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Ouvrer pour que les
populations rurales pauvres
se libèrent de la pauvreté

Royaume du Cambodge

Programme d'options stratégiques pour le pays

Note pour les représentants au Conseil d'administration

Responsables:

Questions techniques:

Khalid El Harizi

Chargé de programme de pays
téléphone: +39 06 5459 2334
courriel: k.elharizi@ifad.org

Transmission des documents:

Deirdre McGrenra

Chef du Bureau des organes
directeurs
téléphone: +39 06 5459 2374
courriel: gb_office@ifad.org

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Sigles et acronymes

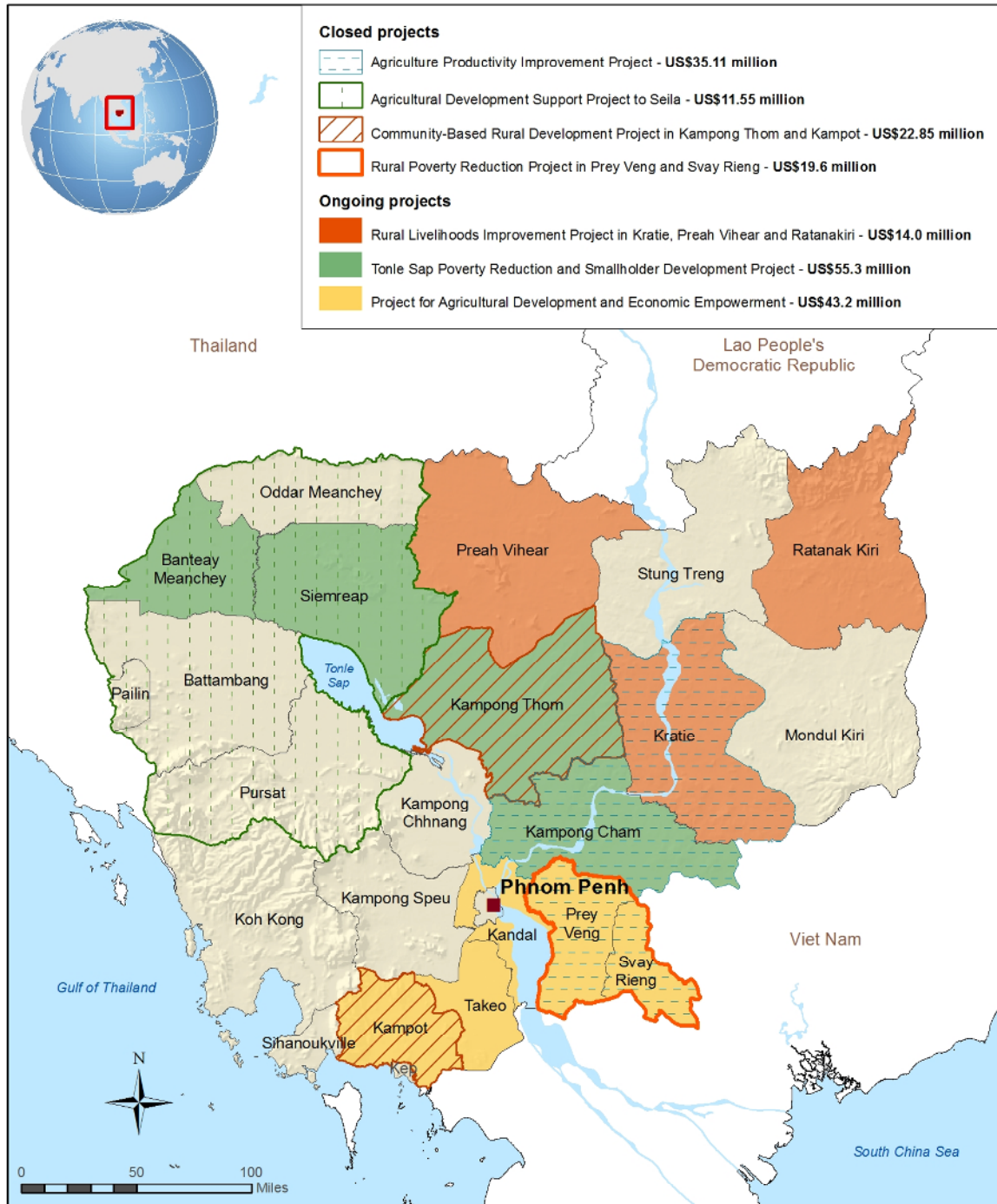
APD	Aide publique au développement
ASAP	Programme d'adaptation de l'agriculture paysanne
ASPIRE	Programme de services agricoles pour les innovations, la résilience et la vulgarisation
BAD	Banque asiatique de développement
COSOP	Programme d'options stratégiques pour le pays
FEM	Fonds pour l'environnement mondial
MAFP	Ministère de l'agriculture, de la forêt et des pêches
MEF	Ministère de l'économie et des finances
OMD	Objectif du Millénaire pour le développement
OS	Objectif stratégique
PADEE	Projet en faveur du développement rural et de l'autonomisation économique
PNUD	Programme des Nations Unies pour le développement
PSDN	Plan stratégique de développement national
SAFP	Système d'allocation fondé sur la performance
SNEC	Conseil national suprême pour l'économie
S&E	Suivi-évaluation

Carte du pays indiquant les zones d'intervention du FIDA

Kingdom of Cambodia

IFAD-funded closed and ongoing projects

COSOP



Source: FIDA
 Les appellations figurant sur cette carte et sa représentation graphique ne constituent en aucun cas une prise de position du FIDA quant au tracé des frontières ou limites, ou aux autorités de tutelle des territoires considérés.

Résumé de la stratégie pour le pays

1. Le Cambodge a réalisé des progrès considérables depuis 2007. Les zones rurales ont bénéficié de la forte croissance économique, et le taux de pauvreté y a reculé, passant de 58% en 2007 à 23,7% en 2011. L'économie nationale s'est diversifiée, et des possibilités d'emplois ont été créées en dehors du secteur de l'agriculture. Néanmoins, l'agriculture – qui continuera de jouer un rôle clé dans la lutte contre la pauvreté au cours des six prochaines années – demeure au centre de la "stratégie rectangulaire" de développement du gouvernement.
2. Le renforcement des liaisons avec les marchés des produits constitue la clé qui déverrouillera le potentiel de l'agriculture pour la croissance économique, l'emploi et la réduction de la pauvreté au Cambodge. La position géographique du pays, entre les deux grandes économies de la Thaïlande et du Viet Nam, offre d'immenses possibilités d'intégration au marché, mais les paysans cambodgiens devront s'adapter au défi d'une concurrence accrue dans des contextes naturel et économique plus instables. Par conséquent, le programme d'options stratégiques pour le pays (COSOP) pour la période 2013-2018 sera caractérisé par une triple évolution dans les axes stratégiques du programme: i) plutôt qu'une approche des moyens de subsistance, on se focalisera plus nettement sur la possibilité de donner aux petits exploitants pauvres un accès aux débouchés offerts par le marché; ii) au lieu de promouvoir la décentralisation et la déconcentration des services publics, on évoluera vers un concept plus large de prestation de services ruraux utiles aux pauvres qui ciblera non seulement les services des pouvoirs publics, mais aussi ceux de la société civile et du secteur privé; et iii) on mettra de manière plus explicite l'accent sur la résilience des ménages ruraux pauvres.
3. Les trois objectifs stratégiques du COSOP sont les suivants: i) donner aux petits exploitants pauvres les moyens de tirer parti des débouchés offerts par le marché; ii) augmenter, dans les zones rurales, la résilience des ménages et des communautés pauvres face au changement climatique et à d'autres chocs; et iii) assurer aux ménages ruraux pauvres un meilleur accès à une prestation renforcée de services ruraux par les agences des pouvoirs publics, de la société civile et du secteur privé. Le financement du FIDA, pour la période 2013-2018, est estimé à 55 millions d'USD. Outre l'allocation accordée au titre du système d'allocation fondé sur la performance (SAFP), un don d'un montant de 15 millions d'USD a été explicitement alloué, dans le cadre du Programme d'adaptation de l'agriculture paysanne (ASAP) du FIDA, pour prendre en compte la variabilité et le changement climatiques.
4. La stratégie de ciblage proposée s'adapte aux défis émergents de l'atténuation de la pauvreté rurale au Cambodge. Le ciblage continuera d'aborder les problèmes de la pauvreté chronique, et s'intéressera aussi aux défis auxquels est confronté le groupe, en augmentation rapide, des petits exploitants se situant juste au-dessus du seuil de pauvreté, mais demeurant vulnérables aux chocs et toujours exposés au risque de retomber dans le piège de la pauvreté. On trouvera également dans ce COSOP une focalisation accrue sur un travail portant sur les questions de fond, qui repose sur des données concrètes et est pleinement intégré au programme d'investissement.
5. La gestion du programme de pays du FIDA exigera une attention renouvelée à la réalisation des impacts et des résultats. Pour atteindre cet objectif, on mettra l'accent sur l'amélioration des processus de gestion et de prise de décisions, ainsi que sur l'investissement dans des systèmes renforcés de gestion de l'information dans tous les projets, en cours et nouveaux. On privilégiera, dans le cadre de ce processus, les partenariats pour l'exécution, en faisant fond sur les solutions prometteuses mises à l'essai dans les projets les plus récents.

Royaume du Cambodge

Programme d'options stratégiques pour le pays

I. Introduction

1. Le nouveau programme d'options stratégiques pour le pays (COSOP) couvrira une période de cinq ans, de mi-2013 à mi-2018. Il a été élaboré dans le cadre d'un processus intensif de consultations, avec la participation de multiples parties prenantes, sous la direction conjointe du FIDA et du gouvernement royal du Cambodge, représenté par le Ministère de l'économie et des finances. Le processus d'élaboration a débuté par des discussions tenues en décembre 2011, à l'occasion de l'examen annuel du COSOP en vigueur, et a conduit à la participation officielle au processus du Conseil national suprême pour l'économie (SNEC), un groupe de réflexion relevant directement du Premier Ministre. Les nouvelles consultations qui ont eu lieu en mars 2012 avec le gouvernement et un groupe de représentants des partenaires du développement ont contribué à définir le contenu de la mission exploratoire conduite en juillet de la même année. En août 2012, une mission préparatoire a été chargée d'analyser sur le terrain les impacts du changement climatique sur le secteur de l'agriculture et du développement rural. Cette mission a permis d'inclure les observations relevées sur le terrain dans le rapport d'évaluation sur l'environnement et le changement climatique, établi pour éclairer le processus de conception du COSOP.
2. En septembre 2012, le SNEC a accueilli quatre séminaires thématiques de haut niveau: i) pauvreté chronique: causes et solutions; ii) développement de la résilience face au changement climatique; iii) établissement de liaisons entre les paysans et les marchés; et iv) approche du programme, harmonisation et reproduction à plus grande échelle. Les documents d'information générale présentés lors des séminaires et une synthèse des débats, ainsi que l'ensemble du processus du COSOP, ont été publiés sur un site web qui leur est spécialement consacré (www.cambodiagreen.org). La mission de conception s'est déroulée du 19 novembre au 15 décembre 2012. Un autre atelier s'est tenu, avec les parties prenantes, le 29 avril 2013, afin de valider le texte achevé du COSOP.

II. Le contexte du pays

A. Économie, agriculture et pauvreté rurale

Situation économique générale

3. Le Cambodge a connu, au cours des six dernières années, une robuste croissance économique. La croissance réelle du PIB a été nulle en 2009 (0,09%), du fait de la crise financière mondiale, mais elle a rebondi à 6% en 2010, et on estime qu'elle sera de 5,8% en 2011 et de 6,5% en 2012¹. En termes de dollars américains courants, le PIB par habitant est passé de 760 USD en 2008 à près de 900 USD en 2011, atteignant enfin 1 000 USD en 2012, cependant que la croissance démographique, au cours des cinq dernières années, a été en moyenne à peine supérieure à 1%.
4. Ces résultats ont placé le Cambodge au quinzième rang mondial des économies ayant connu la croissance la plus rapide au cours de la décennie écoulée, et il devrait être le cinquième pays en développement à atteindre les Objectifs du Millénaire pour le développement (OMD). Le Cambodge se place au premier rang dans la région Asie et Pacifique en termes d'amélioration des indicateurs sociaux. Les prévisions à moyen terme font état d'une croissance annuelle de 7%. Ce

¹ Données provenant des *Indicateurs de développement dans le monde* publiés par la Banque Mondiale, et du Fonds monétaire international. Le taux de croissance pour 2012 a été récemment révisé à la hausse pour atteindre 7,5% (Discours du Premier Ministre à la Conférence sur les perspectives du Cambodge, 20 février 2013).

résultat impressionnant s'explique par une combinaison de saines politiques de gestion macroéconomique, des dividendes de la paix et de la stabilité, et de marchés régionaux dynamiques. Le Cambodge a désormais atteint un stade décisif dans son développement socioéconomique alors qu'il évolue du statut de pays moins avancé à celui de pays à revenu moyen inférieur, qu'il pourrait atteindre en 2015/2016. Pour le Cambodge, les défis consistent de plus en plus à assurer la durabilité écologique et sociale de son modèle de croissance tout en diversifiant son économie.

Agriculture et pauvreté rurale

5. L'agriculture a joué – et continuera de jouer – un rôle capital dans la stimulation de la croissance, la création d'emplois et la réduction de la pauvreté rurale. Cela s'accompagnera aussi de nouveaux défis comme la rapide transformation des zones rurales et de l'agriculture et l'incidence grandissante du changement climatique.
6. On a observé, dans le secteur de l'agriculture, une croissance solide, atteignant une moyenne de 4,5% en termes réels au cours de la période 2007-2011; en termes de PIB, ce secteur représentait en 2011, selon les estimations, 37% de la valeur ajoutée. La croissance du secteur de l'agriculture a eu pour moteur des gains de productivité, comme en témoigne la performance du sous-secteur du riz, principal produit de base agricole du Cambodge. La production de riz est passée de 7,2 millions de tonnes en 2008 à environ 8,8 millions de tonnes en 2012, résultat essentiellement attribué à la hausse des rendements obtenue grâce aux investissements sur les exploitations². Malgré sa forte dépendance à l'égard du riz, le secteur de l'agriculture a connu une certaine diversification au cours de la décennie écoulée: c'est la production de maïs, de manioc et de soja qui a augmenté le plus rapidement, impulsée en partie par l'augmentation de la demande du secteur de l'élevage.
7. Le Cambodge a aussi considérablement progressé vers la réduction d'ensemble de la pauvreté. Le taux de pauvreté, qui était d'environ 50,1% en 2007³, est tombé à 20,5% en 2011³. La pauvreté alimentaire a aussi reculé substantiellement, de 13,1% en 2007 à 3,8% en 2011. Plus important encore, la pauvreté a diminué dans les zones rurales: le taux de pauvreté global, qui était de 58% en 2007 est passé à 23,7% en 2011, cependant que le taux de pauvreté alimentaire reculait de 18% à 4,4% au cours de la même période de référence. Le Cambodge est néanmoins encore considéré comme un État présentant d'importantes fragilités, et des faiblesses persistantes sur les plans de la primauté du droit, des droits de propriété, de l'exclusion sociale et des inégalités⁴, découlant dans une large mesure des effets persistants de la guerre civile, pas si lointaine, qu'a traversée le pays.
8. De manière générale, tant les femmes que les hommes ont tiré des avantages de la croissance économique et de l'augmentation moyenne de la consommation, étant donné que de nombreuses jeunes femmes rurales ont trouvé un emploi dans le secteur de l'habillement. Au Cambodge, les femmes constituent le pilier du secteur de l'agriculture: 78% des femmes agricultrices pratiquent une agriculture de subsistance, contre 29% des hommes. Il leur est toutefois plus difficile d'avoir accès aux ressources productives. Selon le Fonds des Nations Unies pour l'enfance (UNICEF), des progrès sensibles ont été réalisés en termes d'amélioration de la nutrition des enfants de moins de cinq ans entre 2000 et 2005, mais il y a depuis lors une stagnation, et il subsiste d'importantes différences régionales dans le niveau de sous-alimentation.
9. Les estimations relatives aux populations autochtones varient entre 100 000 et 200 000 personnes; les groupes minoritaires, qui vivent habituellement dans les

² Données du Ministère de l'agriculture, de la foresterie et de la pêche (MAFP).

³ Estimations provisoires calculées pour la période 2004-2011 sur la base de l'enquête socioéconomique sur le Cambodge de 2009. On trouvera des précisions dans la documentation générale relative au COSOP.

⁴ Voir, par exemple, l'évaluation du programme de pays du Ministère britannique du développement international pour le Cambodge (Department for International Development [DFID], 2009).

zones de collines ou de montagne, représenteraient ainsi quelque 1,4% de la population totale du Cambodge. Leur situation, du point de vue de la pauvreté, est aggravée par de sérieuses difficultés dans l'accès aux services de base dans les domaines de la santé et de l'éducation.

B. Politiques, stratégies et contexte institutionnel

Le contexte institutionnel national

10. Le Ministère de l'économie et des finances (MEF), chargé de coordonner les ressources provenant de l'aide publique au développement (APD) dans le cadre de la planification du développement socioéconomique, constitue le principal homologue pour la planification et l'allocation des ressources du FIDA. Le SNEC joue un rôle essentiel dans l'élaboration des décisions des pouvoirs publics dans le pays.
11. Le Ministère de l'agriculture, de la forêt et des pêches (MAFP) a pour mandat d'ensemble d'élaborer, de mettre en œuvre et d'évaluer les politiques et les réglementations du secteur de l'agriculture, et d'appuyer le développement de la technologie, des ressources humaines et des services de vulgarisation destinés à améliorer la sécurité alimentaire, les revenus, l'emploi et l'état nutritionnel de la population cambodgienne. D'autres institutions importantes sont concernées par le développement agricole et rural, comme le Ministère de l'aménagement du territoire, de l'urbanisme et de la construction et le Ministère des ressources en eau et de la météorologie. La capacité demeure toutefois insuffisante, à l'échelon national comme à l'échelon infranational, et les fonctions de planification stratégique sont inadéquates pour assurer une prestation de services efficace.
12. Le Conseil du développement agricole et rural, qui fait partie du Conseil des ministres, a pour mandat de resserrer la coordination, d'améliorer l'efficacité des programmes, de réduire l'insécurité alimentaire et nutritionnelle, et de guider les politiques de développement agricole et rural.
13. Le programme de décentralisation du gouvernement a réalisé une importante avancée en 2011, avec le lancement du premier programme triennal de mise en œuvre (IP3) du Programme national de développement démocratique à l'échelon infranational (NP-SNDD). L'IP3 est axé sur le développement des capacités, tout particulièrement au niveau des districts, et sur le transfert de fonctions et de ressources des structures verticales des ministères d'exécution aux administrations infranationales⁵. Au niveau des communes, chaque village est dirigé par un chef de village et comporte toute une gamme d'organisations communautaires.

La stratégie nationale de réduction de la pauvreté rurale

14. Les objectifs généraux du gouvernement sont exprimés dans la Stratégie rectangulaire pour la croissance, l'emploi, l'équité et l'efficacité, adoptée en 2005 et actualisée, depuis, en 2009 et 2013. Conçue comme une stratégie globale de développement du pays et de réduction de la pauvreté, elle comporte quatre domaines essentiels: agriculture, infrastructure, secteur privé, et renforcement des capacités et valorisation des ressources humaines, l'ensemble des efforts devant reposer sur une bonne gouvernance. Cette stratégie est en cours d'actualisation, processus dans lequel le SNEC joue un rôle pilote.
15. La version actualisée (2009-2013) du Plan stratégique de développement national (PSDN) constitue l'outil ou la feuille de route guidant la mise en œuvre des politiques gouvernementales prioritaires, telles qu'elles sont énoncées dans la stratégie rectangulaire. Le PSDN exprime l'engagement du Cambodge à réaliser ses OMD, et fixe des objectifs ambitieux à l'expansion de la production et des exportations agricoles. Le PSDN actualisé (Ministère du plan, 2010) met l'accent sur la réduction de la pauvreté par le biais de la stabilité macroéconomique et de la croissance économique, en vue d'accroître sensiblement les recettes du

⁵ Les conseils de district disposeront de budgets indépendants à partir de 2013.

gouvernement et de promouvoir une utilisation plus efficace des fonds publics. Le document reconnaît aussi que le secteur privé est "le véritable moteur de la croissance économique". Le gouvernement a également mis en lumière le rôle de la terre et s'est engagé à poursuivre une politique de renforcement d'un système équitable et efficient de gestion, de distribution et d'utilisation de la terre, notamment par l'enregistrement et la distribution de terres, la sécurité de jouissance, l'éradication des établissements illégaux et de l'accaparement des terres, et la lutte contre la concentration de la propriété foncière à des fins spéculatives. On a toutefois observé un décalage entre les politiques officielles et leur application à l'échelon local.

16. Le MAFP et le Ministère des ressources en eau et de la météorologie sont conjointement responsables de la Stratégie relative à l'agriculture et l'eau (SAW) 2010-2013. Ce document constitue un cadre stratégique de mise en œuvre du PSDN et regroupe cinq programmes nationaux: renforcement des capacités; sécurité alimentaire; soutien à l'agriculture et au secteur agroalimentaire; ressources en eau, irrigation et gestion des terres; et recherche en matière d'agriculture et de ressources en eau.
17. Ces stratégies et ces politiques offrent une utile référence du point de vue de l'harmonisation et l'alignement, mais souffrent de manière générale d'une insuffisante capacité institutionnelle de mise en œuvre et de coordination dans un secteur rural où interviennent habituellement de nombreux acteurs et plusieurs ministères. La politique de promotion de la production de riz et de l'exportation de riz usiné, conduite par le SNEC, fait exception à cette tendance générale.

Harmonisation et alignement

18. Depuis 1998, le FIDA a mobilisé au total 99 millions d'USD sur ses ressources propres, cependant que les cofinanceurs nationaux et externes apportaient, respectivement, 22,2 millions d'USD et 80 millions d'USD. L'aide du FIDA constitue un élément de l'aide publique au cadre gouvernemental de décentralisation et déconcentration, et a suivi des systèmes, des structures et des procédures harmonisés pour la planification, le financement et l'exécution des projets. Le FIDA est parvenu à établir des partenariats solides et diversifiés avec des agences gouvernementales, des partenaires du développement (comme l'Agence australienne pour le développement international, l'Agence allemande de coopération internationale, la Banque asiatique de développement [BAD] et la Banque mondiale), des institutions spécialisées des Nations Unies (Programme des Nations Unies pour la développement [PNUD], Organisation des Nations Unies pour l'alimentation et l'agriculture [FAO] et Programme alimentaire mondial), des ONG et des organisations à assise communautaire (Agence néerlandaise de développement international [SNV], Entreprises de développement international [IDE] et Agronomes et vétérinaires sans frontières [AVSF]), et des organisations paysannes.
19. Agissant par l'intermédiaire du Conseil pour le développement du Cambodge, le gouvernement promeut l'harmonisation et l'alignement de l'APD conformément aux principes de la Déclaration de Paris⁶: les donateurs partenaires sont encouragés à s'associer, lorsque c'est possible, à une approche axée sur un programme à l'appui des buts des politiques nationales. Le FIDA déterminera le niveau de son engagement dans l'appui à la budgétisation des programmes sur la base du résultat d'études complémentaires et d'assurances spécialement adaptées aux besoins des projets envisagés. Si le Conseil d'administration approuve l'ouverture de nouveaux bureaux de pays, un bureau de pays du FIDA sera ouvert au Cambodge. Les modalités actuelles, qui reposent sur une présence indirecte, en seront renforcées

⁶ La Déclaration de Paris sur l'efficacité de l'aide promeut cinq principes clés: appropriation, harmonisation, alignement, résultats et responsabilité mutuelle. Organisation de coopération et de développement économiques/Comité d'aide au développement, *Déclaration de Paris sur l'efficacité de l'aide* (Paris, 2005), www.oecd.org.

puisque le bureau sera en mesure de participer de manière régulière à la coordination des donateurs et à la formulation des politiques.

III. Enseignements tirés de l'expérience du FIDA dans le pays

A. Résultats, impact et performance des opérations antérieures

20. Lors de la conception du précédent COSOP, deux projets⁷ étaient en cours d'exécution et devaient s'achever durant la période couverte par le COSOP, tandis qu'un troisième projet⁸ était en phase finale de préparation, avec un démarrage prévu en 2008. Au cours de la période 2008-2012, deux nouveaux projets financés par le FIDA ont effectivement démarré, et deux des projets en cours ont été achevés. Les nouveaux projets étaient le Projet de réduction de la pauvreté et de développement des petites exploitations à Tonle Sap, financé par le FIDA en partenariat avec la BAD, et le Projet en faveur du développement rural et de l'autonomisation économique (PADEE). La part des ressources domestiques dans le portefeuille en cours a régulièrement augmenté, passant du faible niveau (3,6%) qui était celui du Projet d'amélioration des moyens de subsistance des populations rurales dans les provinces de Kratie, Preah Vihear et Ratanakiri en 2007 à 16% pour le PADEE.
21. La performance en matière d'exécution des projets axés sur l'égalité entre les sexes et sur la pauvreté – ainsi qu'en termes d'efficacité de l'approche du ciblage – constitue clairement des points forts dans l'approche du FIDA au Cambodge. Toutefois, le très faible niveau des salaires et l'insuffisance des incitations ont eu des effets négatifs graves sur l'avancement des programmes de développement. La performance en matière de gestion des projets et le suivi-évaluation (S&E) ont besoin d'un appui constant, en particulier pour faire éclore une culture et un état d'esprit propices à la gestion axée sur les résultats.
22. Les projets du FIDA auraient contribué à accroître les revenus et les actifs des paysans. Les diverses études qui ont été conduites et les ensembles de données provenant des projets donnent à penser que les interventions financées par le FIDA ont contribué à réduire la pauvreté au Cambodge, améliorant la situation nutritionnelle, et induisant une plus grande participation des femmes aux institutions rurales. En 2012, plus de 220 000 ménages de petits exploitants avaient été atteints (la cible du COSOP était seulement de 137 000 ménages) et de 61% à 75% d'entre eux faisaient état d'augmentations des rendements ou de la production des cultures ou de l'élevage. Il demeure toutefois difficile de démontrer une relation de cause à effet entre l'évolution observée des taux de pauvreté et les interventions du FIDA⁹.

B. Enseignements tirés

23. Le rôle central de plus en plus joué par **l'agriculture axée sur le marché** dans la dynamique de croissance, ainsi que la diversité des agriculteurs et des filières commerciales ont un effet concret sur la détermination des stratégies et des interventions de développement susceptibles de réussir dans divers contextes.
24. Il n'en demeure pas moins que l'exploitation agricole est fondamentalement une activité à risque, soumise aux aléas météorologiques, aux ravageurs et aux maladies. La recherche de bénéfices accrus de l'activité agricole par le biais d'une plus grande participation au marché s'accompagne autant de nouveaux risques que de débouchés – amplifiés par l'impact de la dynamique du changement climatique.

⁷ Il s'agit du Projet de développement rural à assise communautaire dans les provinces de Kampong Thom et de Kampot et du Projet de réduction de la pauvreté rurale dans les provinces de Prey Veng et de Svay Rieng.

⁸ Projet d'amélioration des moyens de subsistance des populations rurales dans les provinces de Kratie, Preah Vihear et Ratanakiri.

⁹ Le problème est aussi, en particulier, celui de l'absence d'une simulation contrefactuelle, à cause du caractère peu satisfaisant de la conception et de l'exécution du S&E.

Les communautés paysannes doivent par conséquent renforcer leur capacité d'adaptation et leur base d'actifs, tout en développant, simultanément, les systèmes d'appui agricole et les filières commerciales permettant à des petites exploitations agricoles résilientes de prospérer dans les zones rurales du Cambodge.

25. La **performance des projets varie considérablement d'une province à l'autre**, les zones les plus éloignées étant souvent celles où les performances sont les moins bonnes. Faute d'une attention appropriée au développement de capacités institutionnelles durables, cette situation demeurera un obstacle important à l'application à plusieurs provinces de programmes de reproduction à plus grande échelle.
26. On ne saurait trop insister sur l'**importance du S&E** pour une meilleure exécution et une reproduction à plus grande échelle des programmes. Le S&E est particulièrement essentiel pour la réussite de la nouvelle approche programmatique du COSOP, dans laquelle la mise à l'essai des innovations et leur reproduction à plus grande échelle sont étroitement alignées sur les fonctions d'évaluation de l'impact du programme et directement liées à l'élaboration des politiques.
27. **Gestion et exécution axées sur la performance.** Il existe une large marge d'amélioration de l'impact et de la durabilité des interventions, par le biais de: i) l'intégration des demandes et des motivations spécifiques aux bénéficiaires quant à la manière dont l'appui est fourni; et ii) la conception de systèmes de prestation dans lesquels les prestataires de services sont correctement évalués et gérés en fonction de leur performance.
28. Il convient de combiner le **développement des capacités du secteur public** avec un environnement porteur pour une large gamme de prestataires de services. Les programmes de développement rural sont complexes. L'un des principaux enseignements est que la durabilité et l'impact des interventions exigent de combiner le renforcement du secteur public et l'appui à la prestation de services par de multiples parties prenantes, approche dont le PADEE a posé les premiers jalons.

IV. Cadre stratégique du FIDA pour le pays

A. Avantage comparatif du FIDA

29. L'aide du FIDA au Cambodge représente environ 1% du total de l'APD, mais 14% du total dans le secteur de l'agriculture et du développement rural¹⁰. Au Cambodge, l'avantage comparatif du FIDA tient à son modèle fondamental d'intervention, caractérisé par une association d'activités de vulgarisation/formation spécifiquement conçues à l'intention des pauvres et d'un appui financier qui permet aux pauvres d'investir dans de nouvelles technologies ou dans des activités complémentaires pour soutenir leurs moyens de subsistance. Parmi les agences à vocation sectorielle spécifique, le FIDA a joué un rôle pilote dans l'utilisation des structures décentralisées pour acheminer des fonds aux communes, élargissant, ce faisant, la portée de ses actions.
30. Le FIDA s'efforce aussi d'agir comme chef de file dans l'utilisation pilote des innovations et dans la démonstration de techniques et de méthodologies appuyant les moyens de subsistance des ruraux pauvres. Selon le dernier examen du COSOP (2011), la taille, la position stratégique et la capacité technique du FIDA sont toutes propices à ce qu'il joue ce rôle. Il est toutefois reconnu que, pour être pleinement efficace, le FIDA devrait consacrer davantage de ressources en particulier à la mise à l'essai et à la démonstration de l'efficacité de ses innovations, et à l'élaboration de stratégies améliorées pour la diffusion du savoir et l'engagement dans la concertation sur les politiques.

¹⁰ Sur la base des données pour l'année 2009 extraites de la base de données du Conseil pour le développement du Cambodge, et d'un examen des dépenses publiques effectué par la Banque mondiale et la BAD.

B. Objectifs stratégiques

31. Compte tenu des considérations ci-dessus, les objectifs stratégiques (OS) suivants sont proposés pour la période 2013-2018:
- OS1: donner aux petits exploitants pauvres les moyens de tirer parti des débouchés offerts par le marché;
 - OS2: augmenter, dans les zones rurales, la résilience des ménages et des communautés pauvres face au changement climatique et à d'autres chocs; et
 - OS3: assurer aux ménages ruraux pauvres un meilleur accès à une prestation renforcée de services ruraux par les agences des pouvoirs publics, de la société civile et du secteur privé.
32. Ces OS traduisent une évolution de la position du FIDA par rapport au précédent COSOP, tenant compte des nouveaux défis auxquels sont confrontés les ruraux pauvres du Cambodge et de la réflexion stratégique du gouvernement. Le nouveau COSOP plaide, en particulier, en faveur d'une triple transition: i) renoncer à l'accent sur l'approche des moyens de subsistance et se focaliser plus clairement sur les moyens à donner aux paysans pauvres pour qu'ils aient accès aux débouchés offerts par le marché; ii) cesser de promouvoir la décentralisation et la déconcentration des services publics en faveur d'un concept élargi de prestation de services ruraux favorables aux pauvres et ciblant non seulement les services gouvernementaux, mais aussi ceux de la société civile et du secteur privé; et iii) mettre plus explicitement l'accent sur la résilience des ménages ruraux pauvres. Afin de garantir que la transition proposée prenne explicitement en compte la variabilité et le changement climatiques, un don d'un montant de 15 millions d'USD a été alloué au titre du Programme d'adaptation de l'agriculture paysanne (ASAP) du FIDA. On prévoit que le don de l'ASAP permettra d'accorder la priorité à la gestion du risque et au renforcement de la résilience dans l'ensemble du programme de pays.
33. Il est évident que les possibilités et les objectifs recensés sont étroitement liés, et qu'ils supposent une réflexion programmatique plus explicite et une coordination accrue avec les parties prenantes dans l'intérêt d'une exécution efficace. Les investissements du FIDA dans le nouveau COSOP seront par conséquent structurés à l'intérieur d'une approche programmatique, à la fois "intérieurement", pour les propres investissements du FIDA et, plus important encore, en coordination avec le gouvernement et d'autres partenaires du développement dans le cadre d'un plus vaste effort concerté à l'appui du développement de la vulgarisation et des services agricoles.

C. Perspectives d'innovation et de reproduction à plus grande échelle

34. Dans le contexte du Cambodge – où il existe un vaste groupe, hétérogène et très actif, d'institutions d'où émanent des idées sur le développement rural –, les innovations se multiplient à un rythme intense. Il peut s'agir de nouveaux modèles opérationnels en matière de formation ou de prestation de services agricoles, de commercialisation à l'intention des petits exploitants de différentes technologies de production, d'équipements permettant de réduire les besoins en main-d'œuvre, de mise à disposition de nouveaux produits financiers pouvant contribuer à la gestion du risque et à l'amélioration de l'accès à un fonds de roulement, ou encore de réponses d'adaptation au changement climatique.
35. Nombre de ces approches prometteuses existent déjà et en sont à divers stades de développement, mais elles ne sont pas encore généralisées. L'approche fondamentale du COSOP, en matière d'innovation et de reproduction à plus grande échelle, consiste à recenser de manière systématique les innovations prometteuses dont il a été démontré qu'elles sont efficaces, à les soumettre à des essais rigoureux, à les affiner et enfin à les reproduire à plus grande échelle. Le COSOP

comprend plusieurs mécanismes pour la mise en œuvre de cette approche:
 i) formation et prestation de services agricoles; ii) promotion de marchés sans exclusive pour les petits exploitants, et stratégies d'intervention et plans d'action spécifiques à des produits de base; et iii) mise au point d'une méthode d'élaboration des politiques fondée sur des éléments concrets.

D. Stratégie de ciblage

36. La stratégie de ciblage proposée s'adapte aux défis émergents de l'atténuation de la pauvreté rurale au Cambodge. Elle valide en partie certaines approches de ciblage existantes (lorsqu'il s'agit, par exemple, de l'égalité entre les sexes ou des personnes vivant en état de "pauvreté chronique") et elle en réexamine certaines afin de mieux prendre en considération la différenciation de la population rurale/agricole et les succès réalisés en matière de réduction de la pauvreté. Les paysans cambodgiens peuvent être classés en fonction de leur relation au marché. Un petit nombre d'exploitants commerciaux (5-10%) sont pleinement intégrés aux marchés régionaux et mondiaux des produits. Un deuxième groupe comprend une majorité de paysans dont les activités sont "induites par la production", et qui produisent ce qu'ils savent cultiver et cherchent ensuite un marché pour écouler leur éventuel excédent de production. Ils interviennent essentiellement sur les marchés régionaux ou nationaux. Ces paysans ne possèdent pas une bonne compréhension du marché ni des bénéfices concrets qu'ils pourraient recueillir en choisissant d'autres produits ou des technologies différentes. Un troisième groupe, enfin, qui se réduit mais demeure significatif, est composé des ménages marginalisés même par rapport à l'économie provinciale et qui opèrent localement, à l'échelon du village. Ces paysans produisent principalement pour leur propre consommation, et tirent la plus grande partie de leur revenu monétaire d'activités hors exploitation.
37. Le ciblage continuera par conséquent à aborder les problèmes des personnes vivant en état de pauvreté chronique (en dessous du seuil de pauvreté). Le ciblage en matière d'égalité entre les sexes fera fond sur l'expérience acquise par le FIDA dans le pays et sur les approches déjà suivies dans le portefeuille en cours, qui inclut des cibles ventilées par sexe pour les interventions et les activités spécifiques favorisant l'autonomisation économique des femmes rurales. Dans le même temps, les approches du ciblage devront être plus souples et plus diversifiées afin d'inclure les paysans dont la situation économique est légèrement meilleure et d'autres membres du groupe cible intervenant dans la filière (en dehors de l'exploitation agricole). Certaines de ces approches du ciblage, déjà mises en œuvre dans le cadre du PADEE, sont davantage affinées dans le nouveau programme. Des parcours de développement et des modalités d'intervention distincts sont mis au point pour les personnes souffrant d'insécurité alimentaire, pour les ruraux pauvres vivant au niveau de subsistance, et pour les ménages ruraux vulnérables se situant juste au-dessus du seuil de pauvreté. Les besoins de groupes spéciaux, comme les bénéficiaires de concessions de terres à titre social et les paysans pauvres dont les droits fonciers ont été récemment reconnus, sont aussi spécifiquement ciblés par le biais d'interventions spécialement conçues à leur intention.

E. Articulation au niveau des politiques

38. Ce COSOP se focalise davantage sur un travail consacré aux questions de fond, qui repose sur des éléments concrets et est étroitement intégré au programme d'investissement. Il cherche à améliorer les liaisons, en combinant la prestation de services – qui rend possible les essais et la création de savoirs – et une collaboration efficace à l'échelon national avec les institutions dont les mandats prévoient clairement qu'elles doivent œuvrer pour la réforme des politiques. Le FIDA encouragera aussi les articulations au niveau des politiques par le biais d'une coordination avec les partenaires du développement, en mettant en œuvre plusieurs mécanismes et notamment: cofinancement; modalités d'exécution

conjointe; et partage des savoirs et collaboration thématique associant secteur privé et société civile.

39. Afin de permettre aux petits exploitants de tirer parti des débouchés offerts par le marché, le FIDA aidera le MAFP à intégrer dans ses politiques et programmes le concept de "l'exploitation agricole comme entreprise". À cet effet, il aidera le MAFP et le MEF à élaborer une politique relative aux services de vulgarisation agricole associant les secteurs public et privé et la société civile. La mise à l'essai de mécanismes innovants de prestation de services, parmi lesquels les partenariats public/privé et la budgétisation fondée sur la performance, fait partie intégrante de cette approche. On citera, parmi d'autres initiatives, l'appui aux coopératives et aux groupements paysans existants susceptibles de nouer des liens avec les acheteurs, et la mise au point d'un modèle d'intervention adapté – pour appuyer les ménages pauvres ayant récemment obtenu un accès à la terre – pouvant être reproduit à plus grande échelle et intégré aux politiques officielles.
40. Le FIDA contribuera à intégrer les considérations relatives à la résilience face au changement climatique dans l'ensemble des politiques et programmes de développement rural du gouvernement, en apportant un appui à la conception des matériels de vulgarisation. Ces matériels intégreront les aspects concernant la résilience, les innovations sur le plan des technologies de l'information et de la communication, et les instruments financiers permettant d'améliorer la réponse des paysans aux chocs et de développer les capacités connexes dans le cadre des processus de planification nationaux et infranationaux.

V. Gestion du programme

A. Suivi du COSOP

41. Le suivi sera exercé conjointement par le MEF et l'équipe de pays du FIDA. Le COSOP appuiera la création d'une unité de suivi, rattachée au secrétariat du nouveau Programme de services agricoles pour les innovations, la résilience et la vulgarisation (ASPIRE), qui assurera, de façon fiable et régulière, le suivi et l'information concernant les résultats de l'ensemble du portefeuille de projets appuyés par le FIDA, sur la base du cadre de mesure des résultats du COSOP. Il sera possible, grâce à cette unité, de se focaliser de manière proactive sur les impacts et les résultats émergents, avec notamment l'introduction de méthodes plus quantitatives de l'évaluation de l'impact, et par exemple les essais comparatifs aléatoires portant sur différents modèles de vulgarisation et de résilience.
42. L'état d'avancement de l'exécution du COSOP fera l'objet d'un examen annuel, dans le cadre d'un processus conduit conjointement par le MEF et le FIDA et auquel seront associés les partenaires clés dans chacun des projets. Un examen à mi-parcours du COSOP sera réalisé à la mi-2016 et l'évaluation terminale interviendra à la fin de 2018. L'examen à mi-parcours donnera l'occasion d'un réalignement des priorités du COSOP en fonction des politiques et des priorités émergentes du gouvernement et, le cas échéant, de l'évolution des politiques institutionnelles du FIDA.
43. L'adoption d'une approche programmatique exigera des mesures spécifiques en matière de gestion financière. Il s'agira notamment d'évaluer la capacité de gestion financière des agents d'exécution principaux; d'adopter des mesures d'atténuation des risques; de renforcer les procédures de gestion financière aux échelons décentralisés; et d'apporter, en matière de renforcement des capacités, un appui aux services d'audit interne des agences/ministères d'exécution. Le gouvernement progresse de manière satisfaisante sur la voie de l'amélioration du système national de passation des marchés publics (des procédures opérationnelles standard sont désormais systématiquement appliquées pour les projets du FIDA), avec notamment l'adoption récente d'un certain nombre de lois et des évolutions institutionnelles (création, par exemple, de la Commission de lutte contre la

corruption). Des améliorations demeurent toutefois encore possibles, par le biais d'une transparence accrue de la passation des marchés publics et d'une harmonisation, entre les donateurs et le gouvernement, de l'utilisation de systèmes nationaux améliorés.

B. Gestion du programme de pays

44. La présence du FIDA sur le terrain sera maintenue à son niveau actuel, avec un chargé d'appui au programme de pays (CPO) travaillant aux côtés du chargé de programme de pays. L'exécution du COSOP sera supervisée par un secrétariat du programme ayant un rôle à la fois stratégique et d'élaboration des politiques, et dont le mandat prévoit une coordination multisectorielle. Il est prévu de confier cette responsabilité au secrétariat de l'ASPIRE. Le COSOP continuera de porter une attention renouvelée à la réalisation des impacts et des résultats, aussi bien dans l'ensemble du COSOP que dans les différents projets. Pour atteindre cet objectif, on mettra explicitement l'accent sur l'amélioration des processus de gestion et de prise de décisions, ainsi que sur l'investissement dans des systèmes renforcés de gestion de l'information dans tous les projets, en cours et nouveaux.

C. Partenariats

45. Une collaboration active avec une gamme de partenaires dans le pays deviendra de plus en plus souvent une caractéristique et une modalité essentielles de la conception, du financement et de l'exécution des projets dans le cadre du nouveau COSOP. Il prévoit la poursuite et l'approfondissement du partenariat avec le MAFF par l'intermédiaire du programme ASPIRE, en vue de la création d'un service national de vulgarisation, en faisant fond sur l'approche des partenariats inaugurée par le PADEE. Le groupe des cofinanceurs et des partenaires de l'exécution, qui comprend notamment à l'heure actuelle l'Agence néerlandaise de développement international, les Entreprises de développement international, les Agronomes et vétérinaires sans frontières, l'Organisation des Nations Unies pour l'alimentation et l'agriculture et le Fonds pour l'environnement mondial (FEM)/PNUD, sera élargi et ouvert à d'autres partenaires, provenant en particulier du secteur privé. Certains de ces partenaires appuieront aussi des activités de gestion des savoirs et de création d'innovations.
46. Outre les collaborations prévues dans le cadre des nouveaux projets, le FIDA mettra à disposition un financement sous forme de don pour développer son partenariat en matière de coordination sur les politiques avec le gouvernement par l'intermédiaire du SNEC. Le partenariat stratégique entre le FIDA et l'Institut international de recherche sur les politiques alimentaires (IFPRI) pourrait aussi offrir de nouvelles perspectives de développement de capacités nationales d'analyse et de formulation des politiques, sur la base de travaux déjà entrepris dans le cadre de la préparation du présent COSOP. Dans le contexte de l'accord de collaboration entre le FIDA et la BAD, les deux institutions conduiront des examens conjoints du portefeuille. Le FIDA participera également aux processus de conception des stratégies de chacun des principaux partenaires, spécialement par le biais du partage des savoirs sur la base de l'expérience du portefeuille. Il poursuivra en outre son partenariat avec le PNUD/FEM, comme moyen de partage réciproque d'innovations dans les domaines de la gestion durable des terres et de l'adaptation au changement climatique.

D. Gestion des savoirs et communication

47. Le COSOP met particulièrement l'accent sur la gestion des savoirs et la communication en tant que résultat des enseignements tirés et des principales priorités recensées pour améliorer l'exécution des programmes. En conséquence, les projets de conception récente comme le PADEE comportent déjà de nouvelles caractéristiques et une capacité accrue de suivi des résultats et de l'impact. Ainsi, le recours à une technologie et des bases de données innovantes fondées sur le web viendra combler les lacunes dans les savoirs concernant l'évaluation de

l'impact de la microfinance et des différentes approches de la vulgarisation. Pour ce qui concerne le changement climatique, il existe, en termes d'information et de savoirs, un certain nombre de lacunes qui pourraient être comblées grâce au financement par le programme ASAP du FIDA. Le programme de pays nouera des alliances avec un groupe choisi d'instituts nationaux de recherche, d'universités et de personnes-ressources originaires du pays, démarche essentielle pour obtenir un retour d'information sur les politiques et pour procéder au travail d'analyse.

48. Le processus de conception de l'actuel COSOP avait donné l'occasion de créer un site web; il a été accompagné de l'élaboration de documents d'orientation générale et de plusieurs manifestations de diffusion de l'information, organisées en collaboration avec des institutions telles que le SNEC. Ces méthodes seront de nouveau appliquées, puisqu'elles ont permis d'atteindre un important groupe de parties prenantes. Les savoirs seront mobilisés par le biais des projets et alimenteront la concertation sur les politiques au niveau national grâce à des partenariats à un niveau supérieur avec le MEF et le SNEC.

E. Cadre de financement SAFP

49. Le montant du financement du FIDA calculé pour 2013 (tableau 1) et disponible pour la période 2013-2018 en application du système d'allocation fondé sur la performance (SAFP) est estimé à 55 millions d'USD. La performance du portefeuille peut toutefois avoir des répercussions sur ce montant. En cas d'amélioration de la situation des "projets à risque", le montant SAFP pourrait connaître une augmentation pouvant atteindre 28% – ou une diminution de 25% résultant d'une performance médiocre (tableau 2). Outre l'allocation au titre du SAFP, un don d'un montant de 15 millions d'USD sera octroyé par le biais du Mécanisme de financement ASAP créé par le FIDA.
50. Dans le contexte de ce COSOP, le gouvernement a accepté, spécifiquement pour les projets financés par le FIDA, d'accroître sa contribution afin qu'elle atteigne au moins 20%, chiffre sensiblement supérieur aux 10% qui constituent la référence dans le cas des projets bénéficiant d'un financement externe.

Tableau 1
Calcul de l'allocation SAFP pour la première année du COSOP

<i>Indicateurs</i>	<i>COSOP Année 1</i>
Notes évaluant le secteur rural	
A i) Dispositif politique et juridique encadrant les organisations rurales	3,75
A ii) Dialogue entre le gouvernement et les organisations rurales	3,50
B i) Accès à la terre	3,63
B ii) Accès à l'eau à usage agricole	3,50
B iii) Accès aux services de recherche et de vulgarisation agricoles	3,00
C i) Conditions propices au développement des services financiers ruraux	4,00
C ii) Climat des investissements pour les entreprises rurales	3,67
C iii) Accès aux marchés des intrants et des produits agricoles	4,00
D i) Accès à l'éducation dans les zones rurales	4,50
D ii) Représentation des femmes	3,33
E i) Affectation et gestion des fonds publics en faveur du développement rural	3,50
E ii) Obligation redditionnelle, transparence et corruption dans les zones rurales	3,19
Somme des notes cumulées	160,25
Moyenne des notes cumulées	3,63
Notation des projets à risque (PAR)	4
Note d'évaluation des politiques et institutions nationales	3,41
Note du pays	3 787
Allocation annuelle (en dollars des États-Unis)	9 098 059

Tableau 2
Relations entre les indicateurs de performance et la note du pays

<i>Scénario de financement</i>	<i>Note PAR (+/- 1)</i>	<i>Note de performance du secteur rural (+/- 0,3)</i>	<i>Variation en pourcentage du score SAFP du pays par rapport au scénario de base</i>
Hypothèse basse	3	3,33	-25%
Hypothèse de base	4	3,63	0%
Hypothèse haute	5	3,93	28%

F. Risques et gestion des risques

51. La nouvelle réserve de projets présente un caractère ambitieux à plusieurs égards: modalités de collaboration, objectifs liés à la gestion de l'innovation et à la reproduction à plus grande échelle, et adoption d'une approche fondée sur les programmes. L'ensemble de ces facteurs contribue à la création de risques dans l'exécution du COSOP.
52. **Ciblage inefficace des petits exploitants les plus pauvres** dans le cadre de la création de filières inclusives (OS1). Il existe certes des possibilités, pour les petits exploitants, de tirer parti des marchés de produits de plus grande valeur, mais ils sont confrontés à de sérieuses difficultés: coûts de transaction élevés, compétences commerciales limitées, retard des services agricoles axés sur les marchés, et concurrence accrue des pays voisins. Des mesures d'atténuation peuvent être prises, notamment: i) veiller à ce que les évaluations initiales des filières et les processus de sélection soient rigoureux et objectifs; ii) moderniser les services agricoles pour permettre la mise en place de partenariats public/privé innovants, en vue de la prestation de services de médiation; et iii) mettre en œuvre une composante spécifique consacrée à la résilience et à l'appui afin que les ménages les plus pauvres puissent avoir un meilleur accès aux filières prioritaires.
53. **Manque d'efficacité des activités de développement des capacités** dû aux faiblesses des systèmes de la fonction publique et de gestion des finances publiques (OS1 et OS2). Le COSOP adopte, pour atténuer ce risque, trois approches essentielles: i) nouer des partenariats avec d'autres agences de développement et des organisations de la société civile, afin qu'elles participent au financement et à l'exécution; ii) prévoir plus d'un mécanisme de prestation de services (en combinant, par exemple, un service public de vulgarisation et des agents privés); et iii) explorer les moyens par lesquels le FIDA pourrait aligner son appui sur le système public de vulgarisation par le biais de plans budgétaires stratégiques, tout en améliorant les incitations accordées pour leurs bonnes performances aux agences prestant des services publics de vulgarisation.
54. **Incapacité de réaliser un consensus suffisant sur la réforme des politiques** (principalement l'OS3). Il existe le risque d'un manque potentiel d'appui politique. L'élaboration des politiques peut même devenir trop étroitement associée à la promotion d'une "approche du FIDA", et aboutir à un manque de crédibilité auprès du gouvernement et d'autres partenaires donateurs. Afin d'atténuer ce risque, le processus de conception du COSOP a déjà insisté sur les partenariats et la disposition au travail avec d'autres donateurs, ainsi que sur une étroite collaboration avec les institutions gouvernementales clés.

COSOP consultation process

1. The COSOP has been prepared through thorough an intensive consultative process co-led by IFAD and the Government, represented by the Ministry of Economy and Finance, in which stakeholders from most directly concerned government agencies, development partners, civil society and the private sector have been engaged in formal and informal dialogue at each step.

2. No country portfolio evaluation was available but the process built on work done in 2011 for the design of PADEE as well as on the scaling up case study for Cambodia conducted by the Brookings Institution and IFAD. The process began formally with discussions held at the Annual Review Workshop of the current COSOP (2008 – 2012) in December 2011. Discussions at this time led to the formal engagement of the Supreme National Economic Council (SNEC) in the process. Further discussions with government and with a focus group of development partner representatives were conducted in March 2012 and this contributed to preparation for the Scoping Mission of July 2012. The Scoping Mission resulted in key agreements with Government on (1) the leadership role of the Ministry of Economy and Finance in order to foster more integration between sectors such as Agriculture, Forestry and Fisheries, Rural Development, Interior, Women Affairs, etc.; (2) the key strategic thrusts of the future COSOP; (3) the establishment of an inter-ministerial working group to share experiences, provide inputs, comment and review the outputs at different stages of the design process; (4) the role of SNEC in ensuring that due consideration is given to the strategic plans and development priorities of the RGC; and (4) an agreed work plan for COSOP preparation. A preliminary environment and climate change assessment mission was conducted from 6 – 17 August 2012 to gain an understanding of climate change impacts on the agriculture and rural development sector, disaster risk reduction challenges and potential avenues for building resilience to shocks.

3. In September 2012, SNEC hosted four high-level thematic seminars, which were conducted in late September 2012 with the themes (1) Chronic Poverty: causes and solutions; (2) Building Resilience to Climate Change; (3) Linking Farmers to Markets and (4) Programme Approach, Harmonisation and Scaling Up. Each seminar was chaired by a senior government official and had around 35 invited participants who are leaders in their respective agencies from government, development partner, farmer organizations, civil society and private sector.. The Background papers presented at the seminars and a summary of seminar proceedings have been posted on a dedicated website www.cambodiagreen.org in order to enable broader interactions and contributions as the preparation work progressed.

4. As part of the preparation, The International Food Policy Research Institute (IFPRI) contributed an analysis of the typology of micro-regions using data of the Cambodia Socio-Economics Surveys from 2004 to 2011) while the World Bank shared its preliminary analysis of recent poverty trends. Also, a comprehensive Environment and Climate Change Assessment (ECCA) was undertaken for identifying the core challenges and opportunities and for ensuring that the COSOP dealt with them in a meaningful manner. An initial draft of the ECCA was presented at the policy seminar on Building Resilience to Climate Change and it was further refined based on the rich discussion that ensued. Generally the Policy Seminars have enabled the development community to take stock of the existing knowledge and development experience on strategic issues and to discuss their policy implications. This process hosted by SNEC has admittedly contributed to shaping some of the preliminary discussions held at Government and Development Partners levels on the new rectangular strategy which will be formulated during 2013 including on the role and orientations for agricultural and rural development in the context of the broader development and growth strategy. The design mission was implemented in November-December 2013 and conducted extensive consultations with

stakeholders on the context and proposed contents of the COSOP, culminating in a presentation of the results framework and concepts for projects and activities at a stakeholder workshop. In accordance with the agreed work-plan the COSOP design will follow the mandatory IFAD quality review process, namely it will be submitted to the IFAD Quality Enhancement process in early 2013 (tentatively February). In addition, the design process will also be submitted to FAO-TCI's Quality Process, which also provides an additional level of feedback and revisions to ensure quality.

5. A further stakeholder workshop for validation of the completed RB -COSOP will be held in April or May 2013.

Country economic background

Land area (km2 thousand) 2010 1/	177	GNI per capita (USD) 2011 1/	830
Total population (million) 2011 1/	14.14	GDP per capita growth (annual %) 2011 1/	6
Population density (people per km2) 2010 1/	80	Inflation, consumer prices (annual %) 2011 1/	5
Local currency	Cambodian Riel (KHR)	Exchange rate: USD 1 =	KHR 4,059
Social Indicators		Economic Indicators	
Population growth (annual %) 2011 1/	1	GDP (USD million) 2011 1/	12,875
Crude birth rate (per thousand people) 2011 1/	232	GDP growth (annual %) 1/	
Crude death rate (per thousand people) 2011 1/	8	2000	8.8
Infant mortality rate (per thousand live births) 2011 1/	36	2011	6.9
Life expectancy at birth (years) 2011 1/	63		
		Sectoral distribution of GDP 2010 1/	
Total labour force (million) 2010 1/	7.97	% agriculture	36
Female labour force as % of total 2010 1/	50	% industry	23
		% manufacturing	16
		% services	41
Education		Consumption 2010 1/	
School enrolment, primary (% gross) 2011 1/	126	General government final consumption expenditure (as % of GDP)	6
Adult illiteracy rate (% age 15 and above) 2010 1/	78	Household final consumption expenditure, etc. \ (as % of GDP)	82
		Gross domestic savings (as % of GDP)	12
Nutrition		Balance of Payments (USD million)	
Daily calorie supply per capita	2,382	Merchandise exports 2011 1/	6,950
Malnutrition prevalence, height for age (% of children under 5) 2011 1/	41	Merchandise imports 2011 1/	9,300
Malnutrition prevalence, weight for age (% of children under 5) 2011 1/	29	Balance of merchandise trade	-2,350
Health		Current account balance (USD million)	
Health expenditure, total (as % of GDP) 2010 1/	5.6	before official transfers 2010 1/	-879
Physicians (per thousand people) 2010 1/	n/a	after official transfers 2010 1/	-1,546
Population using improved water sources (%) 2010 1/	64	Foreign direct investment, net 2010 1/	762
Population using adequate sanitation facilities (%) 2010 1/	31		
Agriculture and Food		Government Finance	
Food imports (% of merchandise imports) 2010 1/	7	Cash surplus/deficit (as % of GDP) 2010 1/	-3.7
Fertilizer consumption (100g per ha of arable land) 2009 1/	95.8	Total expense (% of GDP) a/ 2010 1/	10.8
Food production index (1999-01=100) 2010 1/	150	Present value of external debt (as % of GNI) 2010 1/	35.8
Cereal yield (kg per ha) 2010 1/	3,108	Total debt service (% of GNI) 2010 1/	0.8
Land Use		Lending interest rate (%) 2010 1/	n/a
Arable land as % of land area 2009 1/	22	Deposit interest rate (%) 2010 1/	1.3
Forest area as % of total land area 2010 1/	57		
Irrigated land as % of crop land 2010 1/	n/a		

a/ Indicator replaces "Total expenditure" used previously. IMF data (2012)

1/ World Bank, *World Development Indicators* database CD ROM 2012-2013

COSOP results management framework

Country Strategy Alignment	COSOP Strategic Objectives	COSOP Outcome Indicators (by end 2018)	COSOP Milestone Indicators	COSOP Institutional/Policy Objectives (in partnership mode)
<p>IFAD investments would be aligned to:</p> <p>(i) Rectangular Strategy for Growth, Employment, Equity and Efficiency and the National Strategic Development Plan (2009-13): Increasing agricultural productivity and diversification⁴</p> <ul style="list-style-type: none"> Promotion of agro-industries Expanding system of technical and agricultural extension services Further strive toward linking farmers to the regional and global agricultural markets <p>(ii) Policy on Promotion of Paddy Rice Production and Export of Milled Rice and in particular with the following objectives:</p> <ul style="list-style-type: none"> Paddy surplus reaches 4 million tons Milled rice exports of at least 1 million ton Develop arrangements for information sharing with stakeholders in domestic market <p>(iii) Strategy for Agriculture and Water (2010-13):</p> <ul style="list-style-type: none"> Agriculture and agri-business that make effective use of inputs and market opportunities, are steadily intensifying and diversifying production, and deliver full benefits to farmers, rural communities, 	<p>SO1: Poor smallholders enabled to take advantage of market opportunities</p>	<ul style="list-style-type: none"> Average labour productivity of 49,000 targeted households increases by 25%¹¹ (PADEE) Average household non-rice agricultural production of 49,000 targeted households increased by 20% (PADEE) 80% of IGRFs increase the size of their fund by 30% after three years (not including Group Conditional Capital Transfers) (PADEE) Average household agricultural production value of 100,000 targeted households increased by 15% (ASPIRE) Net farming income of 1,500 poor farm households with access to new land above poverty line level (ASPIRE) 15 innovation sub-projects at different development stages approved for financing under iRAD (ASPIRE) Minimum of 20% increase in average net farming income of 80,000 HH participating in 8 	<p>By end 2015:</p> <ul style="list-style-type: none"> Around 200 Farmer Business Advisors providing extension services and supply of farm inputs to beneficiaries in a sustainable way (PADEE) <p>By end 2016:</p> <ul style="list-style-type: none"> 490 CEWs trained and working, of which 50% are women (PADEE) 49,000 HHs beneficiaries of conditional group capital transfers and trained in financial literacy (of which at least 50% are women) (PADEE) 500 existing GRFs supported to improve performance (PADEE) For each IGRF at least one woman elected as one of the three group leaders (PADEE) <p>By end 2017:</p> <ul style="list-style-type: none"> 49,000 beneficiaries trained in first and second year extension packages (PADEE) 6,000 outstanding farmers trained in first and second year packages; (PADEE) 3,800 beneficiaries trained in non-land based income generating activities, of 	<ul style="list-style-type: none"> Extension materials and technical protocols used by MAFF decentralized staff based on market demand and farming as business Improvement in knowledge and methodologies on conditional capital transfers to poor households Contribute to improved training packages on financial literacy for poor rural households Contribute to the development of a tailored agriculture support package for poor farm households with access to new land Develop efficient mechanisms for RGC to enter in public-private partnerships for extension service provision

¹¹ Accounts for both on farm and non-land based income generating activities.

Country Strategy Alignment	COSOP Strategic Objectives	COSOP Outcome Indicators (by end 2018)	COSOP Milestone Indicators	COSOP Institutional/Policy Objectives (in partnership mode)
and other stakeholders (output F)		value chains (AIMS)	<p>which at least 70% are women (PADEE)</p> <p>By end 2018:</p> <ul style="list-style-type: none"> • 100,000 beneficiaries trained in extension packages that fully incorporate farming as business considerations (ASPIRE) • 1,800 poor farm households receive Agricultural support package for farmers with access to new land. 	

Country Strategy Alignment	COSOP Strategic Objectives	COSOP Outcome Indicators (by end 2018)	COSOP Milestone Indicators	COSOP Institutional/Policy Objectives (in partnership mode)
<p>IFAD investments would be aligned to:</p> <p>(i) Rectangular Strategy for Growth, Employment, Equity and Efficiency and the National Strategic Development Plan (2009-13)</p> <ul style="list-style-type: none"> Finding resources, support and financing for solving climate change issues Strengthen natural resources management Educate and propagate on climate change Accelerate implementation of programme activities on National climate change adaptation <p>(ii) Policy on Promotion of Paddy Rice Production and Export of Milled Rice:</p> <ul style="list-style-type: none"> Focus on constructing and maintaining rural roads connecting rice production areas to markets <p>(iii) Strategy for Agriculture and Water (2010-13):</p> <ul style="list-style-type: none"> A comprehensive and coordinated capacity to assemble and utilize agricultural and water-related knowledge, information and technology transfer (output C) Agricultural systems and community arrangements that enable poor and food insecure Cambodians to have substantially improved physical and economic access to sufficient, safe and nutritious food at all times to meet their dietary needs and food preferences for an active and healthy life (output D) 	<p>SO2: Poor rural households and communities increase resilience to climate and other shocks</p>	<ul style="list-style-type: none"> Value of household assets owned by participating households increased on average by 25% (PADEE) Percentage of children under 5 suffering from chronic malnutrition disaggregated by gender is reduced by 10% in targeted communes (Mainstreaming Nutrition Activities) 	<p>By end 2016:</p> <ul style="list-style-type: none"> 4,000 pro-poor bio-digesters constructed and operating (PADEE) <p>By end 2018:</p> <ul style="list-style-type: none"> Minimum of 120 climate-resilient productive infrastructure sub-projects, complying with eligibility and selection criteria, identified through local planning process and executed with quality (AIMS) Minimum 80% of completed sub-project infrastructures are adequately operated and maintained (AIMS) 100 commune climate resilience plans completed (AIMS) 100,000 beneficiaries trained in extension packages that fully incorporate climate resilient considerations; (ASPIRE) 	<ul style="list-style-type: none"> Pro-poor climate change adaption extension materials used by extension service providers Targeted communes integrate climate resilience measures in their development plans Contribute to development of an efficient delivery mechanism for climate-resilient productive infrastructure that can be up-scaled

Country Strategy Alignment	COSOP Strategic Objectives	COSOP Outcome Indicators (by end 2018)	COSOP Milestone Indicators	COSOP Institutional/Policy Objectives (in partnership mode)
<p>IFAD investments would be aligned to:</p> <p>(i) Rectangular Strategy for Growth, Employment, Equity and Efficiency and the National Strategic Development Plan (2009-13):</p> <ul style="list-style-type: none"> • Creating an enabling environment to attract private investors, domestic and foreign • Welcoming the contribution from NGOs and other to ensure the transfer of know-how and new technology to farmers in regard to crop farming and animal rearing. • Continue partnership between the owners of small farming land and plantation and other agricultural production corporation and between economic land concession and social land concession to create job opportunity and market for local people <p>(ii) Policy on Promotion of Paddy Rice Production and Export of Milled Rice:</p> <ul style="list-style-type: none"> • Expand agriculture extensive services to commune level • Improve the legal framework for investment and other related regulations if necessary <p>(iii) Strategy for Agriculture and Water (2010-13):</p> <ul style="list-style-type: none"> • A sound policy and legal framework to enable development of the Agriculture and Water sectors (output A) • A sound institutional, administrative, research and education basis for effective work performance in agricultural and water resource development and management (output B) 	<p>SO3: Poor rural households improve access to strengthened rural service delivery by Government, civil society and private sector agencies</p>	<ul style="list-style-type: none"> • A policy for climate sensitive Agricultural Extension Services integrating public sector, private sector and civil society roles is developed and adopted (ASPIRE) • 40% increase in the number of agriculture education and extension service providers that are using good quality extension materials reviewed and disseminated by MAFF (ASPIRE) • At least three major policy studies and associated publications will be produced by SNEC, discussed with stakeholders and disseminated (Small grants) • Ex-post economic rate of return of directly supervised projects financed under COSOP is at least 15% 	<p>By end 2016</p> <ul style="list-style-type: none"> • At least three training workshops on analytical methods for policy-making in ARD implemented successfully (Small grants) <p>By end 2017</p> <ul style="list-style-type: none"> • Draft policy for Agricultural Extension Services integrating public sector, private sector and civil society roles is finalized for discussion (ASPIRE) <p>By end 2018:</p> <ul style="list-style-type: none"> • Land and non-land based training packages developed (minimum 10 and 4 respectively), updated and endorsed by MAFF and MOWA (PADEE) • 75% of extension materials endorsed by MAFF incorporating farming as business and resilience considerations (ASPIRE) • 1,000 trainers and extension agents from Government, civil society and private sector trained in farming as business and climate resilient production techniques (ASPIRE) • Agricultural support package for poor farmers with access to new land developed and endorsed by MAFF (ASPIRE) 	<ul style="list-style-type: none"> • Policy for Agricultural Extension Services is developed and adopted • Increased number of diversified extension service providers delivering advice sustainably in rural areas • Contribute to formulate new proposals on how to improve incentive structure of public service delivery in rural area including the possibility of programme budgeting

Previous COSOP results management framework

Strategic Objectives (SO)	Outcome Indicators Related to the SOs	Key Results for COSOP		
		Status of SO outcomes	Milestone Indicators Showing Progress towards SOs	Milestone status
SO1. Sustainable improvement of the livelihoods of the rural poor men and women in the project areas through community empowerment, productivity improvement and improved access to assets, productive resources, rural services, rural infrastructure and markets	<p><u>In communes receiving IFAD assistance:</u></p> <ul style="list-style-type: none"> Proportion of underweight, stunted and wasted children 26%, 26% and 10% respectively, by 2012 137,000 smallholders (40% report at least a 25% increase in crop and livestock production) By 2012 where IFAD financed rural infrastructure investment, 44% of the rural population with safe drinking water; 24% of the rural population with access to improved sanitation; and (iii) 50% of communes invested in road improvements Performance rating, with a target satisfaction rate of 80%, of the: (i) service providers (private and public); and (ii) the commune council infrastructure investments Women account for 50% of the wage employment in agriculture 	<ul style="list-style-type: none"> Not available (<i>NB: These indicators have not been measured directly by the projects. Generating data for them requires special method and skill.</i>) 221,808 smallholder households reached (61-75% reported increase in yield or production of crops/livestock (<i>RULIP does not have information for this calculation</i>)) 4% of target rural households with investment in drinking water supply points had access to safe drinking water (RULIP has no related intervention; RPRP may, but no data are available), (ii) no related intervention and no data for sanitation indicator, and (iii) 2,213.6 km rehabilitated (RULIP has no related intervention) CBRDP satisfaction rate is (i) 75-80% for VAHWs, NGOs and PDAs, and (ii) 50-90% for CCs <i>RPRP 96% of farmers expressed satisfaction with CEW. RULIP: No data.</i> Not available (<i>NB: This indicator has not been reported on by the projects. The projects could either get their beneficiary households to start keeping</i>) 	<ul style="list-style-type: none"> No. interest groups formed by type No. groups with functioning group revolving funds No. of smallholders (m/f) receiving project assistance No. of commune councils receiving investment through their Commune/<i>Sangkat</i> Fund No. storage, processing and marketing facilities constructed No. of demonstrations held on farmers' fields (m/f) No. of extension field days held No. men, women and youth trained by sub-sector Private sector extension and animal health workers (m/f) trained and operating in all target villages 15% of groups with women leaders 50% of trainees are women 	<ul style="list-style-type: none"> 6,700 interest groups formed (incl. LIGs, FSIGs, VAHWAs, MVFs, LCs, ADCs, AESAs, etc.) 1,575 groups with functioning group revolving funds (incl. LIGs, MVFGs, and cash banks) 221,808 smallholder households (168,234/53,574) receiving project assistance 276 commune councils receiving investment through their Commune/<i>Sangkat</i> Fund (<i>NB: All communes/sangkat in Cambodia receive investment fund every year for local development</i>) 1,243 rice storage facilities constructed, 01 small-scale rice mill and 01 dry oven, 00 marketing facility built 11,973 demonstrations held on farmers' fields (m/f – not available)

Key Results for COSOP				
Strategic Objectives (SO)	Outcome Indicators Related to the SOs	Status of SO outcomes	Milestone Indicators Showing Progress towards SOs	Milestone status
	<ul style="list-style-type: none"> 25% of groups assisted by IFAD projects have women in their management committees 70% of the adult population is aware that violence against women is a crime 	<p><i>relevant records for analyses of this indicator or conduct regular survey to measure it. This could possibly captured by PIA if certain adjustment is made)</i></p> <ul style="list-style-type: none"> Approximately 27% RULIP MTR states 99% of adult population aware of law against domestic violence, up from 97% at baseline. 	<ul style="list-style-type: none"> Gender training, analysis and impact monitoring in all project activities Commune councillors and members of CC committees trained (m/f) 	<ul style="list-style-type: none"> 370,620 men, women and youth trained by sub-sector (m/f/y: m: 201,68/f: 168,933, incl. 620 young farmers of RPRP and RULIP) – there is potential double-counting problem of this milestone 2,919 private sector extension and animal health workers established 27% of groups with women in leadership (CBRDP: 17%, RPRP: 31.7% and RULIP: 9.4%) 45.6% of trainees are women Yes (also, awareness on violence against women as crime is piggybacked on various gender training sessions) RPRP: 5,700 commune councillors (incl. 1,417 women) trained (NB: Some CC members were trained in CBRDP and RULIP; but no information is available)
SO2. Promoting de-concentration, decentralisation and local governance for pro-poor agricultural and rural development through building linkages between the	<ul style="list-style-type: none"> Government Strategic Framework for D&D reforms developed 	<ul style="list-style-type: none"> This was developed and approved in 2005.NPSNDD is being finalised. Meanwhile, the Outline of the First Three Year Implementation Plan (2011-2013) of the NDSNDD is readied.(NB:IFAD is a member of TWG&D, which is a forum for D&D 	<ul style="list-style-type: none"> Introduction of policies and procedures for decentralised planning, financing and implementation Issuance of sub-decrees in 	<ul style="list-style-type: none"> Commune planning guidelines in place since 2002 Provincial and District planning guidelines based on commune needs assessment approved in

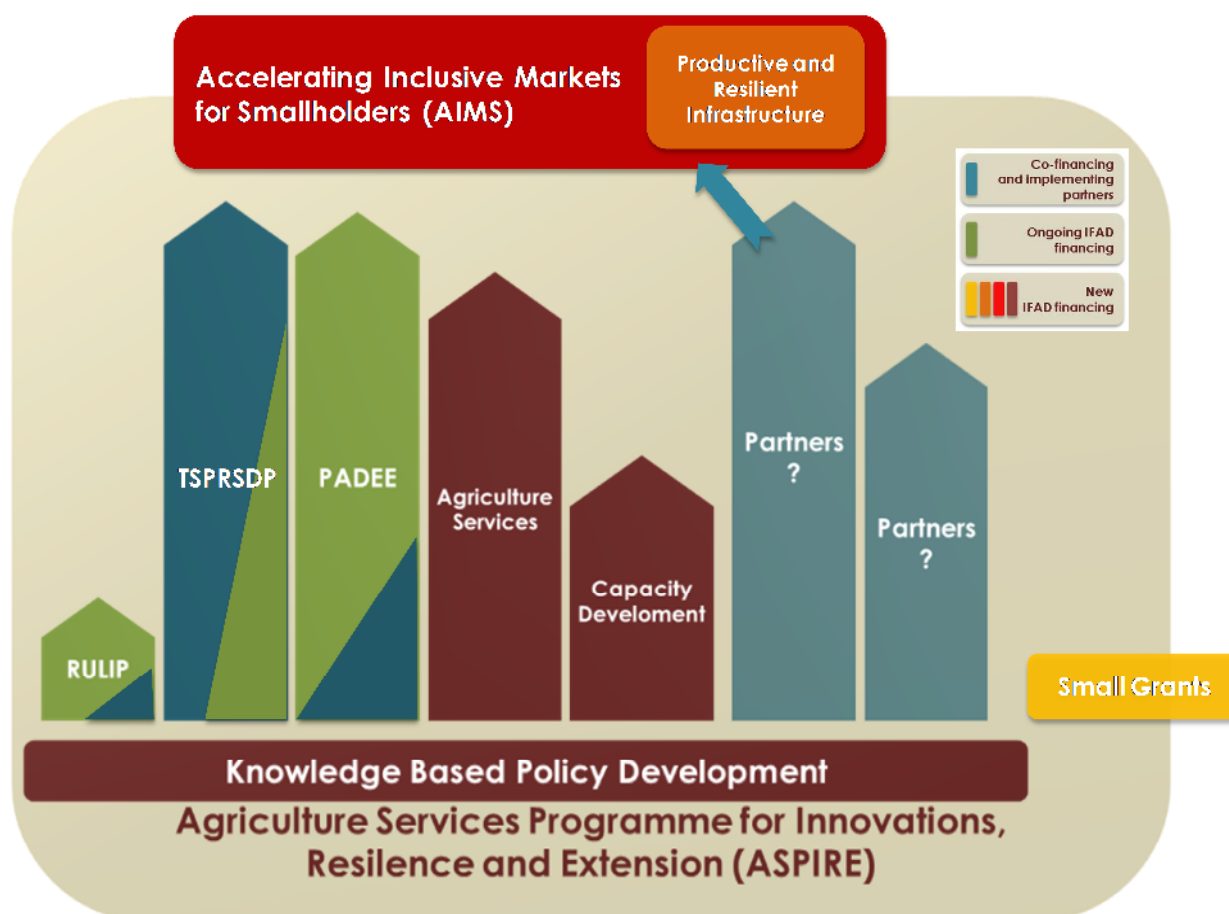
Key Results for COSOP				
Strategic Objectives (SO)	Outcome Indicators Related to the SOs	Status of SO outcomes	Milestone Indicators Showing Progress towards SOs	Milestone status
D&D framework and agricultural and rural development and institutional support for evidenced-based pro-poor policy making	<ul style="list-style-type: none"> Enforcement of pro-poor and gender sensitive operational policies and procedures for decentralised planning, financing and implementation increased Enforcement of pro-poor sub-decrees issued in favour of targeting resources to the rural poor, including women and members of the indigenous ethnic minority groups 20% of the commune councillors elected in 2012 are women % increase in the CC budget for agricultural and rural development and service delivery 	<p><i>reform and aid coordination. Consequently, IFAD has direct role in and contribution to this.)</i></p> <ul style="list-style-type: none"> Yes. This is in progress Not yet in place; however, the implementation of the Outline of the First Three Year Implementation Plan (2011-2013) of the NDSNDD shall bring about most of these 14.6% in 2008 (following the second commune council elections in 2007) An increase by 3% in 2008 against 2007, 31% in 2009 against 2008, and 10% in 2010 against 2009. There is a small decrease from 2010 to 2011. 	favour of allocation of resources to the rural poor	<p>2011</p> <ul style="list-style-type: none"> Periodic sub-decrees on financing of C/S Fund maintain commitment to increase size of fund. Law on Sub-National Finance and Asset Management passed in 2011

Proposed Project Pipeline

A. Overview

1. The proposed COSOP 2013-18 would involve a more programmatic approach. It would tentatively include one key main programme (Agriculture Services Programme for Innovations, Resilience and Extension (ASPIRE) to be financed in the first financing cycle (2013-15) which would include a specific productive and resilient infrastructure component and other related activities specifically funded under ASAP. A value chain development project has also been prioritized to be funded against the second financing cycle (2016-18) (Accelerating Inclusive Markets for Smallholders (AIMS). A set of small grants in support to SNEC and Leadership Development are being considered as part of ASPIRE. These are shown in the Figure below and described in details in the following sections of this Appendix.

Figure 1 – The Proposed IFAD Country Opportunities Strategic Programme for 2013-18



Small grants

2. The small grants included in the COSOP would target key human and institutional development issues thereby contributing to the achievement of the COSOP strategic objectives (in particular SO3). The overall allocation for these activities is estimated to up to \$ 2 Million.

3. **SNEC grant project.** It will focus on developing the capacity of SNEC's Secretariat in ARD policy-analysis. It will follow a 'thematic based' capacity development

process, i.e. at least three relevant policy themes are selected and capacity development activities will follow a full cycle from analytical work to stakeholder consultations, publication and dissemination of findings. Capacity development will therefore consist mostly of on-the-job training of SNEC technical staff combined with support for policy dialogue initiatives and knowledge publication and dissemination. The project approach includes some flexibility in the selection of themes in order to adapt to a changing policy environment and to support SNEC's response capacity. As a result of this project, a minimum of 10 SNEC staff will be trained in new agriculture and rural development policy analytical tools and at least three major policy studies and associated publications will be produced by SNEC, discussed with stakeholders and disseminated;

4. **Grassroots Leadership Development Grant.** Structural changes and technical assistance are key to the transformation of the agricultural sector, so is transforming the farmers themselves. Transformation is not just about the acquisition of skills and knowledge. It is the result of an inner shift in vision and motivation that fuels the readiness to learn and take risks. In September 2012, IFAD, The Centre of Creative Leadership and the Asian Training Institute/APMAS conducted a pilot training activity. Its evaluation indicated that farmers are ready to make this journey and that the larger system of government agents and facilitating NGOs such as VBNK understand the role and importance of leadership development as key to securing the desired outcome of greater farmer productivity, food security and business orientation. Data from focus groups, observation, and documentation of the group processes indicated ample interest on the part of learners to apply their new knowledge and skills. Many of them identified or described well-articulated plans for the use of their leadership training skills. Moreover, in some cases they identified potential barriers.

5. This grant would build on the pilot phase. Its objective would be to establish locally based pools of trainers/facilitators and to develop a reliable and affordable leadership program for IFAD-supported projects in Cambodia. The project will train about 20 Cambodia-based service providers/facilitators with experience in providing services in project leadership, management and team building. The project would also organize an action-learning process that provides the trainers the opportunity to apply the learning in teams with coaching support. Overall, some 800 rural leaders will be trained in leadership development skills. The outcome of such programme at the level of individual leaders include self-clarity and vision; self-confidence and agency; resilience; collaboration and team work; innovation and entrepreneurship.

Mainstreaming nutrition issues in the COSOP

6. Malnourished children and poor households without agricultural growth potential are two especially vulnerable groups in the communities being supported by IFAD-financed projects requiring particular attention. According to multiple sources, chronic malnutrition remains high at 39.5%, 40% of children under five are stunted, 28% underweight, and 11% wasted. In addition 19% of women are undernourished and 44% are anaemic. The COSOP through its multiple interventions focusing on sustainable increases in income for poor farm households is already addressing some of the causal factors of this situation including: reliance on rain-fed, subsistence farming, crop failure and other catastrophic events (droughts or flooding) along with the absence of alternative employment opportunities. However, the new COSOP will more directly address these groups through specific investments that complement its mainstream project and programmes such as PADEE and the planned ASPIRE and AIMS programmes.

7. **Nutrition:** Reducing early childhood malnutrition remains an important objective in rural Cambodia. Recognizing this, RGC and IFAD agreed to include activities specifically to improve early childhood nutrition into RULIP since its mid-term review in 2011. These initial activities in 2012 have incorporated early childhood nutrition training within farm field school training, based on established FAO training materials and

approaches. Preliminary assessment of these activities from the 2012 RULIP Supervision mission suggest that while they have had some results in transferring knowledge they have not resulted in corresponding changes in behaviour on child nutrition. Building on this, RULIP in 2013 and 2014 will appoint a nutrition advisor to support MOWA to design and deliver a programme of social marketing for nutrition behavioural changes in RULIPs target communes. These efforts will be closely monitored to assess the effectiveness of different strategies which will inform plans for further investment in nutrition during the COSOP 2013-18.

8. If the results from RULIP demonstrate potential, then it is expected the RGC and IFAD would seek to mainstream such type of nutrition activities or even other innovations (involving other development partners) working to scale up these approaches within the communities, which other IFAD-supported projects are already working in through PADEE, TSPRSDP and the planned ASPIRE and AIMS programmes. Overall the objective is also to leverage the existing extensive grassroots networks developed and the specific work conducted with vulnerable women by IFAD in its typical intervention modalities.

9. **A set of clear interventions mainstreamed in ASPIRE and AIMS will address childhood nutrition**, subject to interest from appropriate development partners. It is expected that such interventions could be led by institutions such as MOWA or CARD, but adopt aspects of a programmatic approach with potential involvement of MoH, MAFF, Ministry of Labour and Vocational Training and others that target communities already being supported by other ongoing IFAD-financed projects and programs. It is expected that these activities would result in the percentage of children under 5 suffering from chronic malnutrition disaggregated by gender being reduced by 10% in targeted communes.

B. Project Concept Note for the first financing cycle (2013-2015):

Agriculture Services Programme for Innovations, Resilience and Extension (ASPIRE)

A. Geographic Area and Target Group

ASPIRE works with national level institutions and supports innovation and demonstration activities in provinces in COSOP target provinces with an emphasis on reaching the communities at risk. It also supports capacity development for sub-national agencies in COSOP target provinces.

B. Justification and Rationale

The Royal Government of Cambodia sees agriculture development as a key element of its policy for sustainable economic growth and poverty reduction. Achievements in recent years have been impressive. However these achievements have brought new challenges, particularly in enabling the small farmers who comprise the majority of Cambodia's population to take full advantage of market opportunities. Public support for agriculture development is delivered through a range of poorly coordinated institutions and is dominated by donor-supported projects that use differing implementation approaches. The extension system does not fully ensure that research knowledge is transferred to farmers or that lessons learned and extension materials produced by projects are efficiently shared. The World Bank PER¹² found high returns to public expenditure on agriculture extension, but a clearer policy and better designed systems are needed to ensure that an increased budget allocation could be used efficiently. Key issues include a clearer definition of the role of the Department of Agriculture Extension in relation to the technical departments of the GDA; the role of the public extension service in relation to the private sector and civil society; the role of the emerging sub-national administrations and the need for a facilitative regulatory framework ensuring sharing of knowledge and quality assurance of extension services. MAFF has been selected as a pilot Ministry for program budgeting but this has yet to have an impact on budget allocations for extension or to gain significant donor support.

The Strategy for Agriculture and Water (SAW) 2010-13 envisaged a broad sectoral programme-based approach including a Pillar C on Research and Extension, however progress towards implementation of the SAW appears to have stalled. Preliminary discussions during the COSOP preparation process has indicated that Government and donor partners engaged in the Technical Working Group for Agriculture and Water (TWG-AW) are interested in developing a programme based approach to strengthening the extension sub-sector. At this stage it does not appear that policy is sufficiently well-developed, or that there is sufficient consensus within Government and with donor partners, on the form of the extension service in the future, for launching of a classic PBA which is essentially a partnership for implementation of an agreed policy.

Lessons learned from implementation of the current COSOP include the need for improved capacity for innovation, critical evaluation, knowledge management and communications and for stronger links between the delivery of agriculture services and the research, policy development and systems design activities that take place at national level. Furthermore, recognizing the threat that climate change and other shocks and stresses pose to sustainable agricultural development and rural livelihoods in Cambodia, the 2014 - 2018 COSOP explicitly aims to increase the resilience and adaptive capacity of target groups in program areas. The need for this new theme within the broader COSOP emerged from a review of the existing programming, which found that, "climate change adaptation and related issues of climate vulnerability will be key to ensuring sustainability of livelihoods of the rural poor and preventing non-poor

¹² Public Expenditure Review of Agriculture, Irrigation and Rural Roads, World Bank 2011

households from falling into poverty” (IFAD, 2011). At a broader scale, poverty reduction and growth in the ARD sector are dependent on the adaptive capacity of all actors, from individual farmers, to local institutions, to the national level of the RGC. In this context, IFAD and its partners will develop interventions designed to build resilience to shocks and stresses while empowering poor people to improve their food and income security and to manage natural resources in a sustainable manner. These efforts will contribute to resilience in the ARD sector as a whole.

The proposed Agriculture Services Programme for Innovations, Resilience and Extension is designed in this context and is intended to create the conditions for a full Programme Based Approach. The project will actively seek partnerships for support to knowledge management and policy development and will build the capacity of the Department of Agriculture Extension to ensure the efficient sharing of knowledge on climate resilient agriculture research and extension. The ASPIRE will coordinate innovation, knowledge management and communications capacity for the whole COSOP. The ASPIRE will support innovative models of extension service delivery and will be closely integrated with extension service delivery in other COSOP projects, while facilitating policy development through dialogue between all stakeholders.

C. Key Project Objectives and Outcomes

The Program Goal of ASPIRE is: **Reduced poverty and increased resilience of poor and vulnerable smallholders in Cambodia.**

The Program Goal will be achieved through the three strategic objectives of the COSOP:

1. Poor Smallholders Enabled to take advantage of market opportunities;
2. Poor rural households and communities increase resilience to climate and other shocks;
3. Poor rural households improve access to strengthened rural service delivery by Government, civil society and private sector agencies.

The expected outcomes of the ASPIRE are:

1. A Cambodian model of agriculture extension integrating public sector, private sector and civil society services is developed based on sound knowledge of the strengths and weaknesses of alternative approaches and is adopted as policy by RGC;
2. Public sector, private sector and civil society extension agencies have strengthened capacity to share and transmit knowledge;
3. 100,000 smallholder farm households are assisted to develop resilient and sustainable and resilient farm businesses linked to local and regional markets

The theme of resilience will be mainstreamed through the extension support activities of ASPIRE. This will include ensuring that research and development of extension materials provide adaptation responses to climate change as well as articulating the need to improve resilience to other types of shocks; ensuring that the concept of resilience is well understood by extension officials and agents in the public, private and non-profit sectors and integrating climate change awareness, risk management and vulnerability reduction into trainings and extension messages to farmers.

ASPIRE will also seek to mainstream improvement of nutrition, particularly with regard to infant feeding practices, through its extension activities. Mainstreaming of nutrition will build upon lessons learned from activities currently being piloted in the RULIP project.

D. Ownership, Harmonisation and Alignment

The ASPIRE will be based on the Rectangular Strategy of the Royal Government of Cambodia, expressed in the National Strategic Development Plan and the Master Plan of the Ministry of Agriculture, Forests and Fisheries. ASPIRE is also consistent with the National Adaptation Programme of Action (NAPA), as it corresponds to several of its priorities such as: the development and improvement of community infrastructure, including irrigation and water supply systems, aquaculture ponds, and health posts; flood and storm protection through dike development and rehabilitation and vegetation planting; rehabilitation of water infrastructure, including reservoirs, canals, dams, water gates and culverts; promotion of household integrated farming, soil conservation and bio-pesticide production; and strengthening of community disaster preparedness and response capacity.

The National Climate Change Strategic Plan (NCCSP) is scheduled for completion in 2013. Each ministry has provided priorities that they would like to see included in the NCCSP and the following are those proposed by MAFF that are of relevance to ASPIRE:

- to ensure food security and promote the standard of living of farmers through increases in agricultural and industrial productivity and the promotion of development and use of suitable technology and renewable energy as well as through the increase in capacity for adaptation to and reduction of climate change;
- to promote sustainable natural rubber production by mainly focusing on the measures for adaptation and reduction of climate change;
- to promote sustainable development of animal production and looking after animal health through the development of capacity and use of suitable technology not affecting public welfare and to contribute to reduction of climate change;
- to promote the sustainable management and development of the forest sector, to adapt to climate change and to reduce the adverse influences of climate change through the reforestation and the reduction of greenhouse gas emissions brought on by the loss and degradation of forest with a view to obtaining carbon credit for the reduction of poverty and increasing the standard of living of forest-dependent communities; and
- the promotion of sustainable management and development of fisheries and aquaculture sectors through increasing the capacity for awareness of the impacts of climate change, the taking of appropriate measures for adaptation to and reduction of climate change and through the contribution to addressing climate change issues in the region.

The ASPIRE will be led by a senior government official with a policy coordination role.

ASPIRE will actively seek partnerships with other donor agencies and civil society organizations and will specifically seek to develop a common approach to agriculture research and extension at all levels.

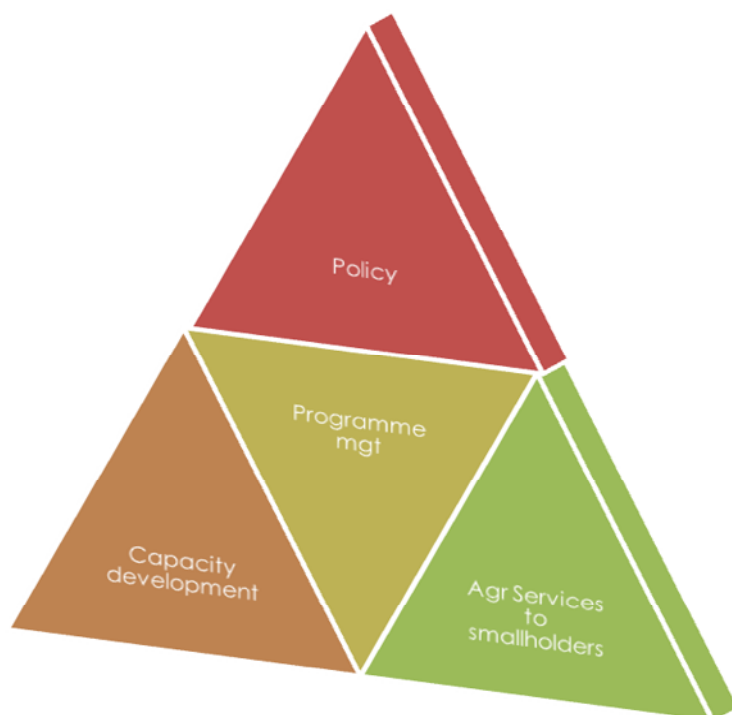
ASPIRE will seek to identify implementation strategies applicable to the project and the broader COSOP that align IFAD support with the plans, medium term expenditure frameworks and budgets of MAFF, other Ministries and sub-national administrations. In particular, support to delivery of extension through the public extension system will be delivered through or in close alignment with the Program Budgeting System being piloted in MAFF.

E. Components and Activities

ASPIRE will be implemented through three substantive components: (1) Knowledge Based Policy Development; (2) Capacity for Extension Services; (3) Agriculture Services to Smallholders. These three components will be linked and supported by strong Results Based Programme Management arrangements which will be under responsibility of a

Programme Secretariat. The structure of the programme is illustrated in the following diagram.

Figure 1 – Components of the ASPIRE



The **KNOWLEDGE BASED POLICY DEVELOPMENT COMPONENT** will support knowledge management and communications at the COSOP programme level and development of policy for the extension sub-sector. Activities will include, though not necessarily be limited to:

- Research into existing approaches to agricultural extension in Cambodia, and the applicability and effectiveness of different models;
- Facilitate dialogue between farmers/civil society institutions and government to ensure that services are accessible and responsive to the needs and priorities of vulnerable people.
- Undertake participatory scenario development (PSD) processes to analyse longer-term climate impacts on products and value chains
- Undertake participatory analysis of differential climate change vulnerability and adaptive capacity, in program target communities and households for informing evidence-based policy formulation.
- Research into the role, structure, financing and management of the public extension service in Cambodia and develop proposals for improvement;
- Support to program budgeting within MAFF, including options for aligning donor funds with State budget resources through the program budgeting system and performance based budgeting to improve service delivery performance;
- Rigorous, cross-comparable monitoring and evaluation of extension services delivered through different models under the Agriculture Services to Smallholders component;
- Exposure visits to build the understanding and of policy-makers on different models of agriculture extension in Cambodia and abroad;
- Preparation of policy briefs and draft policy documents;

- Seminars and workshops to develop consensus amongst Government, private sector and civil society stakeholders; and
- Preparation of a policy document describing the Cambodia Model for Agriculture Education Service Delivery.

The **CAPACITY DEVELOPMENT COMPONENT** will be implemented through the General Department of Agriculture of MAFF with a primary focus on the Department of Agriculture Extension and the Provincial Offices of Agriculture Extension. There will be two sub-components focused on (1) strengthening of systems and on (2) strengthening of human resources.

- **Strengthening of Systems** will focus mainly (though not exclusively) on MAFF-GDA and on the sub-national public extension system. Outputs will include:
 - Linking Research to Extension: improving the flow of information from research findings, through preparation of extension materials and to extension agents (public, private and non-profit sectors) delivering services directly to farmers, with DAE acting as a “hub”;
 - Developing Extension Materials, with a strong focus on the COSOP themes of farm business development and building resilience to climate and other shocks;
 - Sharing Extension Materials, with DAE becoming a “clearing house” receiving, reviewing and ensuring the widest dissemination of extension materials developed by and used by Government, private sector and civil society extension services;
 - Development of a database of extension service providers active in Cambodia in the public sector, private sector and civil society, to facilitate eventual development of an extension coordinating and quality assurance role for DAE;
 - Strengthening Programme Budgeting for the public extension system with focus on integrating Government and donor resources and improving incentives for good performance.
- **Strengthening Human Resources For Extension** will include the following activities:
 - Development of curriculum and materials for education in agriculture extension in academic institutions;
 - Education and training of staff of MAFF, private sector and civil society agencies. This will include general training courses, specific Training of Trainers for extension and possibly support for longer-term education and training for key staff.
 - Building capacity of agricultural extension workers, fisheries officers and animal health officers on climate change impacts and appropriate adaptation strategies

The **AGRICULTURE SERVICES TO SMALLHOLDERS COMPONENT** will consist of two sub-components: (1) Implementation of Comparative Models of Extension and (2) Innovation Fund. Both sub-components will seek to support smallholder farmers to develop resilient and sustainable farm businesses within a framework that facilitates rigorous evaluation and comparison between alternative models. The essential difference is that the Comparative Models will be identified and designed in detail at project design while the Innovation Fund will invite competitive applications for funding.

Comparative Models of Extension will support delivery of extension services to farmers and in particular will emphasise assisting smallholders to develop farm

businesses linked to local and regional markets, and to reduce their vulnerability to climate and other shocks. Results of the participatory scenario development and climate change vulnerability assessments will inform the design and modification of the models. Each model will be implemented at significant scale but with monitoring and evaluation arrangements that facilitate evaluation and cross-comparison between models. The models tested may include some or all of the following:

- Extension through Farmer Field Schools conducted by mobile teams (model used in the PADEE project);
- Public service extension delivery under program budgeting arrangements, building in incentives for improved performance (for example, performance based budgets);
- Public-private partnership for extension service delivery;
- Extension delivery through value-chain actors such as input sellers and collectors;
- A specific model of extension and financing appropriate to the needs of poor farmers for whom access to land is not a key constraint. This model will be piloted in the first instance on existing Social Land Concession sites;
- Farmer to farmer extension.

These models are discussed in more detail in the annexes to this concept note.

The **Innovations for Rural and Agricultural Development Fund (iRAD)** will provide grants to support innovative approaches to delivering services to smallholder farmers, rural enterprises and rural communities in the COSOP target provinces. Public sector agencies, civil society organizations and private sector companies will be eligible to apply for grants provided that the activity to be supported is genuinely innovative, has potential to support smallholders to develop sustainable farm businesses, and there is a strong rationale for public funding of the activity. Examples of the types of activity that could be supported include:

- Financial services and risk management for agriculture, for example, Weather Insurance Index;
- Market and advisory information services, with similarities to the Reuters Market Light model successfully implemented in India;
- Privately operated productive infrastructure;
- New type of agriculture service companies serving farmers, for example services offering soil testing and farm specific nutrient advice;
- Investments in development of rural leadership & entrepreneurship.
- Technologies proven to be effective in managing climate variability and hazards, such as alternative cropping cycles, system of rice intensification (SRI), agro-silvopastoral systems, conservation agriculture techniques and biogas (flexi biogas systems) will also be financed.
- Appropriate forecasting infrastructure, messaging and dissemination channels for short-range weather information, seasonal forecasting and early warning and preparedness will require development to complement existing autonomous weather stations. Development of messaging will be farmer-led to ensure information needs are met, and messaging is culturally and linguistically appropriate for women and men. Multiple dissemination channels will be used such as extension services, e-information such as Reuters Market Light or similar systems, and traditional radio/TV/print media to reach a broad section of farmers.

It is intended that iRAD will have two funding windows with slightly different financing arrangements:

- A window for "For profit" business models (but which currently have too high risk for 100% private finance immediately); and
- A window for "Non-profit" business models, able to be self-financing but where lead applicant for innovation grant will not profit from the success of the innovations (e.g. released as a public good once proven).

iRAD will provide funding to innovations in three stages with increasing size of grants available at each stage, as illustrated in the following table (more details are provided in Annex 2).

Table 1 – Tentative breakdown of number of grants and respective conditions by typology according to development stage

	Stage 1: Proof of concept	Stage 2: Testing and refinement	Stage 3: Scale-up / Roll/out
Grant size (max)	US\$ 100 000	US\$ 500 000	20% of total cost, up to \$2m
Share of costs supported (max)	100%	70%	20%
Number of grants	12-15	4-6	2-3
Duration (max)	12-24 months	24 months	36 months

RESULTS BASED PROGRAMME MANAGEMENT will be the responsibility of a Programme Secretariat located in a Government agency that has a strategic and policy making role and that is able to coordinate activities across a number of different institutions. A senior official with strong links to the policy making process will be appointed as Programme Director. A Programme Coordinating Committee will include representatives of donor agencies, private sector and civil society and will be primarily responsible for directing the policy development and capacity development components.

As well as its direct role in ensuring efficient and effective achievement of the intended outcomes of ASPIRE, the Programme Secretariat will have the broader role of coordinating, monitoring and ensuring efficient delivery of the COSOP.

The Programme Secretariat will closely monitor all available indicators of progress towards achievement of the programme outcomes. This will include verifying the validity of the results chain (activities result in outputs which result in outcomes); ensuring that the interdependence of different outputs is properly reflected in annual work plans, and taking action promptly when needed to ensure that the programme outcomes are achieved. To properly enable results based management the Programme Secretariat will include a strong M&E Unit which will coordinate and seek to ensure common standards for M&E activities across the whole COSOP and not only within ASPIRE.

Therefore, the Programme Secretariat will be responsible to:

- Manage ASPIRE to ensure efficient and effective programme implementation with a focus on achievement of the programme outcomes;
- Coordinate the wider COSOP including implementing cross-project activities such as reviews, workshops, exchange visits, publications etc;
- Ensure close links between policy making and knowledge management;
- Ensure rigorous, cross-comparable monitoring and evaluation of the ASPIRE activities;

- Co-ordinate and seek to ensure common standards in M&E activities across the wider COSOP;
 - Ensure that lessons learned from M&E of ASPIRE and of the wider COSOP are reflected in timely adjustments to implementation strategy where needed;
 - Conduct dialogue and communicate results (workshops, publications, website etc)
 - Build and strengthen Partnerships for ASPIRE and for the wider COSOP.
 - Develop common standards for publication and dissemination of research reports, educational materials, progress reports, evaluation reports, policy documents and other knowledge products within the COSOP;
- Maintain a COSOP website as a platform for dissemination of knowledge and as a forum for dialogue on the development of agriculture services in Cambodia.

F. Costs and Financing

The ASPIRE will be implemented over 5 years, 2014 to 2018. It is expected that the project will be designed and implemented in two phases and funded over two IFAD financing cycles. The total estimated cost is US\$45 million, broken down approximately as per the table below.

Table 2: Tentative costs by component

Component	Total cost (US\$ million)	% of total
Knowledge Based Policy Development ¹³	2.5	5
Agriculture Services to Smallholders	5	10
Comparative Models	20	38
...Resilient infrastructure	7	13
Innovation Fund	13	25
Results Based Management	5	10
TOTAL	52.5	100

Table 3: Tentative costs by financier

Financier	US\$ million	%
IFAD	27.5	52%
IFAD (ASAP)	15	29%
RGC	10	19%
Total	52.5	100.00%

G. Organisation and Management

The Knowledge Based Policy Development Component will be implemented directly by the Programme Secretariat but will support activities in other key agencies, in particular MAFF and SNEC.

The Capacity Development Component will be implemented primarily through the General Department of Agriculture of MAFF and in particular will support activities implemented by Department of Agriculture Extension (DAE). So far as possible these activities should be integrated with the management system, staffing and budget of DAE rather than as "project activities" that draw staff away from their assigned roles.

The Agriculture Services to Smallholders (Comparative Models) sub-component may be implemented through a number of different agencies that can include MAFF, the

¹³ Including small grant to SNEC

Provincial Departments of Agriculture, sub-national administrations and private sector / civil society agencies according to the extension service models to be tested. In accordance with the Program Based Budgeting approach, work plans and budgets for activities to be implemented by MAFF and PDA will be integrated to the extent possible with the core annual budget plans of the implementing agencies.

The Innovations Fund will be executed by the Programme Secretariat but with key functions contracted to one or more service providers. Contracted functions may include administration of the fund and a specialist team for due diligence, monitoring and evaluation functions. Decisions on grant awards will be made by an independent awards committee with representation from government, development partners, academic bodies, civil society and the private sector.

Overall responsibility for delivery of the programme results, particularly at the outcome level, will rest with the Programme Secretariat. For this reason the Programme Secretariat will oversee and coordinate all M&E and knowledge management activities and will intervene to adjust the programme workplan where necessary to ensure that the intended outcomes are achieved.

H. Monitoring and Evaluation Indicators

The following key monitoring and evaluation indicators are proposed by programme component.

Knowledge Based Policy Development Component

- A model for extension services in Cambodia developed and adopted as policy by the end of the programme;
- Annual budget plans of key agencies coordinate State Budget resources and donor resources to achieve a common set of program objectives;
- Knowledge products of the programme referenced in academic or professional reports;
- Usage of the CambodiaGreen website indicates knowledge generated by the component is accessed by a wide range of stakeholders.

Capacity Development Component

- Number of trainees including students, civil servants, private sector and staff of civil society organizations undertaking long and short term courses using curriculum and materials developed by the programme;
- Key research findings from CARDI and other research agencies disseminated through accessible extension materials available for use by public sector, private sector and civil society extension agents;
- Evidence of projects, civil society and private sector making use of DAE as a bank of research knowledge and extension materials.

Agriculture Services to Smallholders Component

- Average household agriculture production value for 100,000 targeted households is significantly increased;
- A minimum of 10 innovations are approved for proof-of-concept financing and at least 2 are subsequently approved for scaling-up;
- Net farming income of 1,500 poor farm households with access to land is increased above the poverty line.
- Increased stability of indicators of household livelihood outcomes: per-capita expenditures, per capita income, Household Diet Diversity Score (HDDS),

Household Food Insecurity Access Score (HFIAS), and access to various types of capital.

I. Risks

The following are identified as possible risks that require evaluation at the design stage:

- Lack of political support;
- Inability to develop sufficient consensus on policy direction;
- Ineffectiveness of capacity development activities due to weaknesses in the civil service and public financial management systems that are beyond the capacity of the COSOP to address;
- Policy development becomes too closely identified with promoting an “IFAD approach” or serving the immediate needs of the COSOP service delivery activities and so lacks credibility with Government and other donor partners;
- Innovations Fund fails to attract sufficient high-quality applications, or time and budget are not sufficient for full validation and scaling up of the models proposed;
- Interests of implementing agency make it difficult to conduct objective comparative evaluations of extension models and to integrate findings into policy.

J. Timing

The ASPIRE will be implemented over a period of 5 years, 2014 – 2018.

It is anticipated that the knowledge based policy development activities will continue at an approximately constant level through the whole period of the programme.

The capacity development activities will continue through the whole period of the programme but will be most intense during the second and third years, 2015 – 2016; during which most of the work of developing systems, curricula and extension materials will take place.

Within the Extension Services for Smallholders Component, the comparative models will be implemented over at least three annual budget cycles, most probably 2015, 2016 and 2017. The performance of the different models will be reviewed during the mid-term review of the programme and some adjustments, for example ending funding for some models or scaling up others, may be made during the final two years of the programme.

The Innovations in Rural and Agricultural Development Fund will provide three rounds of funding in 2015, 2016 and 2017.

ANNEXES

Annex 1: Extension System Development Approach and Comparative Models

Background

Cambodia's rapidly increasing economic growth combined with decreasing poverty, is opening new opportunities for agricultural development. Interventions can now look past food security goals, and introduce more commercially oriented prospects. Likewise, farmers can engage with a whole new range of superior income generating enterprises that will allow them further develop their own farm businesses.

In past years, MAFF, in partnership with donor assistance, has shaped its Extension system to serve Cambodia's urgent need to address food security. Completing in 2007, the Cambodia Australia Agricultural Extension Project (AusAID) left MAFF with a well-organized system, from national to district levels.

The early 2000's have seen a shift in policy from food security to commercialization and diversification. In line with these changes, MAFF is also needing to update the way extension is performed, to be consistent with these new opportunities. Such a transition will also take into account the needs of communities for improved resilience in the face of multiple pressures (eg economic, environmental, health).

In addition to MAFF's efforts, there are continuing NGO extension projects, and also the beginnings of a private sector, with increasing capacity to also serve the needs of the rural households.

However, the combined resources of Royal Government of Cambodia, NGOs and the private sector, are still insufficient to provide the majority of Cambodia's approximately 2 million households with good quality extension services.

Therefore, there exists a timely opportunity for the COSOP to offer assistance to MAFF as they transition from the existing extension system to one of extension service provision.

Objectives and Outcomes for Future Extension System

The key function of the extension sub-component of ASPIRE, will be to work with MAFF to test new extension service possibilities. The results of these tests will contribute to new structures and policy that will give MAFF the outreach to take full advantage of the new markets and opportunities that are awaiting, locally and in the region.

At the same time, the possibilities of newer, commercial, techniques, will be demonstrated to farming households throughout the target areas. Not only will these open farmers' future options, but will energize demand for inputs, gradually entraining more investment from the private sector.

A capacity-building program will accompany this work to develop the new service outlook, and underpin the transition to more commercial modes of operation.

The extension sub-component will contribute to each of the ASPIRE outcomes :

1. A Cambodian model of agriculture extension integrating public sector, private sector and civil society services is developed based on sound knowledge of the strengths and weaknesses of alternative approaches and is adopted as policy by RGC;
2. Public sector, private sector and civil society extension agencies have strengthened capacity to share and transmit knowledge;

3. Smallholder farm households are assisted to develop sustainable farm businesses

Capacity Development - Extension System Development

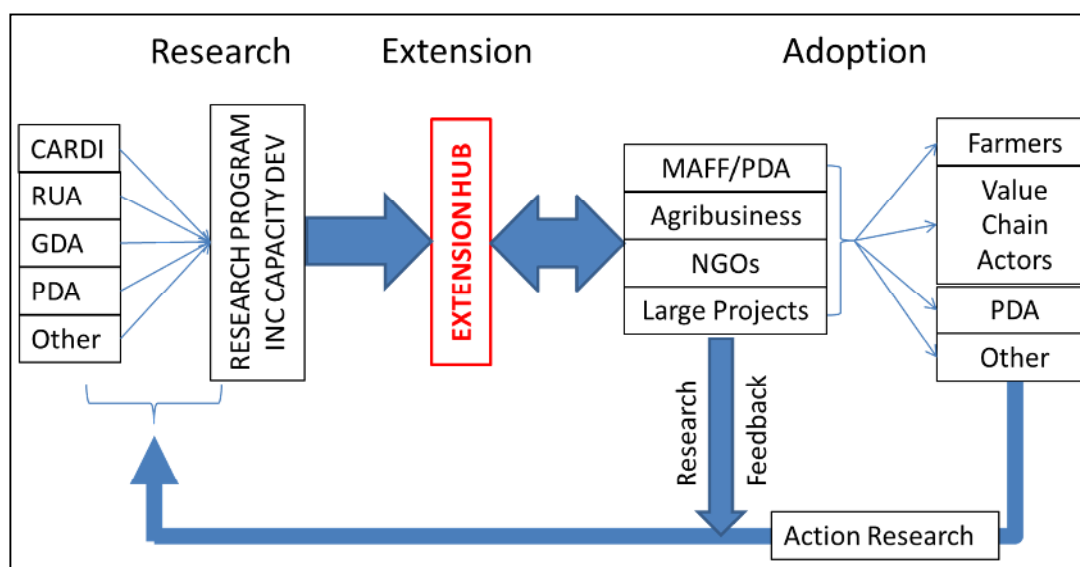
MAFF is currently considering rationalising the GDA extension arrangements. The main drivers for this process are :

- i. Extension offered by multiple Technical Departments
- ii. Duplication of extension technologies and materials by numerous projects, NGOs etc
- iii. The need for improved linkage between research and extension and adoption
- iv. Arrival of private extension providers, mainly through input supply companies
- v. The existence of an active market for extension products with large projects

The COSOP aims to work with MAFF to address these drivers. The outcome of this work will be a more coordinated/aligned outreach system [from research to farmers] that improves efficiency of service delivery, encourages public/private partnerships, and lowers the risk of or enables private investment.

One of the critical linkages that needs improvement occurs after materials have been developed. There exists a need for an Extension Hub (figure below), a system that enables the release of quality assured information to maximum numbers of users.

Figure 1 – Extension hub outline



From an extension delivery point, capacity will need to be developed in the following areas :

1. Extension material production

Current extension materials were developed to serve the Food Security needs of the period, in an environment of limited input availability.

COSOP will work with GDA and other service providers to produce new materials that address more complex, higher input, cropping systems. The materials will :

- i. use a 'recipe-based' package approach, where all subjects (eg soil, nutrition, pest control) for the single crop or livestock enterprise are covered in the one material.
- ii. Be easy to apply, ensuring they are appropriate for extension agents with a wide range of technical skills
- iii. Discuss risk management strategies, including use of new information sources eg. climate forecasting
- iv. Consider those tasks appropriate for women and men farmers

- v. Have a major focus on commercial outcomes. Gross margins will support the materials, so that a farmer can easily see the level of investment required and estimated returns.
- vi. Consider the appropriate application of agricultural inputs to safeguard health, product safety, economic return, and environmental quality

Examples :

- i. Mechanisation
- ii. Commercial vegetable seedling production
- iii. Double rice cropping
- iv. Greenhouse production
- v. Forage/Silage production and storage for cattle fattening
- vi. Pig Artificial Insemination
- vii. Corn (sweet, feed, baby) production
- viii. Drip Irrigation
- ix. Biogas (flexi biogas) for household energy, post-harvest processing and organic fertiliser
- x. Off-season production

The Input Supply companies can be involved with the material preparation, for example in providing fertiliser and pesticide recommendations

2. Commercial delivery of services

To facilitate the change from food security extension system, to commercial extension service, all people involved with the information stream will be taken through the "Farming as a Business" Extension Training Package. This same approach could be offered to other NGO and private service producers.

Comparative Extension Models

In line with MAFF's transition to being an Extension Service Provider, there exists an opportunity to test and learn from a number of extension models.

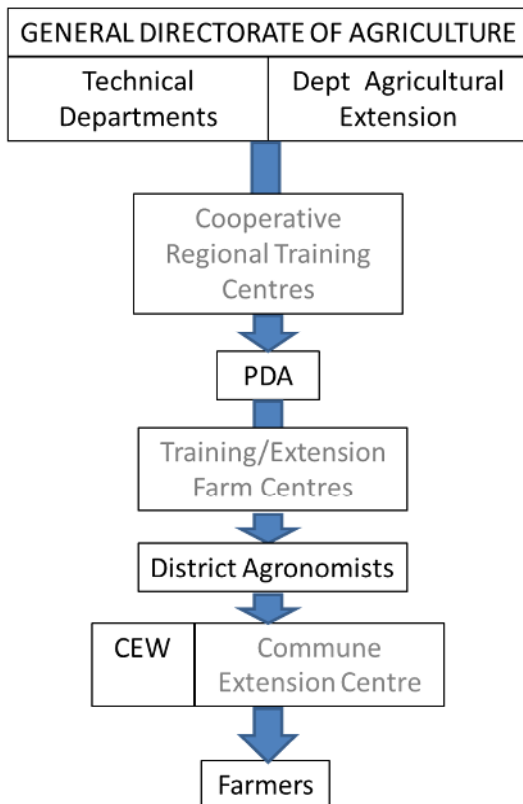
The aim is to develop an extension service that maintains delivery of quality information, while being financially sustainable. Financial sustainability may be gained by entraining a variety of funding sources, including public investment, public-private partnerships, and user-pays.

The models will be rigorously monitored and evaluated for two factors : firstly, for their ability to impart information and raise farming incomes, to large numbers of farming households. Secondly, their cost-effectiveness, based on the funds invested versus the improved value created for the households.

The comparison will be a 'real time' exercise, operating over the whole target area. The models will be actively delivering the Farming as a Business Extension Packages designed in the initial capacity development phase.

Models for final delivery to farmers may be investigated further under the **Innovation Fund**.

Example Model 1: Public Sector Delivery



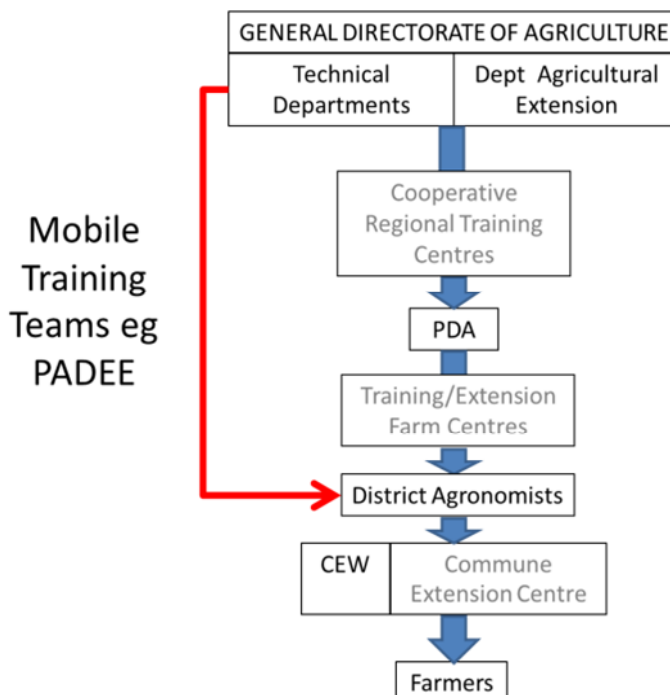
Public Sector Delivery will utilize the existing MAFF structure, including recent additions of training centers at Regional, Provincial, and Commune scales.

The Training Curricula and schedules are arranged by DAE with the Technical Departments.

In a cascading TOT format PDA agriculturalists, including district staff, are trained by the GDA staff in extension methodology and technical skills. Training happens at the Provincial Training Center, and always involves demonstrations, maintained by the trainees.

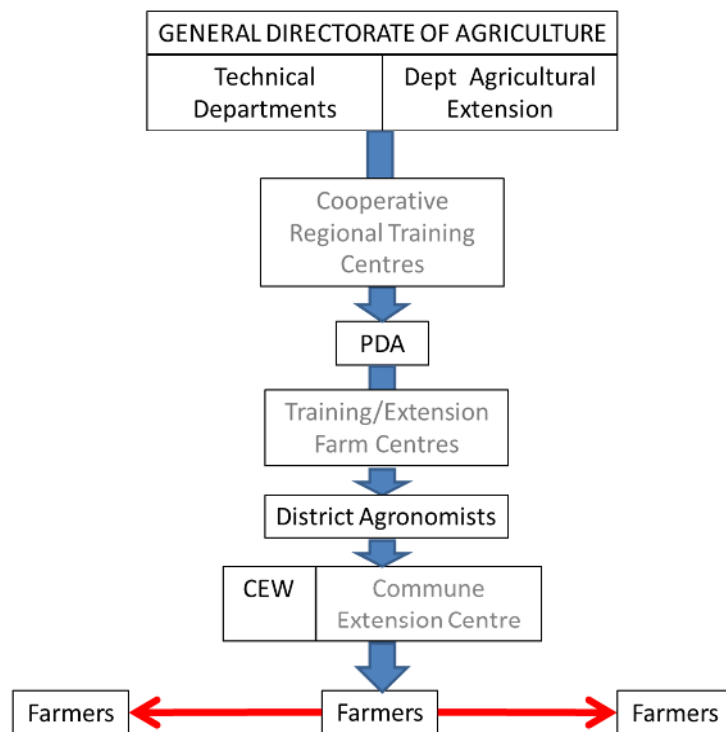
The District Agronomists then place new materials in the Commune Extension Centers and provide training to the Commune Extension Workers, again based on demonstrations. The information then reaches the farmers via the Commune Extension Center, that is regularly visited by the District Agronomist.

Example Model 2 : Mobile Training Team



Mobile Training Teams are being used in the current IFAD PADEE project, as a way to get information quickly down to District level.

Example Model 3 : Farmer to Farmer

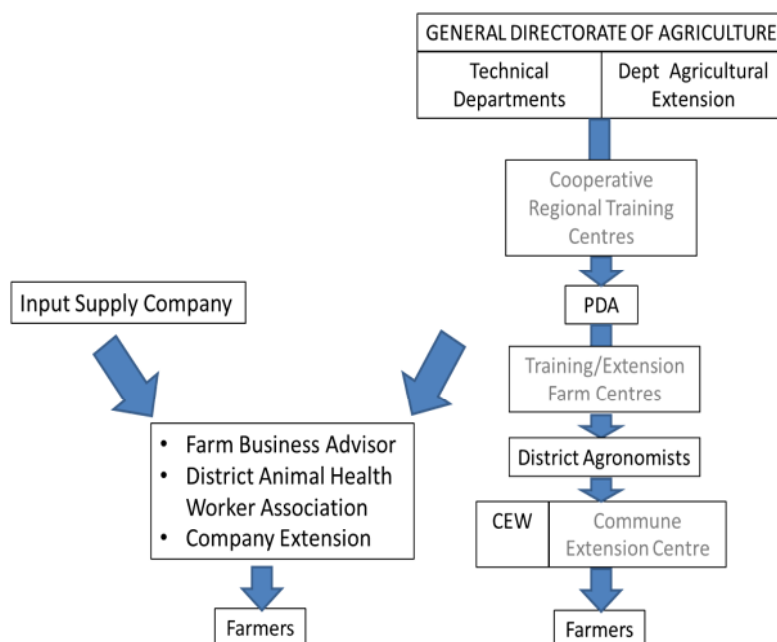


Based on identifying 'Lead Farmers', who are not only excellent producers, but also attract respect as good communicators.

It is expected the Lead Farmer will make more effort to gain information from the Commune Extension Center and District Agronomist. He or she will also be more efficient at implementing the techniques.

Surrounding farmers can learn from the Lead Farmer, by observing, or they may hold some informal information sharing sessions.

Example Model 4 : Public Private Partnerships -Businesses



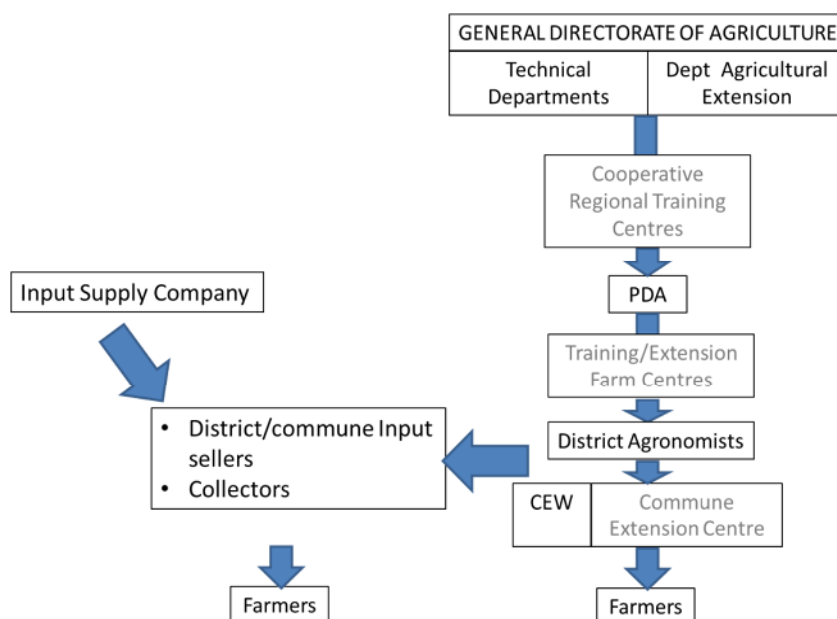
This model seeks to harness the wider resources of the private sector.

There is an existing small, but increasing number of private extension providers in Cambodia. These take the form of single brand companies eg HPC, Dupont, Agrotech Vita, East/ West, multiple input line companies eg Papaya Trading, Lors Thmey Franchise (iDE), and single commodity associations eg the District Animal Health Worker Association.

These extension workers are all supported through the profits of their input selling enterprises. Therefore they may represent a cost-effective delivery method.

The basic extension information is still expected to come from the Public Sector Delivery. However, companies benefit from well-trained staff and so make their own investments.

Example Model 5 : Public Private Partnerships – Value Chain Actors



Traditional input sellers and collectors are also becoming aware of the advantage to their businesses of having better information to share with their clients.

They also have strong vested interests (particularly the collectors) in ensuring good quality produce is produced by more farmers.

Special Packages for Poor farmers with recent access to land eg SLC.

Households that have been moved to Social Land Concessions are generally :

- i. Poorer people, who were previously landless
- ii. Have few other assets, particularly to help with farming
- iii. Have few skills in agriculture
- iv. Were previously farm laborers

In addition, the land they have been granted is often more marginal for agricultural production, and is rough/un-cleared.

A special package will be designed to help these people. The package will also be appropriate to other poorer people, who have land but have good prospects to recover economically.

The package would incorporate *Demonstrations for improved Agricultural Income*, and *"Farming as a Business" Extension Training*.

In addition, these groups will be offered subsidized or 'pay later' capital items, such as drip kits. The most important addition is dedicated help from skilled extension advisors. Again, this will help get early profits for these people and quickly demonstrate the potential for investing their own labour on their land.

Following this concentrated attention for 6-12 months, those with the entrepreneurial spirit should be on their way to making their own enterprise choices.

"Farming as a Business" Extension Training Package

"Farming as a Business" will be a recurring theme throughout ASPIRE.

The goal of Farming as a Business is to effect a profound change in a smallholder's view of their prospects for economic improvement – their farm is a sustainable business. For

this to be successful, the change must permeate through all parts of the information chain.

The essential teaching of "Farming as a Business" will be contained within a curriculum to be developed in the initial part of the program. The curriculum will contain sections on ,

- | | | | |
|------|------------------------|-------|--------------------------|
| i. | Resilient planning | vi. | Return on investment |
| ii. | Marketing | vii. | Working together |
| iii. | Keep and using records | viii. | Cost-saving approaches |
| iv. | Accessing services | ix. | Saving for re-investment |
| v. | Budgeting | | |

Existing materials produced by University of Hue, CAVAC (AusAID), iDE (NGO), and others, may be used as source documents.

Subjects covered under the Farming is a Business area could also be included in University curricula, to give students exposure to the concept.

Demonstrations of Improved Agricultural Income

Widespread use of demonstrations are key to engaging with poorer, risk averse farming households. By experiencing the benefits first hand, and being led by skilled extensionists, adoption will be accelerated.

The demonstrations will be based around higher input/higher output systems. Farmers will see that the use of higher levels of inputs will produce positive returns on investment, if managed well.

All demonstrations will :

- i. Have "Farming as a Business" at their core
- ii. Located on farmer's fields
- iii. Be co-invested by farmers
- iv. Well recorded to ensure gross margins are obtained from each
- v. Consider the market, linkage with collector, post-harvest treatment
- vi. Apply inputs in a safe and economic manner
- vii. Provide a mix of enterprises that both men and women can engage in
- viii. Show the benefit in diversification to provide more resilient, lower risk income streams

Examples of improved technology are :

- i. For vegetables – plastic mulch/trellis, covered seedling production, balanced fertilizers, liming, drip irrigation
- ii. For Rice – appropriate mechanization
- iii. For cassava – cover crops
- iv. For livestock – improved feeding, forage planting, silage

Demonstrations will be some of the first activities to commence, after materials have been prepared.

Resilience and Diversification

A diversified income portfolio, is, by definition, more resistant to shocks (climate, economic, social, market , etc.). The extension materials will be the starting point for incorporating these concepts into the program. Subjects and content will be selected carefully to maximize the opportunities for farmers to choose more resilient enterprise mixes. Diversification will take the form of off-season production, livestock, perennial, high value and staple crops. The rationale and detail of these activities are presented in Annex 3 to this Concept Note.

Annex 2: iRAD – Innovation for Rural and Agricultural Development

Possible geographic area of intervention and target groups

This intervention under ASPIRE will support innovations that serve smallholder farmers, rural enterprises and rural communities in Eastern Cambodia in provinces served by ASPIRE and by the ongoing PADEE project or in product value chains that are supported by AIMS (see Section C on AIMS).

Direct grant support and technical assistance from the project may be provided to organizations, which serve the target groups but do not necessarily have to be physically based in the target provinces themselves.

Justification and rationale

Good ideas come from many different places to tackle some of the most stubborn problems in rural development. The best of these ideas can greatly improve the effectiveness of development efforts but importantly can deliver a step change in the efficiency and costs of doing so, enabling them to deliver impacts at scale. Such innovations may range from new business models for delivery agricultural services, commercialization for smallholders of different production technologies or labour saving equipment, the provision of new financial products to increase access to working capital or manage risk, adaptation to climate change and many more.

Many such promising ideas already exist, both within Cambodia and well as elsewhere, and are at different stages of development but have not yet become mainstream. This facility seeks to systematically identify, rigorously test, refine and then scale up promising innovations that prove they really work.

Example of innovation of potential relevance to Cambodia

Financial services and risk management

- Weather index insurance (West Africa. SWISS RE PPP Viet Nam, SNV Nghe An VN)
- Mobile phone e-payments from traders to smallholders
- Risk sharing facility for SME – already being done by SNEC with Government facility
- How to crack the nut around access to working capital

Agricultural advisory and improved market information and facilitation

- E-information Reuters Market Light (India example) / ESOKO (Africa)
- AVSF Combination of information and vaccination with wholesale operations and extension associations

Adaptation to climate change

- Innovative structural and non-structural adaptation to climate change interventions such as autonomous weather stations and weather forecasting, and technologies proven to be effective in managing climate variability and hazards

Productive infrastructure provision

- Private irrigation schemes
- Private water suppliers / pump operators
- Privately operated livestock collection points/centres

Agriculture service companies

- Soil analysis / profiling for farmers (for specific advice on optimum inputs)
- Land preparation services
- Harvesting and post harvesting support
- Equipment and Input supply Value Chain innovations

Rural Leadership / Entrepreneurship

- Capacity development for rural leadership and rural entrepreneurship
- Curriculum change in vocational and higher education
- Working with interns.... / Low cost access to training

Key Project Objectives

Identify and scale up innovative approaches that deliver large scale agriculture service that are an order of magnitude more effective and cost efficient than existing methods.

Components and activities

The process for identification, rigorous testing, refinement and testing will have 3 distinct stages.

	Stage 1: Proof of concept and testing on limited scale	Stage 2: Testing and refinement at medium scale	Stage 3: Scale-up / mainstream roll-out with limited public sector investment
Grant size (max)	US\$100 000	US\$500 000	20% of total cost, up to \$2m
Share of costs supported (max)	100%	70%	20% with clear exit strategy
Number of innovations supported	12-15	4-6	2-3
Duration (max)	12-24 months	24 months	36 months Based on exit strategy
M&E focus	Preliminary evidence of viability and cost effectiveness benchmarked against other approaches. <ul style="list-style-type: none"> Effectiveness Costs of approach Sustainability Interest/demand/likely uptake rate Possible larger scale delivery arrangements 	Substantial evidence of: <ul style="list-style-type: none"> Impacts Cost effectiveness Implementation arrangements Financing systems for wider roll-out 	Monitoring of scale of roll-out, coverage and uptakes. Assessment of overall impacts

Costs and financing

Major cost items	Quantity	US\$Per grant	Total	% share of total sub-project cost
Grants			9,000,000	
of which				
Proof of concept	15	100,000	1,500,000	100%
Refinement and wider testing	6	500,000	3,000,000	70%
Scale-up	3	1,500,000	4,500,000	20%
M&E & Due diligence	15%	of grant funds	1,350,000	
Management, marketing of facility, brokering	30%	of grant funds	2,700,000	
Total			13,050,000	

Organization and management

The iRAD would be managed as a major component within the ASPIRE programme. Operational arrangements would be similar to a challenge fund with it being critical to ensure independence of management, M&E, due diligence and evaluation processes.

- Dedicated innovation facility manager to administer facility (non-government)
- Independent evaluation committee responsible for initial selection and subsequent review and decision to progress to next stage or exit. Evaluation committee to have balance of private sector, government, academic, development community representation but strong technical skills.
- Specialist M&E / due diligence team able to design and conduct rigorous quantitative and qualitative assessment and impact evaluation
- 2 Windows: (different financing arrangements)
 - "For profit" business models (but which have too high current risk for 100% private finance immediately)
 - "Non-profit" business models, able to be self-financing but where lead applicant for innovation grant will not profit from the success of the innovations (e.g. released as a public good once demonstrated)

Sourcing of promising innovations through limited calls for application combined with targeted marketing of facility to potential applicants. Facility management team will need to actively "scout" to find good ideas / discuss potential innovations with private entities (e.g. businesses, NGOs, academic institutions) and also those with proven innovations from outside Cambodia. "Failure is an option", less than one third of phase one will go on to phase 2 and only half of these may ultimately reach large scale roll-out.

M&E Indicators

Key indicators

1. No. of innovations reaching Stage 1, Stage 2 and Stage 3
2. Total value of impacts resulting from innovations financed
3. Impact per \$ of public finance invested (benchmarked against conventional approaches)

Rigorous and independent M&E especially in phase one and two in order to progress to the next Stage.

Quantitative evaluations are paramount but can be supplemented by qualitative methods during Stage 1 and 2 to understand reasons behind an issues identified.

Risks

- Poor "marketing" of the facility resulting in getting poor ideas in
- Poor due diligence and initial selection
- Poor M&E in phase one and two especially on market uptake potential and sustainability financing aspects

Annex 3: Building Resilience to Climate Change (BRCC)

Context

The projections for climate change impacts in Cambodia include rising temperatures, sea level rise and changing rainfall patterns leading to increased frequency and intensity of droughts and floods. These impacts have significant implications for people and ecosystems, as well as for the institutions and structures that manage poverty reduction, natural resource management and economic development. Poor people in rural areas, who are already struggling to sustain their livelihoods and improve their well-being, face the brunt of climate change impacts. They face reduced availability of water for domestic and productive uses; damage to and loss of crops; reduction in agricultural yields; increased uncertainty in timing of growing seasons; damage to rural infrastructure; declining productivity of fisheries; and changing availability of forest resources. These impacts in turn may lead to decreased income and food security; increased risk of hunger and malnutrition; water scarcity; increased competition over resources; and increased risk of vector-borne disease, among other effects.

To respond to these realities, IFAD has identified resilience and adaptive capacity building as a central theme in the COSOP program for 2013 to 2018. The BRCCIC project will make a significant contribution to this theme, with actions targeted to building resilience of poor people in COSOP target areas, while at the same time increasing the knowledge base on effective processes and strategies for doing so.

The Adaptation for Smallholder Agriculture Program

The Adaptation for Smallholder Agriculture Program (ASAP) aims to help IFAD help 8 million people who are living in poor smallholder farming communities become more resilient to climate change. ASAP will invest in a range of actions that help reduce smallholder vulnerability to climate change, while improving their livelihoods, economic options and the resilience of the ecosystems they depend upon. ASAP is a new direct entry point in IFAD to channel earmarked climate and environmental finance to smallholder farmers. An important element of ASAP will be a knowledge management programme that will develop and share climate adaptation lessons and tools across IFAD's programmes and with key external partners. Based on a thorough monitoring and evaluation system, this is expected to demonstrate the value of investing climate finance in smallholders to the Green Climate Fund and other climate initiatives. This is central to IFAD's 2010 Climate Change Strategy and its new Environment and Natural Resource Management Policy.

The ASAP program has five expected outcomes:

1. Improved land management and gender-sensitive climate resilient agricultural practices and technologies
2. Increased availability of water and efficiency of water use for smallholder agriculture production and processing
3. Increased human capacity to manage short- and long-term climate risks and reduce losses from weather-related disasters
4. Rural infrastructure made climate-resilient
5. Knowledge on Climate Smart Smallholder Agriculture documented and disseminated

BRCCIC Project Outcomes

The proposed project will contribute to the COSOP Strategic Objective: increased resilience and adaptive capacity of rural poor women and men in the program area to climate change and other shocks and stresses.

The project has four expected outcomes:

1. Rural poor women and men are empowered with information, knowledge and networks for informed decision-making.
2. Rural poor women and men have increased access to climate-resilient agricultural inputs, technologies and extension services.
3. Institutions and services in project target area have strengthened capacity to support climate-resilient rural development.
4. Effective processes and adaptation practices documented and disseminated within Cambodia and beyond.

The BRCCIC project directly contributes to three of the ASAP outcomes:

- Outcome 1: Improved land management and gender-sensitive climate resilient agricultural practices and technologies
- Outcome 3: Increased human capacity to manage short- and long-term climate risks and reduce losses from weather-related disasters
- Outcome 5: Knowledge on Climate Smart Smallholder Agriculture documented and disseminated

Project Activities and Indicators

Potential activities and indicators for each of the expected outcomes are described below. Specific activities and indicators will be planned based on the particular needs of the targeted communities, in consultation with community members and local stakeholders.

Outcome 1: Rural poor women and men are empowered with information, knowledge and networks for informed decision-making.

Informed decision-making is a vital element of adaptive capacity. For farmers to be able to anticipate and plan for climate-related shocks and stresses, particularly those that are becoming increasingly frequent and intense, they must have access to the best available climate information, including longer-term projections, seasonal forecasts and early warnings for extreme events. To effectively use this information, they must develop knowledge of appropriate adaptation strategies to improve their livelihoods while managing risks. Social networks and access to information and service providers are essential enablers for informed decision-making. This outcome creates an enabling environment for actions in the other outcome areas.

Potential activities to achieve this outcome include:

- Participatory and gender-sensitive analysis of climate change vulnerability and adaptive capacity in program target communities
- Participatory scenario development processes to analyze longer-term climate scenarios and implications for livelihoods and adaptation
- Autonomous weather stations and facilitating access for farmers to seasonal forecasts and early warning systems, using community-based communication methods
- Risk analysis and management training for individual farmers and community-based organizations
- Establishing linkages between local organizations and institutions generating and communicating climate information
- Testing and demonstration of adaptation strategies, including both on-farm activities and off-farm activities

Indicators for this outcome could include:

- # of people (women/men) reporting improved and timely access to climate information, including early warnings, seasonal forecasts and climate scenarios
- # of people (women/men) using climate information in livelihood decision-making

- # of local governments who have completed participatory scenario development processes
- # of people (women/men) who are aware of successful adaptation strategies for specific climate impacts

Outcome 2: Rural poor women and men have increased access to climate-resilient agricultural inputs, technologies and extension services.

Efforts to support agricultural development, including those by IFAD within the current COSOP, often focus on providing farmers with access to agricultural inputs, technologies and extension services. In order to build resilience, these inputs, technologies and services must support farmers in adapting to a changing climate. This implies access to inputs that are adapted to changing climatic conditions, technologies that help farmers to manage risks and extension services that build farmer knowledge and support good decision-making for adaptation. This outcome focuses on facilitating this access for poor smallholder farmers, both women and men.

Activities that could contribute to the achievement of this outcome include:

- Creating channels for farmers to access seeds that are adapted to changing temperatures and extremes in water availability
- Supporting farmers in diversifying their livelihoods, both within agriculture and to non-land-based activities
- Promotion of technologies to manage climate variability and hazards, such as alternative cropping cycles, system of rice intensification (SRI) (MoE, MEF & UNDP, 2011), agro-silvopastoral systems and conservation agriculture techniques
- Developing linkages between community-based organizations and government extension workers such as agricultural extension workers, fisheries officers and animal health officers
- Facilitating access to financial services that support farmers in managing seasonal cycles and crises (microfinance, micro-insurance, etc.)

Indicators for this outcome could include:

- # of (male/female) farmers who report a positive yield change
- # of (male/female) farmers adopting heat-, drought-, flood- or salt tolerant crop varieties
- # of people (women/men) engaged in new, non-land-based livelihood activities
- # of hectares of land improved through diversified and resilient production methods
- # of people (women/men) who report improved access to services (disaggregated by type of service)

Outcome 3: Institutions and services in project target area have strengthened capacity to support climate-resilient rural development.

It is not only farmers that need to adapt to a changing climate. The institutions and services that are in place to support communities must also modify their approaches and become more flexible in order to be effective. This intervention area focuses on strengthening capacity of these institutions and services to support communities in their efforts to build resilient livelihoods.

Activities under this outcome may include:

- Working with microfinance institutions to increase the range of options available for communities to manage variability and crises
- Supporting Commune, District and Provincial Councils in integrating climate change considerations into local development planning

- Building capacity of agricultural extension workers, fisheries officers and animal health officers on climate change impacts and appropriate adaptation strategies
- Working with local water management institutions to ensure that future climate projections are integrated into planning and implementation of water management plans and infrastructure
- Capacity development for district- and commune-level disaster management committees, in particular to establish/strengthen early warning systems
- Creating dialogue between farmers and government/civil society institutions to ensure that services are accessible and responsive to the needs and priorities of the most vulnerable people

Indicators for this outcome could include:

- # of climate risk management or DRR plans developed at community level
- # of Communes and Districts developing and implementing disaster risk reduction strategies for extreme weather events
- Perceived change in disaster response capacity, in target villages, assessed by disaster planners
- # of Commune, District and Provincial Councils trained in integrating climate and risk mitigation in planning
- # of local officials and institutions with increased capacity on climate change adaptation and risk management

Outcome 4: Effective processes and adaptation practices documented and disseminated within Cambodia and beyond.

In order to scale up effective processes for building resilience, as well as successful adaptation practices, there is a need for improved knowledge sharing among different actors working in agriculture and natural resource management. The knowledge gained through the BRCCIC project will be documented in ways that are useful for other practitioners as well as for policymakers, and disseminated in relevant networks and events.

Activities under this outcome may include:

- Documenting effective processes for engaging local stakeholders in building resilience and adaptive capacity (e.g. participatory scenario development, processes for integrating climate change into local planning) and technologies that have been successful in building resilience, particularly for vulnerable groups
- Developing policy briefs that highlight issues important for resilience of smallholder farmers
- Documenting successful adaptation practices
- Disseminating project knowledge through national and international networks, conferences and web-based and social media

Indicators for this outcome could include:

- # of national policy planning processes (e.g.. poverty reduction strategies, agricultural policies, climate change policies, disaster management policies, gender mainstreaming policies etc.) to which project activities have contributed
 - # of government departments engaged in dialogue with project stakeholders
 - # of knowledge products created by the BRCCIC project
- # of potential users reached through dissemination of knowledge products

Annex 4: SNEC Small Grant Proposal

A. Geographic Area and Target Group

The grant funded proposal will be integrated to the ASPIRE programme. This project will focus on developing the capacity of the Supreme National Economic Council's (SNEC) Secretariat in Agriculture and Rural Development (ARD) policy-analysis. The strategic approach of the project is to follow a 'thematic based' capacity development process, i.e. at least three relevant policy themes are selected and capacity development activities will follow a full cycle from analytical work to stakeholder consultations, publication and dissemination of findings. Capacity development will therefore consist mostly of on-the-job training and mentoring of SNEC technical staff combined with support for policy dialogue initiatives and knowledge publication and dissemination. The project approach includes some flexibility in the selection of themes (see more details below) in order to adapt to a changing policy environment and to support SNEC's response capacity.

In addition, the project will strategically establish a bridge between IFAD's operations in Cambodia and policy-making through facilitating access to ARD lessons from IFAD projects and generally from IFAD's international knowledge networks. Finally, the project approach also seeks to leverage the wealth of analytical work conducted in Cambodia, which is often not used to its full potential because of lack of a policy dimension and/or ownership by Government. In this regard, the policy work conducted under this Grant project will seek to take advantage of such existing analytical work and use it for the production of relevant policy documents in adequate formats (for example policy briefs) to facilitate dialogue and dissemination internally in Government spheres and externally to other stakeholders.

The primary target group of the project is SNEC technical staff and managers, as well as indirectly other ARD policy-makers and stakeholders. The ultimate target group is Cambodia's rural poor who are expected to benefit from improved policies.

Regarding SNEC technical staff, the project will mainly benefit young professionals, but also senior staff. Once a policy theme is selected the study will be implemented by a small team from SNEC consisting of two young professional staff (selected given their qualifications and commitment) assigned as joint team leaders and a senior SNEC researcher that will mentor and supervise the process. The team leaders will then choose national and international sources of expertise to provide methodological guidance and oversight as required to support the implementation of the policy studies.

B. Justification and Rationale

It is recognized that sustaining economic growth and reducing rural poverty levels requires setting and implementing technically sound agriculture and rural development (ARD) policies. Improved policy-making is particularly important as the country is facing the challenge of transition from subsistence to a more commercially-oriented agriculture sector. Moreover, this is expected to take place in the context of an overall vulnerable agrarian production system, especially sensitive to climate change.

The project will contribute to the development of the technical capacity of SNEC. SNEC is managed by a Council, which is supported by a Secretariat. The Secretariat includes four main thematic divisions: (i) economic policy/management (macroeconomic, monetary and fiscal policy), (ii) sector policy (agriculture, commerce, energy, financial markets, education, healthcare, labour, and social security/protection/safety nets), (iii) economic governance (administration, judiciary and land management) and (iv) administration and finance.

Since its creation in 2001, SNEC's organizational structure as a think-tank has evolved and now comprises more than a hundred officials including SNEC members, research assistants and secretariat staff. The structure seeks to provide a balance between a politics and policy-making. As such, while SNEC includes the key policymakers in government, its policy advice is expected to be based on a rigorous analysis of issues provided by the SNEC Secretariat. The SNEC council and its managers have direct access to the top government officials and in particular the PM. The final recommendations to the PM are therefore based on political considerations and analysis of different policy options which are assessed through evidence-based studies conducted by the secretariat.

Given the need for flexibility and constant demands for policy analysis, the SNEC Secretariat has evolved into a core set of staff comprising 10 – 15 permanent staff assigned to SNEC, 4 – 6 part time staff who work in the various ministries and agencies of the government and are regularly tapped by SNEC for performing core functions and a pool of supplementary staff who are mobilized from time to time to meet specific research requirements.

SNEC plays a key role in preparing policy decisions in the country. Its inter-sector remit and direct link to the Office of the Prime Minister places it in a unique position to coordinate a complex set of policies and agencies that affect the national economy. In the case of the rural sector, this encompasses the following Ministries: Agriculture, Forestry and Fisheries; Water Resources and Meteorology; Interior; Rural Development; Women Affairs, and; Environment.

There is scope to leverage lessons from project experience and incorporate them in policy formulation, this is particularly significant in projects funded by the Government and IFAD. As indicated by the scaling up case study conducted in 2011, such lessons have neither been sufficiently documented nor put into use, with the noticeable exception of adaptation and scaling up efforts within IFAD's own programmes. Learning from practice on a larger scale and applying these lessons requires an institutional anchor with a policy making focus as well as an institutional supporting structure capable of distilling such lessons. By the nature of its mandate and the history of its contributions, SNEC offers such conditions.

C. Key Project Objectives and Outcomes

The main expected goal of this grant is to contribute to the improvement of Cambodia's rural development policy formulation process, namely towards becoming more pro-poor and evidence-based.

The project has three main objectives:

- (i) Capacity of SNEC staff is strengthened with higher technical knowledge and diversification of analytical tools for production of quality policy documents.
- (ii) SNEC-facilitated policy-making processes opened to a broader range of stakeholders and characterized by higher level of stakeholder participation.
- (iii) IFAD experiences in the country are reflected in national policies.

D. Ownership, Harmonisation and Alignment

In the case of Cambodia, evidence-based policy-making has been made possible since the late 1990s mainly due to the availability of socio-economic data. While this has benefited the ARD policy formulation process¹⁴ there is still much room for improvement in policy quality and consistency, including coordination of donor efforts. In particular , the Royal Government of Cambodia (RGC) is currently engaged in preparing a new

¹⁴ See for example "Policy coherence for agriculture and rural development", 2011, Global Donor Platform for Rural Development

National Strategic Development Plan (NSDP) under the responsibility of the Ministry of Planning. An important part of the new NSDP is the updated Rectangular Strategy, which will be implemented under the leadership of SNEC. This new Rectangular Strategy will encompass several strategies and policy documents including the Rice Export Policy, the Strategy for Agriculture and Water and Climate Change papers. Finally, SNEC will also be leading the process of preparation of Vision 2030.

In order to promote national ownership and contribute to the quality of such policies, it would be necessary to enhance the capability of SNEC to deliver on this critical agenda. IFAD Management is committed to scale-up the outreach and impact of IFAD investments. This implies an increased attention being paid to evidence-based policy dialogue and knowledge management, and to identify ways and means by which successful innovations can be scaled up and replicated through national policies, institutions and programmes. IFAD is currently launching the design of its new country assistance strategy for the period 2013-2018. This is a unique opportunity to take stock of the achievements and reflect on available options for future progress in line with Government's priorities and IFAD's mandate.

Since 2001, considerable resources have been invested in building up the analytical capability of the SNEC Secretariat. Through a series of Technical Assistance (TA) initiatives financed by ADB and support provided by other multilateral institutions including WB and UNDP, SNEC has been able to develop basic capacity to conduct policy research. However this level of expertise is not adequate for SNEC to respond to emerging challenges. In particular, SNEC has received very little support in terms of capacity development for agriculture and rural development (ARD) policy analysis. The direct support received is mainly in the field of macro-economic analytics (such as the ADB TA), and the support related to ARD has been mostly ad-hoc and in the form of specific studies (for example the background study for the rice export policy document). To a great extent, however, such outsourced studies (and often directly implemented by the donors) offer but limited results in terms of longer term capacity development of SNEC's ARD policy analysis capabilities.

E. Components and Activities

Project activities have been grouped under two main components:

Component 1 – Applied capacity building

Under this component, the project will support an applied capacity building program for SNEC staff that will focus on at least three selected themes that are perceived as being of high relevance for ARD policy-making in Cambodia. The themes will be selected from the following:

- (i) Agribusiness /SME development;
- (ii) Rural finance and insurance products;
- (iii) Labour migration and skilled development;
- (iv) Mechanization and rural technology;
- (v) Territorial development and micro-regions typology;
- (vi) Public and private extension models;
- (vii) Sub-sector competitiveness;
- (viii) Farmers' associations and contract farming; and
- (ix) Nutrition.

The flexibility in selection of themes is an essential part of the project to ensure policy relevance and improved response capacity by SNEC. For each selected topic, the project will finance the costs associated with implementation of the policy studies for a minimum of three. While a minimum number of studies is financed by the project there is scope for more policy work being conducted with the available financing, namely in producing policy briefs based on existing studies and analysis.

The component will finance the cost of at least three workshops/trainings in Cambodia on analytical methodologies for policy work. These will be selected mainly as a result of the policy themes and will involve using international expertise when certain policy tools are not available in Cambodia. Examples of policy tools and associated potential capacity building institutions include:

- Policy Analysis Matrix (IFPRI)
- Micro-regions typology (IFPRI)
- Development Domain Map
- MAFAP Price Incentive and Disincentives (FAO)
- Producer Support Estimates (OECD/FAO)
- Value Chain Analysis
- Agricultural taxation
- Agricultural trade policy

For each policy study, the project will finance under this component: (i) staff incentives for SNEC staff to enable them to be assigned to the study implementation team and fully involved in the policy work, (ii) national and international consultants as required for providing on-the-job training, technical oversight, mentoring and support, as well as conduct some specific analysis if required, (iii) logistical support for implementing south-south cooperation agreements in support of technical exchanges and collaborations on implementation of the studies, (iv) travel costs associated to implementation of the studies, (v) a limited amount of supplies and office equipment for SNEC and (vi) operating costs associated with managing the grant, monitoring progress and reporting.

Component 2 – Improved policy-dialogue and communication

The component will finance all the policy dialogue and communication support activities of the project. It will finance the organization of seminars and workshops involving a range of stakeholders both from Government and external for discussion of study drafts, validation of assumptions and policy conclusions, as well as peer reviews for improving the quality of the policy studies. This component will finance costs of workshops to set up a broad-based and open policy making process involving a policy network of institutions and agencies under the leadership of SNEC;

It will also finance the final publication costs of the studies and their dissemination to a broader range of stakeholders. Under this component the project will also finance the set up costs of a webpage for web-publishing and dissemination of SNEC policy documents and studies, as well as other relevant information.

F. Costs and Financing

The overall budget for the Project is tentatively as per the table below. Total cost is of US\$ 500,000 and this will be financed 100 percent by IFAD.

Category of Expenditure	Amount (in US\$)	Year 1	Year 2	Year 3
I. Workshops	45,000	15,000	15,000	15,000
II. National Consultancies and staff incentives	156,000	52,000	52,000	52,000
III. International Consultancies	150,000	50,000	50,000	50,000
IV. Goods and services	23,000	13,000	5,000	5,000
V. South-South Cooperation	60,000	20,000	20,000	20,000
VI. Operating costs	66,000	22,000	22,000	22,000
Total	500,000	172,000	164,000	164,000

G. Organisation and Management

The project will be implemented by SNEC. The grant manager will be a senior official from SNEC, who will be responsible for leadership, supervision, use of funds and reporting to IFAD. The grant manager will identify 10 to 15 young professionals within SNEC and also the associated supervising senior staff that will be assigned to teams responsible for implementation of the studies and workshops.

In addition, the grant manager will be responsible for contracting the services for establishment of the web page and other procurement as needed to implement the project activities.

H. Monitoring and Evaluation Indicators

The project will be an integral part of the ongoing cooperation between IFAD and SNEC that has already resulted in four thematic seminars held in September 2012 on the topics of : (i) chronic poverty, (ii) linking farmers to markets, (iii) climate change adaptation and (iv) programme based approach to implementation. The seminars were attended by a range of stakeholders from Government, civil society organizations and donors.

The project will contribute to create new knowledge on important rural development policy topics, which will benefit the policy-making process and also feed into IFAD's programme in the country. In addition, the project will provide an opportunity to leverage successful IFAD initiatives in Cambodia and support scaling-up through a stronger linkage of IFAD's programme with the policy process.

The key evaluation indicator for the project is that at least three major policy studies and associated publications will be produced by SNEC, discussed with stakeholders and disseminated. This is reflected in the COSOP Results Management Framework and contributes directly to the achievement of SO3.

The following output indicators are also expected to result from the project activities:

- A minimum of 10 SNEC staff trained in new ARD policy analytical tools;
- At least three training workshops on analytical methods for policy-making in ARD implemented successfully;
- At least three policy briefs produced (based on existing studies and analytical work), discussed with stakeholders and disseminated. ;
- A broad-based and open policy making process involving a policy network of institutions and agencies is established under the leadership of SNEC;
- Website set up and maintained adequately

I. Risks

The key risks in achieving the project's objectives relate to the overall COSOP risks on SO3, namely that despite ownership and commitment by RGC, there may be difficulties in pushing policy reforms because of institutional capacity constraints, including policies that may include scaling-up of innovations from IFAD projects. Moreover, staff rotation and incentive structures in the public administration mean that it is not always easy to increase capacity of institutions such as SNEC and retain the technical know-how. To seek to mitigate such risks, IFAD has already involved SNEC during the COSOP formulation process and the project also includes measures to try to have clear leadership for these activities within SNEC as well as clearly defined technical staff which will be trained on-the-job.

J. Timing

The project is intended to start in 2013 or 2014 depending on RGC and SNEC readiness.

C. Priority Project Proposal for the second financing cycle (2016-18):

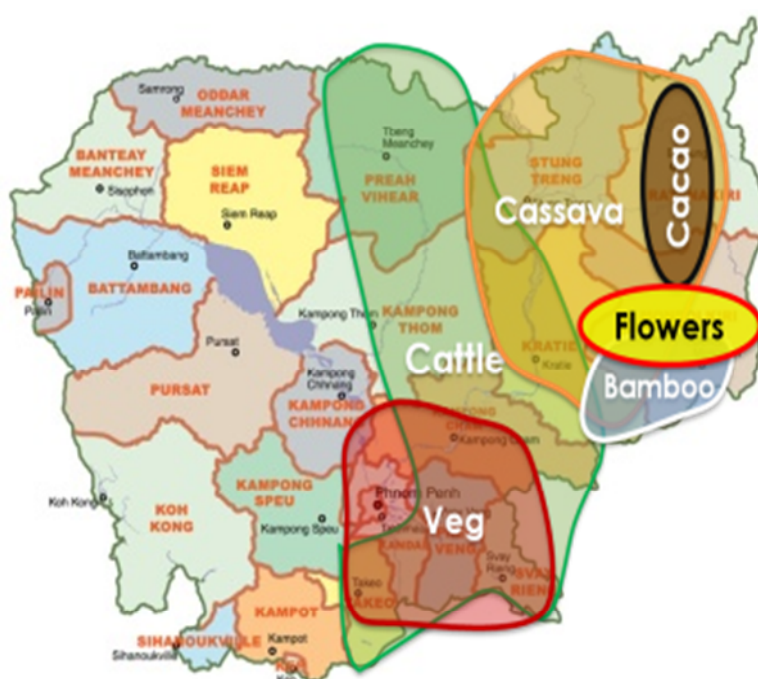
Accelerating Inclusive Markets for Smallholders Project (AIMS)

A. Geographic Area and Target Group

The geographical focus for the project will be primarily determined based on the selected value chains being targeted. Target groups will therefore be based on participation in the priority value chains and the voluntary interest of participants to collaborate in project activities. The selection of priority value chains is therefore a critical element of the project targeting mechanism.

However, to build on recent and ongoing IFAD-supported investments in other projects and enable more efficient coordination and programme management, the project will focus on value chains within the 11 eastern most provinces of Cambodia – broadly co-located with other projects under COCOP - as illustrated.

Figure 1 – Illustrative value chain-based project areas



Through a targeting process of 1) careful screening and selection of priority product climate resilient value chains, and 2) choice of intervention strategies that increase the impact on smallholders, especially active but poor farmers (e.g. by promotion of production systems relevant to their resources), the project will focus on a small, well-chosen portfolio of product value chains that:

- Have confirmed market demand and interest from buyers
- Provide opportunities for producers with different production resources (crop land, labour, investment capital) e.g.:
 - Households with some suitable to larger land holding and less labour per ha – e.g. Preah Vihear lowland agro-ecological conditions with some distance from market hubs
 - Small land holding but higher labour per ha – Svey Rieng / Prey Veng lowland conditions closer to market hubs
 - Upland production systems with larger land holding of upland production land

- Rural households with limited crop land but scope for livestock etc.
- Are more resilient to weather fluctuations and can be safeguarded from extreme climatic events
- Based on actual comparative advantage and competitive potential for smallholder producers of the specific product in the specific location
- Must provide genuine opportunities for increased net incomes to producers compared to other available uses for the labour/money/land
- Where there are specific and feasible intervention strategies available to further develop the value chain for the benefit of smallholders

At household level, the main target groups will therefore be smallholder farmers, including productive poor farmers, participating in the selected priority value chains or wanting to do so. Other actors in the priority value chains may also be direct or indirect beneficiaries, dependent on the specific intervention strategies chosen for each of the value chains.

At the community level, the individual value chain intervention strategies are expected to identify appropriate “pocket areas” for more intensive engagement to build credible raw material supply clusters in order to facilitate increased buyer interest in the area. Targeting of communities in pocket areas will be based on considerations of potential for smallholders, including the productive poor, to profitably engage in the particular value chain and the suitability of the particular product /production systems to local conditions, including considerations of resilience.

Within these target communities in “pocket areas”, the wider community will also benefit from the investments in increasing climate resilience of agriculture in general within their community, not only for the specific product value chain being targeted.

B. Justification and Rationale

Cambodia’s strategic location in the heart of mainland South East Asia creates significant market opportunities for smallholder producers to serve domestic, SE Asian as well as wider export demand. Not only do the growing economies in the large urban centres of central Thailand and southern Viet Nam create strong demand in their own right, both countries are established agricultural export hubs linked to global supply chains, facilitating further opportunities for Cambodia producers and agri-business to link to these established global supply chains. An illustrative list of current possible market opportunities known to the mission team is included in Annex 1 to this proposal.

A large majority of Cambodian smallholders are already linked to markets, either local or export, into which they sell part of their production. There are current and credible opportunities to significantly raise incomes of market-oriented smallholders by improving and expanding existing value chains for profitable agricultural products as well as through on-farm production gains to respond to market demand. However, given the relatively small land holdings of many farmers, there is also a need to support smallholder diversification into higher value production if agriculture is to make a significant contribution to poverty reduction and broader rural growth.

Market opportunities vary from place to place as well as between farmers depending on their production resources (e.g. land, labour, money). Consequently this project must foster the development of a carefully chosen portfolio of product value chains that provide opportunities for different types of farmers in different locations.

Similarly the opportunities and bottlenecks in particular product value chains also vary between product and location and will change over time. Hence intervention strategies will need to be tailored to respond to the specific local opportunities and constraints in each of the product value chains.

The project will compliment other investments within the IFAD portfolio by building on the planned extension programme (ASPIRE), complimenting the major investment in rice farming systems under PADEE and other investments in smallholder production improvements and access to finance under RULIP. AIMS will add value to these other investments by fostering further diversification into higher value products for those producers for whom rice production alone does not provide sufficient opportunities for household income growth.

The proposed project approach will therefore be based on the following principles:

- Focus on clearly identified market demand, where there is confirmed interest from buyers
- Only products which represent genuine opportunity for smallholder farmers, including productive poor farmers, to significantly increase their net farming incomes, allowing for likely increased risks
- Assess opportunities and bottlenecks across whole value chain (to end market if regional or point of export) but focus interventions on critical bottlenecks likely to achieve system changes and so give biggest improvements (“80:20 rule”)
- Flexibility within project delivery and work plans to give project managers the scope to respond to changing market conditions, opportunities and constraints in a timely manner, including responding to local tactical opportunities to progress each value chain within a clear overall value chain development plan
- Multi-disciplinary project team, drawing on external service providers for specialist activities and knowledge as necessary, with clear roles for both national and sub-national levels
- Strong focus on timely and robust management information and M&E to enable active management for results and rapidly changing context
- Recognize that these are largely new and unfamiliar approaches to some likely government partner teams and build-in sufficient technical assistance to build genuine capacity that will remain beyond the project.

C. Key Project Objectives and Outcomes

The main objectives of the project are:

Household level:	Significantly increase sustainable farming profits for poor and near poor smallholders through growth of inclusive agricultural markets.
Community level:	Increase the resilience of households and communities’ awareness to climate risks and to greater market engagement.
Value chain level:	Significantly increase the scale and efficiency of the value chains for up to 8 higher value agricultural products
Institutional level:	Substantially increase the capacity of government agencies at national and sub-national level to lead the design and delivery of evidence-based inclusive and resilient agricultural market development investment programmes, and Increase the capacity of private and non-governmental services providers to deliver good quality, cost effective services in support of these programmes.

D. Ownership, Harmonisation and Alignment

The project objectives are strongly aligned with the RGC priorities for accelerating diversification of agriculture into higher value market oriented agriculture and poverty reduction in rural areas. The approach is also closely aligned to the emerging good practice of evidence-based commodity specific development strategies and actions plans, demonstrated in the rice export policy and the various initiatives under the “Integrated Framework” / TRADE SWAp programme and Trade Development Support Programme.

The project is also consistent with the National Adaptation Programme of Action (NAPA) as it promotes climate resilient value chains and supporting infrastructure.

E. Components and Activities

The project will be organised around 4 major components as illustrated below:

Component 1: Value chain upgrading is the lead entry point and driving force for impact for the entire project and will design and deliver specific action plans to catalyze systemic changes to drive growth in up to 8 higher value product value chains.

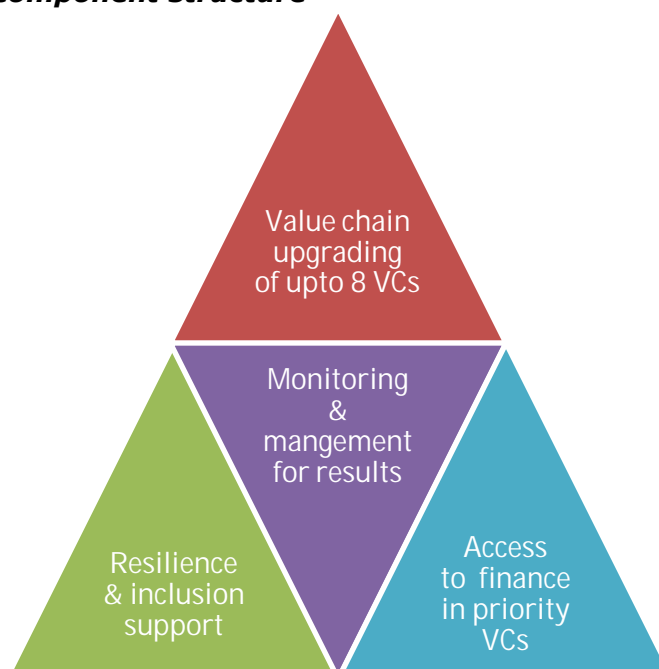
Component 2: Resilience and inclusion Support will support Component 1 by working within the target communities linked to each value chain identified under Component 1 and focus on 2 areas:

a) deliver more intensive and targeted investment (in both hardware and software) to poorer but potentially productive smallholders to increase the inclusiveness of the value chain growth catalyzed under Component 1,

b) at the community level, provide support to increase the resilience of agricultural livelihoods in the community by identifying and addressing the major potential risks from climate related issues and supporting investment in productive infrastructure to increase climate resilience of farming livelihoods.

Component 3: Access to finance in priority value chains will support Component 1 by more directly addressing this major bottleneck to facilitate greater private investment in the priority value chains – whether from smallholder farmers or agri-businesses. The component will focus on understanding and addressing the major constraints to private investment in the priority value chains through a range of activities, but is expected to have a particular focus on understanding the role of risk in restricting investment and how to tackle this – both for small holders and enterprises.

Component 4: Monitoring and management for results would be led by a multi-disciplinary team drawn from the lead government agencies (with sustained technical assistance) that would drive project delivery of results. There would be a strong focus on management information and monitoring of progress and actual changes in the priority value chains as the basis for action planning and resource allocation processes.

Figure 2: AIMS component structure

A list of expected activities and investments under each component is shown in Annex 2.

F. Costs and Financing

It is expected that the project will be designed and implemented in two phases and funded over two IFAD financing cycles. Preliminary estimated costs by component over both financing cycles are shown below.

Table 1: Tentative project costs (in US Dollars)

Value chain upgrading	14,000,000
Resilience & Inclusion	12,000,000
Access to finance in priority VCs	4,000,000
Monitoring & management for results	15,000,000
Total	50,000,000

Note: This assumes 8 target value chains and 200 target value chain communities

Table 2: Tentative project financing structure

Financier	US\$ million	%
IFAD	25	50%
RGC	10	20%
Other	15	30%
Total	50	100.00%

G. Organisation and Management

The project will need to address a range of bottlenecks along the various priority value chains and so will need the active involvement of specific departments/units from several Ministries and Departments at both the national and sub-national level.

Overall project leadership

Given the inter-departmental nature of the scope of intervention strategies, overall responsibility for project leadership and delivery will need to be with a body that can effectively ensure strong inter-agency collaboration, both between ministries/departments at the national level and between sub-national and national levels.

Potential coordinating lead agencies include MEF and SNEC among others. It is noted that the recently approved rice value chain project financed by AFD is being led by SNEC, as the rice sector strategy and action plan requires coordinated action across a wide range of areas from access to finance, trade, logistics/infrastructure investment as well as production and agricultural aspects. The trade-related "Integrated Framework" and associated Trade Development Support Project (World Bank supported) and Trade SWAp, led by Ministry of Commerce, also has aspects of multi-agency coordinated implementation around sector specific development strategies, some of which for agricultural commodities.

Roles and responsibilities

Project management unit

- Team seconded from relevant departments within different ministries, likely to include:
 - Ministry of commerce – various departments
 - Ministry of agriculture, forestry and fisheries – various departments
 - Ministry of Environment – Climate Change Department
- Additional input are likely to be needed from time to time from other agencies, such as the
 - Cambodia Standards Institute (Ministry of Industry, Mines and Energy)
- Operating as a single team under a single project director/manager
- Overall project coordination, including lead responsibility for each value chain
- Leads initial value chain assessments, selection and intervention strategy design and regular updating
- Build internal capacity to design and deliver pro-poor market development activities
- Manage relationships with larger private sector value chain partners, external service providers, and project partners (including challenge fund manager)
- Leads M&E
- Financial management
- Supported by intensive technical assistance for first 4 years, reducing in final years subject to capacity being established

Provincial Administration and Provincial line agencies

- Participate in initial value chain assessments, selection and intervention strategy design and regular updating
- Coordination of investment promotion /facilitation to SMEs and cooperatives in priority VCs relevant to their particular province
- Lead relationship with local private sector value chain partners
- Identification of emerging local tactical opportunities and responses
- Coordination of result based extension delivery – with private and public extension service providers supported under the ASPIRE programme on extension development.

- Coordination of local delivery of activities under Component 2: Resilience and Inclusion support
- M&E at local level

External service providers used as required

- Market/value chain assessment
 - E.g. RUA / Battambang Universities – with agri-business teams/expertise (project to support capacity development and mentoring of these teams)
 - Project will also deliberately build capacity of these local service providers to do this work well to ensure institutional capacity in this area is more sustainable
- Business / financial advisory to SMEs/co-operatives
- Bank partners on access to finance issues in targeted value chains
- Specialist external experts on specific technologies/issues contracted in as required e.g.
 - SPS issues, e.g. assistance in negotiating commercially optimal SPS protocols for selected fruits into target export markets
 - Sustainable cassava production practices
 - Design and operation of high quality commercial slaughterhouses to international standard

H. Monitoring and Evaluation Indicators

M&E system

A key focus for the M&E will be to build a highly effective management information system that provides project manager with timely and reliable information on developments in each of the priority value chains so that the intervention plans can be managed for impacts.

The M&E and management information systems should be primarily based on Donor Committee for Enterprise Development Standard (DCED Standard), which represents current best practice, and incorporate the key indicators and instruments required by RIMS into a single M&E system (similar to that already being developed by other IFAD supported inclusive market projects e.g. the High Value Agriculture Project in Nepal). The M&E system will include the use of regularly updated results chains and M&E frameworks for each priority value chain to compliment the overall "RIMS plus" M&E and IFAD logframe.

Indicators

Goal

- Increase in household assets (i.e. a "sticky" measure of household wealth)

Purpose

Household level (focus on scale and depth of impact)

- 80,000 HH participating in 8 value chains achieve at least 20% increase in average net farming income (disaggregated by household income level, ethnicity and gender of household head)
- Increase in net farming income per household, by target group (average over several production cycles to ensure impacts are sustainable)
- Volatility of household net farming income reduced

Community level

- At least 80 climate-resilient productive infrastructure sub-projects, complying with eligibility and selection criteria being identified through local planning processes and executed with quality
- Volatility of aggregate community income from farming does not increase over current level
- Frequency of climate related events resulting in significant losses/damage to farming incomes within the community does not increase over current levels

Value Chain Level

- Aggregate value of products sold through 8 priority value chains in target locations increase by 10% more than overall agricultural growth rates

Institutional level

- Developmental return on investment (ROI): $\frac{\text{total NPV of increased net farm income}}{\text{total direct cost of project}}$ of $\frac{\text{HHs}}{\text{HHs}}$
- Capacity of national and sub-national institutions to design and deliver pro-poor agriculture market development initiatives

Outreach

The following table provides a preliminary estimate of the possible outreach of the project, assuming 8 value chains (VCs) are targeted:

Table 3: AIMS estimated project reach

Scale of VC	Number of VCs	Outreach per VC (HHs)	Outreach Total (HH)	Targeting
Large	2	20,000 - 40,000+	40,000 - 80,000+	General smallholder population in multiple agro-economic zones
Mid	3	10,000 - 20,000	30,000 - 60,000	General smallholders in specific agro-econ zone
Niche	3	5,000 - 10,000	15,000 - 30,000	Specific smallholder profiles and/or difficult areas
Total	8		85,000 - 170,000	

I. Risks

Major project risks and mitigating measures include:

Risk	Mitigation
Ineffective targeting of poorer smallholders	Ensure rigorous and objective initial value chain assessment and selection process. Process to ensure perspective of farmers are considered during the value chain prioritization and intervention strategy design Resilience and inclusion support component specifically investing to increase accessibility of priority value chains to poorer households
Unfamiliar approach to market oriented agriculture development will slow project delivery and reduce impacts	Provide intensive and sustained technical assistance, especially during first 4 years. Phasing-in of value chain activities Multi-disciplinary team drawing on previous experience on both the rice export strategy and Integrate Framework / Trade SWAp. Work with local external services providers with some existing capacity on specific issues
Insufficient flexibility in resource allocation and action plans which must be able to respond to emerging opportunities and risks in rapidly changing context.	Ensure managers have good current information on situation in each value chain to allow maximum time to respond, achieved by investing in management information and M&E systems based on

	current best practice (DCED Standard). Attention given to streamline internal processes and make them efficient and timely to increase responsive of planning and resource mobilization. Performance targets and assessment based on impacts and results not inputs/outputs.
Coordination must be strong between: <ol style="list-style-type: none"> 1. multiple lead agencies, 2. sub-national and national levels, 3. public and private sectors. 	Joint PMU between MoC and MAFF plus others under leadership of strong coordinating agency.

J. Timing

Duration of the project should be 7 years over two phases, subject to satisfactory progress being made by the mid-stage of the project. It is however expected that the project will be designed and implemented in two phases over two IFAD financing cycles.

This relatively long project duration is recommended in recognition of the new and relatively unfamiliar nature of the core approaches of the project, and hence the additional time (and technical assistance) that will be required during the initial years until some initial capacity begins to be built. For similar reasons, interventions in the value chains should be phased in over the first 2-3 years (in a possible Phase 1). Within a 6 year project, those value chains started end Yr2 or in Yr 3 would then still have 3-4 years for interventions (largely within a possible Phase 2).

Key file 1: Rural poverty and agricultural/rural sector issues

Priority areas	Affected group	Major issues	Actions needed
Low productivity of agricultural activities	Smallholder farmers, particularly poor and ethnic minority households and women	<ul style="list-style-type: none"> • High dependency on a single annual rice crop • Small landholdings translate into lack of working capital and conditions for expanding business • Lack of productive infrastructure • Rural development in poor provinces may not be inclusive of the priorities of poor and ethnic minority households and women • Government staff and representatives at provincial, district and commune level may have little experience in market-led development and climate change adaptation • Poor households lack skills to make sound investment choices and manage household finance 	<ul style="list-style-type: none"> • Provide capacity building in farming as business to smallholders in order to support agriculture diversification and improved production systems • Incorporate climate change considerations in training materials used by public and private sector service providers in rural areas • Adopt tailored agricultural support packages for poor households with access to new land • Engage in public private partnerships and other forms of partnership for improved input availability in rural areas • Support financial literacy and household finance training for poor rural households • Create awareness and train decentralized government staff in market oriented agriculture and climate change adaptation practices • Provide critical public infrastructure to increase climate resilience of smallholder agriculture
Limited development of non-rice value chains	<p>Smallholder farmers, particularly poor and ethnic minority households and women</p> <p>Small and medium scale agribusiness related enterprises (SMEs)</p>	<ul style="list-style-type: none"> • Investment from the private sector in poor provinces to create new income and market opportunities is lacking • Information on market opportunities (domestic and regional) is lacking • Support systems for enforcing contracts, ensuring quality control and standards, and forming farmers' groups not in place • Business registration and operating procedures are still complex and time consuming • Government officials do not have appropriate skill mix and incentives for value chain development 	<ul style="list-style-type: none"> • Support development of selected high potential value chains both for domestic and international markets • Provide technical assistance support and financing for creating linkages between producers, agri-businesses and final markets • Support innovative mechanisms for increasing market information for smallholder producers • Provide provincial and district Government staff with training on how to become more business friendly • Involve private sector stakeholders in facilitating the development of value chains • Support government in developing sub-sector policies in line with the rice sector policy for those

Priority areas	Affected group	Major issues	Actions needed
			value chains that have shown potential
Agricultural services with unsatisfactory emphasis on market orientation, and awareness on climate change risks, as well as limited outreach to ethnic minorities and women	Smallholder farmers, particularly poor and ethnic minority households and women and SME owners	<ul style="list-style-type: none"> • Smallholder farmers, particularly poor and ethnic minority households and women in poorer and remoter areas are in need of new skills and technologies to help them engage with businesses in a profitable manner and adapt to climate change risks • Extension workers and support structures lack farm financial and business management skills, are not guided by clients' needs, and lack capacity to address climate change risks • Barriers to farmer-led adaptation must be identified and removed • There is need to establish more diversified, demand driven advisory services 	<ul style="list-style-type: none"> • Pilot and scale up innovative agricultural advisory services which promote demand-driven approaches and invite participation of a range of service providers (including private sector and NGOs) • Train extension workers and other key stakeholders in farm and business management • Develop extension materials and approaches that can help smallholders – both women and men – improve their resilience to climate change • Support Government in developing an extension policy that creates an enabling environment for promotion of multiple service providers and increased quality of rural service delivery to smallholders
Community resources, farmer organization development and capacity for participatory and inclusive development	Smallholder farmers, particularly poor and ethnic minority households and women	<ul style="list-style-type: none"> • Community capacity for inclusive, pro-poor and market oriented planning and association is limited • Farmer organizations established are often not common purpose entities but rather the result of supply-driven processes • Lack of leadership and other skills to develop successful grassroots organizations 	<ul style="list-style-type: none"> • Train men and women smallholders and ethnic minorities in farm financial management, market knowledge, community development • Support leadership skills development to promote development of farmer and other grassroots organizations • Support participation of poor, ethnic minorities and women in community forums and project activities involving communities directly
Progress in gender equality and women's empowerment	Poor rural women, particularly in ethnic minority groups	<ul style="list-style-type: none"> • Each sector needs to strengthen capacity building on gender and raising awareness • Need for greater women representation in public and private service delivery in rural areas • Need for development of targeted 	<ul style="list-style-type: none"> • Put in place accountability mechanisms to systematically monitor progress towards gender equality targets • Build the capacity of officers to work on gender equality at all levels including gender awareness, sex disaggregation, gender analysis and auditing, gender responsive budgeting, reporting system

Priority areas	Affected group	Major issues	Actions needed
		<p>programs to support poor rural women improve their livelihoods through alternative employment opportunities</p> <ul style="list-style-type: none"> Lack of skills and awareness of poor rural women in terms of potential opportunities for off farm income generation 	<ul style="list-style-type: none"> Increase the role of gender experts in projects and programs Strengthen M&E indicators for gender equality at all levels with dedicated targets Support development of new ideas to help poor rural women engage in alternative employment opportunities including linkages with private sector
Adaptation of smallholder agriculture to climate change risks	Poor female and male smallholder farmers	<ul style="list-style-type: none"> Climate change risks are causing rural poor households to remain poor, and near poor households to be vulnerable or poor again Climate change policy and associated support services must be adapted to protect the poor, the vulnerable, and those least able to respond to changing climatic stresses. 	<ul style="list-style-type: none"> Develop commune disaster risk management and climate change preparedness plans Capacity building program for local government staff communities on climate change adaptation and participatory planning Support smallholder farmers' transition costs associated with adopting diversified and more resilient production systems Provide critical public infrastructure to increase climate resilience of smallholder agriculture

Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

Organization	Strengths	Weaknesses	Opportunities/Threats	Remarks
Ministry of Economy and Finance	<ul style="list-style-type: none"> • Harbour a development vision where agriculture plays an important role • Knowledge and experience of IFAD procedures as the representative of the borrower • Experience with decentralised flow of IFAD funds under the on-going projects • Has taken full ownership of the COSOP process • Established Standard Operating Procedures (SOP), Financial Management Manual (FMM), Procurement Manual (PM) • Public Financial Management (PFM) reform and programme budgeting • National Treasury and the Department of Local Finance, which handles the C/S Fund, have capacity in handling flow of funds efficiently • Strong links with high level policy making through the Supreme National Economic Council (Government strategy think tank directly reporting to Prime Minister) 	<ul style="list-style-type: none"> • Highly centralised decision-making process • MEF fully involved in the country programme but less at the operational level • While there is good quality staff available, the workload is also significant 	<ul style="list-style-type: none"> • Programme Budgeting under PFM can be an entry point for implementation of the Programme Based Approach • MEF's support to the government's D&D programme contributing to the coordination and harmonization of the government systems and procedures for more efficient operations (including of IFAD supported projects in the country programme) • MEF Department of Investment and Cooperation (DIC) staff required to join the field missions of the projects, including follow up missions, Technical and Policy Guidance Meeting to gain first-hand knowledge of project implementation and operational issues 	<ul style="list-style-type: none"> • MEF as the representative of the borrower is the main counterpart of IFAD • Each project has a small budget portion to support operation of DIC of MEF • MEF will remain a key institution in the area of inter-agency coordination, support to country programme implementation, coordination on operational procedures and other responsibilities within its mandate • MEF also plays other important roles in: (i) fulfilling the government fiduciary oversight responsibilities; (ii) approving the Annual Work Plan and Budget; (iii) ensuring that the AWPBs of the projects are included in the national budget to be submitted to the National Assembly for approval; (iv) timely disbursement of the proceeds of the IFAD resources; and (v) providing sufficient counterpart contribution to finance project activities

<p>Supreme National Economic Council (SNEC)</p>	<ul style="list-style-type: none"> • Many MEF's senior government officers are member of the Supreme National Economic Council (SNEC), the agency responsible for formulating the new Government Rectangular Strategy • SNEC took a lead role and placed strong emphasis on the importance of the Rice Export Policy and in particular on support for improved seed varieties for farmers • Accepted leading role in knowledge management of the COSOP design and implementation • Its inter-sector remit and its being under the Office of the Prime Minister places it in a unique position to coordinate a complex set of policies and agencies that affect the national economy 	<ul style="list-style-type: none"> • Heavy workload in relation to its available staff and resources • Staff are normally seconded from Ministries (mainly MEF) which means they have multiple responsibilities besides contributing to SNEC 	<ul style="list-style-type: none"> • The capacity of SNEC can be strengthened to manage knowledge and formulate policy advice for pro-poor agriculture and rural development • Attention to be paid to inclusive and evidence-based policy dialogue and knowledge management, and to identify ways and means by which successful innovations can be scaled up and replicated through national policies, institutions and programmes • A successful partnership between IFAD and SNEC can be expected to result in in the longer term to enhanced public expenditures in the rural economy, while contributing to better donors alignment with national policies and harmonization between them 	<ul style="list-style-type: none"> • SNEC has the following mandate : (i) Policy Advice and Support to the PM and His Cabinet; (ii) Preparation of Cambodia Economic Report (iii) Strategic Assessment of the NSDP; (iv) Cambodia Economic Forum; (v) Major Research Projects; (vi) Policy Brief/Bulletin; and (vii) Resource Center and Economic Database Facility
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<p>Council for Agriculture and Rural Development</p>	<ul style="list-style-type: none"> • Part of the Council of Ministers with the Deputy Prime Minister as the Chairman • CARD has mandate to coordinate the agricultural and rural sector development • Co-chairs with MOP the TWG on Food Security and Nutrition • Involved in the preparation of the Strategy on Agriculture and Water (SAW) • Involved in co-ordinating the Tonle Sap Initiative 	<ul style="list-style-type: none"> • Co-ordinating role rather than an implementation agency 	<ul style="list-style-type: none"> • Can contribute more to promote and resolve coordination issues among public institutions such as Ministry of Agriculture, Ministry of Rural Development, Ministry of health, Ministry of Environment, Ministry of Public Work • Can have more active role in promoting and resolving coordination issues between public and civil society entities such as Public-Private Partnership, Civil Society engagement, etc • Can contribute more to policy development for agriculture and rural development issues 	<ul style="list-style-type: none"> • CARD focus on four priority strategies: (i) Food Security and Social Protection; (ii) Value adding through agricultural productivity, diversification & non-agricultural rural private enterprise; (iii) Integrated rural development programming & community-based approaches, (iv) Involvement of civil society, private sector & development partners in rural development • Coordination, harmonisation and monitoring role during the COSOP period for food security and nutrition, particularly for policy and institutional support (information management, coordination and networking, capacity building and awareness raising)
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<p>Ministry of Agriculture, Forestry and Fisheries</p>	<ul style="list-style-type: none"> • Knowledge and many years experience as lead agency in IFAD supported projects through MAFF/PSU • Implementing PADEE, a precursor of the new programme (ASPIRE) • Experience with decentralised flow of IFAD funds under the on-going projects • Technical expertise and facilities for support to agriculture • Wide experience of, and support for D&D and associated capacity building through the IFAD assisted projects • Has recently opened up to involving non-public service providers for improved agriculture service delivery in rural areas • Key policy player in terms of the policies that matter for rural livelihoods 	<ul style="list-style-type: none"> • Outside PSU, Fragmented Project Support Units / Project Management Units • Highly centralized decision-making process • Poor incentive mechanisms and accountability structures for decentralized project and programme implementation • Highly variable technical quality of staff depending on location etc. • Preference among some staff for centralised projects 	<ul style="list-style-type: none"> • Deconcentration provides scope for a more effective entity and for better working and relationship with the provinces • Improving productivity of smallholder agriculture can provide employment and reduce the incidence of rural poverty • There is room for more experimentation with different support programs and understand what works best for scaling-up • MAFF considers that further technical and financial assistance from IFAD is crucial to allow MAFF to expand • A more appropriate structure may be needed with a stronger focus on human resource development and accountability at national and sub-national levels through Programme Budgeting Approach or other 	<ul style="list-style-type: none"> • MAFF through MAFF – PSU implements IFAD supported projects
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<p>Ministry of Women's Affairs</p>	<ul style="list-style-type: none"> • Dynamic leadership • Knowledge and many years experience of implementing Gender Mainstreaming activities with IFAD supported projects • MoWA Implementation Support Unit was established under PADEE, to support gender related activities and development of non-land based income generating initiatives especially with women • Mandate to promote the status of Cambodian Women • Technical expertise and facilities on gender mainstreaming, leadership empowerment, domestic violence, woman trafficking 	<ul style="list-style-type: none"> • Still lacks technical and management expertise on Income Generation Activities and private sector linkages, as well as nutrition • Most vocational training provided focuses on activities with limited potential for scaling-up 	<ul style="list-style-type: none"> • Support gender mainstreaming activities in IFAD supported projects more efficiently • Develop new programs with private sector linkages for providing employment opportunities for poor rural women and vulnerable groups (including female migrant workers) 	<ul style="list-style-type: none"> • Mandate to increase the number of women in decision-making at all levels, to promote economic empowerment of women, to support CNCW in promoting the implementation of the CEDAW, and legal protection of women through the development and enforcement laws and legislation • MOWA also works to promote women's health, in particular reproductive health and their nutritional status, combating AIDS/HIV, and works to promote gender parity in education and promote literacy program
<p>National Committee for the Management of Decentralisation and Deconcentration</p>	<ul style="list-style-type: none"> • Close link to MOI as the Secretariat is the Directorate of Local Administration in MOI • Secretariat has a Programme Support Team to manage programmes of external agencies supporting D&D, including IFAD projects • Has good track record in program delivery. In particular, has built a strong relationship with IFAD and with the Provincial Administrations • Administration and Financial system of IFAD supported project at sub-national level followed NCDD Admin and Financial Manual 	<ul style="list-style-type: none"> • Staff are very busy with the design and implementation of the National Program for Sub-National Democratic Development (NP-SNDD) and capacity is limited • Do not have sufficient resources to support the management and the coordination of the IFAD country portfolio under the D&D system • Some uncertainty as to future developments of decentralization policies in the country 	<ul style="list-style-type: none"> • Oversee implementation of the NP-SNDD and to coordinate IFAD supported project to work with decentralisation reforms at sub-national level • Support development of improved financial management and also incentive structures for higher quality service delivery of Government decentralized structures 	<ul style="list-style-type: none"> • In all the projects, NCDDS facilitates coordination with the sub-national administrations and alignment with the NP-SNDD

Key file 3: Complementary donor initiative/partnership potential

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
Asian Development Bank	<ul style="list-style-type: none"> • Focus on broad range of sectors including: Agriculture and Natural Resource Management, Education, Finance, Infrastructure and services (including transport), Public Sector Management, Decentralization, Fiscal issues and Energy • Regarding agriculture and natural Resources, the current priority areas are: <ul style="list-style-type: none"> • Water resource development and conservation • Irrigation system development • Flood protection Inland ecosystem and wetland biodiversity • Agriculture sector development policies • Agro-industry development • Farm production and crop diversification • Postharvest facilities • Other priority areas/interventions, which are relevant: <ul style="list-style-type: none"> • Vocational training Informal skills and technical training Scholarships to disadvantaged groups • Microfinance outreach Insurance development • Provincial and rural road rehabilitation and transportation in general • Public Sector Management • Decentralization and devolution • Rural electrification • Policy and regulation 	Country Partnership Strategy 2011-2013 (the Country Operations Business Plan is updated every year)	<ul style="list-style-type: none"> • TWG on A&W and irrigation: ADB is a member of the TWG for A&W which developed the SAW and has been involved extensively in the irrigation sub-sector. Irrigation interventions could be complementary of the IFAD supported investments • Tonle Sap: ADB's already extensive involvement in the Tonle Sap basin is one reason why the Government has requested future IFAD support to focus on where poverty levels are high but population density is low, and which do not receive support for investment from external development agencies for agricultural and rural development • Infrastructure: Continuing investments in major road infrastructure would complement IFAD support for improving the productivity of smallholder agriculture and value adding activities by improving access to national and international markets • Social Sectors: Investments in health and education in IFAD project areas would be complementary to IFAD support for the rural poor • The ADB Greater Mekong Sub-region Program could open up opportunities for the IFAD target groups in the north and north-east of the country and complement IFAD's focus on providing direct support to the rural poor (e.g. agricultural inputs, extension etc.) including in terms of value chain development • D&D: Support for the government's programme for D&D could complement that provided by IFAD. The active TWG for D&D should ensure that donor support is complementary and approaches harmonised • Scaling up of knowledge and innovations stemming from IFAD operations

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
Australia (AusAID)	<ul style="list-style-type: none"> • Multi-sector programme with key focus on child and maternal health care and rural poverty (which includes important agriculture and rural development activities) • Specific interventions in agriculture and rural development focus on the following objectives: <ul style="list-style-type: none"> • Increase the agricultural productivity of small farms through higher-quality rice seed, product diversification, irrigation infrastructure and better farmer links to market traders and agribusiness • Improve the livelihoods of the poorest and most vulnerable Cambodians through social protection activities such as school meals and mine action programs • Reduce the vulnerability of poor rural communities and open up land for increased farming and access to schools, health services and markets through mine action support, involving mine clearance and mine risk education activities • Other interventions include health, infrastructure (roads to Thailand and Viet Nam and rural roads, rail, electricity coverage and renewable energy in rural areas) 	The Australia – Cambodia Joint Aid Program Strategy 2010–2015	<ul style="list-style-type: none"> • AusAID is a co-chair of the TWG for A&W, which developed the SAW and has focussed on agricultural extension and research and co-financed three IFAD projects (ADESS, CBRDP and RPRP) • Results from the rice value chain support by AusAID could assist the design of IFAD’s program on extension • The experience of AusAID in value chain development is also very important in informing IFAD’s new approaches under the COSOP and could lead to further collaboration • Interventions in infrastructure and health, as well as supporting agricultural service providers and input suppliers can be complementary of IFAD’s supported investments
European Commission (EC)	<ul style="list-style-type: none"> • Support to the National Strategic Development Plan (NSDP) • Support to Basic Education • Support formulation of a sector-wide approach in the area of trade reform • Support to co-operation and dialogue in the field of governance and human rights • Democracy and Human Rights • Non-State Actors in Development • Security, Migration and Asylum • Human and Social Development • Environment and Sustainable Management of Natural Resources Including Energy • Food security 	2007- 2013	<ul style="list-style-type: none"> • Experience to support the implementation of Programme Based Approach in Fisheries Sector can be leveraged as IFAD designs a programmatic approach for extension services with RGC • There is possibly scope for EC co-financing IFAD projects that contribute to food security and sustainable management of natural resources
France/AFD	<ul style="list-style-type: none"> • Two key priority areas: <ul style="list-style-type: none"> • support to key economic sectors (in particular 	Cooperative framework	<ul style="list-style-type: none"> • PPP model on smallholder rubber could complement IFAD’s proposed development of packages in support to poor

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	agriculture, agro-industry, irrigation infrastructure, water and electricity infrastructure in urban and rural areas) and <ul style="list-style-type: none"> • human capital development (access to education and professional training including targeting the tourism and garment industries) 	between France and Cambodia (2011-13)	households with little land and new access to land <ul style="list-style-type: none"> • Value chain work and support of agri-business experience of AFD can provide opportunities for cooperation with IFAD's new thrust on more farmer linkages to markets and agri-businesses
Germany (BMZ, GIZ, KfW)	<ul style="list-style-type: none"> • GIZ works mainly on (i) rural development and (ii) health and social security • Rural development activities focus on: <ul style="list-style-type: none"> • Land allocation for social and economic development • Regional economic development (green belt, Siem Reap Province) • Private sector promotion in rural areas • Identification of poor households • Economic empowerment of women • Other relevant activities include: <ul style="list-style-type: none"> • Support to administrative reform and decentralization • Access to justice for women 	n/a	<ul style="list-style-type: none"> • GIZ work with The World Bank in Social Land Concessions and in general on land issues could be relevant for IFAD's work in piloting new approaches to develop intervention packages that are suitable to support poor rural households with access to new land • GIZ work on private sector promotion in rural areas can also raise possibilities for cooperation with IFAD's intended work on linking farmers to markets
Japan (JICA)	<ul style="list-style-type: none"> • Multi-sector approach covering a wide range of sectors (education, health, governance, transportation, disaster management...) • In agricultural and rural development main interventions include: <ul style="list-style-type: none"> ○ Battambang Integrated rural development Project ○ River Basin management ○ Quality standards control for agricultural materials ○ Capacity building in Forestry and Fresh water aquaculture 	Japan-Cambodia Cooperation Strategy 2012-2015	<ul style="list-style-type: none"> • Private sector development • Social sectors • Food standards and quality assurance
UN Country Team	<ul style="list-style-type: none"> • The UNDAF outlines the UN work across five areas of national priority, namely: <ul style="list-style-type: none"> • By 2015, more people living in Cambodia benefit from, and participate in, increasingly equitable, green, diversified economic growth • By 2015, more men, women, children and young people enjoy equitable access to health and 	UNDAF 2011-2015	<ul style="list-style-type: none"> • IFAD is working with FAO on rural finance and M&E under the PADEE project. There is room to deepen that collaboration and possibly extend it to other areas such as extension • There is room for possible collaborations with UN Country Team agencies in specific areas such as support to the chronic poor, gender, women's health and nutrition issues

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	<p>education</p> <ul style="list-style-type: none"> • By 2015, all women, men, girls and boys are experiencing a reduction in gender disparities and progressively enjoying and exercising equal rights • By 2015, national and sub-national institutions are more accountable and responsive to the needs and rights of all people living in Cambodia and increase participation in democratic decision-making • By 2015, more people, especially the poor and vulnerable benefit from improved social safety net (SSN) and social security programmes, as an integral part of a sustainable national social protection system <ul style="list-style-type: none"> • More specifically related to IFAD's mandate and activities in Cambodia, the UNDAF focuses on the following objectives: <ul style="list-style-type: none"> • Sustainably developed agricultural sector promoting equitable physical and economic access to an increased number of safe and nutritious food and agricultural products • National and local authorities and private sector institutions are better able to ensure the sustainable use of natural resources (fisheries, forestry, mangrove, land, and protected areas), cleaner technologies and responsiveness to climate change • More diversified economy in Cambodia with increased pro-poor investment, trade and private sector development due to strengthened national and local capacity • Increased employability and productive and decent employment opportunities, particularly for youth and women, through diversified local economic development in urban and rural areas • A harmonised aid environment that promotes gender equality and the empowerment of women • Enhanced participation of women in the public sphere, at national and subnational Levels 		

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	<ul style="list-style-type: none"> • Sub-national governments have the capacity to take over increased functions • Improved coverage of Social Safety Net programmes for the poorest and most vulnerable 		
United States of America (USAID)	<ul style="list-style-type: none"> • Key programs in Cambodia include: (i) Democracy and Governance, (ii) Food security and the Environment, (iii) Health and (iv) Education • Improve the legal system, strengthen key political and civil liberties, protect human rights, and involve youth and women in the democratic process • Develop and implement national health policies, strengthen national health systems, improve clinical skills, expand community outreach and health financing for the poor, provide community education, and improve access to quality services • Improve education quality and increasing access for marginalized populations • Improve the business environment and enhancing the competitiveness of small- and medium-sized enterprises, and to strengthen agricultural production, develop post-harvest management capacity, increase access to food, and improve natural resource management and resilience to climate change 	n/a (annual basis and depends on bilateral agreements)	<ul style="list-style-type: none"> • SME development and value chains: There is room for collaboration between USAID and IFAD on agricultural commodity value chains as per IFAD's new COSOP and also USAID's long experience in Cambodia private sector development focus • Food security and resilience: There is room for sharing knowledge about what works and does not, as well as potentially complementary interventions in geographical terms
UNDP	<ul style="list-style-type: none"> • Poverty Reduction • Environment and Climate Change • Democratic Governance • Gender Equity 	2011 -2015	<ul style="list-style-type: none"> • Experience in implementing Climate Change related programmes and projects could be leveraged for IFAD's upcoming work on resilience of smallholder production systems (financed under ASAP)
World Bank	<ul style="list-style-type: none"> • Social land concessions through LASED (Land Allocation for Social and Economic Development) Project • Rural Finance through LEAP and AgriFin (support to AMRET MFI for establishing agriculture lending operations) • Private sector development for poverty reduction including agri-business development (IDA-IFC Risk Share Facility has granted loans for rice millers) • Improve natural resource management • Improve service delivery and public financial 	2005-2008 to be updated after National Election 2013	<ul style="list-style-type: none"> • Knowledge exchange • Partnership with agri-businesses • Rural Finance (LEAP project and AgriFin) • Agriculture and land administration: IFAD expertise on extension and supporting poor rural households could complement the World Bank's Land Allocation for Social and Economic Development (LASED) Project through the development of specifically tailored support packages for households with new access to land • Technical studies: IFAD's work with IFPRI on micro-regions analysis can be integrated with work from World Bank on public

Agency	Priority sectors and areas of focus	Period of current country strategy	Complementarity/Synergy Potential
	<p>management</p> <ul style="list-style-type: none"> • Support de-centralization and promote citizens' partnerships for better governance • Support formation and implementation of a government-led strategy and investment programme for achieving the CMDGs • Support with analytical and investment services those under-funded sectors and sub-sectors critical for achieving the CMDGs 		<p>expenditure in agriculture. Moreover, other policy relevant technical work can be envisaged to leverage IFAD lessons from projects (for example on rural finance through PADEE database) and other (for example policy work with SNEC)</p> <ul style="list-style-type: none"> • D&D: World Bank and IFAD have both been supporting the government's D&D programme and channelling funds to the commune councils through the C/S Fund. World Bank is also promoting good local governance through support of D&D participatory local governance systems at the commune and provincial levels. IFAD is also interested in finding innovative ways of improving incentives for rural service delivery and this forms a basis for potential further collaboration • Rural Infrastructure: Potential partner for co-financing and co-implementing investments in rural infrastructure within IFAD supported projects or simply in IFAD project areas
International Non-Government Organizations (INGOs) and Other			
iDE	<ul style="list-style-type: none"> • Support to development of profitable enterprises and value chains that deliver sustainable social and economic benefits to the rural poor • Key programmes include: (i) Farm Business Advisors, (ii) Cambodia Agribusiness Development Facility, (iii) Ceramic Water Purifiers and (iv) Sanitation Marketing 	n/a (depends on funding opportunities as it has limited own funding)	<ul style="list-style-type: none"> • Already working with iDE on extension with PADEE project. This collaboration may be extended under the new COSOP and in particular on rural service delivery for poor smallholders and value chain development
SNV	<ul style="list-style-type: none"> • Support aimed at increasing production, employment and equitable income opportunities for the poor • Key programmes include: (i) Agriculture (fruits and vegetables value chain development, inclusive business in Mango, Climate Change adaptation in production systems), (ii) pro-poor sustainable tourism, (iii) renewable energy (national bio-digester programme, waste to energy for rice milling sector) and (iv) water, sanitation and hygiene (sustainable sanitation & hygiene for all, functionality of water services) 	n/a	<ul style="list-style-type: none"> • Already partnering with IFAD on PADEE in the areas of knowledge management on extension and non-land based employment opportunities for the rural poor, as well as pro-poor bio-digesters • There are opportunities for greater collaboration in the new COSOP in terms of pro-poor value chain development and knowledge management

Key file 4: Target group identification, priority issues and potential response

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Support from Other Initiatives	COSOP Response
Poor rural households with potential to engage in commercial agriculture	<ul style="list-style-type: none"> • ID Poor 2 (transient poor) • Low levels of collective action • Some access to credit albeit limited • Indebtedness • Asymmetric market information vis a vis traders/buyers • Low yield and low productivity; • Vulnerability to natural disasters, calamity • Market fluctuations • Poor infrastructure and poor market access • Lack of knowledge on market opportunities • Lack of technical know-how for improving production and engage in commercially-oriented agriculture 	<ul style="list-style-type: none"> • Labour migration including temporary and permanent (children) • Livestock production and sale • Loans from non-financial sources • Local micro-businesses 	<ul style="list-style-type: none"> • Market oriented infrastructure development • Climate smart agriculture technologies • Farming contracts • Value addition through market chain linkages • Grassroots organizational development and leadership skills 	Numerous projects and interventions from several donors (e.g. AusAID funded CAVAC, USAID funded HARVEST, ADB funded TSDP)	<ul style="list-style-type: none"> • Mainstreaming of farming as business and climate resilience in extension and trainings • Development of commodity-based high potential pro-poor value chains • Small and marginal farmers are target group for value chain engagement • Small rural entrepreneurs and SME part of target group for enterprise development and creating linkages with poor smallholders • Financial literacy training and support to engaging with existing MFIs • Needs-based, gender sensitive and diversified extension services developed including with private sector participation • Support to critical investments for climate proofing • Piloting of risk management strategies • Conditional capital transfers to support productivity-enhancing investments • Vocational training and private sector linkages in support of off-farm employment;
Poor rural households (subsistence oriented) including the landless	<ul style="list-style-type: none"> • ID Poor 1 (chronically poor) and ID Poor 2 (transient poor but still often food insecure) • Poor market access and communications • Poor access to social services • Indebtedness • Little or no land (or recently granted access to new land) • Limited or no access to formal credit • Lack of appropriate farming 	<ul style="list-style-type: none"> • Migration /Resettlement • Child migration for work in garment factories and construction • Subsistence farming and livestock • Working as labourers • Collect, process 	<ul style="list-style-type: none"> • Improved agricultural productivity and diversification • More climate resilient agricultural production systems • Technical capacity to farm land (for those with new access to land) • Support to off-farm employment and 	Same as above and World Bank financed LASED project, as well as multiple interventions by NGOs	<p>(As above, but with greater emphasis on following)</p> <ul style="list-style-type: none"> • Improved market access • Expanding the capabilities of the poor with access to new land, as well as the most vulnerable poor through self-help, asset accumulation, and acquisition of new skills and technologies • Reducing vulnerability through conditional capital transfers and improved access to MFIs

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Support from Other Initiatives	COSOP Response
	<p>technology</p> <ul style="list-style-type: none"> • Lower quality of natural and social endowments and high dependency on the environment and natural resources • Vulnerability to natural shocks, loss of livestock due to disease and weather shocks • Few economically active household members 	<p>and sell forest products;</p> <ul style="list-style-type: none"> • Borrow from moneylenders having usurious repayment conditions 	<p>creating opportunities for non-farm employment</p> <ul style="list-style-type: none"> • Food security for the poor and most vulnerable households • Improved access to markets and vocational training opportunities • Development of grass-roots institutions with capacity to guide the development process; • Endowments for exiting chronic indebtedness and linkages with the formal banking/MFI sector • Integration with emerging value chain and business enterprises 		
<p>Indigenous ethnic minority households</p>	<p>In Cambodia, ethnic minorities account for around 1.4 percent of the total population include 24 different groups. Causes of poverty are similar to those of poor rural households (subsistence) described above, as well as:</p> <ul style="list-style-type: none"> • lower quality of natural and social endowment • lower education participation, particularly girls • isolation and weak rural infrastructure • social constraints to job market participation • greater exposure to natural hazards 	<p>(Same as above plus)</p> <ul style="list-style-type: none"> • Community support • Seek on and off-farm labour employment (especially youth) • Asset sales, especially livestock; • Exit schooling • Encroachment of neighboring areas 	<p>(Same as above plus)</p> <ul style="list-style-type: none"> • Improved female education and tailored gender initiatives • Advocacy support to avoid land grabbing • Targeted market access initiatives which leverage specific agro-ecological endowments 	<p>Numerous projects and interventions from several donors and NGOs</p>	<p>(Same as above plus)</p> <ul style="list-style-type: none"> • Prioritization and sensitization of government staff to issues and problems relating specifically to ethnic minorities • Targeting of specific indigenous ethnic minority areas (e.g. RULIP)

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Support from Other Initiatives	COSOP Response
	<ul style="list-style-type: none"> • high exposure to risks of land grabbing by outsiders • higher malnutrition, particularly amongst children 				
Poor women and women-headed households	<ul style="list-style-type: none"> • Inequity in access to productive resources/ agricultural inputs • Poor access to credit • Poor access to land • Lower participation in informal education, vocational and job training and agricultural extension • Power disparities between males and females in community • Young women migrating to cities do not have sufficient support 	<ul style="list-style-type: none"> • Subsistence farming and livestock • Seasonal and unskilled labour and waged employment • Handicraft production 	<ul style="list-style-type: none"> • Empowerment of women to participate in grassroots decision making • Women's savings and credit programmes linked to financial markets; • Strengthened farm financial management skills • Maternal and child health care and nutrition support. • Livelihood improvement activities through training and credit support • Better labour opportunities • Support for improved conditions when migrating to cities 	Numerous projects and interventions from several donors and NGOs	<ul style="list-style-type: none"> • Conditional capital transfers to women and favouring women's roles in community organizations • Investment in human capital through equal access to job skills, agricultural extension, and markets; opportunities etc. • Quotas for women in most project activities (including as part of service delivery teams through Government channels) • Financial literacy and household finance training specifically targeting women • Gender-disaggregated poverty and programme monitoring data • Piloting new options for income generating activities including linkages with private sector specifically targeted to women (e.g. PADEE)