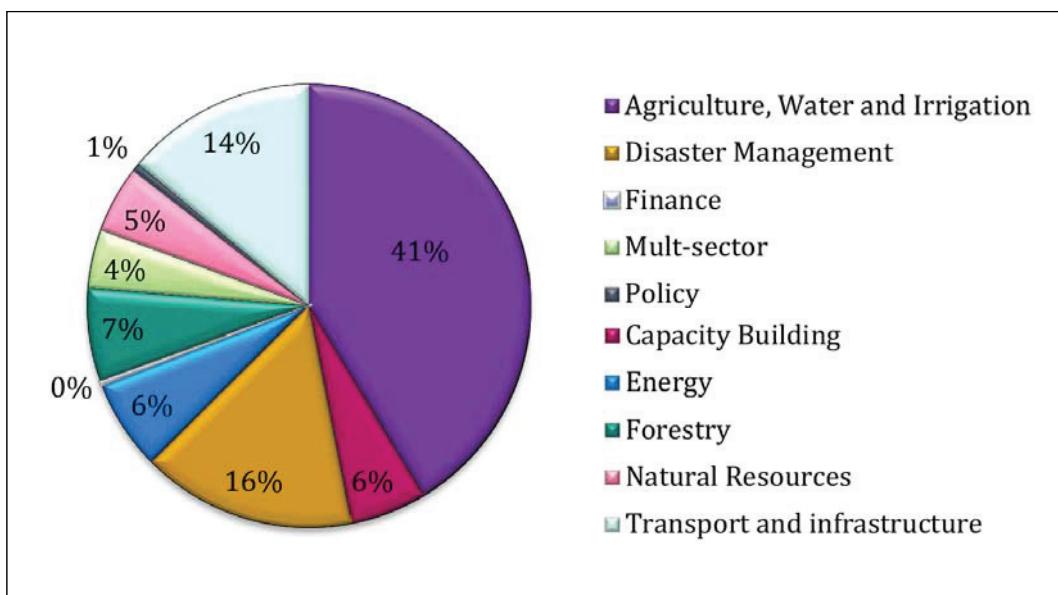
3.3 Financing by Sector and Focus Areas

Seventy-one percent of the total financing is concentrated in three major sectors: agriculture, water and irrigation (41%), transport and infrastructure (16%) and disaster management (14%) (See figure 5).

Table 4: Bilateral and multilateral climate change projects by sector (in million US\$)

Sector	Bilateral	Multilateral	Total
Agriculture, Water and Irrigation	150.89	119.80	270.69
Capacity Building	18.61	18.19	36.80
Disaster Management	37.28	65.44	102.71
Energy	31.49	11.56	43.04
Finance	1.97	-	1.97
Forestry	34.49	10.52	45.01
Multi-sector	14.50	13.60	28.10
Natural Resources	14.20	17.78	31.99
Policy	0.90	3.01	3.91
Transport and infrastructure	13.43	77.95	91.38
Total	317.77	357.07	655.60

Figure 5: Climate change financing by sector



The researcher classified climate projects into four categories²⁴ and found that the majority of the financing (70%) is allocated for adaptation projects. Mitigation fund accounts for 22% while projects which have both mitigation and adaptation component accounts for 4%, capacity building, research and policy accounts for 4%. Both bilateral and multilateral donors focus on adaptation, with the former providing US\$ 239.51 million and the latter US\$ 222.35 million in financing.

Figure 6: Climate change financing by focus areas

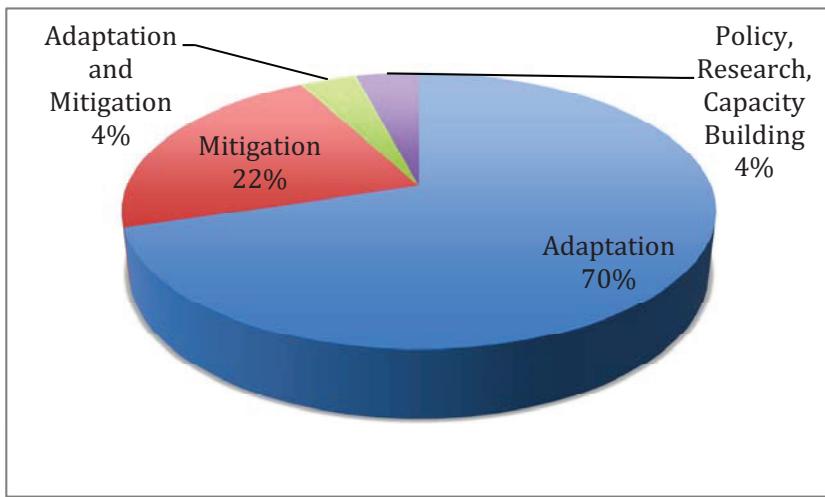


Table 5: Bilateral and multilateral projects by focus areas (in million US\$)

Focus Area	Bilateral	Multilateral	Total
Adaptation	239.51	222.35	461.87
Mitigation	58.79	83.81	142.60
Adaptation and Mitigation	15.65	8.72	24.37
Policy, Research, Capacity Building	3.81	22.95	26.76
Total	317.77	337.83	655.60

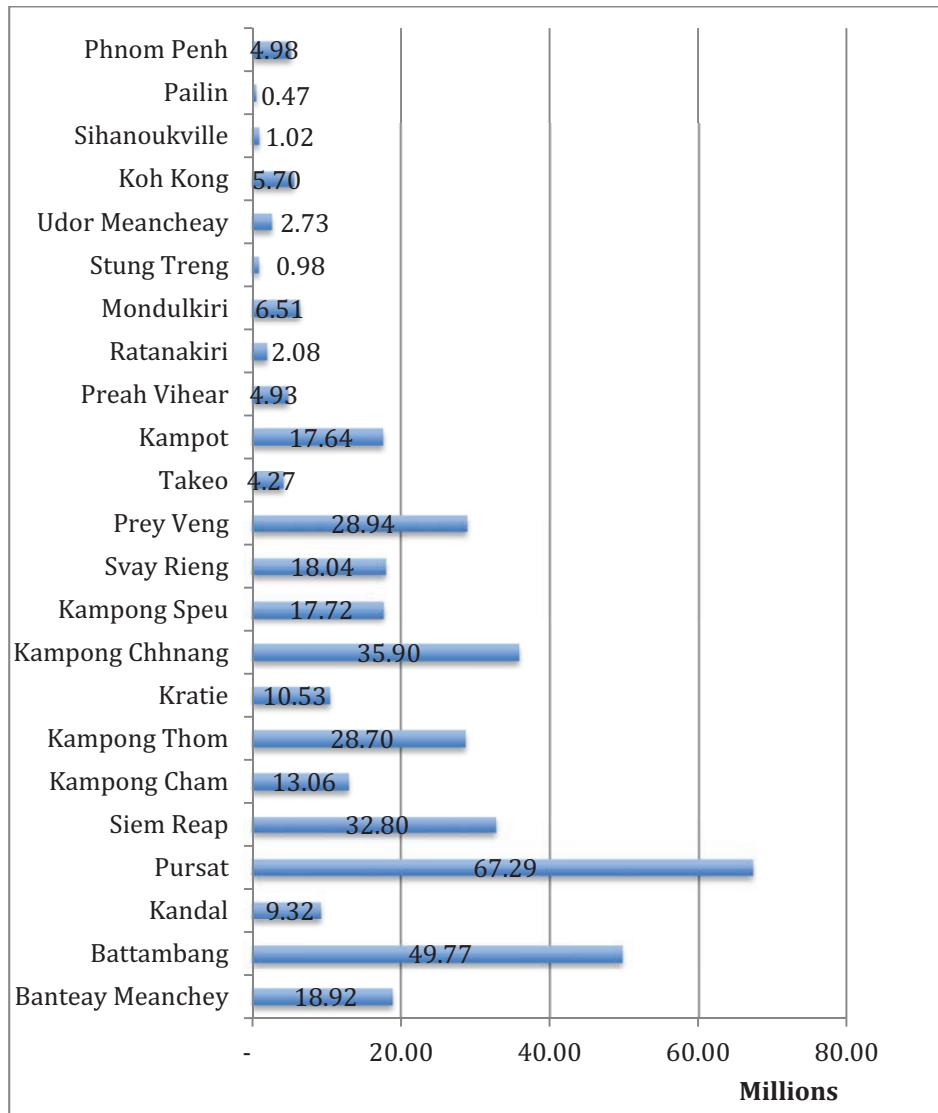
Among all the climate change projects under study, there are 65 province-specific projects (including project component of SPCR and Adaptation Fund) worth of US\$ 392 million while the rest is classified as nation-wide project.

Dissecting the project by province by assuming that provinces covered by the same project receive proportionally equal amount of fund of that project, the

²⁴ The four categories include: (1) mitigation, (2) adaptation, (3) mitigation and adaptation (for projects which has both elements), (4) policy, research and capacity building.

researcher has found that Pursat has received the largest share of the fund, totaling at US\$ 67.29 million from 15 projects funded by nine different donors. Other major receivers of fund include Battambang, Kampong Chhnang and Siem Reap with an estimated funding of US\$ 49.77 million, US\$ 35.90 million, US\$ 32.8 million respectively (see figure 7 below). Mondolkiri, Ratanakiri, Kompong Spue and Preah Vihear which are the four most vulnerable provinces in the country received relatively less money to deal with climate change. This unequal distribution of fund may be caused by the lack of sufficient coordination between donors and the government.

Figure 7: Climate change financing by province (for province-specific projects only)



Note: the graph above does not include the project in Prey Lang (US\$ 10 million) and in Cardamon Mountain (US\$ 700,000). Disbursement by province cannot be produced due to the limitation of data.

3.4 Case Studies

3.4.1. Case 1: Local governance and climate change

Local Governments and Climate Change (LGCC) is a project implemented by The National Committee for Sub-national Democratic Development (NCDD) with technical assistance from UNCDF and funding from the Cambodia Climate Change Alliance (CCCA). LGCC is a new approach to deal with climate change. Designed and implemented within the framework of the UNCDF's Local Climate Adaptive Living (LoCAL) program, LGCC is one of first pilot projects in Cambodia. The fundamental idea of LGCC is that local administrations have a key role to play in building climate resilience and preparing for the impacts of global climate change. Thus, the main objective of LGCC is to demonstrate practical ways to mainstream climate change resilience at sub-national level and thus make sure that climate change is addressed systematically by local governments across Cambodia.

This one-year program was implemented in Bati District, Borei Chulsar District, Daun Keo Municipality in Takeo province with a total grants of US\$30,000. The main project activities include training on mainstreaming climate change adaptation in the local planning process and the building of climate resilient infrastructure such as the restoration of canals, water gate, construction of community ponds, and roads. The project was successfully completed in 2012 with nation-wide acclaim. The project is praised for its active involvement of stakeholders, particularly the local community thus creating a sense of ownership.



*A community pond in Bati District,
an output of the project*

"First, the communities have meeting among themselves to propose the projects that they need; then meetings are organized where each commune has to present and defend its proposed project. A democratic voting is done to choose the most urgently needed project. The selected project has to meet four criteria (1) it is located in most vulnerable area (2) it helps address climate change issues, (3) it benefits a large number of people (4) the community must be able

sustainably maintain the project. This is how the project is selected to receive funding," said the local project officer.

The fact that the project is proposed by the communities themselves suggests that it directly addresses the needs of the local people. The building of ponds, for example, has provided the communities water for their daily use. "This commune faces serious water shortage before the project, we have little water to use. We had to buy water. Now the community and I are very happy with this project," says a villager referring a pond, an output of the project. "Now we have water to drink, cook and for farming but I'm worried that one day the water will run out because there are a lot of people from different villages coming to collect the water from this pond," she continues. The renovated canals have allowed villagers to irrigate their farms and the newly built roads have also provided easy access to schools, markets and health clinics.

One of the strengths of the project is the fact that its uses the existing government system. According to the UNCDF officer, the project grant is transferred to the commune council's budget through the state treasury. By doing so, the aim is to strengthen the existing national system and help improve the local capacity to ensure the sustainability of the project. Also, strong and active support from national government and local authority is critical for the success of the project. NCDD has closely worked with UNCDF to oversee the project and ensure that everything goes according to plan. The commune and village officials have also actively participated in the planning, implementing and monitoring process, allowing the project to finish on time and achieve the set objectives.

Being the first project of its kind, LGCC has a number of challenges. First, climate change is a new concept for local communities and authorities. The researchers' interview with more than 20 villagers at the project site finds that none of them clearly understand how climate change affects their lives. The lack of understanding and awareness has caused some hesitation to participate as villagers do not see the benefits of the proposed project. Continued local



Irrigation canal in Bati District

capacity building is needed for the community so that they understand climate change as something more than disaster preparedness.

"They do not understand what the term climate change means. They just know that there is less rain and that the day is hotter nowadays compared to several years ago. When they tell them that the pond is built to adapt to climate change, they don't understand. They just know that they can get water from the pond" say an elderly commune council member in Prek Chub village.

Another challenge is the short time frame of the project. An officer from NCDD admitted that a one-year implementation cycle was very short to implement a pilot project of this type. "There was an administrative delay in disbursing the fund to the commune level and the process to find the contractor to build the infrastructure were also time consuming. These issues have cut short the time for the actual implementation," he said. He suggested that for similar projects in the future, the duration should be decided by taking into consideration the administrative procedure of the system and each activity of the project so that sufficient time is allocated for implementation and evaluation. Phase 2 of the project (known as LGCC 2) is being implemented with funding from SIDA. Base on the lessons learned from phase 1, the projects in phase 2 which is implemented in Battambang and Takeo province are expected to produce even better results.

3.4.2. Case study 2: Promoting community's response to climate change

Funded by the Joint Climate Change Initiative (JCCI), the project "Promoting community's response to climate change" is implemented by a local organization called Light With Dignity (LWD) with the objective to build resilience and reduce GHG emission using sustainable agriculture and Integrated Farming Method (IFM). The project was carried out in two different locations: Thpong district in Kampong Speu province and Tuek Phos District in Kampong Chhnang provinces and is expected to benefit 818 families.

The project started in early 2011 and was completed in December 2012. The project's main activities include capacity/knowledge building of community on sustainable agriculture, information sharing on Integrated Farming Method (IFM) and GHG emission reduction best practices, and the application of IFM through demonstration modeling plots.

According to LWD, the project came into existence after the consultation with the local community. "We talked with the commune council and ask them to identify what they needed the most in their local community. They then had meeting with local villagers and agreed that most people want to improve their living condition. So we proposed this project because it will help villagers reduce their expenses and save money on their daily food. After informing them about this project, they supported the idea" says a local project officer.

As part of the project's capacity building activities, commune council members, village and commune chiefs, and villagers were invited to attend various workshops where experts shared useful information on sustainable agriculture, integrated farming systems. They also joined the exposure visits to get hands on experience and learn from good practices in other provinces. According the commune council, the training has helped the community members to better understand the impact of climate change in the local context and the ways they can adapt to the impact.

"I observed that after receiving many trainings from NGOs, villagers now have better understanding on climate change if compared with a few years before. They now know how to change their way of life to adapt to the impact of climate change. For example, now they know how to change their rice type during dry season when there is shortage of water," says chief of the Monorom commune council.



Open-well given to model farmers

models farmers were expected to pass on the learning to their neighbors and other villagers in the communities.

More interestingly, the project also promoted practical knowledge on Integrated Farming Method (IFM) through the demonstration of pilot farming. Eighteen farmers from the two provinces were selected as model farmers and were trained on IFM. The model farmers were selected based on a number of criteria including suggestion from the local authority, their interest and commitment in implementing the project and their time and resources. The

"We provide a total of US\$ 750 worth of materials and resources to each model farmer. These include 1 biogas, 1 solar panel, 2 piglets, 10 chickens/ ducks, plastic fish ponds, crop seeds (tomato, eggplant, taro etc.), 1 open well and pumping materials for the open well, 20 fruit saplings, organic fertilizers and pesticides. But they (the model farmers) also have to make some contribution. For example, if we provide an open well, they have to dig the hole. If we provide piglets and chickens, they have to sty and coop," say a LWD project officer

The IFM has proven to be successful and very beneficial to villagers. In addition to the model farmers, around 80 families in the two target provinces have applied the IFM technique. These households produce vegetables for their daily consumption and also sell to other community members in their village. All farmers interviewed claim that the project has significantly improved their standard of living. "Before we had to buy

vegetable and meat to make meal but since we joined the training we knew how to grow our own crops and raise animals for meat. Now we don't have to buy anymore and it helps us save a lot of money. It's also good for our health because could avoid eating food with chemicals. When we grow by ourselves, we only use natural fertilizers," say one farmer in Champea village, Kampong Speu province. "During dry seasons after we finish harvesting rice, we have time to grow vegetable and raise animals and we can sell and earn us additional income. Unlike other families, all of my family members never migrate to other places to find work. We stay here together to do farming," say another farmer in Chambok Prasat village, Kampong Chhnang province.



Vegetable grown in plastic bags

While the project has produced the expected outcomes, challenges remain in scaling up the impact. Due to the short time period of the project, it is difficult to change the practices that the community has. "Some families prefer to migrate out of the village to find jobs. Some families do not have strong determination to apply what they learnt. Others do not want to start because they are afraid of failure," says Chambok Prasat village chief. Local government and local NGOs play vital roles to encourage and influence the communities to continue to use the knowledge they gained from the project. Exposure visit to similar areas and

field demonstration were effective to encourage people to apply what they learnt and saw. Continued support to the communities is necessary to ensure the success and sustainability of the project. Also, promoting and supporting local initiatives, not just introducing the modern techniques, is effective to promote the application by the target groups.

3.5 Climate finance: progress and challenges

Internationally, effort has been made to improve the effectiveness and transparency of climate financing. At the 2010 UN Climate Change Conference in Cancún, it was agreed that US\$ 100 billion will be mobilized annually for developing countries by 2020. To ensure that the increasing flow of finance to developing countries is well managed, there is a need to develop proper tools to monitor the effectiveness and the management of climate funds.

Various initiatives have been created by international organizations, multilateral development banks, and civil society to track and monitor climate finance. These include the Organization for Economic Co-operation and Development (OECD)'s Development Assistance Committee (DAC) Creditor Reporting System (CRS), UNFCCC's finance portal, ODI/Heinrich Boell Foundation's the Climate Funds Update website, and World Bank-UNDP's Climate Finance Options website²⁵. However the existing initiatives are limited in scope and function, lack transparency, comparability and comprehensiveness (Brown et al., 2011 and Buchner et al, 2011a).

Cambodia has been relatively been successful in mobilizing climate fund. A total of US\$ 655.6 million has been mobilized since 2003; almost half of this amount is still available for use until 2020. While the understanding about the effectiveness of climate finance interventions remains limited, donors have generally expressed satisfaction on the use of climate fund so far. Progress has also been made at the policy level. The national Climate Change Strategic Plan (CCCS) has been completed and is waiting for government's endorsement. The CCCSP aims to enable Cambodia's participation in global drive towards a climate-resilient economy and to support the Cambodia's sustainable goal. The CCCSP covers 16 priority sectors and outlines measurable actions at both national and sub national level. Cambodia is also one of the first few countries in the world to complete the Climate Public Expenditure and Institutional Review (CPEIR) to review the climate change related expenditure, and to assess the extent to which this expenditure is guided by existing policy and institutional responsibilities. The CPEIR focuses on domestic and external expenditure and covers both recurrent and development expenditure. It aims to help improve the balance and focus of existing climate expenditure. The ministerial action plans

²⁵ See Neil Bird, et. al., 2012

and Climate Change Financing Framework are also currently being developed. New and promising approaches are emerging to effectively use the climate funds.

While headway has been made, there are challenges that need to be addressed. Some donors and NGOs suggest that although the money has been used successfully, it could have been used more effectively. The following challenges are identified to be the barriers for the effective management of climate change fund:

Ownership: Country ownership has been recognized as critical for the effective management of aid. The principles of the Paris Declaration on Aid effectiveness suggest that developing countries exercise effective leadership over their development policies, and strategies and donors are expected to respect country's leadership. Cambodia's ownership of climate change projects has not yet been fully achieved. While the country has made effort in ensuring that climate change activities are financed based on the needs of the country and not imposed by the donors, Cambodia is not yet the driving force behind the implementation, monitoring and evaluation process. While the government is often consulted during the planning stage, its involvement in the project during the implementation and monitoring is constrained by the lack of incentives to perform the job and limited institutional capacity.

"Many donors involve the government staff only in the proposal writing stage but after the funding of the project is approved, they carry out the project alone and only hand over the result to the government after the project is completed. [...] We just get the cake without knowing how to bake it. So I think it's not sustainable," says one government official.

Stakeholder's engagement: for climate finance to be effectively managed, country ownership must go beyond government's ownership. Active participation of non-state stakeholder groups such as civil society, the communities and the private sector is necessary for effective policy and program development. In Cambodia while civil society is increasingly represented, the community and the private sector are not yet adequately consulted. The lack of comprehensive involvement and accountability to the civil society sometimes lead to the projects failing to address the needs of the local people.

"The stakeholder consultation process in Cambodia is not yet done properly. Many things are missing in the process. For example, not all stakeholders are invited to join the meeting. And sometimes, the time given to civil society to give feedback on a particular project or policy is too short. It [the consultation] looks more like a formality rather than a meaningful task," says a local NGO official.

Awareness and capacity building: Despite some progress, awareness of climate change remains low among the general population and so does the capacity of the government and NGOs to address climate change challenges. Many ministries are under-staffed and lack the resources to go through the complex funding processes thus limiting their ability to access some sources of fund. Also, the limited understanding of the cross-cutting nature of climate change issues has led to the confusion of roles among the ministries. Many local NGOs interviewed also stated that their knowledge and capacity was still limited. Among all challenges, they pointed out to the lack of knowledge on how to seek for funding and the expertise to conduct the monitoring and evaluation of their projects.

“Cambodia is still a developing country and it is not yet fully equipped to deal with climate change. Cambodia needs more financial and technical resources and it needs time to strengthen its human resource. That’s why we provide technical expertise to help access the fund and manage the project,” says the official in one international organization”

Coordination: Climate finance is given to Cambodia through multiple and complex channels including money from international climate funds (Adaptation Fund, PPCR, LDCF) and money coming directly from multilateral institutions (UNDP, UNCDF, FAO, etc.). Bilateral donors are also giving fund directly to the government, to local NGOs and CBOs and to coordinating agencies who in turn fund local NGOs' projects. Such complexity presents a real challenge in coordinating the various funding channels. So far no mechanism has been put in place to facilitate communication among the different parties. The lack of coordination exists at all levels, among the government ministries, among donors, between the government and donor, and between the government and implementing NGOs. And this leads to inefficiencies such as duplication of work, inaccurate reporting, slow work process and money not being spent on the right target. For example, Mondulkiri, Ratanakiri, Kampong Speu and Preah Vihear province have been identified as the most vulnerable to climate change. However, this study has found that the money spent on these provinces is much lower compared to other not-so-vulnerable areas.

“It’s not possible for the ministry to make a comprehensive report on climate change activities in Cambodia because we don’t have the information. We don’t know who is doing what and where,” says a government official.

4. CONCLUSION AND RECOMMENDATIONS

4.1. Conclusion

This research is conducted to provide important baseline data on climate change financing in Cambodia. Analyzing 95 climate specific projects from a dataset of more than 200 projects over the past 10 years, the study has found out that Cambodia has so far mobilized US\$ 655.6 million of climate finance from a number of bilateral and multilateral sources. Japan, France, USA, and China are the largest bilateral donors while ADB, Climate Investment Fund, the World Bank and the Global Environment Facility (GEF) Fund are the biggest multilateral donors. The majority of fund was spent on adaptation projects in three major sectors: agriculture, water and irrigation, transport and infrastructure and disaster management. At the time of writing, it is estimated that Cambodia still has about half of the mobilized fund to be used until 2020 if no additional fund is requested.

While some progress has been made at the policy level, challenges remains with the implementation and coordination of climate change projects and the management of climate change fund. To what extent climate change fund has been effectively used is unclear due to the lack of data and the absence of a single, well-defined, robust, and uniform reporting and monitoring framework on how the money is delivered, channeled and managed. The lack of country ownership, restricted stakeholder engagement, poor coordination, low awareness and limited institutional capacity are found to be the main barriers.

Having received hundreds of millions of dollars of climate finance, Cambodia needs to prove that its climate funds are properly managed. Demonstrating that the policy and institution are ready to effectively governance the fund will help government to secure more financing in the future. This research suggests that the following actions be taken into consideration in order to improve the effectiveness of climate fund in Cambodia.

4.2. Recommendations

For government

- **Link climate finance with Cambodia's development plans, not create stand-alone projects.** Given the fact that climate change is a cross-cutting development issue, a project-based approach to planning and financing will not produce the needed outcome in the long run. Effort should be make to speed up the policy

and guidelines to mainstream climate change into the national development plan. Doing so will empower the governments to take ownership, develop expertise, strengthen local institutions and systems to use climate finance effectively. It may also enable the mobilization of domestic resources and actions across various ministries.

- Develop a harmonized reporting, recording and tracking system for climate change financing flow. Currently, CDC's ODA database only provides basic information on climate change funding and lacks comprehensive tracking and monitoring system. The existing system can be improved and expanded to better capture climate finance data. Clear guidelines on how to use system need to be created for donors and users. The improved system should be simple, easy to use and should serve as the common platform to provide the latest information on climate financing to all stakeholders.

- Improve transparency and accountability to all stakeholders. Climate change funding must be planned and implemented with the full participation of all stakeholders. Their voices must be represented from the initial planning to the final evaluation. The management of the funds must be transparent and accountable to them. Resource allocation should be prioritized for areas and population most affected by climate change. Donors and the government should uphold the public's right of access to information by providing relevant, timely and transparent information to all stakeholders about process and progress in the use of the funds.

- Create an effective coordination process: to manage the complex interaction between multiple actors and channels, climate change activities and decision need to be coherently coordinated. Open, transparent and regular communication is crucial for effective coordination as it helps create mutual and common understanding. The government (i.e. Ministry of Environment) can demonstrate leadership to promote honest and transparent information exchange among different stakeholders. Intra-ministerial coordination is also necessary to ensure that the relevant ministries know clearly about their specific roles and will work cooperatively together to deal with climate change issues. Better coordination and streamlined processes will significantly improve the effectiveness of climate finance.

- Strengthen and promote financing through sub-national channel: Climate finance should be integrated into sub-national plan and budget. One effective way to do it is by providing top-up funding for climate-related activities in the commune and district investment plans. Existing national system should be used. This method of funding has proven to be effective because it is fully aligned with local priorities and also helps build local capacity in planning, implementing and evaluating projects. The success of Local Governance and Climate Change

(LGCC) project should be documented and a national guideline should be developed based on the lessons learned to scale up the approach to other areas.

For donors

- Promote country ownership: Donors should help to build Cambodia's capacity to exercise leadership over its climate change policies and strategies and activities. All development partners' support should be aligned with the country's priorities. In dealing with climate change, instead of creating a parallel system, donors should make use of the country's existing system. When the use of country systems is not feasible, donors should establish additional measures in ways that strengthen rather than undermine the country's systems and procedures. Country ownership is essential because a cohesive national development strategy, led by those most closely concerned with the country's development, will deliver results more effectively in the long term than uncoordinated projects delivered by those who know the country less well.

- Reduce the fragmentation of climate change assistance: The multiple initiatives by different donors, each with their rules and procedures, can be very draining for developing country's administrations like that of Cambodia. To reduce the complexity and increase the efficiency of climate fund, donors should improve effort to harmonize their systems. Common arrangements for planning, funding, monitoring, evaluating and reporting on aid flows should be developed. This can help to improve the communication among the different donors and reduce the number of duplicate work and lead to more effective delivery of the climate finance.

- Promote pool funding mechanism: Donors should be willing to commit to pool funding to complement the current dominantly project-based funding from donors. When donors pick a few projects for funding, it leaves other important projects behind. This gap can be filled using the pool fund led by the government who is in the best position to decide which projects are needed the most. The current CCCA Trust Fund is a step towards the right direction. Although there are capacity and governance constraints, pool funding presents an opportunity to build the capacity of the government and promote its engagement with communities and civil society. Effort should be made to improve transparency and capacity of the Fund. For example, an independent committee should be set up to include civil society and development partners to oversee the fund management.

- Continue to raise awareness and strengthen the capacity of government and civil society: The effectiveness of institutions and agencies in addressing the impacts of climate change across sectors is constrained by inadequate awareness and limited capacity. Currently, only four percent of the mobilized climate fund is allocated for research and capacity building. Additional resources are needed to increase the awareness and capacity of national and local government

institutions, local NGOs and the rural population to deal with climate change. Core capacities to be strengthened include proposal writing, monitoring and evaluation, improving transparency and accountability, and mainstreaming climate change into the local planning. Strengthening of key institutions through an appropriate capacity-building program is necessary to ensure effective delivery of climate change financing.

- **Improve transparency and information sharing:** Donors should make information regarding climate change funding widely accessible to the public and to the relevant implementing agencies. Guidelines on how to access the fund should be made simple and readily available so that government ministries, NGOs and relevant implementing agencies can get access to information and have enough time to prepare the proposal to apply for the fund to implement their climate change projects.

For implementing agencies

- **Document lessons learned and share best practices of climate change projects:** The implementing agencies should set up the monitoring and evaluation plan to keep track of all the strengths and weaknesses of their project. Such documentation provides valuable lessons learned, helps to identify the challenges and how to address them and allows for the scale up and replication of success in other areas.

- **Pay special attention to the poor:** Because they lack the resources to adapt to the impact of climate change, poor people are the ones most vulnerable to climate change. Thus, in designing and implementing the project, the implementing agencies should take serious care of this group to ensure that they can really benefit from the projects.

- **Involve local community in climate change projects:** The implementing agencies should involve the community members in the project, from planning to final evaluation. The most vulnerable issues and areas should be identified by the communities themselves as they are the ones who understand their community's situation more than anyone else. They have the right to know everything about the project and they should be given voices to express their concerns and demands. Community involvement helps empower local people, creates a sense of belonging and allows them to better understand and adapt to the consequences of climate change.

- **Strengthen coordination and communication:** Implementing agencies should regularly share information among one another and with the government about the progress of their respective climate change projects. Information sharing will ensure that there is no duplicate work or projects and will also help to identify areas or issues that need more attention. Proper coordination among all implementing agencies will contribute to the effective planning and implementation of climate change projects.

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ANNEX

ANNEX 1: CAMBODIA'S SPCR PROJECTS

No	Project	Amount Approved (in US\$ million)		Co-Financing (in US\$ million)		
		Grant	Loan	Grant	Loan	Counterpart
1	Climate Risk Management and Rehabilitation of Small- and Medium-scale Irrigation Schemes in the Tonle Sap Basin (as part of the Water Resources Management Sector Development Program)	7.0	7.0	12.1	42	8.9
2	Enhancement of Flood and Drought Management in Pursat and Kratie Provinces (as part of the Greater Mekong Sub-region (GMS) Flood and Drought Management Project)	5.8	4.0	0	35	2.9
3	Climate proofing of agricultural infrastructure and Business-focused Adaptation (as part of the Climate Resilient Rice Commercialization Sector Development Program)	4.5	0	14.6	55	8.3
4	Climate Proofing of Roads in Prey Veng, Svay Rieng, Kampong Chhnang and Kampong Speu Provinces (as part of the Provincial Roads Improvement Project)	7.0	10.0	0.5	52	9.8
5	Climate proofing infrastructure in the Southern Economic Corridor (SEC) towns (blended with the GMS Corridor Towns Development Project)	4.4	5.0	1.5	37	6.8
6	Mainstreaming climate resilience into development planning of key vulnerable sectors	7	0	0	0	5
7	Promoting climate-resilient agriculture in Koh Kong and Mondulkiri provinces (as part of the GMS Biodiversity Conservation Corridors Project)*	8.0	0	20		
8	Flood-resilient infrastructure development in Sisopon, Siem Riep, Kampong Thom, Battambang, Pursat and Kampong Chhnang (as part of the Sustainable Urban Development in the Tonle Sap Basin Project)*	5.0	5.0	43		

Source: Author's compilation. Projects with (*) are projects are to be approved (as of July 2013) thus specific co-financing breakdown as yet to be determined.

ANNEX 2: CLIMATE CHANGE PROJECTS FUNDED BY GEF TRUST FUND AND LDCF

No	Project Name	Agency	Funding window	Grant (million US\$)	Co-financing (million US\$)
1	Enabling Cambodia to Prepare its First National Communication in Response to its Commitments to UNFCCC (EA)	UNDP	LDCF	0.325	0
2	Support to the MoE to prepare Second National Communications to the UNFCCC (EA)	UNDP	LDCF	0.4	0.9
3	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)	UNDP	LDCF	0.1	0
4	Strengthening Climate Information and Early Warning Systems in Cambodia to Support Climate Resilient Development and Adaptation to Climate Change (FP)	UNDP	LDCF	4.91	16.673
5	Program of Action for Adaptation to Climate Change (EA)	UNDP	LDCF	0.199	0
6	Sustainable Forest Management	UNDP	GEF4	2.3	2.5
7	Promoting Climate-Resilient Water Management and Agricultural Practices (MSP)	UNDP	LDCF	1.85	1.95
8	Reducing Greenhouse Gas Emissions through Improved Energy Efficiency in the Industrial Sector (FP)	UNIDO	GEF4	1.24	2.64
9	TT-Pilot (GEF-4): Climate Change Related Technology Transfer for Cambodia: Using Agricultural Residue Biomass for Sustainable Energy Solutions (FP)	UNIDO	GEF4	1.69	3.965
10	Rural Electrification and Transmission (FP)	IBRD	LDCF	5.75	10.5
11	Strengthening the adaptive capacity and resilience of rural communities using micro watershed approaches to climate change and variability to attain sustainable food security (FP)	FAO	LDCF	5.098	18.8
12	Vulnerability Assessment and Adaptation Program for Climate Change in the Coastal Zone of Cambodia Considering Livelihood Improvement and Ecosystems (MSP)	UNEP	LDCF	1.635	2.985
Total				25.497	60.913

Note: EA= Enabling Project, FP = Full-sized Project, MSP = Medium-sized Project

ANNEX 3: LIST OF REGIONAL PROJECTS NOT INCLUDED IN THIS RESEARCH

Action Title	DONOR(s)	IMPLEMENTING/MANAGING AGENCY	STATUS	TOTAL BUDGET (USD)
Project for Transboundary Biodiversity Conservation of Mekong Protected Forest Area	Japan	ITTO	On going	106 mil yen
CC Adaptive Initiative (CCAI)	AusAID, DANIDA, SIDA, Luxembure, Finnida	MRC	Ongoing	US\$15 mil for the first five years phase until 2015
ADB Climate and Health	Sida	ADB	Completed	1 mil SEK
Spatial Planning in the Coastal Zone: Disaster prevention and sustainable development	Sida	COBSEA	Completed	8 mil SEK
Economy and Environment Program for Southeast Asia (EEPSEA)	Sida / CIDA, IDRC	IDRC (International Development Research Centre)	Completed	6 mil SEK
Mangroves For the Future (MFF)	Sida/ Norway/Australia/Germany/UNEP?	IUCN	Ongoing	14.8 mil USD
Regional Community Forestry Training Center for Asia and the Pacific (RECOFTC)	Sida, Norway and others	RECOFTC	Completed	
Contribution name: Regional Adaptation Knowledge Platform for Asia 2009/ Regional Adaptation Knowledge Platform for Asia 2010-11	Sida	UNEP/SEI (Stockholm Environment Institute)	Completed	18 mil SEK
Climate Change Adaptation Knowledge Platform for Asia		UNEP	Ongoing	0.8 mil per year
Developing multi-scale climate change adaptation strategies for farming communities in Cambodia, Laos, Bangladesh and India	AusAID/ACIAR	CSIRO	Completed	Aus\$5 million but ~\$2 million spent in Cambodia
Wetland Alliance Programme	Sida	AIT (Asian Inst of Technology)	Completed	Sida (39.8 mil SEK)

ANNEX 4: LIST OF STAKEHOLDERS CONSULTED

Central Government

Cambodian Climate Chance Alliance (CCCA)
 Ministry of Environment (MoE)
 Ministry of Economy and Finance (MEF)
 Ministry of Agriculture, Forestry and Fishery (MAFF)
 Ministry of Education Youth and Sport (MoEYS)
 Council for Development of Cambodia (CDC)

Local Government

Head Monorom Commune council, Kampong Speu province
 Champea village chief, Kampong Speu province
 Chambok Prasat village chief, Kampong Chhnang province
 Member Prek Chub commune council, Takeo province

Donors

Japan International Cooperation Agency (JICA)
 Swedish International Development Cooperation Agency (SIDA)
 European Union (EU)
 DanChurchAid / Christian Aid (DCA/CA)
 United States Agency for International Development (USAID)
 Asian Development Bank (ADB)
 World Bank

Coordinating Agencies

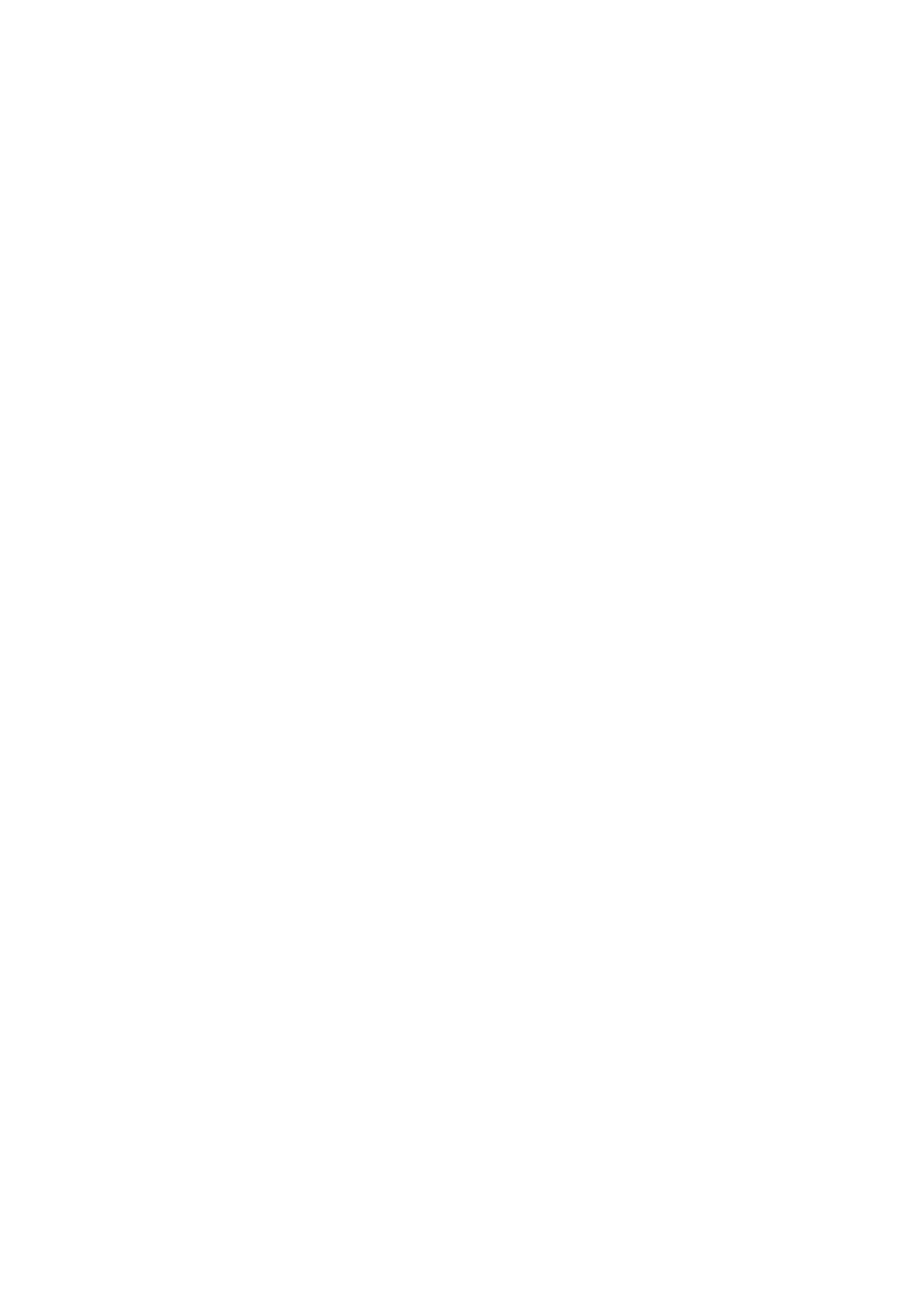
United Nations Development Programme (UNDP)
 United Nations Industrial Development Organization (UNIDO)
 United Nations Capital Development Fund (UNCDF)
 International Union for Conservation of Nature (IUCN)
 ForumSyd
 UN-REED
 NGO Forum

Implementing NGOs

Cambodian Center for Study and Development in Agriculture (CEDAC)
 Fisheries Action Coalition Team (FACT)
 Gender and Development for Cambodia (GAD/C)
 Life With Dignity (LWD)

Project Beneficiaries

32 households in three provinces (Takeo, Kampong Spue and Kampong Chhnang)



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