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Evaluation of FAO's Contribution to

# The Kingdom of Cambodia

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**COUNTRY PROGRAMME EVALUATION SERIES**

**Evaluation of FAO's Contribution to  
The Kingdom of Cambodia**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS  
OFFICE OF EVALUATION**

**November 2018**

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## Acronyms and abbreviations

AMR	Antimicrobial Resistance
ASDP	Agricultural Sector Strategic Development Plan
CPF	Country Programming Framework
CSA	Climate-smart Agriculture
ECTAD	Emergency Centre for Transboundary Animal Diseases
FAO	Food and Agriculture Organization of the United Nations
FCPF	Forest Carbon Partnership Facility
FFS	Farmer Field School
FSN	Food Security and Nutrition
GDAHP	General Directorate of Animal Health and Production
IPM	Integrated Pest Management
NGO	Non-governmental Organization
NSDP	National Strategic Development Plan
RGC	Royal Government of Cambodia
TAD	Transboundary Animal Disease
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation
ZHC	Zero Hunger Challenge







## Executive Summary

- 1 Cambodia is undergoing rapid transformations as it strives to be a high-income country by 2050. This timely evaluation assesses FAO's positioning and results in Cambodia in light of the country's economic transition, and provides strategic recommendations for FAO's programme going forward. The evaluation covers the last five years of the FAO country programme in Cambodia, with a particular focus on the Country Programming Framework 2016-2018.
- 2 The evaluation used a mix of quantitative and qualitative methods including structured key informant interviews with beneficiaries, cooperating partner staff, national and local government representatives, United Nations (UN) agency representatives and other key stakeholders in the country portfolio sectors, structured focus group discussions with project beneficiaries, and an impact assessment using difference in differences analysis to estimate the outcomes of a Food Security and Market Linkages project implemented by FAO Cambodia from 2012 to 2015.
- 3 The evaluation found that FAO's mandate continues to be of relevance in Cambodia, as the country moves forward on its trajectory to attain middle-income country status by 2030, although FAO has yet to leverage this mandate effectively. FAO has a key role to play in supporting an inclusive, resilient, efficient and sustainable transformation of the agricultural sector. This does not mean that it needs to try to meet all requests, as this will lead the office down the path again of having too many small fragmented projects to manage. FAO needs to more strongly identify activities that it "wants to do vs what it needs to do".
- 4 In view of the rapidly changing Cambodian context, FAO's future programme should focus on innovation and resilience. FAO needs to advocate and support for more investments in research and innovation for resilient food systems to increase sustainability of production and processing, make healthy foods available, and improve employment opportunities. There appear to be opportunities for FAO in Cambodia to learn from the economic transition processes of other countries in the South East Asia region, and FAO Cambodia can explore how to better optimize the ASEAN member support structure, and foster engagement with non-traditional partners.
- 5 Moreover, with a national priority on commercially-focused restructuring of the agriculture sector, there is a new emphasis on strengthening food safety through value chain approaches. To this end, the evaluation recommends that the future country programming framework include a priority area on improving market linkages, value addition, and quality and safety of the food system. FAO Cambodia needs to ensure that future interventions include market linkages, and support to farmers (including fishery and forest products) adopt a value chain approach, including "farming as a business" type capacity development. At the same time, such interventions should seek to enhance results for nutritional aspects of populations concerned. FAO support can include preparing risk profiles of important value chains, and capacity development and guidance on mitigation, besides risk based control systems, traceability, food safety legislative improvements, regulatory compliance, and food safety communications.
- 6 At the same time, as Cambodia transitions to more industrialized systems of agricultural production, FAO should ensure that technical guidance continues to be provided and demonstrated on the importance of maintaining ecosystem services and ecosystem biodiversity, while reducing the risks associated with agrochemicals.
- 7 FAO's comparative advantage is clear amongst all stakeholders interviewed – as a trusted purveyor of data and technical advice on matters within its mandate. On this basis, FAO is widely viewed as a trusted partner of the Royal Government of Cambodia, and the Ministry of Agriculture, Forestry and Fisheries in particular. There is scope to leverage this position, together with UN system partners, on strengthened advocacy for inclusive and sustainable

development, in line with the SDGs/CSDGs. A longer term strategically oriented approach to policy engagement by FAO, in collaboration with other members of the UN country team and backed by the FAO Regional Office for Asia and the Pacific, could provide a way to move away from an ad hoc approach to policy engagement, towards a longer term approach, limiting risks concerned through partnerships with UN country team and other development partners.

- 8 Stronger efforts are needed to better promote leadership and commitment for the SDGs at national, regional, and local levels to ensure follow-through on international commitments. Significant changes are underway through the repositioning and reform of the UN development system and the set-up of the UN Country Team. The full implications of these changes for FAO Cambodia and other agencies is not yet clear. What is clear is that all UN systems agencies are mandated to support governments in achieving the SDGs.
- 9 FAO has provided targeted capacity development support in key technical areas, such as forest monitoring and pesticide risk reduction, and enabling environment support through the development of guidelines, strategies and training manuals; however, further support is needed to enhance implementation capacity to ensure sustainability. To this end, FAO should also ensure a focus on strengthening capacities to develop evidence bases for informing advocacy messages and policies that include cost values of policy choices or of policy inaction, for instance in relation to environmental sustainability or deforestation.
- 10 At the field level, farmers applying improved agricultural practices show increased yields and increased incomes; however, the evaluation found that the sustained adoption of improved practices is limited following project closure, with labour constraints commonly cited as a barrier to adoption. Meanwhile, field-level interventions are more sustainable when linked to market chains and value addition. The sustainability of results is further negatively affected by limited capacity and resources for upscaling, and a lack of clear exit strategies.
- 11 There is an insufficient visibility of the lessons of FAO's pilots, and as such there was limited uptake and scaling up of these activities. Improved monitoring and communication of FAO's results and what it can offer, and a strengthened role as a neutral knowledge broker could serve to amplify its comparative advantage as a provider of technical expertise. FAO therefore needs to more loudly share lessons from pilot projects and from its experience and expertise. This requires a centralized monitoring and evaluation function, better knowledge management and outreach to make sure the lessons learned from TCPs and pilots are integrated into larger donor-funded projects, even if they will not be implemented by FAO. The Technical Working Group for Agriculture and Water (for which FAO is the lead development partner facilitator) could perhaps be utilized more for this purpose.
- 12 FAO's role and contributions in relation to coordination of actors working in the agricultural development, One Health, forestry and food security and nutrition sectors is undisputed by stakeholders interviewed. The technical working groups are seen as a way to bring actors together, but vary in terms of effectiveness and quality of discussions.
- 13 While FAO Cambodia faces challenges in accessing financial resources in a climate of declining official development assistance, its strength as a technical expert in a country that has ambitious development objectives stands FAO in good stead if it shows clear added value in fulfilling this role. Being a knowledge broker both by strengthening linkages between its pilot projects and its governance/policy support work, and by bringing in timely and innovative global and regional knowledge or models of good practice can support the country's transformation of the agricultural sector.
- 14 Findings show that targeted interventions for women beneficiaries lead to results. Participation of female beneficiaries has been strong in field-level projects, and has resulted in positive livelihood changes; although labour constraints and the dynamics of household labour has a negative impact on the sustained adoption of improved agricultural practices by women. While FAO is considered an important entity on gender and agriculture by the Ministry of Agriculture, Forestry and Fisheries, this perspective is not necessarily shared by

donors, who do not view FAO as a gender and nutrition advocate, and highlights a clear need to strengthen outreach by FAO on its contributions and role.

- 15 FAO has taken into account UN normative values and principles such as equity and targeting the most vulnerable communities and localities in the design of its programme but in the implementation of projects, dedicated action plans in support of such objectives, on gender equity for instance, are not evident. Further training in nutrition and gender for all technical staff would help to increase understanding of how to mainstream nutrition and gender considerations across all parts of the programme.
- 16 Building upon a number of actions FAO Cambodia has undertaken in recent years in support of promoting gender equality, the Representation should strengthen its capacity development efforts in line with recommendations identified in a recent country gender assessment. In particular, actions aimed at reducing women's work burden would be timely in view of increasing outmigration from farms. There is also still scope for FAO to ensure the design of specific activities that take into consideration the different needs of female and male beneficiaries across its projects, as appropriate.
- 17 Going forward, FAO Cambodia needs to ensure adequate expertise is in place for adequate backstopping of large projects, and also to have presence at national platforms and to provide confidence to partners of FAO as a technical agency that they can count on/draw upon. FAO can provide greater engagement and technical input into animal production and livestock development programmes by increasing in-country technical resources for ECTAD, animal production and fisheries development. International expertise need not be prioritized over national experts. In this regard, FAO Cambodia could explore the new FAO Fellows programme to bring in researchers from academia or research institutes who can bring in expertise in an area, while they benefit from access to FAO activities/data for research that they can publish.



## 1. Introduction

### 1.1 Purpose of the evaluation

- 1 The Country Programming Framework (CPF) is the principal instrument that defines the development priorities for collaboration between the Food and Agriculture Organization of the United Nations (FAO) and the Government, and is a means for FAO to be accountable to the Government and non-government partners and resource partners in the country, as well as all Member Nations. The purpose of the Cambodia Country Programme Evaluation (CPE) is to provide feedback to better orient FAO's programme, to contribute towards the impact and resonance of the next CPF. It seeks to contribute to learning at corporate, regional and country levels by drawing lessons and making recommendations that will be useful for FAO's future engagement in the country. Besides providing lessons specifically on FAO's work in Cambodia, the evaluation will also enrich FAO's synthesis of findings and guidance for its country-level support.
- 2 The specific objectives of the CPE are to:
  - assess the strategic relevance of FAO's interventions in responding to country needs;
  - assess FAO's contributions to results and outcomes in areas identified in the CPF under the three priority areas;
  - identify lessons learned as well as enabling and limiting factors for results;
  - identify gaps in FAO's country programming and potential areas of future work.

### 1.2 Scope and objective of the evaluation

- 3 Country evaluations are designed to assess the totality of the institution's assistance provided to an FAO Member Nation, irrespective of the source of funding. This includes activities funded through the regular programme as well as extra-budgetary resources; national, regional and global projects and initiatives; emergency and development interventions. Since the CPE is a programme evaluation, the exercise does not focus on single projects, but rather assesses FAO's overall contribution to development changes in the priority areas defined in the CPF. The evaluation covers the last five years of the programme, in particular, focusing on the current Country Programming Framework 2016-2018.
- 4 The current CPF for Cambodia covers the period 2016-2018. The overarching goal of FAO's programme in Cambodia is to contribute to the eradication of poverty, food insecurity and malnutrition and to the sustainable management and use of the country's natural resources. Within this objective, the three priority outcomes are:
  - Outcome 1 - Increased productivity, diversification and commercialization of agriculture, including livestock and aquaculture for poverty reduction and food and nutrition security.
  - Outcome 2 - Equitable and sustainable management of natural resources.
  - Outcome 3 - Reduction of vulnerability and improved resilience to shocks at national, community and household level.
- 5 The evaluation examined the three CPF outcome areas and assessed contributions within the context of FAO's Strategic Objectives (SO) and Core Functions and, as such, it assesses the country programme strategic alignment with these SOs. The evaluation also covers the following crosscutting issues: gender, governance, climate change adaptation and nutrition.

### 1.3 Evaluation Questions

6 The following questions have been developed to further define the objective of the evaluation and are organized in two parts:

- Part A: Strategic positioning
- Part B: Contribution to results, as presented in the following Table.

**Table 1 • Evaluation questions**

#### Part A

#### Strategic positioning: Are we doing what is needed?

##### Strategic relevance

- To what extent is FAO's programme aligned with national development plans, strategies and policies? Are there any gaps or missed opportunities?
- Has FAO been addressing the most acute and structurally important challenges in Cambodia in line with the areas of FAO's competence?
- To what extent has FAO taken into account UN normative values and principles such as equity and targeting the most vulnerable communities and localities in the design of its programme and during the implementation?
- In view of Cambodia's transition to become a middle-income country, what are the programmatic implications for FAO in Cambodia? How does this affect FAO's work in Cambodia *vis-à-vis* staffing, funding, procedures?

##### Partnership and coordination

- Have FAO's partnerships at national and regional levels contributed towards enhancing FAO's capacity to achieve and sustain desired results? What opportunities exist for strengthened partnerships among UN country entities?
- Were there any challenges in working in partnerships? How did this impact on delivery of the FAO programme? Were there any missed partnership opportunities?
- How effectively has FAO supported the coordination of actors working in the agricultural development, forestry and food security and nutrition sectors?

##### Comparative advantage

- What role has FAO played *vis-à-vis* other development actors (national and counties, civil society, the private sector and other international development partners) and did FAO draw from its own comparative advantage? In which areas did FAO utilize to the greatest/least extent its strengths?



## Part B

### Programme contribution: Are we making a difference?

#### Impact and effectiveness

- What results can be observed that are attributable to FAO's interventions, including:
  - What are FAO contributions to the support on policies, strategies and information needs (for example, on food security and nutrition, agricultural statistics, fisheries governance, food safety, etc)?
  - What are FAO contributions to resilience building and emergency response (for example, climate change, disaster risk reduction and transboundary animal diseases)?
  - What are FAO contributions to agriculture sector (including livestock and fisheries) productivity and profitability?
  - To what extent has FAO contributed to women's economic empowerment?
  - To what extent has FAO contributed to the capacity development of national and community-level organizations and non-state actors?
- What are enabling factors that contributed to the achievement of results? Were there any limiting factors? What actions are needed to overcome barriers that are limiting progress?

#### Sustainability of results

- To what extent are the changes achieved sustainable? To what extent is there engagement or ownership of the interventions or results by stakeholders and/or beneficiaries?
- Have livelihoods been affected by results in the medium and long-term and how?

#### Coherence and synergies

- To what extent have FAO's global and regional initiatives provided coherent and/or complementary support in view of achieving the CPF results?
- To what extent has FAO headquarters and Regional Office for Asia and the Pacific (RAP) represented an added value, particularly in terms of technical support?

## 1.4 Methodology

7 An evaluation matrix (Annex 1) presents the framework that guided the data collection and assessments. The evaluation used a mix of quantitative and qualitative methods taking into consideration resources available. In particular, the evaluation team will use the following primary data collection methods to collect the views of the beneficiaries and other stakeholders:

- Structured focus group discussions with beneficiaries and cooperating partner staff (grouped by portfolio activity and disaggregated by sex as required).
- Structured key informant interviews with beneficiaries, cooperating partner staff, national and local government representatives, United Nations agency representatives and other key stakeholders in the country portfolio sectors.
- Direct observation of activities (coordination and technical meetings).
- An internal debrief presentation at the end of fieldwork to discuss preliminary findings and evaluation process next steps.
- Information from stakeholders was triangulated by eliciting a wide range of responses to the same issues from different stakeholders, participating in different activities, and examining these issues in differing social and environmental contexts. This will be complemented by periodic reviews of data quality, accuracy, and reliability and cross-referencing with other data sources, including secondary data.



Breakdown of stakeholders by gender

Gender	Number	%
F	51	24.17%
M	160	75.83%
<b>Grand Total</b>	<b>211</b>	<b>100.00%</b>



- 8 Three national experts — one on partnerships and coordination, one on capacity development and one on the forest sector — provided inputs based on analyses of outcome-level changes in the national policy environment and institutional arrangements, as well as emerging issues. An international consultant provided inputs on the transboundary animal health and related issues.
- 9 The team met with 211 persons, of whom 51 were women (24 percent) and 160 were men (76 percent), including: FAO staff at headquarters, the FAO Cambodia Country Office, the FAO Regional Office in Bangkok, Thailand; representatives of the Government of Cambodia, Development Partners, the United Nations Resident Coordinator and representatives of other UN system agencies, representatives of government institutions, representatives from the private sector, civil society and academia, and farmers. Primary data collection also included observations at a number of events, meetings and workshops. The full list of people met by the evaluation team can be found in Appendix 1.
- 10 An impact assessment of work under the European Union-funded Improving Food Security and Market Linkages for Smallholders in Oddar Meanchey and Preah Vihear Provinces in Cambodia (MALIS) project (2012-2015) was conducted to determine if there has been a lasting change in the livelihoods and food security outcomes of beneficiaries of the project. The Cambodia Development Resource Institute (CDRI) was commissioned to conduct the impact study in the two provinces.
- 11 The impact study applied a mixed method approach, including desk review, qualitative and quantitative analysis. The quantitative method to assess the real impact of the project uses an econometric model, while the qualitative and desk review were carried out to explain reasons behind the econometric results and to capture the gender empowerment, sustainability and institutional strengthening and capacity building indicators. This study employed a structured household questionnaire-based survey and semi-structured interview protocols to collect the primary data. The household questionnaire is mostly similar to the baseline assessment for comparability of indicators.
- 12 An estimated sample size of 333 farmers – 182 MALIS farmers and 151 non-MALIS – farmers were included in the study. Nineteen individual face-to-face interviews and six focus group discussions were conducted with beneficiaries and staff of the MALIS project, non-governmental organizations (NGOs), provincial government departments and district offices.

### 1.5 Limitations

- 13 The evaluation relies heavily on qualitative sources such as stakeholder perceptions, observations and programme activity reports. Owing to the absence of systematic monitoring and evaluation of the FAO country programme, there is limited quantitative data available. There were a few evaluations of projects undertaken at country or regional level and these were used to complement primary data collected by this evaluation. The MALIS study was also undertaken to capture quantitative indications of impact.

## **1.6 Structure of the report**

- 14 Following this introduction to the evaluation, the next chapter provides a brief overview of the Kingdom of Cambodia and of the FAO programmes in the country. Chapter 3 attempts to answer the evaluation question pertaining to FAO's strategic positioning. Chapter 4 reviews FAO's contribution to development results. Lastly, Chapter 5 sets out the conclusions and recommendations based on the findings presented in Chapters 3 and 4.



## 2. Brief overview of the Kingdom of Cambodia

### 2.1 Description of the context

- 15 The Kingdom of Cambodia is situated in the southwest of Mainland Southeast Asia and shares borders with Thailand, Viet Nam and the Lao People's Democratic Republic. The country has a land area of 181 035 square km and its population of 15.76 million people is among the youngest in Southeast Asia, with half the population aged under 25.<sup>1</sup> Cambodia's climate is characterized by two main seasons: the monsoon, which brings rain from mid-May to October, and a dry season from November to April. Administratively, Cambodia is composed of 20 provinces, 4 municipalities, 183 districts, and 1 609 communes.
- 16 Over the past decades, the population of Cambodia has witnessed deep economic, social and political turmoil related to civil war, the rule of the Khmer Rouge from 1975 to 1978, leading to one of the worst genocide in history, followed by Vietnamese occupation, and the establishment of the People's Republic of Kampuchea (1979-1993). The country has benefited greatly from the restoration of peace and stability achieved by the implementation of the 1991 Paris Peace Accords, and since 2000 Cambodia's economy has posted one of the strongest and most sustained periods of economic growth in the world.<sup>2</sup>
- 17 Cambodia achieved lower-middle-income status in 2016, and the Royal Government of Cambodia (RGC) has set a target to reach upper-middle-income status in 2030 and high-income status in 2050. The country has recorded strong economic growth over the past two decades, with an average growth rate of 7.6 percent for the period 1994-2015, ranking sixth in the world. Competitive garment/manufacturing exports, tourism and the construction industry have been the primary drivers of economic growth, and this trend is expected to continue (with estimated growth for 2018 at 6.9 percent).<sup>3</sup> With impressive growth figures (above 5 percent per year) from 2004 to 2012, agriculture strongly contributed to poverty alleviation, although growth in the agricultural sector has proved to be more challenging in recent years.
- 18 However, Cambodia is still among the poorest economies in Southeast Asia, with a gross domestic product (GDP) per capita of USD 1 384 in 2017, compared with its closest neighbours, Lao People's Democratic Republic, Viet Nam and Thailand, whose GDP per capita are: USD 2, 457, USD 2, 343 and USD 6 594 respectively.<sup>4</sup> Moreover, while the agriculture sector employed about 42.4 percent of the workforce in 2017, agriculture's share of GDP has been falling (37 percent in 2011 to 26 percent in 2016), as the country continues on its path of structural adjustment.<sup>5</sup>
- 19 Cambodia's Human Development Index (HDI) value for 2015 is 0.563— which puts the country in the medium human development category—positioning it at 143 out of 188 countries and territories, the lowest in Southeast Asia after Myanmar.<sup>6</sup> Between 1990 and 2015, Cambodia's HDI value increased from 0.357 to 0.563, an increase of 57.7 percent. From 2007 to 2011, the overall poverty headcount fell from 50.1 percent to 20.5 percent. The most likely explanation is the rise in food prices, which directly translated to an increase in income for smallholder producers, particularly rice growers. However, despite the significant reduction in poverty headcounts, the vulnerability or the risk of sliding back into poverty remains high in Cambodia and while Cambodia has achieved the Millennium Development Goal (MDG) of halving poverty in 2009, the vast majority of families who escaped poverty were only able to do so by a small margin.

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1 World Bank estimate for 2016, <https://data.worldbank.org/country/cambodia>

2 OECD, 2017, Social Protection System Review of Cambodia, OECD Development Pathways, OECD Publishing, Paris. <http://dx.doi.org/10.1787/9789264282285-en>

3 World Bank, Cambodia overview, updated October 2017. <http://www.worldbank.org/en/country/cambodia/overview>

4 World Bank, <https://data.worldbank.org>

5 World Bank, <https://data.worldbank.org/country/cambodia>

6 UNDP, 2016 [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/KHM.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/KHM.pdf)

- 20 In particular, although most rural Cambodians live in poverty, female-headed households are often the poorest. Women head more than 20 percent of all rural Cambodian households.<sup>7</sup> Men often leave the family farm in search of cash employment. This leaves women alone to tend agriculture and family matters. Women make up approximately 60 percent of the primary work force in subsistence agriculture. Nearly 80 percent of rural women resort to collecting non-timber forest products for family food and to supplement incomes. Limited access to resources and technologies has a compounding negative impact on women's food security. Even where women have ownership rights to land, their access to natural resource products and opportunities for natural resources-generated income may not be ensured.
- 21 Cambodia's long-term development vision is guided by the Rectangular Strategy for Growth, Employment, Equity and Efficiency, now in its third phase, and the National Strategic Development Plan (NSDP), 2014-2018. The next cycle of the NSDP is under preparation; reducing economic vulnerability and further improving institutional reforms and public service delivery for economic development remain important priorities.<sup>8</sup>
- 22 Cambodia recorded an overall increase of official development assistance (ODA) disbursement in 2017, which was driven by growth in disbursement from United Nation agencies, International Financial Institutions (IFIs), European Union member countries, and Japan. Asian Development Bank (ADB) and France are major donors among their groups with combined disbursement accounting for 19 percent of total fund. China remains the largest provider of external support, providing USD 224 million in 2017 representing 17 percent of total ODA disbursement. In 2017, the social sector received the biggest share accounting for 33 percent of total ODA disbursement, followed by infrastructure sector around 28 percent. The agriculture sector received about 13.5 percent of the allocations.<sup>9</sup> China's assistance to the agriculture sector has mostly been through support to infrastructure development, including irrigation development, while other partners have supported value-chain type interventions, including a focus on public-private partnerships.
- 23 The Royal Government of Cambodia sees trade as an important driver of national development and poverty reduction. Diversification of product and service exports and of destinations have been major policy goals of RGC, and while the garment and tourism sectors continued to comprise a large percentage of recorded exports, the share of other recorded exports grew from 10 to 20 percent during the 2007-2011 period, stemming from a growth in agricultural exports and the emergence of exports such as footwear, bicycles and small electrical goods.<sup>10</sup>
- 24 Cambodia has been a member of the World Trade Organization (WTO) since 2004 and is one of the ten members of the Association of Southeast Asian Nations (ASEAN). In 2007, ASEAN Leaders agreed to establish the ASEAN Economic Community (AEC) in 2015, designed to establish the region as a single market and production base, comprising free flow of goods and services, free flow of investment and of skilled labour, and freer flow of capital.
- 25 While membership of the ASEAN Economic Community allows for easier exports of Cambodian products to other member nations, larger market access and lower input and transaction costs through elimination of tariffs and non-tariff barriers on goods and improved regulatory environment on services, it also brings challenges such as increased market competition, particularly from stronger neighbours such as Thailand and Viet Nam,

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7 National Institute of Statistics/FAO 2010, National Gender Profile of Agricultural Households, <http://www.fao.org/docrep/012/k8498e/k8498e00.pdf>

8 Royal Government of Cambodia, January 2018, Development cooperation and partnerships report 2017, [http://www.cdc-crdb.gov.kh/cdc/dcpr\\_images/docs/english.pdf](http://www.cdc-crdb.gov.kh/cdc/dcpr_images/docs/english.pdf)

9 Royal Government of Cambodia, January 2018, Development cooperation and partnerships report 2017, [http://www.cdc-crdb.gov.kh/cdc/dcpr\\_images/docs/english.pdf](http://www.cdc-crdb.gov.kh/cdc/dcpr_images/docs/english.pdf)

10 Royal Government of Cambodia, 2016, 2016-2020 Medium term Plan for the implementation of Cambodia's trade SWAp, Ministry of Commerce.

as well as increased pressure to meet international standards.<sup>11</sup> For example, the absence of sanitary and phytosanitary (SPS) standards in fish supply chains is a growing concern and limits Cambodian exporters' access to premium export markets; there is a European Union and ASEAN ban on Cambodian fish imports for failure to meet Good Agricultural practices (GAP) and Hazard Analysis Critical Control Point (HACCP) standards. Moreover, Cambodia imports a large percentage of food other than rice, and many imported as well as locally produced food products have been found to be contaminated with pesticides or other pollutants.<sup>12</sup>

- 26 Cambodia will probably lose the least developed country (LDC) status by 2024. This is expected to imply the phasing out of preferential treatment by donors and partner countries, and the loss of preferential trade treatment. For example, after Cambodia meets the LDC graduation criteria in two consecutive triennial reviews, the European Union will initiate a three-year process for phasing out its Everything-but-Arms Agreement (EBA) with Cambodia.<sup>13</sup> Moreover, other regional arrangements such as the proposed Regional Comprehensive Economic Partnership (RCEP), which will include 16 ASEAN members and dialogue partners in a new Free Trade Agreement (FTA), the European Union-Viet Nam FTA, and to be followed possibly by an European Union-Thailand FTA, will have considerable implications for Cambodia.<sup>14</sup>

## 2.2 FAO in Cambodia

- 27 The Kingdom of Cambodia has been a Member State of FAO since 1950, and the Organization strengthened its presence in the country through the establishment of a Liaison Office in Phnom Penh in 1979 and a fully-fledged Representation in 1994. Since 1979, FAO's assistance to the country's national development priorities comprises both emergency and technical support in many areas including agricultural productivity, diversification, irrigation, animal production and health, fisheries, technical information management and statistics, food security and nutrition improvement, social protection and rural development, consumer protection and food safety, promotion of access to better markets, forestry, environment, climate change, Integrated Food Security Phase Classification (IPC) and small-scale agro-industry. FAO partners include the Council for Agricultural and Rural Development (CARD), Ministry of Agriculture, Forestry and Fisheries, Ministry of Environment, Ministry of Women's Affairs, Ministry of Commerce, National Council for Sustainable Development (NCSD), Ministry of Economy and Finance, Ministry of Water Resources and Meteorology, the National Committee for Disaster Management (NCDM), subnational entities and core development partners in agricultural sector and food security and nutrition (FSN), and NGOs, to name but a few.
- 28 FAO Cambodia plays an active role in coordinating amongst development partners and with the RGC and is the lead development partner facilitator for the Technical Working Group on Agriculture and Water (TWG-AW),<sup>15</sup> and a core member of the technical working groups on: i) Food Security and Nutrition and Social Protection; ii) Fisheries; and iii) Forestry Reform. FAO is also a co-chair of the National Forum for FSN with CARD and the World Food Programme (WFP), and plays an important role to support coordination in the livestock sector. Furthermore, FAO Cambodia was the lead agency for Pillar 1 on "Economic Growth and Sustainable Development" of the United Nations Development Assistance Framework (UNDAF) (2011-2015) and is now co-lead with the United Nations Development Programme (UNDP) on Outcome 1 (Sustainable, inclusive growth and development) of the UNDAF 2016-18. Moreover, FAO is the co-chair, with WFP, for Strategic Priority 2 (Sustainable Living) of the upcoming UNDAF 2019-2023.

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11 Ministry of Commerce, 2014

[http://www.moc.gov.kh/tradeswap/userfiles/file/uploadedfiles/Gallery/4.%20Benefits%20and%20Challenges%20for%20Cambodia%20on%20AEC%2020159\\_16\\_2014\\_10\\_40\\_5.pdf](http://www.moc.gov.kh/tradeswap/userfiles/file/uploadedfiles/Gallery/4.%20Benefits%20and%20Challenges%20for%20Cambodia%20on%20AEC%2020159_16_2014_10_40_5.pdf)

12 Khmer Times [online] Food safety a health concern for Cambodia, October 12, 2017 <http://www.khmertimeskh.com/5085845/food-safety-health-concern-cambodia/>

13 World Bank. 2017. Cambodia - Sustaining strong growth for the benefit of all. Washington, D.C.: World Bank Group.

14 RGB/Ministry of Commerce, 2016, MTP.

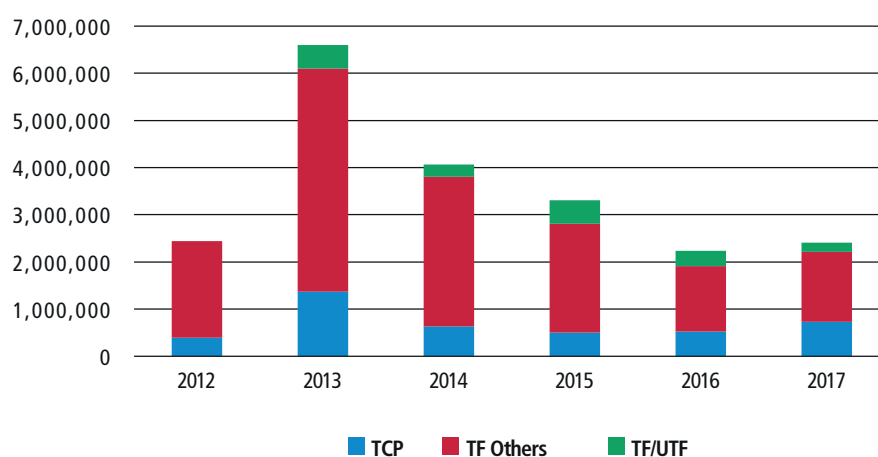
15 FAO also participates in the sub-TWG on Livestock and in the two sub-TWGs, on Irrigation Schemes Management, and on Extension.

29 The FAO Representation currently comprises 72 office personnel, including 14 FAO staff and 58 employed as non-staff human resources. Through various ongoing projects, the Representation has a field presence in Siem Reap, Kampong Thom, Preah Vihear and Ratanakiri provinces.

### 2.3 Overview of FAO's field programme

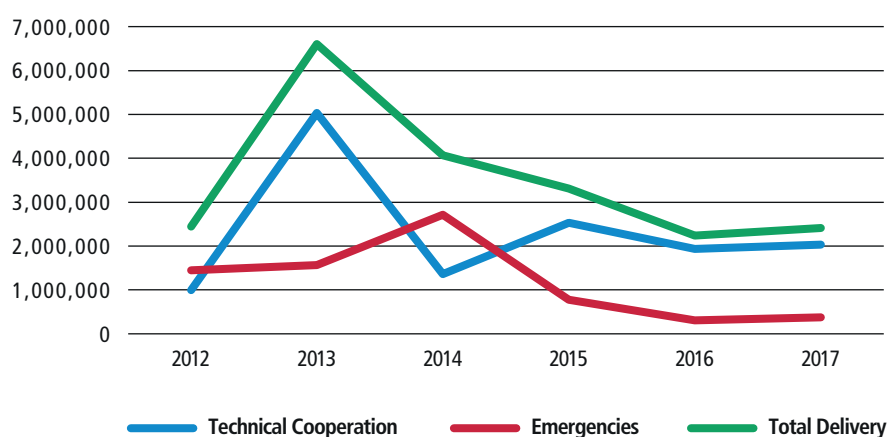
30 Over the evaluation period (2014-2018), total delivery of FAO's programme in Cambodia is estimated at USD 13 360 688.<sup>16</sup> The majority of delivery is undertaken by implementation of 31 country level projects, as well as 39 regional and global level projects. As can be seen from Figures 1 and 2, annual delivery across FAO's programme in Cambodia has seen a decline in recent years, following a spike in 2013 due to an increase in spending for the agricultural census. Furthermore, an increase in spending in the closing months of the European Union-funded MALIS project meant there was slightly elevated expenditure in 2014, and partly into 2015.

**Figure 1 • Delivery by funding source in USD, 2012–2017**



Source: FAO's Field Programme Management Information System (FPMIS), accessed July 2018

**Figure 2 • Delivery of emergency and non-emergency projects in USD, 2012–2017**

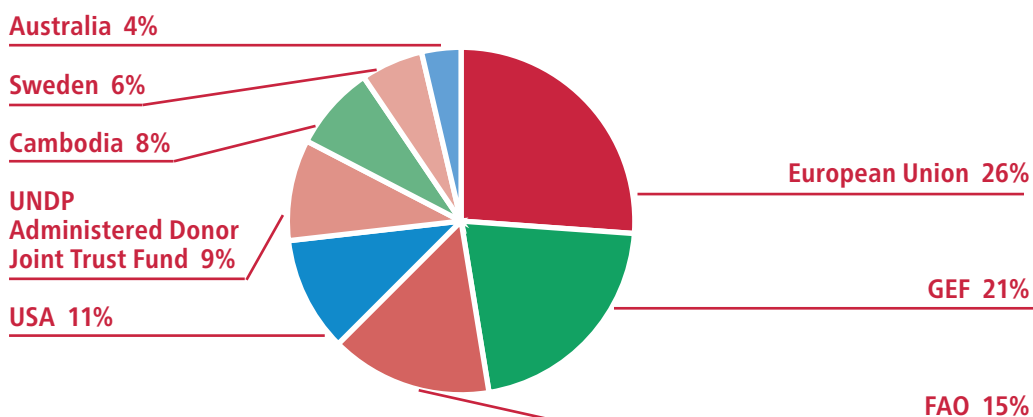


Source: FAO's FPMIS, accessed July 2018

<sup>16</sup> Total delivery to Cambodia combines emergency and technical cooperation funding. Annex 1 contains a full listing of FAO projects linked to Cambodia from 2014-2018.

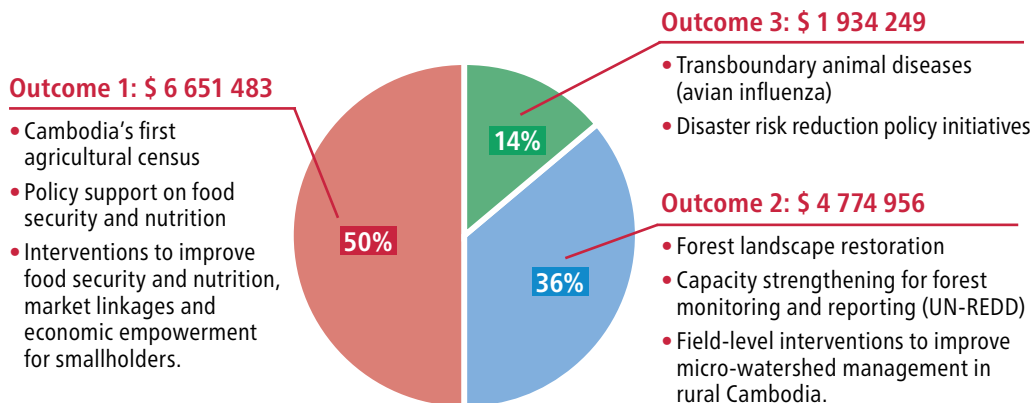
- 31 The European Union has been the largest single donor for FAO Cambodia during the period under evaluation (2014–2018), followed by the Global Environmental Facility (GEF) - see Figure 3). The United States Agency for International Development (USAID) has provided support most notably on the agricultural census in 2013, jointly with Australia and Sweden, and separately to FAO's ongoing activities to support the control of highly pathogenic avian influenza (HPAI). FAO itself contributes the fourth largest share of project funds, with over USD 3.7 million.
- 32 As illustrated in Figure 4, half (50 percent) of the total budget of FAO's programme in Cambodia over the evaluation period concentrated resources under Outcome 1 (agricultural productivity, diversification and market alignment). FAO's work in this area included support to Cambodia's first agricultural census, ongoing policy support on food security and nutrition, as well as targeted interventions to improve food security and nutrition, market linkages and economic empowerment for smallholders.
- 33 The second largest concentration of financial resources was in Outcome 2 (agricultural productivity, diversification and market alignment). FAO's work under this Outcome focused on forest landscape restoration, capacity strengthening for forest monitoring and reporting in line with United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD) requirements, as well as field-level interventions to improve micro-watershed management in rural Cambodia. For Outcome 3 (resilience), FAO's work focused mainly on supporting capacities to tackle transboundary animal diseases (TADs), specifically avian influenza, as well as supporting disaster risk reduction (DRR) policy initiatives at provincial and national levels.

**Figure 3 • Resource partners for FAO Cambodia (country-level projects), 2014–2018**



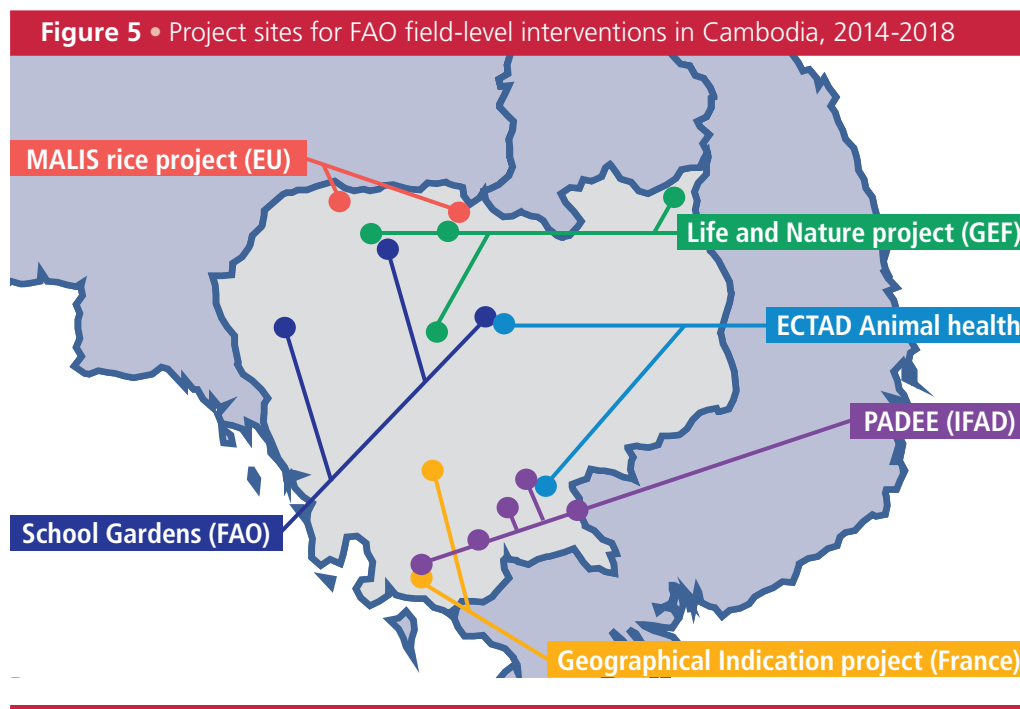
Source: FAO's FPMIS, accessed July 2018

**Figure 4 • Budget delivery in USD by CPF Priority Area (2014–2018), estimate**



Source: Evaluation team's calculations based on FAO's field FPMIS, accessed July 2018

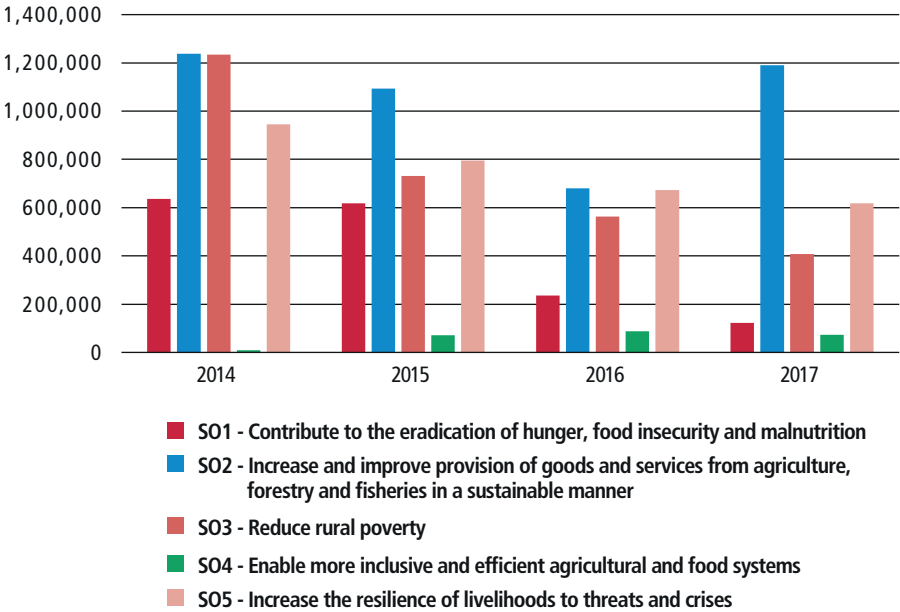




- 34 While the largest share of FAO's project delivery has been focused at the national level, a significant share (47 percent) is targeted towards field-level interventions in the provinces. Over the period 2014-2018, Siem Reap and Kampong Thom have received a relatively higher share of FAO project funded activities, followed by Battambang, Preah Vihear and Ratanakiri.<sup>17</sup> Figure 5 below illustrates the geographic spread of FAO's field-level interventions during the period under evaluation.
- 35 Although Cambodia is not officially a focus country of the FAO Regional Initiative on the Asia and the Pacific Zero Hunger Challenge (ZHC), the RGC launched its Zero Hunger Challenge in May 2015 and the National Action Plan based on existing strategies and policies that will facilitate the pursuance and monitoring of the Sustainable Development Goals (SDGs). FAO Cambodia has implemented a TCP project on promotion of school gardens for better nutrition in support of the Zero Hunger Challenge Regional Initiative. Moreover, Cambodia is included in a regional TCP project in support of the Zero Hunger Challenge Regional Initiative, which focuses on exploring and promoting the nutritional potential of underutilized crops. Cambodia is also listed as a focus country for the new FAO Regional Initiative on Climate Change.
- 36 Figure 6 shows the annual delivery of FAO Cambodia's projects against the five Strategic Objectives. The bulk of project delivery has been attributed to work streams falling under Strategic Objective 2 (Increase and improve provision of goods and services from agriculture, forestry and fisheries in a sustainable manner). In terms of corporate monitoring against FAO's five Strategic Objectives, FAO Cambodia has reported results under all Strategic Objectives except for Strategic Objective 4 (Enable more inclusive and efficient agricultural and food systems).

<sup>17</sup> Council for the Development of Cambodia, online ODA database, accessed February 2018, <http://odacambodia.com/>

**Figure 6 • Breakdown of FAO Cambodia delivery in USD, 2014–2017**



Source: FAO's FPMIS, accessed July 2018



## 3. Assessment of FAO's strategic positioning

### 3.1 Strategic relevance

**Finding 1. FAO's programme in the country shows good alignment with national objectives since the country programme was designed on the basis of the Rectangular Strategy, NSDP, Agricultural Sector Strategic Development Plan (ASDP) and other sectoral policies, and UNDAF. Through its programme, FAO's work has striven to address important challenges in Cambodia, for example food security and nutrition, climate change adaptation in agriculture, forest monitoring and reporting, surveillance capacity for transboundary animal diseases and pesticide risk reduction.**

**Finding 2. Given the broad needs enunciated across the various national development plans, strategies and policies, the issue is not whether there is alignment with national needs and objectives, but whether: i) FAO was best placed to undertake some activities; ii) the scale at which they were undertaken was sufficiently meaningful; or iii) if on a small-scale, results and lessons were sufficiently captured and leveraged either by partners or through follow-up interventions. This was not clearly evident for a number of interventions.**

37 The FAO Cambodia country programme shows good alignment to national objectives since the country programme was designed on the basis of the Rectangular Strategy, NSDP, ASDP, Cambodia Climate Change Strategic Plan 2014 – 2023, the UNDAF. For instance, the key priorities and actions regarding promotion of the agriculture sector in the NSDP, and the four pillars of the ASDP are reflected almost verbatim in the CPF priority outcomes.<sup>18</sup> In this regard, FAO Cambodia's work in the period under evaluation has comprised normative/policy support and capacity building in support of the Government's efforts to address some of the prevailing challenges in the sectors that it operates within.<sup>19</sup> This work has contributed to addressing important challenges in Cambodia. Some of the challenges faced are listed below.

#### Agriculture

38 The country's agricultural resources consist primarily of 3.7 million hectares of cultivated land, of which 75 percent is devoted to rice and 25 percent to other food (e.g. cassava, maize, mung bean and soy bean) and industrial crops, primarily rubber.<sup>20</sup> Rice is the staple and single most important crop in the country, providing nearly 70 percent of nutritional needs and accounting for nearly 80 percent of Cambodia's crop production.<sup>21 22</sup> Rice production has registered significant productivity improvements in terms of both labour and land;

18 Pillar-1: Enhancement of the agricultural productivity, diversification and commercialization; Pillar-2: Promotion of livestock and aquaculture; Pillar-3: Sustainable Fisheries and Forestry Resources Management; Pillar-4: Strengthening the institutional capacity and increasing efficient supporting services and human resource development.

19 In its CPF, FAO notes a number of challenges in the agriculture sector, including the following: low agricultural and diversification; limited access to and unsustainable use of forestry and fishery resources, landlessness, insufficient off-farm income-generation opportunities in rural areas, malnutrition especially among women and children, low levels of food safety and quality, lack of skills in modern agricultural and animal husbandry methods and techniques, and high vulnerability to climate change with a low capacity to adapt.

20 Ministry of Agriculture, Forestry and Fisheries, 2017. MAFF Annual Report 2016-17, [http://www.twgaw.org/wp-content/uploads/2017/04/2017\\_MAFF-Annual-Report-2016-2017-\\_En.pdf](http://www.twgaw.org/wp-content/uploads/2017/04/2017_MAFF-Annual-Report-2016-2017-_En.pdf)

21 Ministry of Environment, 2015b. Cambodia's second national communication to UNFCCC, Available at: <http://unfccc.int/resource/docs/natc/khmnc2.pdf>

22 Ministry of Agriculture, Forestry and Fisheries, 2017, *ibid*.

rice exports in the 2017 calendar year are forecast at 1.3 million tonnes, marginally above 2016's level, mirroring expectations of continued growth in demand.<sup>23</sup>

- 39 While Cambodia's rural agrarian population plays an important role in the country's economy, persistent poverty makes many rural households vulnerable. Most Cambodian farmers are smallholders with less than two hectares per household and are highly susceptible to extreme weather events and disasters such as tropical cyclones, floods and droughts that have become more frequent and intensified in recent years due to climate change. Annually, over 120 000 hectares of cropland used for rice production is damaged due to floods and droughts, and floods are responsible for nearly 70 percent of such damage.<sup>24</sup> Since much of the country's cropland is dependent on rain-fed agriculture, the sector is highly vulnerable to changing precipitation patterns and extreme weather events.
- 40 Against this background, for the next cycle of the Agricultural Sector Strategic Development Plan 2019-2023, and the Master Plan of Agricultural Sector Development toward 2030, RGC's primary vision for the agriculture sector is *"A modern Agriculture Sector which is inclusive, resilient and sustainable to ensure food security and safety as well as nutrition for the prosperity and wellbeing of Cambodian people"*.<sup>25</sup> To this end, modernization and increasing value added in agricultural products are seen as priorities.
- 41 FAO has been supporting Ministry of Agriculture, Forestry and Fisheries with the formulation of a number of sector policies and strategies such as the ASDP, the Agricultural Sector Master Plan, and has contributed to the formulation of the Agriculture Extension Policy and Seed Policy. FAO Cambodia has also supported the Royal Government of Cambodia in the formulation of several relevant laws: Agricultural Land Law, Food Law, Livestock Law, Fisheries Law, Law on Management of Pesticides and Fertilizers and the Plant Protection and Quarantine Law. The Animal Health and Production Law, which was drafted with support from FAO, was passed in 2016. The Law on the Management of Pesticides and Fertilizers, which was drafted with support from FAO, was adopted in 2012. The draft Plant Protection and Quarantine Law is now in the final stage of discussion at the Council of Minister to get consensus among relevant ministries on the issue of deployment of plant quarantine officers at the border checkpoints. The draft Agricultural Land Law then went through internal discussions within government institutions with support from the Asian Development Bank and some NGOs, but it was finally cancelled in 2017 by the Government. The Food Safety Law has yet to be promulgated, however, as it is yet to be determined how the responsibilities will be divided among several ministries involved in developing the law.
- 42 Farmers Field Schools (FFS) were introduced by FAO to Cambodia in the early 1990s as a key approach to introduce, share and disseminate technology on Integrated Pest Management (IPM). Use of FFS has been very relevant to increasing agriculture productivity where access to information and modern technology is limited. Moreover, nutrition messages and promotion of healthy diets are included in FAO's FFS approaches, which helped to reach some of the most vulnerable and remote farmers. This approach also helped in improving understanding of the importance of farming diversification with better and more varieties of nutritious foods.
- 43 The IPM programme has produced trainers available for the Government, donors and NGO-funded projects. In 2017, there are 1 399 master trainers (389 women), 3 256 farmer trainers (153 women) and 256 145 trained farmers (127 444 women).<sup>26</sup> The FFS approach continues to be used by other agencies and NGOs, adapted as needed to suit their own purposes. For instance, projects funded by the International Fund for Agricultural Development (IFAD) and Asian Development Bank have used an FFS approach for farmer education on sustainable rice production, seed production and integrated farming system. Currently, the FFS approach is being applied by FAO in some other projects such as the GEF-funded Life and Nature project in support of capacity development on climate-smart

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23 FAO, August 2017, Global information and early warning system on food and agriculture (GIEWS) – Country Brief: Cambodia, <http://www.fao.org/giews/country-analysis/country-briefs/country/KHM/pdf/KHM.pdf>

24 Asian Development Bank, 2016. Preliminary Flood and Drought Risk Assessment Report

25 Ministry of Agriculture, Forestry and Fisheries, 2017, *ibid.*

26 Reported by National IPM Programme Officers, 2018.

agriculture (CSA) techniques, the Swedish-funded Pesticide Risk Reduction project and the European Union-funded project implementing Systems of Rice Intensification action research activities within the context of the National IPM Programme.

- 44 To address data gaps in the country as well as capacities for producing such data in support of evidence-based policymaking, FAO supported the Agriculture Census in 2013 — the first such exercise of its kind in Cambodia. The report, published in 2015, and the data collected represent a basis for informing analyses and discussions of the sector. A separate gender study was also produced based on data collected for the Census. Also, implementation of the Global Strategy to Improve Agricultural and Rural Statistics (GSARS) in Cambodia started in July 2015. The Global Strategy in Asia-Pacific partnered with the National Institute of Statistics and Ministry of Agriculture, Fisheries and Forestry to produce a (draft) Strategic Plan for Agricultural and Rural Statistics (SPARS) for the country. Currently, activities are underway in support of the implementation of the Agricultural Integrated Survey (AGRIS) along with the 2018 agriculture intercensal survey in Cambodia. AGRIS and related interventions in support of enhancing national data capacities and availability is relevant work that will support the Government's efforts to track its progress against the Cambodian Sustainable Development Goals (CSDGs), which are expected to be incorporated into the next NSDP 2019-2023.
- 45 On the related theme of data gaps, an ongoing project: "National Soil Information and Land Suitability Evaluation System for Cambodia" aims to improve national capacity in digital soil mapping, field sampling, land suitability evaluation and database management, which is in line with a national plan to undertake crop zoning. Moreover, under the Global Soil Partnership (GSP), a Global Soil Organic Carbon map (GSOCmap) was developed in 2017 in support of Sustainable Development Goal Indicator 15.3.1. When the map was published on World Soil Day 2017, no information was provided from Cambodia. Under the project, a Soil Organic Carbon map was elaborated with the General Directorate of Agriculture, which will feed into a new version of the GSOCmap.
- 46 At the field level, the long-running Integrated Pest Management programme and widespread uptake of the FFS approach help address the problem of heavy chemical use, which has environmental and human health implications. Moreover, the micro-loans available to farmers through the IPM clubs and PADEE (a Ministry of Agriculture, Forestry and Fisheries programme funded by IFAD) help farmers access resources for inputs or other short-term needs, allowing them to break the debt cycle. PADEE and the Life and Nature project have also sought to address challenges related to financial literacy of farmers and their access to finance, and have contributed towards improving farmers' livelihoods. Finally, a regional project in support of organic agriculture and a Participatory Guarantee System certification allows smallholders to access a niche market since they can't grow and supply at scale, and also taps into growing food safety concerns.

### Food Security and Nutrition (FSN)

- 47 Despite progress in monetary poverty reduction, multi-dimensional indicators reveal significant deprivation. In 2014, the multidimensional poverty rate was 33 percent. While most measures of deprivation have fallen, nutritional deprivation increased between 2005 and 2010 and remained above the 2005 level in 2014.<sup>27</sup> In 2015, the International Food Policy Research Institute (IFPRI) classified Cambodia as a country with a serious hunger situation: in 2014 32 percent of children experienced stunting, 24 percent of children were underweight and 10 percent of children under the age of five experienced wasting (an increase from 2005).<sup>28</sup> This called for a significant shift in the national policies and strategies to respond to these challenges and enable the Government to achieve the SDGs.
- 48 The National Strategy for Food Security and Nutrition (NSFSN - 2014-2018) was introduced in 2014 and is based on three pillars: i) more productive and diversified agriculture and livestock sectors to increase the availability of and access to food; ii) a focus on the nutrition of mothers and children; and iii) the role social protection can play in improving food

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27 OECD, 2017, *Ibid.*

28 NIS, Ministry of Health, and ICF International, 2015.

security. FAO supported a Mid-Term and Strategic Review (MTSR) of the NSFSN in 2018, which noted that there has been impressive progress in addressing FSN challenges in the country, but that FSN status across the country and for different demographic and socio-economic groups remains uneven. Further, an emphasis on rice production has limited crop diversification, which is also reflected in household dietary consumption patterns where despite increasing availability of food in the markets, rice remains paramount in the diet.<sup>29</sup>

- 49 FAO's long-term support on this subject, augmented by the presence of a senior policy officer under the European Union-funded facility "Food and Nutrition Security Impact, Resilience, Sustainability and Transformation" (FIRST) is relevant, given that malnutrition remains a key challenge in the country with stunting at 30 percent and wasting at 10 percent.<sup>30</sup> Cambodia joined the Scaling Up Nutrition (SUN) Movement in 2014. Through SUN, FAO, together with UN sister agencies, is working with the Government, other relevant institutions and development partners to ensure nutrition objectives are explicitly embedded in food security and agriculture policies, and that agricultural interventions are nutrition-sensitive and an integral part of multisectoral nutrition strategies. Also, in 2016, FAO supported the formulation of the National Action Plan (NAP) for Zero Hunger Challenge in Cambodia (2016-2025) which was endorsed by the Government for immediate implementation in 2016.
- 50 From the point of view of the Government, the different initiatives including SUN, Zero Hunger, One world, No Hunger, etc. create separate reporting lines and language for similar activities. Even amongst FAO's activities, despite the high profile given to the ZHC, the evaluation found limited indications of any momentum on the plan following its endorsement. In this case, it can perhaps be seen as an FAO regional initiative that overlapped with an existing national strategy and has thus failed to gain traction, particularly if adequate funding is not made available for implementation.

## Natural Resource Management

- 51 The total forest area of Cambodia is 9.45 million hectares, covering 53 percent of the country's total territory.<sup>31</sup> Forests generate important livelihoods benefits in Cambodia. Over 80 percent of Cambodians rely on fuel wood and around 8 percent on charcoal for cooking (NIS 2009). The Forestry Administration (2010) estimates that nearly 4 million rural people - over 30 percent of the population - live within 5 km of the forest, with forest resources accounting for an average of 10 to 20 percent of household consumption and income sources. Forestland has been gradually declining over the last two decades for multiple reasons, mainly as a result of land conversion and expansion of agriculture.
- 52 The key priority of this sector is to regain forest cover up to at least 60 percent of the total territory by 2030. The 20-year National Forest Programme (from 2010-2029) aims to allocate 2 million hectares to community management. The strategy also recognizes that climate change is not the only key driver behind the vulnerability of forests, but there are also huge economically-driven pressures from external development projects on forest land. Illegal cross-border trade in Cambodian timber, particularly with Viet Nam, has also driven deforestation.<sup>32</sup>
- 53 In terms of climate change mitigation, Cambodia's Intended Nationally Determined Contribution (INDC) identifies land use, land-use change and forestry (LULUCF) as a priority sector. Using REDD+ and Forest Law Enforcement, Governance and Trade (FLEGT) as main vehicles, Cambodia intends to increase its forest cover to 60 percent by 2030 in accordance with the National Forest Programme (2010-2029), which also aims to allocate

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29 Royal Government of Cambodia; Council for Agricultural and Rural Development (CARD), 2017, Mid-Term and Strategic Review of the National Strategy for Food Security and Nutrition 2014-2018.

30 Cambodian Demographic and Health Survey, 2014.

31 FAO (2015), Global forest resources assessment 2015 desk reference. <http://www.fao.org/3/a-i6246e.pdf>

32 Environmental Investigation Agency (EIA), 2017, 'Repeat offender: Vietnam's persistent trade in illegal timber' <https://eia-international.org/wp-content/uploads/Repeat-Offender.pdf>



*Phnomh Kulen National Park, FAO pilot site for forest landscape restoration, visited by the evaluation team*

2 million hectares to community management.<sup>33</sup> Additionally, Cambodia aims to expand the scope of its greenhouse gas (GHG) inventories, reported to the United Nations Framework Convention on Climate Change (UNFCCC) to include methane (CH<sub>4</sub>) and nitrous oxide (N<sub>2</sub>O).<sup>34</sup> Emissions of these substances are also expected to increase with the projected growth in agriculture production.

- 54 Adaptation actions under the NDC for the agriculture and natural resources sectors include: i) scaling-up of climate smart agriculture systems including introduction of climate resilient and ecologically appropriate crop varieties, animal breeds and fish, plant and tree species; ii) community-based actions to restore and maintain key environmental services, affected by climate change; iii) strengthening of early warning and climate information systems and dissemination; and iv) strengthening of capacity to conduct climate impact assessments and carry out cross-sectoral planning.
- 55 FAO's support is very much in line with national climate change strategies and actions plans, which call for an integration of climate change adaptation across the agriculture sub-sectors – for example, the Cambodia National Environment Strategy and Action Plan (2016-2023) (NESAP) forms a roadmap for ensuring effective environmental protection and sustainable use of natural resources through an inclusive and participatory process; the Cambodia Climate Change Strategic Plan (2014–2023) seeks to promote climate resilience through improving food, water and energy security (specifically focusing on agricultural diversification, increased productivity and watershed management), while ensuring the climate resilience of critical ecosystems. Meanwhile, FAO's support can be considered highly relevant across the five objectives of the Ministry of Agriculture, Forestry and Fisheries' Climate Change Priorities Action Plan for Agriculture, Forestry and Fisheries

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33 Ministry of Environment, 2015. Cambodia's Intended Nationally Determined Contribution. <http://www4.unfccc.int/submissions/INDC/Published%20Documents/Cambodia/1/Cambodia%27s%20INDC%20to%20the%20UNFCCC.pdf>

34 Ministry of Environment, 2015. Cambodia's Intended Nationally Determined Contribution Cambodia <http://www4.unfccc.int/submissions/INDC/Published%20Documents/Cambodia/1/Cambodia%27s%20INDC%20to%20the%20UNFCCC.pdf>



Sector (2016-2020), which focuses on capacity development and the promotion of new technologies for sustainable natural resource management across the sub-sectors.<sup>35</sup>

- 56 FAO provided active support under the REDD+ programme from 2011 to 2015, together with UNDP and the United Nations Environment Programme (UNEP). The final evaluation of the programme in 2015 noted the relevance of this support as the programme provided a platform for national level coordination and engagement of key stakeholders and benefits from the global nature and normative strengths of the three UN agencies involved.
- 57 The forthcoming GEF-funded Capacity Building Initiative for Transparency (CBIT) project will build on the results of the UN-REDD programme by providing capacity development support for monitoring and reporting of mitigation and adaptation actions for agriculture, forestry and other land uses (AFOLU) against the Cambodian NDC, under the Enhanced Transparency Framework of the Paris Agreement. This will be particularly relevant given that agriculture is the main sector in the NDC.
- 58 There has been less focus on field-level activities by FAO in the forest sector during the evaluation period. Previously, FAO has supported Cambodia in developing guidelines for community forestry, as well as through implementing several community-oriented projects promoting community forestry. However, in more recent years, NGOs are primarily implementing activities in this regard. FAO's field level activities in the forestry sector have been more at the pilot level – e.g. through the LNP project, and the forthcoming forest landscape restoration (FLR) pilots.
- 59 While many stakeholders interviewed by the evaluation expressed the need for further support to community forestry activities, the evaluation recognizes that there is declining interest among donors with regard to the forestry sector, in large part due to governance challenges and lack of legal enforcement. Furthermore, it is questionable if FAO is best placed to implement a large field-level community-oriented forest project. As such, the focus on more technical and policy level activities has been relevant given the challenging context.

## Fish

- 60 Freshwater and marine fisheries and aquatic resources provide employment to over three million people. Fish and rice lie at the heart of the Cambodian rural economy and are a crucial element of nutrition, especially for the poor.<sup>36</sup> National policy in the fisheries sector is framed by the Strategic Planning Framework for Fisheries (SPF), updated for 2014-2018, which highlights the shift from large-scale to small-scale fishery management and underlines the importance of Community Fisheries as well as the sustainability concerns related to the productivity of capture fisheries and the integrity of fish habitats. The RGC also has plans to develop the aquaculture sector, as per the National Strategic Plan for Sustainable Aquaculture Development in Cambodia 2016-2030 which envisages an increase in demand as the population grows, along with a decline in wild capture fisheries.
- 61 FAO has provided long-term and ongoing support to the fisheries sector in Cambodia and is recognized by the Fisheries Administration as a valuable partner. For example, community-based fisheries management in Cambodia started in the 1990s with an FAO project in Siem Reap, before official policy reform in 2000, which led to the creation of Community Fisheries organizations. This is now still the model. FAO developed the 'Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries' (2014) in the context of food security and poverty eradication with very active input from Cambodia. This was endorsed by the FAO Committee on Fisheries (COFI) in July 2014. The implementation of these guidelines is being supported in country by a small Norwegian-funded project, with a focus on empowering small-scale fishing communities to participate in decision-making processes, and to assume their responsibilities for the sustainable use of fishery resources.

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35 Ministry of Agriculture, Forestry and Fisheries Climate Change Priorities Action Plan for Agriculture, Forestry and Fisheries Sector (2016-2020) [http://www.twgaw.org/wp-content/uploads/2016/08/MAFF-CCPAP-2016-2020\\_final\\_CLEAN.pdf](http://www.twgaw.org/wp-content/uploads/2016/08/MAFF-CCPAP-2016-2020_final_CLEAN.pdf)

36 FAO, April 2014, FAPDA Country Fact Sheet.

- 62 There are 516 Community Fisheries organizations spread across Cambodia. Two factors make Cambodian fisheries particularly relevant to the development and operationalization of the SSF Guidelines:
- i. Cambodia is the only country in Asia where, since 2000, there has been a conscious government-driven policy dedicated to the “small scale-ization” of the fishery sector through the creation of Community Fisheries organizations.
  - ii. Cambodia has, as a consequence of the above, been experimenting with new forms of local level governance and institutional arrangements which seek to change the formerly individual access-and-use rights (largely in inland fisheries) into community-oriented tenure arrangements.<sup>37</sup>
- 63 The Government and European Union are in the final stages of approving an EUR 80 million development project for fisheries (and an additional EUR 30 million for aquaculture). The FAO Regional Office for Asia and the Pacific (RAP) and headquarters had input into the design of the fisheries project and it is proposed that FAO Cambodia administers some USD 20 million of project funds. This is relevant to support the projected increased demand for fish domestically and regionally, although the latter is doubtful as long as sanitary and phytosanitary capacity in the fish value chain remains weak. A component of this new European Union programme (CapFish) addresses this issue.
- 64 A major risk to the sustainability of marine resources is the alarming rate of depletion of fish stocks, increasingly from overfishing, destructive fishing practices, illegal, unreported and unregulated (IUU) fishing and large infrastructure developments. IUU fishing is recognized as a significant problem in the Asia-Pacific region with estimates of the illegal fish catch by foreign vessels in the region between USD 3.7 billion and USD 5.2 billion (8-16 percent of the total reported catch).<sup>38</sup> Based on a Port State Measures Agreement (PSMA) gap analysis undertaken in 2017 for Cambodia, the current intervention will be in support of implementation of key priorities identified. Amendments to the Fisheries Law 2006 to address IUU fishing issues have been discussed and approved by the Fisheries Administration legal team and are in the process of being incorporated with other amendments to the Law. FAO is planning to continue to support to finalize the fisheries law, specifically to include the aquaculture sector.

### Transboundary animal diseases

- 65 With increased regional integration, Cambodia faces greater exposure to transboundary animal diseases. Cambodia is considered a high-risk country for the transmission of highly pathogenic avian influenza and low pathogenic avian influenza to and from neighbouring countries due to frequent cross-border movements of people, poultry and poultry products. Two major trading corridors cross the Cambodian provinces bordering Thailand and the southern part of Viet Nam. Approximately 75 percent of poultry in Cambodia are owned by small-scale farmers who are highly dependent upon poultry production for their livelihoods. In such traditional, low-input farming systems, basic biosecurity for animal husbandry and hygiene is typically inadequate to effectively reduce the risks of disease introduction and transmission. A(H5N1) is endemic in Cambodia, and surveillance studies in live bird markets in Cambodia have revealed some of the highest avian influenza virus detection rates in poultry globally.<sup>39</sup> As of November 2017, a total of 56 human cases (including 37 deaths) and 49 poultry outbreaks of influenza A(H5N1) have been recorded in Cambodia.
- 66 Linked to the issue of transboundary animal disease is the overuse and abuse of antimicrobials. Inappropriate use of antimicrobials in Cambodia is very common and is believed to have contributed to the emergence of resistance against a variety of antimicrobial drugs. The absence of a comprehensive national plan and strategy to combat antimicrobial resistance

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37 FAO, 2017, Community fisheries organizations of Cambodia, FAO Fisheries and Aquaculture Circular No. 1138, <http://www.fao.org/3/a-i7206e.pdf>

38 FAO, Project Document.

39 Horwood PF, Horm SV, Suttie A, et al. Co-circulation of Influenza A H5, H7, and H9 Viruses and Co-infected Poultry in Live Bird Markets, Cambodia. *Emerging Infectious Diseases*. 2018;24(2):352-355. doi:10.3201/eid2402.171360. (<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5782910/>)



The evaluation team visited the laboratory of the Royal University of Agriculture, developed with support from FAO

(AMR), weak surveillance and laboratory capacity, irrational use of antimicrobial agents during treatment of human infections, overuse of antibiotics as growth promoters in animal husbandry, and limited infection prevention and control measures in hospitals are among the factors that contribute to AMR in Cambodia. In 2012, recognizing the urgency to address the threat of antimicrobial resistance, the Ministry of Health of Cambodia established an AMR Working Group and led a country situation analysis of AMR in 2013. The country situation analysis identified various factors contributing to the rise of AMR in the country. To address these, the RGC launched a National Policy to Combat Antimicrobial Resistance (NPCAR) and a National Strategy to Combat Antimicrobial Resistance (2015-2017) in 2014.

- 67 In 2016, the country adopted the Global Action Plan on Antimicrobial Resistance and agreed on the need for multisectoral and cross-sectoral efforts and engagement of all relevant sectors of society, including human health, animal health, plants health, food and the environment to generate an effective response, using a One Health approach. In the same year, with the increased support from international organizations such as the Tripartite (FAO, World Organisation for Animal Health (OIE) and World Health Organization (WHO)), the Government undertook a number of activities to raise awareness on AMR and related threats among key stakeholders, not only pertinent to human and animal health, but also plant health, food and the environment.
- 68 Numerous consultative meetings feeding into a total of eight national multi-stakeholder workshops and meetings brought the country from having a National Action Plan led by the Ministry of Health and with limited input from the Ministry of Agriculture, Forestry and Fisheries, to a multi-sectoral "One Health" National Action Plan on AMR generated with the active involvement of the Ministry of Environment and other relevant stakeholders. These multi-sectoral meetings allowed the country to identify gaps and actions to be taken to effectively tackle AMR in the country and regionally. The country efforts led to the engagement of the full range of relevant stakeholders and to the outcome, a multi-sectoral action plan on AMR to be officially endorsed in the near future.

- 69 In Cambodia, the control of TADs is identified as a government priority in the strategic plans of the General Directorate of Animal Health and Production.<sup>40</sup> FAO's Emergency Centre for Transboundary Animal Diseases (ECTAD) works with Government to facilitate these plans. In these strategic plans, national livestock productivity is identified as being constrained by various diseases, the lack of access to animal health services, inappropriate drugs and drug usage, lack of knowledge of animal diseases and poorly organized veterinary services. Strengthened animal health systems are required to support livestock production through proper animal health and biosecurity practices. These animal health practices include the prevention and control of infectious and zoonotic diseases to reduce morbidity and mortality through vaccination, treatment and movement control of animals and animal by-products and acceptable biosecurity standards along value chains.
- 70 The FAO-ECTAD team have been supporting the national Government since the incursion of HPAI H5N1 in 2005, and specifically since the establishment of the ECTAD unit in 2006. ECTAD have supported the Government and its HPAI prevention and control programme and continue to work to develop and implement national policies and programmes for the control of HPAI, foot and mouth disease (FMD) and rabies and more generally for transboundary animal diseases and emerging infectious diseases (EIDs). Recognizing global concerns over antimicrobial use and antimicrobial resistance, FAO-ECTAD has also been working with Government to develop the National Action Plan for AMR.
- 71 There are opportunities for the development of improved synergies in the delivery of field animal health services. Currently FAO-ECTAD is largely providing high-level policy and technical advice and associated programmes but is contributing little input into the delivery of field services, specifically the training of village animal health workers (VAHWs) and the promotion of livestock production. There is a need to better integrate the central Government and field animal health and production services for greater impact and sustainability.

### Emerging developments

- 72 The Royal Government considers the industrial sector as a growth strategy priority. The Industrial Development Policy 2015–2025 forms the “New Economic Growth Strategy”, which stresses economic diversification, competitiveness strengthening and productivity enhancement of manufacturing. Outcome 1 of the CPF refers to “Increased productivity, diversification and commercialization of agriculture”, reflecting alignment of the country programme with the policy. In its implementation, diversification was supported for example through a TCP on developing the shrimp farming sector, while commercialization was addressed through a number of small projects related to standards and certification in order for farmers to access targeted markets. As a demand-driven organization, it may be that the Country Office strives to support as many of the varied requests of the Government as possible, but while these disparate activities may be relevant to the respective government entities, better concentration of efforts and a value-chain approach could deliver more meaningful results against the national objectives. FAO needs to more strongly identify activities that it “wants to do vs what it needs to do”.
- 73 There is scope for the FAO country programme to broaden its treatment of “resilience” support under Outcome 3 of its CPF. The focus of activities has been on improving coordination and capacity building for emergency response and preparedness, in particular in relation to emergency assistance to families affected by floods, avian influenza, AMR and other emerging threats such as the cassava mosaic virus.
- 74 FAO defines resilience as “The ability to prevent disasters and crises as well as to anticipate, absorb, accommodate, or recover from them in a timely, efficient and sustainable manner. This includes protecting, restoring and improving food and agricultural systems under threats that impact agriculture, food and nutrition security, and food safety (and related public health)”. With the resilience work under the lead of the FAO Emergency and Rehabilitations Division (TCE), the focus under Outcome 3 is not surprising. However, it is widely recognized that resilience building encompasses interconnected actions across economic, social and environmental systems.

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40 'The Strategic Planning Framework for Livestock: 2011–2020' and 'Strategic Planning Framework for Livestock Development: 2015–2024'.

- 75 Various activities implemented between 2014 and 2018 can be seen to support resilience building, such as the MALIS project aimed at food security and livelihoods, and the current Life and Nature project that encompasses capacity building on climate-smart agriculture and micro-watershed approaches. But if the current Outcome 3 of the CPF is kept, the programme could consider how to better leverage ECTAD's role over time from a direct emergency response provision to technical assistance support for resilience building and strengthening legislation and value chain practices. Prevention/mitigation of food chain crises arising from plant pests and animal diseases, and establishing effective food safety control and quality assurance systems, are parts of the same continuum: stable, reliable and safe food systems. FAO Cambodia can draw from the example of FAO Viet Nam where FAO's approach and the build-up of the ECTAD portfolio is a good example of the transition from an emergency response to a preventive and resilience building modality.
- 76 There are a number of activities implemented that raise questions as to their added value to the country programme. These include the projects on community fish refuges management practices, the promotion of school gardens (including development of a curriculum) and the regional project on Geographical Indications (GIs).
- 77 While all the projects are relevant to the objectives of the CPF and to the Government, and in fact, indications of localized results are identifiable for the first three projects listed, for both the community fish refuge management project and the school gardens projects, it is not evident that necessary and sufficient steps were put in place at their conclusion to enable both uptake of the knowledge products produced (guidelines and curriculum on school gardening respectively), as well as scaling up of the introduced "innovation".
- 78 The RGC is committed to increasing the number of GI products from Cambodia, so activities in support of this are fully relevant. There are also strong theoretical and empirical justifications for GI protection; the experiences of GI products from various countries show that GI status can open access to export markets and can improve the livelihood of producers who heavily depend on such products. For the regional project in support of the Geographical Indications for Kampot pepper and Kampong Speu palm sugar, while there is evidence of improved livelihoods for the farmers involved, with prices of pepper increasing from USD 5 per kilogram in 2000, to USD 15 per kilogram in 2018 for black pepper,<sup>41</sup> FAO's key support was for the registration of the Protected Geographical Indication designation with the European Union. Aside from questioning if such support is aligned with FAO's comparative advantage, the evaluation also assesses that this is inadequate support considering the broader needs in relation to establishing a sustainable value chain, and enforcement. Investments will be required to scale-up volumes and undertake market campaigns to promote and protect the authenticity of the products and labels. At the same time, production quality control and risks of free riding by spurious products calls for a mix of self-regulation and state control. Capacities in these regards are not yet adequate. While positive building blocks have been put in place, the intervention should have considered an exit strategy that identifies key next steps and includes, for instance, the identification of other entities that can contribute to the sustainability of results.

## UN normative values and principles

**Finding 3. FAO has taken into account UN normative values and principles such as equity and targeting the most vulnerable communities and localities in the design of its programme but in the implementation of projects, dedicated action plans in support of such objectives, on gender equity for instance, are not evident.**

- 79 A 2017 Vulnerability Analysis of Cambodia identified ten categories of people who are more vulnerable than others in the country, including women, children, indigenous communities and the multidimensionally poor.<sup>42</sup> The report noted that these groups

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41 Red pepper: US\$6/kg (2000) - US\$25/kg (2018); White pepper: US\$8/kg (2000) - US\$28/kg (2018)

42 Kumar, S. 2017, Cambodia: A vulnerability analysis, Prepared for the United Nations Country Team.

are more susceptible in particular to economic shocks, malnutrition, health shocks, deforestation and climate change, and urbanization. For instance, while the 2001 Land Law seeks to protect the rights of indigenous people, the lack of implementation and enforcement is reported to have left these communities vulnerable to commercial interests that are attracted to exploiting the economic potential of the forests and upland areas traditionally used and managed by indigenous communities.<sup>43</sup>

- 80 Outcome 3 of the CPF is directly aimed at “reduction of vulnerability and improved resilience to shocks at national, community and household level”. This is a relevant and necessary objective for support, in view both of Cambodia’s high incidence of multidimensional poverty (33 percent), as well as the country’s susceptibility to floods and droughts on a seasonal basis. Yet, activities tagged to Outcome 3 have been focused on animal health and biosecurity-related activities, with activities delivered including support for improved policy development and legislation, One Health coordination, disease outbreak response, capacity building (particularly in epidemiology and laboratory skills) and the improvement of laboratory biosafety.
- 81 FAO’s activities however can be said to address reduced vulnerability and improved resilience in a cross-cutting manner. The focus of its food security and nutrition work under Outcome 1 is on the malnourished and food insecure, with a particular focus on women and children. This was not just in the targeting of the “IDPoor” farmers in its field-level project activities, but also in its governance support.<sup>44</sup> Also, since the early 2000s, FAO has been working to strengthen community fisheries institutions, aimed at contributing to sustainable fisheries management, food security and livelihoods in the country. Currently, its activities under the GEF-funded Life and Nature project include ethnic minorities and indigenous communities in Ratanakiri, in the northeast of Cambodia, where the incidence of multidimensional poverty is 0.28 (national average is 0.146).<sup>45</sup> In June 2018, FAO conducted a participatory capacity analysis with government officials from five ministries under the framework of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT). This is a positive step in support of strengthened tenure governance in the country.
- 82 While much has been done by FAO in its advocacy of UN normative values and principles, including support to the mainstreaming of these principles in national policies and strategies, support to their implementation and enforcement needs to be better considered. For example, FAO supported the Fisheries Administration to develop an action plan for addressing child labour in the fisheries sector. This was acknowledged to be a good plan, but it appears that the Fisheries Administration has no means to implement. This seems to also be the case with the 2015 Agricultural Extension Policy developed with indirect support from FAO.
- 83 FAO’s advocacy on FSN is grounded on a rights-based and equity-based approach with a focus on smallholders and inclusion of poor farming households. Particularly within the national context where it operates, economic arguments for change in agriculture are more likely to resonate. Thus it is important for FAO to pay attention to the economic in addition to the nutritional rationale of issues concerned and to show the economic benefits of issues like crop diversification.
- 84 In the context of the SDGs, the UN system entities in the country have been empowered to clearly advocate for governments to ‘leave no one behind’ as they progress along their development paths. Cambodia has improved in its Human Development Index from 0.357 in 1990 to 0.563 in 2015, while poverty rate was down to 13.5 percent in 2014 from 47.8 percent in 2007.<sup>46</sup> Through sustained growth in GDP of 7.6 percent between 1994 and 2015 largely through garment exports and tourism, the Government has thus made progress in reducing the proportion of Cambodia’s population that are

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43 Ibid.

44 i.e. households that have been identified as poor according to the 2011 sub-decree on the identification of poor households: [http://www.idpoor.gov.kh/Data/En/Reference/IDPoor\\_SubDecree\\_Eng-FINAL.pdf](http://www.idpoor.gov.kh/Data/En/Reference/IDPoor_SubDecree_Eng-FINAL.pdf)

45 Oxford Poverty and Human Development Initiative (OPHI) [www.ophi.org.uk](http://www.ophi.org.uk) accessed at [http://www.dataforall.org/dashboard/ophi/index.php/mp/country\\_briefings](http://www.dataforall.org/dashboard/ophi/index.php/mp/country_briefings)

46 The World Bank, <http://www.worldbank.org/en/country/cambodia/overview>, Last Updated: Apr 13, 2018.

"destitute".<sup>47</sup> However, this same vulnerability analysis found that while the incidence of poverty in Phnom Penh is 7 percent, the incidence of multidimensional poverty is higher than 50 percent in the north and north-eastern parts of the country such as Stung Treng, Mondulakiri and Ratanakiri. Addressing vulnerability to the effects of climate change, structural transformation and economic shocks should be key considerations as the country moves forward. Notably, RGC has recognized the critical role that social protection can play in reducing poverty, and published the Social Protection Policy Framework in 2017.

- 85 In this regard, particularly in its governance work, FAO will need to continue to direct the attention of the Government to strengthening the livelihoods of the poorest, to build better rural-urban linkages and to empower rural people to become agents of change.<sup>48</sup> This includes focusing policies on places in which left-behind groups live, and on issues and services that are most likely to improve outcomes for them.<sup>49</sup> FAO Cambodia could consider coalescing support on how to sustainably address the critical role of rural services in enhancing agriculture-based livelihoods and reducing rural poverty. Emphasis should be placed on advisory, financial and support services needed for smallholders to improve productivity, gain access to markets and increase their income to move out of poverty.

### Gender equity

- 86 Gender has not been sufficiently integrated in agricultural and nutrition policies in Cambodia. The Government formulated a "Gender Mainstreaming Policy and Strategy In Agriculture" in 2006. The policy objective is enhancement of gender equality in the agriculture sector through active cooperation of both women and men for the opportunity to contribute and benefit equally from the activities of all sub-sectors in the agriculture sector. The four objectives of the strategy (2006-2010) are to strengthen gender awareness, integrate sex-disaggregated targets, increase women in leadership in the department and strengthening ability of rural women to access services.<sup>50</sup> This Policy and Strategy addresses some of the pathways on gender, equity and FSN but not all. Nutrition education, propagation of nutrition sensitive crops, land rights of women,<sup>51</sup> intra-household decision making, decision-making in farmers' cooperatives, women managed value chains and gender sensitization of men could have been better integrated (Ministry of Agriculture, Forestry and Fisheries, 2006). The Gender Mainstreaming Policy and Strategic Framework in Agriculture (2016–2020) produced in 2015 also does not address these issues. The vision and mission of Neary Rattanak III (2009-2013) refers to women's rights but does not refer to nutrition. One of the five strategies of Neary Rattanak is on Health and Nutrition of Women and Girls, and HIV/AIDS, but the focus is limited to anaemia amongst pregnant women which is only one of the indicators of women's nutrition (Ministry of Women's Affairs, 2009).
- 87 FAO has made numerous efforts towards supporting the consideration of gender dimensions in the agriculture sector, as well as in its FSN work. For instance, analysis of gender mainstreaming in agriculture was supported through a TCP, and the gender assessment presented and the training of trainers (ToT) manual were much appreciated. Although indications from the Government are that they are not clear yet how the recommendations of the gender assessment will be used, staff capacities in the Ministry of Agriculture, Forestry and Fisheries on gender issues were reinforced by FAO in the context of the country gender assessment. A study of The Impact of Gender Policy Processes on the Right to Food in Cambodia was produced in 2016; FAO trained a group of experts on FSN and right to food issues including gender equity through a refresher training course carried out together with the Council for Agricultural and Rural Development.

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47 Kumar, S. 2017, Cambodia: A vulnerability analysis, Prepared for the United Nations Country Team.

48 FAO, 2018, Transforming food and agriculture to achieve the SDGs – 20 interconnected actions to guide decision makers, <http://www.fao.org/3/I9900EN/i9900en.pdf>

49 ODI, 2017, Defining 'leave no one behind', <https://www.odi.org/sites/odi.org.uk/files/resource-documents/11809.pdf>

50 Ministry of Agriculture, Forestry and Fisheries, 2006, Gender Mainstreaming Policy and Strategy in Agriculture.

51 Other than with regard to resettlement which is mentioned.

- 88 In addition, FAO Cambodia supported the National Institute of Statistics with integration of a gender perspective in the agricultural census. Data collected include sex-disaggregated data on agricultural landholdings across provinces, engagement in agricultural activities, nature of engagement (unpaid, own account, etc.), access to services and social protection and food insecurity and coping strategies. It is the first time that such a census has been carried out.
- 89 As noted in the recent evaluation of SO1, close collaboration with the FIRST Programme facilitated by the SP1 team allowed FAO to work directly with governments bringing gender perspectives to countries' policies and programmes in most of the FIRST countries such as Cambodia. FAO Cambodia (FAOKH) was part of the Gender and Children Working Group of the Ministry of Agriculture, Forestry and Fisheries and was involved in the preparation of the Gender Mainstreaming Policy and Strategic Framework in Agriculture 2016-2020. This Document outlines two central objectives: women farmers' economic empowerment and equal participation. However, the links between gender, agriculture and nutrition are not analysed and made, like food and nutritional security of landless households, whether cropping preferences of women and men farmers are different, reducing the drudgery of the kind of tasks that women do, and promoting women managed value chains that are nutrition sensitive.
- 90 The percentage of women beneficiaries from larger projects such as MALIS and PADEE average about 60 percent and there are some good results from female participants under Component 4 of the LNP, as presented later in this report.
- 91 Nonetheless, a number of weaknesses and challenges could be identified. For instance, FAO is part of the thematic group on Gender of Ministry of Agriculture, Forestry and Fisheries/CARD, as well the UN Thematic Group on Gender. It is considered an important entity on gender and agriculture by the Ministry of Agriculture, Forestry and Fisheries, but not necessarily by donors, who do not view FAO as a gender and nutrition advocate. This evaluation also noted that while all projects mention that gender equity will be considered, no implementation plans are subsequently developed in support of these objectives, which limits the ability to reach the targeted results. While FAO Cambodia has put in place a gender task force that reviews projects to better mainstream gender, training in nutrition and gender for all technical staff would help to increase understanding of how to mainstream nutrition and gender considerations across all parts of the programme
- 92 There are knowledge products supported by FAO on gender and agriculture, but few of these integrate nutrition, other than the intervention in support of a school curriculum on nutrition under the school gardens project, and a study on the Impact of Gender on Policy Process and the Right to Food.<sup>52</sup> There is a gap in data on the benefits of addressing gender, equity and FSN for family, communities, agriculture, and growth. Moreover, despite increasing accessibility of sex-disaggregated data, internal monitoring systems are weak and learning from monitoring and evaluation processes is rare. Low ability to monitor the implementation and impact of policies in general was noted in Cambodia.<sup>53</sup>
- 93 In the area of animal health, the veterinary services of Cambodia are male dominated, with the exception of the national veterinary diagnostic laboratory (National Animal Health and Production Research Institute - NAHPRI). FAO-ECTAD programmes are aware of the need to address gender inequality but as there are few women veterinarians or livestock officers, little progress has been made. Project-led field activities such as to improve disease surveillance, outbreak control and risk mitigation with enhanced biosecurity at markets etc. took an appropriate inclusive, participatory approach but engagement with women was limited by the culture of male leadership in all discussions and particularly those engaging with outsiders and foreigners. With the recent recruitment of a gender expert by the ECTAD Regional Office for Asia and the Pacific (RAP), enhanced gender mainstreaming will be stressed and enabled for FAO-ECTAD programmes.

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52 <http://www.fao.org/3/a-i5877e.pdf>

53 FAO OED, 2018, Evaluation of SO1 – Annex. Gender, <http://www.fao.org/3/I9575EN/I9575en.pdf>



### 3.2 Comparative advantage

**Finding 4. FAO is well regarded by Government and development partners for its technical competencies and policy advice. In particular, FAO is viewed as having a strong comparative advantage in supporting the Government in the development of national plans of action, guidelines and strategies related to agriculture and natural resource management. It was recognized that FAO's technical expertise is not necessarily *in situ*, but that FAO can access and draw upon from a wider pool. FAO was not viewed by interviewees as having a comparative advantage in field-level implementation, although FAO certainly has a role to play in piloting techniques and approaches, and ensuring that the lessons from such pilots are fed back into national-level policy development.**

**Finding 5. There is low visibility of FAO results and what it can offer, and in this regard improved monitoring and communications, and a strengthened role as a neutral knowledge broker could serve to amplify its comparative advantage as a provider of technical expertise.**

- 94 As a long-standing partner to the General Directorate of Agriculture under the Ministry of Agriculture, Forestry and Fisheries, the evaluation observed the warm appreciation for FAO's support, with stakeholders emphasizing FAO's central role in the sector, and its contributions to building the capacities of its technical staff, assisting in the development of policies, laws and regulations and providing technically sound knowledge and best practices. Also, in discussions with the Director-General of the General Directorate of Animal Health and Production (GDAHP), senior staff and others, it was stated that FAO is recognized and respected for its high-level policy advice, strategic planning, programme design and implementation. Similarly, FAO is recognized as a key partner in the delivery of One Health programmes. In Cambodia, FAO has effectively led and facilitated the technical



**“No one is above FAO on technical competencies regarding agricultural techniques”**

- Quote from government counterpart

working groups on zoonoses, food safety and AMR. This leadership role has been jointly delivered with WHO and has resulted in monthly dynamic discussions which are starting to result in improved information exchange.

- 95 FAO is also viewed as having a strong comparative advantage in supporting the Government in the development of national plans of action, guidelines and strategies related to natural resource management. Historically, FAO was credited with supporting the development of Cambodia's Community Forestry Guidelines (2002). In Kampong Speu, FAO supported the development of a provincial level plan of action for disaster risk reduction in agriculture, 2014-2018. Stakeholders interviewed by the evaluation recognized the importance of the process of developing the action plan, as it was the first time different stakeholders from different government departments had come together to discuss issues related to disaster risk reduction, and coordination was therefore improved.
- 96 Support to CARD on food security and nutrition is recognized and appreciated, and the EU FIRSST policy officer's presence was noted to be "very valuable".
- 97 FAO is recognized as having had an ongoing and effective input into the development of fisheries programmes in Cambodia – with technical and policy support being provided by the FAO Regional Office for Asia and the Pacific (RAP). Under the proposed European Union fisheries programme it is expected that FAO will deliver a significant part of the project with a particular focus on community protection, sustainability and capacity development – areas of recognized FAO expertise.
- 98 However, two issues bear further consideration: i) FAO should consider what are the implications of a comparative advantage in support to policy and strategy formulation when it is also widely acknowledged that Cambodia has enough policies, strategies and action plans but these are not implemented; and ii) when your comparative advantage is as a provider of technical expertise, but there are limited capacities within the country office, is it sufficient to be able to draw upon a wider pool of technical expertise for specific project-based activities?
- 99 On the first question, this evaluation observes that FAO's position could be leveraged more in advocating for a more strategic and informed development trajectory. While there have been significant contributions to policy identification and design including several laws, an assessment of the level of implementation reveals the need for more systematic monitoring and evaluation of policy implementation which is evidently lagging. Insights into the constraints and bottlenecks to implementation can thus be obtained and hopefully lead to improvements. But perhaps more importantly, assessing policy outcomes, both intended and unintended, should lead to course correction as soon as possible before important beneficial effects are not delivered on time or worse unintended harmful effects are registered.
- 100 Further, stakeholders recognize that FAO has a key mandate in Cambodia's transition, but has yet to leverage this mandate effectively. There are certainly challenges at the country level for FAO to engage in more advocacy-oriented policy work, as this could jeopardize the close relationship of FAO with Government. A longer term strategically oriented approach to policy engagement by FAO, in collaboration with other members of the United Nations Country Team and backed by the Regional Office for Asia and the Pacific (RAP), could provide a way to move away from an ad hoc approach to policy engagement, towards a longer term approach, limiting risks concerned through partnerships with UNCT and other development partners. In particular, it can do this by driving a meaningful, coordinated approach with others who share aspects of the mandate, such as IFAD, which has many entry points where it is harder for technical agencies such as FAO to gain ground. For example, IFAD is recognized as a valuable partner with the Ministry of Economy and Finance. The evaluation notes that the Representation has already reached agreements with WFP and IFAD to strengthen strategic coordination and it has started with discussions on their respective new country programmes.
- 101 On the second question, this evaluation finds that while FAO is seen as technically strong, it is also seen as operationally slow and expensive. Although FAO has a clear comparative

advantage through its technical expertise at the Regional Office for Asia and the Pacific (RAP) and headquarters, respondents reported that FAO is less efficient when it comes to delivery, with complicated procurement and hiring procedures that often cause delays. For instance, in the forestry sector, several respondents pointed to delays by FAO as being a factor in UNDP being dominant in the sector as it actively sought to take the lead on technical aspects of more recent projects such as the Forest Carbon Partnership facility (FCPF) Phase II.

- 102 Notably, even when there is capacity within the country office, such as on the animal health front, the capacity is not regarded as sufficient. For instance, a major national European Union livestock project, due to end in late 2018, is undertaking activities in the strategic planning of improved livestock production, better disease control and improved slaughterhouse facilities management. These are all areas in which FAO might expect to take the lead, but this has not been the case. Nonetheless, FAO is working in coordination with the European Union programme on their activities targeting strategic planning, better disease control and improved slaughterhouse management. This has included the development of the Strategic Planning Framework for Livestock Development 2016-2025, several sub-decrees and PRAKAS including one for slaughterhouse management and the Veterinary Council, and facilitation of the sub-working group for animal health and production. In discussions with development partners, it appears that there is a perception of a lack of FAO in-country staff resources. It was also noted the limited ECTAD team constrains their ability to be proactive to developing situations as the emphasis was on immediate reaction to situations – this inhibits longer term planning and the development of more coherent and sustainable strategies.
- 103 The evaluation also observed that FAO and its work is best known to the Ministry of Agriculture, Forestry and Fisheries. Development partners, implementing programmes with similar themes to FAO's pilots, had in some cases not heard of FAO's activities, for example on disaster risk reduction and cassava mosaic virus. In particular, given that FAO Cambodia implements many pilot projects, for example with the development of community fish refuges, and also more recently with the GEF-funded Life and Nature project, there is an insufficient visibility of the lessons of FAO's pilots, and as such there was limited uptake and scaling up of these activities.
- 104 FAO regionally and globally retains a comparative technical advantage in the forestry sector through having strong expertise at the Bangkok regional office and at FAO headquarters in Rome, particularly related to forest monitoring (over 30 FAO staff in total are working on forest monitoring globally), and FAO has a long history of supporting countries on forest measurement (for example through the forest resource assessment - FRA). FAO has developed a project proposal to support the Government in conducting a national forest inventory, which would also take advantage of FAO's comparative advantage in this area, however the Country Office has so far struggled to mobilize resources for this project proposal.
- 105 The Country Office recently brought a Communications Officer on board, but recognizes the need to install a monitoring and evaluation (M&E) function as currently this is only undertaken under specific projects where resources are allocated for this purpose.

**Finding 6. Cambodia is undergoing rapid transformations as it strives to be a high-income country by 2050. FAO's mandate is a key mandate in Cambodia's transition, and FAO Cambodia is overstretched; in addition to its TCP projects and non-project support, the Country Office facilitates a number of regional and global programmes/projects. Overall, the Office does an admirable job facilitating all the work, including the "add-ons and distractions"; but this is not sustainable and limits the delivery of sustainable results.**

- 106 Cambodia became a low-middle-income country in 2016 and strives to be a high-middle-income country by 2030, and a high-income country by 2050. Its strategy towards these goals is focused on increasing trade/exports. The Industrial Development Policy 2015-

2025 represents a “new growth strategy that responds to the structural transformation of domestic economy and the changing regional and global economic architecture”.<sup>54</sup>

- 107 Cambodia's growth trajectory corresponds to studies on the transformations of the agri-food systems that are happening in Asia. Reardon and Timmer noted five interlinked transformations: urbanization; diet change; agri-food system transformation; rural market transformation; and intensification of farm technology. These are the fundamental drivers of the overall structural transformation of an economy as it modernizes, becomes more productive and “escapes from hunger”.<sup>55</sup> An understanding of the implications of these transformations from an integrated perspective can reveal some insights towards identifying what support the Government requires as it navigates these transformations.
- 108 In particular, policies, institutions and processes need to address not only the trade, food safety and sanitary and phytosanitary regulations imposed by countries under agreements but also enable value chain development to meet the requirements of international market operators and consumers. Particular attention is needed to ensure that smaller and medium-scale players are not crowded out of value addition opportunities from a narrowing, vertical integration and consolidation of supply chains. Smallholders should be given access to knowledge, skills and support to effectively participate in value chains and compete on the marketplace equitably. Empowerment and capacitation of producer organizations, training and institutional development, access to rural investment and trade finance are essential in support of the development objectives.
- 109 The 2018 Global Food Policy Report notes that for the region “Going forward, emphasis should be placed on enhancing infrastructure investments, upgrading agricultural value chains (and regulating them to ensure food safety), as well as enhancing farm management systems for higher productivity and reduced ecosystem damage. In the same vein, the region's governments should also incentivize the public and private sectors to promote agricultural research and development”.<sup>56</sup> Direct investment in agricultural research and development to increase productivity and to enhance the ability of agricultural systems, especially smallholder farms to meet future food demand while coping with climate change and resource scarcity was identified as a critical area for public investment.<sup>57</sup> Numerous studies have shown that agricultural research and development brings about high rates of return both in terms of agricultural production and poverty reduction.<sup>58</sup>
- 110 A key stakeholder interviewed for this evaluation noted that the strength of an entity is not just based on what it brings to the table financially, but also depends on introducing novelty and innovations. This is a key consideration for FAO Cambodia given the resource constraints it faces. There are demands for FAO to bring in innovations, for example research, bringing in timely global knowledge, or models of good practices from the region. FAO has tools to support Agricultural Innovation Systems and better linkage between research and extension systems, and this is an area of work that could be factored in to support Cambodia's transitions.
- 111 The Country Office consists of 72 staff members, which is about half the size from ten years earlier. In the longer term, the Country Office is expected to get smaller as the move towards more upstream programming will require less staff. Moreover, the resource base is shrinking. The Country Office will move to be located inside the Ministry of Agriculture, Forestry and Fisheries premises in 2019. This is expected to be beneficial for policy engagement with the Ministry.

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54 RGC, 2015, Cambodia Industrial Development Policy 2015–2025: Market Orientation and enabling environment for industrial development.

55 Reardon, T., and Timmer, C.P., 2014, Five interlinked transformations in the Asian agri-food economy: Food security implications, *Global Food Security*, <http://dx.doi.org/10.1016/j.gfs.2014.02.001>

56 IFPRI, 2018, Global food policy report, <http://www.ifpri.org/publication/2018-global-food-policy-report>

57 FAO, 2015, Agricultural transformation of middle-income Asian economies, *ESA Working Paper No. 15-04*.

58 See for example, Fan, S. 2008, *Public expenditures, growth and poverty: lessons from developing countries*, Johns Hopkins University Press, and FAO, 2012, *State of Food and Agriculture, 2012, Investing in agriculture for a better future*.

- 112 FAO Cambodia's office capacity needs to be reviewed. If FAO is to maintain perceptions of being a technical Organization that brings technical expertise to the table, not having technical experts present, especially at platforms such as the technical working groups, is a handicap. FAO Cambodia has had to rely on Regional Office for Asia and the Pacific (RAP) backstopping, which has been mostly excellent<sup>59</sup> but does not replace experts *in situ*. For instance, a FIRST officer in-country contributed to capacities in-country and coordination across nutrition related agencies and programmes. In contrast, with the closure of the UN-REDD project, FAO no longer has an in-country forestry officer, although FAO RAP is still providing technical assistance to the Forest Carbon Partnership Facility project, particularly on Outcome 4, supporting forest monitoring. As FAO does not currently have an in-country technical expert in the forestry sector, the capacity of FAO Cambodia to mobilize further funding in the forestry sector is compromised, while UNDP is in a much stronger position than FAO with regard to the forestry sector, particularly given that UNDP is the lead implementing agency of the World Bank-funded FCPF which builds on the achievements of the UN-REDD national programme.
- 113 With regard to the aforementioned transformations and government push towards modernization and commercialization of agriculture, FAO will need to ensure there are competencies and skills on food systems and inclusive value chain development in the country office, at the same time assisting the country in reducing food insecurity and malnutrition through these transformations. As the country programme shifts over the next few years towards an increased focus on natural resource management (NRM) and climate change-related interventions, in line with where resources are accessible, bringing in competencies in line with FAO's Strategic Objective 4 (on enabling inclusive and efficient agricultural and food systems) will assist in ensuring alignment of objectives across sectors.
- 114 On a related front, an important element is the growing challenge and need for prevention/mitigation of food chain crises arising from plant and animal diseases, and establishing effective food safety control and quality assurance systems, which are parts of the same continuum: building stable, reliable and safe food systems. FAO's distinction from other agencies supporting food safety projects is its technical expertise and focus on a systems approach to food safety by encompassing plant, animal and human health/safety aspects, which are the rationale for sanitary and phytosanitary measures. Also, FAO has a strong relationship with the Ministry of Agriculture, Forestry and Fisheries, which is a key stakeholder for SPS compliance interventions. While there are a number of regional projects on the subject, and in fact, FAO supported the development of a Food Safety Law, the Organization needs a person on the ground with suitable expertise to move the agenda forward, and also support coordination of efforts as many development partners are also supporting various food safety-related initiatives.
- 115 With regard to FAO's support on the development of national plans of action, guidelines and strategies, nearly all informants agreed that there is a large gap between what appears on paper in the strategies, and what can actually be achieved or implemented in practice. Future efforts in developing strategies and action plans should also place sufficient emphasis on accompanying investment plans to ensure implementation. Quote: *"FAO develops a lot of strategies and guidelines. But FAO needs to think more on really how the government can use and implement these guidelines."*
- 116 Having an Investment Centre Division (TCl) officer present in the country office is very positive for work in support of mobilizing investments (or investment plans) for implementation of the national policies/strategies supported by FAO such as the Agriculture Master Plan, and Strategic Framework for Food Security and Nutrition (SFFSN). In particular, in the context of promoting inclusive development as the country continues with economic policies that are totally market-driven, with core sectors of the economy determined by international trade activities, FAO's trusted relationship with the Government could be better leveraged for advocacy aligned with the SDGs, and Cambodia Sustainable Goals, when they become final. For instance, with the significant public and private investments needed to drive the structural and agricultural transformations, there is scope to advocate for responsible agricultural investments using the CFS Principles for Responsible Investment in Agriculture and Food Systems.

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59 PADEE is a case where, following the retirement of the Regional Office for Asia and the Pacific (RAP) Lead Technical Officer, the lack of adequate backstopping was obvious, but mitigation actions were delayed.

- 117 Finally, it was noted that many of the transformations needed in Cambodia's transition are outside the purview of the Ministry of Agriculture, Forestry and Fisheries. Thus, policymakers at the Ministry will need to engage in policy issues that are outside their traditional domains of expertise and develop partnerships and collaboration with other public and private sector organizations. This will require some capacity development, as well as a reorientation of mindset.<sup>60</sup>

### 3.3 Partnership and coordination

**Finding 7. While FAO Cambodia's principle partner is the Ministry of Agriculture, Forestry and Fisheries, it has effectively fostered collaborations with other ministries and government entities in its various undertakings. Further collaboration with the Ministry of Commerce to promote agriculture, FSN, natural resource management and trade policy coherence dialogue could be explored. There are weak linkages between the agriculture sector policy formulators and policy implementers.**

#### Government

- 118 FAO has demonstrated good collaborations in Cambodia, working with a diversity of partners: government counterparts from across various ministries, UN agencies and multilateral organizations, academia and civil society organizations. The major areas of partnership were: policy dialogue and information sharing. FAO's strong partnership with the Ministry of Agriculture, Forestry and Fisheries and CARD enabled FAO to closely support and influence a number of key policies, strategies and guidelines. FAO is viewed as a trusted partner of the Government, and respondents expressed appreciation for FAO's model of using letters of agreement with government departments for project activities, as this instilled more ownership and responsibility to Government, when compared to the implementation modalities of other development partners.
- 119 FAO-ECTAD has strong partnerships in country and regionally. FAO-ECTAD has established an excellent working relationship with GDAHP working collaboratively with all sectors of the general directorate. The co-location of FAO-ECTAD with GDAHP is immensely important and allows informal and formal meetings and collaborations to be developed. The small in-country ECTAD team is well respected and liked, and regarded as highly relevant. FAO technical backstopping from the FAO Regional Office for Asia and the Pacific (RAP), FAO-Rome and by short-term consultants is regarded as being appropriate and of high value.
- 120 While FAO generally has a good reputation as a technical partner, there were some indications of FAO also being seen by Government as a "competitor" for funds, signalling a need to foster closer relationships with other Ministries, especially the Ministry of Economy and Finance, with regard to FAO's role and possible contributions as a technical resource.
- 121 FAO's collaboration with the subnational levels of Government were primarily in the context of project implementation. While not solely the responsibility of FAO, respondents noted that there are weak linkages between the agriculture sector policy formulators and policy implementers, and closer partnerships at the decentralized levels could be beneficial in this regard.
- 122 There seems to be a missed partnership opportunity in working more closely with the Ministry of Commerce in support of policy coherence on agriculture, food security and trade, and the importance of trade governance to ensure sustainable management of natural resources. In SOCO 2015-2016, FAO noted that in most developing countries, agriculture and trade-related objectives and strategies are identified through separate prioritization, negotiation and coordination processes, associated with agriculture and trade ministries respectively. This situation can result in different perceptions of the national

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60 FAO, 2015, Agricultural transformation of middle-income Asian economies, ESA Working Paper No. 15-04.

priorities for agricultural trade, which can lead to gaps in the country's capacity to design and implement appropriate trade strategies and policies supportive of agriculture sector development and food security.<sup>61</sup>

- 123 This is evident in Cambodia. In 2012 the Asian Development Bank noted that the ministries "suffer from weak interministerial and intraministerial coordination mechanisms, and tend to operate within "policy silos."<sup>62</sup> To bridge the gaps between sectoral processes, FAO advocates a number of actions, such as to ensure greater engagement of trade stakeholders, including trade ministries, export promotion boards, industrial associations and chambers of commerce, in the development of agriculture strategies and investment plans.
- 124 The Ministry of Commerce is also the Focal Point in Cambodia for the Enhanced Integrated Framework (EIF), which falls under the Aid-for Trade (AfT) initiative. AfT assists developing countries, especially least developing countries, in engaging with global markets by strengthening their productive capacity and trade-related infrastructures, while the EIF is a multi-donor programme that supports LDCs in becoming more active players in the global trading system. The EIF is supported by national implementation units embedded in the trade ministries of LDCs, which in Cambodia's case, is the Ministry of Commerce. AfT has a number of trade-related financing mechanisms such as the EIF Trust Fund and the Standards and Trade Development Facility (STDF), of which FAO is a partner. The STDF partnership grants help farmers, processors, traders and governments in developing countries to meet international food safety, animal and plant health standards and reach regional and global markets, while the EIF is currently supporting projects on five of the ten with priority sectors for trade development, including milled rice, high value silk, fisheries and cassava as identified in Cambodia's Trade Sector-wide Approach Roadmap (Trade SWAp Roadmap) which serves as the country's trade strategy. FAO Cambodia may wish to explore partnership opportunities with the Ministry of Commerce in this regard.

### Box 1 • FAO-ECTAD Partnerships

The FAO-ECTAD team have forged key dynamic non-government partnerships with other UN agencies particularly WHO, with international donors/donor agencies (European Union, United States of America, Australia, Japan, Spain) and with NGOs including particularly AVSF and PIN.

FAO and WHO have developed a very empathetic and close working relationship in-country through both formal and informal mechanisms and also with OIE under the Tripartite agreement. Under this latter agreement, activities have been conducted to address AMR with the holding of a series of multi-sectoral national meetings organized by FAO in close liaison with the regional Tripartite offices (OIE RR-AP, FAORAP, WHO WPRO and WHO SEA). Key achievements from this meeting were an updated situation analysis, an inter-ministerial statement, the presentation of an outline and time frame for the action plan to 2022 and a decision on the next high-level meeting to be held. FAO and WHO collaborate in-country on One Health programmes and facilitate information sharing between the Ministry of Agriculture, Forestry and Fisheries and Ministry of Health.

FAO-ECTAD also works closely with the Institut Pasteur du Cambodge (IPC) through formal Memoranda of Understanding. IPC supports disease surveillance by typing influenza isolates and also confirming rabies cases in dogs; IPC also provides some epidemiology support to the HPAI surveillance programmes including Predict 2. This strong collaboration between FAO-ECTAD and the IPC of the Ministry of Health<sup>63</sup> is unique in the region.

A key international/regional partner is OIE, and particularly OIE-SRR in Bangkok. FAO and OIE have coordinated in Cambodia to support the development and enactment of the Animal Health Production Law with a series of missions and consultancies. Further FAO and OIE have coordinated their work and delivery of support for rabies and foot and mouth disease control.

Cross programme synergies have been established with other development partners including with DTRA (the development and ongoing support of the CAVET epidemiology training programme), WCS (USAID and links with the Predict 2 programme supporting the design of sampling protocols using risk-based surveillance) and IPC and the management of influenza isolates and rabies surveillance (as referenced previously).

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61 FAO, 2015, The State of Agricultural Commodity Markets – Trade and food security: achieving a better balance between national priorities and the collective good, <http://www.fao.org/3/a-i5090e.pdf>

62 Asian Development Bank. 2012. Rural development for Cambodia: Key issues and constraints. <https://www.adb.org/sites/default/files/publication/29792/rural-development-cambodia.pdf>

63 The Institut Pasteur du Cambodge (IPC) is a scientific research institution and public utility under the patronage of the Ministry of Health of Cambodia.

## Civil Society

- 125 In terms of policy dialogue, FAO Cambodia is working collaboratively with NGOs and civil society, for example through the FIRST programme with Save the Children, Helen Keller International and the SUN group. Similarly, in the forest sector, FAO was noted as promoting strong inclusion of NGOs and civil society, for example through the dialogue on REDD+, and in relation to the forest tenure TCP which benefitted from strong multi-stakeholder collaboration and the inclusion of civil society organizations active in the area of tenure reform in Cambodia. More recently, there has been strong collaboration on forest policy dialogue related to forest landscape restoration. FAO's role as a convenor was appreciated by civil society representatives met by the evaluation: NGOs are represented on the technical working groups, FAO's coordination of the TWG on agriculture and water was appreciated. However, one important NGO partner highlighted the need for FAO to go further in actively creating linkages between civil society, NGOs and the private sector for the promotion of principles for responsible agricultural investment.
- 126 In general, where FAO has formally partnered with NGOs, the agreement has been more as service providers than as implementing partners. For example, FAO has relied on local NGOs in the distribution of inputs in Battambang and Preah Vihear for emergency projects; and more recently, FAO has relied on the International Union for Conservation of Nature (IUCN) for conducting an assessment of pilot opportunities for forest landscape restoration. Nonetheless, there are some examples of sustained capacity development support from FAO, such as Srer Khmer, which has had a long-standing collaboration with FAO over several decades.

## Private Sector

- 127 FAO has developed a number of linkages with the private sector, for example through the Geographical Indications project, MALIS, and Participatory Guarantee System (PGS). The MALIS impact study shows that the collaboration with a private sector actor contributed towards positive results such as increased incomes of project beneficiaries. FAO could draw lessons from the experience, including similar activities that have had a market-orientation (PGS and GI) to ensure private sector collaboration in its activities. For instance, farmers' organizations could be more actively included in project implementation as a means to strengthen their organizational capacity and representation in policy dialogue.

## UN System

- 128 FAO Cambodia have demonstrated a strong collaborative spirit in the implementation of its programme, and have engaged in a number of joint undertakings with other UN agencies. For example, there was good collaboration on publicity events such as World Food Day and National Nutrition Day with WFP, as well as the MTR of the Strategic Framework for Food Security and Nutrition (also with the United Nations International Children's Emergency Fund - UNICEF); with WHO on various animal-health related activities (see Box 1), there was good collaboration in the forestry sector through the UN-REDD programme, and the new European Union-supported CAPFISH project is a partnership with the United Nations Industrial Development Organization (UNIDO) and United Nations Educational, Scientific and Cultural Organization (UNESCO).
- 129 With regard to the 2016-2018 UNDAF and related coordination mechanisms, FAO and UNDP are lead agencies for Outcome 1, and FAO contributed actively to the formulation of Outcome 2, especially as regards nutrition. However, stakeholders reported low levels of coordination and cooperation amongst UN system entities in the country. UNDAF itself was perceived to offer low levels of utility to the UN entities and to stakeholders. In a climate of declining official development assistance, there is a perception among the UN Country Team in Cambodia of strong competition amongst each other. Resource mobilization is reported to be uncoordinated, with different agencies approaching the same entities for funding for similar projects. The 2017 UNDAF evaluation found that even though joint programmes are strongly encouraged in UNDAF guidelines, joint programmes are few in number, with agencies noting the difficulties of working together, particularly given different corporate cultures, governance and resources.



- 130 Significant changes are underfoot, as on 31 May 2018, the United Nations General Assembly adopted a resolution on the repositioning of the UN development system. This set of reforms includes changes to the set-up of the UN Country Team and advances establishment of inter-agency pooled funding in support of the UNDAF and to fund common business operations and premises. Significantly, the reform repositions UNDAF as “the single most important UN planning tool in all countries... and progressively taking precedence over individual entity country programmes and plans”. The UN Secretary-General is establishing a transition team to prepare the full implementation of all changes agreed, and the new generation of UN Country Teams and the new Resident Coordinator system is targeted to be operational in 2019. The full implications of these changes for FAO Cambodia and other agencies is not yet clear.
- 131 What is clear is that all UN systems agencies are mandated to support governments in achieving the SDGs. These goals will form the basis for UNDAFs, and joint programmes are regarded to be accelerators in the SDG process since a combination of agencies is able to address a number of SDGs through a single programme. There has been a process of localizing the SDGs in Cambodia, and there will be the Cambodian Sustainable Development Goals when the process is finalized. The UNDAF evaluation observed that the Government is far from integrating the SDGs into its development framework, had limited enthusiasm for it, and remains somewhat unclear about how to proceed.<sup>64</sup> Stronger efforts are needed to better promote leadership and commitment for the SDGs at national, regional, and local levels to ensure follow-through on international commitments.

### Support to the coordination of actors

**Finding 8. FAO's contributions in support of the coordination of actors working in the food security and nutrition sector is recognized and appreciated by stakeholders interviewed. These contributions are strongly linked to the presence of an FAO policy expert to drive discussions and activities, in contrast to the loss of an expert for the Technical Working Group on Forestry, which has since become dormant. FAO's role in support of the coordination of actors working in agricultural development is constrained by factors beyond its control.**

- 132 Technical working groups were established by the Royal Government of Cambodia in 2004 to serve as coordinating bodies and dialogue mechanisms between Government, development partners and civil society representatives. There are 19 TWGs, and FAO participates in 4 (agriculture and water; forestry; fishery; social protection and food security and nutrition), with FAO leadership in the first of these TWGs. There are also parallel coordination mechanisms within RGC (on rice and agriculture; transport and logistics; nutrition; water) and for UN entities and development partners to discuss issues concerned before TWG engagement.
- 133 The Technical Working Group for Social Protection, Food Security and Nutrition (WG-SP&FSN) is co-chaired by CARD and the Ministry of Planning, and co-facilitated by WFP and UNICEF. Respondents indicated satisfaction with the workings of the Group and recognized the capacity development support provided to CARD by the FIRST Policy Officer. On a separate and related point, the evaluation observes that the Mid-term Review of the Strategic Framework on Food Security and Nutrition in 2017 is a good example of coordination under the SUN framework.
- 134 The monthly multi-sectoral Zoonotic TWG and AMR TWG, while informal groups, have served as important platforms to share information on zoonotic diseases and antimicrobial resistance, to allow for joint planning of activities and to further strengthen One Health collaboration. FAO has been acknowledged as an effective and valuable partner and often has taken the lead in coordination. This role whilst admirable does tend to diminish the need for RGC to take the lead. Also, stakeholders noted that the technical working groups

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64 United Nations Country Team – Cambodia, 2017, Evaluation of the UNDAF cycles 2011-2015 and 2016-2018 in Cambodia, Prepared by Universalia Management Group.

are providing useful forums for information exchange but are yet to deliver major policy changes or project initiatives as was expected in their establishment.

- 135 The Technical Working Group for Agriculture and Water is co-chaired by the Ministry of Agriculture, Forestry and Fisheries and Ministry of Water Resources and Meteorology, facilitated by FAO, with IFAD as alternate. The Ministry of Agriculture, Forestry and Fisheries holds primary responsibility to establish agriculture policies and to coordinate, monitor, and evaluate the implementation of projects. Responsibilities for the agricultural sector are dispersed across at least five other ministries, including: the Ministry of Water Resources and Meteorology; the Ministry of Land Management, Urban Planning, and Construction; Ministry of Rural Development; Ministry of Planning; and the Ministry of Commerce. In this regard, an effective TWG-AW could certainly play an important role to “support and strengthen sustainable agriculture and irrigation and water resources development towards inclusive economic growth, food security, increased employment opportunities and poverty and vulnerability reduction”.<sup>65</sup>
- 136 Technical working groups are supposed to identify their scope of work across six functional areas: i) alignment, coordination and resource mobilization/utilization; ii) policy dialogue; iii) cross-cutting issues; iv) capacity development and organizational strengthening; v) information sharing; and vi) monitoring and progress review. These functions are also listed in the Terms of Reference (TOR) for the TWG-AW. Many of the stakeholders interviewed for this evaluation reported however that the TWG-AW has largely served as an information sharing platform. Many respondents are dissatisfied with the TWG-AW, but appreciate FAO's efforts as a development partner facilitator, and recognize the limitations faced by FAO within that context.
- 137 A 2015 review by the Council for the Development of Cambodia (CDC) of the performance of TWGs identified a number of common factors across well-performing TWGs. These include: strong government ownership, committed leadership by the Chair, active commitment and support from DP Lead Facilitators, sound managerial capacity, high levels of trust and good communication, strong secretariats, clear Terms of Reference, sector development plans and strategies, annual TWG work plans, regularly scheduled and well managed plenary meetings, active sub-groups, self-initiated TWG retreats and reviews, and considerable time and efforts of all stakeholders.<sup>66</sup> With the advent of a new ASDP and Agriculture Master Plan, it may be timely to initiate a review of the TWG-AW against these elements, to identify a strategy towards strengthening the functioning of this working group, in support of the new Plans.
- 138 In the forestry sector, it is clear that there is currently a gap in terms of coordination among the development partners, given that the technical working group on the environment and forests has become inactive due to lack of support to the Secretariat. FAO previously served as co-chair of the Donor Working Group on Natural Resources Management and was subsequently an active member of the TWG for Environment and Forests. FAO could potentially play a role in reviving the TWG on Environment and Forests which has become somewhat inactive, possibly due to the recent transition of roles and responsibilities in the forestry sector between the Fisheries Administration and the Ministry of Environment, and also to a lack of donor-funding to the Secretariat. If the TWG is to be revived, FAO could possibly play a coordinating role, although given the current staff resources available, as well as the apparently strong positioning of UNDP with regard to forestry-related activities, it is not clear that FAO would have the means or comparative advantage in this regard.<sup>67</sup> Certainly, the UN agencies jointly could support this TWG, and perhaps further collaboration with UNDP is required here, given UNDP's strong relationship with the Ministry of Environment.
- 139 Private sector coordination or dialogue is limited and FAO has not been able to influence or hold frank discussions with the private sector for example on FSN. Private sector actors have been included in the TWG-AW, though it was reported that some did not return after a few meetings.

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65 RGC, Terms of Reference – Technical Working Group on Agriculture and Water (TWG-AW).

66 RGC, 2015, Mutual accountability and partnership for results – Prepared by Cambodian Rehabilitation and Development Board, Council for the Development of Cambodia.

67 FAO Cambodia reports that the forthcoming EU-FLEGT programme implemented by the FAO Regional Office could present an opportunity to field an expert to lead the revival of the TWG on forestry.



## 4. Assessment of FAO's contributions

### 4.1 Contributions to the support on policies, strategies and information needs

**Finding 9. FAO has made a strong contribution to the development of policies, strategies and information products; however, implementation of policies and strategies and the practical utilization of information and data products remains a challenge.**

#### Policies and strategies

- 140 With the assistance of FAO and other Development Partners, the National Strategy for Food Security and Nutrition 2014-2018 was drafted and approved focusing on interventions at the household and individual level. In 2017 and 2018, FAO, through the joint European Union and FAO FIRST Programme (and in partnership with USAID, WFP, Helen Keller International, Save the Children and others) has supported the Mid-term and Strategic Review of the strategy. The results of the Mid-term Review are expected to further inform the RGC's approach to FSN.
- 141 FAO provided technical support to the formulation of the National Action Plan for the Zero Hunger Challenge 2016-2025, which was endorsed by the Government in March 2016. The ZHC Action Plan has five pillars that identify key outcomes to be supported by a wide range of specific activities: i) 100 percent access to adequate food all year round; ii) zero stunted children below the age of two; iii) all food systems are sustainable; iv) 100 percent increase in smallholder productivity and income; and v) zero loss or waste of food. At the time of the evaluation, it is too early to assess progress on ZHC. However, under the auspices of the ZHC Action Plan, a number of studies have been published through FAO's Regional ZHC TCP, with topics including: policy/value chains; genetic resources/seeds policy; nutrition sensitive agriculture; food systems development; and natural resources management in the context of climate change.
- 142 FAO has also supported the Fisheries Administration to develop an Action plan for gender equality promotion and child labour elimination in the fisheries sector (2016–2020), and also on the development of national guidelines on how to address child labour issues in the fisheries sector. This support was highly appreciated by the Fisheries' Administration. While there are budget constraints that limit the dissemination of the guidelines on child labour in the fisheries sector, the national Action Plan has reportedly been of value, particularly for prioritizing activities and for engaging with development partners to support implementation.

#### Information needs

- 143 The first agricultural census of Cambodia was undertaken with FAO's technical assistance in 2013 and the final report launched in 2015. The census report was delivered on time and represented a significant achievement for Cambodia. There is mixed evidence, however, of its utilization, and further capacity development for data analysis is required to make full use of the census data. Discussions are now underway for FAO to support the intra-censal survey for 2018.
- 144 Under the UN-REDD Cambodia National Programme (2011-2015) and the Forest Carbon Partnership Facility project (2013-ongoing), FAO (in partnership with UNDP, UNEP and the World Bank) has provided strong support to the Forest Administration and the General Department of Administration for Nature Conservation and Protection (GDANCP) of the Ministry of Environment in developing a national forest reference level (FRL), which

was submitted to UNFCCC in 2016.<sup>68</sup> Cambodia's FRL has undergone UNFCCC technical assessment, and the technical assessment report was endorsed and published in 2018.<sup>69</sup> FAO continues to provide capacity development support to the RGC through the FCPF programme, with support to the further development of a national forest monitoring system aimed towards generating activity data for REDD+ and, with the support of an FAO technical assistance programme, a BUR-Technical Annex is being formulated for REDD+ results reporting over the period 2015 to 2016. The submission of the FRL and the acceptance of the results by UNFCCC is heralded as a major achievement of the UN-REDD and FCPF programmes, and the eventual submission of the BUR-Technical Annex is viewed as a key milestone towards Cambodia accessing REDD+ results-based payments.

- 145 FAO supported Cambodia in an assessment of the forest tenure situation in the country in 2016, through developing an assessment framework and conducting a training of trainers on this assessment methodology, while also publishing the results of the assessment and developing an action plan for the improvement of tenure in the forestry sector. However, there was no evidence observed of this work having continued since the project ended, nor could the evaluation find evidence that the action plan had been implemented, or if the trainers who were trained had spread the training further after the closure of the project.
- 146 Nonetheless, the forest tenure project did provide important groundwork for further awareness raising on the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests. More recently in 2018, FAO held a sensitization workshop in Siem Reap with government stakeholders on the principles of the VGGTs, which was favourably received by those who participated (89 percent reported being satisfied or very satisfied with the workshop).<sup>70</sup> The FAO Cambodia Country Office now has a critical role to play in ensuring that momentum is maintained with regard to information needs on the VGGTs, and continue to share copies of the VGGT in Khmer, while also ensuring that misunderstandings on the nature of the VGGT are avoided given the political sensitivities on the topic of land tenure in Cambodia.

## 4.2 Contributions to resilience building and emergency

**Finding 10. In support of GDAH, FAO has provided leadership and facilitation skills in core policy and technical areas with the strengthened organization of the animal health services (the establishment of the General Directorate from the previous Directorate), strengthened legislation, the improved prevention and control of TADs (particularly HPAI and rabies) and the improved stewardship of antimicrobials. FAO has supported the improved capacity of the National Animal Health and Production Research Institute through the direct support of surveillance programmes and diagnostic testing. Staff training has been provided in laboratory management and diagnostics and epidemiology.**

### Transboundary animal diseases

- 147 FAO-ECTAD is acknowledged as having provided expert policy and technical advice to the RGC with a focus on the prevention and control of TADs with the consequence of some reduction in disease HPAI outbreaks. FAO has provided advice on some occasions on the development of animal production policies and programmes but input is regarded as being very limited owing to a lack of in-country staff resources on animal production and little impact has been achieved.

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68 Initial Forest Reference Level for Cambodia under the UNFCCC Framework, July 2016. [http://redd.unfccc.int/files/cambodia\\_fr\\_rcvd17112016.pdf](http://redd.unfccc.int/files/cambodia_fr_rcvd17112016.pdf)

69 Report of the technical assessment of the proposed forest reference level of Cambodia submitted in 2017 <https://unfccc.int/sites/default/files/resource/khm.pdf>

70 FAO Land Tenure team (OPCL), 2018.

- 148 FAO supported the reorganization of the delivery of animal health and production services with the formation of GDAH in 2016 – significant upgrading of the profile of the livestock sector. This development was closely aligned with the development of the new Animal Health Protection Law, with direct drafting support from FAO. The formation of GDAH with its legal mandate provides a strong basis for the development of the livestock sector. This has been further emphasized by the development of the sectoral strategic plans with major input from FAO and the earlier preparation of the sector development plans by FAO.
- 149 Resilience is being supported by FAO-ECTAD in the reduction of risk to animal and human health from improved policies, programmes and activities to prevent and control TADs. It is stated that emergency response to HPAI has improved with better early detection and outbreak response following guidelines and with the support of laboratory diagnostics. However, concerns remain over the high prevalence of infection detected in active surveillance programmes in the high-risk times of the year but with very few reports of incident disease outbreaks. It was also stated at one village interview that under-reporting was likely to be common as there was no incentive to report (no compensation) and the draconian response measures were highly destructive in communities (movement control and culling); further in one situation the culling undertaken was not rational or comprehensive and likely therefore to be ineffective. There is also an opportunity to improve One Health coordination of outbreaks at the field level as the veterinary sector does not liaise with the health sector at local levels – it all must first go through central government.
- 150 Specifically, in consideration of the expected outcomes under the USAID project: 'Immediate technical assistance to strengthen emergency preparedness for Highly Pathogenic Avian Influenza (HPAI) in Cambodia', on evaluation, it is considered that:
- Some improvement in understanding the drivers for spread and possible emergence of avian influenza and other emerging zoonoses: The ongoing active surveillance programme for HPAI is detecting virus changes but is to a small extent related to epidemiology or risk factor assessment so it is not possible to assess the drivers of virus change; further emerging zoonoses may be picked up under the FAO facilitated Predict 2 programme but again this has limited assessment of epidemiology and patterns of risk in time and space and so the drivers of change cannot be assessed.
  - National One Health platforms (Zoonotic Working Group) are enhanced and supported; the technical working group on zoonoses is now formally established under a ministerial PRAKAS and is meeting monthly with good exchange of information. One Health coordination of information sharing has been improved by this mechanism but remains a work in progress as there are no integrated database systems for ease of data capture, analysis and reporting. Policies on improving information exchange and the prevention and control of zoonoses are being discussed and are being facilitated by FAO and WHO.
  - Contributions towards strengthened national preparedness and response system – as discussed above the response to outbreaks of HPAI follow a standard operating procedure which is currently being revised (this is being led by FAO); this has resulted in more consistent and timely response. However, the timeliness of responses continues to be a concern with delays in disease confirmation, declaration of an emergency and response. There is a need to critically review the detection and response to every outbreak to ensure lessons are learned and disseminated.

## Climate change/Disaster risk reduction

**Finding 11. The creation of action plans for disaster risk reduction and climate change in the agriculture sector has contributed to enhanced coordination of actors within the sector. Implementation of the plans has not taken place, and adoption of resilient agricultural practices has been low due to labour constraints and limited follow-up.**

- 151 FAO supported the development of a provincial level Plan of Action for Disaster Risk Reduction in Agriculture in Kampong Speu province 2014-2018. Stakeholders at the provincial level reported a heightened understanding of disaster risk reduction and

impact of disasters on livelihoods following the workshops and consultations on developing the plan. Equally, it was reportedly the first time that DRR in agriculture had been discussed by some of the stakeholders, and the creation of the action plan allowed for different actors and agencies to interact and identify opportunities for synergies and coordination. However, the evaluation visited Kampong Speu in 2018, the intended end-date of the action plan, and it was clear that many aspects of the Action Plan had not in fact been implemented due to a lack of funding. Some activities were ultimately conducted by NGOs, and also by Project Development Assistance using limited budget resources, but some of the planned activities were very ambitious and could not be implemented without external support (e.g. the Action Plan included the building of an information centre for PDAFF, which would have required a lot of money to build and operate). Nonetheless, PDA counterparts interviewed by the evaluation reported that they always try to integrate the DRR Action Plan into the provincial investment planning discussions, where possible.

- 152 The same European Union (Disaster Preparedness ECHO programme - DIPECHO)-funded project also supported the creation of a National Plan of Action of Disaster Risk Reduction in Agriculture (2014–2018), which was subsequently incorporated into the Climate Change Priorities Action Plan for Agriculture, Forestry and Fisheries Sector 2016-2020. While this is a positive outcome for the incorporation of resilience and DRR into national-level planning in agriculture, forestry and fisheries, the evaluation found that there was limited awareness of national level plans and strategies at the provincial and decentralized levels, and therefore the likelihood of such plans being implemented is called into question.
- 153 From the evaluation field visits there was limited evidence of adoption of good practices in DRR. Farmers reported increased yields and increased food availability as a result of using certain resilient agricultural techniques promoted by FAO. However, despite the gains in yields and food availability, there was limited sustained adoption of the techniques, with nearly 40 percent reporting that the techniques were too labour intensive.
- 154 Climate-smart agriculture practices are being promoted through the LNP, and an FFS curriculum on CSA has been developed, but the recent mid-term evaluation found that there was a lack of understanding of CSA at provincial levels. Livelihood development activities, however, do seem to be appropriate, particularly for women farmers – for example, improved poultry rearing techniques, such as keeping poultry in houses which may also be more resilient (certainly economically so, given the increase in incomes reported by female farmers).

#### **4.3 Contributions to agriculture sector (including livestock and fisheries) productivity and profitability**

**Finding 12. Farmers applying improved agricultural practices show increased yields and increased incomes; however, the sustained adoption of improved practices is limited following project closure, with labour constraints commonly cited as a barrier to adoption. There has been more successful adoption of improved practices where market linkages have been integrated into Farmer Field School trainings.**

- 155 From field visits by the evaluation team, as well as from quantitative data collected in Oddar Meanchey and Preah Vihear, farmers reported increased yields and increased food availability as a result of using certain resilient agricultural techniques promoted by FAO. 50 percent of farmers who had received training on different resilient agricultural practice under the MALIS project said they increased yields of rice, 22 percent said it increased food availability and 16 percent said it increased water availability. The project has impressively trained the MALIS members to diversify their farming activities. However, the farmers in the target villages seem to struggle in juggling multiple farming activities, mainly due to their time management skills, farmland expansion, labour shortage and water supply shortage.

- 156 The recent mid-term evaluation of the Life and Nature project found that there was nominal uptake of the improved production practices demonstrated in FFS mainly due to:
- The extra time required to implement the improved production practices demonstrated in FFS. For example, they could not afford the time to raise seedlings for use in the System of Rice Intensification (SRI) demonstrated in rice FFS; farmers may utilize seedlings for small areas, however, they mostly broadcast seed when sowing their dryland rice crops, even though SRI demonstrated superior yields. Most farmers do not want to raise chickens more intensively in a shed as demonstrated in FFS, which necessitates providing feed and water every day and adds to household workloads.
  - Farmers were mostly indifferent to the FFS offerings (chickens, irrigated rice, vegetables) by PDAFF as they did not provide training in the commodities most widely grown in project areas (e.g. rain-fed/upland rice, cassava, cashews, pigs, sesame, corn). For example, at Lvea Krang, Siem Reap, of the 25 farmers who attended the chicken FFS training, only 3-4 farmers said they were interested in adopting some of the intensive chicken growing practices demonstrated in their FFS.
- 157 A lack of follow-up support by PDAFF after FFS training creates a risk for farmers wishing to adopt new CSA farming practices as demonstrated on the LNP FFS training course. Farmers may be keen to adopt certain practices or the whole farming system from the demonstration plots, however there was no follow-up technical support to assist these farmers and mitigate this risk. In the Life and Nature Project in particular, the result to date is an underwhelming response to the adoption of CSA farming practices in project areas. Future FFS interventions need to be more attuned to farmers' needs, and more emphasis should be placed on encouraging farmers to adopt CSA practices.
- 158 In the fisheries sector, FAO's TCP support to community fish refuges 'Good Community Fish Refuges Management Practices for Food Security in Four Provinces' (TCP/CMB/3503) trained 196 local people in the 18 targeted community fish refuges. Average fish catch data for all CFR types at the close of the project was 1.84 kg/person/day; this data indicates an increase in fish catch of 31.59 percent in the targeted project sites.<sup>71</sup> Farmers met by the country programme evaluation team in Kampong Thom also reported that fish stocks have improved, with more fish now being caught during the wet season as a result.
- 159 The 2016 Mid-term Review of the Swedish-funded regional project, 'Pesticide Risk Reduction in South East Asia' (GCP /RAS/229/SWE), found that while the health benefits were sufficient to engage farmers in pesticide risk reduction practices, they were not making significantly larger incomes. Those few farmers interviewed who were getting premiums for safe food, usually only from friends and neighbours, were getting premiums up to 30 percent. The review considered that there was a missed opportunity in the domain of branding and farmer-market linkages. The promotion of good practices tended to focus on the 'supply side' (e.g. increasing production with little emphasis on markets). Future support to agricultural extension should be 'demand-driven' (i.e. with markets and the food system as central) in line with the 2015 Agricultural Extension Strategy.
- 160 There has been more success where FAO interventions have taken a more demand-driven approach, focusing on value additional and post-production aspects of the value chain – for example by supporting geographical indications for certain commodities, and by linking farmers directly with buyers through participatory guarantee schemes for short supply chains of organic produce in Battambang and Kandal. Through the regional TCP 'Small-scale Farmer Inclusion in Organic Agriculture Development through Participatory Guarantee Systems' (TCP/RAS/3510), 255 farmers were trained in organic production techniques (44 percent women) from 15 Participatory Guarantee System groups. PGS farmers in Kandal who were visited by the evaluation team reported dramatic increases in income since converting to organic production and selling through PGS schemes, with one farmer reporting an 80 percent increase in income (including savings made from not buying chemical fertilizers). With this support, farmers are guaranteed a market and are therefore encouraged and required to continue applying sustainable agricultural practices as specified by the buyers.

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71 As reported in the project Terminal Report, 2017.

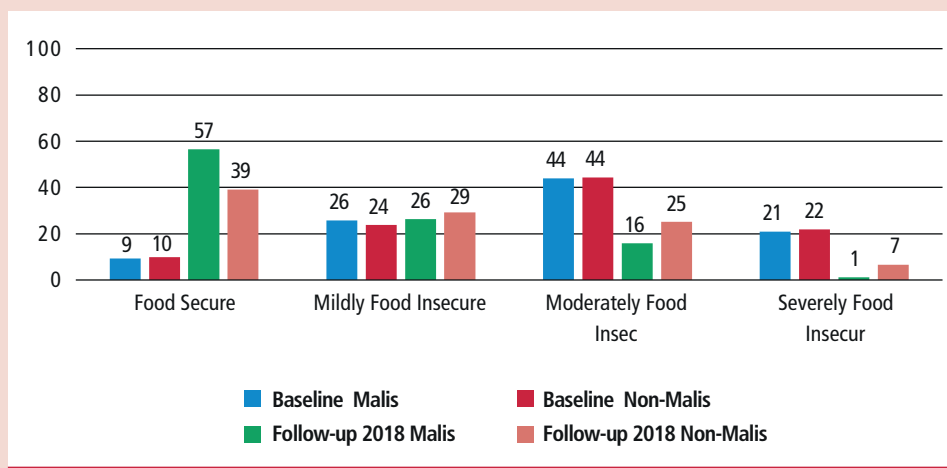


**Box 2 • MALIS impact study**

FAO's project "Improving Food Security and Market Linkages for Smallholders in Oddar Meanchey and Preah Vihear (MALIS)", from 2012 to 2015 [budget: EUR 4 million], aimed to improve the food security and nutrition of vulnerable farmer households in rural areas in these two provinces by: increasing agricultural productivity and diversification; improving access to adequate quality-assured agricultural inputs and technologies; improving the integration of smallholders, including women farmers, in value chains; promoting disaster risk reduction strategies; and promoting improved food utilization through better diets and food processing at household level. Key findings of a follow-up impact study in 2018 include the following:

Food insecurity declined sharply among MALIS members since 2012. Based on the results of the Household Food Insecurity Access Scale (HFIAS) calculation, more MALIS members have moved from 'severely food insecure' to 'food secure access' category (see Figure 7). During the baseline survey, around 21 percent of MALIS members were in the 'severely food insecure' category; while about 9 percent of them were in the 'food secure access' category. In 2018, only 1 percent of the MALIS members remain in the 'severely food insecure' category, whereas 57 percent of MALIS farmers are now in the 'food secure access' category. The non-MALIS members have also moved from 'severely food insecure' to 'food secure access' category, however their rates were lower compared with the MALIS members, as shown in Figure 7.

**Figure 7 • Household Food Insecurity Access Scale (%)**



Income from rice, vegetable, fruit, cash crop and chicken production has increased among MALIS farmers over the last six years. According to the cross-sectional analysis (see Table 2), farmers participating in a community-based organization and adopting more techniques learned from the FFS tend to earn more from selling their produce compared with the rest. The finding suggests that the MALIS project to some extent has improved the income of farmers.

Notably, positive changes in income have been observed when farmers are given targeted business training in addition to training in agronomic practices. Farmers participating in a community-based organization and adopting rice-cultivation techniques learned from the FFS tend to earn more from selling their produce compared with non-beneficiaries. This result indicates that the MALIS farmers' income from rice has increased by KHR 0.91 million (about USD 228)<sup>72</sup> after joining the MALIS project. In contrast, the earning among the non-MALIS farmers has decreased, compared with their baseline.



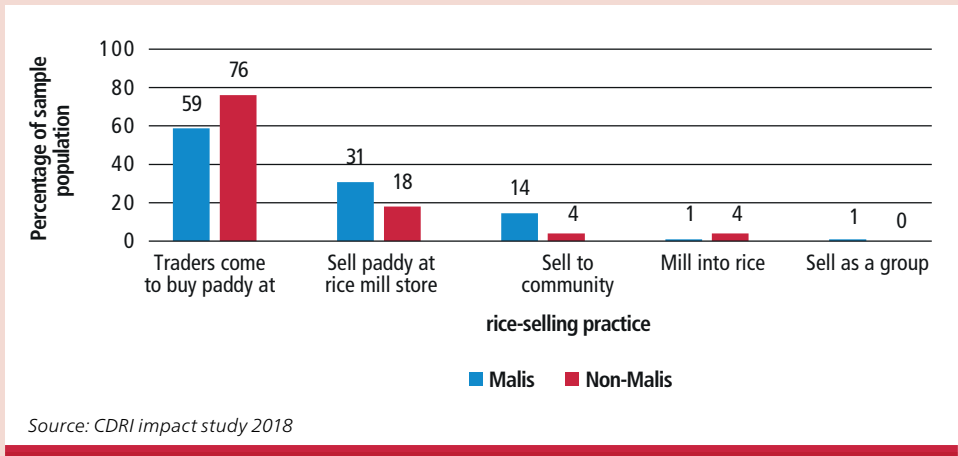
72 Estimated exchange rate is USD 1.00 = KHR 4 000.

**Table 2 • Difference in results of incomes**

VARIABLES	(1) income_rice	(2) Income_veg	(3) income_fruit	(4) income_cash_crop	(5) income_chick
Diff-in-diff	91.37** (41.33)	29.75 (37.61)	28.13 (24.11)	-334.4* (194.0)	-2.476 (3.640)
Observations	586	159	231	197	592
R-squared	0.030	0.029	0.029	0.129	0.009
Mean control t(0)	112.2	18.55	45.13	214.1	5.458
Mean treated t(0)	135.1	25.55	9.588	171.9	8.481
Diff t(0)	22.88	6.998	-35.54	-42.17	3.023
Mean control t(1)	100	15.21	27.74	880.2	10.28
Mean treated t(1)	214.3	51.96	20.33	503.6	10.83
Diff t(1)	114.3	36.75	-7.413	-376.6	0.547

*Standard errors in parentheses  
\*\*\* p<0.01, \*\* p<0.05, \* p<0.1*

**Figure 8 • Comparison of rice selling practices among MALIS and non-MALIS beneficiaries**



The increase in income from rice is also associated with the price of the rice (which is also determined by its quality). The data from the impact study reveals that the MALIS farmers sell their paddy with a higher price compared with the non-MALIS farmers. The finding can be explained by two reasons: the quality of the rice and how the rice is sold. Instead of waiting for traders to come to them at home, more MALIS farmers sell their rice paddy to rice millers.



Further significant findings include:



Number of households with debt has decreased compared to 2012 (from 71 percent to 58 percent). A large proportion of loans in 2012 were for necessary expenditure, especially food consumption. In 2018, since farmers can produce sufficient amounts of food for their own consumption and sale, the purpose of taking credit has shifted to agricultural inputs, especially for MALIS farmers.



Nutritious food preparation and food safety practices among the MALIS members have increased over the last six years. Farmers now consume more variety of vegetables and protein compared with the baseline survey.



Rice farming practices among MALIS beneficiaries have changed as a result of the FFS. Rice production, including land size and yields, among the MALIS farmers has increased compared to six years ago. On average, rice production of MALIS farmers increased by 1.2 tonnes. However, not all MALIS beneficiaries keep following the techniques due to the techniques being labour-intensive and time-consuming. Farmers still experience post-harvest losses, with little improvement compared to the baseline survey.



The cultivated areas for vegetable production have increased. However, the number of MALIS beneficiaries engaged in vegetable production has decreased over the years.



More MALIS farmers grow fruit for home consumption and engage in cash crop farming compared with the baseline survey.



The MALIS project has strengthened the capacity of stakeholders such as the Government and NGO partners, to some extent. However, more focus should have been placed on those who work directly with the farmers such as government staff at the district offices, village health volunteers and community-based organization management committees.

The full impact study is presented in Annex 2 to this report.

#### 4.4 Contributions to women's economic empowerment

**Finding 13. FAO's capacity development support to the Ministry of Agriculture, Forestry and Fisheries on gender mainstreaming has been highly appreciated, and the development of national action plans on gender equality has been useful for resource mobilization and prioritization of activities. Participation of female beneficiaries has been strong in field-level projects and has resulted in positive livelihood changes; although labour constraints and the dynamics of household labour has a negative impact on the sustained adoption of improved agricultural practices by women.**

- 161 With regard to the enabling environment, FAO's TCP on Enhancing Gender Equality in Agriculture and Rural Development (TCP/CMB/3601) supported the training of 15 members of the Gender and Children Working Group of the Ministry of Agriculture, Forestry and Fisheries as master trainers on gender mainstreaming in agriculture and value chain analysis, and these master trainers subsequently conducted 125 training of trainers among PDAFF staff from 25 provinces. A training manual on gender mainstreaming in agriculture in Khmer and English was produced. An in-depth assessment of the status of gender equality and women's rights in agriculture was produced in 2016, which included recommendations for improvements in policies and plans. However, this assessment had only recently been published at the time of the evaluation mission and therefore its use could not be assessed.

- 162 FAO's TCP was a positive step towards enhancing the enabling and institutional environment for the implementation of the RGC's Gender Mainstreaming Policy and Strategic Framework in Agriculture 2016-2020.<sup>73</sup> While the TCP was instrumental in raising awareness on gender mainstreaming among Ministry of Agriculture, Forestry and Fisheries staff at the national level, more support is needed to implement the recommendations of the gender assessment and apply the training to the grassroots level and practice the knowledge gained with farmers and district-level staff. Furthermore, gaps remain with regard to monitoring the implementation of the policy and action plan.
- 163 Gender action plans and assessments are now required for submitting full project proposals for certain funding agencies, such as the Green Climate Fund. (GCF) However, for projects that were formulated before the current CPF cycle (e.g. Life and Nature project), while they may have strong components on gender and women's economic empowerment, it is not clear if these activities have been based on a thorough gender analysis that has taken women's needs and challenges into account. It is anticipated that the recently completed gender assessment supported by FAO in partnership with the Ministry of Agriculture, Forestry and Fisheries will be useful in this regard going forward. The 2016 gender assessment will be an important reference document, in particular for mainstreaming gender equality in the Ministry of Agriculture, Forestry and Fisheries' programming. The Training of Trainers manual developed by FAO is reportedly still being used by the Ministry to conduct further staff training and rollout to provincial-level focal points.
- 164 In terms of contributions towards FAO's gender equality objectives, the following results were observed:<sup>74</sup>
- 165 **Objective 1 - Women participate equally with men as decision makers in rural institutions and in shaping laws, policies and programmes.** Findings from the impact study of the MALIS project in 2018 indicate that the understanding of women empowerment among men and women in the target areas has improved over the last six years. Women participants claimed that their understanding of their roles and gender issues has generally improved. Over 90 percent of female farmers felt they were now more comfortable in speaking in public meetings than they were before FAO's project. The majority of farmers in both provinces highlight that women have more opportunities to participate in development activities compared to six years ago. However, a significant proportion (35 percent) of men and women feel that women still have little choice in the discussions on development opportunities for their community.
- 166 The Mid-term Review of the PADEE project compared survey results of treatment and control populations at baseline (2013) and mid-term (2016) and found that, in terms of equal decision-making, there was a drop in both the individual influence of either the husband or the wife in favour of more equal decision-making by both among the treatment population, while no change was observed in the control group. This was further corroborated by focus group discussions conducted with PADEE beneficiaries during the 2018 country programme evaluation.
- 167 **Objective 2 - Women and men have equal access to and control over decent employment and income, land and other productive resources.** Experience to date within the Life and Nature project indicates that women play a major role in 'climate-smart' farming systems, as they are the main conduits for introducing alternative livelihoods into farming households. The main beneficiaries of alternate livelihood training (i.e. chicken rearing and vegetable production) were women through the establishment of women producer groups with a savings component supported by a business plan. Many women beneficiaries commented that they had not known the benefit of regular savings before this project intervention, and the possibility of borrowing funds for their agricultural enterprises.

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73 Gender Mainstreaming Policy and Strategic Framework in Agriculture 2016-2020

74 FAO Policy on Gender Equality <http://www.fao.org/docrep/017/i3205e/i3205e.pdf>

- 168 **Objective 3 - Women and men have equal access to goods and services for agricultural development, and to markets.** FAO has taken care to target women beneficiaries in projects, most notably in the MALIS project for which women were active participants in all project activities, making up over 70 percent of participants in most activities, and as much as 99 percent in the improved complementary feeding programme. The targeting of predominantly female beneficiaries for MALIS activities was found to be beneficial to women, as it has helped improve women's knowledge and capacities. However, this requirement did not always lead to improving women's share in the value chain and/or the success of the project as some of the techniques required additional labour and support from their husbands. In Kampong Speu, trainings on good practice options for disaster risk reduction in agriculture included about 50 percent women. Trainings related to crop calendars and drought management were found to be particularly relevant and effective for female beneficiaries as in many cases, husbands had migrated to urban centres for employment and it was women who were left needing support on agricultural techniques.
- 169 Several of FAO's field level projects include components on savings groups that are specifically targeted towards women – e.g. the Life and Nature project, IPM project, PADEE. The PADEE project had a high percentage of women participants, and enabled women farmers to access small loans. As a result, farmers met by the evaluation team reported no longer experiencing hungry months while there has been a reduction in arguments with spouses.
- 170 FAO-ECTAD has had very limited input into women's economic empowerment.<sup>75</sup> The issue of women's role in the delivery of animal health services and livestock production is recognized. There has been little direct impact in this area as there are few women employed by the veterinary services, so training and capacity building has been male dominated; the role of women in animal production has received little direct attention from FAO as there has been no emphasis and little input by FAO into this sector. Women carry out the majority of livestock husbandry tasks on poultry and the smaller species and so can be more exposed to zoonotic infections such as HPAI. It has been proposed that in the development of improved live-bird markets women should be engaged in separate focus group discussions without men being present; if culturally acceptable this make sense as it is women that run almost all the retail stalls in these markets.
- 171 **Objective 4 - Women's work burden is reduced by 20 percent through improved technologies, services and infrastructure.** The evaluation could not find evidence that FAO's activities have reduced women's work burden. Many of the techniques promoted by FAO through Farmer Field Schools were reported by farmers as being somewhat labour intensive, particularly for women farmers. The impact study conducted in Preah Vihear and Oddar Meanchey found that heavily engaging women in MALIS project activities has actually created unbalanced responsibilities in some households. Husbands tend to disengage from project activities, viewing them as their spouse's commitment and responsibility. As a result, women did not receive sufficient support from their husbands in implementing the practises. Meanwhile, there was a lower rate of adoption of improved rice-cultivation techniques among female-headed households as compared with male-headed households in Preah Vihear and Oddar Meanchey,<sup>76</sup> which most likely reflects the fact that the households headed by women face labour shortage compared with those headed by men. Conversely, female-headed households showed more sustained adoption of improved poultry raising practices, most likely because chick rearing is traditionally a women's activity.
- 172 The PADEE Mid-term Review in 2016 found that while women enjoyed a greater role in decision-making and there were less violent arguments with spouses, most work within the house continues to fall on the woman, and there were signs of even less collaboration from spouses in household chores since the baseline assessment in 2013.

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75 During reviews of this report, the evaluation was informed that work is underway to strengthen the gender dimensions of the regional and national components of the ECTAD programme, with recruitment of a consultant foreseen for this purpose.

76 32 percent of female-headed households are still practising the techniques, compared with 47 percent of male-headed households.

## 4.5 Contributions to capacity development

**Finding 14. FAO has provided targeted capacity development support in key technical areas, such as forest monitoring and pesticide risk reduction, and enabling environment support through the development of guidelines, strategies and training manuals; however, further support is needed to enhance implementation capacity to ensure sustainability.**

- 173 FAO's capacity development framework calls for a multidimensional approach, whereby the technical and functional capacities of individuals and organizations are strengthened, while creating an enabling policy environment.<sup>77</sup> FAO's capacity development efforts in Cambodia have followed this framework, although results have been mixed, particularly with regard to longer term sustainability.
- 174 In terms of technical capacities, FAO has often used Training of Trainers as a modality (for example in support of gender equality mainstreaming in the Ministry of Agriculture, Forestry and Fisheries; awareness raising on forest tenure; FFS training in the Life and Nature project) project and the Pesticide Risk Reduction project. The results of the Training of Trainers approach have been mixed. There were positive capacity development results observed related to gender equality and mainstreaming in the Ministry of Agriculture, Forestry and Fisheries, through the training of trainers, and the development of training materials which are still being used. However, sustainability depends on having resources to do more training, especially at subnational levels, and so far there has been insufficient budget allocation to mainstream this training effectively. FAO's capacity development efforts on such issues may need to go beyond a 'training of staff' approach, and consider including non-state actors who can complement government extension efforts (in line with the 2015 Extension Policy, which encourages a pluralistic approach to agricultural extension).
- 175 Meanwhile, there has been little to no follow-up with regard to the forest tenure Training of Trainers, and the country programme evaluation could not find evidence that master trainers have continued to train others following the closure of the project. Nonetheless, while there remain challenges in rolling out the training beyond the initial cadre of master trainers, the training itself is highly relevant as an awareness raising exercise, and may constitute important groundwork for future activities (particularly regarding awareness raising on the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests).
- 176 The long-standing Integrated Pest Management programme has incorporated and introduced the FFS methodology as a core component. As a result of this long-term support, such methodology has gained considerable traction in Cambodia, and has been applied in subsequent projects and taken on board by the General Directorate of Agriculture of the Ministry of Agriculture, Forestry and Fisheries as an integral part of agricultural extension in Cambodia. The FFS training has become the standard methodology for capacity development to farmers, and was used effectively in the MALIS project and again in the Life and Nature project. While there have been strong results observed in the MALIS and IPM projects, the Mid-term Evaluation of the Life and Nature project found that there was still a limited understanding of CSA concepts and practices amongst provincial and district government staff, despite the development of the CSA curriculum.
- 177 In the forestry sector, FAO has provided strong technical capacity development support to the Forestry Administration and the Ministry of Environment, particularly in the area of forest monitoring. The evaluation of the UN-REDD national programme highlighted concerns about the sustainability of the capacity development efforts, in particular workshop-based trainings that may not have provided government officials with enough time to learn and understand. Nonetheless, the UN-REDD national programme

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77 <http://www.fao.org/capacity-development/en/>

evaluation noted that FAO's measuring, reporting and verification trainings seemed to be the exception as they involved several follow-up workshops over several months and Ministry of Environment staff still attest to the 'coaching' and mentoring they have received from FAO staff, especially from the Regional Office for Asia and the Pacific (RAP) and headquarters. In addition, the Ministry of Environment counterparts now insist that for any training that is conducted, an accompanying plan for applying the training in practice must be drawn up to ensure sustainability.

- 178 The RGC submission to UNFCCC of Cambodia's forest reference levels in 2016 and 2017 is perhaps the strongest indicator of success of FAO's measuring, reporting and verification capacity development activities under the UN-REDD and FCPF programmes. The FRL was accepted and endorsed by UNFCCC in 2018 and this constitutes a major stepping-stone towards receiving payments under REDD+.
- 179 In terms of capacity development for the enabling environment, the European Union-funded FIRST programme is designed to improve the capacities of the Government and stakeholders to develop and implement sectoral and cross-sectoral policies, programmes and related instruments for food and nutrition security and sustainable agriculture. The FIRST officer focuses on development of capacities (less training and more coaching-oriented approach) and institutional issues. Through the FIRST programme, trainings on gender equity and FNS have been provided to CARD staff, however the trainings have yet to be institutionalized. In 2017 and 2018, the Mid-term Review of the Strategic Framework for Food Security and Nutrition was strongly supported by FAO and can inform the development of the next Strategic Framework for Food Security and Nutrition.
- 180 An education curriculum for school gardening was developed together with CARD, Ministry of Education, Youth and Sport, and Ministry of Agriculture, Forestry and Fisheries, with inputs from various development partners. To accompany this curriculum, five manuals were produced in Khmer for use by teachers as part of life skills sessions for primary school grades 4, 5 and 6. This technical assistance also built capacity of master trainers for teachers to address food and nutrition issues amongst children in primary school, including using gardening as an education tool. While there is strong commitment from the Government to roll-out the training and instil the school-garden curriculum into the life skills curriculum, there is still limited roll-out to the provincial level.
- 181 The Royal University of Agriculture (RUA) benefitted from an FAO TCP on developing a veterinary curriculum, completed in March 2017. The RUA Faculty of Veterinary Medicine was newly established in 2012 and required a lot of support to become established. Building on support already provided by the Ministry of Education, an Asian Development Bank project, European Union support, and an OIE small grant, FAO's TCP addressed gaps identified through a capacity needs assessment. A strategic design for the faculty was developed and FAO provided support for the creation of a microbiology laboratory. Although the TCP had a relatively small budget of USD 185 000, it was highly appreciated and Cambodia now has a veterinary curriculum of international standard that provides harmonized teaching methodology, thereby strengthening the veterinary services and helping to build a cadre of qualified veterinarians.
- 182 FAO has also supported the development of guidelines and normative products, for example the guidelines on child labour in the fisheries sector; while several pilot projects (mostly TCPs) have been used to generate lessons from the field to inform training materials and guideline for further scaling up (e. g. community fish refuges; school gardening). While this form of capacity development is appreciated by national government counterparts, the evaluation found that there was still a lack of capacity for the implementation of these guidelines, and FAO has focused less on the functional capacities required to implement national capacities and strategies, particularly at province and district levels.

4.6 Enabling and limiting factors on the achievement of results

**Finding 15. FAO is a trusted partner of the Royal Government of Cambodia, and FAO’s mandate continues to be very relevant going forward as the country focuses on agricultural diversification and commercialization. However, declining ODA flows, coupled with limited capacity and resources mean there is a lack of implementation of national strategies and action plans, and limited scope for scaling up FAO pilots.**

183 The evaluation included a self-assessment workshop with the staff of FAO Cambodia as a means to identify strengths, weaknesses, opportunities and threats (SWOT analysis) concerning FAO’s programming in Cambodia. The results of this analysis are presented in Table 3.

Table 3 • Findings from SWOT analysis workshop with FAO Cambodia			
STRENGTHS	<ul style="list-style-type: none"> <li>• Trusted partner of Ministry of Agriculture, Forestry and Fisheries (MAFF); joint CPF with RGC</li> <li>• Well regarded for technical competencies and advice by Government and development partners;</li> <li>• Network of technical expertise (RAP and HQ): FAO can bring in experts from other countries</li> <li>• Clear comparative advantage in some technical areas: e.g. technical forest monitoring work; capacity development; development of guidelines and training manuals</li> <li>• Relevance of FAO’s mandate</li> </ul>	<ul style="list-style-type: none"> <li>• Technical expertise at Country Office is limited to project support, with no long-term technical expertise at country level</li> <li>• FAO’s administrative policies are perceived by partners as being complicated and bureaucratic</li> <li>• FAO’s administrative processes have delayed operations and workings of the Country Office</li> <li>• Insufficient follow-up to pilots</li> <li>• Staff motivation (opportunities for promotion)</li> <li>• Internal coordination within FAO Cambodia could be strengthened</li> </ul>	WEAKNESSES
	<ul style="list-style-type: none"> <li>• CSA and climate resilience – Essential for the sector moving forward</li> <li>• Food safety – domestic concerns and export challenges. MAFF conference 2018 underlined the need to prioritize SPS</li> <li>• New UNDAF: willingness to collaborate amongst participating agencies</li> <li>• Landscape approach (e.g. FLR, Life and nature project) and food systems approach (linked with IDP and Rectangular Strategy for agricultural commercialization)</li> <li>• TWGs offer opportunities for coordination with DPs</li> <li>• New office space at MAFF – good for relationship with MAFF, good visibility for FAO in Government</li> </ul>	<ul style="list-style-type: none"> <li>• Prevailing contextual challenges:                             <ul style="list-style-type: none"> <li>- political developments can affect programming</li> <li>- challenges on internal government coordination – e.g. on food safety</li> </ul> </li> <li>• Resource mobilization:                             <ul style="list-style-type: none"> <li>- change in donor priorities (e.g. forestry sector); shift to national execution and money going to government directly</li> <li>- shift to loans instead of grants by IFIs – Government less willing to partner with UN</li> <li>- high competition within UN and with other agencies for resource mobilization</li> </ul> </li> <li>• Weak internal coordination in FAO: overburdened staff in the Country Office, covering many different activities</li> <li>• Limited private sector champions – means limited partnerships with private sector</li> </ul>	THREATS



- 184 In terms of enabling factors, FAO enjoys a good reputation as a knowledge institution with strong technical expertise and FAO's close relationship with the Ministry of Agriculture, Forestry and Fisheries, exemplified by the proposed move of the FAO country office to the Ministry of Agriculture compound. This has also meant that FAO's support has been specifically requested, for example with the upcoming European Union-funded CAPFISH project. FAO must ensure that this close collaboration remains, while also ensuring that this is not at the expense of collaborations with other important ministries related to FAO's mandate (e.g. Ministry of Environment, Ministry of Economy and Finance, etc.).
- 185 In relation to TADs, FAO-ECTAD has been successful in delivering these results because of its technical and policy expertise and the participatory and collaborative approach of the in-country ECTAD team with strong support from the FAO Regional Office for Asia and the Pacific (RAP) and other FAO actors when required. Government has confidence and trust in the integrity of the inputs from FAO and is reliant on them to support their vision of improved control of TADs and reduced livestock losses and in part the improvement of livestock production; there remains the opportunity to markedly strengthen the animal production inputs from FAO in the broad context of land use, sustainable development, improved animal production and better management of value chains. Specifically, the RGC recognizes the need to improve the production efficient of its livestock sector with an emphasis on increasing the commercial sector production of pigs and poultry.
- 186 Declining official development assistance flows to Cambodia, as well as shifting donor priorities is undoubtedly a limiting factor for results for FAO in Cambodia. Despite the considerable number of malnourished children in Cambodia, donor funding for nutrition interventions tends to flow to other countries where nutrition challenges are more severe. Meanwhile, as international financial institutions such as the World Bank and the Asian Development Bank shift away from providing grants to providing loans, there will likely be less willingness to partner with UN agencies who are seen to be expensive and cumbersome. However, opportunities for funding from regional partners could be further explored in this regard, along with investment planning and advocacy among partner within the region to support nutrition programming in Cambodia.
- 187 Knowledge management mechanisms within FAO Cambodia do not appear to be sufficiently systematically planned at the outset of projects (e.g. Life and Nature project). A theory of change is often missing at the project formulation stage, and would be useful to show how a project aims to achieve its goals. Furthermore, knowledge management seems to be lacking the inclusion of outcome and impact changes in relation to desired outcomes, such as those related to FNS. As a result, there are gaps in tracking FAO's overall impact and outcomes, while the lessons and knowledge gained through the implementation of pilots are sometimes not communicated or shared effectively and therefore pilots are often not scaled up.
- 188 FAO Cambodia relies heavily on the Regional Office for Asia and the Pacific (RAP) and headquarters for technical expertise, with many projects currently ongoing that do not have technical staff stationed in the country due to financial constraints. As a result, country office staff are often overburdened with responsibilities for too many activities, across multiple technical areas and sectors.
- 189 The results of FAO's activities are strongly dependent on the capacity of the RGC to carry the activities forward once projects close. In many cases, the resources are simply not available to continue support after projects close, and scaling up depends on finding a willing external donor. Overall, there are low budget allocations to the agricultural sector and Government is highly dependent on donor funding and the support of FAO, which poses a risk to sustainability. Meanwhile, high rates of turnover and mobility of government staff means that relationships often need to be re-established and capacity development needs to start over afresh. Furthermore, governance challenges and limited capacities for the implementation of policies and laws, particularly at district and provincial levels are an impediment to sustained results.
- 190 In terms of partnerships, FAO struggles to find champions in the private sector (albeit with a few exceptions, e.g. the Participatory Guarantee System project). As a result, there is

limited engagement with the private sector. Meanwhile, there is strong competition for resources among UN agencies and other actors in Cambodia, which leads to a territorial atmosphere and poses a threat to collaboration.

#### 4.7 Sustainability of results

**Finding 16. The sustainability of results is negatively affected by limited capacity and resources for upscaling, and a lack of clear exit strategies. Field-level interventions are more sustainable when linked to market chains and value addition, while labour constraints negatively affect the sustainability of good agricultural practices.**

- 191 In general, as noted in a number of evaluations of FAO projects and programmes, FAO projects have not adequately included effective exit strategies to ensure that government counterparts have sufficient ownership and capacity at the end of the project to ensure that results are sustained. Furthermore, there has been limited success in mobilizing resources for scaling up pilot projects, and the evaluation noted a lack of awareness among development partners of FAO's pilot project activities and results (e.g. disaster risk reduction good practice options trialled in Kampong Speu and under MALIS).
- 192 There are several examples where FAO has supported the development of action plans and strategies, but there has been limited capacity to then implement the plan or strategy (e.g. Kampong Speu DRR action Plan; Child Labour in Fisheries Action Plan). While the factors affecting lack of implementation capacity are many and complex, this severely affects the sustainability of FAO's interventions.
- 193 The 2016 MTR of the Integrated Pest Management project concluded that the problem of scaling up IPM and pesticide risk reduction to cover the majority of Cambodian farmers is not being addressed in a concerted or strategic way. IPM was officially declared early on as one of the country's key crop production strategies, with the aim of making IPM the standard approach to crop management in Cambodia. The IPM programme is charged with the facilitation and coordination of all IPM activities in Cambodia irrespective of donor agencies and crops involved. However, the programme lacks funds to engage the existing, and to train new, qualified personnel who have the knowledge and skills to be able to provide farming communities with relevant and effective services in response to local needs. There is no long-term strategic plan for scaling up IPM in Cambodia to the level required by a properly implemented, agro-ecology-based, national sustainable agriculture intensification programme. Nonetheless, there has been strong uptake of IPM principles by NGOs which increase likeness of upscaling and sustainability, while Government remains committed. Sustainability of the IPM approach could be enhanced by including climate change and market aspects in the training, possibly including lessons from other FAO projects such as the CSA curriculum from the Life and Nature project or the Farming as a Business training from MALIS.
- 194 In the PADEE project, there has been positive capacity development at the individual level in terms of farmer's capacity to manage household expenses, while at the organizational level, 246 Improved Group Revolving Funds (IGRFs) have been converted to agricultural cooperatives. However, the sustainability of these results is doubtful without further support from commune extension workers after the project closes. It is also not clear if the private service provider will continue liaising with the agricultural cooperatives after the project closure, and a plan has not been developed for the maintenance of the FAO-GIZ MicroBanking System (MBWin).
- 195 In some cases, the sustainability of interventions is strongly dependent on farmers' continuing access to markets, as in the case of the Participatory Guarantee System project in Kandal and Battambang. Farmers met by the evaluation were committed to continue with the techniques, while Caritas and the private company partner will continue upscaling to other areas. However, in general, the widespread adoption of PGS is limited by the non-

recognition of PGS as an accepted industry standard and limited consumer awareness; success for farmers in Kandal is due to the presence of an outlet that will buy the PGS products at a good price, whereas larger supermarkets will not buy the PGS products and demand full organic certification.

- 196 There were mixed views among smallholder farmer participants regarding the sustainability of the project results. Based on the 2018 impact study of the MALIS project, the promotion of home gardening and improved poultry rearing practices has been somewhat successful, more so in lowland areas. 54 percent of farmers trained in home gardening vegetable production under the MALIS project in 2015 are still applying this technique in 2018. Meanwhile, several farmers in project areas who did not participate in project FFS training did adopt some of the improved production practices promoted in chicken and vegetable FFS by observing practices on demonstration plots. Several good examples of improved practices were observed during field visits, such as intensive chicken production. Farmers met during the mission considered one of the benefits from FFS was a better understanding of disease and vaccination using local remedies and purchased vaccinations. However, the study also found that many MALIS farmers reported having stopped practicing home gardening and chicken raising due to disease outbreaks and/or water shortages, or the need to move to large-scale income generation activities like cassava farming. Qualitative data suggests that farmers' motivation to participate in the activities was mainly the in kind incentives provided by the project.
- 197 Labour constraints, particularly in the context of rapid rural to urban migration, is one of the most significant barriers to sustained adoption of improved agricultural techniques. The System of Rice Intensification was promoted as a 'resilient' rice farming technique in Kampong Speu and through the MALIS project. Overall, there was low adoption of SRI: only 15.9 percent of those who received training on SRI under the MALIS project are still applying the techniques, with farmers reporting that SRI, for example, required too much additional labour (particularly for transplanting seedlings). While there was limited evidence of farmers adopting transplanting instead of broadcast sowing, farmers continue to apply seed selection, water management techniques, and natural pesticide/natural fertilizer for rice farming. For those who do transplant seedlings, although they cannot follow all the SRI planting techniques, they have changed their planting habit by reducing the numbers of rice seedlings from a handful to only a few seedlings per clump.
- 198 The evaluation team also found that some farmers in Kampong Speu who had received training in SRI preferred to work in nearby sugar plantations, where they were assured an income, rather than devote extra time and labour to SRI. The promotion of labour-intensive technology should be carefully considered given the context of labour shortages for rural households (particularly female-headed households) as well as the implications of increasing non-agricultural income opportunities, such as in economic land concessions or in the garments industry.
- 199 Ownership of the results of the agricultural census were less evident however, and there was limited analysis and/or use of the data to inform policies. If further support is to be provided on the agricultural census in Cambodia, emphasis should be placed on ensuring there is sufficient capacity to analyse the data and to use that analysis to inform policy decisions. Likewise, attention should be given to the ownership of the data, to ensure that the relevant government departments have unimpeded access to the results of the census.
- 200 According to ministry staff interviewed by the evaluation, staff capacities in technical forest monitoring have dramatically improved due to FAO's support through the UN-REDD and FCPF programmes, although it remains to be seen if these efforts are sustainable given the ongoing close mentoring from the FCPF project. The submission by the RGC of the forest reference levels in 2016 shows that there is strong ownership by the Government of the results of the forest monitoring activities. The submission of these results demands complete transparency and openness with regard to the figures being reported on forest cover etc., which has the potential to be a politically sensitive undertaking. Nonetheless, the eventual decision by the RGC to release the FRLs for public scrutiny in the submission to UNFCCC is testament to the ownership of this data by the RGC, and the approval and endorsement of these figures one year later by UNFCCC further supports this move.

- 201 With regard to TADs and animal production, the profile and commitment to animal health and production has been significantly elevated by the creation of GDAHP (2016) with increased autonomy and budget. New Government strategic plans have been drafted for consideration after the general election to be held in July 2018 – there was no evidence of direct input into these plans from FAO.
- 202 With drafting support from an FAO legal consultant, the Animal Health and Production Law was passed in 2016 – this, in the absence of previous legislation, was very significant and provides a comprehensive mandate covering legislative authorities, the veterinary profession and the prevention and control of animal diseases. An independent assessment, undertaken by an OIE VLSP mission, indicated some legal issues that needed to be addressed including conflict between this law and the Pharmaceuticals Law, under the Ministry of Health. A number of enabling subsidiary regulations have been prepared but most are still to be finalized. FAO's contribution to this process is regarded as sound and significant, the outstanding issues are because older legislation has not been repealed and the time being taken to draft the necessary subsidiary regulations.
- 203 The limited resources made available to GDAHP result in very high dependency on donor support. Without resolution of this issue all outcomes from the activities and development programmes in the country are likely to be short lived. FAO-ECTAD recognizes this issue and raises the need for high-level advocacy and policy change when it can; the high dependency on donor support is recognized by Government and donors but no programme of reduction has been endorsed. There is also an opportunity for Government to work more closely with the private sector and to develop more sustainable programmes through their increased development and commitment – FAO could usefully support greater engagement with the private sector as part of the need to support animal production more.

#### 4.8 Coherence and synergies

**Finding 17. FAO headquarters and Regional Office for Asia and the Pacific (RAP) have provided strong technical support to Cambodia, although this has primarily been through individual projects and not through the Strategic Programme (SP) teams. While undoubtedly of value to the programme, the wide dispersion of different FAO regional and global activities dilutes focus of the country programme.**

- 204 Nearly all stakeholders consulted by the evaluation agree that FAO's technical expertise at the Regional Office for Asia and the Pacific (RAP) and headquarters represents a strong added value. FAO Cambodia has made extensive use of FAO's technical expertise at RAP and headquarters, particularly in relation to fisheries-related issues and forest monitoring. On the latter, all stakeholders interviewed by the evaluation reported very strong technical support from RAP and headquarters on forest monitoring work, and this was recognized as a strong added value of FAO. In the FCPF Phase 2 project, the agreement calls for direct support from the forestry officer in RAP to the project, as there is no longer a forestry technical officer in FAO Cambodia. This was stipulated by the partners and donors, who recognize FAO's strong technical backstopping capacity in the regional office and in headquarters.
- 205 Furthermore, there is strong complementarity with the forthcoming Capacity Building Initiative for Transparency project and the results achieved under the UN-REDD national programme and the ongoing FCPF project, as both relate to UN-FCCC reporting requirements, and CBIT builds on the measuring, reporting and verification work already achieved in the forestry sector. However, several interviewees reported that there is less coordination among development partners in the forestry sector since FAO no longer has a forestry officer in-country, and care must therefore be taken to avoid overlaps.

- 206 In-country technical expertise is beneficial to show presence/authority in certain domains, e.g. forestry and fishery. FAO Cambodia needs to ensure that there is sufficient in-country capacity to maintain momentum on different activities. For example, while the technical support from the Regional Office for Asia and the Pacific (RAP) and headquarters is highly appreciated in the forestry sector, it is recognized that FAO no longer plays a strong coordinating role in the sector in Cambodia, as to do so would require sustained in-country presence by a staff member with dedicated sectoral expertise. Similarly, with regard to supporting the implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, lessons from other countries suggest that success is most likely when there is sustained support from the country office, and/or even a dedicated land tenure officer stationed in the country.
- 207 In the fisheries sector, FAO Regional Office for Asia and the Pacific (RAP) and headquarters have provided extensive support, for example on the community fish refuges project (FAO RAP), on the implementation of the Small-Scale Fisheries guidelines (FAO headquarters) and on the development of the EU-CAPFISH project proposal.
- 208 The FAO Regional Office for Asia and the Pacific (RAP) provide technical backstopping for the prevention and control of TADs as required and critical with the small in-country team. In particular FAO-RAP provide technical support in epidemiology and for the diagnostic laboratory. FAO headquarters have minimal direct input into the Cambodia programme but develop commitment and provide coordination with key donors. FAO headquarters is also recognized for the support and technical expertise provided by the tools – the Network of expertise on animal influenza (OFFLU),<sup>78</sup> the Joint FAO–OIE–WHO Global Early Warning System for health threats and emerging risks at the human–animal–ecosystems interface (GLEWS),<sup>79</sup> and the Emergency Management Centre for Animal Health (EMC-AH).<sup>80</sup>
- 209 There have been some strong results from regional and global projects implemented in Cambodia, e.g. the guidelines on child labour in the fisheries sector are highly appreciated, as are activities on the small-scale fisheries guidelines. During the evaluation period (2014–2018), FAO Cambodia has been included in 39 regional and global projects, compared to 31 country-level projects (TCPs and Trust Fund projects). Although the individual financial delivery in-country from regional and global projects may be small, following a deliberate decision from the Country Office to approve specific TCPs where strong opportunities for further funding existed, there have been cases where regional or global projects have led to further investment and larger country-level projects – for example, the sustained support through regional TCPs and global projects has laid the foundation for FAO's involvement with the forthcoming European Union Cap fish project with the Fisheries Administration.
- 210 Global and regional projects have the distinct added value of allowing for a direct transfer of knowledge and experiences from other countries to Cambodia. For example, an important aspect of the FIRST programme is the network of FIRST policy officers from different countries who conduct virtual meeting on a regular basis to share lessons and experiences related to capacity development for food security and nutrition. Similarly, regional projects such as the Geographical Indications project, the IPM/Pesticide Risk Reduction project, and the Participatory Guarantee System project allowed for lessons from neighbouring countries to be applied in the context of Cambodia.
- 211 While there is undoubtedly value in regional and global projects, the relatively large number in FAO Cambodia's portfolio places additional demands on the FAO Cambodia Country Office, with competing priorities to follow-up on, and in some cases, what could be described as 'distracting' activities that originate from the Regional Office for Asia and the Pacific (RAP) or headquarters and require significant staff time and resources from the country office. There is a need therefore to carefully weigh the benefits of inclusion in regional and global activities against the administrative burden, resource demands and

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78 <http://www.offlu.net/>

79 <http://www.glews.net/>

80 <http://www.fao.org/emergencies/how-we-work/prepare-and-respond/cmc-animal-health/en/>

programme fragmentation that may ensue. Furthermore, as many regional and global projects are essentially pilot activities in nature, FAO Cambodia must ensure that there are sufficient knowledge management and communication mechanisms in place so that the lessons of these pilots are documented and shared extensively.

- 212 Although Cambodia has been listed as a focus country for FAO's Strategic Programme 5 (Increase the resilience of livelihoods to threats and crises), the evaluation could not find evidence of a direct contribution from FAO's strategic programmes to the country-level programming. In general, FAO's strategic objectives were viewed more as a reporting framework, and did not represent a significant added value in terms of leveraging coordinated support.



## 5. Conclusions and recommendations

### 5.1 Conclusions

**Conclusion 1.** FAO's comparative advantage is clear amongst all stakeholders interviewed – as a trusted purveyor of data and technical advice on matters within its mandate. On this basis, FAO is widely viewed as a trusted partner of the Royal Government of Cambodia, and the Ministry of Agriculture, Forestry and Fisheries in particular. There is scope to leverage this position, together with UN system partners, on strengthened advocacy for inclusive and sustainable development, in line with the SDGs/CSDGs.

**Conclusion 2.** The FAO Cambodia CPF is well aligned to national objectives, and as the country moves forward on its trajectory to attain middle-income country status by 2030, FAO's mandate continues to be of relevance in Cambodia, and FAO has a key role to play in supporting an inclusive, resilient, efficient and sustainable transformation of the agricultural sector. This does not mean that it needs to try to meet all requests, as this will lead the office down the path again of having too many small fragmented projects to manage.

**Conclusion 3.** FAO's role and contributions in relation to coordination of actors working in the agricultural development, One Health, forestry and food security and nutrition sectors is undisputed by stakeholders interviewed. The technical working groups are seen as a way to bring actors together, but vary in terms of effectiveness and quality of discussions, though that is more a factor of external issues and personalities.

**Conclusion 4.** Limited monitoring and evaluation of programme activities prevents a clear assessment of results attained by the programme, but some indications can be identified of FAO's influence in national policy instruments adopted by RGC. There have also been strong contributions in support of Integrated Pest Management, Pesticide Risk Reduction and One Health-related interventions, although there are opportunities to have greater input into animal production with better coordination with NGOs and donors working at field level. Results of pilots have not been consolidated nor scaled up.

**Conclusion 5.** Gender has not been sufficiently integrated in agricultural and nutrition policies in Cambodia. FAO has made numerous efforts towards supporting the consideration of gender dimensions in the agriculture sector, as well as in its FSN work. Findings show that targeted interventions for women beneficiaries lead to results. While FAO is considered an important entity on gender and agriculture by the Ministry of Agriculture, Forestry and Fisheries, this perspective is not necessarily shared by donors who do not view FAO as a gender and nutrition advocate, and highlights a clear need to strengthen outreach by FAO on its contributions and role.



## 5.2 Recommendations

**Recommendation 1. Themes to underpin future work – Innovation and Resilience. FAO needs to advocate and support for more investments in research and innovation for resilient food systems to increase sustainability of production and processing, make healthy foods available and improve employment opportunities, in particular for youth.**

### *Innovations*

*"Smart farming is the movement of the moment. It represents the application of modern information and communication technologies in agriculture, leading to more precise and sustainable approaches. Countries across the region are designing national strategies to upgrade farming with technology and innovative farming methods that can boost farmers' profits and their ability to adapt to climate change."*<sup>81</sup>

- 213 This quote from the 2018 Global Food Policy Report captures a key consideration for FAO Cambodia moving forward. There are *ICT for Agriculture* possibilities across the value chain in support of modernization of agriculture and the development of agricultural innovation systems, which could also be attractive to youth agripreneurs, for example, mobile applications on animal health and feed, weather and climate change adaptation services, nutrition and agricultural market information, block chain technology to allow traceability in ensuring food safety, and technologies to address food losses and waste in support also of circular economies.
- 214 There appear to be opportunities for FAO in Cambodia to learn from the transition process from LDC to MIC in the Southeast Asia region with multiple examples available. It will be important for FAO Cambodia to use its global and regional reach, coupled with its intimate knowledge of the Cambodia context to bring to the attention of local stakeholders relevant policy as well as technical innovations from wherever they were developed, and support adaption to local use.
- 215 In particular, Cambodia's Association of South East Asian Nations neighbours represent a good resource, and FAO Cambodia can explore how to better optimize the ASEAN member support structure and ongoing initiatives such as the Initiative for ASEAN Integration (IAI), which is aimed at addressing the development divide and accelerating the economic integration of Cambodia, Lao People's Democratic Republic, Myanmar and Viet Nam (CLMV). Under this Initiative for instance, the Singapore Cooperation Programme (SCP) runs a training programme at the Cambodia-Singapore Training Centre in Phnom Penh that covers various areas like food safety, trade facilitation and disaster risk reduction, among others. There is an opportunity here for FAO to partner with non-traditional partners like the Singapore Government to deliver training courses that it has already developed on food safety, trade, food security and nutrition, and on a food systems approach, for instance.

### *Resilience*

- 216 The treatment of resilience needs to be broadened so that in addition to TAD/emergency relief, FAO supports a multi-faceted set of objectives ranging from climate adaptation to economic diversification, including social protection for the rural poor. In particular, prevention/mitigation of food chain crises arising from plant pests and animal diseases, and establishing effective food safety control and quality assurance systems, are parts of the same continuum: stable, reliable and safe food systems. FAO Cambodia can draw from the example of FAO Viet Nam, where FAO's approach and the build-up of the ECTAD portfolio is a good example of the transition from an emergency response to a preventive and resilience building modality.

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81 IFPRI, 2018, Global Food Policy Report, regional dimensions, <http://ebrary.ifpri.org/utils/getfile/collection/p15738coll2/id/132272/filename/132481.pdf>

217 On climate change, there is much need for hands on guidance on how to proceed with CSA and FAO has a natural leadership opportunity in this area. FAO Cambodia has the opportunity to learn and demonstrate the micro-dams and landscape systems approach to CSA from its ongoing GEF supported project. At the same time, as Cambodia transitions to more industrialized systems of agricultural production, FAO should ensure that technical guidance continues to be provided and demonstrated on the importance of maintaining ecosystem services and ecosystem biodiversity, while reducing the risks associated with agrochemicals, thus building on long-standing achievements through FAO's IPM programme, and more recently in the Life and Nature project.

218 On the animal health work, FAO should:

- Increase inputs into the design and delivery of supporting field services in animal health, specifically with the development of increased competence of the village animal health workers.
- Work with GDAHP to define the competencies, roles and resources required for the field veterinary services and develop a strategic plan as to how this can be achieved over a period of years.
- Promote good reporting practices by the village animal health workers as mandatory.
- Ensure critical review and supervision of the village animal health workers by veterinary staff.
- Continue to encourage GDAHP to take the leadership on the improved stewardship of antimicrobials in animal health – their 'prudent use' with improved processes for the registration, distribution and use of veterinary drugs.
- A key requirement is to improve the registration and auditing of drugstores and the use of antimicrobials.

**Recommendation 2. "Improve market linkages, value addition, and quality and safety of the food system"<sup>82</sup> could be included as a priority in the new country programme.**

219 Based on the findings that interventions that have been successful in improving livelihoods have included a market dimension (e.g., MALIS, PGS), FAO Cambodia needs to ensure that future interventions include market linkages, and support to farmers (including fishery and forest products) include "farming as a business" type capacity development.

220 Moreover, with a national priority on commercially focused restructuring of the agriculture sector, there is a new emphasis on strengthening food safety through value chain approaches. FAO support can include:

- Preparing risk profiles of important value chains –vegetables, tropical fruit, pork, chicken, shrimp, fish –and identified food safety hazards, causes and prevention measures at all stages - production, collection, slaughter, preliminary processing, processing, preservation and distribution.
- Based on these, stakeholder trainings can be designed covering understanding of risks associated with processes and practices, and guidance on mitigation, besides risk-based control systems, traceability, food safety legislative improvements, regulatory compliance, and food safety communications.
- FAO Cambodia could also explore the possibility of establishing and leading a multi-sectoral Technical Working Group on Food Safety, including active engagement of the private sector. This could initially be an informal group with other Development Partners.

221 Programmes from SP3 and SP4 have not been prominent in the portfolio of FAO Cambodia, but there are several useful programmes worth exploring, for example:

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82 For example: Outcome 1 – Markets and food system (as above); Outcome 2 – Climate change/natural resource management; Outcome 3 – Resilience – socio-economic, environmental; Outcome 4 – Social protection and FSN.

- FAO Cambodia could seek support from the SP4 team with regard to the development of an integrated SP4 offering, covering sanitary and phytosanitary, food safety, Codex participation, food system analysis indicating which value chains to focus on; support to investment; food for the cities and food loss.
- The pluralistic market-oriented services Programme<sup>83</sup> under SP3 could be explored to address improvement of delivery of advisory, financial and support services needed by smallholders to improve productivity, gain access to markets and increase their income to move out of poverty.

222 Finally, value chain work and support to the commercialization of agriculture are often done without a focus on nutrition. There is an opportunity for FAO to include such a focus to ensure application of 'do no harm' principles as well as to enhance results for nutritional aspects of populations concerned.

**Recommendation 3. In line with its comparative advantage, FAO Cambodia should continue to promote evidence-based policymaking to support government investments that are coherent across the food system. The SDGs/CSDGs should serve as the basis for advocacy efforts, accompanied by clear economic arguments and analysis of trade-offs to encourage resonance of these advocacy messages. In the context of UN country reform that emphasizes unified support from system entities, FAO could play a key role in leading such analyses, together with facilitating coordination across the UN system in support of implementation of policies.**

223 The SDGs include key targets for developing an integrated approach to their implementation. However, because the SDGs were designed as independent goals, there is a risk of policy loopholes and poorly thought-out trade-offs, with no mitigation policies in place to ease harmful impacts. Governments need to consider the implications of trading off one policy area against another, and plan accordingly. One tool for doing this kind of scenario planning is Poverty and Social Impact Analysis (PSIA), which can make explicit the complex links between poverty and policies, and thus promote a debate on trade-offs between policy choices for instance between economic growth with environmental sustainability.<sup>84</sup>

224 FAO should also ensure a focus on strengthening capacities to develop evidence bases for informing advocacy messages and policies that includes cost values of policy choices or of policy inaction, for instance in relation to environmental sustainability or deforestation. While the agriculture sector is seen as an engine of growth for the country, government allocations to the sector are inadequate. The inclusion of such analyses in the Ministry of Agriculture, Forestry and Fisheries budget proposals to the Ministry of Economy and Finance could contribute towards strengthening of the sector. Attention should also be directed towards development of such capacities of Government at subnational levels.

225 The Food Insecurity Experience Scale (FIES) is a useful tool which can be used for advocacy, challenging the assumption that food security is already achieved because a rice surplus is available nationally. There is an opportunity to promote the use of FIES for data gathering on food security and hunger for inclusion in relevant surveys, as it is already planned for use in SDG 2. It could be used more widely for monitoring and evaluation, and advocacy.

226 FAO Cambodia should also continue to facilitate One Health coordination policies, technical working groups and programmes with Government and development partners; the emphasis should be on Government to take the lead but with FAO, WHO and others in close cooperation and support. Initial programme targets should aim to improve information exchange with the development of a clear mandate to share data in real time and the ability to coordinate analysis and reporting.

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83 <http://www.fao.org/3/a-i7249e.pdf>

84 ODI, 2017, Case study report: The Sustainable Development Goals and their trade-offs, [https://www.odi.org/sites/odi.org.uk/files/long-form-downloads/the\\_sdgs\\_and\\_their\\_trade-offs.pdf](https://www.odi.org/sites/odi.org.uk/files/long-form-downloads/the_sdgs_and_their_trade-offs.pdf)

**Recommendation 4. Building upon a number of actions FAO Cambodia has undertaken in recent years in support of promoting gender equality, the Representation should strengthen its capacity development efforts in line with recommendations identified in a recent country gender assessment. In particular, actions aimed at reducing women's work burden would be timely in view of increasing outmigration from farms.**

227 Some of the recommendations include: promoting the availability of women's enterprise skills development programmes, addressing the capacity of women to access, use and benefit from new technologies for production, processing, post-harvest and marketing activities, and compiling sex-disaggregated data, reports and other information from various ministries and development partners to encourage learning.

228 There is also still scope for FAO to ensure the design of specific activities that take into consideration the different needs of female and male beneficiaries across its projects, as appropriate. In this regard, the gender focal person position could be delinked from operations and placed in a strategic position in FAO Cambodia. The Office could also explore the possibility of bringing on board a gender expert on a cost-sharing basis amongst projects.

**Recommendation 5. FAO needs to more loudly share lessons from pilot projects and from its experience and expertise. This requires a centralized monitoring and evaluation function, better knowledge management and outreach to make sure the lessons learned from TCPs and pilots are integrated into larger donor-funded projects, even if they will not be implemented by FAO. The technical working group could perhaps be utilized more for this purpose.**

229 Knowledge is a valuable asset. While FAO Cambodia faces challenges in accessing financial resources in a climate of declining official development assistance, its strength as a technical expert in a country that has ambitious development objectives stands FAO in good stead if it shows clear added value in fulfilling this role. Being a knowledge broker both by strengthening linkages between its pilot projects and its governance/policy support work, and by bringing in timely and innovative global and regional knowledge or models of good practice can support the country's transformation of the agricultural sector.

230 Within the country, there are also opportunities to learn from others; NGOs produce knowledge but often do not have capacity to handle it, FAO can be complementary with NGOs in this respect. GIZ, SAVE etc. have information that they do not sufficiently publish and there can be a role for FAO to play in terms of support to publishing and dissemination of information concerned.

**Recommendation 6. FAO Cambodia needs to ensure adequate expertise is in place for adequate backstopping of large projects, and also to have presence at national platforms and to provide confidence to partners of FAO as a technical agency that they can count on/draw upon.**

231 International expertise need not be prioritized over national experts. In this regard, FAO Cambodia could explore the new FAO Fellows Programme to bring in researchers from academia or research institutes who can bring in expertise in an area, while they benefit from access to FAO activities/data for research that they can publish.

232 FAO can provide greater engagement and technical input into animal production and livestock development programmes by increasing in-country technical resources for ECTAD, animal production and fisheries development.



## 6. Appendices

### Appendix 1. List of people met

Count	Gender	Name	Role/Title	Organization/Department
<b>Government</b>				
1	M	Koy Ra	Director	Agricultural Land Department, GDA, MAFF
2	M	H.E. Sok Silo	Deputy Secretary General	Council for Agricultural and Rural Development (CARD) Head of FSN Coordination Unit
3	M	Dr. Mao Minea	Director	Department of Agriculture Extension, MAFF
4	M	Khean Sovannara	Deputy Director General	Department of Agriculture Extension, MAFF
5	M	Op Pich	Deputy Director	Dept. of Plant Protection, Sanitary and Phytosanitary, secretariat for projects management of GD, MAFF
6	M	Raoun Chantha	Chief - NGOs	DIC/Ministry of Agriculture, Forestry and Fisheries (MAFF)
7	F	Kaing Khim	DDG	Fisheries Administration, MAFF
8	M	Ly Vuthy	Acting Director, Community Fisheries Dept.	Fisheries Administration, MAFF
9	M	Thay Somony	Director, Dept. of Aquaculture Development	Fisheries Administration, MAFF
10	M	Long Ratanakoma	Deputy Director, Department of Forest and Community Forestry	Forestry Administration, MAFF
11	M	Dr. Holl Davun	Deputy Director General	GDAHP
12	M	Dr. Philippe Leperre	Senior Livestock Systems specialists (Consultant)	GDAHP
13	M	H.E. Sen Sovann	Director General	GDAHP
14	M	Khan Samban	Director	Industrial crop department, GDA, MAFF
15	M	Sot Chantha	Official from District Office of Forestry	Lvea Kraing Commune, Varin district, Siem Reap – Life and Nature Project
16	M	Dr. Sar Chetra	Deputy Director at Department of Animal Production and Health	MAFF
17	M	H.E Hean Vanhan	Under Secretary of State, MAFF and Director General of GDA	MAFF
18	F	H.E. Mom Thany	Under Secretary of State (gender and Children's working group)	MAFF
19	M	H.E. Pen Vuth	Advisor to MAFF and National project director of PADEE	MAFF

## Evaluation of FAO's Contribution to The Kingdom of Cambodia

Count	Gender	Name	Role/Title	Organization/Department
20	M	Mao Narith	National M&E specialist, PADEE	MAFF
21	M	Chy Sochenda	Deputy Director, Department of Planning and Statistics,	Ministry of Agriculture, Forestry and Fisheries (MAFF)
22	M	Dr. Khorn Saret	DDG Forestry Administration	Ministry of Agriculture, Forestry and Fisheries (MAFF)
23	M	Dr. Mak Soeun	Deputy Director General, GDA	Ministry of Agriculture, Forestry and Fisheries (MAFF)
24	M	H.E. Eng Cheasan	Delegate of the Royal Government of Cambodia in charge of Director General of Fisheries Administration and FiA mgt. team	Ministry of Agriculture, Forestry and Fisheries (MAFF)
25	M	H.E. Ty Sokhun	Secretary State	Ministry of Agriculture, Forestry and Fisheries (MAFF)
26	M	Hong Kimhean	Deputy Director of department forest plantation and private forest, Forest Administration	Ministry of Agriculture, Forestry and Fisheries (MAFF)
27	M	Ith Chamman	Vice Chief ETA, Department of Planning and Statistics	Ministry of Agriculture, Forestry and Fisheries (MAFF)
28	M	Kry Masphal	Deputy Director for Department of Wildlife and Biodiversity, Forest Administration	Ministry of Agriculture, Forestry and Fisheries (MAFF)
29	M	Samreth Vanna	Deputy Director of DFC, Forest Administration	Ministry of Agriculture, Forestry and Fisheries (MAFF)
30	M	Sar Chetra	Deputy Secretary General	Ministry of Agriculture, Forestry and Fisheries (MAFF)
31	M	Lao Reasey	Deputy Director of Intellectual property Department	Ministry of Commerce
32	M	Nuon Vansoeun	Deputy Director, Department of Vocational	Ministry of Education, Youth and Sport (MoEYS)
33	M	Khieu Borin	General Directorate of Local Community	Ministry of Environment
34	M	Leng Chivin	Deputy Director, Department of Inspection and Law Enforcement, GDANCP (Coordinator of FCPF phase 2)	Ministry of Environment
35	M	Long Rithirak	GEF Focal Point for Cambodia	Ministry of Environment
36	M	Maes Sophal	Deputy Director General of Administration for Nature Conservation and Protection	Ministry of Environment
37	M	Sao Sopheap	Adviser and Director of MoE Minister's Cabinet	Ministry of Environment
38	M	Lao Poliveth	Economist	Ministry of Finance

Count	Gender	Name	Role/Title	Organization/Department
39	M	Dr. Yie Seng Doeun	Vice Chief of Surveillance Bureau, Communicable Disease Control (CDC) Department	Ministry of Health
40	M	Ly Sovann	Director, Communicable Disease Control (CDC) Department	Ministry of Health
41	M	Khin Sovorlak	DDG of National Institute of Statistics	Ministry of Planning.
42	M	So Tonnerre	Deputy Director of Department, National Institute of Statistics	Ministry of Planning.
43	F	Khim Siphath	General Director	Ministry of Women Affairs
44	F	Sokerya Seng	National Project Coordinator (AMR)	NAHPRI
45	M	Dr. Tum Sothyra	Director	NAHPRI/GDAHP
46	M	Paris Chuop	Deputy Secretary General	National Council for Sustainable Development
47	M	Prak SoPhoan Nary	Under Secretary of State	NCMC/ Ministry of Health
48	M	Phuong Chantha	Deputy Director of PDAFF	PDA, Siem Reap
49	M	Prak Marina	Deputy director of Forestry cantonment	PDA, Siem Reap
50	M	Sin Tharoath	Deputy Chief of Animal Production and Health Office	PDA, Siem Reap
51	M	Srey Keosopheak	Deputy Director of fishery cantonment	PDA, Siem Reap
52	M	Chea Hokly	Chief of Agronomy Office	PDAFF, Kampong Speu
53	M	Teng Hylyna	Former Chief of Agronomy Office (Retired)	PDAFF, Kampong Speu
54	M	Deap Piseth	Chief of Agronomy Office/ Project Focal Person	PDAFF, Kampong Thom
55	M	Paov Menghong	Officer from Community Fisheries Office	PDAFF, Kampong Thom
56	M	Duong Kimchhean	M&E Advisor, PADEE	PDAFF, Kandal
57	F	Sean Vathna	Officer	Provincial Department of Environment, Siem Reap
58	F	Nan Mao	Deputy Chief of Health Office	Provincial Department of Women's Affairs, Siem Reap
59	F	Saing Lan	Chief of Women Health and Education Office)	Provincial Dept. Women's affairs, Kampong Thom
60	M	Adnan Quereshi	Senior Administrative Officer	FAO
61	M	Jie Wang	Programme Officer	FAO
62	M	John Kuriem	Consultant	FAO
63	M	Julian Fox	Forestry Officer	FAO
64	F	Louisa Jansen	Land Tenure Officer	FAO



Evaluation of FAO's Contribution to The Kingdom of Cambodia

Count	Gender	Name	Role/Title	Organization/Department
65	F	Nicole Franz	Fishery Planning Analyst	FAO
66	F	Rosa Rolle	Senior Enterprise Development Officer	FAO
67	M	Simon Funge Smith	Senior Fisheries Resource Officer	FAO
68	F	Mayling Flores Rojas	Food systems and agricultural mechanization expert	FAO Regional Office for Asia and the Pacific
69	F	Nina Bradstrup	FAO Representative	FAO Sri Lanka
70	M	Jeffrey Griffin	Senior Coordinator	FAO, CBC
71	M	Karel Callens	Deputy Director	FAO, SP1
72	M	Jamie Morrison	Strategic Programme Leader (SP4)	FAO, SP4
73	M	Alexander Huynh	FAO Representative	FAO Cambodia
74	F	Ann Sopheak	Operations Officer	FAO Cambodia
75	M	Chanthan Chea	National Project coordinator, Life and Nature Project	FAO Cambodia
76	M	Chea Sovann	National watershed expert of Nature and Life	FAO Cambodia
77	M	Chou Cheythyrieth	National IPM Coordinator	FAO Cambodia
78	M	lean Russell	FIRST Policy Officer	FAO Cambodia
79	F	Julia Boyle	Consultant	FAO Cambodia
80	M	Kosal Oum	Assistant FAO Representative (Programme)	FAO Cambodia
81	F	Kristina Osbjer	ECTAD Team Leader	FAO Cambodia
82	M	Makara Hak	Technical Advisor – Animal Health, Emergency Centre for Transboundary Animal Diseases (ECTAD)	FAO Cambodia
83	M	Proyuth Ly	Consultant	FAO Cambodia
84	M	Rachna Hor	Assistant FAO Representative (Administration and Finance)	FAO Cambodia
85	M	Try Thoun	Evaluation Consultant (Mid-term evaluation of Life and Nature Project)	FAO Cambodia
86	M	Stephan Baas	Natural Resources Officer, SP5	FAO
87	M	Steven Watkins	Evaluation Consultant (Mid-term evaluation of Life and Nature Project)	FAO
88	F	Alma Linda Abubakar	Regional Vegetable IPM Programme	FAO Regional Office for Asia and the Pacific
89	M	Andrew Sobey	Liaison and Operations Officer	FAO Regional Office for Asia and the Pacific

Count	Gender	Name	Role/Title	Organization/Department
90	M	Beau Damen	Natural Resources Officer	FAO Regional Office for Asia and the Pacific
91	M	Cassandra DeYoung	Fishery Planning Analyst	FAO Regional Office for Asia and the Pacific
92	M	Dan Locke	Information and Communications Technology Officer	FAO Regional Office for Asia and the Pacific
93	M	Daniel Shallon	Policy/Programme Officer	FAO Regional Office for Asia and the Pacific
94	F	Dr Caroyln Benigno	Consultant, ECTAD	FAO Regional Office for Asia and the Pacific
95	M	Dr Kachen Wongsathapornchai	Regional Coordinator, ECTAD	FAO Regional Office for Asia and the Pacific
96	F	Dr Katinka de Balogh	Senior Animal Production Health Officer	FAO Regional Office for Asia and the Pacific
97	F	Hang Thi Htan Pham	Senior Resilience Officer	FAO Regional Office for Asia and the Pacific
98	M	Johannes Ketelaar	Chief Technical Advisor, Regional IPM Programme	FAO Regional Office for Asia and the Pacific
99	M	Kenichi Shono	Forest Resources Officer	FAO Regional Office for Asia and the Pacific
100	F	Kundhavi Kadiresan	Assistant Director General and FAO Regional Representative for Asia and the Pacific	FAO Regional Office for Asia and the Pacific
101	F	Marianna Bicchieri	Land Tenure Officer	FAO Regional Office for Asia and the Pacific
102	M	Mathieu Van Rijn	Forestry Officer	FAO Regional Office for Asia and the Pacific
103	M	Miao Weimin	Aquaculture Officer	FAO Regional Office for Asia and the Pacific
104	M	Mukesh Srivastava	Senior Statistician	FAO Regional Office for Asia and the Pacific
105	M	Sridhar Dharmapuri	Senior Food Safety and Nutrition Officer	FAO Regional Office for Asia and the Pacific
106	M	Thomas Hofer	Forestry Officer	FAO Regional Office for Asia and the Pacific
107	M	Vinod Ahuja	Livestock Policy Officer	FAO Regional Office for Asia and the Pacific
108	F	Wantanee Kalpravidh	ECTAD Project Regional Manager	FAO Regional Office for Asia and the Pacific
109	F	Xiangjun Yao	Regional Initiative Coordinator	FAO Regional Office for Asia and the Pacific
110	F	Xuan Li	Senior Policy Officer	FAO Regional Office for Asia and the Pacific
111	M	Yasmi Yurdi	Forestry Officer	FAO Regional Office for Asia and the Pacific
112	M	Yongfan Piao	Senior Plant Protection Officer	FAO Regional Office for Asia and the Pacific

Count	Gender	Name	Role/Title	Organization/Department
<b>Development Partners</b>				
113	M	Muong Sideth	Head of Agriculture, Rural Development, Infrastructure and Environment	Agence Française de Développement (AFD)
114	M	Pierre Farlotti	Volunteer, Project Officer	Agence Française de Développement (AFD)
115	M	Hem Chanthou	Senior Project Officer	Asian Development Bank
116	M	Piseth Long	Senior Project Officer	Asian Development Bank
117	M	Simon Buckley	First secretary Development Cooperation	Australian Embassy
118	M	Aymeric Roussel	Attaché NRM	EU Delegation in Cambodia
119	M	Anthony Huszar	Regional Coordinator/ Manager	Fleming Fund
120	F	Dara Kreal	National Coordinator for Health and Nutrition, MUSEFO project	GIZ
121	F	Dominique Uwira	Junior Advisor, MUSEFO	GIZ
122	M	Nov Sarath	Provincial agriculture advisor, Kampong Thom, MUSEFO	GIZ
123	F	Naito Chie	Project Formulation Advisor (Planning and Partnership)	JICA
124	M	Nishikawa Masahi	Project Formulation Advisor Urban Environmental Infrastructure/Climate change)	JICA
125	F	Okamura Kanako	Representative (Agriculture Sector)	JICA
126	F	Takimoto Asako	Redd+ advisor/JICA expert	JICA
127	F	Dr Pennapa Matayompong	Technical Advisor	OIE-SRR
128	M	Ronello Abila	Sub-Regional Representative for Southeast Asia	OIE-SRR
129	M	Dr. Nop Sotheara	Development Assistance Specialist for Infectious Diseases	USAID
130	M	Tonh Mok	Development Assistance Specialist (M&E)	USAID
131	M	Vuthy Theng	Project Management Specialist (Agriculture and Economic Development)	USAID
132	M	Dr. Sar Borann	Laboratory Advisor	US-CDC
133	F	Dr Lkhagvadorj Vanchinsuren	Technical Officer	WHO
134	F	Chamroeun Mudita	Senior Rural Development Specialist	World Bank

Evaluation of FAO's Contribution to The Kingdom of Cambodia

Count	Gender	Name	Role/Title	Organization/Department
135	M	Min Sophoan	Country Coordinator	AVSF
136	M	Sok Sotha	Lead Founder and managing Director	Cambodia Farmer Federation Association of Agricultural Producers (CFAP Cambodia)
137	M	Kim Rattana	Executive Director	Caritas
138	M	Sarinda Vong	Executive Director	Cooperative Association of Cambodia (CAC)
139	M	Phan Sopheap	Director	Farmer and Nature Net (FNN) Organizations
140	M	Hou Kroeun	Deputy Country Director,	HKI
141	M	Dr. Erik Karlsson	Senior Research Fellow	Institut Pasteur du Cambodge (IPC)
142	M	Dr. Philippe Dussart	Head of Virology Unit	Institut Pasteur du Cambodge (IPC)
143	M	Ouk Vannara	Deputy executive director	NGO Forum
144	M	Keo Tai	Country Coordinator	NTFP –EP (Non-Timber Forest Products Exchange Programme Cambodia)
145	M	Sothea Loek	Humanitarian coordinator	Oxfam
146	M	Heng Da	Deputy Country Director	RECOFTC
147	F	Hou Kalyan	Country Director	RECOFTC
148	M	Tol Skchea	Training Coordinator	RECOFTC
149	F	Duong Chansereivisal	Gender and Nutrition Advisor for CHAIN project	SNV
150	F	Marieke Van Schie	Team Leader CHAIN Cambodia Horticulture Advancing Income and Nutrition project	SNV
151	M	Cent Mill	Deputy Director	Srer Khmer
152	M	Heng Hak	Senior Program Officer	Star Kampuchea
153	M	Chea Sokha	Project Manager	Wildlife conservation Society (WCS)
154	M	Dr. Mathieu Pruvot	Veterinary Epidemiologist, Project Lead	Wildlife conservation Society (WCS)
155	M	Yeang Donal	Technical Advisor	Wildlife conservation Society (WCS)
156	F	Song Saran	CEO,	AMRU Rice
157	F	Sok Sotheary	Representative	Cambodia Chamber of Commerce
158	F	Lim Porty	Shop Manager	PGS retailer in Takmao City, Kandal Province Bai Tong Sros
159	M	Sim Sokcheng	Research Fellow and Head of Agriculture Unit,	Cambodia Development Resource Institute (CDRI)
160	M	Chhay Ty	Deputy Director	Celagrid
161	M	Dr Miech Phalla	Director	Celagrid
162	F	Dr. Seng Mom	Vice Rector for International Cooperation	Royal University of Agriculture
163	M	Meng Sakphouseth	Country Programme Officer	IFAD

Count	Gender	Name	Role/Title	Organization/Department
164	M	Carlos Riano Paramo	CTA, FCPF project	UNDP
165	F	Claire Van der Vaeren	United Nations Resident Coordinator	UNDP
166	M	Nhem Sovanna	National project advisor FCPF	UNDP
167	F	Pauline Temesis,	United Nations Resident Coordinator	UNDP
168	M	Socheath Heng	National Programme Manager	UNWOMEN
169	M	Dr. Kab Vannda	WHE acting team leader	WHO
170	M	Dr. Sam Ath Khim	Technical Officer, NCD and Nutrition	WHO
171	M	Dr. Sano Phal	Technical Officer	WHO
172	F	Vicky Houssiere	Communications Officer	WHO
173	M	Chanthoeun Meng	Programme Officer, Livelihood Development and Climate Change	World Food Programme
174	M	Kurt Burja	Head of Vulnerability Analysis and Mapping (VAM)	World Food Programme
175	F	Nancy Walters	Country Representative	World Food Programme
<b>Beneficiaries</b>				
176	M	Ham Thol	Deputy Chair of CFR	Community Fish Refuge, Chivpheap village, Andoung Por commune, Baray District, Kampong Thom province
177	M	Oum Sok	Chair of CFR	Community Fish Refuge, Chivpheap village, Andoung Por commune, Baray District, Kampong Thom province
178	M	Pak Theam	CFR member	Community Fish Refuge, Chivpheap village, Andoung Por commune, Baray District, Kampong Thom province
179	M	Yun Kheang	CFR member	Community Fish Refuge, Chivpheap village, Andoung Por commune, Baray District, Kampong Thom province
180	M	Bo Leang	Member of Patrol Team	Community Fishery Refuge Boeng Traipaing Krek Village, Pror Lay commune, Stung District, Kampong Thom province
181	M	Chuch Tol	Community Member	Community Fishery Refuge Boeng Traipaing Krek Village, Pror Lay commune, Stung District, Kampong Thom province

Count	Gender	Name	Role/Title	Organization/Department
182	M	Voeng Pork	Chief of Community Fish Refuge, Deputy Viillage Chief	Community Fishery Refuge Boeng Traipaing Krek Village, Pror Lay commune, Stung District, Kampong Thom province
183	M	Chan Thel	AnLong Kragh Village Chief	Community protected area – Po Pok Commune, Kampong Thom District
184	F	Phim Navy	CEW	Improved Group Revolving Fund of PADEE, Oknha Em Village, Angkor Reach Commune, Preah Sdach District, Prey Veng Province
185	F	Pot Yuth	Head of Group	Improved Group Revolving Fund of PADEE, Oknha Em Village, Angkor Reach Commune, Preah Sdach District, Prey Veng Province
186	M	Suon Sien	Committee member	Improved Group Revolving Fund of PADEE, Oknha Em Village, Angkor Reach Commune, Preah Sdach District, Prey Veng Province
187	M	Suon Then	Accountant	Improved Group Revolving Fund of PADEE, Oknha Em Village, Angkor Reach Commune, Preah Sdach District, Prey Veng Province
188	M	Bun Thoeun	Member	Improving Group of Revolving Fund in Po Chhrek Village, Banteay Chakrey Commune, Preah Sdach District, Prey Veng Province
189	M	Chea Rith	CEW	Improving Group of Revolving Fund in Po Chhrek Village, Banteay Chakrey Commune, Preah Sdach District, Prey Veng Province
190	M	Chhon Chhoeun	Secretary	Improving Group of Revolving Fund in Po Chhrek Village, Banteay Chakrey Commune, Preah Sdach District, Prey Veng Province
191	F	On Thoeun	Accountant	Improving Group of Revolving Fund in Po Chhrek Village, Banteay Chakrey Commune, Preah Sdach District, Prey Veng Province
192	M	Sam Chon	Vice Head	Improving Group of Revolving Fund in Po Chhrek Village, Banteay Chakrey Commune, Preah Sdach District, Prey Veng Province
193	M	Sen Mon	Member	Improving Group of Revolving Fund in Po Chhrek Village, Banteay Chakrey Commune, Preah Sdach District, Prey Veng Province
194	M	Sok Y	Member	Improving Group of Revolving Fund in Po Chhrek Village, Banteay Chakrey Commune, Preah Sdach District, Prey Veng Province
195	F	Sem Non	School Principal	Indra Koma Primary School, Kampong Thom province
196	M	Sam Heng	Treasurer	Kampong Speu Palm Sugar Association

Count	Gender	Name	Role/Title	Organization/Department
197	M	Sam Saroeurn	Chair of Association	Kampong Speu Palm Sugar Association
198	M	Ngoun Lay	President	Kampot Pepper Promotion Association
199	F	Tem Ran	Member of Water Users' Group Committee	Kork Village, Amleang Commune, Trpong District, Kampong Speu
200	F	Chhoeurn Sody	Chair of Changkran Roy Community Forestry/ Watershed Management Committee	Lvea Kraing Commune, Varin district, Siem Reap – Life and Nature Project
201	M	Et Phat	Member of Vegetable Group/Member of Watershed Management Committee	Lvea Kraing Commune, Varin district, Siem Reap – Life and Nature Project
202	M	Hourn Hus	Member of Community Forestry/ Watershed Management Committee	Lvea Kraing Commune, Varin district, Siem Reap – Life and Nature Project
203	F	Kut Chanra	Chief of Commune Council and Chair of Watershed Management Committee	Lvea Kraing Commune, Varin district, Siem Reap – Life and Nature Project
204	M	Moun Mab	Member of Community Forestry/ Watershed Management Committee	Lvea Kraing Commune, Varin district, Siem Reap – Life and Nature Project
205	M	York Chhem	Commune Clerk	Lvea Kraing Commune, Varin district, Siem Reap – Life and Nature Project
206	F	Chheng Pov	PGS Farmer	PGS group in Svay Proteal Commune, Sa-Ang District, Kandal Provinces
207	M	Noen Keo	PGS Farmer	PGS group in Svay Proteal Commune, Sa-Ang District, Kandal Provinces
208	M	Cheam Cheng	Member of Commune Council	PoPok Commune, Kampong Thom Province
209	M	Keo Noun	Chief of Commune Council and Chair of Watershed Management Commune	PoPok Commune, Kampong Thom Province
210	M	Pich Sochim	Second Deputy Chief of Commune Council	PoPok Commune, Kampong Thom Province
211	M	Sok Sam	Member of Commune Council	PoPok Commune, Kampong Thom Province

## List of Annexes

**Annexes available at <http://www.fao.org/evaluation/en/>**

Annex 1. Evaluation tools

Annex 2. Impact assessment of the MALIS project



