Development of Agricultural Cooperative in Cambodia*

- Lessons from South Korea -

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캄보디아 농협의 발전방안

- 한국으로부터의 교훈 -

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Abstract

The study Development of the Agricultural Cooperative in Cambodia seek to explore the progress of agricultural cooperative(AC) development in Cambodia and South Korea. The experiences of Korea AC development are used to improve the Cambodian ACs. The results of study gave a lessons that the Korea ACs, which were multipurpose cooperatives were formed and owned by the government and had been considered as a successful development strategy for rural and agricultural development. As the government directly managed the businesses and other operations, available budgets, close with monitoring, and active member's participation the AC in Korea progressed rapidly for both the members and business scopes and it hugely contributed to rural development of Korea. For the future development of AC in Cambodia recommendations based on lessons from Korea AC will give a message to government and NGO. Rural Development always related with farmer's life. To live well in rural area provide effective mechanism to income increase. To development of AC in Cambodia is future of rural development.

Key words: agricultural cooperative(AC), rural development, Cambodia agriculture, community development

국문초록

감보디아는 동남아시아에 위치한 농업중심 국가로 농업부문의 개발과 성장을 통한 빈곤감소와 경제성장에 크게 관심을 두고 있다. 특히 쌀 수출 목표(백만톤/2015)를 달성하기 위해 정부의 강력한 홍보 및 새로운 농업협동조합을 창설하였다. 그러나 현재 정부, 비정부기구 및 민간 부문에서 강력한 지지가 있으나 농업분야 성장이 느리게 진행되고 있고 농협의 운영상의 문제점도 제기되고 있다. 이에 본 연구는 한국 농협의 발전을 교훈 삼아 캄보디아 농협운영에 대한 개선책을 찾고자 한다. 이를 위해 먼저 캄보디아의 농업개발정책을 살펴보고, 양국의 농협발전 과정과 비교를 통해 캄보디아 농협 운영시스템을 개선하기 위한 정책적 시사점을 제시한다. 분석의 기준은 양국의 농협설립과 운영시스템, 정부와 민간의 개입 정도, 농협의 발전과정과 지역사회개발에 있어 농협의 기여 정도에 관하여 비교하였다. 연구결과 다음과 같은 시사점을 제시한다. 첫째, 캄보디아 정부가 협력 사업의 운영 및 관리 체계를 강화해야 하며, 캄보디아 농협과 농협연맹(ACF) 의 통합을 제안한다. 둘째 공동 관리 및 운영은 정부가 권한을 가지며, 농업관련 부서는 지역사회수준에서 농협의 지원 및 관리 모니터링 시스템을 강화하여야 할 것이다. 마지막으로 정부관점에서 협력위원회의 역량을 강화하기 위해 매년 전략 계획을 수립하고 정부가 표준 농산물 시장 가격을 보장하고 농협에 대한 농업협력사업 진행을 위한 예산 지원 및 생산자와 구매자 사이의 정기적인 회의 등 합리적인 의사전달체계를 마련하여야 할 것이다.

주제어: 농업협동조합(농협), 농촌개발, 캄보디아 농업, 지역사회개발

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¹⁾ Rural Poverty Portal: http://www.ruralpovertyportal.org/en/country/statistics/tags/cambodia, 2015. 10

1. Introduction

1.1. Research background

Agricultural cooperative (AC) is a private organization which is formed for supporting communities in terms of agricultural techniques, market system and rise community voices for seeking support from government and development agencies.

Cambodia is an agricultural country where majority of population(79.5% of total population¹⁾) lives in rural areas. Agriculture, mainly rice production, is still the main economic activity in the country. Small scale subsistence agriculture, such as fisheries, forestry and livestock, is another important developing economy. However, many households in rural areas cannot access to adequate food. Spiralling staple food prices had been an additional challenge to access sufficient and adequate food in poor households in Cambodia. Many Cambodian were net food buyers and on average they spend more than 70% of their income on food(Olivier & Diao, 2011).

The Cambodian Rectangular of the National Strategic Development Plan(2009-2013) focus on boosting economy and poverty reduction through enhancement of agricultural sector development(ADB, 2012). In order to achieve the mentioned strategy, boosting rice export to 1 million tons in 2015, the Royal Government of Cambodia strongly supported with rehabilitating the agriculture cooperative(AC) system established during 1950s and 1960s and thereby formed a new one. Also the AC movement was supported by non-governmental organizations(NGOs) and stake-holders. The ACs to date face various challenges such as limited management capacity, networking, lack of business ideas and innovation, non-participation from members in planning and managing businesses, limited capacity of government official in charge of ACs in provincial level, lack of information between department of agricultural extension and provincial department of agriculture, limited capacity of innovative ideas in agriculture. As a result, the AC businesses have slowly progressed, and most of the ACs getting bankrupt after 3 to 4 years of business operations and having low yields of agricultural production.

The ACs in Korea is considered as a strategy for transforming the community rising out of poverty and getting out of the low level of development. The ACs in Korea grew up and changed the AC structures and followed by political stabilization and economic growth. The ACs in Korea had hugely contributed to development, and in-turn supported government in agriculture and rural development; encouraged community saving and confront chronic usurious; improved agricultural productivity through supplying agricultural inputs, information sharing; market improvement by buying produces, and in turn managing food supply and demand(park, Park, & shin, 2012).

This study attempts to identify the progress of AC development in Cambodia and South Korea. Further the study will find out the strength and weakness in ACs in Cambodia. The key success factors and lesson learnt from South Korea AC Development Experiences are used as a development model for improving AC systems in Cambodia.

1.2. Research Objective & Significance

The fruitful achievements of the Korea AC Development Experience that aimed at improving the agricultural productivity and the livelihood of farmers were considered as a model for developing countries.

To critically analyse the AC in both Cambodia and South Korea. There are four main cooperative components which included, the establishment and management systems of ACs, government and private intervention, evolution of ACs, and contribution of ACs to community development are chosen so as to analyse them.

The study explores the Korean AC development, contribution of stakeholders, the forming and management process, market operational systems, the main issue and resolutions, contributing to AC expansion in rural development of South Korea. The critical analysis of all involved actors and operating process are conducted and key success of the South Korean situation is used to review and improve the principles of ACs, governing processes, business management systems and to strengthen the capacity of cooperative committees in Cambodia. This study itself can be used as a resource reference for Cambodian researchers, facilitators both in the private sector, community and policy makers to use and understand the strengths and weakness of ACs in Cambodia not only this but to improve the standard of Cambodian ACs. In addition, this study provides a means to other researchers, policy makers, AC facilitators

and communities in developing countries to develop their existing AC structures and manage these cooperatives in sustainable ways.

2. Literature Review

2.1. Definition and Purpose of AC

The definition of ACs are different based on authors and various sources. Ortmann & King (2007) defined a cooperative as 'an autonomous association of persons united voluntarily to meet their common economic, social, and cultural needs and aspirations through a jointly-owned and democratically controlled enterprise'. Suleman (2009) defined co-operatives as being built on four major catchwords: firstly they are formed by groups of people, with specified needs or problems. Secondly the organization is formed freely by members after contributing to assets. Thirdly the organization is formed, governed democratically in order to achieve desired objectives on equitable norms and fourthly it is an independent enterprise promoted, owned and controlled by people to meet their collective needs. An AC is also known as a farmers' co-op. It is a cooperative where farmers pool their resources in certain areas of activity. A broad typology of ACs distinguish between agricultural service cooperatives which provide various services to individual farming members and agricultural production cooperatives where production resources (land and machinery etc) are pooled with members' farming jointly(wikipedia, 2015).

According to Szabó(2006) the cooperative is a user-owned and user-controlled business that distributes benefits on the basis of use. There are three main links between the members and the cooperative which are the product, the capital and the democratic power structure. A cooperative is an autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly-owned and democratically-controlled enterprise based on the one person one vote principle. Among them, worker and social cooperatives are owned and controlled by the enterprise staff(WCM, 2013).

Based on my experience when working with cooperatives in Cambodia, I would give the definition of a cooperative as 'a business enterprise formed for improving the socioeconomic status of small-hold producers(farmers)'. In summary using the above definition an AC is a private organization or enterprise formed for the purpose of improving economic livelihood small-hold agricultural producers through promoting agricultural technology, product price negotiation, market information sharing and linking to other government and development agencies for further support.

A unique character of a cooperative businesses is: firstly, cooperatives have owned democratically managed membership, members use cooperative services or buy goods from the cooperatives itself. There is non-involvement of outside investors. The board of director, policies for operation are selected and decided by members within a one-vote principle regardless of the investment size of each cooperative member. Secondly, the cooperative was a non-profit mobilization which seek to satisfy members in terms of affordability, quality of goods and services. Surplus income is equally shared with members based on their investment's share within cooperative. Thirdly, the tax payments are expended by the cooperative and extra revenue is returned to the cooperative members.

The purpose of forming ACs is for increasing income of cooperative members, reducing the production costs and decreasing the internal information costs, to aid in better information sharing amongst members, and for other economic, social and political reason(Szábo, 2006); to reduce poverty, increase employment and empower marginalized groups(Samian et al, 2015); to improve bargaining power, to obtain quality products and services, to create new and expand existing market opportunities and improve quality products and services(United States Department of Agriculture Rural Development, 2011).

2.2. Previous research on AC

Through the development of cooperative businesses various studies have been conducted and have used different theoretical perspectives such as the property rights theory and corporate governance theory(Matabi, 2012).

The property rights and agency theories have been so far used to express that the cooperative is that the cooperative firms are uncertain to business conditions. Referred to Alchian & Demsetz (1972), Jensen & Meckling(1979) and Fama & Jensen(1983) refer to cooperatives as businesses that are not efficient because of owners

(members) having unclearly definitions of property rights in the cooperative firms. When inefficient control of members set in the finance used in the organization become ineffective resulting in the problem of equity raising etc(Alchian & Demsetz, 1972; Jensen & Meckling, 1979; Fama & Jensen, 1983).

Corporate governance refers to the management of interrelationships among corporate stake-holders. The corporate governance theory emerged from the evolution of economic and democratic philosophies (Lashgari, 2004). Corporate governance broadly refers to the mechanisms, processes and relations by which corporations are controlled and directed. Governance structures identify the distribution of rights and responsibilities among different participants in the corporation(such as the board of directors, managers, shareholders, creditors, auditors, regulators and other stake-holders) and include the rules and procedures for making decisions in corporate affairs. Corporate governance includes the processes through which corporation objectives are set and pursued in the context of the social, regulatory and market environments. Governance mechanisms include monitoring the actions, policies and decisions of corporations and their agents.

And There is a previous research about the impact of the AC on Community Development. Specially this research reviewed a case of Korea and Cambodia.

According to Burmeister, Ranis, & Wang(2001) forming cooperatives looked at increasing agricultural productivity and the improvement of socio-economic status among Korean farmers for balancing the national development(Burmeister, Ranis, & Wang, 2001). Farmers in the early 1960s were very poor had limited resources and small farm sizes about 0.9 hectares per household, so the development efforts need to be carefully planned. In order to effective use resources the Korean government introduced multipurpose AC systems that were comprised of mutual credit schemes, banking, marketing, input supplies, transportation, agricultural extension and other social and cultural activities. There were about 2 million farmer members benefitting from the ACs. The ACs functioned as a Korean rural development agency and provided diversified business and service activities. There were more than 800 bank branches and over 600 business centers were established and run under the umbrella of the NACF. With farmer trust, the total bank deposited increased to US\$160 billion. The Korean ACs have a huge contribution to the rural and national economic development. These ACs were established on the basis of small-scale farming and were influenced by government policies. The linkage between farm households and ACs have to date significantly transformed rural agricultural communities.

The Cambodia AC give an impact to community development. Theng, Kao, Nou, & Sum(2010) argued that the Cambodian ACs played a key role in rural financial services by provided farmers with lower interest financial services as compared to money lenders. These ACs immensely contributed to poverty reduction. The ACs and farmer groups supported its members in terms of credit, efforts savings, agricultural input provision(seed, fertilizer, chemical pesticides, farming tools etc.) and also with farming techniques and market access for its members. The ACs and producer groups paved away for NGOs and the Cambodian government to access and support small-holder farmers to improve food security and livelihoods. Additionally with the establishment of ACs, farmers were allowed to independently operate rural development activities. The members of cooperative began to diversify crops based on their location and living conditions. The main production of ACs in Cambodia saw greater yields of rice, maize, soybeans, mung-bean, sesame, cassava, rubber and banana being produced. The AC statistics(2006) showed that the total cultivated areas(10,202 hectares) were divided into wet season rice 4,839 hectares, organic rice 1,582 hectares, maize 808 hectares, sesame and bean 372 hectares, banana 45 hectares, field crops(citrus, yam, peanuts, sweet potatoes and cassava) 2,056 hectares and rubber 500 hectares. The production in 2006 saw 9,678 tons of wet season rice, 3,677 tons of organic rice, 252 tons of beans, 151 tons of sesame, 450 tons of banana, and 600 tons of rubber being produced(MAFF, 2006).

3. Overview of ACs in Korea and Cambodia

3.1. AC in Korea

3.1.1. Evolution of AC in Korea

The cooperative movement has a long history in the Korean society. For the purpose of farming activities, since 30 B.C various farmer's

groups, such as the groups Dure2), Pumasi3), Kye, and Hangyack were formed by farmers and they are similar existing organizations in rural areas in South Korea. Based on the common interests, people joined together to create a farmer associations or organizations for the purpose of mutual help or assistance. This system was a great contribution to farmers because the farm works were done without hiring extra labor force. The first financial association which can be considered as a modern cooperative organization was established in Kwang-ju in 1907 for the purpose of supporting small-holder farmers(Choi, 2006; Yun, 1987). Moving towards industrialization, the agricultural associations in the 1920 was established in each Gun by the government general of the Chosun dynasty. To support the creation of agricultural associations, Korean government designed and promulgated the Agricultural Association Act in 1926 for forming farmer associations for the purpose of improving farmers' welfare, for advice and encouraging farmers, conducting research and monitoring agriculture and assisting the administrative institutions. The evolution of the Korean ACs are divided into 7 stages: Organization of ACs(1961-1968), Restructuring of Cooperatives(2969-1974), Expansion in Cooperative Businesses(1975-1980), Strengthening the Cooperative Managements (1981-1987), Democratization and Autonomy(1988-1993),

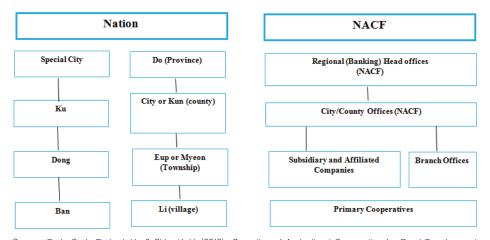
Expansion and Growth(1995-1999) and the Business Integration (2000-present) (Choi, 2006).

3.1.2. Governance System of Korean ACs

Korean ACs were divided into five categories, namely the Regional ACs, Orchard and Horticultural Cooperatives, Regional Livestock Cooperatives, and also Livestock Cooperatives of each Livestock Type, and Ginseng Cooperatives. The multipurpose cooperatives generally dealt with purchases, sales, credit and mutual aid. The specialized ACs(Orchard and Horticulture, Ginseng, each Type of Livestock Cooperatives) and Regional Cooperatives.

The National AC federation(NACF) was established to be a business federation of member cooperatives and the top representative for all ACs. The ACs were organized and followed the governmental administrative zones(Do(Ξ), Si(λ |) and Gun($\overline{\omega}$), Eup($\frac{\circ}{\Xi}$) and Myeon($\underline{\Xi}$), and Ri($\underline{\Xi}$) and Dong($\underline{\Xi}$))⁴), indicates in <Figure 1>.

The NACF was established by integrating the ACs in South Korea. It had a local head office in each Si and Do and branch offices in each Si and Gun. The members of cooperatives were



(Figure 1) Governance System of ACs in South Korea

Source: Park, S. J., Park, J. K., & Shin, K. Y. (2012). Operation of Agricultural Cooperative for Rural Development. Seoul: Ministry of Strategy and Finance, Republic of Korea.

²⁾ Dure referred to the village working groups where villagers' men(aged 16 to 56 years old) of each family participated in transplanting rice or in weeding farms; harvest.

³⁾ Pumasi focused on labor exchange among people in the community. It also encompassed the exchanged of food, gifts and social obligations etc.

⁴⁾ The Ri and Dong were a village unit. The Eup and Myeon(about 25 villages) comprised a plurality of villages and placed under an administrative institution. The Si and Gun were a basic municipality. One Gun comprised about 10 Eup and Myeons. Si and Do's were a unit of the metropolitan municipality. Eight Do's equaled to one metropolitan city and six mega-cities in Korea.

also located in each Eup and Myeon. The credit business included members, policy loans and mutual aid of the ACs in Korea were under the NACF.

There were two different functions of creditbusiness: the NACF operated banks for ordinary people and the member cooperatives performed as mutual credit schemes financial transactions among members.

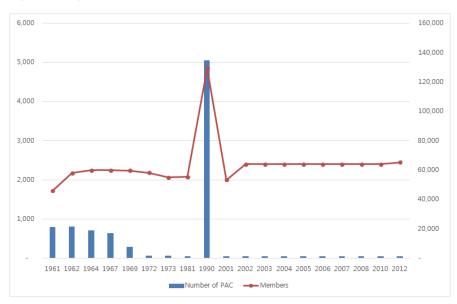
The integration of financial banks and cooperative finance into an AC system was a characteristic of the ACK system itself. The NACF office was the main support of mutual aid in the business sector and the cooperative members were agents(Park, Park, & Shin, 2012).

3.1.3. Development of ACs in South Korea

Korean ACs functioned as credit and agricultural development agents and were merged into multipurpose ACs in 1961. The Ri and Dong ACs were combined into national primary ACs located at the Eup and Myeon levels in 1972.

The integration of cooperatives gradually decreased the number of ACs operating in isolation. The rapid growth in ACs(less than 10 years) created duplication of jobs and disputes between the Si and Gun cooperatives as redundancy set in. After the AC Act was endorsed in 1962 representative election rights were lost so the numbers of cooperatives also decreased. The AC systems was democratized in 1988 and the appointment of the Chairman of NACF was done by the president of South Korea. The management of the NACF was also under the government controlled budget. The integration of village cooperatives into township cooperatives were completed in 1973 therefore the number of primary cooperatives dramatically decreased from 21,042 in 1961 to 1,549 in 1973. At the end of 1993 there were 1,360 multipurpose of ACs(with 44 special cooperatives).

More than 90% of Korean farmers participated in the ACs. The NACF installed 9 provincial offices, 6 city offices, 155 county offices, and 506 banking branches throughout South Korea. The total number of officers and staff employed by cooperatives were 64,544(17, 455 NACF staffs). The number of primary cooperatives since 2001 gradually decreased. There was remarkable decreased from 2006(1,223 cooperatives) to 2012(1,165 cooperatives). By late 2010 there were 1,181 ACs with 2,100,000 members under the umbrella of the NACF. There were five ACs: the Regional ACs,



(Figure 2) Progress of ACs 1961-2012

Source: Author reorganized by references:

¹⁾ Park, S. J., Park, J. K., & Shin, K. Y. (2012). *Operation of Agricultural Cooperative for Rural Development*. Seoul: Ministry of Strategy and Finance, Republic of Korea.

National Agricultural Cooperative Federation(NACF). NACF Annual Reports 2001–2012. Seoul; National Agricultural Cooperative Federation.

³⁾ Park, S. J. (2014). Korean agriculture and cooperative. Special Lecture Material in KREI.

Orchard and Horticultural Cooperatives, Regional Livestock Cooperatives, Livestock Cooperatives of each livestock type, and Ginseng Cooperatives(Park, Park, & Shin, 2012).

3.1.4. Business Performance

During the evolution of cooperatives, the South Korea had a small scale economy so cooperatives dominated most business. The main purpose of AC businesses during the 1960-1970's was to increase food grain production and also to reduce high interest loans through opening mutual credit scheme facilities. With savings expansion and strengthen the marketing system led to development of agriculture and increase in farmers' incomes, therefore contributing immensely to socio-cultural welfare in rural communities(Park, 2014).

The ACs played key a role in the agricultural value chain for example collection, transportation inspection, storage, processing, sale and in adjusting prices for farmer product. At the early stages, business performances were not well operated but it was strengthened by the late 1960s. To promote sales' performance, the ACs increased the distribution means in farm places and urban areas and also strengthened the capacity of collectors and sellers of agricultural products. They also joined marketing centers in farm places, expanded information services, improved the quality and packaging of products so the business gradually grew from 14.4 billion won in 1965 to

229.2 billion won in 1975 and 3 trillion and 7.6 billion won in 1990(Park, park, & Shin, 2012).

The main business components of the NACF includes marketing(agricultural product distribution, food grains, fruit, vegetable, livestock and others), the supply of agricultural inputs(fertilizer, agricultural chemicals, machinery, consumer goods and others), livestock(feed production, pork, broiler and milk processing, marketing, farm extension and support), banking, mutual credit and insurance.

The marketing business remained stable during 1999 to 2001. The Korean agriculture sector during this period faced various problems such that of heavy snowfall, competition of domestics against market imported foreign products, animal disease outbreaks(contaminated animals slaughtering) and drought. Over production led to a fall in the price of rice. To compete with these difficulties the NACF developed the 8th agricultural marketing complex that included both the wholesale and retail of agricultural product area in the Daejon metropolitan and also the 33rd Hanaro club as a large-scale discount store in Seoul and expanded the e-business sector as well. As a result, the sales of agricultural products increased from 9,041 million USD in 1999 to 9,611 million USD in 2002. Despite various setbacks the agricultural businesses gradually grew in earnings from 10,940 million USD in 2003 and reached a peak of 14, 341 million USD in 2009. An increase in business volume resulted from the expansion of food marking channels

(Table 1) Business Performance of the Korean ACs 1999-2010 (Million US\$)

Year	Marketing	Supply	Livestock	Banking (NACF)	Cooperative Banking (member coops)	Mutual credit	Insurance
1999	9,041	2,915	686	62,100		82,898	12,350
2000	8,831	3,242	588	78,662		100,047	16,102
2001	8,795	2,155	167	85,757		103,636	19,119
2002	9,611	2,330	177	100,150		127,413	23,454
2003	10,940	2,613	160	113,362		143,743	23,758
2004	12,881	3,409	219	144,919		185,432	25,696
2005	14,865	3,787	1,652	164,657		213,175	25,778
2006	14,190	2,466	1,844	174,011		222,670	27,616
2007	16,776	4,777	2,353	224,231	270,819		35,378
2008	14,686	4,430	2,118	195,851	223,530		28,903
2009	14,341	24,070	1,896	215,621	262,828		33,077
2010	4,086	5,900	2,873	218,030		289,908	37,595

Source: Author reorganized by references: National Agricultural Cooperative Federation(NACF). NACF Annual Reports 2001–2012. Seoul; National Agricultural Cooperative Federation

in urban areas that linking directly, producers and customers(three wholesale and retail markets were opened in Dalsung, Moko and Suwon areas in South Korea). The introduction of the NongHyup e-shopping, an increase in the number of rice processing complexes(200 rice processing complex existed and 25 more were to be established), promotion of rice consumption. Also building of sisterhood systems by linking urban and rural areas, linking farmers and retailers in South Korea, the creation of processing centers near to farms and expanding into international market were seen as opportunities. There were 2,197 Hanaro-marts and larger agri-market centers were operated by the NACF and it was also supported by retail stores and supermarkets across South Korea.

The supply volume in terms of business performance was stable during 1999 to 2003. The supply business was also associated with marketing activities.

And AC expand their business scope to mutual credit and insurance business. Mutual credit business gradually increased its earnings from 82,898 million USD in 1999 to 289,908 million USD(3 time increased) in 2010. Insurance business volumes dramatically increased from 12,350 million USD in 1999 to 37,595 million USD in 2010. The main services included life-insurance, medical care and crop insurance. The NACF insurance scheme in 2004 was the fourth largest premium of 25 domestic life insurers providing insurance scheme with total assets worth KRW 21.1 trillion. The business volume in 2006 was KRW 7.27 trillion and an asset coverage of KRW 22.43 trillion. The biggest open information technology system in the world was adopted into this very insurance business in South Korea.

3.2. ACs in Cambodia

3.2.1. Background of the Cambodian ACs

The ACs in Cambodia had been originally formed by villagers for the purpose of farm co-working and mutual credit. There were 512 ACs formed during the 1950s and 1960s. These cooperatives were controlled and administratively supported by the Royal Office of Cooperatives Cambodia and they were supervised by the

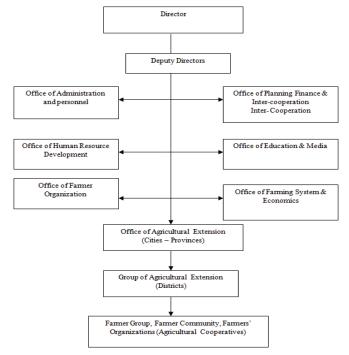
Cambodian Ministry of Agriculture. This period saw 13 provincial credit cooperatives, 390 multipurpose ACs, 55 consumer cooperatives, 14 specialized cooperatives(e.g. rice, cotton, tobacco), and 40 school cooperatives. The trade turnover of ACs was 13 million USD in 1965.

During the regime of the Democratic Kampuchea (1975-1979) all of the ACs were converted into 'Popular Communes' for collective labor force and major activities were led by the socio-political objectives of the government(Heifer central Organization, 2012). The collective cooperatives in the 1980s were transformed into 'Solidarity Groups' for recovering the agricultural production and for using the remaining resources left after the collapsed of the Democratic Kampuchea regime(Ngin, 2008). After a long inactive period in 2001 a Royal Decree addressing the AC function was designed and passed by the Royal Government of Cambodia. The Ministry of Agriculture, Forestry and Fisheries(MAFF) in 2003 implemented the Royal Degree and functions of the AC operations in Cambodia. The main businesses function of Cambodian ACs were the provision of credit, supply, marketing and farm technical support activities. There were 61 ACs were established and technically supported by the MAFF, International Cooperative Alliance(ICA) and other related institutions(MAFF, 2007).

The farmer organizations in Cambodia were categorized into five groups namely the farmer groups, associations, communities, cooperatives and federations. The establishment of these groups were mainly for bargaining for the price of agricultural products and mutual credit schemes and looked at better bargaining power for the AC members. There were 13,017 farmer organizations (60 % of these groups were formed after 2000) (Ngin, 2008).

3.2.2. Governance System of AC in Cambodia

The management system is divided into three levels such as the central governance it refers to the department of rural development which works at the national level of the MAFF. The provincial governance refers to office of the agricultural extension and operational committees of the ACs.



(Figure 3) National Supporting System of the Cambodian AC

Source: Ministry of Agriculture, Forestry and Fisheries, Cambodia(MAFF). (2006). Department of Agricultural Extension Office of Farmers' Organization Annual Report 2006. Updated June 2014, Unpublished.

First central governance is in charge of design policies, bylaws and regulation and submissions to the MAFF for approval and dissemination of these policies to the Provincial Department of Agriculture, Forestry and Fishery(PDAFF) and the district department of agriculture, NGOs, concerned institutions, ACs and the farmers' groups.

Second Provincial Office of the Agricultural Extension(PDAE) which works closely with developmental agencies in providing technical support in term of forming processes, monitoring, technical support extension to business for operations and governance, and for timely reporting to relevant institutions.

Third Farmer Cooperatives(Farmer's Organization) refer to the cooperative support units. This institution functioned as a distributor of legislative documents such as policies, bylaws, Royal Decrees, information and further, provided capacity building in term of strengthening the administration, management and agricultural technical skills to ACs and to concerned government officials throughout the country.

3.2.3. Structure of the ACs in Cambodia

To describe the management system of the Cambodian ACs the corporate governance theory is resorted to corporate governance refers to the management of interrelationships among corporate stake-holders. It broadly refers to the mechanisms, processes and relations by which corporations are controlled and directed. Governance structures were identified through the distribution of rights and responsibilities among different participants in the corporation(such as the board of directors, managers, shareholders, creditors, auditors, regulators, and other stake-holders) and it includes the rules and procedures for making decisions in corporate affairs.

The Cambodian ACs follow a democratic pattern through the integrated governance system. The members have a right to choose operational committees and businesses but the result is ultimately based on majority preference. The ACs generally operated under four main businesses such as credit, supply, marketing, information and education. The management system is composed of the board of directors, board of auditors, manager and supervisory committee.

General Meeting

Board of Directors

Board of Auditors

Manager

Manager

Credit Supply Marketing Information and Education others

(Figure 4) Organizational Structure of the Cambodian ACs

Source: Ministry of Agriculture, Forestry and Fisheries, Cambodia(MAFF). (2006), Department of Agricultural Extension Office of Farmers' Organization Annual Report 2006, Updated June 2014, Unpublished.

First, the General Meeting refers to the first congress meeting for deciding the establishment of the ACs and the reflection of implemented results. According to the Cooperative Law(the Cooperative Royal Degree NS/PKT/0710/234) when organizing a general meeting for the fiscal year, the ACs need to comply with the following condition: (i) having at least fifteen members or above are of Khmer Nationality(Cambodian), aged minimum 18 years old, currently residing in a specified location in Cambodia, has business types relating to the agricultural sector, and each member needs to have a share in the AC. To organize the fiscal year meeting the cooperative needs to have a clear business type, business plan in relation to the agricultural sector, a list of operational committees, clear advertisement and marketing strategies eg: name, logo and exact address of the cooperative and the drafting of internal regulation within the ACs.

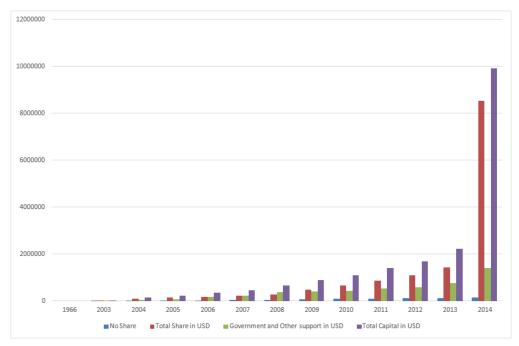
Second, the Board of Director(BoD) who was elected by the cooperative members during the general meeting, and the BoD held onto the position for 5 years. The relatives for example spouse, biological parents, parents-in-law and children were not allowed to join as board members. According to Cambodian Cooperative law, the number of board members were not to be more than 9 persons. At that time one accountant and one secretary were also to be chosen from the members. One board member was appointed as the chairman of the board of directors. The chairman would be in charge of calling for meetings every month, to decide

on the operational activities based on majority member votes and in case of equal votes the chairman has the right to decide the activities. The board of director selected would design and revise some policies and guidelines based on real situations and supervise the cooperative employees.

Third, the Board Auditors who are the internal auditors and are chosen by the members for auditing the implementation of activities in cooperatives. The audit is annually conducted in the ACs. In case of having capital less than 100,000,000 riels(about \$10,000), they do not have board of auditors. The result of the audit needs to be submitted to the board of directors for approval and presented in the general meeting if capital in ACs exceeded this 100,000,000 riels(about US\$10,000).

Fourth, the Manager was chosen under contract and supervised by the board of directors. This person could be appointed from either the member or non-member in the ACs. The responsibility of the manager was to manage daily operational activities and budget of the AC. He/ She would also join in the meetings with the board of directors and other supervisor committee members to reflect and work according to the implementation process.

Finally, Supervisory Committees(SCs) were the permanent internal monitoring body in the ACs. They were elected from the general meetings in a given fiscal year. They would monitor the activities of the board of directors and the manager to ensure accountability of activity implementation process. The SCs was



(Figure 5) Progress of Business Performance in the ACs in Cambodia

Source: Ministry of Agriculture, Forestry and Fisheries, Cambodia(MAFF). (2014). Department of Agricultural Extension Office of Farmers' Organization: Statistic on Agriculture Cooperative, Unpublished

composed of three to five members and they were an independent body. The relatives of the board of directors or persons receiving benefits from the ACs and staff were not allowed to be board members(Agriculture Cooperative law, 2013).

3.2.4. Business Performance

The ACs in Cambodia were multipurpose ACs. The main business functions include mutual credit, agricultural input supply; organic rice farming, rice trading, animal feed production, raising pigs and chicken, animal breeding, mushroom growing, black pepper supply and trading, and handicrafts(Heifer International, 2011). The 3 main sources of Capital include member shares(40%), government support(20%) and other development agency supports(40%). The total of member shares and capital gradually increased since 2003. It was a remarkable capital increased in 2014 due to the government effort of reaching 1 million tons of rice milled export targets in 2015. The value of shares gradually fluctuated and then increased from 2003 (\$5 per share) to 2014(\$61 per share). The increased share value responded to the projected business scope. The total capital also fluctuated then increased from 2003 \$9,014.08)

to 2014(\$9, 909, 491.38) this was because of an increase in the number of ACs in Cambodia.

Current situation and challenges of AC in Cambodia

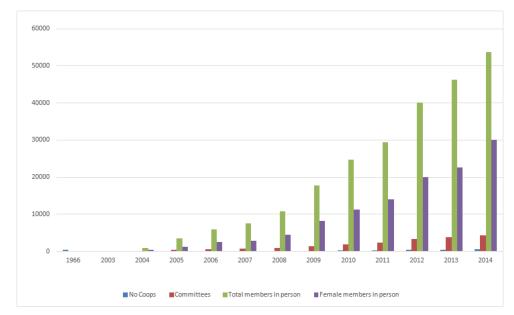
4.1. The Situation of Cambodian ACs

According to the Department of Agricultural Extension Office of the Farmer's Organization (DAEOFO, 2006) the

numbers of ACs during the 1950s to the 1960s were 512 units that were divided into 13 provincial credit cooperatives, 390 multipurpose cooperatives, 55 consumer cooperatives, 14 special cooperatives and 40 school cooperatives.

The number of ACs decreased sharply from 1966 to 2003, from 512 units to 1 unit only due to the collapse of the Regime of the Democratic Kampuchea (Khmer Rouge⁵⁾). There were no reports on the status of ACs from 1979 to 1999.

To once again restart the ACs, the Royal Decree for establishing the ACs were designed by the MAFF and approved by the Royal



(Figure 6) Progress of the ACs in Cambodia 1966-2014

Source: Ministry of Agriculture, Forestry and Fisheries, Cambodia(MAFF). (2014). Department of Agricultural Extension Office of Farmers' Organization: Statistic on Agriculture Cooperative. Unpublished

Government of Cambodia in 2001. The MAFF in 2003 disseminated the AC Laws to the line ministries, departments and concerned institutions. The first AC's(39 members) was formed in Siem Reap province in 2003. The new cooperative was established for the purpose of running shops for supporting programs of the Japan International Cooperation Agency(JICA) and the Siem Reap Provincial Department of Agriculture, Forestry and Fisheries (SPDAFF). The ACs since then gradually grown to 553 units in 2014.

Follow the Cambodian rice export policy(1 million tons of milled rice was export in 2015), interested farmers in livelihood development and businesses(mutual credit, handicraft, souvenir shop, agribusiness, etc.) looked at government and development agencies support, which saws members of ACs sharply increased from 2003(39 members) to 2014(53634 members). The percentage of women involved in the ACs ranged between 39% in 2003 to 50% by 2014(MAFF, 2015).

According to the Heifer International Organization (2011) surveyed two reasons for rapid growth of ACs in Cambodia were

due to implementation of ADMAC's project(Agriculture Development in Mine Affected Areas of Cambodia) in the northern province of Cambodia and the national strategic plan for exporting milled rice which saw 1 million tons of rice exports in 2015. These two programs promoted the establishment of the ACs throughout the country during this period(Heifer International Organization, 2011).

4.2. Government and Private Sector Intervention in the Cambodian ACs

The ACs promoted the social and capital development in rural areas. They also supported with regulating the agricultural product prices, mutual financial support and technical extensions.

According to Ngin(2008) and Heifer International Organization (2011), the Cambodian farmer associations were transformed into ACs. They were mainly formed, technically and financially supported by Non-governmental Organizations(NGOs), for instance Centre d'Etude et de Développement Agricole Cambodgien(CEDAC), Farmer Livelihood Development(FLD), German Technical Cooperation

⁵⁾ Democratic Kampuchea (Khmer Rouge) led by Pol Pot during 1975-1979, Cambodian people were seriously forced to work on- and off-farms without paying or given enough food to eat. The Cambodian's called this regime 'Year Zero' because no rights, no religious and school systems and people were killed every day. About 2.2 million innocent Cambodian was killed during this period.

Agency(GTZ) etc. Only a few of them were formed and supported by the government and private sectors such as British American Tobacco and the CP Cambodian Company LTD. Most of them weren't legally registered with capable leadership, so there was difficulty to access government and other credit institutional services(Ngin, 2008 and Heifer International Organization, 2011).

In supporting rural development strategies the Royal government drafted the local association and NGO's law in 1996 and approved the Royal Decree to establishment the functions of AC in 2003 and Prakas(Edict) on AC model bylaws in 2003. Following the new AC law, to ensure the forming process of ACs, the private sector and NGOs needed to seek technical support from PDAFF to support in establishing process. Since 1998 the CEDAC supported with establishment of 1,017 farmer' associations (27,500 households) in 11 provinces of Cambodia. The main purpose of creating farmer's associations was to promote mutual help, solidarity and cooperation among villagers to develop agricultural ecosystems, to manage natural resource, facilitate community development and run agricultural businesses(Ngin, 2008). With technical and financial support from the Agriculteurs Français pour le Dévelopement International(AFDI) and technical support from Provincial Department of Agriculture, Forestry and Fisheries(PDAFF), the CEDAC established two pilot ACs in Takeo province in 2008. The main business in these cooperatives dealt with paddy rice trading(collecting, processing and selling the final product to customers). By experience the CEDAC transformed these cooperatives into organic rice ACs and made a contract with producers in targeted areas(Heifer International Organization, 2011).

According to Theng, Keo, Nou, & Sum(2014), there were two actors involved in the cooperative business. The NGOs provided financial support with the forming process, networking and business capital and the PDAFF provided technical support in terms of legal documentation, leadership capabilities, agricultural techniques, marketing and business management, and operational monitoring. As the NGO's programs were short duration the PDAFF continually followed up the activities and linked the established cooperatives to local and international market and other development agencies for further funding. The PDAFF further provided market assistance by organizing the meetings between traders and producers to bargain for prices, to prepare the production plan and to reduce exploitation

of prices from intermediaries. The private sector or commercial companies had an immense impact on AC development in terms of business partners, such as supply inputs, credit and purchasing products from ACs through contract farming.

4.3. The Challenge of ACs in Cambodia

According to MAFF(2006), the Cambodian ACs currently faced various kinds of problems, such as inefficient capacity of leaders and limited membership, lack of capital for running businesses, for example, mutual credit, product processing and packaging, difficulty in accessing loans from banks or micro finance institutions and annual interest rates of loan was very high (36-60% per year), limited capacity of responsible staff who worked closely with the ACs(MAFF, 2006). Theng, Keo, Nou, & Sum(2014) argued that the Cambodian ACs faced various challenges such as with governance systems, establishment of AC, business issues, illiteracy, sporadic participation and mistrust among members.

The governance system: the government support actually improved the AC functions and business scope. From the NGO side, the cooperatives received huge supports from NGOs in terms of capacity building, management, capital, marking and agricultural skills. The support from both agencies significantly impacted on the AC development but the governance system seemed to be influenced by these institutions. After the NGO supporting programs ended, the cooperatives tried to access other NGOs and the government for getting support to sustain their operations. As a result the Cambodian ACs could not survive independently and began disappearing after the phase out of supporting agencies.

Establishment: The farmers who live in AC areas may not understand what was cooperatives are and sometimes they do not know that ACs are established in their village. Additionally, they hesitate to join in cooperative activities due to bitter experience in past failure cases. The registration fee and high value of shares is a deterrent for farmer to participate in the cooperatives, especially for poor farmers. Even the Royal Decree was designed and stated clear timeframes, despite the process of cooperative registration being complicated and time consuming. Starting up ACs and getting members to participate in meetings is a huge task itself.

Business issue: despite the business progress, the ACs faced

various constraints such as the shortage of credit capital, lack of adequate farmland, poor production structure, lack of external support for accessing information and services, poor leadership, limited planning capacity and the lack of networking. The majority of members expressed that the ACs formed the saving scheme for collecting money to invest in agricultural production, but the amount of money loaned to members were not enough to do farming. Some ACs cooperated with the traders and agencies for loaning agricultural inputs (equipment, fertilizer, seed, livestock, pesticide, etc.) to members and collected it right back after the harvest. Many members accessed loans from microfinances or banks with high interest rates for farm investment, lack of technology and without market assistance the price of agricultural products fluctuated, they could not return loans and became debtors overnight. As a result, the members became poorer and poorer.

Illiteracy: one of the most critical issues faced was a limited capacity of human resources. The ACs were formed in rural areas where literacy was low, so they faced challenges such as limited leadership and book keeping skills, lack of financial management and communication and limited planning skills. The development agencies and provincial governments described that it was very difficult to lead and educate the members of ACs because they could not read or write well. These issues led to mistrust between members and management committees as they did not understand the legal framework, functions and operations within ACs, especially in relation to financial recording.

Sporadic participation: the members had a low participation level(irregularly presence during meetings and late money deposits) for AC activities. These issues were caused due to three reasons: firstly, the members who had more debt owed to the ACs avoid taking responsibility in cooperative activities. Secondly, some members were so busy in their businesses which were far from the cooperatives, so they did not have time to involve with AC activities. Thirdly, the leaders wanted to balance between cooperative rules and tolerance when some members didn't follow the enforcement rule. The agricultural activities(vegetable growing, livestock raising, etc.) needed more contribution from members in terms of time allocation and efforts to achieve results. The issues observed generally related to unequal benefit distribution, jealousy and mistrust between AC members and leaders.

Agricultural techniques and marketing: the agricultural techniques provided to members were inapplicable in targeted areas due to lack of inputs and facilities. The trainings mainly provided based and lacked field demonstrations. Despite members learning these skills, still they were not able to manage livestock farming, particularly chicken and pig rearing in the Cambodian context. The application of animal disease controls were almost failures in targeted areas. The vegetable cultivations were destroyed by insects and diseases, therefore the yield didn't improve. Lack of marketing assistance pushed growers to stop their production.

Mistrust: the member's trust is most important for operating and sustaining the ACs. Poor human resource and leadership skills created mistrust with many Cambodian ACs. Improper financial record keeping, nepotism and poor management led to jealousy and mistrust between members and leaders. While being supported by NGO's and government, the AC's performed well but after NGO's and government ceased giving help the performance of AC's lowered and mistrust set in.

5. Development of AC in Cambodia

5.1. Lessons from Korea experiences

The ACs in Korea are multipurpose in nature and are owned by the government and these ACs were used as a development strategy for rural and agricultural development, and they were formed based on the sustainable development strategy. As the government directly managed the businesses and other operations, such as budgetary allocations, close monitoring of cooperative activities, active member's participation, therefore the ACKs progressed rapidly in term of membership and business scope, thereby having a huge contribution towards rural development in South Korea. The strong linkage between the NACF and primary cooperative located in each Korean local government administration system($\text{Do}(\Xi)$, $\text{Si}(\lambda)$) & Gun($\overline{\Xi}$), Eup($\frac{c}{\Xi}$) & Myeon(Ξ), Ri(Ξ) & Dong(Ξ)) had created the foundation for a good management system of ACKs.

In contrary, the Cambodian ACs were formed and managed by NGOs and private sectors for the purpose of implementing the agencies own programs. With a short program period, a lack of budget and human resources, ununiformed market systems, sporadic participation of cooperative members and lack of monitoring from the government side, the progress of cooperatives were shown to be very slow and businesses were small in comparison. The governance systems were still limited due to a lack of capacity in operational committees which additionally depended on support from government and developmental agencies. As a result, some ACs ceased to exist in a period of one or two years after the completion of the agencies projects.

5.2. Recommendation

The ACK development model is effective for improving rural development in areas where majority of the population depend on agriculture for production of food consumption and household income generation. The management structures and clear business plans helped shape the ACs and in turn contributed to the South Korean economic development. The current situation in Cambodia are 80% of the population live in rural areas and are dependent on agriculture and livestock for food consumption and household income generation. Weaknesses in market systems(unsteady price returns for farmers and trader's collusion) is taking place.

Based Korean experiences, I would proposed the following recommendations:

- The Cambodian government should strengthen the cooperative business's operation and management system and the Cambodian ACs should be integrated into the Agricultural Cooperative Federation(ACF)
- The Cooperative management and operations should be transferred to under the governments direct control
- The Ministry of Agriculture, especially the Department of Agricultural Extension should strengthen the management and monitoring system in order to update the progress and update on timely support to ACs at community level
- The PDAFF should have annual strategic plans to strengthen capacities of cooperative committees in term of management, leadership and business initiatives
- To promote the AC businesses, the Cambodian government should guarantee standard agricultural market prices and provide budgetary supports to ACs

The meetings between cooperatives(producer) and traders (buyer) should be annually organized in order to resolve problems of collusion and to promote better agricultural practices.

For the future development of AC in Cambodia this recommendations based on lessons from Korea AC will give a message to government and NGO. Rural Development always related with farmer's life. To live well in rural area provide effective mechanism to income increase. To development of AC in Cambodia is future of rural development.

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