



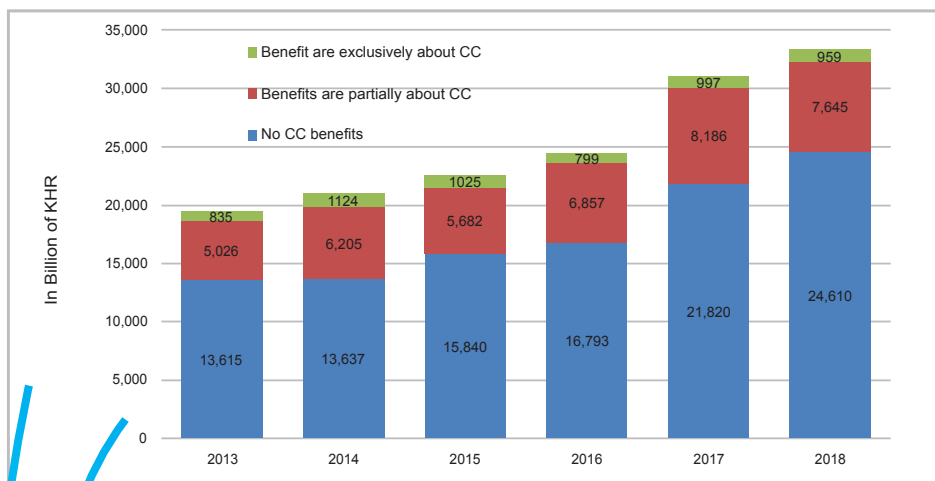
ក្រសួងសេដ្ឋកិច្ច និង ហិរញ្ញវត្ថុ

Ministry of Economy and Finance

ធានានូវកំណើន និង អភិវឌ្ឍន៍ប្រកបដោយចីរភាព

Ensure Sustainable Growth and Development

Cambodia Climate Public Expenditure Review 2018



Preface

As one of the countries most affected by climate change, Cambodia has committed to address this challenge both locally and internationally. Cambodia submitted a Nationally Determined Contribution (NDC) in 2015 under the Paris Agreement on Climate Change, and a Cambodia Climate Change Strategic Plan (CCCSP, 2014-23) is in place with action plans in 14 ministries and agencies. Since 2017, Ministry of Economy and Finance has included guidance on climate change in annual budget circulars, and in 2019 climate change was recognized as a key challenge to be addressed both in the debt policy and in the 2020 budget of the Government. Key ministries have also started to integrate climate change in the way they prioritize activities for the national budget with technical supports from our partners.

This report provides an update on climate finance trends, including data from fiscal year 2018, to monitor whether Cambodia and its development partners are effectively supporting national climate change priorities.

This year's report shows commitment stabilization in external finance and slight decline in domestic finance for climate change. This is despite strong policy priority being placed on climate change by the Government. There is scope to better reflect these climate change priorities in budgeting decisions, and in negotiations with development partners.

In the new Government mandate (2019-23), climate change is better reflected in the National Strategic Development Plan. This has to be translated into sectoral strategies and budgets. External climate finance has remained stable while ODA to Cambodia has declined, but there is an opportunity to further increase external support to Cambodia's climate change priorities.

This report also takes a look at gender issues in the climate change response. Partial data indicates that gender issues remain under-addressed in climate change programmes. Case studies of specific climate change programmes show that initiatives have been taken to address these gender issues, but comprehensive information on the effectiveness of these efforts is not always available. This is an area where progress needs to be made, so that the most vulnerable groups are effectively protected and that women and men can contribute to increased resilience and low carbon development.

The Ministry of Economy and Finance will continue to be actively involved in these efforts, alongside the National Council for Sustainable Development and the Council for the Development of Cambodia.



Ros Seilava
Secretary of State
Ministry of Economy and Finance

Acknowledgment

The Ministry of Economy and Finance would like to express its gratitude to the extended cooperation and contribution from the National Council for Sustainable Development (NCSD) and the Cambodia Climate Change Alliance (CCCA) in providing technical support, comments and training on the concept of tracking climate expenditure and to the Cambodian Rehabilitation and Development Board in providing data from the Cambodia ODA database as an input to this report.

The Cambodia Climate change Public Expenditure Review report has been developed with technical support from the DCC/GSSD and CCCA (Ung Soeun and Julien Chevillard), by the Climate Change Technical Team of the Ministry of Economy and Finance with support of their technical officials from General Department of International Cooperation and Debt Management (GDICDM) and General Department of Budget (GDB), and technical officials of Council for the Development of Cambodia (CDC).

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List of Abbreviation and Acronyms

ADB	Asian Development Bank
ASPIRE	Agricultural Service Programme for Innovation, Resilience and Extension
CBR	Cost Benefit Ratio
CC	Climate Change
CCCSP	Cambodia Climate Change Strategic Plan 2014-2023
CCAP	Climate Change Action Plan
CCFF	Climate Change Financing Framework
CCTT	Climate Change Technical Team
CDC	Council for the Development of Cambodia
CRDB	Cambodia Rehabilitation and Development Board
CPER	Climate Public Expenditure Review
CPEIR	Climate Public Expenditure and Institutional Review
CRI	Climate Relevance Index
DI	Department of Investment
DBF	Department of Budget Formulation
DCC	Department of Climate Change
FA	Forestry Administration
FCPF	Forest Carbon Partnership Facility
FIA	Fisheries Administration
FMIS	Financial Management Information System
FRL	Forest Reference Level
GDP	Gross Domestic Products
GDANCP	General Department of Administration for Nature Conservation and Protection
GHG	Greenhouse Gas
KHR	Khmer Riel
MPTC	Ministry of Posts and Telecommunications
MAFF	Ministry of Agriculture, Fisheries and Forestry
MEF	Ministry of Economy and Finance
MRD	Ministry of Rural Development
MOH	Ministry of Health
MoEYS	Ministry of Education, Youth and Sports
MPWT	Ministry of Public Work and Transport
MIH	Ministry of Industry and Handicraft
MME	Ministry of Mines and Energy
MWA	Ministry of Women's Affairs
MoWRAM	Ministry of Water Resources and Meteorology
MoInf	Ministry of Information
MoT	Ministry of Tourism
MLMUPC	Ministry of Land Management, Urban Planning and Construction
MoE	Ministry of Environment
MIS	Management Information System
NCSD	National Council for Sustainable Development
NGO	Non-Governmental Organization
NSDP	National Strategic Development Plan
NCCC	National Climate Change Committee
NCDD-S	National Committee for Sub-National Democratic Development Secretariat
NCDM	National Committee for Disaster Management

NFMS	National Forest Monitoring System
NRS	National REDD+ Strategy
ODA	Official Development Assistance
ODI	Overseas Development Institute
PB	Program-based
PFM	Public Financial Management
PFMRP	Public Financial Management Reform Program
REDD+	Reducing Emissions from Deforestations and Forest Degradation, and Foster Conservation, Sustainable Management of Forests, and Enhancement of Forest Carbon Stocks
RGC	Royal Government of Cambodia
SIS	Safeguard Information System
SLGs	Smallholder Learning Groups
SoI	Summary of Information of the Safeguards System
SNC-UNFCCC	Second National Communication for United National Framework for Climate Change Convention (UNFCCC)
SNEC	Supreme National Economic Council
WRI	World Resources Institute

Executive Summary

Key messages for the 2018 CPER:

- The share of climate change expenditure in GDP in 2018 remained at 1% of GDP, slightly lower than the previous year;
- Climate change spending financed by domestic resources dropped by 11% while external finance climate change expenditure increased very slightly in 2018;
- External climate change finance changed faster than overall ODA to Cambodia; it fell faster than overall ODA in 2018, after rising in the previous year;
- Climate change features more prominently in Cambodia's National Strategic Development Plan and in several sector strategies. This progress on the policy side needs to be better translated into financing strategies, both within the domestic budget and in negotiations with external partners.

In 2018, one fourth of public expenditure, or 26%, was either fully or partially delivering climate change benefits, falling slightly from the relatively stable rate around 30.8% during the period 2009-2017.

Climate change expenditure¹ constituted 2.9% of total public expenditure, a 0.3% decrease comparing to 2017. The proportion of climate change expenditure to GDP fell slightly to around 1% in 2018, from 1.1% in 2017.

Although irrigation-related expenditure under MOWRAM continues to take a large share of climate change expenditure in Cambodia (22.6%), in 2018 its climate change spending dropped by 32.6%, mainly due to a decrease in the investment in irrigation and dams. Large (multi-million USD) irrigation projects have been completed before or in 2017.

Compared to 2017, national road infrastructure expenditure under MPWT increased by 11.2% in 2018, and investment in climate-relevant rural infrastructures (small irrigation, water and sanitation and rural roads under MRD) rose by 16.1%. MPWT and MRD represent respectively 23.5% and 11.3% of total climate change expenditure in 2018. As regards the national road infrastructure under MPWT, large projects on national road improvement to support economic activities from cities to borders, ring roads, flood damage reconstruction, provincial road improvement and regional connectivity such as the GSM corridor have continued to contribute to the increase. The CC spending rise in rural infrastructure under MRD is contributed mainly from the disbursement by large projects on rural road infrastructure development, improvement and restoration, as well as rural water and sanitation. This corresponds to government goals to improve the length of higher quality, resilient within the current mandate, under Rectangular Strategy 4.

¹ In this report, "climate change expenditure" refers to public expenditures that deliver climate change benefits, once they have been weighted for climate change relevance.

Impressive growth in climate change expenditure was seen in the agriculture, forestry and fisheries sectors where it continued to increase strongly (22.4% increase compared to 2017), due to continued disbursement in large externally financed projects.

Climate change expenditure growth rate in the social sectors (education, health and gender), representing a small share of only 4% to total spending, rebounded by 18.3% in 2018 after a slight drop of 0.5% in 2017. Health and gender expenditure rose by 16.4% and 41.5% respectively rebounding after 2017, while education continued to increase remarkably by 69.4%.

Climate change expenditure in all other sectors combined in 2018 were about 33.6% of the total. The growth rate rose by 14.4% after increasing by 60.2% in 2017. The CC expenditure rose by 66.7% for MoE (6.5% share) due to the increase in conservation areas, an increase of 71.5% for MME (3.4% share) from investment in the grid and renewable energy like solar, while MIH (2.2% share) dropped by 40.3% mainly due to the drop in investment projects on water and sanitation in rural areas and town, as well as in Phnom Penh. However, Private sector spending on clean water supply in rural areas and some urban areas are not captured in this public expenditure review. The increase of 28% for SNA is mostly due to an increase in overall funding for decentralization from the central government and the trend is likely to continue along with the decentralization policy.

The amounts allocated from domestic resources (national budget) for climate change expenditure decreased slightly to KHR 348 billion in 2018, a KHR 44 billion decrease or a 11% drop from 2017. The 2018 domestically financed climate change expenditure represents 36% of the total climate expenditure. Externally financed climate change expenditure remained stable, with only 0.9% increase in 2018.

I. Climate expenditure

1. Overall trend

In 2018, one fourth of public expenditure, or 26%, was either fully or partially delivering climate change benefits, falling slightly from the relatively stable rate around 30.8% during the period 2009-2017.

Once climate change relevance weights are applied to this expenditure, climate change expenditure² constituted 2.9% of total public expenditure, a 0.3% decrease comparing to 2017. The proportion of climate change expenditure to GDP fell slightly to around 1% in 2018, from 1.1% in 2017.

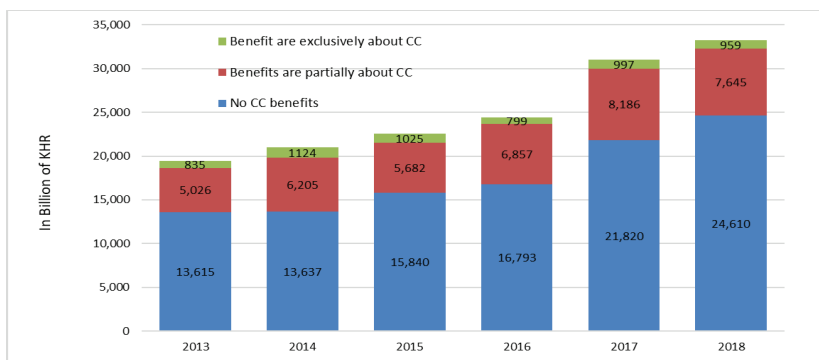
In absolute terms, climate change expenditure has slightly decreased from KHR 997 billion in 2017 to KHR 959 billion in 2018. However, climate change expenditure from the 14 ministries who have been implementing climate change action plans, and from the sub-national administrations, has reached its highest level ever. This seems to indicate that the adoption of dedicated climate change policies and plans has had a positive, even if still modest, impact on the climate change expenditure of concerned ministries and agencies.

Table 1: Proportion of climate change expenditure to total public expenditure and GDP

	2013	2014	2015	2016	2017	2018
Public expenditure with CC benefits vs. total public expenditure	30.1%	35%	29.7%	31.3%	29.6%	25.9%
CC public expenditure (weighted) vs. total public expenditure	4.3%	5.4%	4.5%	3.3%	3.2%	2.9%
CC public expenditure (weighted) vs. GDP	1.4%	1.7%	1.4%	1.0%	1.1%	1.0%

Source: NIS, MEF, CDC & expert team calculation.

Figure 1: Public expenditure with CC benefits vs. total public expenditure (in billions of KHR)

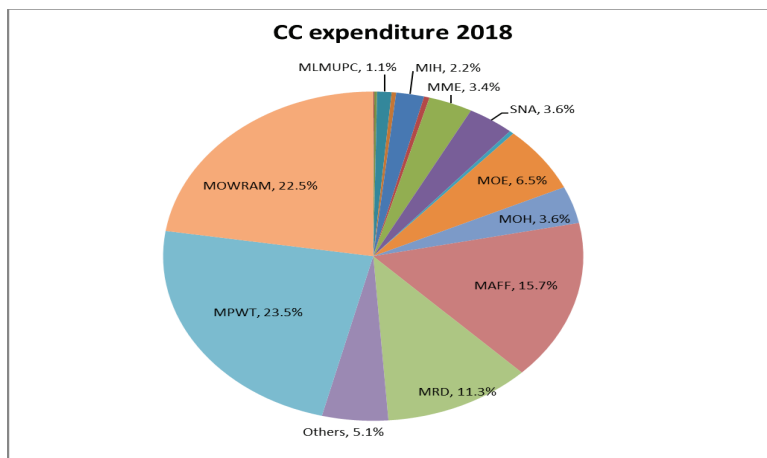


Source: MEF, CDC, and expert team calculation.

² In this report, “climate change expenditure” refers to public expenditures that deliver climate change benefits, once they have been weighted for climate change relevance.

2. Sectoral allocation of climate change-related expenditure

Figure 2: Allocation of climate expenditure per ministry



Source: MEF, CDC, and expert team calculation.

Although irrigation-related expenditure under MOWRAM continues to take a large share of climate change expenditure in Cambodia (22.6%), in 2018 climate change expenditure in this sector dropped by 32.6%. The large drop was mainly due to a decrease in the investment in irrigation and dams. Large (multi-million USD) irrigation projects have been completed before or in 2017. Since 2017, the irrigation related investment financed by concessional loan has been mostly the extension of previous projects in relation to the same water resources. However, routine spending on irrigation system maintenance has increased by 14% from 2017.

Compared to 2017, national road infrastructure expenditure under MPWT increased by 11.2% in 2018, and investment in climate-relevant rural infrastructures (small irrigation, water and sanitation and rural roads under MRD) rose by 16.1%. MPWT and MRD represent respectively 23.5% and 11.3% of total climate change expenditure in 2018. As regards the national road infrastructure under MPWT, large projects on national road improvement to support economic activities from cities to borders, ring roads, flood damage reconstruction, provincial road improvement and regional connectivity such as the GSM corridor have continued to contribute to the increase. The CC spending rise in rural infrastructure under MRD is contributed mainly from the disbursement by large projects on rural road infrastructure development, improvement and restoration, as well as rural water and sanitation. This corresponds to government goals to improve the length of higher quality, resilient within the current mandate, under Rectangular Strategy 4.

Impressive growth in climate change expenditure was seen in the agriculture, forestry and fisheries sectors where it continued to increase strongly (22.4% increase compared to 2017), due to continued disbursement in large externally financed projects, mainly: Agricultural Services Programmed for

Innovation, Resilience and Extension (ASPIRE), climate resilient rice commercialization, accelerating inclusive markets for smallholder project (AIMS), Cambodia Agricultural Value Chain Program (CAVAC), Tonle Sap poverty reduction and smallholder development, and aquaculture and fishery projects.

Climate change expenditure growth rate in the social sectors (education, health and gender), representing a small share of only 4% to total spending, rebounded by 18.3% in 2018 after a slight drop of 0.5% in 2017. Health and gender expenditure rose by 16.4% and 41.5% respectively rebounding after 2017, while education continued to increase remarkably by 69.4%.

Climate change expenditure in all other sectors combined in 2018 were about 33.6% of the total. The growth rate rose by 14.4% after increasing by 60.2% in 2017. The CC expenditure rose by 66.7% for MoE (6.5% share) due to the increase in conservation areas, an increase of 71.5% for MME (3.4% share) from investment in the grid and renewable energy like solar, while MIH (2.2% share) dropped by 40.3% mainly due to the drop in investment projects on water and sanitation in rural areas and town, as well as in Phnom Penh. However, Private sector spending on clean water supply in rural areas and some urban areas are not captured in this public expenditure review. The increase of 28% for SNA is mostly due to an increase in overall funding for decentralization from the central government and the trend is likely to continue along with the decentralization policy.

Table 2: Climate change expenditure by ministry (total donor and national) in billions of KHR

	2013	2014	2015	2016	2017	2018
Climate ChangeExpenditure						
MLMUPC	4.5	0.8	13.1	7.4	20.7	10.6
MOT	1.1	1.3	0.1	1.1	0.8	0.1
MIH	2.9	7.5	13.6	7.7	34.5	20.6
MOINFO	0.0	0.0	0.0	0.0	0.0	0.0
MPTC	0.8	7.1	7.0	9.4	4.4	4.0
MAFF	97.6	95.0	67.4	60.8	123.2	150.8
MOWRAM	303.1	393.4	281.7	267.0	319.1	216.1
MME	8.9	30.6	12.4	19.2	18.9	32.4
MPWT	170.6	278.1	184.4	177.5	202.7	225.5
MRD	53.4	75.9	216.0	68.1	93.7	108.8
MOH	39.4	28.5	46.8	29.9	30.0	34.9
MoEYS	0.1	1.2	0.8	0.4	0.5	0.8
MoWA	0.7	0.7	0.5	1.7	1.4	1.9
NCDM	1.4	5.9	2.5	1.4	2.2	3.3
MOE	48.9	34.3	18.9	31.0	37.4	62.4
SNA	7.6	24.7	29.0	21.9	26.7	34.2
NGO	28.9	21.6	15.3	15.8	12.4	3.3
Total CC, CCFF ministries	770.0	1,006.8	909.6	720.2	928.7	909.9
Others	65.2	117.5	115.6	79.0	68.7	48.7
Total CC, all ministries	835.2	1,124.3	1,025.2	799.2	997.4	958.6
in million of USD	208.8	281.1	256.3	199.8	249.3	239.6

Source: MEF, CDC, and expert team calculation.

Table 3: Climate change expenditure by ministry (total donor and national, in percentage of total climate change expenditure)

Climate Change Expenditure	2013	2014	2015	2016	2017	2018
MLMUPC	0.6%	0.1%	1.4%	1.0%	2.2%	1.2%
MOT	0.1%	0.1%	0.0%	0.1%	0.1%	0.0%
MIH	0.4%	0.7%	1.5%	1.1%	3.7%	2.3%
MOINFO	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
MPTC	0.1%	0.7%	0.8%	1.3%	0.5%	0.4%
MAFF	12.7%	9.4%	7.4%	8.4%	13.3%	16.6%
MOWRAM	39.4%	39.1%	31.0%	37.1%	34.4%	23.8%
MME	1.2%	3.0%	1.4%	2.7%	2.0%	3.6%
MPWT	22.2%	27.6%	20.3%	24.6%	21.8%	24.8%
MRD	6.9%	7.5%	23.7%	9.5%	10.1%	12.0%
MOH	5.1%	2.8%	5.1%	4.2%	3.2%	3.8%
MoEYS	0.0%	0.1%	0.1%	0.1%	0.1%	0.1%
MoWA	0.1%	0.1%	0.1%	0.2%	0.1%	0.2%
NCDM	0.2%	0.6%	0.3%	0.2%	0.2%	0.4%
MOE	6.4%	3.4%	2.1%	4.3%	4.0%	6.9%
SNA	1.0%	2.4%	3.2%	3.0%	2.9%	3.8%
NGO	3.8%	2.1%	1.7%	2.2%	1.3%	0.4%

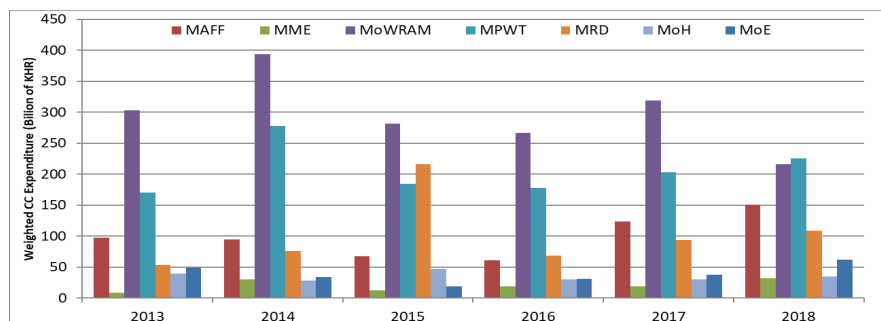
Source: MEF, CDC, and expert team calculation.

Table 4: Climate change expenditure by ministry (total, in percentage change)

Climate Change Expenditure	2013	2014	2015	2016	2017	2018
MLMUPC	4%	-83%	1576%	-44%	181%	-49%
MOT	61%	19%	-91%	787%	-24%	-90%
MIH	-	159%	82%	-43%	347%	-40%
MOINFO	-	-	-	-	-	-
MPTC	-	754%	-1%	34%	-53%	-9%
MAFF	158%	-3%	-29%	-10%	103%	22%
MOWRAM	20%	30%	-28%	-5%	20%	-32%
MME	17%	244%	-60%	55%	-2%	71%
MPWT	18%	63%	-34%	-4%	14%	11%
MRD	29%	42%	184%	-68%	37%	16%
MOH	133%	-27%	64%	-36%	0%	16%
MoEYS	-	724%	-35%	-51%	26%	69%
MoWA	-17%	5%	-27%	204%	-18%	42%
NCDM	-55%	321%	-57%	-45%	60%	49%
MOE	150%	-30%	-45%	64%	21%	67%
SNA	-20%	226%	18%	-25%	22%	28%
NGO	226%	-25%	-29%	3%	-22%	-73%

Source: MEF, CDC, and expert team calculation.

Figure 3: Selected ministries and agencies' climate change expenditure



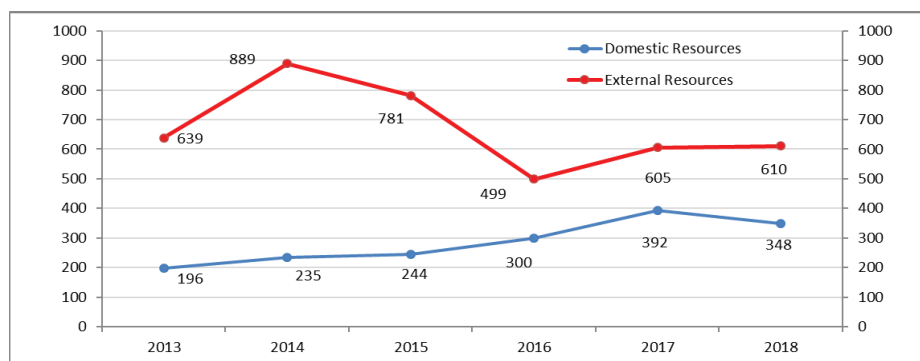
Source: MEF, CDC, and expert team calculation.

II. Sources of climate public expenditure

The amounts allocated from domestic resources (national budget) for climate change expenditure decreased slightly to KHR 348 billion in 2018, a KHR 44 billion decrease or a 11% drop from 2017. The 2018 domestically financed climate change expenditure represents 36% of the total climate expenditure. Externally financed climate change expenditure remained stable, with only 0.9% increase in 2018.

Most externally funded climate change expenditure continues to flow through the national treasury and MEF financial systems, representing 77% to the total in 2018, an increase from 74% in 2017.

Figure 4: Source of Public Climate Finance (In billions of KHR)



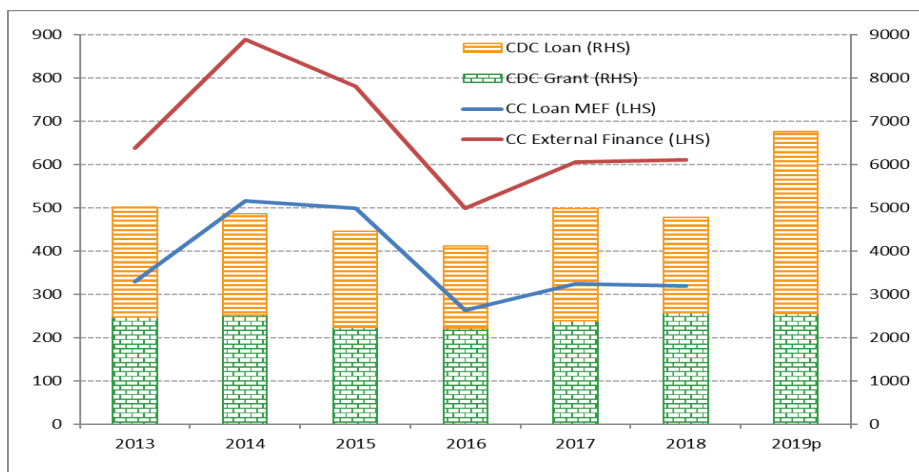
Source: MEF, CDC, and expert team calculation.

To look into loan disbursement flow, the MEF's General Department of Investment and Cooperation data is a useful resource. Total concessional loan disbursements amounted to 2,395 billion of KHR in 2018, falling by 17% from 2017. In terms of the CC spending, the CC concessional loans slightly decreased to 320 billion of KHR or a 1% decrease, while CDC's ODA encounters a 4% drop).

Overall, it seems that external climate change finance, which was stable in 2018, has been more resilient than overall ODA to Cambodia, which has decreased more significantly. It may indicate that although Cambodia, as a lower middle income country, is capturing less ODA than before, it remains a relevant country for public climate change finance due its vulnerability to climate change.

Since then, Cambodia has made climate change one of its top priorities in the Rectangular Strategy 4 and in the new National Strategic Development Plan (NSDP 2019-23). It will be important to translate this increasing profile of climate change into the dialogue with development partners on resource mobilization priorities, and ensure that external climate finance disbursements grow in line with international commitments under UNFCCC and with Cambodia's own development priorities.

Figure 5: Source of CC external finance (In billions of KHR)



Source: MEF, CDC, and expert team calculation.

For CC external resources, Table 5 below shows that the main donors for climate change expenditure in 2018 are ADB (41%), China (19%), Japan (12%), IFAD (5%), UNDP (4%), and (3%) for Republic of Korea, Australia, EU/EC, while other donors are 2% and below.

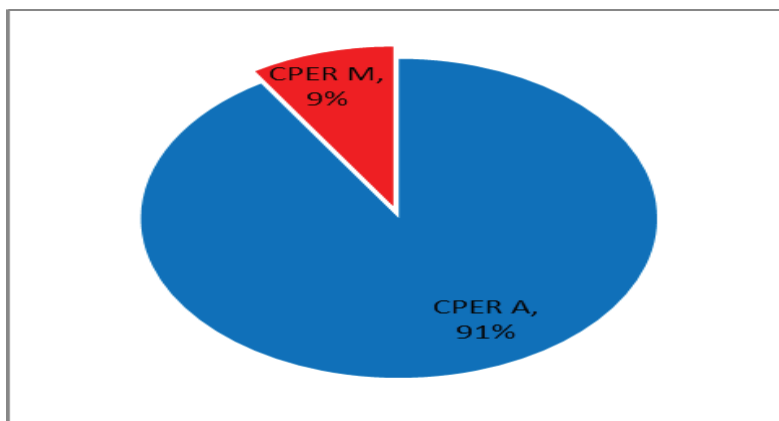
Table 5: Climate change (weighted) expenditure per donor (in Billions of KHR)

No.	Developing Partners	2016	2017	2018	% share 2018	Adaptation 2018	Mitigation 2018
1	ADB	33.9	43.8	45.9	41%	45.4	0.5
2	China	30.5	36.4	21.7	19%	13.4	2.4
3	Japan	4.6	11.7	13.8	12%	7.0	0.8
4	IFAD	4.4	6.2	5.7	5%	5.3	0.4
5	UNDP	0.9	2.1	4.4	4%	4.3	0.0
6	Republic of Korea	2.9	5.1	3.9	3%	1.2	0.4
7	Australia	6.5	4.8	3.6	3%	1.8	0.1
8	EU/EC	4.4	3.8	2.8	3%	2.7	0.0
9	USA	4.6	4.0	2.5	2%	1.7	0.2
10	Sweden	2.0	1.0	2.4	2%	1.0	0.1
11	France	2.3	2.6	2.3	2%	2.3	0
12	Germany	3.2	2.9	1.9	2%	1.7	0
13	World Bank	0.9	0.4	0.9	1%	0.8	0
14	FAO	0.6	0.4	0.6	1%	0.5	0
15	UNIDO	0.1	0.1	0.3	0.3%	0	0.3
Total top 15 in 2018		102	125	113	100%	89	5

Source: CDC and team expert calculation.

Mitigation expenditure represents 9% in CPER 2018, while adaptation takes a 91% share. This is broadly in line with the policy priorities of the government, where adaptation is the main priority while mitigation is a smaller but growing component of the climate change response.

Figure 6: Shares of Adaptation (A) and Mitigation (M) in CPER 2018



Source: MEF, CDC and Expert team calculation.

III. Assessment of Gender integration in Climate Change Programming

This section assesses to what extent gender concerns are integrated in climate change programming, based on quantitative data from externally funded projects, and more qualitative assessments of two climate change related projects in the forestry and agriculture sectors.

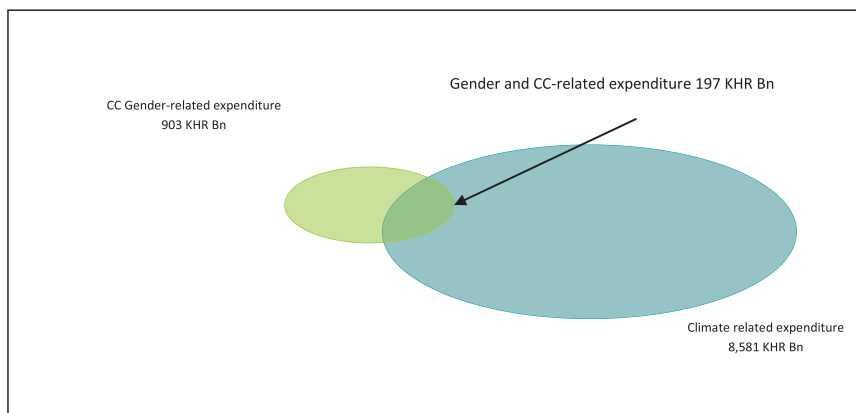
1. Gender in key climate change projects

While relatively little data is available on climate change finance and gender linkages, this section takes a look at the evidence available from CDC's ODA database.

In 2018, the main message from this initial analysis is that a large portion of gender-related programmes (59%) were also climate change relevant. Climate Change is one of the key focus areas for the Neary Rattanak IV Gender Strategic Plan (2014-2018). However, only 11% or 903 billion KHR of the total climate change relevant programmes were also tagged as having a specific gender focus, while 33% of the total overall external finance are tagged with a gender relevance.

This indicates that while climate change is a significant issue from a gender perspective, more efforts need to be made to systematically integrate gender concerns in climate change programmes.

Figure 7: 2018 climate and gender public expenditure (in billions of KHR, from external partners only)



Source: CDC and Expert team calculation.

On the other hand, while gender is mentioned as one of the objectives of the Cambodia Climate Change Strategic Plan (CCCSP 2014-23), a recent mid-term review of the CCCSP indicated that there is scope to improve the way gender is integrated in this national policy, and the way gender impacts of climate change are monitored. In particular, it was recommended to better reflect gender concerns in the priority activities under the CCCSP, to strengthen knowledge around the climate change – gender interactions, and build capacity to develop gender sensitive climate change programmes.

More data collection will be required to refine this analysis in future years, to cover domestic sources of climate finance (national budget), and to refine qualitative analysis of how climate change programmes incorporate gender concerns.

Gender data in the chart above is based on the ODA database tag (self-reporting by development partners) and climate change data is based on expert team analysis of ODA database. Both gender and climate exchange data are unweighted (i.e. expenditure is relevant to CC and gender but not 100% allocated to these objectives).

2. Gender intervention in the REDD+ project: Forest Carbon Partnership Facility (FCPF)

REDD+ is a global policy initiative to address climate change threats by reducing emissions from deforestations and forest degradation in developing countries. Its main goal is to prevent forest degradation and deforestation, and promote forest conservation through offering results-based payments as financial incentives.

The World Bank's Forest Carbon Partnership Facility was established in 2008 to support developing countries to be ready for REDD+ implementation. FCPF is a global partnership of governments, businesses, civil society, and Indigenous Peoples with 47 participant countries including Cambodia. UNDP has been selected as the delivery partner for the implementation of the FCPF project in Cambodia.

The main objective of the FCPF project is to support the Cambodian government's capacities for tackling deforestation and forest degradation as well as for measuring, reviewing and verifying emission reduction, under the UNFCCC umbrella. This includes working with local communities affected by deforestation and forest degradation, and incorporation of a gender lens is essential to maximize the development benefits of these interventions.

To be ready, several strategies and framework for REDD+ implementation (Warsaw Framework) must be prepared and adopted by the RGC. With the support from FCPF, RGC has developed the required elements for REDD+ Warsaw Framework: The National REDD+ Strategy (NRS, 2018), The National Forest Reference Level (FRL, 2017), the National Forest Monitoring System (NFMS, 2016) and the Safeguard Information System (SIS, 2019), together with the Summary of Information of the Safeguards System (Sol, 2019).

To ensure gender mainstreaming into those strategies and frameworks as part of REDD+ institutional capacity development, the inter-institutional REDD+ Gender Group (GG) consisting members from MoWA, MoE/GDANCP, FA/MAFF & FiA/MAFF was established by the Cambodian REDD+ Taskforce to provide capacity building to the technical teams and taskforce inter-ministerial members responsible for the development of the Warsaw and REDD+ implementation frameworks on gender related issues and actively participate in the consultation process on policy documents to ensure that gender issues and

needs are adequately addressed. GG members have participated in the National REDD+ strategy workshop, in the REDD+ Taskforce meetings and in the quarterly REDD+ consultation Group Meetings.

The project has conducted a gender assessment to evaluate the extent to which gender considerations are addressed within strategic documents, action plans and reports related to REDD+ process in Cambodia. Recommendations from this assessment have been used by the REDD+ Taskforce and Gender Group to provide capacity building and integrated into the Action and Investment Plan for the implementation of the national REDD+ strategy.

In addition, to ensure gender mainstreaming throughout REDD+ implementation, as part of the development of the REDD+ Safeguards Information System (SIS) for Cambodia, the Cambodian REDD+ Taskforce has also developed an Environmental and Social Management Framework to ensure that REDD+ actions do not result in negative social or environmental impacts, and gender issues have been identified as one of the key risks to be monitored along with biodiversity, indigenous People and displacement risks. REDD+ projects are required to conduct detailed assessments and develop a management/mitigation plan to address the risks identified throughout the implementation process.

3. Gender intervention in IFAD project: Agricultural Service Programme for Innovation, Resilience and Extension (ASPIRE)

The Royal Government of Cambodia has received financing in the form of a loan (USD26.1 million) from the International Fund for Agricultural Development, a grant (USD15 million) from the Adaptation for Smallholder Agriculture Programme Trust Fund, and Government funding (USD11.4 million) from the Ministry of Economy and Finance to implement the Agriculture Services Programme for Innovation, Resilience and Extension (ASPIRE). The total confirmed financing is approximately USD 52.5 million.

The lead implementing agency is the Ministry of Agriculture, Forestry and Fisheries (MAFF) with the Supreme National Economic Council (SNEC) and the National Committee for Sub-National Democratic Development Secretariat (NCDD-S) also having implementation responsibilities. ASPIRE is implemented over a seven-year period 2015-2021 with activities at national level and initially five pilot provinces : Kampong Chhnang, Pursat, Battambang, Preah Vihear and Kratie.

The goal of ASPIRE is to reduce poverty and increase the resilience of poor and vulnerable smallholder farmers in the Kingdom of Cambodia. The Programme Development Objective is that by 2021 an enhanced Cambodian model of agriculture services is demonstrated as effective for assisting a diversity of smallholder farmers to contribute to broad-based economic growth through profitable and resilient farm businesses and is adopted as policy.

ASPIRE has four components:

- **Component 1:** Evidence Based Policy: A national investment programme that can be supported by multiple donors is designed to implement an updated extension policy that provides smallholder farmers with access to quality information services;
- **Component 2:** Capacity Development for Extension: MAFF has institutional and human resources capacity to manage an effective, demand driven system linking researchers and knowledge-based agencies to extension agents in public sector, private sector and civil society and to farmers;
- **Component 3:** Improved Extension Services; and
- **Component 4:** Infrastructure Supporting Climate Resilient Agriculture: At least 144,000 smallholders have improved and resilient farm businesses as a result of integrated, demand led extension services and investments in climate resilient infrastructure.

Since women are impacted the most from climate change and livelihood in agriculture sector, it is important to make agriculture sector more resilient and profitable that could support and absorb unskilled women working abroad or in garment sectors to back to work in agriculture.

Reports note the impressive level of women participation in the Smallholder Learning Groups (SLGs), with some of the SLGs being composed by an overwhelmingly majority of women. Women participation is identified as an objective to be fostered throughout extension activities and the Farmers' Need Assessment is designed to make sure that women concerns, objectives and demand are taken into account and met with adequate services.

In terms of gender framework and intervention, ASPIRE aligns with the IFAD general guidelines and MWA guidelines on gender. Amongst the 144,000 smallholders, it targets at least 20% of the heads of the households are women. The logframe guidelines of the project include gender in the outcome and MIS system. Analytical reports can be generated from the MIS system with filters by sex, and age, and economic performance.

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ANNEXES

Annex 1: Methodology

This 2018 Climate Change Public Expenditure Review (CPER) follows the initial Climate Change Expenditure and Institutional Review (CPEIR) conducted for the period 2009-2011, and the updates already produced for 2012, 2013-2014, and 2015 fiscal years. This work is conducted under a cooperation agreement between the National Council for Sustainable Development (NCSD) and the Ministry of Economy and Finance (MEF), with support from the Cambodia Climate Change Alliance.

Since the CPER for 2013 and 2014 fiscal years which was published by MEF in 2016, the scope has expanded the review to all ministries and agencies with Climate Change Action Plans (CCAPs, 14 approved to date and one in draft form).

a. Scope of this study

This study updates the information provided in the last published CPER in the following way:

- Includes public expenditure **for fiscal year 2018**;
- Analyses the public expenditure data for the 14 ministries and agencies with an approved Climate Change Action Plan, and for the Ministry of Posts and Telecommunications³ (MPTC);

b. Methodology

This CPER report follows the methodology used in the previous CPER, first identifying expenditures which deliver some degree of climate change benefits, and then weighing these expenditures based on the share of their benefits that contribute to the climate change response. Tools used for this report follow the “[Methodological Guidebook](#): Climate Public Expenditure and Institutional Review (CPEIR)” produced by the UNDP regional programme on the Governance of Climate Finance.

The analysis in this report has improved on the following aspects:

- Updating the analysis on estimated climate change current expenditure of Sub-National Administration expenditure from the aggregate level of the budget data during the period 2013-2018; and
- **Gender qualitative analysis with interviews with donors on selected large-donor funded projects.**

The following sources of data have been used:

- National budget (recurrent expenditure): the recurrent budget data was provided by the Department of Budget Formulation (DBF/MEF). The analysis focused on the approved budget

³ MLMUPC, MoT and MoInfo were added to the CCFF exercise, and MIME was split in two: MIH and MME. MPTC was included although its CCAP is pending approval.

documents as the actual expenditure data disaggregated on a functional basis is not yet readily available due to ongoing public financial management reforms. It is planned that all ministries will fully implement program budgeting by 2018. The budget outturn by each budget entity is expected to be tracked by the new Financial Management Information System (FMIS) of MEF, which is currently under deployment. Data obtained for programme budget ministries was in most cases broken down to sub-programme level.

- Detailed data on the functional classification of the programme budget ministries' expenditures was **available for 14 CCAP ministries in 2018** (except the NCDM under the Office of the Councils of Ministers);
- National budget (capital expenditure): budget data was provided by the General Department of International Cooperation and Debt Management of the MEF, and *partly General Department of Budget of MEF*;
- External finance: data on development partner disbursements was provided by the CDC/CRDB (ODA database) the General Department of International Cooperation and Debt Management, and General Department of Budget of the MEF. CDC/CRDB data includes all development partners' loans and grants with data templates designed by CDC/CRDB. MEF data includes actual disbursements from development partners' loans and grants under MEF management. When data on loan and grant projects came from two sources (CDC/CRDB and MEF), data from MEF was used;
- In the case of loan and grant programmes involving several implementing ministries/agencies, disaggregated information on the share of disbursements channeled to each implementing agency is not always available. In these cases, estimated percentages have been applied for each implementing agency based on the project/program document and past experience. It is assumed that the percentage share is constant for each year over the multi-year life of the project/program.

It should be noted that the analysis is thus based on an analysis of approved public expenditure programs for the recurrent budget of line ministries and agencies rather than actual expenditure. It is expected that an analysis of actual recurrent expenditure will be possible once programme budgets are adopted across Government (2018), and once the new FMIS currently being deployed is fully in place.

Analysis of the ODA database relied on the climate change sector and thematic markers (with some limitations as donor tagging of these markers is improving but not yet systematic), and on additional information available in the database on project objectives and outputs.

The CPER assignment was coordinated by the General Department of International Cooperation and Debt Management of the MEF, with support from the General Department of Budget of the MEF to provide and process data as well as provide inputs for the report. The Information Management Department of CDC/CRDB provided the loan and grant data of the ODA database. MEF technical officials have processed the loan and grant data, including tagging for climate change relevance and allocation of disbursements to relevant ministries and agencies.

Annex 2: Weighted Climate Change expenditure by ministries and agencies

Donor and national WEIGHTED	2013	2014	2015	2016	2017	2018
MLUPC	4.5	0.8	13.1	7.4	20.7	10.6
MoT	1.1	1.3	0.1	1.1	0.8	0.1
MIH	2.9	7.5	13.6	7.7	34.5	20.6
MoInfo	0.0	0.0	0.0	0.0	0.0	0.0
MPTC	0.8	7.1	7.0	9.4	4.4	4.0
MAFF	97.6	95.0	67.4	60.8	123.2	150.8
MoWRAM	303.1	393.4	281.7	267.0	319.1	216.1
MME	8.9	30.6	12.4	19.2	18.9	32.4
MPWT	170.6	278.1	184.4	177.5	202.7	225.5
MRD	53.4	75.9	216.0	68.1	93.7	108.8
MoH	39.4	28.5	46.8	29.9	30.0	34.9
MoEYS	0.1	1.2	0.8	0.4	0.5	0.8
MWA	0.7	0.7	0.5	1.7	1.4	1.9
NCDM	1.4	5.9	2.5	1.4	2.2	3.3
MoE	48.9	34.3	18.9	31.0	37.4	62.4
SNA	7.6	24.7	29.0	21.9	26.7	34.2
NGO	28.9	21.6	15.3	15.8	12.4	3.3
Total CC, CCFF ministries	770.0	1006.8	909.6	720.2	928.7	909.9
Others	65.2	117.5	115.6	79.0	68.7	48.7
Total CC, all ministries	835.2	1124.3	1025.2	799.2	997.4	958.6
in USD	208.8	281.1	256.3	199.8	249.3	239.6

Annex 3: Largest Items of Climate Change Expenditure (in millions of USD)

No	Donor	Official Title	a/m	CCAP %	2018 (weighted)
1	ADB	LN 2839 Provincial Roads Improvement Project	a	100%	10.1
2	ADB	GR 0349 Climate-Resilient Rice Commercialization Sector Development Program	a	100%	4.7
3	China	Vaico Irrigation Development Project Phase II (Economic and Technical Cooperation)	a	25%	4.5
4	ADB	LN 2970 GMS: Flood and Drought Risk Management and Mitigation Project	a	100%	3.8
5	Japan	National Road No.5 Improvement Project (Prek Kdam - Thlea Ma'am Section) (II)	a	15%	3.7
6	IFAD	Agricultural Services Programme for Innovation, Resilience and Extension (ASPIRE)- Loan Original Fund and Loan Additional Fund	a	100%	3.7
7	ADB	LN 3289 Uplands Irrigation and Water Resources Management Sector Project	a	25%	3.4
8	ADB	LN 3007 Climate-Resilient Rice Commercialization Sector Development Program (Project Loan)	a	100%	2.8
9	Japan	West Tonle Sap Irrigation and Drainage Rehabilitation and Improvement Project	a	25%	2.8
10	ADB	TA 8179 Mainstreaming Climate Resilience Into Development Planning	a	100%	2.7
11	China	Design and Construction Project of Phnom Penh Ring Road No.3 (NR.4-NR.1)	a	5%	2.6
12	Japan	National Road No.5 Improvement Project (Battambang - Sri Sophorn Section)	a	15%	2.5
13	ADB	GR 0241 GMS Biodiversity Conservation Corridor	a	50%	2.4
14	China	Stung Pursat Dam No. 3 & 5 Development Project in Pursat Province - Phase II	a	25%	2.3
15	France	AFD- Provincial Water Supply and Sanitation Project (Loan)	a	5%	2.3
16	ADB	LN 3570-CAM: Tonle Sap Poverty Reduction and Smallholder Development Project - Additional Financing	a	50%	2.1
17	China	National Road No.3 Construction Project (From Chum Chao - Bek Kus - Kampot)	a	5%	2.1
18	ADB	LN 3125 Flood Damage Emergency Reconstruction Project-Additional Financing	a	50%	2.0
19	ADB	LN 8271-CAM(STCF) -CAM: Climate-Resilient Rice Commercialization Sector Development	a	100%	1.9

No	Donor	Official Title	a/m	CCAP %	2018 (weighted)
		Program (Project Loan)			
20	ADB	LN 3151 Second Rural Roads Improvement Project	a	15%	1.8
21	China	Rural Grid Extension Project Phase 5 and 6	m	10%	1.7
22	UNDP	Reducing the Vulnerability of Cambodia rural livelihoods through enhanced sub-national climachange (SRL)	a	100%	1.6
23	UNDP	Forest Carbon Partnership Facility II	a	100%	1.6
24	Republic of Korea	Dauntri Dam Development Project (EDCF)	a	25%	1.6
25	Australia	3i - Investing In Infrastructure	a	15%	1.4
26	China	Staung River Basin Water Resources Development Project, Phase I in Kampong Thom Province	a	50%	1.3
27	IFAD	Agricultural Services Programme for Innovation, Resilience and Extension (ASPIRE)- Grant and Grant additional Fund	a	50%	1.3
28	ADB	GR 0278-CAM Provincial Roads Improvement Project (SCF)	a	100%	1.3
29	China	Project for Upgrading NR. 11 (Nak Leoung - Thnal Torteung)	a	5%	1.3
30	EU/EC	Cambodia Climate Change Alliance-Phase2	am	100%	1.2
31	China	Stung Chikreng Water Resources Development Project in Siem Reap Province (Phase I)	a	50%	1.1
32	France	AFD- Emergency Bridging Project, West Baray Water Supply System	a	33%	1.1
33	Japan	The Project for Improvement of Transportation Capacity of Public Bus in Phnom Penh	a	10%	0.9
34	ADB	GR 0330-GMS: Flood and Drought Risk Management and Mitigation Project	a	100%	0.9
35	Sweden	BBC Media Action Climate Change Adaptation 2018-2019	a	100%	0.9
36	ADB	LN 3661-CAM: Climate-Friendly Agribusiness Value Chains Sector Project	a	100%	0.9
37	China	Project of National Road No. 58	a	5%	0.9
38	UNDP	Strengthening climate information and early warning system in Cambodia (EWS)	a	50%	0.9
39	China	Project for Construction of Stung Trang Krauch Chhmar Bridge Over Mekong River (Phase 1 of National Road No. 71 C)	a	5%	0.9
40	USA	USAID Greening Prey Lang	m	10%	0.9
41	Australia	Cambodia Agricultural Value Chain Program Phase 2 (CAVAC II)	a	5%	0.7

No	Donor	Official Title	a/m	CCAP %	2018 (weighted)
42	Sweden	Cambodia Climate Change Alliance (CCCA) Phase II 2014-2019	am	100%	0.7
43	Republic of Korea	Improvement of National Road No.21	a	15%	0.6
44	USA	Center of Excellence on Sustainable Agricultural Intensification and Nutrition (CE SAIN)- USAID Cambodia Mission Field Support	a	50%	0.6
45	Germany	Improvement of livelihoods and food security of former landless households in Cambodia (TC)	a	50%	0.6
46	ADB	GR 0350 Climate-Resilient Rice Commercialization Sector Development Program	a	100%	0.6
47	China	Vaico Irrigation Development Project Phase II	a	25%	0.5
48	Germany	Improvement of livelihoods and food security of former landless households in Kampong Chhnang, Kampong Speu, Kampong Thom and Kratie (TC)	a	50%	0.5
49	China	The 230 KV Loop Transmission Line Project in South Western Part of Cambodian National Grid (Phase I)	m	2%	0.5
50	USA	Supporting Forests and Biodiversity (SFB) project USAID Cambodia Mission program	a	50%	0.5
51	ADB	LN 8262-CAM Greater Mekong Subregion Flood and Drought Risk Management and Mitigation Project	am	100%	0.5
52	Japan	The Project for Rehabilitation of Chroy Changva Bridge	a	5%	0.5
53	Sweden	UNDP Environmental Programme 2019-2020	a	100%	0.5
54	World Bank	Mekong Integrated Water Resources Management Project- Phase III (MIWRM3)	a	50%	0.5
55	USA	BFS Feed the Future Innovation Lab for Integrated Pest Management Project 2. Development of Ecologically-based Participatory Integrated Pest Management Package for Rice in Cambodia(Washington DC program)	a	50%	0.5
56	China	The West Second Ring Road of Phnom Penh Project	a	5%	0.4
57	ADB	GR 0454-CAM Integrated Urban Environmental Management in the Tonle Sap Basin Project	a	100%	0.4
58	ADB	GR 0426-CAM Greater Mekong Sub-region Biodiversity Conservation Corridors Project (Additional Financing)	a	50%	0.4

No	Donor	Official Title	a/m	CCAP %	2018 (weighted)
59	FAO	Strengthening the adaptive capacity and resilience of rural communities using micro-watershed approaches to climate change and variability to attain sustainable food security in Cambodia	a	50%	0.4
60	IFAD	Building Adaptive Capacity through the scaling-up of Renewable Energy Technologies in Rural Cambodia (S-RET)	m	20%	0.4
61	Japan	Economic and Social Development Program	a	5%	0.4
62	Japan	The Project for Expansion of Water Supply System in Kampot	a	5%	0.4
63	Sweden	UNCDF - Local Government and Climate Change 2016-2018	a	100%	0.3
64	Japan	The Project for Flood Protection and Drainage Improvement in the Phnom Penh Capital City (Phase IV) (Detailed Design)	a	50%	0.3
65	Republic of Korea	Rural Road Improvement Project Phase II	a	15%	0.3
66	China	China-Cambodia Friendship Medical Building Project (Kosomak Hospital)	a	2%	0.3
67	France	AFD- strengthen the national grid of Cambodia through building of new transmission and distribution lines and substations in the Kampong Cham - Kratie and Koh Kong provinces	m	2%	0.3
68	ADB	GR 0220 Water Resources Management Sector Development Program	a	50%	0.3
69	Germany	Rural Infrastructure Programme Phase V (RIP V) (FC)	a	5%	0.3
70	ADB	GR 9178 Community-Based Disaster Risk Reduction Project	a	50%	0.3
71	China	National Road No. 55 Project (Pursat-Phnom Korvanh-Veaveng-Thmorda)	a	5%	0.3
72	IFAD	Accelerating Inclusive Markets for Smallholders Project (AIMS)	a	50%	0.3
73	Japan	The Project on Establishment of Environmental Conservation Plateform of Tonle Sap Lake (SATREPS)	m	50%	0.3
74	ADB	TA 9349-CAM: Irrigated Agriculture Improvement Program	a	25%	0.3
75	EU/EC	CAPFISH-Aquaculture	a	5%	0.3
76	ADB	LN 3433 Second Rural Water Supply and Sanitation Project - Additional Financing	a	5%	0.3
77	ADB	LN 2672 Water Resources Management Sector Development Program (Project Loan)	a	50%	0.3

No	Donor	Official Title	a/m	CCAP %	2018 (weighted)
78	China	Koh Thom Bridge Project	a	25%	0.3
79	ADB	TA 8669 Strengthening Coordination for Management of Disaster Project (emergency project)	a	50%	0.3
80	ADB	LN 8300-CAM: Second Rural Roads Improvement Project (STCF)	a	15%	0.3
81	USA	Emerging Pandemic Threat Program 2 (EPT 2), PREDICT 2 (Regional Program)	a	50%	0.3
82	Japan	The Project for Development of Traffic Management System in Phnom Penh	m	10%	0.2
83	EU/EC	Voices for Gender Equality: Empowering women, LGBTQ persons, WHRDs and communities to demand justice and combat gender-based violence	a	50%	0.2
84	Japan	Economic and Social Development Program	a	5%	0.2
85	EU/EC	EU support to Public Financial Management Reform Program - Stage 3	a	2%	0.2
86	World Bank	Road - Road Asset Management Project (RAMP II) financed by IDA Credit No. 57890	a	5%	0.2
87	ADB	LN 2979 Medium-Voltage Sub-Transmission Expansion Sector Project	m	2%	0.2
88	Japan	National Road No.5 Improvement Project (Prek Kdam - Thlea Ma'am Section) (I)	a	15%	0.2
89	China	Construction of NR. 51 Project	a	5%	0.2
90	Japan	Support to the smallholder farmers through contract farming of organic cashew nuts through Agriculture Cooperatives	a	50%	0.2
91	UNDP	Collaborative Management for Watershed and Ecosystem Service Protection and Rehabilitation in the Cardamom Mountains, Upper Prek Thnot River Basin	a	50%	0.2
92	EU/EC	Promotion of inclusive and sustainable growth in the Agricultural Sector: Fisheries and Livestock	a	5%	0.2
93	China	Rural Grid Extension Phase III & IV	m	2%	0.2
94	China	National Road No. 51 Project (Economic and Technical Cooperation)	a	5%	0.2
95	Japan	The Project for Realization of sustainable life environment through mainly the teaching practical environmental education in Teacher Education College	a	100%	0.2
96	Australia	Health Equity and Quality Improvement Project (H-EQIP)	a	2%	0.2
97	USA	GHSC for Procurement & Supply Mgmt (PSM)	a	10%	0.2

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