

LOCAL GOVERNMENT AND CLIMATE CHANGE

(LGCC-II)



Annual Report 2013



Acronyms

CCA	Climate Change Adaptation
CCCA-TF	Cambodia Climate Change Alliance Trust Fund
CGCCM	Core Group of Climate Change Adaptation Mainstreaming
CDB	Commune Data Based
DCRS	District Climate Resilience Strategy
GEF	Global Environment Fund
IP3	Three-year Implementation Plan
LGCC-I	Local Governments and Climate Change Phase I
LGCC-II	Local Governments and Climate Change Phase II
LoCAL	Local Climate Adaptive Living Facility Project
NAPA-FU	NAPA-Follow Up
NCDD	National Committee for Sub-National Democratic Development
NCDDS	National Committee for Sub-national Democratic Development Secretariat
NP-SNDD	National Programme for Sub-National Democratic Development
PILACII	Project for Capacity Development for Implementing the Organic Law at Capital and Provincial Level 2
PBCRG	Performance Based Climate Resilience Grant
SGP	Small Grant Programme
SNIF	Sub-National Investment Fund
UNCDF	UN Capital Development Fund
UNDP	United Nations Development Programme
VRA	Vulnerability Reduction Analysis

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Executive Summary

Local Governments and Climate Change (LGCC) is implemented by NCDDDS and is supported by UNCDF as a national pilot of the global Local Climate Adaptive Living Facility (LoCAL) project. As a pilot of LoCAL, LGCC is designed to demonstrate the role of Local Governments in fostering climate change resilience and to identify practical ways to mainstream Climate Change Resilience into Sub-National planning and finance systems. The first phase of LGCC was financed by CCCA-Trust Fund in 2011-2012. With financing from Swedish International Development Cooperation Agency (SIDA), Phase 2 of LGCC (2013-2014) continues to work with the three local administrations in Takeo Province and expands to five Districts in Battambang.

This report is prepared by UNCDF for submission to SIDA and describes progress in implementation of LGCC Phase 2 during the first year of operations December 2012 – November 2013.

Physical Progress

Output 1: Climate Resilience Strategies

Vulnerability Reduction Assessments (VRAs) were carried out in both target provinces (Battambang and Takeo). In Battambang, VRAs were conducted in 15 communes and in five target districts and in Takeo five communes and in two target districts. **District Climate Resilience Strategies (DCRS)** were developed based on the VRAs. The aim of the District Climate Resilience Strategy is to: Identify the negative impacts of climate change on local communities; Identify the most vulnerable people and the most vulnerable places; Identify actions that can build resilience to climate change and; Set a criteria for allocating funds to projects that build climate resilience.

Output 2: Sub-Projects

317 measures/activities were proposed in the DCRS of the two provinces, covering 10 sectors presenting strategies that include rural roads, irrigation, water supplies, drainage, flood refuge, agriculture, water and hygiene, CC Awareness and other services and infrastructure. Fifteen climate-proof infrastructure projects selected for implementation in 2013. **Participatory evaluations** of the projects implemented under LGCC-I funding in 2012 were carried out in March-April 2013. Three projects were evaluated in each District / Municipality. Key findings of the evaluation were that the technical quality of the infrastructure outputs was acceptable overall, but with a number of points noted on which improvements could have been made. The beneficiaries were in general very positive about the benefits obtained (or anticipated).

Output 3: National Guidelines

The development of the **Guideline on Mainstreaming Climate Change into Sub-National Planning** was initiated in mid-January 2013, with a Core Group on Climate Change Adaptation Mainstreaming (CGCCM) established. The Group is responsible for the development of the guideline on mainstreaming climate change adaptation into sub-national planning. In addition, it was also agreed that the guideline must be equipped with mainstreaming tools (VRA, CDB, etc.), clear financing framework, and a capacity development and dissemination programme of the guideline to sub-national stakeholders. A number of **challenges needed to be resolved to allow the D/M fund arrangement to proceed**. Guidance was issued on 5 November 2013. Based on this guidance, the target D/M of the two provinces were able to carry out their budget revision and their PBCRG expenditures. It is believed that LGCC is the first externally funded project to successfully finance

activities through the newly established District/Municipal budgets and Treasury accounts. The strategic importance of the achievement of LGCC in testing and demonstrating this financing option should not be underestimated.

1 Introduction

This report is prepared by UNCDF for submission to the Government of Sweden and describes progress during the first twelve month implementation period of the Local Governments and Climate Change (LGCC) Project in Cambodia. The LGCC Project agreement was signed on 5 November 2012 and the project is due to be completed by December 2014.

The report describes the background to the LGCC project and the intended project results, then assesses progress made under each of the three project outputs. Difficulties encountered during project implementation are identified and, where necessary, actions needed to ensure full and timely delivery of the project outputs are identified. The report described progress against each indicator in the Project results framework.

The report includes the draft LGCC-II Work Plan for 2014 and concludes with an assessment of the opportunities for developing a programmatic approach to mainstreaming climate change adaptation in the plans and budgets of sub-national governments, aligned with the National Programme for Sub-National Democratic Development, from 2015 onward.

2 The Project

2.1 LoCAL

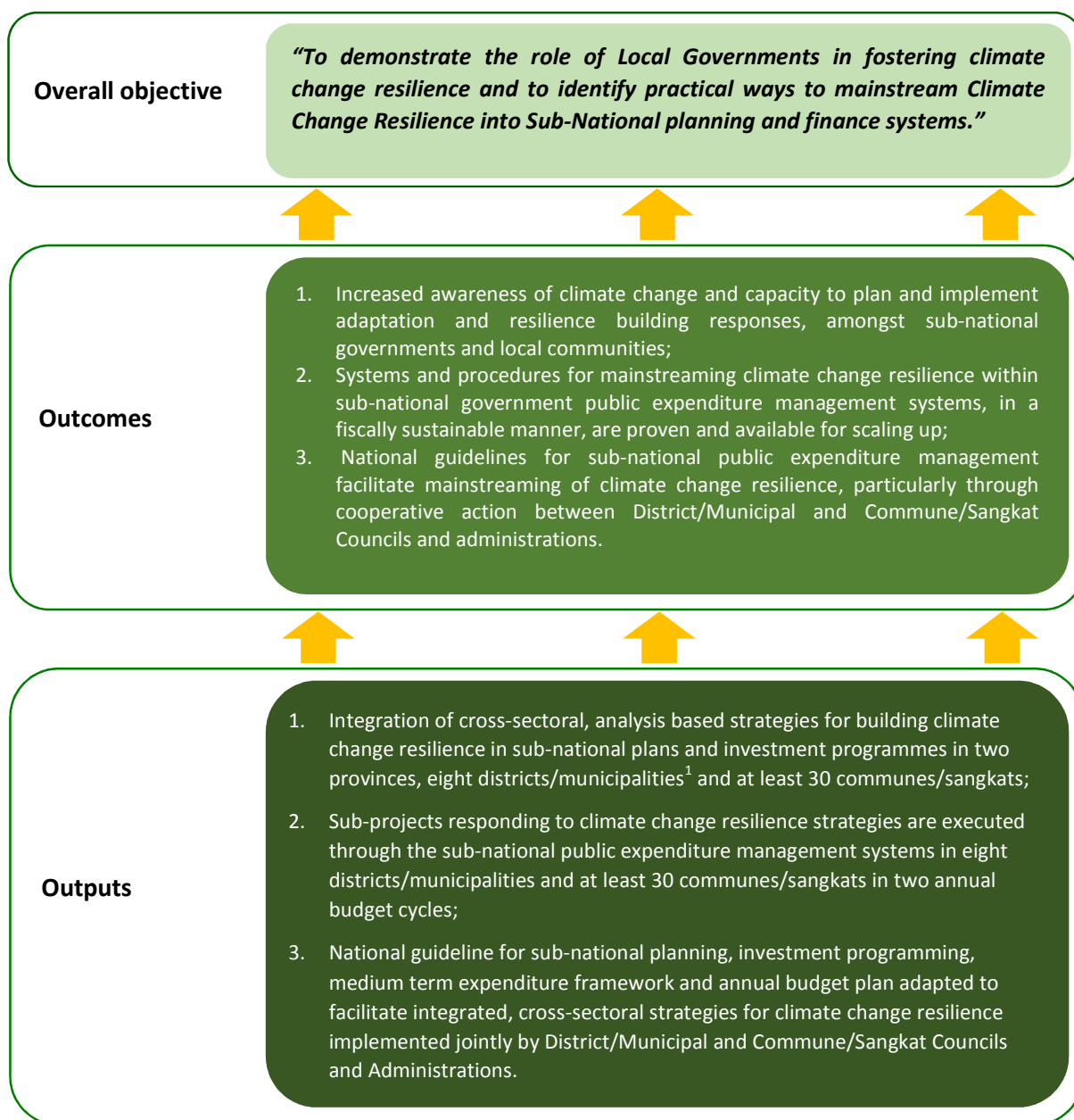
Local Governments and Climate Change (LGCC) is a project implemented by The National Committee for Sub-national Democratic Development Secretariat (NCDDS) with technical assistance from UNCDF. LGCC supports selected local governments to develop plans and to finance investments to enhance the resilience of local communities to the impacts of climate change. LGCC is designed and implemented within the framework of the “Local Climate Adaptive Living Facility” (LoCAL) project which is a UNCDF Global project to provide access for local governments in least developed countries to climate change adaptation (CCA) finance.

The main principle of LoCAL and hence of LGCC is that local administrations have a key role to play in building climate resilience and preparing for the impacts of climate change. Local administrations perform this role within the policy framework set by the national government and climate change adaptation authorities.

In the LoCAL approach, investments for CCA are financed through the Performance Based Climate Resilience Grant (PBCRG) mechanism. PBCR grants are managed through the existing intergovernmental fiscal transfer system. Beginning in 2012, this approach was first piloted in Cambodia, through LGCC, and in Bhutan. Further pilots are in the design phase or beginning implementation in Laos, Nepal, Bangladesh, Solomon Islands and some countries in the Africa region. All LoCAL participating countries are represented on the LoCAL project board and this facilitates exchange of ideas and experience between countries.

2.2 Objectives, outcomes and outputs

The LGCC-II results framework is a modified version of LGCC-I. The diagram illustrates the overall objective, outcomes, and outputs of the project.



2.3 Project Resources

LGCC-II is financed by a contribution of SEK 8,000,000 from the Government of Sweden to UNCDF. Based on the contribution agreement, SIDA has transferred the funds in two tranches as follows:

1. SEK 4,500,000 (US\$677,302.83) received by UNCDF in November 2012; and
2. SEK 3,500,000 (US\$534,596.00) received by UNCDF in September 2013.

The total value of the Swedish contribution is estimated (subject to exchange rate fluctuations) as US\$ 1,211,898.83. Of this amount, US\$ 868,500 finances activities implemented by NCDs including US\$ 640,000 (53% of the total financing) to be transferred to participating local governments as PBCR Grants.

2.4 Target Area and Implementation Period

LGCC-II is implemented in Daunkeo Municipality and Bati and Borei Chulsar Districts of Takeo Province, and in Moung Russei, Bavel, Sampeouv Loeun, Thmar Koul and Rokhat Kiri Districts of Battambang Province. Selection of the additional target Districts was on the basis of identified climate vulnerabilities, principally to flood and drought. All Communes and Sangkats (a total of 58 Communes and three Sangkats) of the target Districts/Municipality participate in LGCC and are eligible to receive financing from the PBCR Grant following the planning and project identification procedures described below. LGCC-II is planned for implementation over two annual budget cycles, 2013 and 2014.

2.5 Performance-based Climate Resilience Grants (PBCRG)

Each participating District/Municipality will receive two allocations of Performance Based Climate Resilience Grant financing. The average grant amount is US\$ 40,000 per District each year. The actual amount received by each District/Municipality is composed of a base amount in proportion to the size of other funding available to the Districts/Municipalities and their constituent Communes/Sangkats; and a performance allocation based on a performance assessment. The performance allocation was 12.5% of the total grant amount in 2013 and will be 25% of the total grant amount in 2014.

PBCR Grant funds may be used to finance the following types of expenditures:

1. The costs of survey, design, construction and construction supervision for climate proofing of general local infrastructure (for example, rural roads). PBCR Grant funds may be used to finance 33% of the cost of projects in this category;
2. The costs of survey, design, construction and construction supervision for infrastructure to enhance climate resilience, for example flood protection works, flood refuges, small scale irrigation works, domestic water supplies etc. PBCR Grant funds may be used to finance 33% of the costs of projects in this category.
3. The costs of delivering services to enhance the climate resilience of local communities: this can include awareness raising, water use and hygiene education campaigns, training and demonstration of climate resilient agriculture techniques etc. PBCR Grant funds may be used to finance 100% of the cost of projects in this category.

Conceptually, the co-financing requirement represents that the PBCR Grant is not financing the full cost of infrastructure but, rather, the “climate proofing cost” or the additional cost of constructing the infrastructure to a standard which is resilient to climate change. The co-financing requirement in practice has the effect of ensuring that the majority of the PBCR Grant funds are transferred by the District to the Communes (who are able to meet the co-financing requirements using their Commune/Sangkat Fund resources); and also providing an incentive for the Districts to use part of the PBCR Grant to finance non-infrastructure activities (experience indicates that without this incentive, the tendency would be to allocate 100% of the funds to infrastructure investments).

Because of the late start to LGCC implementation in Battambang Province in 2013, the Districts and Communes had already committed their discretionary budget resources and so were not able to meet the co-financing requirements. Therefore, the co-financing rules were relaxed to some extent, with 100% financing permitted for activities that were either (1) additional climate proofing of infrastructure constructed with 2013 Commune/Sangkat Fund resources, i.e. the project would have conformed with co-financing rules if the C/S F financed activity and the PBCR Grant activity had been implemented as a single package, and (2) infrastructure for climate resilience, i.e. water projects, flood protection etc. but not road projects.

Districts may use up to 5% of the PBCR Grant to finance incremental administrative costs associated with implementation of PBCR Grant activities, and up to 2.5% of the PBCR Grant for the costs of a participatory evaluation of the results of the PBCR Grant financed projects.

2.6 Financial Management

The PBCR Grant resources are considered as part of the budget revenues of the District Administration. The allocations of the PBCR Grant finance, decided on by the Project Selection Workshop, are approved by the District and Commune Councils in the form of amendments to their annual budgets. PBCR Grant funds are transferred through the National Treasury into the District Accounts operated at the Provincial Treasury and are subject to the same financial management, procurement and accounting rules as other government funds.

2.7 Minimum Conditions and Performance Assessment

Eligibility to receive PBCR Grant financing is conditional on conformance with a set of Minimum Conditions which are verified by NCDDDS before the funds are transferred. Further, the size of the grant received is adjusted in accordance with overall performance measured according to a set of Performance Measures. The Minimum Conditions applied in LGCC are:

- District Plan and Investment Program approved by the Council;
- Vulnerability Reduction Analysis carried out;
- District Climate Change Adaptation Strategy adopted;
- Work Plan for use of the PBCR Grant prepared using a participatory process;
- Work Plan approved by the Council; and
- Work Plan approved by NCDDDS.

There are a total of 23 Performance Measure criteria, divided into two categories: Public Resources Management Performance and Climate Change Resilience Performance. Assessment is carried out by NCDDDS with support from UNCDF. However in advance of the visit by the performance assessment team, the participating Districts are asked to conduct a self-evaluation. This has the benefit that much of the documentation needed for the performance assessment team to inspect is already available as a result of the self-assessment. Districts can score additional points for the accuracy of the self-assessment.

3 Implementation Progress

3.1 Output 1: climate resilience strategies integrated in sub-national planning in 08 D/M and at least 30 C/S

Indicator	Baseline	Result Target	Progress
	(year 2012)	(year 2013)	2013
Districts/ Municipalities and Communes/Sangkats conduct VRA and workshops to formulate CCA strategies	Initial workshops conducted in 01 Province and 03 Districts/ Municipalities. VRA process were conducted in 03 Sangkats and 06 Communes.	At least 15 Communes /Sangkats of 02 Provinces and 08 Districts/ Municipalities have conducted VRA and CCA strategy workshops	There were 13 communes/sangkats in TAK Provinces and 03 Districts / Municipalities had conducted VRA and CCA strategy workshops by January and October, 2013. There were 15 communes in BAT Provinces and 05 Districts had conducted VRA and prepared for CCA strategy workshops by June, 2013 05 Districts had formulated their district CCA strategic in July, 2013.
Districts/ Municipalities and Communes/Sangkats proposing sub-projects responding to CCA strategies	03 Districts/ Municipalities and 09 Communes/ Sangkats proposing sub-projects for PBCR grant funding (but not based on fully developed strategy)	03 Districts/ Municipalities and at least 20 Communes/ Sangkats propose CCA activities	03 Districts/Municipalities and at least 20 Communes/Sangkats propose CCA activities 05 Districts and at least 38 Communes propose CCA activities.

Key achievements:

- Vulnerability Reduction Assessments (VRAs)** were carried out in both target provinces (Battambang and Takeo). In Battambang, VRAs were conducted in 15 communes and in five target districts (Moung Reussey, Rokhakiri, Sampove Loun, Borvel and Thma Koul) from 19-28 June 2013 with a total of 635 (199 females) participants. The VRAs were conducted in Takeo in September 2013 in five communes and in two target districts (Bati and Boreichulsar) with a total of 150 (50 females) participants. Participants of each commune were divided into three different groups (Women, Local Authorities, and Men) to discuss the climate change situation in their areas and the use of VRA tools that included H forms and trend analysis. Serious droughts and floods were identified as the main climate change impacts in the districts. It was found that all participants including local communities have been well aware of the uses of VRA tools along with the concept of climate change and its negative impacts. Knowledge regarding climate adaptation and the ability to identify reduction measures for coping with climate change in local communities were also well established. VRA specifically increased awareness level of community understanding of climate change situations in each commune/village.
- District Climate Resilience Strategies (DCRS)** were developed based on the VRAs. The aim of the District Climate Resilience Strategy is to: Identify the negative impacts of climate change on local communities; Identify the most vulnerable people and the most vulnerable places;

Identify actions that can build resilience to climate change; Set a criteria for allocating funds to projects that build climate resilience.

The DCRS workshops were conducted in seven districts and one Municipality in both target provinces with a total of 301 (76 females) participants from national and provincial teams, district councils, district planning working group, IP3 district advisor, commune council representatives (commune chief and commune women and children as focal points). The workshop had benefitted the participants in helping them become informed and mindful of VRA findings; aware of science-based predictions of future climate changes; and awareness of characteristics of different parts of the District.

In total, 317 measures/activities were proposed in the DCRS of the two provinces, covering 10 sectors presenting strategies that include rural roads, irrigation, water supplies, drainage, flood refuge, agriculture, water and hygiene, CC Awareness and other services and infrastructure. It is found that only 160 measures/activities (50%) had been proposed by districts/municipality and communes out of an aggregate 317 measures/activities provided in DCRS (Table 1). This is due to the limitation of PBCRG and the requirement of the programme that states each district/municipality and communes can be allowed to propose only one service and one infrastructure project for competition during the district project prioritisation workshop. It should be noted that the criterion stipulates a selection process from a list of projects available in CIP/CDP of only those that are deemed as a 'good fit' to the criterion.

TABLE 1: ACTIVITIES BY SECTORS AND MEASURES IN DCRS AND PROPOSED MEASURE FROM D/M AND COMMUNES

Activity	In Strategy		In Proposals	
	#	%	#	%
Roads	15	5%	28	18%
Irrigation	33	10%	28	18%
Water Supplies	37	12%	8	5%
Drainage	8	3%	10	6%
Flood Refuge	10	3%	2	1%
Agriculture	77	24%	18	11%
Other Infrastructure	31	10%	2	1%
Water and Hygiene	16	5%	29	18%
CC Awareness	30	9%	19	12%
Other Services	60	19%	16	10%
Total	317	100%	160	100%

During the proposal of projects, water and hygiene (18%), roads (18%) and irrigation (18%) all show to be quite high, while agriculture fell into low rank. This suggests that roads, irrigation, water and hygiene are top priorities for the community and are to be used as measures to adapt to climate change problems occurring in and around their areas. VRA results indicate that serious drought and floods were identified as the major climate change impacts. During drought, local communities faced water shortage and all existing irrigation systems were dried out creating a severe problem in the cultivation of rice and crops. During

flooding, most of the local infrastructure was destroyed thereby blocking easy access to schools, hospitals, markets, transportation, etc. Expectations remain high that if all proposed measures/projects were to be successfully selected local climate change problems could be resolved.

3.2 Output 2: Sub-projects responding to climate change resilience strategies are executed through the sub-national public expenditure management systems in ten Districts / Municipalities and at least 20 Communes/Sangkats in two annual budget cycles.

Indicator	Baseline	Result Targets	Progress
	(year 2012)	(year 2013)	2013
Sub-projects are responding to climate change adaptation strategic plans are executed through public expenditure management systems of sub-national administrations in 8 districts /municipality	19 sub-projects implemented with PBCR grant funding in 03 Districts/Municipalities and 09 Communes/Sangkats. Sub-national PEM systems used at C/S level only.	08 Districts/Municipalities and at least 30 Communes/Sangkats execute sub-projects financed by PBCR grants.	PBCRG had been transferred to 08 district/municipality bank accounts in both provinces (BAT and TAK). The project implementation is under process.
Number of beneficiaries (men/women/youth) benefitting from projects responding to CCA strategies.	28,366 (13,594 women) local beneficiaries in 09 target Communes/Sangkats in 03 Districts/Municipalities have participated and benefited from LGCC I project in 2012.	At least 25% (women, men and youth) of the total community population in 08 districts/ Municipality and 30 communes have benefits from the projects	Data collection to take place Q1 2014

Key Achievements:

- **PBCR Grants were allocated** in accordance with the procedure described in the MOU between NCDSD and UNCDF. The final allocation is provided in Table 2 below.

TABLE 2: PBCR GRANT ALLOCATIONS 2013

District / Municipality	D/M Fund (CR)	Total C/S Fund (CR)	Weighted resources	Basic Allocation	Performance Score	Performance Allocation	Total Allocation
			R	B		P	
Thma Koul	197,530,000	1,028,922,000	711,991,000	\$50,668	n/a	\$ -	\$ 50,667.98
Bor Vel	178,920,000	832,046,000	594,943,000	\$42,338	n/a	\$ -	\$ 42,338.40
Moung Reussey	194,030,000	974,253,000	681,156,500	\$48,474	n/a	\$ -	\$ 48,473.68
Sampov Loun	142,550,000	491,309,000	388,204,500	\$27,626	n/a	\$ -	\$ 27,626.10
Rokha Kiri	146,190,000	479,210,000	385,795,000	\$27,455	n/a	\$ -	\$ 27,454.63
Bati	229,270,000	1,396,035,000	927,287,500	\$65,989	21	\$3,761.19	\$ 69,750.48
Borei Chulsar	136,290,000	410,309,000	341,444,500	\$24,298	23	\$4,119.40	\$ 28,417.89
Daunkeo	130,300,000	333,844,000	297,222,000	\$21,151	23	\$4,119.40	\$ 25,270.85
TOTALS			4,328,044,000	\$ 308,000	67	\$12,000.00	\$320,000.00

PBCR Grant allocation for the two target province has been proportionally allocated into following categories:

- Administration Costs: Maximum 5%.
- Services for Climate Resilience: Minimum 12.5%
- Participatory Evaluations: Maximum 2.5%
- Investment : Maximum 80%

TABLE 3: GRANT ALLOCATION BY EXPENDITURE TYPE

No	District / Municipality	Code	Total Allocation	Admin	Engineer	Participatory Evaluations	Investments	Total
	Rule		Rule	Max 5%	Max 12.5%	Max 2.5%	Min 80%	
Takeo Province								
1	Bati	2102	69,750.48	3,487.52	8,718.81	1,743.76	55,800.38	69,750.48
2	Borei Chulsar	2103	28,417.89	1,420.89	3,552.24	710.45	22,734.31	28,417.89
3	Daunkeo	2108	25,270.85	1,263.54	3,158.86	631.77	20,216.68	25,270.85
Total			123,439.22	6,171.96	15,429.90	3,085.98	98,751.38	123,439.22
Battambang Province								
1	Thma Koul	202	50,667.98	2,533.40	6,333.50	1,266.70	40,534.38	50,667.98
2	Bor Vel	204	42,338.40	2,116.92	5,292.30	1,058.46	33,870.72	42,338.40
3	Moung Reussey	206	48,473.68	2,423.68	6,059.21	1,211.84	38,778.94	48,473.68
4	Sampov Loun	210	27,626.10	1,381.31	3,453.26	690.65	22,100.88	27,626.10
5	Rokha Kiri	214	27,454.63	1,372.73	3,431.83	686.37	21,963.70	27,454.63
Total			196,560.79	9,828.04	24,570.10	4,914.02	157,248.63	196,560.79

- **Project selection** was undertaken by all eight participating Districts completed Project Selection Workshops at which the PBCR Grant amounts were allocated to the highest priority sub-projects proposed by the Commune Councils or the District Administration. Project selection was based on the criteria in the District Climate Resilience Strategy.

The results from project selection in 2013 following the district project selection workshops in each District were:

TABLE 4: SELECTED PROJECTS IN 8 DISTRICTS/MUNICIPALITY IN TAKEO AND BATTAMBANG 2013

#	Name of Project	PBCR	Co-Finance		Total
			D/M	C/S	
Takeo Province					
Borei Chulsar					
1	Awareness Rising on Epidemic and Diseases caused by flood/drought	\$400.00	\$ -	\$ -	\$400.00
2	Extension on CCA mainstreaming	\$400.00	\$ -	\$ -	\$400.00
3	Restoring the rural road	\$7,200.00	\$ -	\$23,953.54	\$31,153.54
4	Flood Refuge Mount	\$11,000.00	\$ -	\$38,610.00	\$49,610.00

**TABLE 4: SELECTED PROJECTS IN 8 DISTRICTS/MUNICIPALITY IN TAKEO AND BATTAMBANG
2013**

#	Name of Project	PBCR	Co-Finance		Total
			D/M	C/S	
5	Restoring the rural Laterite road	\$3,734.00	\$ -	\$11,499.75	\$15,233.75
Daunkeo					
6	Training on Agriculture Integrated Techniques	\$760.00	\$ -	\$ -	\$760.00
7	Awareness Rising on Health and Sanitation	\$1,625.00	\$ -	\$ -	\$1,625.00
8	Restoring on Rural Road	\$6,250.00	\$ -	\$8,678.07	\$14,928.07
9	Restoring the Rural Road	\$3,750.00	\$ -	\$12,500.00	\$16,250.00
10	Restoring Community Canal	\$7,250.00	\$ -	\$29,951.01	\$37,201.01
11	Training on Resilient Rice Seed	\$575.00	\$ -	\$ -	\$575.00
Bati					
12	Restoring Community Canal	\$10,000.00	\$20,000.00	\$ -	\$30,000.00
13	Restoring Community Pond	\$3,750.00	\$ -	\$7,500.00	\$11,250.00
14	Restoring Community Canal and Installing Culvert	\$5,000.00	\$ -	\$16,000.00	\$21,000.00
15	Restoring Community Canal and Installing Culvert	\$12,500.00	\$ -	\$30,000.00	\$42,500.00
16	Restoring Community Pond	\$3,500.00	\$ -	\$7,000.00	\$10,500.00
17	Restoring the rural road	\$8,200.00	\$ -	\$16,486.00	\$24,686.00
18	Restoring Community Canal and Building Water Spilt	\$3,250.00	\$ -	\$7,500.00	\$10,750.00
19	Restoring Community Canal	\$4,800.00	\$ -	\$9,250.00	\$14,050.00
20	Restoring the rural road	\$4,800.00	\$ -	\$11,644.00	\$16,444.00
Battambang Province					
Thmakoul District					
21	Building Water Culvert to protect flood	\$15,500.00	\$ -	\$ -	\$15,500.00
22	Restoring dam to protect flood	\$9,750.00	\$ -	\$ -	\$9,750.00
23	Building water culvert and drainage	\$15,284.38	\$ -	\$ -	\$15,284.38
Moung Reussey					
24	Training on agricultural techniques	\$2,250.00	\$ -	\$ -	\$2,250.00
25	Awareness raising on health and sanitation for children, elder and vulnerable persons	\$3,000.00	\$ -	\$ -	\$3,000.00
26	Awareness raising on health and sanitation for children, elder and vulnerable persons	\$1,000.00	\$ -	\$ -	\$1,000.00
27	Building flood-refuged mound	\$7,800.00	\$ -	\$ -	\$7,800.00
28	Building reservoir	\$19,778.94	\$ -	\$ -	\$19,778.94
29	Building water drainage to protect	\$4,950.00	\$ -	\$ -	\$4,950.00

TABLE 4: SELECTED PROJECTS IN 8 DISTRICTS/MUNICIPALITY IN TAKEO AND BATTAMBANG 2013

#	Name of Project	PBCR	Co-Finance		Total
			D/M	C/S	
	flood				
Bor Vel District					
30	Training on Environment Concept and Agricultural Skill	\$5,060.00	\$ -	\$ -	\$5,060.00
31	Restoring rural road	\$8,010.72	\$9,500.00	\$ -	\$17,510.72
32	Restoring canal	\$17,800.00	\$ -	\$ -	\$17,800.00
33	Building water drainage to protect flood	\$3,000.00	\$ -	\$ -	\$3,000.00
Sampov Loun District					
35	Training on Agriculture techniques	\$3,750.00	\$ -	\$ -	\$3,750.00
36	Awareness raising on health, sanitation and water filter distribution	\$4,022.88	\$ -	\$ -	\$4,022.88
37	Building concrete bridge	\$14,328.00	\$ -	\$ -	\$14,328.00
Rokha Kiri District					
38	Training on Agriculture techniques	\$1,000.70	\$ -	\$ -	\$1,000.70
39	Restoring canal	\$16,900.00	\$ -	\$ -	\$16,900.00
40	Restoring Canal	\$4,063.00	\$ -	\$ -	\$4,063.00

Financing rules for individual sub-projects, as described in the Annex to the MOU between UNCDF and NCDD, are that the PBCR Grant can finance only one third of the cost of an infrastructure project (this is taken as a proxy for the cost of climate proofing). Service projects may be financed 100% from the PBCR Grant. However, it was necessary to relax this rule to some extent in Battambang province owing to the late start of LGCC-II, because the general discretionary resources (D/M Fund and C/S Fund) available to the sub-national administrations were already committed before the PBCR Grant project selection was made. For this purpose, certain types of project with a direct impact on climate resilience (chiefly irrigation and water supply projects) could be financed 100%, while 2013 C/S Fund expenditures could be considered as co-financing in the case that the PBCR Grant is used to improve climate proofing of the outputs (for example, Commune A has committed \$10,000 to a road project, it can apply for up to \$5,000 of PBCRG resources for additional climate proofing measures on the same road).

- **Bidding.** 15 climate-proof infrastructure projects were selected for implementation in 2013. At the time of writing of this report (January 2014), 11 projects in two districts (Borei Chulsar and Bati) have gone through a bidding process. Currently, one project in Bati is pending and three projects in Daunkeo will be processed once the project design and technical clearance is given from line departments. The bidding processes were conducted in September-October and November 2013 in the two districts, respectively.

42 applicants/companies (10 applicants in Borei Chulsar and 32 applicants in Bati) participated in the bidding process. Seven companies won 11 projects in two districts. The results of the bidding winners are shown in table 5 below:

TABLE 5: OUTCOME OF BIDDING IN TAKEO PROVINCE

#	Project Name	Location	Contractor	Fund Sources	
				C/S Fund	PBCR
Boreichulsar District					
1	Restoring Rural Road	Daung Kpos Commune	Khem Chanthy	\$13,709.60	\$3,789.08
2	Restoring Rural Road	Kouk Pur	Rum Buntith	\$28,050.88	\$7,311.20
3	Building Flood-Refuged Mound	Kampong Krasang Communes	Prim Houn Group	\$32,102.66	\$11,162.25
Bati District					
4	Digging Community Pond	Sophy Communes	General Construction KT	\$9,449.27	\$3,551.63
5	Restoring Community Pond	Komar Reachea Commune	General Construction KT	\$10,124.16	\$3,805.31
6	Restoring Canal	Bati District	Not yet bidding	Pending fund for 2014	
7	Building Spilt Dam	Chambok Communes	Chambok	\$9,672.07	\$3,297.94
8	Restoring Rural Road	Doung Commune	General Construction TH	\$14,796.68	\$4,870.80
9	Restoring Canal	Thnout Commune	Koryun Svay Pravat	\$18,899.79	\$5,073.75
10	Restoring Canal	Trapeang Sab Commune	Veun Someng	\$39,237.35	\$12,684.38
11	Restoring Canal	Krang Tnoung Commune	Khem Chanthy	\$23,325.50	\$4,870.80
12	Restoring Rural Road	Pea Ream Commune	General Construction TH	\$22,216.10	\$8,320.95
Daunkeo Municipality					
13	Restoring Rural Road	Baray Sangkat	General Construction TH	\$14,803.82	\$6,342.19
14	Restoring Rural Road	Baray Sangkat	Koryun Svay Pravat	\$13,009.12	\$3,805.31
15	Restoring Canal	Roka Krao Sangkat	Not yet bidding	\$33,559.42	\$7,356.94

- **Participatory evaluations** of the projects implemented under LGCC-I funding in 2012 were carried out in March-April 2013. The process was facilitated by a mixed team from NCDD, the Provincial Administration and UNCDF who worked with a focus group of beneficiaries for each sub-project reviewed and also made their own evaluation using a simple scoring system. Three projects were evaluated in each District / Municipality.

A full report on the Participatory Evaluations was prepared¹. Key findings of the evaluation were that the technical quality of the infrastructure outputs was acceptable overall, but with a number of points noted on which improvements could have been made. The beneficiaries were in general very positive about the benefits obtained (or anticipated). Only few specific

¹ Local Governments and Climate Change Report of Participatory Evaluations April 2013.

negative impacts were identified, although there were some concerns over the sustainability of the infrastructure projects, as limited capacity for maintenance is available either at community or local administration level. With the exception of one project that directly provided awareness raising on climate change, the effectiveness of the projects in increasing beneficiaries' understanding of climate change appeared to be limited.

- **Communicating LGCC Achievements.** In mid-2013, UNCDF employed a communication consultant to highlight the achievements of LoCAL with a focus on LGCC project and on the LoCAL initiative in Bhutan. The consultant made a number of field visits in the project locations in Cambodia (Bati, and Borei Chulsar Commune in Takeo and Sampov Loun Commune in Battambang province) and documented a number of field stories. A number of video interviews were conducted with key people at various levels of the project implementation. To promote the visibility of these outputs one website was produced and integrated in the existing official UNCDF website². The first documentation work in Cambodia resulted in the publishing of four stories. Three articles ([Business not as usual](#), [Regime changes with the Climate](#) and [The Value of Water](#)) tell the story of beneficiaries at the two project sites and one story ('[climate financing](#)') focuses on the project aim and processes of LoCAL. The consultant also helped to integrate the UNCDF project in a High visibility film produced by CCCA (co-financing the project) called 'no second chance'. A side story was written about the film is [featured in the CCCA website](#). Additionally, numerous supporting video clips and photos were produced to illustrate the stories with testimonies and expert commentaries, including from UNCDF (Mr. Fakri Karim LoCAL Project Manager, Mr. Kosal Sar – National LoCAL Specialist), the donor (SIDA) – [all can be seen on this page](#) -, and last but not least from the key counterpart of the project in Cambodia, i.e. the Deputy Head of the NCDD, [Excellency Ngan Chamroeun](#). The beneficiary interviews were also produced (in Khmer language with English subtitles).

Challenges:

- The implementation of the CCA projects financed by the PBCRG in 2013 was delayed for a number of reasons.
 - A slow start to the project as NCDD was able to obtain the necessary permission from Ministry of Economy and Finance to open project bank accounts at NCDD and Provincial levels only on 6 March 2013. The PBCR Grant work plans were approved by NCDD for Takeo Province on 22 May 2013 and for Battambang province on 23 September 2013.
 - There were difficulties in finalizing the arrangements for fund flows and reporting of expenditures from the District Treasury Accounts. 2013 was the first year of the operation of these accounts and so there was no previous experience of transferring and accounting for external funds through these accounts. Conversely, the progress made by LGCC in resolving these issues with the assistance of MEF – General Department of Treasury represents a real achievement that will be of benefit to all activities channeling funds through this route in the future.

² This new website contains all the produced outputs and is now being adapted to host other LoCAL participating countries (Bhutan, Benin and Nepal) with more descriptions and communication materials. Back-links to various UNCDF social media outlets (linkedin, facebook, twitter) are also available. The site also contains key corporate information pages, contact numbers and emails along with a recently created news-blog page that can be used to relay information on regular events and actions. The site has been recognized as a key tool in communicating the progress of LoCAL.

- By the time the project selection and procurement processes were complete, the wet season was under way. Some project areas in Takeo, particularly Borei Chulsar District, are routinely inundated in September-October and in 2013 severe floods also affected project areas and disrupted normal administrative work in Battambang Province.

Despite these delays, there is full confidence that the delayed 2013 projects will be completed successfully during the first quarter of 2014. Meanwhile the allocation of PBCR Grants were announced at a workshop on 23-24 December 2013 and planning and project selection for the next year should be completed by end January 2014. This will allow implementation of 2014 projects to proceed on time and synchronise with the normal C/S Fund implementation cycle, during the second and third quarters of 2014. Therefore, despite the delays encountered during 2013, UNCDF remains confident that the LGCC-II will be substantially completed on time by end 2014.

Changes effected:

- **Performance Assessments** were carried out by a team from NCDDDS supported by UNCDF and with participation from the Provincial Administration in each Province. The Performance Assessments were carried out in November 2013. The Takeo administrations were assessed on public resources management and climate change adaptation criteria, but the Battambang administrations, having joined LGCC only in 2013, were assessed on public resources management criteria only (their scores were then adjusted for the purpose of allocating the performance-based amount of the grant). Participating administrations carried out a self-evaluation in advance and scored bonus points for the accuracy of the self-evaluation. The results of the Performance Assessment are shown in Table 6.

TABLE 6: RESULTS OF PERFORMANCE ASSESSMENTS

Administration	Public Resources Management score (max 12)	Climate Change Adaptation score (max 11)	Self-Assessment Bonus (max 2)	Total
Daun Keo	11	10	2	20
Borey Chulsar	9	10	1	21
Bati	10	10	2	21
Sompov Loeun	9		1	11
Bovel	12		2	12
Thmar Koul	10		1	12
Moung Russei	11		2	11
Rokha Kiri	11		2	12

It is believed that LGCC is the first pilot of performance based grant allocations to sub-national administrations in Cambodia. The design of LGCC draws on considerable experience of UNCDF with performance-based grant systems in other countries including Bangladesh and Solomon Islands. It is envisaged that building capacity for performance assessments and gaining acceptance for the system will take some time and the approach has been gradualist, with only minor impacts on the overall grant allocations in 2013 and somewhat larger allocations in 2014. The grant allocations were presented and discussed at a workshop in Takeo in December 2014 and stimulated some discussion amongst the District representatives present.

- **Arrangements for fund flows and reporting of expenditures from the District Treasury Accounts.** As noted above, 2013 was the first year of the operation of these accounts and so there was no previous experience of transferring and accounting for external funds through these accounts. The progress made by LGCC in resolving these issues with the assistance of MEF – General Department of Treasury represents a real achievement that will be of benefit to all activities channeling funds through this route in the future.

3.3 Output 3: National guidelines for sub-national planning, investment programming, medium term expenditure framework and budget plan adapted to facilitate integrated, cross-sectoral strategies for climate change resilience implemented jointly by District/Municipal and Commune/Sangkat Councils and Administrations

Indicator	Baseline	Result Targets	Progress
	(year 2012)	(year 2013)	2013
Agreement with MoP, NCDD and other partners reached on integration of CCA into sub-national planning	Discussions but no agreement reached. Many actors in field	Draft amended guidelines prepared and piloted in LGCC supported Districts/Municipalities and Communes /Sangkats	Under process and ToR of Working Group on Operational Guideline was submitted to NCDD for approval
Agreement with MEF, NCDD and other partners reached on integration of CCA into sub-national budgeting	Preliminary discussions only.	Draft amended guidelines prepared and piloted in LGCC supported Districts/Municipalities and Communes /Sangkats	Under process and guideline on specific budget item/code for climate change fund was developed and shared with target district.

Key Achievements:

- The development of the **Guideline on Mainstreaming Climate Change into Sub-National Planning** was initiated in mid-January 2013, with a workshop on Mainstreaming Climate Change Adaptation in Sub-National Planning under the leadership of NCDD to discuss on a roadmap for developing the guideline.

As a result of the workshop a Core Group on Climate Change Adaptation Mainstreaming (CGCCM) was established, responsible for the development of the guideline on mainstreaming climate change adaptation into sub-national planning. In addition, it was also agreed that the guideline must be equipped with mainstreaming tools (VRA, CDB, etc.), clear financing framework, and a capacity development and dissemination programme of the guideline to sub-national stakeholders. The ToR of the CGCCM was developed and submitted to NCDD for approval. The CGCCM will be coordinated by and report to NCDD, which play roles in lead and coordinate the process of development of the guideline.

- A number of **challenges needed to be resolved to allow the D/M fund arrangement to proceed.** This included procedure of expenditure and financial coding and record for the additional fund sources for development partners especially Climate Change fund (PBCRG).

A joint meeting with the National Treasury and Ministry of Economic and Finance, NCDD, UNCDF, LGCC Project teams from Takeo and Battambang provinces to discuss on the issue of district fund expenditure was conducted, on 10 September 2013. It was agreed that D/M need to amend the budget by including PBCRG and submit to provincial governor for endorsement. Following up the meeting, as result the national treasury officially issued guidance on budget items and sub-code for LGCC II to use specifically for Climate Change activities at D/M. This guidance was issues on 5 November 2013. Based on this guidance, the target D/M of the two provinces were able to carry out their budget revision and their PBCRG expenditures.

It is believed that LGCC is the first externally funded projects to successfully finance activities through the newly established District/Municipal budgets and Treasury accounts. Therefore, despite the delays to LGCC implementation caused while solutions were identified to the difficulties described above, the strategic importance of the achievement of LGCC in testing and demonstrating this financing option should not be underestimated.

4 Cross Cutting Issues

4.1 Gender

LoCAL highlights the results of numerous studies by many organisations, which note the disproportionate impact of climate change on women, the elderly and other vulnerable groups. LoCAL is by design a gender-sensitive approach to climate change adaptation as it brings the planning and budgeting process for CCA closer to those who need it, and to those who are directly able to respond to those needs. Local CCA responses will be able to more appropriately and effectively respond to the needs of women and other vulnerable groups, particularly as they will have direct access to the identification of needs (through assessment and planning processes) and thus more information for budgeting in gender-sensitive budgeting processes will be available. One aspect of LoCAL's gender mainstreaming strategy is to routinely and pro-actively collect information on the gender-sensitivity of the planning, budgeting and monitoring processes, as well as the implementation of CCA activities, and developing a monitoring mechanism which will ensure that participatory data collection approaches are used to facilitate and promote the participation of women and vulnerable groups.

As such, contributing to LoCAL's gender mainstreaming requirements and in order to provide the most benefit to vulnerable groups (in particular, women and children) LGCC has intensively promoted women's participation in all steps of CCA project implementation (provincial project orientation workshop, VRA training, VRA assessment, District CCA strategy workshop, project planning in CDP and CIP, project priorities and selection, project monitoring and evaluation).

4.2 Cross-sector Coordination

To achieve the LGCC project objectives, the project team has worked closely with the provincial administration, concerned departments and ministries such as Ministry of Planning, Ministry of Environment, Ministry of Economy and Finance and Ministry of Agriculture Forestry and Fishery, development partners like UNDP, CCCA-TF, Small Grant Programme (SGP), Project for Capacity Development for Implementing the Organic Law at Capital and Provincial Level 2 (PILACII), NAPA-Follow Up, and other civil society groups in developing operational guidelines on mainstreaming CCA into sub-national planning guidelines. These strong partnerships will support the project management in the future project implementation in achieving project targets. However, there are some challenges, to which LGCC and LoCAL/UNCDF are leveraging their comparative advantages in methodology, expertise and convening power to overcome:

- Climate Change is new concept for local communities and authorities so that need times to build their capacity;
- Late transfer of funds to SNA due to wet season leading to delay in implementation of some infrastructure projects.
- Cash Flow: The District /Municipal financial management system is new and the PBCR grants are the first external financing to flow through this system. UNCDF is working with NCDDS, Ministry of Economy and Finance and National Treasury to resolve issues and clarify procedures for disbursement and accounting of the PBCR grants.
- Late start to Phase II has meant that District and Commune budgets were already committed before the PBCR grants were allocated.
- Although the VRA and District Strategy process has worked well, it has proved more difficult to ensure that selection of projects is strongly based on strategic priorities.

4.3 LGCC Lesson Learned/Constraints

- Using local experience and existing problems (e.g. floods, droughts) as a starting point has facilitated raising awareness of longer term challenges of climate change;
- Developing planning procedures that make a robust linkage between evidence, strategy, priorities and actions helps local planners understand these links clearly at each step of the process;
- Do not have unrealistic ambitions to begin with. Climate resilient infrastructure can be constructed in a few months but building climate resilient communities is a long term process;
- Design funding instruments (PBCR grants) intelligently to encourage and reward improved performance and investment of discretionary resources in CCA.
- Capacity to adapt is more important than specific technical interventions at this stage;
- It is important to distinguish between expert-led vulnerability assessments based on climate data and down-scaling models; and participatory vulnerability assessments. These are complementary and serve different purposes. Expert vulnerability assessment is important in identifying the nature of the climate change challenge in a local area; providing a long-term perspective and setting broad eligibility criteria for climate change adaptation. However it is important to recognize that climate change models provide only statistical probabilities of different outcomes: they cannot tell us precisely how the climate will change. Participatory vulnerability assessments should incorporate the findings of the expert assessment as a starting point. They are used to raise awareness of climate change challenges at community level; to learn from community experience of actual climate related challenges faced in everyday life, agriculture production etc., and; to identify strategies for building climate resilience in the community and to agree priorities for action. Local government climate change adaptation strategy should as far as possible be informed both by the expert-led assessment (or long-range, science-based predictions of climate change) and by the findings of the participatory vulnerability assessments. However there are severe limitations on the capacity of local administrations to develop evidence-based strategies of this type and to use the strategy effectively to inform investment decisions.

4.4 Replication and Future Opportunities

The implementation of LGCC has caused considerable interest from other agencies. During the project implementation, there were field visit events facilitated by LGCC team and positive comments were raised by each mission during and after the field visits. UNDP has begun an implementation of a project with strong similarities to LGCC, and other donors are also interested in the model.

NCDDS is considering mandating the use of the LGCC VRA and District Climate Resilience Strategy approach for use throughout the country, and is interested in establishing a Trust Fund to transfer climate resilience funding to local governments. NCDDS has indicated that it would like UNCDF involvement in implementation of the Trust Fund.

5 Financial Report – Summary

The implementation of LGCC-II started off slightly slow due to some uncontrollable factors. Nonetheless, with a strong and professional partner like NCDDDS the project has achieved good progress towards year end and disbursed up to 60% of the total received contribution.

The official annual financial statement will be available after the financial closure in March 2014. In the meantime, summary of indicative expenditures for the period of November 2012 – December 2013 is prepared and illustrated by outputs.

TABLE 7: SUMMARY OF INDICATIVE EXPENDITURES

Project Output	Amount (US\$)
OUTPUT 1: <i>Integration of cross-sectoral, analysis-based strategies for building climate change resilience in sub-national plans and investment programmes in two Provinces, seven Districts / Municipalities and at least 30 Communes / Sangkats.</i>	74,355.39
OUTPUT 2: <i>Sub-projects responding to climate change resilience strategies are executed through the sub-national public expenditure management systems in ten Districts / Municipalities and at least 20 Communes / Sangkats in two annual budget cycles.</i>	545,596.94
OUTPUT 3: <i>National guidelines for sub-national planning, investment programming, medium term expenditure framework and annual budget plan adapted to facilitate integrated, cross-sectoral strategies for climate change resilience implemented jointly by District/Municipal and Commune/Sangkat Councils and Administrations.</i>	44,383.53
UNCDF General Management Services	84,832.73
Grand total	749,168.59

6 Work Plan for 2014

The work plan for implementation of LGCC-II in 2014 will broadly follow the plan in the project document. During the first quarter of the year there will be a catch-up period during which the majority of delayed 2013 sub-projects will be implemented. There will be a major external evaluation conducted during the second quarter of the year and this will be informed in part by the participatory evaluations of the 2013 sub-projects. It is anticipated that most project activities will be fully complete by end 2014, though there is the possibility that implementation of some sub-projects could continue into the first quarter of 2015. This is in line with experience in LGCC-I where a limited number of project activities continued into 2013, mainly in areas where construction works could not be carried out until wet season water levels had subsided.

District Council elections will be conducted (with the Commune Councilors as the electorate) in the second quarter of 2014. The new councils will formulate new District Development Plans for their five-year mandate. NCDDs intends to ensure that climate change mainstreaming using methods informed by the LGCC-II experience will be incorporated in the guidelines for preparation of these plans. LGCC-II will support this work through the working group on mainstreaming CCA in sub-national planning and through working directly with NCDDs.

The work plan for 2014 is summarized in Table 8 below.

TABLE 8: LGCC-II SUMMARY WORK PLAN FOR 2014

Task	Description	Q1	Q2	Q3	Q4
Output 1: Planning					
1.1	Districts review Climate Resilience Strategy	X			
1.2	Districts conduct Project Selection	X			
1.3	Districts mainstream CCA in new 5-year Development Plans			X	X
Output 2: Sub-Projects					
2.1	Implementation of Year 2013 sub-projects	X			
2.2	Preparation of Year 2014 sub-projects	X	X		
2.3	Implementation of Year 2014 sub-projects		X	X	X
2.4	Participatory Evaluation of Year 2013 sub-projects		X		
2.5	Performance Assessment*			X	
Output 3: National Guidelines					
3.1	Finalisation of guidelines for District 5-year Development Plans with CCA mainstreaming	X			
3.2	External Evaluation of LGCC		X		
3.3	End of Project Evaluation				X
3.4	LGCC Final Report				X

* Performance Assessment if PBCR Grant financing for 2015 becomes available

7 Beyond 2014 – Integrating CCA in the next phase of NP-SNDD

NCDDS has expressed interest in mainstreaming climate resilience planning and investments in the next phase of the National Programme for Sub-National Democratic Development (NP-SNDD) which is due to be designed in 2014. NCDDS has expressed its preference for a continued role for UNCDF in supporting this aspect of the NP-SNDD.

At the same time, a number of other development partner initiatives are likely to build on the example of LGCC by channelling finance for climate change adaptation through grants to the sub-national administrations. These include a major IFAD Project, known as ASPIRE³ which will include a Climate Resilient Infrastructure component implemented through NCDDS, funding under the Asian Development Bank PPCR Programme and possibly also a new initiative of UNDP with funding from Global Environment Fund (GEF). These initiatives are expected to become operational in 2015. There is also a possibility that the Sub-National Investment Fund (SNIF) to be designed with ADB support as part of the NP-SNDD, will include a funding window for climate change resilience.

NCDDS have expressed particular interest in developing a model in which application based grants could be made available to a larger number of Districts and Communes than it is feasible to cover with the PBCR Grant approach adopted by LGCC. One benefit of this would be to provide an incentive for a larger number of administrations to mainstream climate change adaptation in their local development plans and investment programmes using the planning approach piloted by LGCC.

UNCDF has assisted NCDDS to draft a Concept Note for design of a Sub National Climate Resilience Fund, with the intention of seeking donor support for a full design of the Fund during the first half of 2014. The design would be able to take into account the lessons learned from LGCC and could be timed to follow shortly after the proposed Independent Evaluation of LGCC planned for early in the second quarter of 2014.

³ Agriculture Services Project for Innovation Resilience and Extension