

Independent Office  
of Evaluation



**Kingdom of Cambodia**  
**Country Strategy and Programme Evaluation**  
**Approach Paper**

**April 2017**

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## Currency equivalent, weights and measures

### Currency equivalent

US\$ 1 = KHR 4,000 (Cambodian riel)

### Weights and measures

1 ton	=	1,000 kg
1 hectare	=	2.47 acres

## Abbreviations and acronyms

ADB	Asian Development Bank
ACP	Agreement at Completion Point
ADESS	Agricultural Support Project to Seila
AIMS	Accelerated Integrated Markets for Smallholders
APIP	Agriculture Productivity Improvement Project
APR	Asia and the Pacific Division (of IFAD)
ASEAN	Association of Southeast Asian Nations
ASPIRE	Agriculture Services Programme for Innovation, Resilience and Extension
CARD	Council for Agriculture and Rural Development
CBRDP	Community Based Rural Development Project
CLP	Core learning partnership
COSOP	Country Strategic Opportunities Programme
CSPE	Country strategy and programme evaluation
D&D	Decentralization and Deconcentration
DSF	Debt sustainability framework
ELC	Economic Lands Concession
FAO	Food and Agriculture Organisation (of the United Nations)
GDP	Gross domestic product
GEF	Global Environment Fund
GNI	Gross national income
GRF	Group revolving fund
HDI	Human development index
IDA	International Development Association
IFAD	International Fund for Agriculture Development
IOE	Independent Office of Evaluation of IFAD
M&E	Monitoring and evaluation
MAFF	Ministry of Agriculture, Forestry and Fisheries
MoWRAM	Ministry of Water Resources and Meteorology
MRD	Ministry of Rural Development
NCDDS	National Committee for Sub-National Democratic Development Secretariat
NGOs	Non-governmental organizations
NP-SNDD	National Programme for Sub-National Democratic Development
NSDP	National Strategic Development Plan
ODA	Official development assistance
PADEE	Project for Agriculture Development and Economic Empowerment
RB-COSOP	Results-based country strategic opportunities programme

RGC	Royal Government of Cambodia
RMF	Results management framework
RPRP	Rural Poverty Reduction Project
RULIP	Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri
SAW	Strategy on Agriculture and Water
SNEC	Supreme National Economic Council
TSSD	Tonle Sap Poverty Reduction and Smallholder Development Project
UNDP	United Nations Development Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
VAHWs	Village animal health workers

# Map of IFAD-supported operations in the Kingdom of Cambodia

## Kingdom of Cambodia

IFAD-supported operations since 1996

Country strategy and programme evaluation

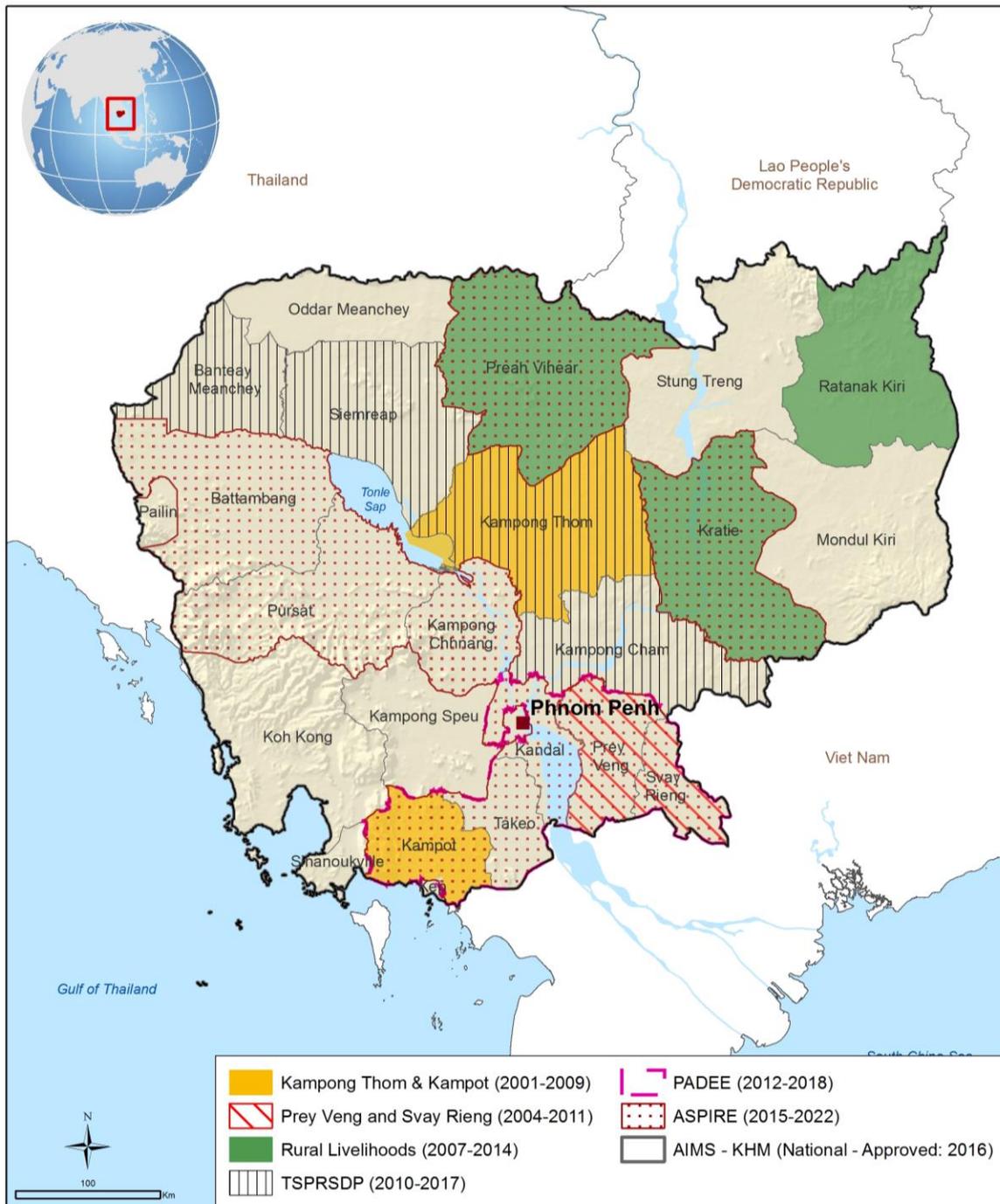


The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.  
 Map compiled by IFAD | 24-01-2017

## Kingdom of Cambodia

IFAD-supported operations approved after 2000 to be included in the CSPE portfolio assessment

Country strategy and programme evaluation



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 24-01-2017

# Kingdom of Cambodia

## Country Strategy and Programme Evaluation

### Draft Approach Paper

#### I. Introduction

1. In line with the International Fund for Agriculture Development (IFAD) Evaluation Policy<sup>1</sup> and as approved by the 119<sup>th</sup> session of the IFAD Executive Board in December 2016, the Independent Office of Evaluation (IOE) will undertake a country strategy and programme evaluation (CSPE) in the Kingdom of Cambodia. In general terms, the objectives of the CSPE are to: (i) assess the results and performance of the IFAD-financed strategy and programme; and (ii) generate findings and recommendations for the future partnership between IFAD and the Royal Government of Cambodia for enhanced development effectiveness and rural poverty eradication.
2. This approach paper presents the overall design of the CSPE. It contains a summary of background information on the country and IFAD supported portfolio that will be evaluated. The paper outlines the evaluation objectives, methodology, process and timeframe. IOE has conducted a preliminary review in preparation for this CSPE approach paper. Further desk review will be conducted as an integral part of the CSPE undertaking.

#### II. Country context

##### A. Geography, population, economy and political system

3. **Geography.** Cambodia is situated in southeast Asia on the coast of the Gulf of Thailand and has a total area of 181,040 km<sup>2</sup>.<sup>2</sup> It is bordered by Thailand in the west, Lao People's Democratic Republic in the north and Viet Nam in the east. Together with these countries and China and Myanmar, Cambodia shares the Mekong river basin. Water surfaces, including Lake Tonle Sap, occupy approximately 2.2 per cent of the total area of the country. The country's territory is composed of an undulating plateau in the east, a continuous flat plain (the Lake Tonle Sap lowland) interrupted only by isolated hills (*phnom*s) and the Mekong river in the central part, and the Cardamome mountains in the southwest. About 33 per cent of the country's total land area is agricultural lands. Of the total land area, 24 per cent is classified as arable land and about 54 per cent as forest<sup>3</sup>.
4. Cambodia has a tropical monsoon climate and is influenced by various factors, including its location within the Inter-Tropical Convergence Zone and the monsoon. There are two distinct seasons: the dry season from November to April and the wet season from May to October. Average annual rainfall is an estimated 1,400 mm, but varies widely from year-to-year and regionally.<sup>4</sup>
5. Cambodia is vulnerable to natural disasters, in particular floods, droughts, windstorms, and seawater intrusion. The country is prone to annual river flooding during the monsoon-raining season. According to the report published in 2015 by the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)<sup>5</sup>, Cambodia was ranked 15<sup>th</sup> on a list of countries most exposed to natural disasters worldwide for the past 45 years.<sup>6</sup>

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<sup>1</sup> IFAD (2011) Evaluation Policy.

<sup>2</sup> Food and Agriculture Organisation (FAO), AQUASTAT.

<sup>3</sup> World Bank Databank

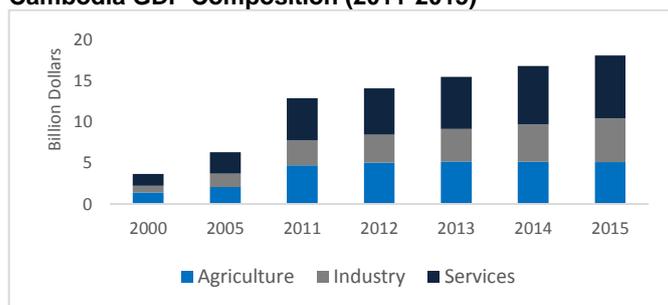
<sup>4</sup> FAO, AQUASTAT.

<sup>5</sup> UNESCAP, Overview of Natural Disasters and their Impacts in Asia and the Pacific, 1970-2014.

<sup>6</sup> In the ranking, Cambodia follows Vanuatu, Tonga, Philippines, Japan, Costa Rica, Brunei Darussalam, Mauritius, Guatemala, El Salvador, Bangladesh, Chile, Netherlands, Solomon Islands and Fiji. Globally, nine out of the 15 countries most exposed to natural disasters are from Asia and the Pacific.

6. **Population.** The population of Cambodia was reported as 15.58 million in 2015. Of these, 12.34 million or 79.3 per cent live in rural areas. The population density (people per square kilometers) was 88.3 in 2015 with the main concentration occurring in the plain region. Approximately 11 per cent of the population lives in Phnom Penh, the capital. The average annual population growth rate was around 1.6 per cent in 2014 and 2015.<sup>7</sup>
7. Although there are no definitive population figures for indigenous peoples and ethnic minorities, the general consensus based on limited studies is that they number approximately 200,000 people, constituting 1.2 per cent of the Cambodian population.<sup>8</sup> The predominant dwelling areas of the indigenous populations (about 24 groups), also known as the Khmer Leou ("upper Khmer"), are in the extremities of sparsely populated areas of the north and northeast as well as the mountainous massifs in Koh Kong, Pursat, Kampong Speu and Sihanoukville.<sup>9</sup>
8. **Economy.** Following almost two decades of conflicts and instability, since the 1990s Cambodia has re-integrated itself into the regional and global economies and made significant progress in reconstruction and development. The country has recorded strong economic growth over the last decade with its gross domestic product (GDP) growing at an average of about 6.9 per cent per year. During 2009 real GDP growth was nil as a result of the global financial crisis, but recovered to 6 per cent in 2010. The gross national income (GNI) per capita in 2015 was US\$1,070,<sup>10</sup> putting Cambodia as a lower middle income country.
9. The services sector is the biggest contributor to GDP, accounting for 42 per cent of total GDP in 2015. The agricultural sector's contribution to GDP ranged from 31.5 per cent in 2006 to 28.2 in 2015. The ratio of industry increased from 23.2 per cent in 2011 to 29.4 per cent in 2015.<sup>11</sup> Growth is mainly driven by the garment, construction and tourism sectors.

Figure 1  
Cambodia GDP Composition (2011-2015)



10. Cambodia's export sector has played a vital role in the country's emergence. In 2012, textiles accounted for 72 per cent of total exports, followed by footwear (7 per cent), stoneglass (5 per cent), transportation (4 per cent) and vegetable products (3 per cent).<sup>12</sup> The US dollar is used extensively in payments and deposits in Cambodia. A high degree of dollarization constrains the effectiveness of monetary policy in cushioning shocks, leaving fiscal policy as the main tool for safeguarding macroeconomic stability.
11. Factors contributing to this fast economic growth, among the fastest in South East Asia in terms of GDP, include: restoration of peace and security; large public and

<sup>7</sup> World Bank Databank

<sup>8</sup> IFAD, AIPP, Country Technical Note on Indigenous Peoples' Issues, Kingdom of Cambodia, 2012. Available here.

<sup>9</sup> ADB, Indigenous Peoples / Ethnic Minorities and Poverty Reduction, Cambodia, 2002.

<sup>10</sup> World Bank databank

<sup>11</sup> World Bank Databank

<sup>12</sup> Organisation for Economic Co-operation and Development (OECD), Structural Policies Country Notes, Cambodia, 2013.

private capital inflows; economic openness; fairly stable macroeconomic conditions; and dynamic regional markets.

12. **Political system and administration.** The present state of the Kingdom of Cambodia came into existence in 1993 after almost two decades of suffering from wars and social upheaval. A military coup in 1970 launched Cambodia into civil war. The Communist Party of Kampuchea (CPK), known as the “Khmer Rouge”, emerged as a major power, taking Phnom Penh in 1975. The Pol Pot regime, renaming the country as Democratic Kampuchea, was in power from 1975 to 1979 reportedly costing the lives of up to two million people. During this period, millions of mines were laid, causing thousands of deaths and disabilities since the 1980s. The Khmer Rouge government was overthrown in 1979 by invading Vietnamese troops, but conflicts and instability continued during the 1980s in the newly named People's Republic of Kampuchea (1979-1989) backed by Viet Nam.
13. The signing of the Paris Peace Agreement in October 1991 set the country into a process of reconstruction and elections were held in May 1993. Under the 1993 constitution, Cambodia is a constitutional monarchy with the King as its head of state. The head of government is an elected prime minister. Legislative power is vested in a bicameral parliament, while the judicial power is exercised by a constitutionally independent judiciary. The election of the National Assembly for 5<sup>th</sup> mandate was held on 28<sup>th</sup> July 2013 in which Cambodian People’s Party (CPP) won 68 seats while Cambodia National Rescue Party (CNRP) won 55 seats.
14. Administratively, the country has 24 provinces and four municipalities (Phnom Penh, Sihanoukville, Kep, and Pailin). Each province is divided into districts (*srok*), and each district into communes (*khum*). Each municipality is divided into sections (*khan*), each section into quarters (*sangkat*).
15. Over the last 20 years, Cambodia has embarked on several major initiatives in relation to decentralization reform. In particular, the Strategic Framework for Decentralization and Deconcentration (D&D) Reforms, adopted in June 2005, lays out the key characteristics of the envisioned sub-national administration. In 2010 the government approved the National Program for Sub-National Democratic Development (NP-SNDD), a comprehensive local governance reform agenda for ten years (2010-2019). In June 2011, the Law on the Financial Regime and Management of State Property of Sub National Administrations established to create financial sources and sufficient means for sub-national government bodies to carry out local development<sup>13</sup>.
16. Cambodia ranked 112 out of 113 countries surveyed globally and dead last in the East Asia and Pacific region for the perceived rule of law.<sup>14</sup> Similarly, in 2016 the Corruption Perception Index (CPI)<sup>15</sup> placed Cambodia at 156<sup>th</sup> out of 176 countries, the lowest-ranked among Southeast East Asian countries on the list.<sup>16</sup>

## **B. Agriculture**

17. The annual growth rate for agriculture value added<sup>17</sup> between 2006 and 2009 averaged 5.4 per cent. Most importantly, the sector continued expanding during the crisis in 2009. This exceptional growth, among the highest in the world, was driven by crop production, mainly of paddy rice.<sup>18</sup> Key drivers of agricultural growth also include foreign investments, public expenditures in infrastructure,

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<sup>13</sup> World Bank, Cambodia Country Summary Brief, 2015.

<sup>14</sup> The World Justice Project: Rule of Law Index Report 2016. The Rule of Law Index relies on over 100,000 household and expert surveys to measure how the rule of law is experienced in everyday life around the world. Performance is assessed through 44 indicators organized around 8 themes: constraints on government powers, absence of corruption, open government, fundamental rights, order and security, regulatory enforcement, civil justice, and criminal justice.

<sup>15</sup> The Corruption Perceptions Index aggregates data from a number of different sources that provide perceptions of business people and country experts of the level of corruption in the public sector.

<sup>16</sup> Transparency International, Corruption Perception Index 2016.

<sup>17</sup> Based on constant local currency

<sup>18</sup> World Bank, Cambodia Economic Update, Adapting to Stay Competitive, 2015.

credit and global and regional markets boosted by the food price spike after 2008. Starting from 2010 the annual percentage growth rate for agriculture value added decreased from 4 to 0.2 per cent in 2015. Similarly, the sector's share of GDP decreased from 36.7 per cent in 2011 to 28.2 per cent in 2015. This trend is of particular concern, given the large share of rural population and that approximately 54 per cent of total employment is in agriculture.<sup>19</sup>

18. Cambodia's main agricultural commodity is rice, accounting for about 80 per cent of the cropped area and contributing about 10 per cent to GDP.<sup>20</sup> In 2010, the government outlined a plan ("Paper on the Promotion of Paddy Production and Rice Export") aimed at developing the rice sector into a major rice exporting country. Rice production increased from 7.6 million metric tons in 2009 to about 9.4 million in 2013. In 2013 there was a surplus of 3.09 million tons of milled rice, an increase of 37.7 percent over 2009. Official rice exports dramatically increased from 12,610 tons in 2009 to about 378,850 tons in 2013.<sup>21</sup> In 2013, Cambodia's rice exports accounted for more than 3 per cent of the total worldwide rice exports.<sup>22</sup>
19. Beyond rice, the sector has also seen some diversification with a rapid growth in the production of maize, cassava, vegetables and soybeans. Fisheries and livestock (e.g. cattle, poultry) further contribute significantly to national food security accounting for 7.3 per cent and 4.5 per cent of GDP in 2010.<sup>23</sup>
20. Despite the progress made in recent years there is scope for further gains in rice productivity, in crop diversification and improved livestock production. Constraints faced by Cambodian farmers include poor soil quality, small and fragmented plots, lack of water, lack of access to quality inputs including improved seeds, lack of access to finance (particularly for poorer households), inefficient production techniques and high post-harvest losses. Poor road infrastructure is also a constraint as are high energy costs and lack of access to electricity. Frequent crop losses due to extreme climate events (e.g. rising temperature, erratic rainfall and unreliable water availability, sea level rise and more frequent incidences of drought and floods) further reduce productivity and discourage investment.
21. **Land.** Most Cambodian farmers are smallholders with less than two hectares per household.<sup>24</sup> In the lowland area, a growing number of households live with less than 0.5 ha of land, which is not enough to sustain a family throughout the year.<sup>25</sup>
22. Land ownership is governed by the Land Management Policy and Land Law of 2001. Under the framework of the law, the government reinforced initiatives of land titling and distribution. In particular, measures were taken to improve the management of Economic Lands Concession (ELC), aiming to develop intensive and industrial agricultural and to settle land disputes between concessionaire companies and land occupants. In addition, since 2003 the poorest have also benefited from the allocation of social land concessions for farming and residential purposes within the framework of the Social Land Concession (SLC) Programmes.<sup>26</sup>
23. As of early 2013, some 520,000 hectares of land were distributed to 480,000 families under the SLC programmes. The government has also withdrawn about 270,000 hectares from 34 ELC companies found not in compliance with their contractual agreements, to be granted to poor and landless people.<sup>27</sup>

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<sup>19</sup> World Bank Databank, 2010

<sup>20</sup> OECD, Structural Policies Country Notes, Cambodia, 2013.

<sup>21</sup> Ministry of Agriculture, Forestry and Fisheries, Agricultural Sector Strategic Development Plan 2014-2018

<sup>22</sup> FAO, Cambodia Country Fact Sheet on Food and Agriculture Policy Trends, April 2014.

<sup>23</sup> ADB, Country Partnership Strategy: Cambodia, 2011-2013.

<sup>24</sup> FAO, Cambodia Country Fact Sheet on Food and Agriculture Policy Trends, April 2014.

<sup>25</sup> Agence Française de Développement (AFD), The fragmentation of land tenure systems in Cambodia: peasants and the formalization of land rights, June 2015.

<sup>26</sup> FAO, Cambodia Country Fact Sheet on Food and Agriculture Policy Trends, April 2014.

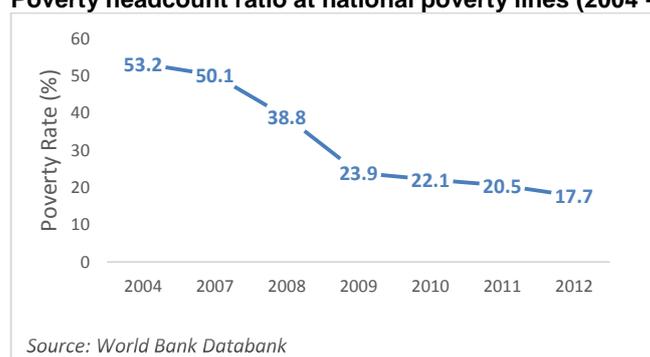
<sup>27</sup> IFAD, Cambodia Results-Based Country Strategic. Opportunities Programme (RB-COSOP), 2013-2018.

24. Despite efforts, land titling is still an issue and land disputes are still on going. Landlessness is one of the causes of a strong trend of internal migration.

### C. Poverty

25. Rapid growth processes made Cambodia one of the best performers in poverty reduction worldwide. The United Nations Development Program (UNDP) ranked Cambodia as the country with the best improvement in the region from 2000 through 2010 - above countries such as China, Lao PDR, and Vietnam.<sup>28</sup> Poverty rate fell sharply from 50.1 percent in 2007 to 17.7 percent in 2012. Food poverty has also decreased substantially from 16 per cent in 2004 to 3.8 per cent in 2011. Rural poverty incidence has also fallen from 27.5 per cent in 2009 to 20.8 per cent in 2012.<sup>29</sup> Poverty reduction in rural areas was driven by the substantial increase in rice prices, increased rice production, better rural wages, and improved income from non-farm self-employment.<sup>30</sup>

Figure 2  
Poverty headcount ratio at national poverty lines (2004 - 2012)<sup>31</sup>



26. Cambodia's Human Development Index (HDI) value for 2014 is 0.555 putting the country in the medium human development category and positioning it at 143<sup>rd</sup> out of 188 countries and territories. Between 1990 and 2014, Cambodia's HDI value increased on average by about 1.77 per cent yearly, positioning the country among the 40 countries in the South that have had greater gains in HDI in the period.<sup>32</sup>
27. Cambodia has made good strides in improving maternal health, early childhood development, and primary education programs in rural areas. The maternal mortality ratio per 100,000 live births decreased from 472 in 2005 to 170 in 2014, and the net primary school admission rate increased from 81 per cent in 2001 to 95.3 per cent in 2014.<sup>33</sup>
28. Despite these achievements, the poverty rate in 2014 was still considerable, at 13.5 per cent<sup>34</sup>, and a large share of the Cambodian population has moved only very slightly above the poverty line, leaving many citizens (around 8.1 million people<sup>35</sup>) highly vulnerable to slipping back into poverty at the slightest shock.<sup>36</sup>

<sup>28</sup> World Bank, Where Have All the Poor Gone? Cambodia Poverty Assessment 2013

<sup>29</sup> World Bank Databank

<sup>30</sup> World Bank, Where Have All the Poor Gone? Cambodia Poverty Assessment 2013

<sup>31</sup> The country's food poverty line is based on the cost of a basket of basic food items sufficient to provide 2,100 calories per person per day. The overall poverty line includes a very small nonfood allowance that is derived from the observed consumption of nonfood items in households whose total consumption is equal to the food poverty line. The average national poverty line for Cambodia in 2007 was KR2,473 per capita per day, or about US\$0.62. In 2013, the Ministry of Planning (MOP) introduced new poverty lines including: (i) a food poverty line based on 2,200 calories per person per day; (ii) a nonfood component that is estimated separately for Phnom Penh, other urban, and rural areas; (iii) no imputed expenditures (such as for housing); and (iv) a token allowance for the cost of safe water. The new method remains conservative as it calculates the poverty line from the observed expenditure patterns of only the very poorest families. Please also see: Royal Government of Cambodia, Poverty in Cambodia – A new approach. Redefining the poverty line, April 2013.

<sup>32</sup> UNDP, Human Development Report 2015. Work for human development. Briefing note for countries on the 2015 Human Development Report. Cambodia.

<sup>33</sup> World Bank 2016

<sup>34</sup> Source: UNDP

<sup>35</sup> World Bank 2016

Malnutrition rates remain high with almost 40 per cent of children under 5 chronically malnourished (stunted), over 28 per cent underweight and 10.9 per cent acutely malnourished (wasted).<sup>37</sup>

29. Poverty is concentrated in rural areas: whereas 89 percent of poor households lived in rural areas in 2004, this increased to 91 percent by 2011.<sup>38</sup> The country's poor people include subsistence farmers, members of poor fishing communities, landless people and rural youth, as well as internally displaced persons and mine victims. Indigenous peoples and women are generally the most disadvantaged.
30. Main development challenges include ineffective management of land and natural resources, which have eroded the coping capacity of food-insecure people in recent years, environmental sustainability, regional disparity between the urban population and the rural poor, weak public service delivery. Landmines and explosive remnants of war also continue to pose obstacle especially in the countryside despite progress made in clearing them during the last two decades<sup>39</sup>.
31. The Gender Gap Index Report<sup>40</sup> shows positive trends in terms of women health and survival (e.g. with high scores in terms of sex ratio at birth and healthy life expectancy) and education attainment (e.g. with high scores in terms of literacy rate and enrolment in primary education, although weaker performance is indicated in terms of enrolment in secondary and higher education). However, women in Cambodia remain under-represented in decision-making positions in politics, the public sector and the judiciary.<sup>41</sup> Gender-based violence remains a serious issue.

Table 1

**Gender Gap Index data (Inequality: 0.00; Equality: 1.00)**

Gender Gap Index	Overall		Economic Participation		Educational Attainment		Health and Survival		Political Empowerment	
	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score
2014 (142 countries)	108	0.652	77	0.654	124	0.883	1	0.98	110	0.091

Source: World Economic Forum, The Global Gender Gap Report 2014

## D. Government's development policy framework

32. The government has been engaged in reforming and modernizing the agriculture sector for the past twenty years, pursuing food self-sufficiency (particularly in rice production), price liberalization and improved land management.
33. The overall objectives of the government are expressed in the **Rectangular Strategy for Growth, Employment, Equity and Efficiency**, adopted in 2005 and periodically updated (2009 and 2013). The current Rectangular Strategy (Phase III 2013-2018) focuses on four key areas: agriculture, infrastructure, the private sector, and capacity-building and human resources development, while good governance is placed at its core. The four strategic objectives of the strategy are: (i) ensuring an average annual economic growth of 7 per cent; (ii) creating more jobs for people especially the youth through further improvement in Cambodia's competitiveness to attract and encourage both domestic and foreign investment; (iii) achieving more than one percentage point reduction in poverty

<sup>36</sup> ADB, Cambodia Country Poverty Analysis 2014

<sup>37</sup> World Food Programme

<sup>38</sup> ADB, Cambodia Country Poverty Analysis 2014

<sup>39</sup> Source: UNDP

<sup>40</sup> The Global Gender Gap Index examines the gap between men and women in four fundamental categories (subindexes): Economic Participation and Opportunity, Educational Attainment, Health and Survival and Political Empowerment.

<sup>41</sup> Ministry of Women Affairs, Policy brief 8, Leaders, Women in public decision-making and politics, Cambodia gender assessment, 2014.

incidence annually; (iv) further strengthening institutional capacity and governance, at both national and sub-national levels, and ensuring the effectiveness and efficiency of public services to better serve people.

34. The **National Strategic Development Plan (NSDP) Update (2014-2018)** is the framework to operationalize the third phase of the Rectangular Strategy of the government. It identifies the priorities, indicators and timeframe for the implementation of the Strategy and sets the responsibility of the line ministries and agencies in order to gain high benefits from Association of Southeast Asian Nations (ASEAN) economic integration and to become an Upper-Middle-Income Country in 2030. The Plan aims to transform the agricultural sector from primarily depending on expanded use of available and traditional agricultural inputs, into one which primarily depends on the application of techniques, new technologies, mechanization and irrigation to improve the yield rate, and diversify activities into high value crops, livestock, and aquaculture. Also, the plan has a focus on commercialization in agriculture.
35. Agricultural development is currently led by the **Agricultural Sector Strategic Development Plan 2014-2018**, a medium-term plan that specifies the policy goals and objectives, indicates development outcomes, expected outputs and activities of the Ministry of Agriculture, Forestry and Fisheries (MAFF) for a 5-year period. The Plan reflects the policy direction stipulated in the Rectangular Strategy Phase III and also aligns with the NSDP. The overall goal of the Plan is to increase agricultural growth to around 5 per cent per annum through the enhancement of the agricultural productivity, diversification and commercialization; the promotion of livestock and aquaculture; sustainable fisheries and forestry resources management; strengthening the institutional capacity and increasing efficient supporting services and human resource development.
36. The previous strategy, the **Strategy on Agriculture and Water 2006-2010**, and the 2010-2013 harmonized version, adopted by the MAFF and the Ministry of Water Resources and Meteorology (MoWRAM), had a focus on rehabilitation and construction of physical infrastructure to enhance crop productivity.
37. The **Policy on Promotion of Paddy Rice Production and Export of Milled Rice (2010)** is a specific government strategy focusing on increasing paddy rice production and creating additional value added production of milled rice within the country, in order to directly contribute to economic growth and create employment in rural areas. Measures outlined range from investments in infrastructure and input supply, to developing value-added output markets for milled rice processing. Policy reforms were also identified that could ensure and enforce quality standards. The policy targeted exports of 1 million tonnes of milled rice by 2015.
38. The **Strategic Framework for Food Security and Nutrition (2014-2018)** pursues a holistic approach to address food security and to achieve the goal to improve, by 2018, the physical, social and economic access to sufficient, safe, and nutritious food for poor and food-insecure Cambodians by: increasing availability and access to food; improving use and utilization of food; and increasing stability of food supply. **The National Action Plan for the Zero Hunger Challenge** builds on and complements specific sector and cross-sector policies and strategies already in place. As such, it aims to support integrated actions to eradicate hunger and malnutrition by 2025 under the guidance of one overarching framework.

## **E. Official development assistance**

39. In the period from 2010 to 2014 Cambodia received on average US\$781 million annually in net official development assistance (ODA) ranking third among South East Asia countries after Viet Nam and Myanmar. Between 2006 and 2015, the biggest bilateral donors in terms of committed aid were Japan, Korea, the United States, Australia and France. The main development multilateral agencies were the Asia Development Bank (40 per cent of total multilateral funds committed), the EU

institutions, the United Nations (UN) institutions and agencies, the Global Fund and the World Bank. IFAD was the 14<sup>th</sup> largest donor overall, contributing 4 per cent of total committed multilateral funds.<sup>42</sup> In terms of ODA categories, 67 per cent of committed funds within the period were in the form of grants and 32 per cent loans. Nonetheless, the loan share has been increasing over the period.

40. Not captured in the above-mentioned data is aid from China. According to the Royal Government of Cambodia, China provided almost US\$400 million annually over the last four years (2012-2015) and remains the single largest provider of external development cooperation, disbursing US\$348.8 million in 2015 representing 26 per cent of total resources.<sup>43</sup>
41. Within the agricultural sector,<sup>44</sup> donor flows<sup>45</sup> averaged 10 per cent of total aid in the period (2006–2015). Nonetheless, donor flows in the sector varied significantly on a yearly basis, e.g. from US\$28.8 million in 2007 to US\$56 million in 2010 and US\$ 242.2 million in 2014. The biggest donors in the agricultural sector have been the Asian Development Bank, followed by Japan and IFAD.
42. The Government's policy on managing development partner assistance, as well as for strengthening partnerships with all development actors, is articulated in the Development Cooperation and Partnership Strategy 2014-2018. This establishes the Cambodia Rehabilitation and Development Board (CRDB) as the national aid coordination and development effectiveness focal point.

### III. Overview of IFAD-funded operations and country strategy

#### A. Portfolio

43. **Investment financing.** The Kingdom of Cambodia became a member of IFAD in 1992, soon after the signing of the Peace Agreement in 1991. Since 1996, IFAD has supported nine investment projects with financing of US\$180 million (see annex 1 for a list of all investment financing approved). Currently, IFAD loans to the Kingdom of Cambodia are on highly concessional terms. For a period, Cambodia was also eligible for 100 per cent grant under the debt sustainability framework (DSF) and then for 50 per cent grant.

Table 2

#### A snapshot of IFAD operations since 1996

Total investment projects and programmes approved	9
Total amount of IFAD investment financing	US\$179.5 million (including US\$35 million in DSF grants and US\$15 million ASAP)
Counterpart funding (Government and beneficiaries)	US\$75.7 million
Co-financing amount	US\$98.7 million
Total Portfolio cost	US\$ 348.11 million
Number and IFAD financing amount of ongoing projects (as of Feb 2017)	4 (with US\$128.7 million)
Lending terms	Currently highly concessional

<sup>42</sup> OECD Stat 2017

<sup>43</sup> Royal Government of Cambodia, Development Cooperation and Partnership Report, 2016.

<sup>44</sup> Comprising agriculture, forestry and fishing

<sup>45</sup> Committed equity investments, ODA grants and loans, and other official flows.

Focus of operations	Technology transfer, agricultural extension services, local capacity building, community development, climate change adaptation, institutional support, rural financial services, rural infrastructure
Main co-financers	Asian Development Bank (ADB), International Development Association (IDA), Germany, Finland, UNDP, WFP, FAO
Number of ongoing projects	4 (as of March 2017)
Responsible IFAD Division for operations	Asia and the Pacific Division (APR)
Country Strategic Opportunities Programme (COSOP)	2008-2012; 2013-2018
IFAD country presence	One country programme officer. Host country agreement signed in 2015. Service level agreement with UNOPS.
Country Programme Managers (CPMs)	Benoit Thierry (May 2014-); Khalid El-Harizi (April 2011-); Youqiong Wang (1997-2011)
Lead agencies and key implementing partner agencies	Ministry of Agriculture, Forestry and Fisheries; Ministry of Interior - National Committee for Sub-National Democratic Development Secretariat; Ministry of Commerce; Ministry of Rural Development; Ministry of Women's Affairs

ASAP: Adaptation for Smallholder Agriculture Programme  
DSF: Debt sustainability framework

44. The IFAD resource envelope for Cambodia based on the performance-based allocation system (PBAS) is US\$39.8 million for the period 2016-2018 (about 3.9 per cent of the total allocation in APR). In terms of the portfolio size, at present Cambodia ranks 10<sup>th</sup> in the APR region.
45. **Grants.** There have been only 5 IFAD grants exclusively and specifically for Cambodia since the beginning and they have been in small amounts (a total of US\$300,000).<sup>46</sup> The preliminary desk review for the CSPE identified thirty-five regional and global grants operational after 2010 that cover(ed) or might cover Cambodia (see annex 2).<sup>47</sup> Many of these regional/global grants involve knowledge management and capacity building initiatives, including the following: (i) capacity building of IFAD-financed project staff on gender-related issues; (ii) knowledge sharing and innovations (e.g. using the learning routes methodology) and scaling up best practices; and (iii) capacity building of IFAD target groups including farmers' and indigenous peoples' organizations.<sup>48</sup>
46. Main thematic areas of these grants include: (i) agricultural production and market linkage for smallholders, including a knowledge component to promote information exchange and facilitate dialogue among stakeholders; (ii) access to financial services by poor rural people<sup>49</sup>; and (iii) natural resource management. The other category of grants is those for impact evaluations in IFAD-financed projects.<sup>50</sup>

<sup>46</sup> The last country specific grant (US\$115,000) was to the Government in association with the loan-financed project, Community-Based Rural Development Project in Kampot and Kampong Thom (CBRDP). The grant-financed activities ran towards the end of CBRDP only for 1.5 years and closed in 2009.

<sup>47</sup> The level of investment and relevance to Cambodia of those regional/global grants will be reviewed more closely prior to the selection of several grants for in-depth review. For some of these grants, the countries to be included as specified were many and/or tentative, and in some cases left open (e.g. in case a call for proposal approach is used).

<sup>48</sup> For example, Medium-Term Cooperation Programme I and II, Farmers' Fighting Poverty, and Indigenous Peoples Assistance Facility.

<sup>49</sup> Two of the three in this area have been implemented by APRACA, and focus on the conduct of studies, strengthening of key stakeholder participation, technical support, pilot-testing of innovations, dissemination of best practices, packaging of training materials, and conduct of regional and national fora.

<sup>50</sup> In association with RULIP (2007-2014) as part of the IFAD commitment made for the ninth replenishment process and as part of the corporate-level exercise of thirty impact evaluations led by the IFAD Strategy and Knowledge Department.

47. The main grant recipients are research institutions and universities as well as international organizations followed by civil society and non-governmental organizations (CSOs/NGOs). Out of the thirty-five regional/global grants, fourteen include research centers and universities as grant recipients (e.g. CIAT, ICRAF, IFPRI, IRRI, IWMI and the World Fish Center). FAO is the main recipient among international organizations with six grants awarded mainly in the fields of capacity building and knowledge management. In 11 cases, grants recipients are CSOs and NGOs for knowledge management and capacity building (e.g. PROCASUR, SNV, APRACA) as well as for initiatives that target farmers' organizations and indigenous peoples (e.g. AgriCord, AFA, SEWA, Tebtebba).

## **B. Overview of IFAD country strategy evolution<sup>51</sup>**

48. The first country strategy for IFAD assistance to Cambodia was formulated in 1998, after the first IFAD loan was approved in 1996 (Agriculture Productivity Improvement Project, APIP). A second COSOP was prepared in 2008 and a third one in 2013. The focus and the approach in IFAD country programme have been evolving, adapting to emerging needs and IFAD experience in the country as discussed below and shown in figure 3. Key elements of these three COSOPs are also summarized in annex 3.
49. **1998 COSOP.** The IFAD strategy developed in 1998 was based on a community based area development approach. Given IFAD's little knowledge of the country, IFAD's financing would build on, upscale and add value to the successful experiences, approaches and models of NGOs and other bilateral and multilateral donors operating in Cambodia. A geographically phased approach was established to start project interventions initially in a limited number of poor provinces in the Southeast and Northwest.
50. The 1998 COSOP guided the design of the subsequent three IFAD funded interventions: the Agricultural Support Project to Seila (ADESS, approved in 1999), the Community-Based Rural Development Project in Kampong Thom and Kampot (CBRDP, approved in 2000), and the Rural Poverty Reduction Project in Prey Veng and Svay Rieng (RPRP, approved in 2003). The main focus of the projects was to support pro poor agriculture and rural development within the Seila decentralization programme of the Government.<sup>52</sup>
51. **2008 COSOP.** The second COSOP built on the experience and lessons learned from previous projects implemented in partnership with Seila. The two main strategic objectives of this COSOP were: (i) sustainable improvement of the livelihoods of rural poor through community empowerment, productivity improvement and improved access to assets, productive resources, rural services, rural infrastructure and markets; and (ii) promotion of decentralisation and deconcentration and local governance for pro-poor agricultural and rural development through building linkages between the decentralisation and deconcentration framework and agricultural and rural development and institutional support for evidence-based pro-poor policymaking.
52. The 2008 COSOP targeting strategy focused on female headed households, unemployed rural youth, returnees, internally displaced persons and mine victims in the areas with a high poverty concentration. Potential target areas included the more remote border provinces (mountain/plateau regions).
53. A Mid-Term Review undertaken in 2010 underlined that the COSOP remained relevant to the needs of Cambodia, but some issues were also flagged and recommendations made.<sup>53</sup>

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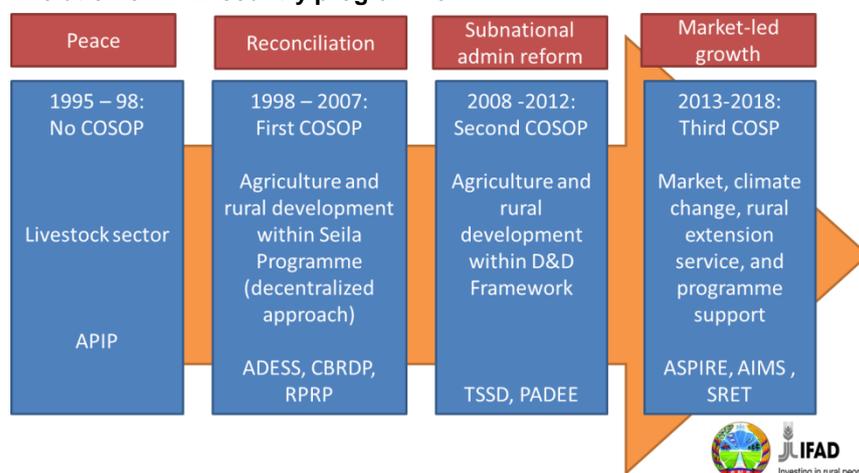
<sup>51</sup> Largely drawn from an IFAD publication, *IFAD and Cambodia: 1992-2015*.

<sup>52</sup> The Seila was a funds mobilization and coordination framework to support the deconcentration and decentralization reform agenda of the Government.

<sup>53</sup> Main issues and recommendations particularly focused on: (i) the need to heed attention to and implement in due

54. The 2008 COSOP provided the framework for: Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri (RULIP, approved in 2007); Tonle Sap Poverty Reduction and Smallholder Development Project (TSSD, approved in 2009); and Project for Agricultural Development and Economic Empowerment (PADEE, approved in 2012). These projects present a transition from the focus on rural livelihoods and support to decentralized services (e.g. ADESS and RPRP) towards a more market-oriented approach in the present 2013 COSOP.<sup>54</sup>

Figure 3  
Evolution of IFAD country programme



Source: Presentation by IFAD at the 2017 country portfolio review workshop

55. **2013 COSOP.** The design process of the on-going COSOP, covering the period from 2013 to 2018, started in 2011 and was finalized in September 2013 with the approval of IFAD's Executive Board.<sup>55</sup> The current COSOP underlines transitions: (i) from emphasizing a livelihoods approach to a clearer focus on expanding poor farmers' access to market opportunities; (ii) from promoting decentralization of public services to a broader concept of pro-poor rural service delivery that targets not only government agencies but also civil society and the private sector; and (iii) towards a more explicit focus on the resilience of poor rural households. It also has a strengthened focus on evidence-based policy work.
56. Under this COSOP the targeting strategy further adapts to the emerging challenges of rural poverty alleviation in Cambodia. It continues to address issues of the chronically poor but also focuses on addressing challenges to the rapidly increasing group of smallholders who are just above the poverty line, but are vulnerable to shocks and at risk of dropping back into poverty. The needs of special groups, such as the recipients of social land concessions, are also specifically targeted through tailor-made interventions.

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course agreed actions enshrined in projects' supervision mission reports; (ii) the uncertainty of the incentive scheme, as a key roadblock to the implementation performance of the COSOP and its whole portfolio relate to, for which an alternative solutions should be explored and devised; (iii) the need to regularly raise and promote awareness of key stakeholders of the COSOP and COSOP-related materials and exercises, and get engaged more actively to conduct related policy dialogues; (iii) the need to develop a comprehensive knowledge management strategy; (iv) the need to improve monitoring and evaluation.

<sup>54</sup> IFAD, Government of the Kingdom of Cambodia, IFAD and Cambodia 1992-2015, 2015.

<sup>55</sup> The process began with informal discussions in late 2011 and early 2012, leading to a Scoping Mission in July 2012. Background studies for the programme design were presented at a series of thematic seminars, hosted by Supreme National Economic Council (SNEC) in late September 2012. Detailed design was carried out by a mission fielded by IFAD in December 2012 and the outline design was presented to a stakeholder workshop at this time. Following review by IFAD management, the final design of the COSOP was presented to a Validation Workshop hosted by MEF in Phnom Penh on 29<sup>th</sup> April 2013.

57. According to the 2013 COSOP mid-term review undertaken in 2016, the performance of the following was found to be above average: targeting effectiveness, availability of counterpart funds, poverty focus and empowerment, quality of beneficiary participation, climate and environment focus. Main weaknesses included issues related to compliance with procurement, M&E, innovation and learning and the overall implementation progress.
58. Main recommendations emerging from the review included the need for IFAD to: (i) revise the results management framework (e.g. by revising or dropping indicators; aggregating results at outcome level across projects on a common base); (ii) extend the time-frame for achieving COSOP results; (iii) review the strategy for child nutrition; (iv) better integrate regional grants and country programme activities; and (v) establish two COSOP units for M&E and knowledge management respectively in light of their weak performance.
59. The 2013 COSOP has provided the framework for: the Agricultural Services Programme for Innovations, Resilience and Extension (ASPIRE approved in 2014); Accelerating Inclusive Markets for Smallholders (AIMS approved in 2016); as well as Building Adaptive Capacity through the Scaling-up of Renewable Energy Technologies in Rural Cambodia (S-RET) which is financed by the Global Environmental Facility (approved in 2016) and integrated into PADEE.

## **IV. Evaluation Objectives, Methodology and Process**

### **A. CSPE objectives**

60. The main objectives of the CSPE are to: (i) assess the results and performance of the IFAD-financed strategy and programme in the Kingdom of Cambodia; and (ii) generate findings and recommendations for the future partnership between IFAD and the Royal Government of Cambodia for enhanced development effectiveness and rural poverty eradication. The findings, lessons and recommendations from this CSPE will inform the preparation of the new IFAD's country strategy.
61. The broad evaluation questions for the CPSE are as follows:
  - (i) To what extent has the country strategy and programme achieved intended results and impact? What are the explaining factors for performance, satisfactory or not satisfactory?
  - (ii) To what extent have the strategies, approaches and interventions deployed been appropriate (or adjusted to be appropriate) to pursue rural poverty reduction and to achieve the desired results?
  - (iii) What lessons and issues are identified for future direction for the IFAD country strategy and programme for the Kingdom of Cambodia?

### **B. CSPE scope**

62. The CSPE will assess the results and performance of the partnership between IFAD and the Royal Government of Cambodia since the Fund started operations in 1997, however with a focus on the past decade (between 2007 and 2016). The CSPE will cover investment financing, non-lending activities (knowledge management, partnership-building and policy dialogue, including grants), as well as country programme strategy and management. The CSPE will be informed by an analysis of wider issues related to IFAD-government partnership, such as IFAD's strategic positioning in the country vis-a-vis evolving country context, government priorities and the work of other development partners.
63. The project portfolio to be covered by this CSPE for assessment and rating includes seven projects (see table 3), with the oldest loan having been approved in 2000. These projects can be grouped into four as follows: (i) three projects that have been closed and have been or is subjected to project specific evaluation by IOE

(CBRDP, RPRP and RULIP); (ii) two projects at an advanced stage of implementation (TSSD and PADEE); (iii) ASPIRE at an initial stage of implementation; and (iv) AIMS approved in December 2016 with no implementation.

64. While the oldest two projects (APIP and ADESS) will not form part of the "performance assessment" of the project portfolio (in other words, these will not be rated for standard evaluation criteria), the design, implementation experience and lessons under these two projects will still be reviewed to better understand the evolution and the current state of the IFAD country strategy and programme.

Table 3

**Evaluability of projects covered by the 2016 CSPE**

Project Name	Financing terms	Board Approval	Entry into force	Completion	Disb% <sup>56</sup>	Evaluation criteria*
Community-Based Rural Development Project in Kampong Thom and Kampot (CBRDP)	HC	07/12/2000	29/03/2001	31/12/2009	NA (closed)	All criteria
Rural Poverty Reduction Programme in Prey Veng and Svay Rieng (RPRP)	HC	18/12/2003	14/04/2004	30/06/2011	NA (closed)	All criteria
Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri (RULIP)	DSF grant (100%)	18/04/2007	31/08/2007	30/09/2014	NA (closed)	All criteria (evaluated 2017)
Tonle Sap Poverty Reduction and Smallholder Development Project (TSSD)	DSF grant / HC (50:50)	17/12/2009	15/02/2010	31/08/2017	100	All criteria
Project for Agricultural Development and Economic Empowerment (PADEE)	DSF grant / HC (50:50)	03/04/2012	08/06/2012	30/06/2018	89	All criteria in principle
Agricultural Services Programme for Innovations, Resilience and Extension (ASPIRE)	HC	16/12/2014	05/03/2015	31/03/2022	9	Relevance, efficiency
Accelerating Inclusive Markets for Smallholders (AIMS)	HC	14/12/2016	28/02/2017	31/03/2023	0	Relevance

Lending terms: (i) HC – highly concessional; (ii) DSF – debt sustainability framework

\* See Chapter 3 of the Evaluation Manual (second edition, IFAD 2015) for more information on the definition of the evaluation criteria

65. Annex 2 contains a list of grants which covered Cambodia. As part of the CSPE, a sample of about 4-5 grants will be selected that have supported knowledge management, partnership building and country-level policy engagement. Each grant will not be rated as such, but the activities they supported will be assessed as part of the country programme strategy.
66. Furthermore, the CSPE team will also conduct short and focused interviews with key government agencies to provide inputs to the ongoing corporate level evaluation (CLE) on IFAD's financial architecture undertaken by IOE.<sup>56</sup>

### C. CSPE focus and key issues

67. While the CSPE will provide assessment according to the evaluation criteria in line with the IOE Evaluation Manual (2015, second edition), several key thematic and cross-cutting issues across the Cambodia country programme, to which the CSPE will pay particular attention, have been identified based on the initial desk review.

<sup>56</sup> Approach paper found at: <https://webapps.ifad.org/members/ec/96/docs/EC-2017-96-W-P-3-Rev-1.pdf>

68. **Group development and producers organizations.** Mobilization of target population and organizing them into groups<sup>57</sup> (often based on wealth ranking exercise) has been the main approach used in many projects for targeting beneficiaries and delivering services, even though detailed implementation modality and the purpose may differ. In general, these groups have served as a channel for farmer training and extension services or for provision of inputs and funds, as an entity for operating group-based revolving fund, or to engage in collective productive and business activities. The CSPE will review the approaches used in different projects, the roles and functions (current or expected) of different types of groups with the aim to assess and draw lessons on how and in what circumstances group-based approaches are likely to be more relevant and effective – for what purposes and for whom, as well as their sustainability.
69. This issue will be analyzed and reflected with respect to the evaluation criteria of relevance, effectiveness, sustainability, impact (in particular, human and social capital and empowerment), and most likely also gender equality and women's empowerment.
70. **Access to finance and group revolving fund.** Linked to the above point on group development, the use of group revolving funds (GRFs)<sup>58</sup> has been extensive in the IFAD-supported projects as a means to improve access to financial services (and also to promote self-help spirit).<sup>59</sup> The approach for GRFs has evolved with continuous reflection on the experience. At the same time, at least in recent years, services by microfinance institutions have become increasingly available also in rural areas. Sustainability of the GRF operations after the project appears to be a common concern, including in ongoing projects.
71. The CSPE (also RULIP PPE) will follow up on a sample of GRF groups formed under closed projects and will review those in ongoing projects to examine the relevance (earlier and current), effectiveness of the GRF approach (as well as impact, including the aspect of social capital and empowerment), and key factors influencing the likelihood of success and sustainability of GRF operations and their benefits. A number of studies have been carried out to review the GRF experiences or to explore options for improving access to finance by the rural poor and for community/member-based financial services.<sup>60</sup> A review of such studies and interviews with key informants and resource persons would be an important input to complement data collection during the field visits. This issue will be analyzed and reflected mainly with respect to the evaluation criteria of relevance, effectiveness, sustainability.
72. **Agricultural advisory services for improved agricultural production.** Most of the projects have supported agricultural extension and advisory services, mainly through farmer training (including the farmer field school approach) and support to commune or village level service providers, but now more diversified to include also the private sector (e.g. input suppliers) as extension service providers (e.g. PADEE and ASPIRE). With regard to livestock, the projects have also promoted village animal health workers (VAHWs).

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<sup>57</sup> Including "livelihood improvement groups (LIGs)", "most vulnerable family (MFV) groups", "farming systems improvement (FSI) groups", "group revolving fund (GRF) groups", "common interest groups (CGIs)", and "smallholder learning groups (SLGs) under ASPIRE.

<sup>58</sup> In PADEE, the term "improved group revolving fund (IGRF)" was used to clearly indicate some adjustments in the approach from previous GRF.

<sup>59</sup> For example, in RULIP over 630 groups were formed. In on-going PADEE and TSSD, there are about 1,000 groups formed under each project.

<sup>60</sup> Including "Livelihoods Improvement Groups – Sustainability Pathway Study" undertaken by TSSD (2016), "Case Studies: Improved Group Revolving Fund – PADEE" (2014), "Community-Based Finance in Cambodia: A comparative study of savings and credit models for community development" (FAO 2015), "Is there a future for Group Revolving Funds?: A case study of IFAD experience in Cambodia 1995-2015" (draft, 2015); "UNDP/IFAD Joint Study on Group Revolving Fund" (UNDP/IFAD, 2007).

73. The evaluation will assess the relevance, effectiveness, efficiency and impact of project-supported extension services, as well as the sustainability of service provision and the benefits achieved. The assessment would need to be well-contextualized in light of the recent policy debate and emerging experiences, in Cambodia and elsewhere.
74. **Nutrition.** Despite reduced poverty rate as well as increased paddy rice production with surplus for export, household access to sufficient and nutritious food remains a serious challenge, especially the poor and vulnerable households. Childhood nutrition was identified in the 2013 IFAD COSOP as one of the areas of opportunity for testing innovations and recent projects have also sought to incorporate related activities in the design and/or implementation. The evaluation will review the experience and progress made in this regard. The CSPE may also follow and take into consideration the ongoing mid-term evaluation on the National Strategy for Food Security and Nutrition (supported by UNICEF and the World Food Programme).
75. **Enhancing local institutions' capacity in service delivery.** Improving service delivery for the rural poor has been a key element in project designs and the country strategies. This was earlier associated with the government policy and strategy on "decentralization and deconcentration (so-called D&D)" but later on including pluralistic service delivery modalities. The CSPE will review the evolution of the strategies and approaches and assess the contribution in terms of supporting institutions and processes (e.g. development planning by sub-national governments) through the projects and beyond over the last decade. This issue will be captured mainly in the evaluation criteria of relevance, effectiveness and poverty impact.
76. **Project management set-up.** Out of nine projects approved so far, MAFF has been the lead project/programme agency for seven of them. For some projects such as RPRP, RULIP and PADEE, the Project Support Unit (PSU), which was initially established in MAFF in 1999 to coordinate ADESS and has continued to exist, has played a role in supporting and coordinating the project implementation (including financial management, planning, monitoring and evaluation). The latest ASPIRE has different arrangements,<sup>61</sup> with the MAFF hosting a secretariat ("ASPIRE Secretariat") and each of other programme agencies (e.g. NCDDS, Supreme National Economic Council) with a manager. The CSPE will review experience with these different arrangements to examine pros and cons and to draw lessons.
77. **Partnerships.** The investment projects in Cambodia have had a range of partnerships: with multilateral and bilateral agencies (e.g. ADB, UNDP, GIZ) as a co-designer, co-financier, cooperating institution responsible for supervising, and/or implementer of co-financed activities/project; as well as non-governmental organizations as co-financiers, implementing partners and service providers (e.g. SNV, IDE). Outside the project portfolio, IFAD has also pursued partnerships with non-governmental organizations, research organizations or farmer organizations to contribute to knowledge management and policy engagement, mainly through regional/global grants. The CSPE will review how IFAD has pursued and engaged in working – directly or indirectly through investment projects – with varied types of partners for different main purposes, their relevance and outcomes and benefits for the country programme. In this regard, the evaluation will also look into the IFAD's role and involvement in the technical working group on agriculture and water, which involves government agencies, development partners, NGOs, and other actors.

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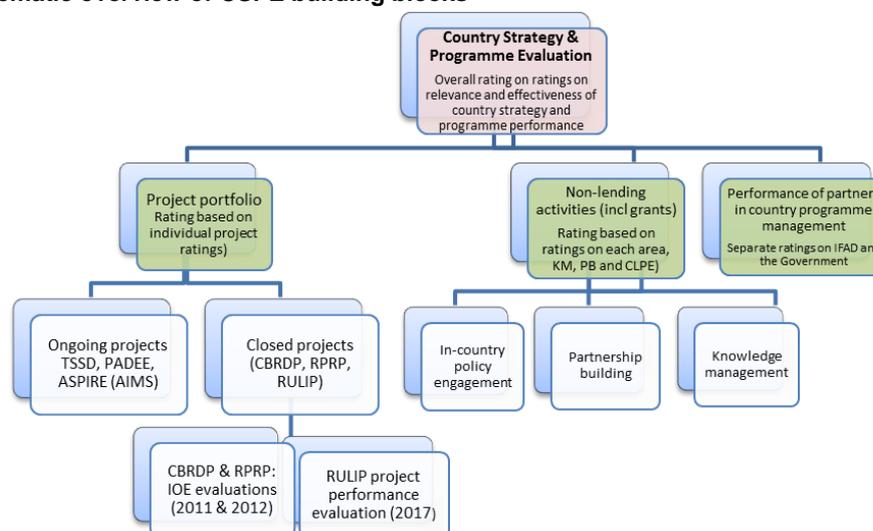
<sup>61</sup> "Given the required close co-ordination and evolving roles among the Decentralized Advisory Team, the Secretariat Support Team, [MAFF] Department of Planning and Statistics (DPS) and Department of Finance and Accounting (DFA), the ASPIRE Secretariat should remain distinct from existing MAFF-PSU so that it can more closely align and work with DPS and DFA to support alignment of ASPIRE with the MAFF Programme Based Budgeting arrangements." (ASPIRE programme design document).

## D. CSPE methodology

78. There are three key dimensions of the country strategy and programme that will be assessed in the CSPE<sup>62</sup>:

- (i) **Project portfolio assessment.** The CSPE will assess the performance of investment projects, using the standard project-level IOE evaluation criteria (relevance, effectiveness, efficiency, rural poverty impact, sustainability of benefits, gender equality and women's empowerment, innovation and scaling-up, natural resource management and adaptation to climate change), with each project rated for applicable criteria. The coverage of projects and the extent to which a set of evaluation criteria will be applied is provided in table 3 in the previous section.
- (ii) **Assessment of non-lending activities.** The CSPE will also assess the relevance and effectiveness of non-lending activities (including grants), defined as knowledge management, partnership building and country-level policy engagement, for each of which a single rating will be provided.
- (iii) **Assessment of partners' performance.** This relates to the performance of IFAD and the Government: (a) at project level (which assessment will be conducted for each investment project within the context of project portfolio assessment, resulting in ratings); and (b) at the level of overall country programme management and related process.

Figure 4  
Schematic overview of CSPE building blocks



79. Building on the analysis on the above-mentioned three dimensions, the CSPE will assess **the relevance and effectiveness at the country strategy level**, i.e. how IFAD has defined and implemented its strategies to contribute to rural poverty reduction in partnership with the Government (relevance) and what results it has achieved and how (effectiveness). The CSPE will examine the operationalization and management of country strategies, including how the strategies have been managed to achieve the intended results and how significant the contributions of IFAD, Government and other partners have been. It is important for the evaluation to analyze the main logic and assumptions underlying the country strategies.
80. The performance in each of these areas will be rated on a scale of 1 (lowest) to 6 (highest).<sup>63</sup> While the ratings for these areas will be viewed individually, the synergies between the components will also be looked at, for example, to what

<sup>62</sup> For more information, refer to the Evaluation Manual (second edition, IFAD 2015), in particular, Chapters 3 and 6. [http://www.ifad.org/evaluation/process\\_methodology/doc/manual.pdf](http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf)

<sup>63</sup> The standard rating scale adopted by IOE is: 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

extent IFAD's knowledge management activities supported its project activities and whether – taken together – they reflected the approach outlined in the COSOP. Based on this assessment and the aforementioned three ratings, the CSPE will generate an overall achievement rating for the IFAD-Government partnership.

81. In general terms, the principles of theory-based evaluation will be applied in an attempt to evaluate plausible causal relationships between different components and activities within and across each investment project, as well as different elements of the country strategy and programme. The evaluation will be based on a combination of a review of the available data and information and some spot-checking to gauge the veracity of reported results and impact, for example, by:  
(i) assessing to what extent intended results chains under the projects are corroborated by available evidence; (ii) reviewing available demographic, socio-economic and welfare statistical data; (iii) examining broader contextual issues and potential alternative factors for results and impact reported on, and reassessing the plausibility of results chains and key assumptions; and (iv) triangulating data and evidence collected from different sources.
82. **Selection of field visit sites:** Data collection in the field will be undertaken in three stages which are all interlinked. First, field visits are conducted in the context of the RULIP PPE in three provinces (Kratie, Preah Vihear and Ratanakiri). Second, prior to the CSPE main mission, one-person team (national consultant) will conduct data collection through interviews and focus group discussions in selected provinces, with a focus on the provinces where closed projects operated (CBRDP and RPRP) which overlap with ongoing projects (Kampong Thom, Kampot, Prey Veng and Svay Rieng). Thirdly, the CSPE main mission will also undertake field visits, tentatively between 4 and 6 provinces (mainly from PADEE and TSSD provinces).
83. Provinces, districts, communes and villages to be visited (except for the RULIP PPE) will be selected taking into consideration the following:
  - Diversity: covering, for example, different agro-ecological zones, rural livelihoods systems, access to services and markets, project activities (if differing between locations even within the same project), or partners and actors, and additionally, including areas with indigenous peoples and ethnic minorities where relevant;
  - Project overlap and intensity of investment: covering villages and communes with varied level of project overlap and intensity of investment, e.g. some covered by different projects at different points in time or at the same time, some without much overlap, etc.;
  - Synergies: locations which provides opportunity to observe synergies with projects and interventions supported by other development partners;
  - Significant or prominent experience offering opportunities for learning lessons
84. Based on the preliminary desk review, database (lists) of specific geographic areas covered by most or all of the different projects (up to the lowest level of administrative unit, village) seems to be available. Thus, it should be possible to observe the intensity and overlap of different projects at village and commune level and these data could provide inputs for site selections. Final selection of provinces, districts, communes and villages for field visits will be decided, based on discussion with stakeholders at planning stage.
85. **Sampling grants.** Most of the grants in Cambodia have been in the form of regional or global grants, rather than country specific grants. Further desk review will be conducted to select 4-5 grants for stakeholder interviews and – if applicable – site visits, based on the following criteria:

- Different types of linkages to loan projects, or non-lending activities supported and/or different types of partnerships, including the following: (i) concrete linkage with activities under investment projects on the ground (for example, related to agricultural research); (ii) contribution to learning and knowledge management, within and beyond Cambodia; and (iii) contribution to building partnerships to the benefits of the country programme (e.g. farmer organizations).
  - Significance, in terms of contribution to strategic objectives or in terms of strategic partnerships supported.
86. **Identifying stakeholders.** Comprehensive coverage of stakeholders for feedback and further analysis of key issues will be an important aim of the data collection phase. They would cover:
- Different types of stakeholder groups in terms of roles in the programme and partnerships with IFAD, e.g. government at national and local level (province, district, commune and village level), beneficiaries and representatives of their organisations, NGOs, civil society organizations, research institutions, implementing partners and service providers, development partners;
  - Different perspectives and interests, also covering those that are not directly involved with IFAD operations and/or those that could provide additional views and information for better contextualizing the country programme and the CSPE.
87. **Data collection approach.** The evaluation will combine a desk review of existing documentation (IFAD project documents, data generated by the projects, periodical portfolio review reports, COSOP review reports, client survey results, Government documentation, available statistical data, and other reports) with interviews and focus group discussions with relevant stakeholders at IFAD and in the country, and direct observation in the field. Evidence collected from different sources will be triangulated. No large-scale quantitative survey will be conducted for the CSPE.
88. According to the desk review so far, there seems to be a wealth of secondary data on socio-economic and poverty situations up to the commune (and possibly also village level).<sup>64</sup> Depending on the timeline/dates, parameters, level and likely reliability of such data, these would be useful for better contextualizing, cross-checking and analyzing available baseline and impact data from the projects.
89. Data collection in the field (see paragraph 78) will be mostly based on qualitative techniques, including individual and group interviews, focus group discussions with project stakeholders, beneficiaries and other key informants and resource persons, and direct observations.
90. Based on the overall CSPE evaluation framework (annex 4), specific sets of questions to guide interviews and focus group discussions will be developed, adapted to specific project contexts. A couple of common formats to capture key data will be developed to allow aggregation (also across the projects if appropriate) and analysis, including, for example, data on beneficiary groups, operation of revolving fund, status of operations and maintenance of rural infrastructure (in particular under CBRDP in relation to the issue of sustainability), or agricultural technology adoption and agricultural production.
91. **Self-assessment.** A self-assessment by IFAD and the Government prior to the CSPE main mission is an important element of the CSPE. The self-assessment should not attempt to be comprehensive, but rather focus on areas which are of strategic importance but may not be exhaustively covered by the existing documentation. The self-assessment will be an opportunity to reflect and cover

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<sup>64</sup> Including the ID Poor site (<http://www.idpoor.gov.kh/en/home/1/1>).

some gaps. The documentation will provide an important input into the CSPE and the self-ratings provide the base for discussion during the main mission.

## **E. Evaluation process and tentative schedule**

92. CSPE will follow the standard process as laid out in the IOE evaluation manual which includes the following phases and steps.
93. **Initial document review.** The initial desk review mainly included relevant COSOP documents and main project documents to inform the key elements in the draft CSPE approach paper. Secondary data and information, other relevant documents were also collected.
94. **Preparatory mission.** A preparatory mission (undertaken from 23 January to 3 February 2017) served to: (i) brief the partners about the IFAD evaluation policy, methodology, processes and main issues likely to be covered by the CSPE; (ii) conduct a preliminary assessment of the data availability (especially from project monitoring and evaluation) and obtain data; and (iii) discuss with the Government on the overall evaluation timelines. The preparatory mission overlapped with the IFAD country portfolio review workshop held in Sihanoukville from 24 to 26 January 2017. As part of the workshop programme, the IOE mission was provided a slot to provide a briefing on the CSPE.
95. **Preparation of draft approach paper.** The draft approach paper is prepared based on the initial desk review and discussions with key stakeholders during the preparatory mission. The document is shared with IFAD and the Government for comments before finalization.
96. **Desk review and detailed planning.** In parallel to the draft approach paper preparation, the CSPE team will conduct a comprehensive review of various data and documents relating to investment projects, non-lending activities, grants as well as the secondary data and other documentations. The desk review will provide important inputs to: (i) preparing and refining detailed questions, checklists and data collection tools/formats for the in-country work; and (ii) prepare, in consultation with key stakeholders, programmes for in-country work, including selection of sites for field visits and identification of stakeholders to be met.
97. **Project-level data collection prior to the main CSPE mission.** Data collection in the field is conducted during the RULIP PPE mission focusing on the RULIP, and prior to the main CSPE mission by a national consultant. The latter may focus on the following areas in the closed projects: (i) status of operations and maintenance of rural infrastructure supported by the closed projects (CBRDP and RPRP); and (ii) status of group revolving fund operations.
98. **Self-assessment.** Stakeholders in the IFAD country programme will be requested to prepare a self-assessment as key inputs to the evaluation for the following areas: (i) project performance (by each project management); (ii) non-lending activities (jointly by IFAD and the Government); and (iii) assessment of country strategy and programme management (jointly by IFAD and the Government). The template for self-assessment cover selected evaluation criteria and questions from the evaluation framework where inputs from implementing partners will be required. Partners may decide to reflect on additional criteria and questions as an input into this CSPE.
99. **CSPE main mission.** The main purpose of the mission is to collect additional data from field visits, interviews and discussions to fill gaps, crosscheck and verify the initial findings from the desk review and the self-assessment, which would be analysed to arrive at comprehensive CSPE assessment. In addition to meetings in Phnom Penh, the team will travel to selected provinces, districts, communes and villages to consult with key stakeholders, conduct reality checks on selected activities on the ground and hold discussions with beneficiaries. At the end of the main mission, the evaluation team will present emerging findings to the

representatives of Government, IFAD and possibly other development partners. The IFAD country programme manager and/or the country programme officer for Cambodia will take part in the meeting.

100. **Further analysis and draft report preparation.** Following the CSPE mission, the CSPE team will systematize and analyse the data collected from desk review, interviews, discussions guided by the evaluation framework and the Evaluation Manual, and prepare a draft report.
101. **Draft report and review.** A draft report will first go through a peer review within IOE, including a review of the evidence base and robustness of the analysis and the conclusions and recommendations (linkage with findings, capturing key country context issues emerging issues and avoiding redundancies). Thereafter, the revised draft will be shared with APR and the Government simultaneously for their review. The draft report may also be shared with development partners as appropriate.
102. **Finalisation, dissemination and follow up.** Following the comments by the Government and IFAD, the draft report will be finalized by IOE and audit trails will be prepared to explain how comments were taken into consideration. A national workshop will be organized to discuss key issues and recommendations raised by the CSPE, to agree on key points to be included in the Agreement at Completion Point (ACP) and to reflect on strategic issues that will inform the IFAD's next country strategy for the Kingdom of Cambodia. The final CSPE report is expected to be presented by IOE to the Evaluation Committee at later date. It will also be presented for discussion with the IFAD Executive Board when the new country strategy for Cambodia is considered by the Board.
103. **Tentative schedule for the CSPE process** is presented in table below:

<i>Activity</i>	<i>Date</i>
Initial desk review, preparation of draft approach paper	Dec 2016-Mar 2017
Preparatory mission to the Kingdom of Cambodia	23 Jan – 3 Feb 2017
Draft approach paper for review by APR and Government	Mid/late March-mid/late-April 2017
Approach paper finalized	Late April 2017
Self-Assessment by APR and Government	March 2017
Main country mission	2-23 May 2017
IOE peer review	Mid-late July 2017
Draft report reviewed by APR and Government	Between mid-August and early September 2017
Mission to the Cambodia to discuss comments on the draft report with government and prepare workshop (tbc)	Early/mid-October 2017 (tbc)
Report finalized	By late-October 2017
CSPE National Workshop	Week of 20 Nov 2017
Finalise CSPE Agreement at Completion Point	Within 3 months after workshop

104. **Core learning partnership.** A standard feature in IFAD evaluations, the core learning partnership (CLP), will include the main users of the evaluation who will provide inputs at different stages in the evaluation process. The CLP is important in ensuring ownership of the evaluation results by the main stakeholders and utilization of its recommendations. The CLP members are expected to (i) provide comments in the approach paper; (ii) reviewing and commenting on the draft CSPE report; and (iii) participate in the final workshop. The following organizations and persons have been identified as potential members of the CLP:

<i>Organization</i>	<i>Designation</i>	<i>Name</i>
Ministry of Economy and Finance	Under Secretary of State	H. E. Hem Vandy
Ministry of Economy and Finance	Director General, General Department of International Cooperation and Debt Management	H.E. Pen Thirong
Ministry of Agriculture, Forestry and Fisheries	Secretary of State	H.E. Mam Amnot
Ministry of Interior	Under Secretary of State	H. E. Ngan Chamroeun
Ministry of Women's Affairs	Under Secretary of State	H.E. Mean Srey No
Ministry of Rural Development	Director General for Technical Affairs	H.E. Chan Darong
Ministry of Commerce	Director General, General Department of Domestic Trade	H.E. Penn Sovicheat
Supreme National Economic Council		
PADEE	Project Manager	H.E. Pen Vuth
TSSD (NCDDS)	Project Manager	H.E. Ny Kimsan
ASPIRE	Programme Manager – ASPIRE Secretariat	Hok Kimthour
ADB	Environment Specialist	Dang Thuy Trang
IFAD	Director, APR, IFAD	Hoonae Kim
IFAD	Country Programme Manager, APR	Benoit Thierry
IFAD	Country Programme Officer, APR	Meng Sakphouseth
IOE/IFAD	Director, IOE, IFAD	Oscar Garcia
IOE/IFAD	Deputy Director, IOE, IFAD	Fabrizio Felloni
IOE/IFAD	Senior Evaluation Officer, IOE, IFAD	Fumiko Nakai
IOE/IFAD	Evaluation Research Analyst, IOE	Shijie Yang

## **V. Roles, responsibilities and team composition**

105. The IOE Director will have the overall oversight of the CSPE. Ms Fumiko Nakai, IOE Senior Evaluation Officer, is designated as Lead Evaluator for this CSPE. She will be leading the evaluation and managing the overall exercise, including designing the methodology, recruiting a team of specialists, leading the preparatory and main missions and managing the division of responsibilities and inputs of team members, liaising with the Government and other key stakeholders, etc. The IOE will be ultimately responsible for the contents of the evaluation report and the overall evaluation process. Ms Nakai will be supported by Ms Laure Vidaud, Evaluation Assistant.
106. The main field mission will be conducted by a team of independent and external consultants and IOE staff, under the overall responsibility and supervision of IOE Senior Evaluation Officer. The team will include: Mr Jakob Grosen as principal senior consultant responsible for providing an assessment of IFAD's project portfolio performance by managing and coordinating inputs from other team members; Ms Franklina Mantila covering the areas of community development, targeting and gender issues; a national consultant for policy and institutional issues in collaboration with the team leader and other members; a national consultant for agriculture, extension and farmer training and data collection in the field prior to the main mission; and Ms Shijie Yang, IOE Evaluation Research Analyst for rural poverty impact data and economic and financial analysis. IOE may opt to add other

member(s) should the need for particular and additional expertise be recognized prior to the main mission.

107. In addition, the following consultants assist in desk reviews: Ms Valeria Galletti (country and sector context, grant projects and non-lending activities and other research and data analysis) and Ms Jeanette Cooke (investment projects and gender issues).

## **VI. Communication and dissemination**

108. A CSPE national workshop will be organised in Phnom Penh at the conclusion of the evaluation process. This learning event will allow a broader number of stakeholders, beyond the core learning partnership, to discuss the results and the recommendations of the evaluation and their implication for the future collaboration of IFAD in the country. This will be an important step before the Royal Government of Cambodia and IFAD sign the agreement at completion point (ACP).
109. The final report (about 60-65 pages main text in English), including the ACP, will be distributed in hard copies to partners in the Kingdom of Cambodia, posted on IFAD's public website as well as on other websites maintained by the UN Evaluation Group, the Evaluation Cooperation Group, the OECD-DAC Evaluation Networks, as well as other relevant websites. IOE will also elaborate shorter (2-page) documents that are more reader friendly and cater for a broader audience: (i) an evaluation profile (summarising key findings) (ii) an evaluation insight (dedicated to a single theme); and (iii) infographic.

## List of IFAD-supported investment projects approved

Proj ID	Project name	Project sector	Total project cost (US\$)	IFAD Financing (US\$)	Co-financer Amount (US\$)	Government (US\$)	Coop Institution	Approval Date	Signing Date	Entry into Force	Current Completion Date	Closing Date
1100000517	Agriculture productivity Improvement Project	LIVST	35 105 000	4 747 000	27 002 000 (IDA)	3 356 000	IDA	11/09/1996	27/09/1996	22/09/1997	31/12/2005	30/06/2006
1100001106	Agricultural Development Support to Seila (ADESS)	AGRIC	11 548 000	8 599 000	1 777 000 (Australia)	1 156 000	UNOPS	08/09/1999	05/10/1999	16/02/2000	31/03/2006	30/09/2006
1100001175	Community-Based Rural Development Project in Kampong Thom and Kampot	AGRIC	22 851 000	9 994 000	9 734 000 (Australia, Germany, WFP)	1 822 000	IFAD	07/12/2000	11/01/2001	29/03/2001	31/12/2009	30/06/2010
1100001261	Rural Poverty Reduction Project in Prey Veng and Svay Rieng	RURAL	19 620 000	15 493 000	2 439 000 (WFP)	757 000	IFAD	18/12/2003	19/12/2003	14/04/2004	30/06/2011	31/12/2011
1100001350	Rural Livelihoods Improvement Project in Kratie, Preah Vihear and Ratanakiri	AGRIC	13 685 000	12 014 000 (10.76 mill DSF grant and 1.2 mill loan)	1 163 000 (UNDP)	508 000	IFAD	18/04/2007	28/05/2007	31/08/2007	30/09/2014	31/03/2015
1100001464	Tonle Sap Poverty reduction and Smallholder Development Project	AGRIC	55 301 000	13 380 000 (50% loan and 50% DSF grant)	36 448 000 (AsDB, Finalnd)	5 473 000	AsDB	17/12/2009	15/02/2010	15/02/2010	31/08/2017	28/02/2018
1100001559	Project for Agricultural Development and Economic Empowerment	AGRIC	46 144 000 (51 886 000 actual)	37 900 000 (20.4 mill loan and 17.5 mill DFS grant)	6 502 000 (FAO, iDE, SNV, GEF/SCCF)	5 290 000	IFAD	03/04/2012	08/06/2012	08/06/2012	30/06/2018	31/12/2018
1100001703	Agriculture Services Programme for Innovation, Resilience and Extension	RSRCH	82 249 000	41 131 000 (including 14.9 mill ASAP grant)	13 627 000 (3IE-UK, TBD, USAID)	18.686 000	IFAD	16/12/2014	05/03/2015	05/03/2015	31/03/2022	30/04/2022
2000001268	Accelerating Inclusive Markets for Smallholders	CREDI	61 613 000	36 257 000		8 654 000	IFAD	14/12/2016	28/02/2017	28/02/2017	31/03/2023	30/09/2023

## List of IFAD-supported grants covering the Kingdom of Cambodia under implementation after 2010

### A. Global/regional grants that cover Cambodia

Grant Number	Grant title	Grant recipient	Effective	Closing date	IFAD Financing (US\$)	Countries involved
1000001711	Program for Accelerating the Financial Empowerment of Poor Rural Communities in Asia and the Pacific through Rural Finance Innovations	Asia-Pacific Rural and Agricultural Credit Association (APRACA)	11/01/2007	30/09/2012	1,200,000	Countries in the Asia-Pacific region (including Bangladesh, Bhutan, Cambodia, China, India, Indonesia, Kyrgyzstan, Lao PDR, the Maldives, Mongolia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand, and Vietnam).
1000002830	Programme for Knowledge Networking for Rural Development Asia/Pacific (ENRAP III)	International Development Research Centre (IDRC)	14/09/2007	31/03/2011	1,085,000	Most countries in the Asia-Pacific region
1000002733	Programme for Enhancing Agricultural Competitiveness of Rural Households in Greater Mekong Sub-region	Food and Agriculture Organization of the United Nations (FAO)	20/09/2007	31/03/2013	609,000	Greater Mekong Sub-region – including Cambodia
1000003086	Programme on Rewards for Use of and Shared Investment in Pro-poor Environmental Services (RUPES II)	World Agroforestry Centre (ICRAF)	15/10/2008	31/03/2013	1,500,000	Cambodia, China, India, Indonesia, Mongolia, Nepal, Philippines, Thailand, Viet Nam
1000003087	Regional capacity building and knowledge management for gender equality	FAO	09/01/2009	31/12/2011	1,500,000	Global
1000003085	Programme for Linking Smallholder Livelihoods of poor Smallholder Farmers to Emerging Environmentally Progressive Agro-Industrial Market (4FGF)	International Center for Tropical Agriculture (CIAT)	14/01/2009	30/09/2013	1,500,000	Cambodia, Lao PDR, Viet Nam
1000000099	Medium Term Cooperation Programme with Farmers Organizations in the Asia and the Pacific Region: Southeast Asia sub-programme (MTCP I)	FAO (for region wide activities + Southeast Asia + China) and Self Employed Women's Association (SEWA) (for South Asia sub-programme)	17/06/2009 for SEWA; 23/11/2009 for FAO	31/12/2012	1,420,000 (1,083,000 to FAO, 337,000 to SEWA)	Cambodia, China, India, Indonesia, Lao PDR, Myanmar, Nepal, Philippines, Sri Lanka and Viet Nam
1000003375	Enabling Poor Rice Farmers to Improve Livelihoods and Overcome Poverty in South and Southeast Asia through the Consortium for Unfavourable Rice Environments (CURE I)	International Rice Research Institute (IRRI)	28/07/2009	31/03/2014	1,500,000	Cambodia, Bangladesh, India, Indonesia, Lao PDR, Myanmar, Nepal, Philippines, Thailand Viet Nam
2000001187	Asian Project Management Support (APMAS) programme	Asian Institute of Technology (AIT)	18/12/2009	30/06/2014	1,400,000	Cambodia, India, Lao PDR, Viet Nam

## Annex 2

Grant Number	Grant title	Grant recipient	Effective	Closing date	IFAD Financing (US\$)	Countries involved
1000003535	Global Mechanism of the UNCCD in those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa for the Programme for Designing Integrated Financing Strategies for UNCCD Implementation in Selected Countries of Asia And Latin America	United Nations Convention to Combat Desertification (UNCCD)	26/02/2010	30/6/2013	1,250,000	Brazil, Cambodia, Chile, Dominican Republic, Ecuador, Lao PDR, Myanmar, Pakistan, Peru, Sri Lanka, Uruguay, Vietnam (Bhutan and Nepal replaced by Pakistan and Myanmar)
1000003619	Programme for the Development of knowledge-sharing Skills	FAO	26/04/2010	30/09/2012	950,000	All Asian countries
1000003041	The Asian Project Management Support Programme – Gender Sensitive Management	AIT	28/04/2010	30/03/2013	200,000	Cambodia, Lao PDR, Viet Nam
1000003832	Improving Livelihoods and Overcoming Poverty in the Drought-Prone Lowlands of South-East Asia	IRRI	16/12/2010	30/06/2015	1,200,000	Cambodia, Indonesia, Myanmar, Philippines, Thailand
1000003916	Study on Water interventions for improving smallholder farming and rural livelihoods in Asia and the Pacific	FAO	30/03/2011	31/01/2014	250,000	Asia and the Pacific Region (including Bhutan, Cambodia, Laos, Nepal and the Philippines)
1000004071	Improved Forage-Based Livestock Feeding Systems for Smallholder Livelihoods in The Cambodia-Laos-Vietnam (CLV) Development Triangle	CIAT	16/09/2011	31/03/2016	1,500,000	Cambodia, Lao PDR, Viet Nam
1000004070	Strengthening Knowledge-Sharing on Innovative Solutions Using the Learning Routes Methodology in Asia And the Pacific	PROCASUR Asia Corporación Regional de Capacitación En Desarrollo Rural	27/10/2011	30/06/2016	1,000,000	Grant open to all countries in the Asia-Pacific region
1000004008	Pro poor Policy Approaches to Address Risk and Vulnerability at the Country Level	FAO	13/02/2012	31/12/2016	1,500,000	Cambodia, Lao PDR, Nepal, Viet Nam
1000004067	Disseminating CGIAR challenge programme on water and food innovations (CPWF) and adoption process for water and food, and piloting their mainstreaming in the IFAD portfolio	International Water Management Institute-Challenge Programme on water and food (IWMI-CP)	07/05/2012	31/12/2014	1,000,000	Bangladesh, Bhutan, Bolivia, Brazil, Burkina Faso, Cambodia, China, Colombia, Ecuador, Ethiopia, Ghana, India, Iran, Kenya, Laos, Nepal, Nicaragua, Niger, Peru, Philippines, South Africa, Tanzania, Thailand, Uganda, Vietnam and Zimbabwe
1000004356	Inclusive Business Models to Promote Sustainable Smallholder	SNV Netherlands Development Organisation	13/12/2012	31/12/2015	1,199,000	Cambodia, Lao PDR, Viet Nam

## Annex 2

Grant Number	Grant title	Grant recipient	Effective	Closing date	IFAD Financing (US\$)	Countries involved
Cassava Production						
1000004382	Enhancing the Access of Poor Rural People to Sustainable Financial Services Through Policy Dialogue, Capacity-Building and Knowledge-Sharing in Rural Finance	APRACA	21/01/2013	30/09/2016	1,100,000	Cambodia, Myanmar, Bangladesh, Nepal
1000004450	Securing Access to Land for the Rural Poor	International Land Coalition (ILC)	04/02/2013	30/09/2015	2,000,000	Global initiative with nine countries chosen (Cambodia, Ethiopia, Malawi, Nepal, Niger, Peru, Philippines, Bolivia and Togo).
2000000074	Medium Term Cooperation Programme with Farmers Organizations in the Asia and the Pacific Region (MTCP II)	Asian Farmers' Association for Sustainable Rural Development (AFA)	04/09/2013	31/03/2019	2,000,000	Bangladesh, Bhutan, Cambodia, China, Cook Islands, Fiji, India, Indonesia, Lao PDR, Myanmar, Nepal, Philippines, Samoa, Solomon Islands, Sri Lanka, Thailand, Tonga, Vanuatu and Viet Nam
2000000045	IFAD support to the process of the United Nations World conference on Indigenous Peoples.	International Work Group for Indigenous Affairs (IWGIA)	02/10/2013	30/06/2017	900,000	Global
2000000165	Country Level Support to External Validity of Project Impact Evaluations	International Initiative for Impact Evaluation (3ie)	13/12/2013	31/12/2017	500,000	Minimum of 24 participating countries involved. For APR: Bangladesh, China, Cambodia, India, Laos, Pakistan, Philippines
2000000094	Enabling Poor Rice Farmers to Improve Livelihoods and Overcome Poverty in South and Southeast Asia through the Consortium for Unfavourable Rice Environments (CURE 2)	IRRI	13/03/2014	31/03/2018	1,500,000	Bangladesh, Cambodia, India, Indonesia, Lao PDR, Myanmar, Nepal, Philippines, Thailand, Viet Nam.
2000000124	Developing Inclusive Financial Systems from improved access to financial services in rural areas	Consultative Group to Assist the Poor	05/05/2014	30/04/2018	1,500,000	Selected countries in Sub-Saharan Africa and Asia (in particular India, Cambodia, Bangladesh, Pakistan, Philippines)
2000000270	Strengthening Knowledge Sharing on Innovative Solutions Using the Learning Routes Methodology in Asia and the Pacific – Phase 2	PROCASUR	23/06/2014	31/12/2016	1,000,000	Bangladesh, Cambodia, Lao PDR, Nepal, Thailand and Viet Nam
2000000493	Indigenous Peoples' Assistance Facility	Indigenous Peoples' International Centre for Policy Research and Education (Tebtebba)	14/10/2014	30/06/2018	526,600	Asian and Pacific countries of the indigenous peoples' communities and their organizations awarded IPAF sub-grants
2000000729	Technical Support to Four Ex-post Impact evaluations	University of East	01/11/2014	30/11/2016	500,000	Cambodia, Ghana, Lao PDR

Grant Number	Grant title	Grant recipient	Effective	Closing date	IFAD Financing (US\$)	Countries involved
	using mixed methods approaches	Anglia (DEA)				
2000001053	Promoting People-Centred Land Governance with International Land Coalition Members	ILC	15/12/2015	30/06/2018	2,000,000	Global
2000001103	Scaling up Sustainable Land Management (SLM) Practices by Smallholder Farmers: Working with Agricultural Extension Services to Identify, Assess and Disseminate SLM Practices	The University of Bern	29/02/2016	30/09/2019	2,000,000	Cambodia, Lao PDR, Uganda
2000000361	Agricultural Transformation and Market Integration in the ASEAN Region: Responding to Food Security and Inclusiveness Concerns	International Food Policy Research Institute (IFPRI)	13/05/2016	31/01/2021	2,500,000	Cambodia, Lao PDR, Myanmar, Philippines, Viet Nam

## B. Non-IFAD grants that cover Cambodia

Grant number	Grant title	Grant recipient	Effective	Closing date	Grant amount (US\$)	Grant source	Coverage
2000001276	Farmers' Fighting Poverty/ASEAN	AgriCord	06/05/2016	12/09/2019	6 700 000	European Union	ASEAN Countries
2000000214	Technology as Development Solution: Use of ICT to Improve Livelihoods of the Poorest in Remote Rural Areas	Government of Cambodia	31/10/2013	31/12/2015	380 000	Korean supp. funds	Cambodia
COFIN-EC-26-UPU – FFR	Development of access to remittance services through postal networks in underserved areas in the Asia region	Universal Postal Union (UPU)	22/05/2012	31/08/2013	380 000	Spanish supp. funds	Cambodia
2000001538	Managing Aquatic Agricultural Systems to Improve Nutrition and Livelihoods in Selected Asian and African Countries: Scaling Learning from IFAD-Worldfish Collaboration in Bangladesh under the Programme Putting Research into Use for Nutrition, Sustainable Agriculture and Resilience (PRUNSAR)	World Fish Center	24/05/2016	30/09/2019	1 956796, including 2% CSP to the Trustee (World Bank / CGIAR Fund)	European Union	Cambodia, Zambia, Indonesia and Thailand

## Key elements of 1999, 2009 and 2013 COSOPs

	1998 COSOP	2008 COSOP	2013 COSOP
<i>Strategic objectives</i>	<ul style="list-style-type: none"> <li>• Main thrusts of the community based strategy: (i) Focus on household food and income security of the poor, particularly of female headed families; (ii) Promotion of economic growth at households level by empowering local communities to efficiently and sustainably manage productive resources; (iii) Promotion of a consultative forum and development of a feedback mechanism to enable lessons learned and best practices to feed national policy formulation; (iv) Development of an implementation support mechanism;</li> <li>• Community based area development approach followed rather than a sectoral approach in view of the social and economic situation of Cambodia and the short duration of IFAD's operations in the country;</li> <li>• Orientation and pilot phase of about two years before a large-scale investment programme is initiated.</li> </ul>	<ul style="list-style-type: none"> <li>• SO1: sustainable improvement of the livelihoods of 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;</li> <li>• SO2: promotion of "decentralisation and deconcentration" (D&amp;D) and local governance for pro-poor agricultural and rural development through building linkages between the "decentralisation and deconcentration" framework and agricultural and rural development and institutional support for evidence-based pro-poor policymaking.</li> </ul>	<ul style="list-style-type: none"> <li>• SO1: Poor smallholders are enabled to take advantage of market opportunities;</li> <li>• SO2: Poor rural households and communities increase resilience to climate change and other shocks; and</li> <li>• SO3: Poor rural households gain better access to strengthened rural service delivery by government, civil society and private-sector agencies.</li> </ul>
<i>Opportunities for innovation</i>	<ul style="list-style-type: none"> <li>• Good potential for substantial increases in productivity of rice and for crop and income diversification because of the lack of past investment in the sector;</li> <li>• Rural development context (e.g. good natural resources; extensive cultivable land areas; rehabilitation of the irrigation system and provision of improved inputs for agriculture; better water control and the possibility of producing two crops in a wet season);</li> <li>• Complementary role to be played by IFAD compared to other donors/NGOs operating in the country; added value IFAD brings in upgrading other development initiatives;</li> <li>• Some sectors being neglected by other interventions (livestock, fisheries, community forestry).</li> </ul>	<ul style="list-style-type: none"> <li>• Replicating initiatives that IFAD has successfully piloted in the design of the SAW programmes and in new projects (e.g. replicating the network of private-sector village animal health worker (VAHWs) and their associations; mainstreaming the use of volunteer Village Extension Workers (VEWs) to complement public extension-service provision; institutionalizing the most-vulnerable families approach as a targeting tool; mainstreaming beneficiary impact assessments to assess and enhance the quality of service delivery; replicating the system of gender focal points, incorporating an additional role in gender analysis and economic empowerment of rural women);</li> <li>• Other: (i) furthering the successful group revolving fund concept; (ii) extending the role of VAHWs; (iii) influencing commune councils to reorient the priorities of the Commune/Sangkat Fund to include investment to improve livelihoods and agricultural productivity; (iv) participating in district initiatives to pilot service delivery models; (v) further piloting the delegation of agency functions for agricultural extension to commune councils; and (vi) further piloting the approach to learning experience from local communities for policy development and dialogue.</li> </ul>	<p>Innovations may range from new business models for the delivery of agricultural education and services, through commercialization for smallholders of different production technologies, labour-saving equipment, and provision of new financial products to help manage risk and increase access to working capital, to adaptation responses to climate change.</p> <p>The COSOP's core approach to innovation and scaling up is to systematically identify, rigorously test, refine and then scale up promising innovations that are proven to work efficiently. Mechanisms to implement this approach include: (i) agricultural education and service delivery; (ii) promotion of inclusive markets for smallholders and commodity-specific intervention strategies and action plans; and (iii) development of evidence-based policymaking.</p>

	1998 COSOP	2008 COSOP	2013 COSOP
<i>Target group and geographical coverage/ coverage</i>	<ul style="list-style-type: none"> <li>Female headed households, unemployed rural youth, returnees, internally displaced persons and mine victims in the areas / provinces with a high poverty concentration;</li> <li>Geographically phased approach to start project interventions initially in a limited number of poor provinces in the Southeast and Northwest with simple projects that have fast impact on improved household food and income security.</li> </ul>	<ul style="list-style-type: none"> <li>Target group: (i) rural poor households, with access to only small areas of land, that lack other productive assets and that may very likely be food insecure and indebted, with little if any access to off-farm employment opportunities; (ii) agricultural landless people willing to learn skills for livestock-raising, off-farm income-generating activities or wage employment; (iii) women/woman-headed households with large number of dependents; and (iv) other rural poor households;</li> <li>Targeted areas in which: (i) poverty rates are high and the Cambodia Millennium Development Goals are most in need of improvement; (ii) there are opportunities to improve agricultural productivity and develop strategic partnerships with other agencies; and (iii) there are no major, ongoing, externally financed agricultural and rural development programmes;</li> <li>Potential target areas in the next COSOP period include the more remote border provinces (Mountain/Plateau regions), e.g. Mondul Kiri, Stung Treng and Oddar Meanchey and also Kompong Cham, Kompong Thom and Siem Reap.</li> </ul>	<ul style="list-style-type: none"> <li>Targeting continue to address the issues of the chronically poor (below the poverty line);</li> <li>Gender targeting builds on IFAD's experience in the country (gender disaggregated targets for interventions and specific activities that promote the economic empowerment of rural women);</li> <li>Targeting approaches to be more flexible and diversified to include slightly better-off farmers and other value chain agents (beyond farming);</li> <li>Distinct development pathways and intervention modalities devised for the food insecure, the rural poor at the subsistence level, and vulnerable rural households just above the poverty line;</li> <li>The needs of special groups, (e.g. recipients of social land concessions and poor farmers whose rights on land have been recently recognized) also specifically targeted through tailor-made interventions.</li> </ul>
<i>Policy dialogue</i>	<ul style="list-style-type: none"> <li>Although IFAD's involvement in Cambodia has been limited, several policy issues were developed for the livestock sector (e.g. National strategy for Animal Health and Production); Two studies to be done for further policy dialogue;</li> <li>Other areas include: (i) refining the approach to poverty targeting in the next 5-year Socio-Economic Development- Plan; (ii) Introducing a policy for cost effective irrigation developments; (iii) establishing the framework for micro-credit institutions and orientating them more towards agricultural production credit.</li> </ul>	<ul style="list-style-type: none"> <li>As a member of the Technical Working Group on Agriculture and Water (TWGAW), IFAD to contribute to the design of selected subsector programmes of SAW applying lessons learned in order to promote: policy changes in the areas of improved rural service delivery; improved access of rural poor people to agricultural inputs, resources and markets; and reflection of the perspectives and priorities of rural poor people in development programmes;</li> <li>IFAD to work closely with the Government and other development agencies to formulate viable interventions for improvement in: (i) access to water for agriculture; (ii) access to agricultural research and extension services; (iii) access to agricultural input and produce markets; and (iv) accountability, transparency and corruption in rural areas.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthened focus on evidence-based policy work;</li> <li>Better linkages sought through a combination of service delivery and efficient collaboration at the national level with institutions with clear mandates for policy reform;</li> <li>IFAD to promote policy linkages through coordination with development partners (e.g. through cofinancing; knowledge-sharing and collaboration with private sector/civil society);</li> <li>IFAD to assist MAFF in mainstreaming "farming as a business" in its policies and programmes (e.g. by developing a policy of agricultural extension services that integrates the public and private sectors and civil society; testing innovative service delivery including public/private partnerships and performance-based budgeting).</li> <li>Support to existing cooperatives/farmer groups with the potential to link with buyers; Development of tailored interventions to support poor households with recent access to land to be scaled up and incorporated into official policies;</li> <li>Contribute to mainstreaming climate change resilience considerations across the Government's</li> </ul>

	1998 COSOP	2008 COSOP	2013 COSOP
			rural development policies and programmes by supporting the design of extension materials that incorporate e.g. resilience aspects, innovations in information;
<i>Country programme management</i>	Not mentioned/addressed	<ul style="list-style-type: none"> <li>Country programme to be managed by the country programme management team;</li> <li>Synergy to be built among ongoing and new investment projects, supervision and implementation support and the technical assistance and policy grants programmes;</li> <li>Practice of annual country portfolio reviews to continue, (with the government, AsDB and the World Bank to join);</li> <li>The counsel of the country portfolio and policy adviser and the inclusion of a policy analysis component in RULIP to enable IFAD to contribute more effectively to country programme management and implementation support; coordination and in-country policy dialogue;</li> <li>IFAD to gradually take over supervision and implementation support responsibilities in line with the IFAD Supervision Policy.</li> <li>Strengthened implementation support to be provided to improve project performance (e.g. for: availability of counterpart funds for unexpected/unplanned emergency activities; quality of service provision; institutional building of local/grass-roots organizations; M&amp;E; compliance with procurement procedures; participation of women in decision-making; technical capacity of technical staff).</li> </ul>	<ul style="list-style-type: none"> <li>IFAD's field presence to be maintained at current levels with one country programme officer (CPO) in-country, working alongside the country programme manager;</li> <li>COSOP implementation to be overseen by a programme secretariat with a strategic and policymaking role and a multisector coordination mandate. Responsibility to be carried out by the secretariat of ASPIRE;</li> <li>COSOP to continue building a renewed focus on delivery of impacts and outcomes, both in the overall COSOP and within the projects. To be achieved through an explicit focus on improved management and decision-making processes, as well as investment in enhanced management information systems for both existing and new projects.</li> </ul>
<i>Partnerships</i>	<ul style="list-style-type: none"> <li>IFAD's financing would be to upscale or build on the successful experiences and approaches and models of other like-minded donors who have been operating in Cambodia. Partnership with them is thus considered key for IFAD's intervention;</li> <li>Agencies with potential for collaboration identified (UNDP/SIDA/UNCDF; AUSAID; WFP; FAO; DANIDA; ADB) as well as NGO having played a major role in development processes.</li> </ul>	<ul style="list-style-type: none"> <li>IFAD to continue partnerships with government agencies, development agencies, private sector and civil society;</li> <li>MEF as the key government counterpart; CARD and NCDD, for policy guidance at the national level; MAFF, MOWA, MOWRAM and MRD at subnational levels;</li> <li>Policy analysis and dialogue through: (i) regular interaction between country programme manager, staff from government agencies and project management teams; (ii) follow-up from country portfolio and policy adviser; (iii) annual COSOP/country programme reviews; and (iv) supervision and implementation support;</li> <li>Potential development partners: French Development Agency; GTZ; WB; DANIDA/DFID; AsDB; NGOs;</li> <li>IFAD to continue participating in harmonization and alignment process through technical working groups and to</li> </ul>	<ul style="list-style-type: none"> <li>Active collaboration with a range of country partners as an essential feature and modality of project design, financing and implementation;</li> <li>Continuation and deepening of the partnership with MAFF through ASPIRE, aimed at developing a national extension service, building on the approach initiated by PADEE;</li> <li>Continuation of partnership with current cofinanciers and implementation partners (e.g. SNV, IDE, AVSF, FAO and GEF/UNDP), and further partnership development (e.g. with the private sector) also in terms of knowledge management activities and development of innovations;</li> <li>IFAD grant financing available to develop its partnership on policy coordination with the Government through SNEC;</li> </ul>

	1998 COSOP	2008 COSOP	2013 COSOP
		<p>consider the request from MRD to join the Technical Working Group on Infrastructure;</p> <ul style="list-style-type: none"> <li>Existing partnerships with international and local NGOs and farmers' organizations to continue (e.g. in the provision of animal health services, microfinance, training, knowledge sharing).</li> </ul>	<ul style="list-style-type: none"> <li>Strategic partnership between IFAD and the International Food Policy Research Institute (IFPRI) for developing national policy analysis and formulation capacities;</li> <li>In the context of a collaborative agreement between IFAD and ADB, joint portfolio reviews to be carried out;</li> <li>IFAD to participate in key partners' respective strategy design processes.</li> </ul>
Knowledge management	<p>The promotion of a consultative forum and development of a feedback mechanism to enable lessons learned and best practices to feed national policy formulation is among main thrusts of the community based strategy;</p>	<ul style="list-style-type: none"> <li>Knowledge management and communication to contribute to the realization of the strategic objectives, in line with the IFAD Strategy for Knowledge Management;</li> <li>Arrangements already in place to be improved, including: (i) annual assessments of impact by the beneficiaries of each project for feedback into the annual project planning process; (ii) regular policy guidance meetings; (iii) annual portfolio review meetings; (iv) the annual Sector Policy and Institutional Assessment of the Rural Development Sector Framework under the PBAS; and (v) specific studies to focus on key rural poverty reduction issues;</li> <li>Future project designs to include explicitly stated approaches to knowledge management and learning from innovation in order to support the pro-rural-poor policy dialogue and institutions;</li> <li>At the regional level, country programme stakeholders to be supported by the regional programme for Knowledge Networking for Development in Asia/Pacific Region, as a means of accessing knowledge acquired by other IFAD programmes and of communicating country-level knowledge from Cambodia to others.</li> </ul>	<ul style="list-style-type: none"> <li>Knowledge management and communication as key priorities identified for improved programme delivery;</li> <li>New features and reinforced capacity for monitoring outputs and impact (e.g. the use of innovative web-based technology and databases to feed into knowledge gaps in assessment of the impact of microfinance and extension approaches);</li> <li>Regarding climate change, information and knowledge gaps to be addressed through ASAP financing. The country programme to build alliances with national research institutes, universities and national resource people, key in developing policy feedback and carrying out analytical work;</li> <li>Successful methods to be continued (e.g. COSOP design process involving the establishment of a website, combined with the production of policy papers and several dissemination events in collaboration with institutions such as SNEC);</li> <li>Knowledge to be mobilized through the projects and to feed into country-level policy dialogue through higher-level partnerships with MEF and SNEC.</li> </ul>

## Kingdom of Cambodia CSPE Evaluation Framework

### A. Project Portfolio – Evaluation Questions<sup>65</sup>

No.	Evaluation criteria & evaluation questions	Projects covered Data source/data collection method
<b>1.</b>	<b>Portfolio Relevance (to be rated on a scale of 1-6 for each project)</b>	All seven projects
1.1	To what extent and In what way were/are project objectives in line with key IFAD and government strategy and policy objectives? Is there any national or international evidence and/or a well argued and realistic theory of change to support that the selected project interventions effectively will contribute to rural poverty reduction?	Government and IFAD policies and strategies CBRDP PPA, RPRP PPA, RULIP PPE Other projects: desk review, key informant interviews
1.2	To what extent did project designs respond adequately to the contextual analyses? Was the project design (e.g. in terms of components and sub-components, financial allocations) appropriate to meet the projects' objectives? Were lessons from previous interventions taken into account? In particular, to what extent and in what way was the project design relevant in terms of: (i) approach to <b>group formation and group development</b> ; (ii) use of <b>group revolving funds</b> as means to improve access to finance and beyond; (iii) <b>farmer training and improved extension services</b> for improved agricultural production. Was the project adjusted during implementation to any changes in context to retain continued relevance?	Design fit with contextual factors in project ToC, review of project designs and COSOPs (lessons learnt). CBRDP PPA, RPRP PPA, RULIP PPE Other projects: desk review, key informant interviews
1.3	Were institutional arrangements appropriate to ensure the effectiveness and efficiency of the implementation?	CBRDP PPA, RPRP PPA, RULIP PPE Other projects: desk review, key informant interviews
1.4	How appropriate were the logical frameworks, indicators and targets in project design? If they were revised during implementation, why and in what ways?	Project documents, PCR, PPAs/PPE
1.5	How was the target group defined in light of the IFAD corporate targeting strategy? How appropriate was (is likely to be) the project's targeting strategy in reaching them?	Project documents, PCR, PPAs/PPE
<b>2.</b>	<b>Portfolio Effectiveness (to be rated on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, PADEE and TSSD
2.1	To what extent have the objectives of the project and its components been attained in quantitative and in qualitative terms? How strong is the evidence for the achievements of results claimed in the project/programme documentations? What is the evidence to suggest that changes in the indicators for the objectives can be attributed to the project interventions (as opposed to other non-project factors)?	CBRDP PPA, RPRP PPA, RULIP PPE PADEE & TSSD: project M&E data and survey reports, progress reports, SVIS, statistical data (where available); interviews with beneficiaries, government staff, other key informants, if possible, non-beneficiaries
2.2	What changes in the overall context (e.g. policy framework, political situation, institutional set-up, economic	PPAs/PPEs and projects reports, with

<sup>65</sup> Reference to the Evaluation Manual: criteria to be applied in Box 7 p.69; core questions p.39-43.

No.	Evaluation criteria & evaluation questions	Projects covered Data source/data collection method
	shocks, civil unrest) have affected or are likely to affect project implementation and overall results?	information on country and sectoral contexts over time
2.3	What factors in project design and implementation account for the estimated results in terms of effectiveness; are there valid alternatives?	Review of project documents. Perceptions of project and government staff
2.4	How effective was the project in benefiting the intended target group? What were the strengths and weaknesses in terms of targeting?	CBRDP PPA, RPRP PPA, RULIP PPE PADEE and TSSD: project reports
<b>3.</b>	<b>Portfolio Efficiency (to be rated on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, PADEE, TSSD and ASPIRE (limited extent)
3.1	How did/do the individual projects and the portfolio as a whole perform with regard to key efficiency indicators on the pace of implementation and timeliness, such as: (i) time gap from design to approval, and approval to effectiveness; (ii) physical progress and disbursement performance over time and at project end; (iii) project extension?	IFAD corporate project portfolio database, PSRs, legal documents
3.2	How did/do the individual projects and the portfolio as a whole perform with regard to key efficiency indicators on the use of funds versus the results, including: (i) estimated economic rate of return compared to the projection at project design or computation at project completion (for closed projects, where available and as possible); (ii) project costs per beneficiary (both at the time of appraisal and at the time of evaluation) compared to other IFAD-funded operations (or those of other donors) in the same country and/or other countries; (iii) unit costs for key outputs (e.g. rural infrastructure); and (iv) project management/administration costs in relation to total project costs and how do they compare with similar projects	CBRDP PPA, RPRP PPA, RULIP PPE For all projects: disbursement records, project financial statements and physical progress reports, IFAD loans and grants database, other data collection and analysis
3.6	What are the major factors that account for project efficiency performance (positive or negative), especially in terms of project management and implementation processes?	Project related documents, interviews with project staff and IFAD
<b>4.</b>	<b>Rural poverty impact (to be rated on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, TSSD, PADEE,
4.1	To what extent have beneficiary incomes and net assets changed and can these changes be attributed to the project interventions? [impact domain: household incomes and net assets]	CBRDP PPA, RPRP PPA, RULIP PPE. For all projects: available baseline and impact survey reports. Secondary statistical data on poverty and household incomes. Discussions in the field.
4.2	What changes have taken place in terms of agricultural production and productivity (compared to general trends) resulting from the projects? What explains such changes? [impact domain: food security and agricultural productivity]	CBRDP PPA, RPRP PPA, RULIP PPE. For all projects: available baseline and impact survey reports, M&E data. Secondary statistical data on agricultural production and productivity. Discussions in the field
4.3	What changes have taken place in household food security and nutrition contributed by the projects and what explains such changes? [impact domain: food security and agricultural productivity]	CBRDP PPA, RPRP PPA, RULIP PPE. For all projects: available baseline and impact survey

No.	Evaluation criteria & evaluation questions	Projects covered Data source/data collection method
		reports. Secondary statistical data on food security and nutrition. Discussions in the field.
4.4	To what extent and how did the projects contribute to enhancing knowledge and skills (individuals and collective) of the rural poor translated into behavioural change? [impact domain: human and social capital and empowerment]	CBRDP PPA, RPRP PPA, RULIP PPE. Project reports. Discussions in the field and with key informants.
4.5	What changes have taken place in terms of rural people's organizations, grass-roots institutions, social capital and social cohesion and local self-help capacities? How did the projects contribute? [impact domain: human and social capital and empowerment]	Same as above.
4.6	To what extent and how do the rural poor play more effective roles in decision making? In what way did/does the project empower the rural poor vis-à-vis development actors and local and national public authorities? [impact domain: human and social capital and empowerment]	Same as above
4.7	To what extent and in what way did the project contribute to changing the way sub-national governments, the private sector and other institutions interact and work with the rural poor? To what extent and in what way did the project contribute to "decentralization and deconcentration (D&D)"? Has the project contributed to any changes in national/sectoral policies, legislations and regulatory framework to become more pro-rural poor? If so, in what way? [impact domain: institutions and policies]	Same as above
<b>5.</b>	<b>Sustainability of benefits (to be rated on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, PADEE, TSSD
5.1	What is the likelihood of project benefits being sustained beyond the project life and resilient to shocks and risks, in particular in relation to: (i) group development, rural people's organizations and empowerment; (ii) access to finance through group revolving fund; (iii) rural infrastructure rehabilitated/supported by the projects; (iv) access to extension services and agricultural production practices; and (v) institutions and policies? For CBRDP and RPRP, to what extent do the PPA assessments on sustainability still hold true?	CBRDP & RPRP: PPAs plus additional data collection. RULIP PPE. PADEE & TSSD: project reports, SVIS reports, self-assessment, CSPE field visits and interviews with key informants
5.2	Is there a clear indication of government commitment after project completion, for example, in terms of provision of funds for selected activities, human resources availability, continuity of pro- poor policies and participatory development approaches, and institutional support?	Discussion with government and key informants
<b>6.</b>	<b>Gender equality and women's empowerment (to be rated on a scale of 1-6 for each project)</b>	
6.1	What gender-related strategies were developed and operationalized, if any? How relevant and effective were they?	CBRDP & RPRP: PPAs. RULIP PPE. PADEE & TSSD: SVIS reports, self-assessment, monitoring reports & field visits
6.2	What were the project's achievements in terms of promoting gender equality and women's empowerment, including changes in the following aspects (in line with the IFAD policy on this topic): (i) women's access to resources, assets and services; (ii) women's influence in decision-making; (iii) workload distribution among household members; (iv) health, skills, income and nutritional levels; and (v) gender relations within	CBRDP & RPRP: PPAs. RULIP PPE. PADEE & TSSD: PSRs, SVIS reports, self-assessment, monitoring reports & field visits

No.	Evaluation criteria & evaluation questions	Projects covered Data source/data collection method
	households.	
6.3	To what extent did the project define and monitor sex-disaggregated results to ensure that gender equality and men's empowerment objectives were being met? Was the project implementation structure adequate to support effective implementation of gender equality and women's empowerment goals?	Same as above
<b>7.</b>	<b>Innovation &amp; scaling up (to be rated separately for "innovation" and "scaling-up", on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, PADEE, TSSD
7.1	What "innovations" were foreseen in the design and were implemented? What are the characteristics of innovation(s) promoted by the intervention, and in what way may these be considered "innovations"?	Review of project design documents and SVIS reports. CSPE team analysis
7.2	Have grants been used to promote innovation? If so, how?	Review linkages of grants with loan projects.
7.3	Were successfully promoted innovations documented and shared to facilitate scaling up?	Analysis of project reports and available KM products.
7.4	Have any innovations been scaled up and, if so, by whom? If not, what are the prospects that they can and will be scaled up? What were/are the pathways to scaling up?	Interviews with project staff and partners, other relevant documentation
7.5	Has IFAD proactively engaged in partnership building and policy engagement to facilitate the uptake of successful innovations? To what extent has the projects been successful in supporting and informing policies? Are the partnerships created effective for the purpose or could other more effective partnerships have been developed?	CBRDP & RPRP: PPAs plus field visit; RULIP PPE. PADEE & TSSD: self-assessment, monitoring reports & field visits Interviews with government counterparts, development partners
<b>8.</b>	<b>Environment and natural resource management (to be rated on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, PADEE, TSSD
8.1	To what extent did the project promote approaches/measures for restoration or sustainable management of natural resources (e.g. appropriate/new technologies)?	CBRDP & RPRP: PPAs plus field visit; RULIP PPE. PADEE & TSSD: monitoring reports & field visits
8.2	To what extent did the project develop the capacity of community groups and institutions to manage environmental risks (e.g. how governance-related factors are shaping the management of natural resources, influence of incentives and disincentives for sustainable natural resource use and natural resource-based livelihoods improvement)?	Same as above.
8.3	To what extent did the project follow required environmental and social risk assessment procedures and comply with applicable IFAD or national environmental and social standards or norms, to ensure any harmful impacts are avoided or managed/mitigated where needed? Has there been any negative or positive environmental impact that was not foreseen? Have negative impacts been successfully mitigated?	Same as above. Plus interviews with key informants.
<b>9.</b>	<b>Adaptation to climate change (to be rated on a scale of 1-6 for each project, where applicable)</b>	CBRDP, RPRP, RULIP, PADEE, TSSD

No.	Evaluation criteria & evaluation questions	Projects covered Data source/data collection method
9.1	What specific adaptation activities did the initiative (i.e. COSOP or project) contain, if any, and what were their effects on the rural poor?	Analysis of project design documents
9.3	Can any factors be identified that might help the rural poor to restore the natural resource and environment base that (may) be affected by climate change?	CBRDP & RPRP: PPAs + field visits. RULIP PPE. PADEE & TSSD monitoring reports & field visits
<b>10.</b>	<b>Performance of partners: IFAD (to be rated on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, PADEE, TSSD
10.1	How rigorous were the process of quality enhancement and quality assurance? How well were the comments and recommendations of these reviews and any relevant evaluations included in the final project design?	Quality enhancement, quality assurance documents; relevant evaluation reports
10.2	How well and adequately and in what manner has supervision and implementation support been organized and provided? How has IFAD taken action to address implementation bottlenecks and issues, if any, and how timely and effective have these been?	Supervision mission reports, PSRs, interviews with IFAD and project staff
10.3	To what extent has IFAD exercised its fiduciary responsibilities?	PSRs, records on withdrawal application processing; possibly selected procurement documents and no-objections
10.4	What has been the role of IFAD in TSSD design and supervision (in collaboration with AsDB)? How has IFAD contributed to supporting and enhancing TSSD implementation?	Project-related documents; ADB documents; interviews with IFAD, ADB
<b>11</b>	<b>Performance of partners: Government (to be rated on a scale of 1-6 for each project)</b>	CBRDP, RPRP, RULIP, PADEE, TSSD
11.1	How are key elements of project management performance assessed, in various aspects such as M&E, submission of AWPBs/progress reports?	SVIS reports; PSRs; interviews with IFAD staff and government counterparts
11.2	How well has the Government performed on the fiduciary aspects of project management? (procurement, financial management, etc.)	SVIS reports; PSRs; interviews with IFAD staff and government counterparts
11.3	Were counterpart resources (funds and staffing) provided in line with the agreement at design stage?	SVIS reports; PSRs; interviews with IFAD staff and government counterparts
11.4	To what extent has the high-level management of the Government (e.g. project steering committee) or oversight agencies exercised oversight and provided guidance? To what extent has the government agencies with oversight responsibilities participated in project design and supervision missions, and what were their contributions?	SVIS reports, project design documents, interviews with IFAD staff and government counterparts;
11.5	In what ways has the Government facilitated the participation of and collaboration with civil society/non-governmental organizations and other partners, where appropriate, and what were the implications?	

## B. Non-lending activities (Policy Dialogue, Partnerships and Knowledge Management)<sup>66</sup>

No.	Evaluation criteria/issues & evaluation questions	Data sources/data collection methods
	(to be rated on a scale of 1-6 for each of the following areas, i.e. (i) county-level policy engagement; (ii) partnership building; and (ii) knowledge management)	
<b>NA1</b>	<b>Relevance of non-lending activities</b>	
NA1.1	Are policy dialogue, partnership-building, and knowledge management objectives clearly justified and outlined in the COSOP? Are they relevant to the IFAD programme as a whole and to IFAD's strengths in the country? If activities that were not originally foreseen have been carried out, were they relevant?	Desk analysis of COSOPs; COSOP MTR; ACPoR reports; APR portfolio review reports; publications and knowledge products. Interviews with government staff and other devt partners
NA1.2	What instruments and tools were envisaged in COSOP to design and be engaged in non-lending activities? What resources, if any, were earmarked in the COSOP (e.g. in the form of grants and/or the IFAD administrative budget)?	Desk analysis of COSOPs and other documents
NA1.3	How were the work and role of other partners taken into account in selecting the focus of non-lending activities?	Interviews with CPM and country office staff,
<b>NA2</b>	<b>Effectiveness of non-lending activities</b>	
NA2.1	Did the foreseen activities, if any, take place? If not, why not? What activities that were not originally foreseen have been carried out?	Interviews with project staff and partners; analysis of KM products, COSOP MTR
NA2.2	To what extent and in what way did non-lending activities achieve the objectives (as explicitly articulated, or as implied)? Could the same objectives have been achieved with different (less expensive) means?	Country programme issues sheet in annual portfolio review
NA2.3	Did non-lending activities contribute to the replication and/or scaling up of innovation promoted by IFAD? Has experience gained in IFAD-financed projects influenced governments' policies and programmes? Has the flow of information through knowledge management been disseminated and taken up by development partners? If so, how?	
NA2.4	How well have non-lending components helped ensure a coherent country programme strategy, consistent with the commitments of the Paris declaration on aid effectiveness?	CSPE team analysis
NA2.5	What have been the roles of the IFAD country representative, where applicable, and of the main government institutions in making non-lending activities effective?	Interviews with CPM and country office staff, key government counterpart agencies
	<b>Selected grants - Evaluation Questions (based on 'appropriate' questions, Evaluation Manual, p73)</b>	
<b>G1</b>	<b>Relevance of grants (no ratings)</b>	
G1.1	In what way were/are grant project objectives in line with COSOP, IFAD objectives, priorities of the government, partner institutions and the rural poor? (both country-specific and regional grants) How were the	Review of COSOP documentation Review of country policy documents

<sup>66</sup> Reference to the Evaluation Manual: Guiding Questions in Box 8, p.72

No.	Evaluation criteria/issues & evaluation questions	Data sources/data collection methods
	grants expected to support policy dialogue, partnership buildings and knowledge management?	Review of grant documents, interview with grant project stakeholders
G1.2	Were appropriate mechanisms in place to link grants to (potentially) relevant investment projects and have those worked effectively?	Review of grant documents, interview with grant project stakeholders and investment project partners. Analysis of KM products
<b>G2</b>	<b>Effectiveness of grants (no ratings)</b>	
G2.1	What results have been achieved that benefit the Cambodia country programme? In what way did they benefit the Cambodia country programme?	Review of grant reports, interviews with grant manager, grant recipients or involved in-country stakeholders.
G2.2	Is there an ongoing plan for IFAD or any of its partners to internalize or use knowledge, technology or other products generated by the grant, and if so, is the plan being followed up?	Review of grant reports, interviews with grant manager (possibly PTA).

### C. Strategic (COSOP) Level<sup>67</sup>

No.	Evaluation criteria/issues & evaluation questions	Data sources/data collection methods
<b>ST1</b>	<b>Relevance of country strategy (to be rated on a scale of 1-6):</b>	
	<b>Alignment of strategic objectives</b>	
ST1.1	Were the strategic objectives identified in the COSOP aligned with the government's strategies and policies, and consistent with the overarching objectives of the prevailing IFAD strategic framework and relevant corporate policies?	Desk reviews of: COSOP documents and MTR, annual reports; government development strategies and plans; relevant IFAD policies & guidelines
ST1.2	To what extent has IFAD fostered partnerships with other bilateral and multilateral donors working in agriculture and rural development in the Kingdom of Cambodia?	Desk reviews of: COSOP documents and MTR, annual reports. Interviews with IFAD CPM & CPO; of DP representatives
	<b>Relevance of country strategy: design and coherence of the strategy</b>	
ST1.3	Did the strategy succinctly articulate IFAD's comparative advantage and competencies in the country (i.e. country positioning) and constitute a coherent and well-articulated country programme?	Desk review of COSOP documents
ST1.4	Were the most appropriate strategy elements and subsectors for investments chosen, given the context and rural poverty analysis? <a href="#">Did a combination of these elements and subsectors present strong coherence?</a> Were	COSOPs and relevant documents, context analysis, CSPE team analysis

<sup>67</sup> Reference to the Evaluation Manual: 'Guiding Questions' in Box 9, p.74; 'Guiding Questions' in Box 10, p75; Criteria Text p74; 'To consider' text p76)

No.	Evaluation criteria/issues & evaluation questions	Data sources/data collection methods
	the strategic objectives and design and implementation properly informed by IFAD's experiences in the country and elsewhere?	
ST1.5	How well were the target group and targeting strategy articulated? Were the geographic priorities defined in the strategy consistent with the definition of the target groups? To what extent and in what way were the strategy objectives and main COSOP focus relevant to the target group?	CSPE team analysis
ST1.6	Were the main partner institutions (e.g. for project execution, supervision and implementation support, community mobilization, co-financing) the most appropriate for meeting the country strategy objectives?	Desk review of COSOP documents
<b>ST2</b>	<b>Effectiveness of country strategy (to be rated on a scale of 1-6)</b>	
ST2.1	To what extent were the COSOP's main strategic objectives achieved? Are there other originally not foreseen results that have been attained and how were they achieved?	COSOP reviews, additional data
ST2.3	What context changes have influenced or are likely to influence the fulfilment of the strategic objectives? Was the COSOP properly adapted mid-course to reflect changes in the context?	Context analysis. Perceptions of government and other partners
<b>ST3</b>	<b>Partners' performance and COSOP management</b>	
ST3.1	To what extent and in what way has supervision and implementation support arrangements and the country presence (since 2009) supported progress towards the COSOP objectives? To what extent and how have government counterparts participated in supervision missions and other country programme management related activities, and what effects did they have?	Desk reviews of: COSOP documents and MTR, annual reports. Perceptions of IFAD CPM & CPO; of DP representatives
ST3.2	What is the quality of the COSOP results management framework, project status reports, and aggregated RIMS reports and country programme sheets, and were management actions in connection with this information system appropriate?	CSPE team analysis of documents
ST3.3	Was the COSOP progress monitoring performed properly? Were annual country programme reviews undertaken in a timely manner and were the corresponding recommendations implemented within the required time frames? How was the COSOP MTR used to adjust or change the direction, speed or approaches to implementation to reflect changes in the country context, and how appropriate were these changes?	Desk reviews of: COSOP documents, country programme issues sheet, COSOP MTR CSPE team analysis of documents
ST3.4	To what extent did the Country Programme Management Team concept function and make the necessary contribution to country programme management?	Perceptions of IFAD CPM & CPO. Views of CPMT members
ST3.5	To what extent has IFAD complied with the Paris declaration on aid effectiveness (2005), which was reaffirmed by the Accra agenda for action (2008) and the Busan declaration (2011)? (Progress to be assessed in five broad areas identified in the Paris declaration: ownership, alignment, harmonization, managing for results and mutual accountability.)	CSPE team analysis

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- Project design documents / appraisal reports
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  - Project implementation/operational manuals
  - Financing agreements and amendments
  - Supervision mission and implementation support mission reports
  - Mid-term reports
  - Project status reports
  - Baseline and impact assessment survey reports (including RIMS)
- (A comprehensive list of project documents for the CSPE team to review will be developed)

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