

OPERATION EVALUATION

Cambodia: CP 200202

A Mid-Term Evaluation of WFP's Country Programme 2011-2016

Evaluation Report

June 2014

Evaluation Team: Sheila Reed, Team Leader and Nutrition Specialist, Jean-Pierre Silvéreano-Vélis, Education Specialist, and Sovith Sin, Agricultural Specialist

Evaluation Manager: Martin Fisher

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Sheila Reed, Jean-Pierre Silvéreano-Vélis and Sovith Sin

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Evaluation Management

Evaluation Manager: Martin Fisher, the KonTerra Group

Evaluation Focal Point, WFP: Julie Thoulouzan, OEV

Operation Evaluations Project Manager: Claire Conan, WFP

Table of Contents

i. Operational Factsheet - Cambodia	iv
ii. Operational Maps of Cambodia.....	vi
Executive Summary	vii
1. Introduction	1
1.1. Evaluation Features	1
1.2. Cambodia Country Context	2
1.3. WFP's Cambodia Operation Overview	5
2. Evaluation Findings	8
2.1.Appropriateness of the Operation.....	8
2.2.Results of the Operation	22
2.3.Factors Affecting Results	34
3. Conclusions and Recommendations	39
3.1. Overall Assessment of Cambodia Country Programme 200202	39
3.2. Recommendations	42
Annex 1: Terms of Reference	47
Annex 2: Evaluation Work Plan and People Met	61
Annex 3: Acronyms and abbreviations	66
Annex 4: Documents Consulted	68
Annex 5: Evaluation approach and methodology.....	71
Annex 6: Evaluation Matrix.....	74

List of Tables

Table 1: Achieved vs planned proportion of total food inputs, by component	5
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List of Figures

Figure 1: Budgets against cumulative income, CP 200202, 2011-2013 (in US\$ m).....	8
Figure 2: Beneficiaries For School Meals	23
Figure 3: Commodity distribution, school meals	23
Figure 4: Beneficiaries of food and cash scholarships, 2011-2013	24
Figure 5: Breakdown and number of food and cash scholarship beneficiaries	24
Figure 6: Beneficiaries of nutrition intervention.....	26
Figure 7: Commodity distribution, nutrition.....	27
Figure 8: MCHN Kvav Commune Growth Monitoring Report	28
Figure 9: Participants, PALS.....	29
Figure 10: Commodity distribution for PALS (in mt).....	30
Figure 11: Use of WFP cash.....	31
Figure 12: Asset production, actual against planned, 2012-2013.....	32

i. OPERATIONAL FACTSHEET CAMBODIA			
Type/Number /Title	CAMBODIA CP 200202		
Approval	The operation was approved by the Executive Board in June 2011		
Amendments	<p>There have been four amendments to the initial project document:</p> <p>BR1: Increase direct support costs (DSC) by US\$2.3 million (Sept. 11).</p> <p>BR2: Increased DSC requirements to cover additional staffing and operational costs, resulting in a total increase of WFP costs by US\$1.9 million (Feb. 12)</p> <p>BR3: Introduced a cash pilot under the Productive Assets and Livelihoods Support (PALS) component for a total value of US\$1.1 million (beneficiaries originally expected to receive in-kind food will receive cash/voucher transfers) (Nov. 12).</p> <p>BR4: Increased DSC requirements by US\$2.6 million to cover additional staffing and operational costs (Apr. 13).</p>		
Duration	<u>Initial:</u> 5 years (01 July 2011 to 30 June 2016)	<u>Revised:</u> N/A	
Planned beneficiaries	<u>Initial:</u> 2,836,380	<u>Revised:</u> N/A	
Planned food requirements	<u>Initial:</u> 137,586 mt of food commodities Cash and vouchers: US\$2.9 m	<u>Revised:</u> 135,392 mt of food commodities Cash and vouchers: US\$4 million	
US\$ requirements	<u>Initial:</u> US\$131.9 million	<u>Revised:</u> US\$141.9 million	
OBJECTIVES and ACTIVITIES			
	Strategic Objectives*	Operation specific objectives	Activities
MDG 1,2,3,4,5,6, and 7 Outcomes 1, 2 and 5 of the United Nations Development Assistance Framework (UNDAF) 2011–2015	<i>Strategic Objective 2:</i> Prevent acute hunger and invest in disaster preparedness and mitigation measures	Hazard risk reduced at community level in targeted communities Adequate food consumption over assistance period for targeted households at risk of falling into acute hunger	- Combination of food for assets (FFA) and targeted vulnerable group feeding (VGF)
	<i>Strategic Objective 4:</i> Reduce chronic hunger and under-nutrition	Increase access to education and human capital development in assisted schools Increase right-age enrolment in assisted schools	- Preventive Supplementary Feeding and Maternal and Child Health and Nutrition (MCHN) - School feeding, food and cash scholarships
	<i>Strategic Objective 5:</i> Strengthen the capacities of countries to reduce hunger including through hand-over strategies and local purchase	Broader national policy frameworks incorporated hunger solutions Delivery models nationally owned with WFP capacity development support	- VAM activities: Small Area Estimation (SME), IDPoor Atlas, Quarterly Bulletin, decentralized PALS data - CMAM pilot - Cash Transfer programme - PLHIV/OVC

* As per WFP Global Strategic Plan (2008-2013)

PARTNERS

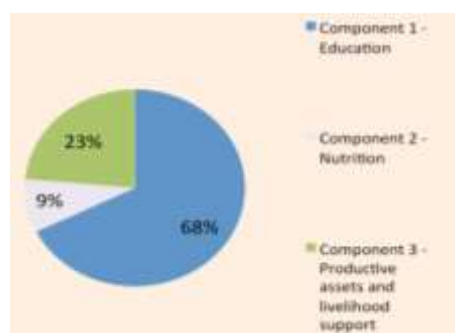
Royal Government of Cambodia	Ministry of Education, Youth and Sport (MoEYS), Ministry of Health (MoH), Ministry of Rural Development (MRD), National Committee for Sub-National Democratic Development (NCDD) and Sub-National Administration (incl. Commune Councils and Districts), Council for Agricultural and Rural Development (CARD), National Committee for Disaster Management (NCDM)
United Nations	FAO, UNAIDS, UNICEF, WHO, World Bank
NGOs	AMK, CARE, Education Partnership, For the Smile of a Child, Kampuchean Action for Primary Education (KAPE), Plan International Cambodia, Samaritan's Purse, School Aid Japan, World Vision, Caritas Cambodia, Khana, RACHA

RESOURCES (INPUTS)

Contributions received (as at 02 June 2014): US\$72.92 million Coverage against appeal (to date): 50.6%	Top 5 donors: USA (32% of total donations) US\$23.01 million Multilateral (24%) US\$17.41 million Cambodia (8.5%) US\$6.14 million Australia (8.08%) US\$5.83 million Canada (5.4%) US\$3.91 million
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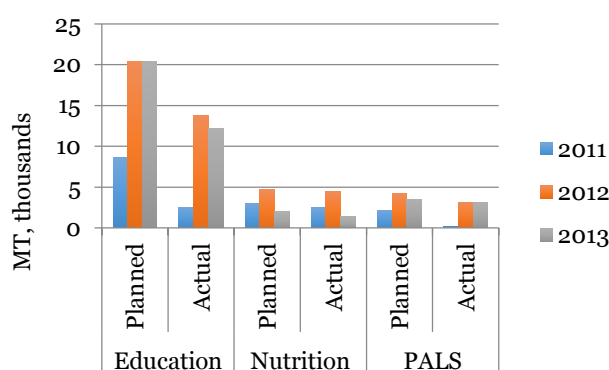
OUTPUTS

Planned breakdown by component



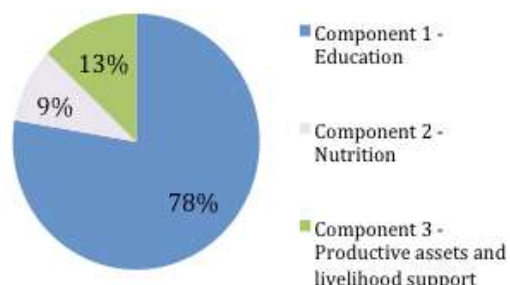
Source: WFP Terms of Reference

Food commodities distributed by component (planned vs actual in MT, years 2011-2013)



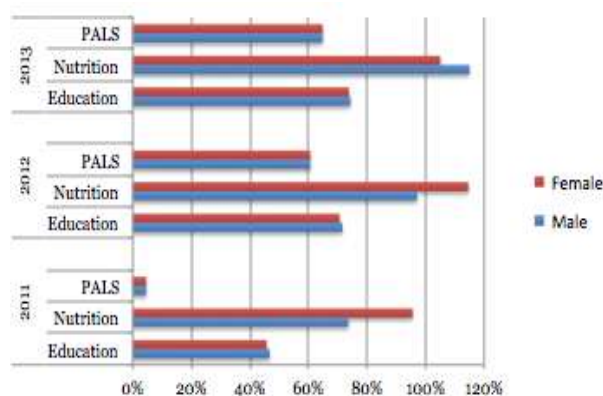
Source: WFP SPR 2013

Planned breakdown of food requirements



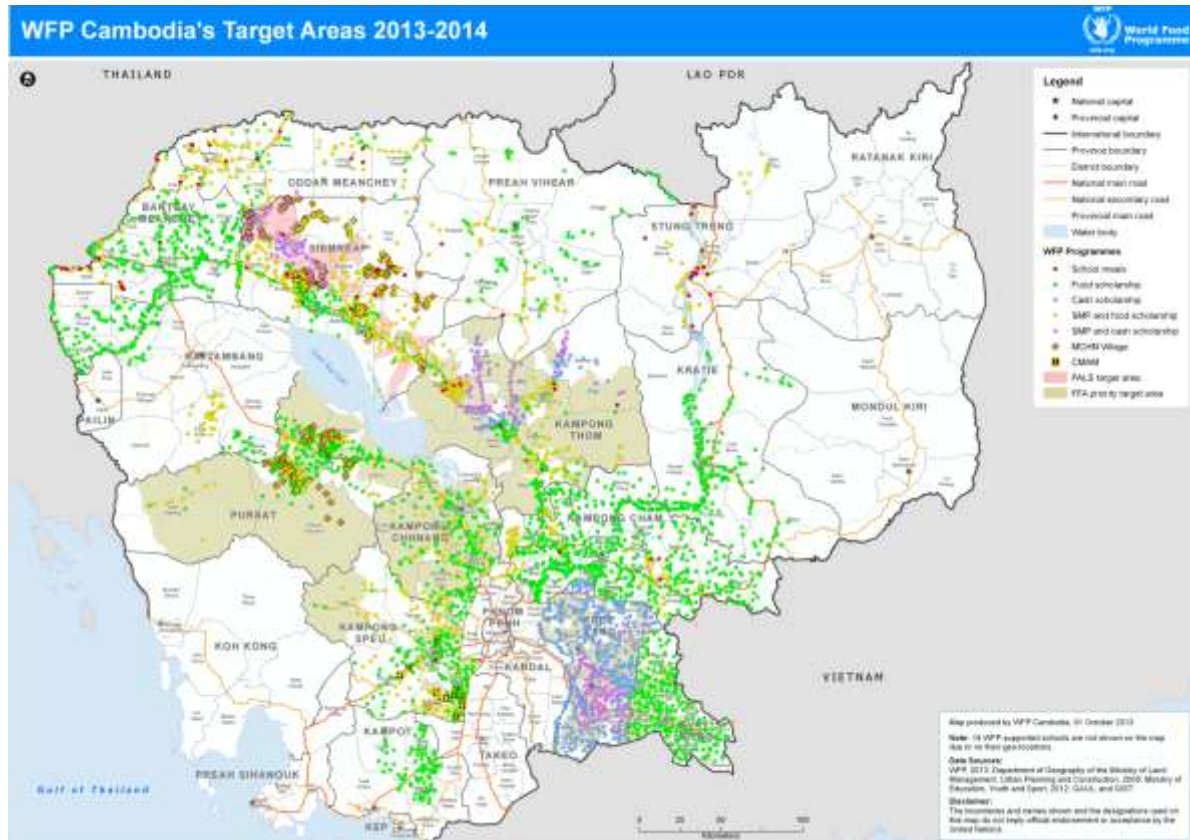
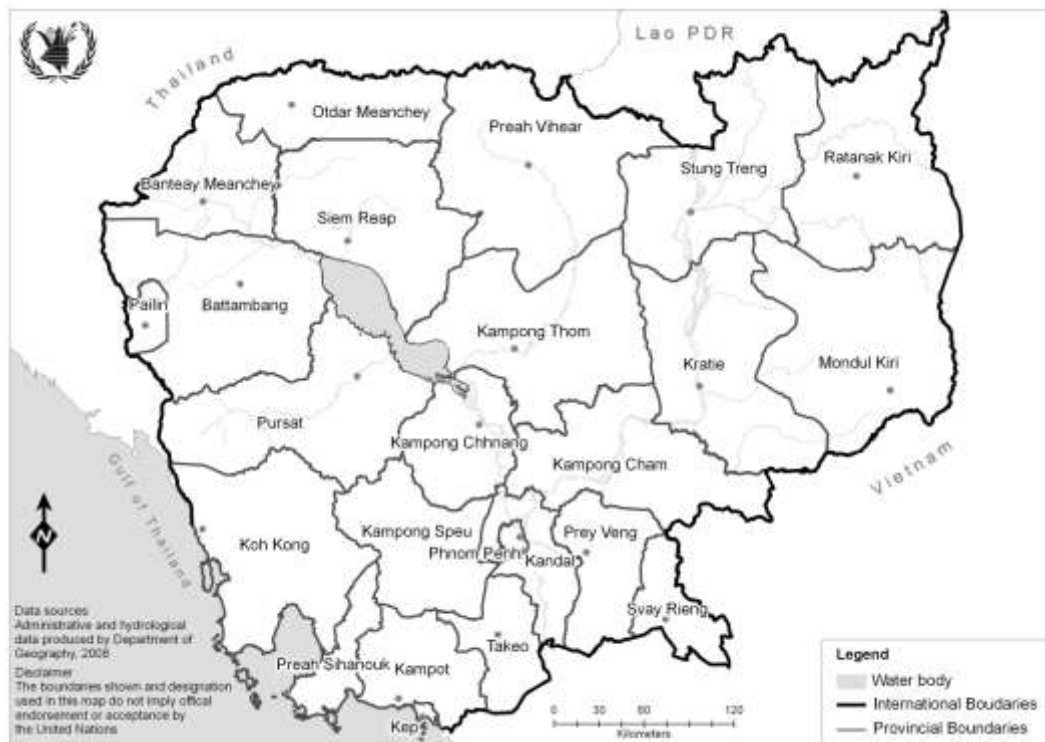
Source: WFP Terms of Reference

Beneficiaries reached by component (as percentage of planned, 2011-2013)



Source: WFP SPR 2013

ii. Operational Maps of Cambodia



Executive Summary

1. The World Food Programme (WFP) commissioned this independent, mid-term evaluation of its Country Programme in Cambodia, CP 200202 (2011-2016). It is intended to assess the performance and results of the programme (accountability); and to draw lessons to allow the Country Office (CO) to improve operations design and implementation (learning). Key users of the evaluation include the Royal Government of Cambodia ministries and coordinating bodies, United Nations and other operating partners, donors and private sector actors.

Introduction

2. The WFP has operated in Cambodia since 1979 and numerous Government ministries, particularly the Ministries of Health (MoH), Education, Youth and Sport (MoEYS), Rural Development (MRD), the National Committee for Sub-National Democratic Development (NCDD), the National Committee for Disaster Management (NCDM), and the Council for Agricultural and Rural Development (CARD), have collaborated on the CP. The main objectives are to support and strengthen the food and nutrition security of the most vulnerable households and communities in order to build long-term social capital and physical assets; and to build models and strengthen capacities that promote the development of sustainable national food security systems.

3. Through the CP, WFP aims to transition from implementer to enabler of national ownership and capacity. The CP's three components centred on food based safety nets in the sectors of **education** (School Meals Programme (SMP) and food and cash scholarships), **nutrition** (Mother and Child Health and Nutrition (MCHN), a pilot moderate acute malnutrition intervention (CMAM), research support, and support to people living with HIV (PLHIV) and orphans and vulnerable children (OVC)), and **Productive Asset and Livelihood Support** (PALS) through income transfers, construction of community assets, and an Emergency Preparedness and Response Package (EPRP) with support to the Humanitarian Response Forum (HRF). An Emergency Operations Programme (EMOP) responded to the 2011 floods with temporary relief assistance.

Country Context

4. Cambodia has become a dynamic economy in the Association of South-East Asian Nations (ASEAN) through halving poverty by 2009, but it remains one of the poorest countries in Asia. The Government has established a positive climate for social protection, yet many challenges remain, including population pressures on productive land, livelihood insecurity, labour migration, inequitable benefits from economic progress for the poor, high risk from floods, and the need for gender equity. Women continue to be severely under-represented in decision-making processes outside the household.

5. The Government is committed to equitable access to universal basic education and the official national primary net enrolment rate (NER) was 97 percent in 2012/2013. Cambodia has one of the highest dropout rates in the East Asia and Pacific region in addition to the largest proportion of economically active children of 10–14 years old. Chronic poverty, low parental education, low value placed on education and poor quality education are all contributing factors.

6. Most key health indicators have improved over the past decade; the prevalence of HIV/AIDS has steadily declined. Cambodia has a dynamic food security platform and produces a surplus of paddy rice for export, but malnutrition rates remain high. In 2011, a critical level (39.9 percent) of children under five were chronically malnourished (stunted),

28.3 percent were underweight and a serious level of children (10.9 percent) were acutely malnourished (wasted).

7. Major challenges to development include poor public service delivery and wastage. Key humanitarian and development needs include stronger coordination in the communities to provide essential services, and greater Government management capacity and budgetary support for the development sector. External funding is likely to be reduced as already evidenced by downsizing of some United Nations and other development partner agencies.

Evaluation Features

8. Three independent consultants carried out the evaluation using mixed methodology, including a document review, an inception exercise and briefings. Quantitative and qualitative data were obtained from interviews with stakeholders, secondary sources, and observations during visits to Phnom Penh and six provinces across Cambodia. In-country data collection took place from 17 February to 07 March 2014.

9. Throughout the work, the team has applied the accepted OECD-DAC criteria of relevance and appropriateness, connectedness, coherence, coverage, efficiency, effectiveness and impact, to programme components and cross cutting aspects such as gender equity and disaster risk reduction.

Key Findings

Appropriateness of the Operation

10. WFP effectively laid the groundwork for the CP design through supporting studies, evaluations and gender analyses, and drawing on its global and in-country experiences as well as its proven strengths. Component activities address pressing poverty alleviation needs and the widening economic gaps. Due to pressure on resources WFP has proactively adapted its programme activities through downsizing and focusing on the most accessible poorest, moving towards becoming an enabler rather than an implementer and emphasizing the need for handover of model strategies into government hands.

11. The School Feeding Programme (SFP) objectives were developed in view of priorities of the Education Strategic Plan (ESP) 2009-2013, and it has also been agreed to integrate WFP's SFP into the Child Friendly School policy checklist. The SFP also targets some state run pre-schools. A draft joint roadmap has been formulated for the SFP, as well as detailed national guidelines. The addition of fortified rice to the school meal is likely to further enhance nutrition outcomes for school children.

12. WFP has successfully advocated for increasing government attention to the causes of undernutrition, and worked with the government on a joint nutrition roadmap and national nutrition guidelines. The evolution of the nutrition component's activities to research micronutrient deficiencies and develop locally produced fortified nutritious food product alternatives to Fortified Blended Food (FBFs) corn-soya blends as well as sustainable delivery methods are highly relevant. Investment in rice fortification studies will pay off in nutrition gains. The MCHN covers the critical growth period of 1,000 days through nutrition supplementation for pregnant and lactating women (PLWs) and children 6-23 months, and responds to a critical stunting rate. A pilot Community Management of Acute Malnutrition programme (CMAM) for ages 6-59 months responds to a serious wasting rate, although the pilot will end in June 2014.

13. WFP has developed strong coherence for livelihood support through government partner institutions. Productive Asset and Livelihood Support - Cash for Assets (PALS-CFA) has evolved to be totally integrated into government structures without NGO support,

whereas the PALS-Food for Assets (FFA) has had limited interaction with NGOs. Communities are consulted throughout the design and implementation phases through project management committees, commune councils, village health workers and monitoring visits. Changing the transfer modalities from food to cash and/or food/cash combinations, and potentially vouchers, represent good practice in support of locally acceptable solutions.

14. WFP has achieved a high level of coherence with government policies partly through collaboration to support their development. These include the National Strategic Development Plan (NSDP), the National Social Protection Strategy (NSPS), and the National Food Security and Nutrition Strategy 2014-2018. The CP contributes to the Cambodia Millennium Development Goals (MDGs) 1 through 7. WFP's contributions are very well respected for capacity building of the Food Security and Nutrition Task Force and Data Analysis Team, among others, and to supporting effective coordination through CARD.

15. Coherence among the United Nations agencies is centered around the United Nations Development Assistance Framework (UNDAF) 2011-2015; the CP is closely aligned to the UNDAF outcomes. WFP has established technical partnerships with UNICEF, FAO, the World Bank and ILO, among others, but the synergy that should result is not widely apparent at district and village levels. A joint comprehensive package for education, health and nutrition, a priority need, has not been developed. Collaboration between WFP's and UNICEF's nutrition units has strengthened focus on targeting and sustainability issues. It is likely that enhancing partnerships with cooperating partners through their broader based assistance could create much greater synergy at community level.

16. The CP contributes to three of the five Strategic Objectives (SO) from WFP's Strategic Plan 2008-2013. In coherence with SO2, WFP's leadership of the United Nations Disaster Management Team (UNDMT) was effective in flood response and promoting the work of the Humanitarian Response Forum, which provides technical assistance to the NCDM for disaster preparedness and risk reduction work. School feeding activities contribute to education, basic nutrition and health in support of SOs 4 and 5. There is a high degree of coherence with WFP's School Feeding Policy and Nutrition Strategy. In line with SO5, WFP procurement activities have given a high priority to local purchases¹.

Results of the Operation

17. Whereas earlier in the CP, there was scale-up (for example, from 20,000 to 100,000 households reached with food scholarships over the three year period), beneficiaries and geographic targets were reduced in the past year due to resource limitations and uncertainties about future donations. The funding secured reached 50.6 percent of requirements (US\$72.9 million out of US\$141.9 million) for the CP by early June 2013, which is over 63 percent of the way through the CP.

18. **Component 1 – Education:** The School Feeding Programme (SFP) reached 4,275 primary schools in 15 provinces, almost two thirds of primary schools nationwide. Scholarship activities were implemented in 62 percent of primary schools, school meals activities in 20 percent. Distributions for school meals fell short of goals by 70 percent in 2011 (mainly because of extensive flooding in most of the targeted provinces), by 30 per cent in 2012 and by 40 per cent in 2013, mainly due to fewer meals being prepared than planned for a number of reasons. The food and cash scholarships had a greater rate of success, distributing 95 percent of planned food in 2012-2013; 90 percent of the cash was transferred.

¹ WFP's Strategic Plan 2008-2013, SO5: "to strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase".

19. The SFP continues to contribute to increased enrolment, attendance and completion. The net admission rates in WFP assisted districts were some eight percent higher compared with other districts, while the net enrolment rate and completion rate were about five and seven percent higher respectively. Dropout numbers remained stable, which is a good performance, and there was minor incidence of shifting from non-assisted schools. The reduction in scholarship beneficiary numbers has not yet had an effect on attendance. Transition arrangements are in place towards a National School Feeding Programme in 2021.

20. **Component 2 – Nutrition:** Under the Mother and Child Health and Nutrition (MCHN) programme, which aims to prevent chronic malnutrition (stunting), an average of nearly 33,000 individuals, including children aged 6-23 months and pregnant or lactating women (PLW), benefitted each year (2011-2013) from supplementary food distributions and nutrition education. As planned, food assistance to people living with HIV (PLHIV) and orphans and vulnerable children (OVC) was gradually scaled down in 2012 when more than 82,000 beneficiaries were being assisted. Food distribution was generally very efficient, with some shortfalls due to resourcing constraints and changes in operating partners. The MCHN will be temporarily halted in mid-2014 to allow development and introduction of a locally produced fortified nutritious food product.

21. No new national data analysis on stunting and wasting indicators is available. However, monitoring by operating partners indicates an improvement in the rate of underweight (by weight for age measurement of children). Positive changes are noted in child nutrition and development, mothers' health, and the health of newborns. Nutrition knowledge of health workers and mothers improved and there is a greater use of health centre services by women and children. The CMAM pilot significantly improved nutrition status in children aged 6-59 months but suffered from high default rates and WFP support will not be continued. There is some indication of the Government's intention to devote more resources to the National Nutrition Programme through approval of the new roadmap '*Fast Track to Improving Nutrition (2014)*'.

22. **Component 3 – Livelihood Support:** In 2012 and 2013 a high percentage of planned asset targets were met. Community asset scores² were improved from 137 to 154. Small-scale irrigation schemes and water ponds helped increase rice production by up to 50 percent in some villages, and helped with crop diversification. Access to social services improved and 'hungry months' were reduced from six to three, according to beneficiaries. Commune councils recognized that there was significant impact on the decentralization reform process (for example, improving the capacity of local authorities in management and administration of rural infrastructure) because selected sites were based on the commune investment plans (CIPs) and selected assets were identified from the priority list of the CIP. However, weak ongoing maintenance is a major challenge after assets are built, due to inadequate community capacity and resources. Disaster Risk Reduction (DRR) especially in relation to climate change is highly relevant to PALS.

23. Actual participants (75,192) from 2011-2013 comprised 61 percent of the planned numbers (123,046) with some of them receiving cash rations. The total rations (food and cash) distributed were 179,440 (1,124 PALS-CFA participants), 49 percent (89,718) of which went to women.³ Reasons for the shortfall include: cash was not paid often enough; payments were lower than marketplace labour wages (to avoid competition with other work

² The Community Asset Score (CAS) calculation is based on the number of assets within a defined set of categories which exist, which are functional, and which are accessible to at least half of the community. The CAS increases when new assets are created or when existing assets are rendered functional or accessible.

³ Source: WFP Cambodia SPRs, 2011-2013

opportunities and to attract beneficiaries in greatest need or who lack other opportunities); migration; and too many complex procedures and limitations for participant selection. Cash transfers were successful and cash was mainly used for food purchases.

Cross-Cutting Issues

24. **Gender:** Gender programming has been a key part of this CP. However, gender parity is not yet fully achieved in WFP assisted schools although the gap is very limited, and in the MCHN programme time burdens for the poorest women often precluded their participation. While whole families were able to engage in the PALS-FFA activities, in the PALS-CFA work (where only one participant per household was able to participate), women were in the majority (approximately 70 percent of participants) because they perceived the opportunities to be safer and closer to home.

25. **Geographic Targeting:** Provincial targeting for CP activities was based on national surveys and databases, the 2008 Comprehensive Food Security and Vulnerability Analysis, and the Integrated Phase Classification. Due to resource restrictions, WFP concentrated on provinces with the highest prevalence of food insecurity and malnutrition. Targeting at district and commune levels was cross-referenced with the national Commune Database. The targeting for the SFP focused on the high-density population food insecure provinces and did not extend to some of the outlying and overall poorest provinces.

26. **Beneficiary Selection:** The school meals modality appropriately covers all children in selected schools (selected on food security and education indicators), while the children benefiting from food scholarships were selected on eligibility criteria using the IDPoor System⁴ and based on poverty and food security indicators. The MCHN programme covered all PLWs and children 6-23 months in selected communities. Approximately 5-15 percent of targeted households did not participate in the MCHN, and these included some of the poorest households where stunting is most prevalent. Targeting strategies need to consider the migration tendencies of the poor. In PALS-CFA, only those with IDPoor cards were included; others who were equally poor but without an IDPoor card were excluded.

27. **Government Ownership:** In regard to national goals for development, more government ownership and community commitment would have been expected by this time, but it is recognized that transfer of responsibilities is a long term process that will require further coaching and support. The current investment climate in Cambodia on the part of the government, donors and external assistance actors has promoted silo-ing and weak complementarity among programmes. Nevertheless, WFP has helped build government capacity through numerous trainings, and in 2013 WFP handed over substantial responsibilities for food scholarship implementation to MoEYS in two new provinces. The government has made annual inputs of 2,000 mt of rice and associated costs as its contribution to the CP.

Factors Affecting Results

28. The CP is largely on track towards achieving its objectives. Internally, component connectedness is insufficient; component monitoring has progressed to be very effective but progress toward results requires greater analysis. Global, regional and CO concern is centred on nutrition and this has helped to promote the CO's effectiveness in nutrition. WFP's stated objective is to operate in provinces with the highest prevalence of food insecurity and malnutrition. However, WFP has not accessed the more remote areas with lower population densities and more difficult access for reasons of cost efficiency, which can

⁴ The IDPoor derived criteria cover food security indicators and are used as proxy indicators of food insecure households.

be understood, even though food support in these areas would offer a good chance of making a difference to these populations.

29. Externally, government contributions to the SFP have been limited but are increasing and after 13 years of implementation, a body to take over responsibility for the SFP still does not exist. The establishment of the School Feeding Task Force is nevertheless a positive initial step. Low salaries for government staff affect their motivation to push for development objectives, and community priorities may not be in alignment with PALS offerings in asset development. The spirit of United Nations' collaboration and resource sharing is not fully developed and the agencies, donors and the government tend to silo their programmes rather than integrate them. Resources are likely to become scarcer in the future so this may encourage joint programming.

30. In the course of becoming a Lower Middle Income Country (LMIC) by 2020, Cambodia needs to raise national revenue and finance public services. In both supporting the transition to the LMIC status and in view of the range of preferences between food or cash expressed by interviewees, WFP needs to determine if a broader use of cash and vouchers would be appropriate to stimulate the local economy in some cases, with the management increasingly being handled by the government. WFP also needs to ensure the impact of their interventions is maximised, which may involve exploring alternative options of working in more remote areas (such as via NGOs or the government as implementing partners) to support poor communities not yet benefitting. This would potentially require support for local level capacity development initiatives. Further, there is a serious need to make an impact on undernutrition across the country, and WFP could exert leadership among stakeholders working at national level and regional levels.

Overall Assessment and Conclusions

31. The CP planning is appropriate with a high degree of policy coherence but transfer of responsibilities to the government is too slow in view of the continuing decline in external assistance resources. Timelines for the reduction of WFP food assistance are needed to help set strong targets for capacity development and the formulation of a critical national policy in school feeding. Geographic targets have excluded the poor in remote areas and efforts are needed to reach them in order to improve their educational, economic and nutrition status with the most appropriate and cost-efficient modality of food support. The needs of the poor, regarding their economic needs, such as their migration habits and the time burdens on women, should be factored into programme design to facilitate their access.

32. The CP components lack integration of objectives and coverage of age groups in terms of creating synergy for reaching nutrition goals. Evidence is piecemeal regarding progress in nutrition and PALS, thus strengthening the monitoring and data collection is critical, as well as researching causal factors in undernutrition and poverty. Given the serious levels of stunting and undernutrition fast track nutrition goals should be expedited and connected to regional (for example, WFP's Regional Bureau and ASEAN) objectives. Finally, the inter-organizational relationships that underpin the development efforts are not effectively integrated and this diminishes potential results in communities.

Recommendations

33. The following prioritized recommendations present strategic, actionable and plausible options for improvement by the Country Office for immediate implementation as well as looking ahead to the formulation of a successive CP from 2019⁵. The actions to be

⁵ The current CP will be extended from mid-2016 to end-2018, to be followed by a new Country Programme.

taken are the responsibility of the WFP Cambodia Country Office with the cooperation, as appropriate, of its partners in Government, United Nations sister agencies, NGOs and the Regional Bureau (OMB).

Strategic

1. Design and create a handover plan in conjunction with the government as a roadmap to move towards nationally owned programmes in line with WFP's Strategic Plan 2014-2017. This will assist to clarify WFP's evolving role and targeting of its limited resources to its partners.
2. Assist with the formulation of a national school feeding policy and the development of a national school feeding programme, as per the School Feeding Roadmap. Additional technical assistance may need to be found.
3. Explore opportunities to enhance the level of nutrition education and nutrition messaging in conjunction with other partners, through advocacy and provision of relevant inputs. WFP should support and strengthen the development of a national nutrition education strategy.
4. Strategically link the programme components by implementing the three sets of interventions in the same locations as an integrated package wherever possible, and particularly as a consideration in the next CP formulation process.

Operational

5. Improve precision on geographical targeting with the aim of promoting equity and improving indicators. Study the feasibility of accessing more remote areas with high incidences of poverty.
6. Ensure that stunting prevention is tackled not only through specific nutrition programming, but also through nutrition sensitive activities.
7. Enhance collaboration with and use of community resources for outreach and programme implementation, including a revision of the SF guidelines to encourage increased community responsibility and involvement.

Studies and Research

8. Continue to invest in studies and research as evidence for programme design (such as a study on community based gender issues related to programme participation to strengthen programme design), and research through surveys and assessments to provide evidence and promote understanding of the nutrition and health situation.
-

1. Introduction

1.1. Evaluation Features

34. This Mid-Term Evaluation (MTE) of the Cambodia Country Programme (CP 200202, 2011-2016) covers 2011 to the end of 2013. The CP corresponds with the 2010–2015 WFP Cambodia Country Strategy and the 2009–2013 UNDAF, major points of reference for strategic planning and alignment with partners. The CP draws from the Royal Government of Cambodia (RGC) National Strategic Development Plan (NSDP, 2009-2013).

35. The MTE serves the dual objectives of accountability and learning to assess the performance and results of the CP in line with WFP's mandate (accountability); and to determine the reasons for observed success/failure and draw lessons from experience to allow the country office to make informed strategic decisions about positioning itself in Cambodia, form strategic partnerships, and improve operations design and implementation whenever possible (learning).

36. Lessons and good practices can be applied nationally, regionally and globally. As such, WFP's Cambodia Country Office (CO) will be the primary user of the evaluation report. Other key users will be WFP's regional and headquarters offices, Government ministries and coordinating bodies, as well as provincial and district offices and the communes benefiting from WFP assistance. Other stakeholders include United Nations agencies as well as WFP's operational partners, donors and private sector actors. The results of the evaluation will contribute to the design of the next WFP Cambodia CP, which is likely to begin in 2019.

37. The Cambodia MTE has been guided by the Terms of Reference (ToR) developed by the WFP Office of Evaluation (OEV) in Rome (Annex 1). An Inception Package was developed to guide the process of the evaluation, and the CO provided extensive input. This document defined the scope and approach and represented the understanding between the Office of Evaluation and the evaluation team of how the exercise would be conducted. An evaluation matrix (included as Annex 6) was developed to guide the process. The evaluation looked in depth at the three major components of the CP, education, livelihood support and nutrition, as well as cross cutting issues as set out in the ToR.

38. Quality assurance was planned through the use of the WFP Evaluation Quality Assurance System (EQAS) Checklist, and the United Nations Evaluation Group guidance, as well as quality oversight by the KonTerra Group evaluation manager. The OECD/DAC recommended criteria were used to assess accountability and performance (relevance and appropriateness, connectedness, coherence, coverage, efficiency, effectiveness and impact), and the format and contents comply with the ALNAP proforma.

Limitations and Methodology

39. The evaluation team was composed of three senior independent consultants with expertise in the component disciplines and evaluation methodology. The country visit was conducted from 17 February to 08 March 2014 and included data collection in Phnom Penh and six provinces. Data collection was mainly limited by time and logistics. The team was not able to interview all stakeholders or visit all of the targeted provinces (or any of the non-targeted provinces), due to time and budgetary constraints. Splitting of the team and careful sampling in six provinces allowed a broad range of observations.

40. The evaluation was facilitated by the efficient provision of secondary data by the CO and in-depth briefings by the CO staff. The programme manager (who had recently been re-

assigned) returned to Cambodia to assist with briefing, data clarification and assistance with field visit planning.

41. In order to analyze the data and to form conclusions and recommendations, the team collected information from a wide selection of stakeholders and triangulated different perspectives on key points of the analysis. Secondary data to help address key evaluation questions were gathered from the Cambodia country office, WFP corporate M&E systems, and external United Nations, Government, NGO and research agencies. The review process by the CO and OEV contributed to streamlining the report as well as follow-up consultation and management response processes.

42. Structured interviews were held with staff from WFP, sister United Nations agencies, operating partners and other NGOs and donors. Focus group discussions were conducted with beneficiaries of different gender and age groups using a gender aware approach and ensuring that women were represented in the commune discussions. Women-only focus group discussions were held with MCHN and CMAM participants. Debriefings of the initial findings were conducted in Phnom Penh on 7th March 2014 (internal to WFP) and 8th March 2014 (for external stakeholders), which contributed to fine-tuning the analysis.

1.2. Cambodia Country Context

43. Cambodia is a developing country emerging from decades of civil conflict and economic stagnation and moving toward becoming a dynamic economy in the Association of South-East Asian Nations (ASEAN). The country has made remarkable economic gains since the mid-1990s, reducing overall national poverty from 47.5 percent in 1993 to 23 percent in 2011⁶ and reaching 7.3 percent growth in gross domestic product (GDP) in 2012.⁷ Per capita GDP increased from US\$760 in 2008 to nearly US\$1,000 in 2012, with a projection of US\$1,080 in 2013.⁸ The World Bank estimated that Cambodia reached its Millennium Development Goal (MDG) of halving poverty in 2009,⁹ and the Royal Government of Cambodia (RGC) aims to secure a Lower Middle Income Country status for the country by 2020. The attainment of this goal steers development priorities.

44. Despite this positive progress, Cambodia remains one of the poorest countries in Asia and ranks 138th out of 187 countries on the 2012 UNDP Human Development Index.¹⁰ Approximately four million people out of the total population of 15.5 million (July 2014 estimate) live on less than US\$1.25/day. A significant portion of the population remains 'near poor' and are extremely vulnerable to economic shock - a loss of US\$0.30 a day in income could double the poverty rate to 40 percent.¹¹

45. Agriculture accounts for 32 percent of GDP¹² and agricultural productivity is increasing.¹³ Cambodia produces a surplus of paddy rice for export, but household access to sufficient and nutritious food remains a serious challenge because of high poverty rates and limited social protection for poor and vulnerable households. However, population pressures have reduced the average arable land to less than one hectare per family which for many does not provide a sustainable livelihood. Access to an adequate and diverse diet remains a major concern for the most vulnerable population. Cambodia has a dynamic food

⁶ Cambodia National Institute of Statistics (NIS), Ministry of Planning. 2007. "Cambodia – Socio-Economic Survey 2006–2007." Phnom Penh: NIS.

⁷ <http://www.worldbank.org/en/country/cambodia>.

⁸ <http://www.opendevelopmentcambodia.net/tag/poverty-rate/>, retrieved on Jan 5th, 2014.

⁹ <http://www.worldbank.org/en/country/cambodia/overview>.

¹⁰ *ibid.*

¹¹ Ministry of Planning 2013

¹² Council for the Development of Cambodia. 2012. Cambodia Investment Guidebook. Phnom Penh: Japanese International Cooperation Agency; USAID. 2013. "Food Security and Agriculture." <http://cambodia.usaidallnet.gov/node/249>.

¹³ FAO. 2013. "Production, Crops." <http://faostat3.fao.org/home/index.html#DOWNLOAD>.

security policy platform, with social protection as a high national priority, but about 27 percent of the population is unable to cover its daily caloric needs.¹⁴ While Cambodia more than halved its hungry population between 1990 and 2012 (from 39.9 percent to 17.1 percent), it has far to go in addressing hunger and chronic malnutrition.

46. Most key health indicators have improved over the past decade,¹⁵ but malnutrition rates remain high. In 2011, 39.9 percent of children under five were chronically malnourished (stunted), 28.3 percent were underweight and 10.9 percent were acutely malnourished (wasted).¹⁶ Levels of chronic malnutrition are higher (42 percent) in rural areas than in the country overall (40 percent).¹⁷ In 2011 over 50 percent of children in the lowest wealth quintile were stunted, compared with 23 percent in the highest wealth quintile.¹⁸ One in five women (19 percent) is undernourished (with a low body mass index of <18.5 kg/m²).

47. Cambodia's MDGs 4 (reduced child mortality), 5 (improved maternal health), and 6 (reduction of communicable diseases) are likely to be achieved. Modern birth spacing methods are used by 70 percent of women (2010), exclusive breastfeeding has increased to 73 percent, and antenatal counseling has reached 82 percent.¹⁹ There has been a steady decrease in the prevalence of HIV/AIDS, now in the range of 0.7 percent (ages 15-49) with a goal of 0.4 percent. The infant mortality rate is 36 deaths per 100,000 live births; the under-five mortality rate is 43 per 1,000 live births (UNICEF, 2011). Maternal mortality decreased by more than half since 2005 to 210 deaths per 100,000 live births (UNICEF, 2010).

48. The impressive reduction in the maternal and infant mortality rates can be attributed to the creation of a specific objective in the Health Strategic Plan 2 (2008-2015): Fast Track Initiative Road Map to Reducing Maternal and Newborn Mortality, and the resources that were dedicated to it. However, the effectiveness of health delivery overall is undermined by non-alignment between the health system and local government structures and poor incentives for health workers, which leads to low capacity and a shortage of skilled health professionals.²⁰

49. Although many improvements are noted for women's empowerment in the past 10 years, gender disparity remains a challenging issue in Cambodia. The NDSP includes a framework for integrating gender into national planning and the Ministry of Women's Affairs (MoWA) has implemented a third five-year strategic plan, 2009–2013; there are new laws including Suppression of Trafficking and Anti-Corruption. There is greater awareness of women's rights: for example, more women have been elected as commune councilors. More girls are attending school – enrolment numbers for primary school nearly reach parity.²¹ However, women remain severely under-represented in decision-making processes outside the household; and only 18.1 percent of parliamentary seats are held by women. Just 11.6 percent of adult women have reached secondary or higher level education, compared to 20.6 percent of their male counterparts.²² Four in ten women aged 25–44 are illiterate,

¹⁴ FAO, 2013. "Statistics: Food Security Indicators." <http://www.fao.org/economic/ess/ess-fs/ess-fadata/en/>.

¹⁵ Cambodia Demographic and Health Survey (CDHS) 2010.

¹⁶ UNICEF. Cambodia Statistics. http://www.unicef.org/infobycountry/cambodia_statistics.html.

¹⁷ Cambodia Ministry of Planning, 2013. Poverty in Cambodia—A New Approach: Redefining the Poverty Line; NIS, Directorate General for Health, and ICF Macro. 2011. Cambodia Demographic and Health Survey 2010. Phnom Penh, Cambodia, and Calverton, Maryland, USA: NIS, Directorate General for Health, and ICF Macro.

¹⁸ NIS et al. 2011, op. cit.

¹⁹ <http://www.undp.org/content/cambodia/en/home/mdgoverview/overview/mdg/>

²⁰ Cambodia Health Sector Induction Pack, Cambodia Health Development Partners Group, October 2013, page 10

²¹ USAID Cambodia Gender Assessment, 2010, page 1

²² UNDP Human Development Report, Cambodia, 2013

against one in ten for men,²³ and violence against women is still prevalent. Cambodia is ranked 96th out of 148 countries in the 2012 Gender Inequality Index (GII).²⁴

50. The Government's main socio-economic policy agenda²⁵ is operationalized by the National Strategic Development Plan (NSDP, 2009-2013). The National Social Protection (SP) Strategy for the Poor and Vulnerable (NSPS, 2011) was the first such strategy in Cambodia, and sets out steps to build human capital and expand access to health, nutrition and education services for poor households. Inputs to the NSPS are coordinated and monitored by CARD, although the Government's financial input is limited and thus the SP activities are largely carried out with support of development partners. The Government is increasingly lending budgetary support to the IDPoor system which is one of the targeting systems used in the country; a sub-decree makes this system mandatory for poverty reduction programmes. The Cambodian Government has established a positive climate for social protection but many challenges remain including the inequitable benefit from economic progress for the poor, livelihood insecurity, and need to refine goals to be in line with regional and global agendas.²⁶

51. According to the NSDP, the Government is committed to equitable access to universal basic education. The official national primary net enrolment rate (NER) was 97 percent in 2012/2013.²⁷ However, the high primary gross enrolment rate (GER) of 124 percent indicates the large percentage of over-aged children in the primary education system. These children are more likely to drop out of school to work, leading to high repetition and low completion rates. Cambodia has one of the highest dropout rates in the East Asia and Pacific region,²⁸ in addition to the largest proportion of economically active children of 10–14 years old.²⁹ Chronic poverty, low parental education, low value placed on education and poor quality education are all contributing factors.

52. Communes consisting of 10-12 villages receive yearly budget allocations of approximately US\$10,000 to US\$30,000, depending on their size, for social services and public works. Since 2002, the commune councils have been composed of members directly elected by commune residents every five years. Management capacity at the commune level is increasing but requires further strengthening for planning and implementation of commune level development activities.

53. Across the region, Cambodia has the highest proportion of its population at risk due to floods, and ranks fifth in terms of absolute numbers at risk.³⁰ Frequent floods during the monsoon season (July to October), in the Mekong and Tonle Sap river basins, cut off rural roads and damage infrastructure. Cambodia experienced extensive flooding at the end of 2011, the worst since the 2000-2001 floods, causing severe damage to livelihoods and to rice crops across the 18 flood-affected provinces. Cambodia is also susceptible to epidemics, such as avian flu and HIV/AIDS, and localized droughts. The poor have limited capacity to cope with these shocks and their effects on food consumption, livelihoods, health and assets. Although there has been extensive hazard mapping, disaster risk reduction in terms of protection of assets, early warning and community preparedness requires strengthening.

²³ Cambodia Country Gender Analysis, Asian Development Bank, January, 2012, pages 2-4.

²⁴ UNDP Human Development Report, Cambodia, 2013

²⁵ 'The Rectangular Strategy for Growth, Employment, Equity & Efficiency in Cambodia', Phase II (2008); Phase III (Sept. 2013), RGC

²⁶ "Challenges Ahead: Moving toward expanded social security systems as the social protection agenda", V. Sann, CARD, February 2014.

²⁷ Cambodian Ministry of Education, Youth and Sport. "Education Statistics & Indicators 2012/2013." http://www.moeys.gov.kh/index.php/en/education-congress-2011/emis-2012-2013#.Us3DA_RDtAp.

²⁸ UNESCO. 2012. "Education for All Global Monitoring Report 2012."

²⁹ Inter-agency study on the impact of food prices on Child Labour and Education in Cambodia, May 2009

³⁰ *ibid*.

54. Major challenges to development in Cambodia include poor public service delivery and wastage, which hamper effective management of land and natural resources, sustainable environment measures and good governance. Key humanitarian and development needs include stronger coordination in the communities to provide essential services, and greater government management capacity and budgetary support for development sectors. External funding is likely to be reduced as evidenced by downsizing of some United Nations and other development partner agencies, which is likely to lead to exclusion of some poor and vulnerable households.

55. Development sectors are coordinated centrally through technical working groups, co-chaired by government representatives and assistance partners. In late 2004, the government created a cross-ministerial Technical Working Group, Food Security and Nutrition (TWG-FSN) to promote mainstreaming food security and nutrition into sector policies and strategies and to support its integration in the decentralized planning process. The mandate of social protection was added to this portfolio in January 2014. The coordinating body of the TWG-FSN is the Council for Agricultural and Rural Development (CARD).

1.3. WFP’s Cambodia Operation Overview³¹

56. The Cambodia Country Programme 200202 (2011-2016) was approved in June 2011 by the WFP Executive Board, replacing the previous PRRO and development project. In addition, a one-month immediate response EMOP (IR-EMOP) was targeted to areas affected by the 2011 floods, followed by a 12 month EMOP. The main objectives of the CP focus on the beneficiary and systems levels:

- Beneficiary level: To support and strengthen the food and nutrition security of the most vulnerable households and communities in ways that build long-term social capital and physical assets.
- Systems level: To build models and strengthen capacities that promote the development of sustainable national food security systems.

57. The CP aimed to reposition WFP through three transitions: 1) from recovery to development reflecting the level of stability achieved in the country; 2) from food aid to food assistance, expanding the modalities to include cash and vouchers in addition to food transfers, and 3) from implementer to enabler of national ownership and capacity. Social protection is a cross-cutting area to which WFP adds value in advocacy and modeling of interventions. Furthermore, advocacy and institutional development support and formulation of handover strategies are integral parts of the CP in support of WFP’s Strategic Objective 5. As part of its coordination role, WFP co-facilitates the Technical Working Group on Social Protection, Food Security and Nutrition.

58. The programme components centred on three areas of recognized WFP strengths: food based social safety nets in the sectors of education, nutrition and productive assets/livelihoods support. Allocations of food inputs to the CP prioritised the education component, as Table 1 below shows (and as indicated in the chart on page v above).

Table 1: Planned breakdown of total food inputs, by component

	2011	2012	2013
Education	62.6%	69.5%	78.6%
Nutrition	22.1%	16.1%	7.6%
Productive Assets and Livelihoods	15.3%	14.4%	13.7%

Source: WFP SPRs 2011-2013.³²

³¹ Source: WFP Country Programme 200202 (2011-2016), Submission to Executive Board, May 2011;

59. Under **Component 1, Education**, the School Feeding Programme (SFP) aimed to improve food security and encourage enrolment, attendance and completion of primary education through the provision of nutritious meals and food/cash scholarships to primary school children. The main objectives of school feeding activities are: to promote right-age enrolment, ensure regular attendance and reduce dropout rates, and encourage completion of primary education. There are three types of activities:

- School meals (SM), providing an on-site early morning hot meal for pre- and primary school students to act as an incentive for poor families to enrol and retain their children in school until the end of primary education. It is also meant to mitigate short-term hunger and improve concentration in the classroom.
- A conditional ‘food scholarship’ consisting of a monthly food (10 kg of rice) take-home ration (THR) distributed to poor students in grades 4, 5 and 6 subject to a minimum 80 percent attendance rate over the month and no dropping out within the school year.
- A pilot conditional ‘cash scholarship’ (CS) targeting children of vulnerable households (also grades 4, 5 and 6, with attendance rates as above), according to two modalities: (i) in 2011, cash transfer through MoEYS bodies at decentralized levels (Provincial (POE) and District (DOE) Offices of Education) with a view to conduct an impact evaluation of cash versus food scholarships, in cooperation with the World Bank³³; (ii) in 2012 and 2013, cash transfer through a private microfinance institution, Angkor Mikroheranhvatho (Kampuchea) Co. Ltd (AMK), as a cash scholarship modeling initiative.

60. Under **Component 2, Nutrition**, the CP Action Plan’s strategic objectives 4 and 5 aim to address prevention of chronic hunger and undernutrition, and reducing hunger including through broader national policy frameworks and increased capacity and awareness. The CP positioned WFP in partnerships to develop sustainable food assistance models for promoting nutrition outcomes and to strengthen the evidence base needed for informing national policy.

61. **The Mother and Child Health and Nutrition (MCHN) programme** aims to prevent chronic undernutrition (stunting) during the first 1,000 days ‘window of opportunity’ from conception up to two years (23 months) by providing fortified blended food (FBF) to pregnant and lactating women (PLWs) and children under two and to improve nutrition and health education of PLWs. The MCHN also included training for IP and health staff and nutrition education for PLWs and mothers. WFP’s food contribution to the MCHN is due to be temporarily suspended from July 2014 to allow the introduction of a locally produced fortified nutritious food product.

62. Under the prevention of undernutrition, micronutrient fortification of food includes the following activities:

- Introduction of fortified rice as a commodity that can be acceptable and desirable both by the government and by consumers and rice producers. This work has been ongoing since 2010 supported by various stakeholders. The project is currently in the reporting phase on measuring the impact of fortified rice on health, growth and cognitive development of schoolchildren³⁴.

³² These figures taken from WFP SPR 2013. It should nevertheless be noted that some of the previous year figures differ substantially from one SPR to the next.

³³ Results from this impact evaluation were not available at the time of the present mid-term evaluation.

³⁴ Some 125 students from Prey Kantouch Primary School in Toeuk Laork commune, about 50 km south of Cambodia's capital city Phnom Penh, were tested as part of a baseline data collection exercise conducted for the FORISCA (Fortified Rice for School Meals in Cambodia) study. Through a three-way partnership, the World Food Programme (WFP), the Programme for Appropriate Technology in Health (PATH) and the Institut de Recherche pour le Développement (IRD) are seeking to improve the evidence base for rice fortification, and to

- Local production of a lipid-based energy-dense nutritious and fortified ready-to-eat food that does not require preparation, and a means to create access to this commodity. It is not yet decided how to promote access to the new food product but it could be through vouchers, purchase by WFP, distribution through the health system through the conditional cash transfer programme, or through partner NGOs, amongst other options.

63. Under prevention of undernutrition, assistance to people living with HIV (PLHIV) and orphans and vulnerable children (OVC) continued from the previous CP and included the direct transfer of a food based mitigation input. It was concluded as planned at the end of 2012. WFP transitioned to increasing government and NGO capacity for assessment, education and counseling support through the HIV Nutrition Core Group and through the revision of the Good Food Tool Kit training manual.

64. A pilot community-based management of moderate acute malnutrition (CMAM) under the Joint Programme for Children, Food Security and Nutrition (2010-2012) in Kampong Speu province, with MDG funds from the Spanish Cooperation. The project ended in December 2012 but received a six-month no-cost extension, allowing activities to continue up to June 2013. After that, WFP's CMAM component was transferred to the Country Programme.

65. Under **Component 3, Productive Assets and Livelihood Support (PALS)**, WFP aimed to improve household food security through income transfers and construction of community assets, while providing livelihood support to vulnerable households. This was carried out through food for assets (FFA) activities, introduced in 1996, which engaged rural households in community infrastructure works, providing off-season labour opportunities. The CP aimed to target vulnerable group feeding for people unable to participate in FFA to improve on social protection and sustainability. Cash for Assets (CFA) was introduced in 2013 in Siem Reap Province as a pilot programme through redesigning FFA, intended to introduce innovative ideas to test institutional arrangements, the IDPoor focus, and the cash transfer modality, with an aim of making it more inclusive and sustainable.

66. In 2013, an Emergency Preparedness and Response Package (EPRP) was rolled out, which required each administrative and programme component to complete a set of minimum preparedness actions: during the 2013 flood season, WFP provided support to the Humanitarian Response Forum (HRF) – representing international non-government organisations (NGOs) and United Nations agencies involved in humanitarian response – through: 1) acting as a liaison with the National Committee for Disaster Management (NCDM); 2) supporting the day-to-day work of the HRF coordination team; and 3) actively engaging in the Food Security and Nutrition sector, and coordinating the assessment for 2013 floods.

67. The CP budget was initially US\$131.9 million and was revised upwards to US\$141.9 million through four budget revisions (BR) to the initial project document and the switch of some beneficiaries to cash and vouchers as described above:³⁵

- BR1 (September 2011): Increase direct support costs (DSC) by US\$2.3 million.
- BR2 (February 2012): Increased DSC requirements to cover additional staffing and operational costs, resulting in a total increase of WFP costs by US\$1.9 million.
- BR3 (2012): Introduced a cash pilot under the Productive Assets and Livelihoods Support (PALS) component for a total value of US\$1.1 million (beneficiaries originally expected to receive in-kind food will receive cash/voucher transfers).

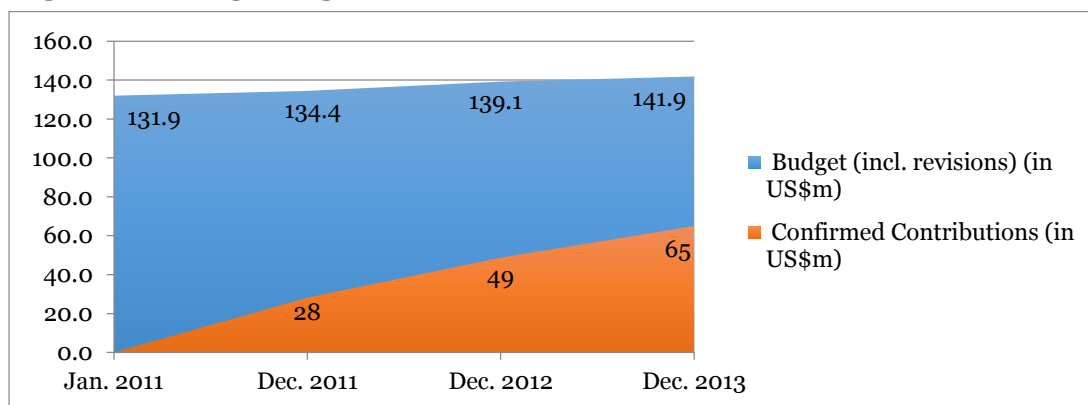
demonstrate the impact of improving the nutritional quality of the staple food, which many Cambodian children receive as part of their daily school meal.

³⁵ Note that the initial budget and four budget revisions total US\$139.8 million; SPR 2013 quotes the updated budget as US\$141.9 million.

- BR4 (April 2013): Increased DSC requirements by US\$2.6 million to cover additional staffing and operational costs.

68. By mid-April 2014 some 50 percent of the budget is still required, which has resulted in planning figures being revised downwards. Originally, the CP aimed to target 2,836,380 beneficiaries (approximately 50 percent each males and females). WFP’s SPRs reported approximately one million beneficiaries each year from 2011-2013. Food requirements were revised downwards and cash and vouchers revised upwards, from 137,586 mt (with US\$2.9 million for cash and vouchers) to 135,392 mt (with US\$4 million for cash and vouchers). Current contributions are shown in the table on page v. The following Figure 1 shows the slow level of income against the overall budget requirement in the three initial years, which resulted in the needs to scale back on the activities each year.

Figure 1: Budgets against cumulative income, CP 200202, 2011-2013 (in US\$m)



Source: WFP SPRs 2011-2013 (see also Footnote 32)

2. Evaluation Findings

69. This chapter presents findings related to the appropriateness of the operation and the degree of coherence with Government, WFP and partners. Evidence is provided from data analysis and information received from various stakeholders that substantiate the conclusions of the evaluation team.

2.1. Appropriateness of the Operation

2.1.1. Overall Appropriateness of the CP 200202 Strategy

70. The Country Programme 200202 strategy was built upon WFP’s contribution to the organisation’s global strategies, the UNDAF for Cambodia, WFP Cambodia’s value added based on its expertise and successful interventions in past operations, the forecast for donor funding, and a number of studies and evaluations performed to support the planning processes.

71. Since education indicators have been well tracked for the School Feeding Programme (SFP) and attest to successful outcomes, the CP invested the majority of the resources into the SFP. Two other factors indicated the need for a large investment in the SFP which is dependent on WFP support to the Ministry of Education: 1) the SABER scale³⁶ indicating

³⁶ SABER (Systems Approach for Better Education Results) is a tool developed by the World Bank that collects and analyses policy data on education systems around the world using evidence-based frameworks and covering key domains.

that the Government's capacity to assume responsibility for SFP activities has improved but is still not adequate, and 2) the finding from the 2010 impact study that once the SFP inputs are removed, the positive effects are likely to diminish.

72. The needs (serious levels of stunting and wasting) for nutrition inputs are clearly demonstrated through national nutrition indicators. However, WFP's inputs (in MT as a percentage of the CP) has reduced from 22 percent in 2011 to 7.6 percent in 2013, although other organizations contribute to nutrition outcomes through the Ministry of Health. Part of the nutrition resources in the first two years of implementation were devoted to support for the PLHIV and OVC activities, which gradually scaled down; this work required considerable food resources but lacked indicators and data on nutrition results. The decision to scale down was appropriate given the declining WFP resources, the reduction in HIV/AIDS prevalence, the relatively small caseload (<1 percent) and the fact that the national challenges in undernutrition are substantial.

73. The MCHN data, although somewhat inconsistently collected, indicated nutrition impact being achieved in targeted communities, but the food inputs are not sustainable. The CMAM approach targeting undernourished children 24-59 months of age has been successful in other countries helping to build health system capacity but would require some remodeling if continued in Cambodia. Stakeholders have proposed viable improvements but the evaluation finds it regrettable if a similar model is not supported in Cambodia by donors, WFP or assistance organizations. At present, given the resources available, the efforts are appropriately targeted at finding local alternatives for imported fortified blended foods (FBF) with resumption of the MCHN planned in the future, conducting studies to promote rice fortification and to further understand the causes of undernutrition in Cambodia, such as micronutrient deficiencies.

74. In regard to PALS, around 14 percent of the planned input was intended to support locally managed initiatives to build local capacity and structures to implement the food for assets (FFA) activities, which is an area of expertise for WFP. A study was conducted by the WFP CO in 2011 to strengthen the PALS approach. Other organizations, such as the ADB and FAO, also contribute to community productive assets through the Ministry of Rural Development.

75. Overall, the CP does not strongly reflect an overarching strategy where the components build upon and complement each other, although the results based framework offers cross-cutting outcome areas such as broader policy frameworks, and increased awareness, capacity and sustainable delivery models. The evaluation considers that more could have been done in this area, and nutrition education and awareness could have been the uniting factor between the components. Even within nutrition, the PLHIV/OVC activities could have been more closely aligned with nutritional outcomes.

76. The SFP does not routinely collect nutrition data (except for the fortified rice project study) although data was collected for the 2010 impact study indicating positive nutrition results for the school aged children. In PALS, nutrition data is not collected though food consumption is measured.

77. Furthermore, adequate connections are not made relative to the target populations and their needs, such as any consideration from the government and other organizations of nutritional needs or advocacy throughout the life of a child, or strengthening connections where the component activities are located in the same communities.

2.1.2. Appropriateness to the Needs of the Target Populations

Component 1 - Education

78. Education data in Cambodia shows that many students, particularly those from the poorest families, do not attend the upper primary grades. The need to reduce repetition and dropping out was identified in the government's Education Strategic Plan (ESP) 2009-2013. At the time of the CP formulation the average dropout rate was 8.3 percent for boys and 7.9 percent for girls nationwide. The target set by the ESP for 2013 was 5.0 percent for both sexes.

79. The first WFP-supported school feeding component was included in the protracted relief and recovery programme (PRRO) 6038.01 which started in 2001. School feeding interventions have thereafter been prioritized in succeeding operations (PRRO 10305.0 and PRRO 10305.1). In addition to evidence from other SFPs globally, the *Cambodia School Feeding Impact Evaluation* conducted in 2010 substantiated continuation of the programme in the present CP. It documented the very positive effects regarding all its education objectives during the past decade, and the positive impact on girls' education.

80. As per the impact evaluation, the SFP has a significant positive effect on enrolment, particularly for girls; the early morning meal also improves punctuality. The provision of conditional scholarships has a significant effect on attendance of students in grades four to six, particularly among girls. The evaluation demonstrated tendencies of positive effects on promotion rates, particularly among girls, as well as to lower repetition rates. Finally, the impact evaluation found that school feeding reduced dropping out, particularly for girls in grades four and five. These trends continued throughout this evaluation period.

81. The WFP 2009 School Feeding Policy³⁷ puts great emphasis on nutrition issues. Accordingly, the 2010 impact evaluation examined the effect of school feeding through the collection of anthropometric measurements among girls, hemoglobin levels and anemia prevalence rates among students, and dietary diversity scores. The school meals helped girls in pre-puberty to grow, improved Vitamin A status and helped to reduce morbidity among pupils. However, the education component of CP200202 does not include direct nutrition objectives and there is consequently no performance indicator in the CP logical framework.

82. The addition of fortified rice to the school meal is likely to further enhance nutrition outcomes for school children. In 2013, in collaboration with the Programme for Appropriate Technology in Health (PATH), corporate partner DSM and the Institute for Research and Development (IRD), WFP conducted a study on the effectiveness of different formulations of fortified rice. The results of the study will be released in 2014.

83. Although administered by the schools, the success of the SMP is based on community involvement; the community must provide the kitchen, stoves, utensils, storeroom, firewood, a cook and the management of the food commodities. The children bring firewood and the school supports a garden. There is a school committee which monitors whether the food is properly prepared or not and inventories the food stocks.

84. The 2010 impact evaluation conducted a comparative analysis of the value transfer represented by SMP versus Take Home Rations (THR). The household survey provided evidence that the THR represents a higher proportion of household income (26 percent) than the meal provided at the school (14 percent). The evaluation recommended that a higher proportion of resources be allocated to THR, identifying a pilot modality to support a sustainable nationally owned system; and making future programmes part of

³⁷ WFP/EB.2/2009/4-A, 8 October 2009.

comprehensive education/health/nutrition/food security packages. This recommendation has been taken into account in planning the evolution of the SFP throughout the evaluation period. Also in line with the WFP School Feeding Policy, the design of the present SFP includes a high proportion of resources dedicated to THR as well as pilot conditional cash scholarships (CS) targeting children of vulnerable households. This activity is connected with the government's scholarship for the poor programme in grades 7 to 9. It is also designed to use education as an entry point for achieving food security objectives within the framework of the National Social Protection Strategy.

85. The on-site early morning hot meal for pre- and primary school students is composed of rice, fish, Vitamin A fortified oil, salt and beans. The food combination has increased the dietary diversity scores from the previous programme, which is a proxy for nutritional adequacy for both sexes and across provinces and wealth groups. The food scholarship take home ration has not affected the scores but represents a significant proportion of the incomes of the poor households and has the effect of saving time, especially for women, while reducing vulnerability during the lean periods.

86. Started in late 2011, the cash scholarship pilot has been implemented according to two modalities: initially, cash transfers through the MoEYS structure at decentralized levels (the POEs and DOEs) with a view to conduct an impact evaluation of cash versus food scholarships, in cooperation with the World Bank.³⁸ Later, in 2012, cash transfers were implemented through a private microfinance institution (AMK) as a cash scholarship modeling initiative. In 2011-2012 WFP, the World Bank and MoEYS conducted a survey to assess the comparative impact of food versus cash scholarships. (The final report will be released later in 2014.) An additional survey to assess the satisfaction of beneficiaries with the pilot cash transfer (jointly conducted in July 2013 by WFP and MoEYS) revealed that 82 percent of accounts holders are women, and over 90 percent of cash withdrawal and decision on cash use is by women. According to this survey over 60 percent of the cash scholarship is spent on food so contributes to the food security of the beneficiary household.

Component 2 – Nutrition³⁹

87. As mentioned earlier, the Cambodia Demographic Health Survey (CDHS) of 2010 indicated that wasting, stunting and anaemia each constitute a serious health problem. The following are key concerns for addressing undernutrition:⁴⁰

- Nutrition indicators have stagnated or worsened in recent years. The national prevalence for wasting (acute malnutrition) increased from nine percent in 2008 to 10.9 percent in 2010 (above the serious level of 10 percent). The national prevalence for stunting (chronic malnutrition) is 39.9 percent (comparable to Bangladesh, a country with a lower per capita income).⁴¹
- A recent study⁴² calculated that undernutrition results in more than 6,000 annual deaths, about 29 percent of all mortality in children under five years of age. The impact represents a burden to the national economy estimated at between US\$250-400 million annually linked to undernutrition, but also to a series of variables (sub-optimal breast-feeding practices, micronutrient deficiencies in children and women, consequences on health expenditure, and productivity loss, amongst others).

³⁸ Results from this impact evaluation were not available at the time of the present mid-term evaluation.

³⁹ Draws partly from: Back to Office report and presentation for ODB mission by Katrien Ghoos, WFP Senior Regional Nutrition Advisor, March 2013 and update November 2013.

⁴⁰ Draft Fast Track Nutrition Road Map, Ministry of Health, 2014

⁴¹ Food Security and Nutrition in Cambodia: Pattern and Pathways, A Policy Discussion Paper, Olivier Ecker and Xinshen Diao, International Food Policy Research Institute, March 2011, page 8.

⁴² The Economic Consequences of Malnutrition in Cambodia, A Damage Assessment, CARD, UNICEF and WFP, December 2013.

- The numerous drivers of undernutrition indicate a need for multiple inputs to address the causes. Drivers include poor health status, exposure to infections, low birth weight, diarrhoea, poor water and sanitation, low education level of the mother, poor feeding practices (inadequate intake of complementary food and micronutrients), poor maternal nutrition, higher food prices since 2008, and poverty.
- Dietary consumption patterns indicate a net increase in calorific intake but a lack of improvement in nutrition indicators, highlighting quality of diet as an area of concern.

88. WFP has supported the Mother and Child Health (MCH) programme since 2000. According to WFP corporate programme guidance for nutrition, WFP should work on stunting reduction when stunting is at 30 percent and above, and on management of wasting when wasting is at 15 percent and above. Stunting is measured in children under five years of age, and stunting can worsen after the age of two. However, stunting cannot be reversed after the age of two and therefore addressing high stunting prevalence has to be tackled via prevention measures focusing on children under two years of age.

89. The development of the nutrition objectives for the CP took into consideration recommendations from a 2010 independent review.⁴³ Considering the much more serious situation for stunting (i.e. Cambodia's 39.9 percent prevalence of stunting is at 'critical level' according to WHO thresholds) compared to wasting of 10.9 percent at 'serious level', WFP has rightly prioritized stunting prevention above treatment of wasting, in line with WFP's corporate programme guidance.

90. Given the critical nature of the stunting prevalence, government counterparts, WFP, WHO and UNICEF agreed to place emphasis on addressing chronic malnutrition from conception to 23 months which is a recognized window of opportunity to improve maternal and child nutrition outcomes. Appropriately, the CP focused on providing micronutrient-rich and energy dense foods for pregnant or lactating women and children from 6-23 months along with promotion of positive behavior changes in infant and young child feeding (IYCF).

91. The Nutrition Component included food assistance to PLHIV and OVCs which was gradually scaled down during 2012. This decision was appropriate given the declining WFP resources, the reduction in HIV/AIDS prevalence, the relatively small caseload (<1 percent) and the fact that the national challenges in nutrition are substantial. One study⁴⁴ highlighted significant changes for PLHIV including greater success in getting loans and jobs, and reduction of stigmatization, dropping out of school, child labour and migration, and of hunger. The WFP support to PLHIV produced a well-researched and accepted training publication titled the *Good Food Toolkit*. The effects of the phase out of the food assistance on the PLHIV and OVC target population have not been documented.

92. The activities focusing on the PLHIV/OVC target groups were managed in the nutrition unit but they do not have nutrition indicators. The phasing out of food assistance (provided for reasons of social impact mitigation) to the PLHIVs/OVCs was decided after a series of consultations with the National AIDS Association (NAA) and key NGOs. Given the declining HIV/AIDS prevalence and more pressing nutritional priorities, assistance was phased out using an orderly process of food basket reduction from earlier levels. The process included informing recipients about the impending cuts from 2011 and allowing NGOs time to step up their support programmes (for example, livelihoods) and explore alternative funding sources. The changed HIV approach was in alignment with the CP's objectives in moving from HIV-specific NGO-implemented food assistance programmes

⁴³ *Mid-term Review of the Support to Mother and Child Health: DEV10170 in Cambodia*, WFP Cambodia, March 2010

⁴⁴ 'Annual Reflection on Impacts of WFP's food assistance for PLHIV and OVC', <http://www.khana.org.kh/sportlight-detail.php?id=29>

towards sustainable and scalable national food security programmes (which are also HIV-sensitive), while in the HIV sector focusing on supporting the development of HIV-nutrition systems and tools (such as the 'Good Food Toolkit').

93. In working towards improving nutrition results, the nutrition component has appropriately supported research and development of alternative ways to provide micronutrients in the diet. WFP is contributing towards the implementation of the Micronutrient Deficiencies Module attached to the 2014/15 Cambodia Demographic Health Survey, which will allow data collection and analysis of a set of indicators (including Vitamin A, iron deficiency and inflammation) that will help document the actual deficiencies among mothers and children under two at national level. In addition, WFP has contributed to a small trial collecting data on iron and Vitamin A deficiencies.

94. While iodized salt and iron-fortified soy and fish sauces are available in Cambodia, Vitamin A fortification has not been undertaken yet. WFP and partners are running a trial on the impact of fortified rice on the health, growth and cognitive development of school children, aiming to bring this to national scale for widespread impact. WFP is supporting the development of a locally produced specialized nutritious supplement, which will likely take the form of a fortified ready-to eat rice-based paste or bar, which has been successful in Vietnam. The peanut based supplements typically used in other countries faced acceptability and efficiency issues in Cambodia.⁴⁵

95. The Joint Programme on Children, Food Security and Nutrition supported by the Government of Spain aimed to accelerate the achievement of the Cambodian MDGs. The programme was governed and managed by joint arrangements between the Cambodian Government and six United Nations agencies, among them WFP and UNICEF who contributed to the pilot community based management of moderate acute malnutrition (CMAM) with the Ministry of Health National Nutrition Programme. CMAM was part of a multi-pronged strategy including the use of micronutrient powders. The Joint Programme is regarded as an example of good practice as it was integrated into the national health system and helped to build capacity and contributed to sustainability.

96. For the MCHN, planned rations are: (i) Super Cereal Plus (=CSB++) for 6-23 months children, and (ii) Super Cereal (=CSB+), sugar and oil for PLWs. Previously rice rations were also provided but the 2010 mid-term evaluation found that rice supplementation did not effectively impact household sharing of CSB, thus it was not used in the current activity. The use of corn based fortified blended foods (CSB+, which replaced CSB in 2010 and has an improved micronutrient profile, and CSB++ which includes sugar, vegetable oil and dried skimmed milk) is partly sourced in-kind, but also through international procurement; CSB++ was fully internationally procured, due to lack of feasible local alternatives that could meet quality standards.⁴⁶

97. The CSB in any form has not been easily assimilated into the diet of beneficiaries requiring a period of adjustment, sometimes up to several months, with facilitation from health volunteers and cooperating partners as to how best to prepare it. At first, only the porridge preparation was promoted to limit the loss of micronutrients, and later various recipes were promoted and mothers found these made the CSB+ or CSB++ more palatable. Nevertheless, the evaluation notes that the use of the CSB is not efficient due to acceptability issues and preparation burdens on poor mothers requiring time and resources such as firewood and clean water, among others. Further, the commodities are vulnerable to spoilage due to heat and humidity (67 mt unfit for consumption was lost in 2013). WFP's

⁴⁵ Socio-anthropological investigation related to the acceptability of Plumpy'nut in Cambodia, IRD, 2009.

⁴⁶ *Mid-term Review of the Support to Mother and Child Health: DEV10170 in Cambodia*, WFP Cambodia, March 2010

work focusing on a locally produced nutritious food is a positive step towards finding a sustainable alternative.

Component 3 - Livelihood Support (PALS)

98. WFP has implemented Food for Assets (FFA)⁴⁷ in Cambodia since 1996, historically with the Ministry of Rural Development (MRD), the Ministry of Water Resources and Meteorology (MoWRAM) and more recently with the National Committee for Sub-National Democratic Development (NCDD); or Cash for Assets (CFA), under the coordination of the Council for Agriculture and Rural Development (CARD). The aims have been to provide direct food support to households who participate in labour-intensive construction or rehabilitation of community assets. The activities, largely irrigation rehabilitation, rural road construction, and water storage (ponds), contribute to rural household economies and also increase the community assets for improving agricultural incomes, and provide better access to markets, schools and health care centres.

99. In preparation for planning the CP, WFP undertook an assessment in 2010 that set forth suggestions for improving effectiveness, efficiency and planning in view of funding possibilities. The PALS design features integration and partnership with the decentralized sub-national government, through Provincial Departments of Rural Development (PDRD), District Offices of Rural Development, the Provincial Planning Investment Division and with commune councils and communities. PALS was expected to be integrated into a national Public Works Programme under Objective 3 of the NSPS. The arrangement for implementation of FFA and CFA is negotiated with all relevant stakeholders prior to the launch of project implementation. The PDRDs are closely involved in the actual selection of the location of the projects through collaboration with Commune Councils using the Commune Development Plan (CDP).

100. The PALS uses food or cash transfers. In 2013, the first CFA pilot also used AMK to deliver cash to the targeted population; AMK transferred cash through mobile banking to the individual beneficiary's bank account, which was set up for this purpose. The wage rate was KHR 13,500 per day (c. US\$3.37), which is slightly lower than the labour market rate for unskilled workers. Under these arrangements, beneficiaries received cash every two weeks and could use it as they desired.

101. There are two key issues regarding the current transfer modalities. First, the CFA pilot design has too many procedures (58 steps) for monitoring and assessment before implementation begins, which are too time consuming and may impede sustainability. Secondly, according to testimonies from a number of participants, payment for FFA activities can take as long as five months.⁴⁸ This is far too long to wait for receiving needed food and causes the loss of interest by the target communities. Interestingly, WFP indicates that average payment times for cash via CFA is just two to three weeks, although to some of the poorest day-labourers even this timescale makes it hard for them to participate.

102. Participants suggested that the FFA should allow participants to request payment of between 30-50 percent of the total if the earthworks are 70 percent completed, with the balance paid after the grass sowing has been finalised. In early 2014, FFA works were more flexible in Kampong Thom, allowing the beneficiaries to borrow in advance up to 30 percent if they completed 70 percent of the earthworks.

⁴⁷ Previously known as Food for Work or FFW.

⁴⁸ In the case of earthworks being completed in two to three months and a further waiting period of up to three months for grass to grow on the perimeter before receiving the bulk of the payment.

Targeting

103. Provincial targeting for CP activities was based on national surveys and databases, the 2008 Comprehensive Food Security and Vulnerability Analysis, and the Integrated Phase Classification. WFP concentrated on provinces with the highest prevalence of food insecurity and malnutrition. Targeting at district and commune levels utilised sub-national data from the Commune Database.

104. Among the provinces with the highest prevalence of food insecurity and malnutrition, the targeting for the SFP focused on the high-density population provinces with low education indicators and did not extend to some of the outlying and overall poorest provinces due to resource restrictions. Within these food insecure areas, school meal programme (SMP) beneficiary districts and schools were selected on educational performance indicators (lower levels of enrolment and higher drop out rates) provided through the national Education Management and Information System (EMIS). The school feeding programme coverage has changed over the years to focusing on the most food insecure communities and education performance indicators in 12 of the country's 24 provinces in 2011-2012, to 15 provinces at the time of the present mid-term evaluation. According to WFP this strategy promoted cost efficiency with regard to WFP's capacity for logistics and administration/management of the programme and to promote greater results with limited resources.

105. While all children within targeted schools receive an on-site meal, food and cash scholarships are targeted towards poor students in grades 4, 5 and 6, and are conditional on 80 percent attendance. School feeding committees reported that they have found the criteria for selection of potential individual scholarship beneficiaries very difficult to apply and even inequitable, based on the operational guidelines established by WFP and with the available resources.

106. For the two nutrition programmes, MCHN covers children 6-23 months of age and CMAM covers ages 6-59 months but this programme will end in July 2014. MCHN targets areas with a stunting prevalence rate of 40 percent or above and where a NGO partner is available. CMAM continued in the one province where it was piloted in the MDG Joint Programme. The area selection was based on the wasting prevalence rate of 10 percent or above. The MCHN coverage was reduced from over 40,000 children in 2010 to around 25,000 in 2013. The possible gap in nutrition coverage is for the children 24-59 months of age and whether the undernourished amongst them are being assisted by government or assistance agencies. This coverage was not apparent in the evaluation data collection. Since they are part of a key indicator group of under five children, their status is of concern amongst the poor of Cambodia given the serious MAM measurement of 10.9 percent. While standard operating procedures (SOPs) are being developed with the government for use by other assistance partners to address MAM in U5 children, further advocacy is needed to ensure that measures are in place in communities to address undernutrition in ages 24-59 months.

107. Target areas for PALS-FFA were selected based on a scoring system, taking into account poverty rates from the IDPoor households in combination with other factors including vulnerability to natural disasters such as floods and drought, or damaged community assets. The geographic targeting of FFA works are carried out among the lowland regions in six provinces of Pursat, Kampong Chhnang, Prey Veng, Svay Rieng, Kampong Thom and Kampong Speu. Cash for Assets was only carried out in Siem Reap Province where it was agreed with other partners to focus all social protection interventions, with individual targeting based on poverty and IDPoor status. WFP has also supported a vulnerable group pilot which will prioritize the most vulnerable households unable to

participate in the heavy workload required for PALS-FFA activities, by engaging them in lighter maintenance work on community assets. In exchange, these households will receive a PALS-CFA payment. This planning pilot seems to be appropriate and aims to include some elderly head of households who have no capacity to participate in heavy works.

Gender Analysis

108. WFP Cambodia is committed to gender equality and empowerment, and the annual Standard Project Reports (SPRs) have reported on gender mainstreaming and on conflict analysis. At the time of the CP planning, comprehensive gender analyses in Cambodia were also consulted, including those undertaken by USAID and UNDP, and further gender and protection analyses were carried out in the design phase for the cash transfer activities. In terms of calculation of gender parity, both the school meals programme and the MCHN use blanket targeting in the selected schools and health centre catchment areas respectively. Blanket targeting means the gender make-up of the population of schools and children in the districts influence the gender parity picture. In calculating gender coverage, percentages rather than numbers (as reported in the SPRs) would be more viable. The MCHN includes all of the PLWs in the target community. The scholarship programme includes many schools which give exclusively cash scholarships, meaning that children receive no food. Equal opportunities are given to boys and girls for this programme, although more girls than boys are reached.

109. The PALS activities are open to all eligible adults, and men and women work side by side. Food and cash distributions were implemented taking into account distance and timing to minimize chances of gender-based violence. A gender analysis was undertaken by the CO in 2013 on PALS. WFP recognized that women face additional barriers in accessing income-generating opportunities, and PALS has continued to represent a valuable source of employment and income to help women and their families cope with the hardships of the lean season. PALS did not compete with other work opportunities, in fact it increased complementarity and options, and for some households it was the only source of employment. Under the new PALS cash pilot, only one member per household participated.

2.1.3. Coherence with External Policies and Actors (Government Policies, UNDAF and Partners)

110. WFP has aimed to achieve a high level of coherence at the central level through working closely with the Government to advocate for and support development of policies and guidelines. WFP actively supported the Food Security and Nutrition section of the Council for Agricultural and Rural Development (CARD) (for example a Quarterly Bulletin, the Food Security and Nutrition information system; capacity building of the Food Security and Nutrition Task Force and Data Analysis Team). WFP effectively coordinated and led the formulation of the National Food Security and Nutrition Strategy 2014-2018. Additional examples are collaborative work on the IDPoor Atlas and the Small Area Estimation (SAE).

111. WFP has pursued a coherent approach by testing new models and providing the accompanying capacity development and support. The MCHN and PALS models are being developed for scale-up if they are successful. The MCHN programme will be stopped as it is not sustainable or cost effective in its current form, which illustrates WFP's role as an enabler. However, Government support particularly through budget allocations needs to be forthcoming to allow handover, and lack of this commitment has led to the dependency of implementing partners upon WFP, and diffusion of WFP's intended role as enabler in facilitating programme learning and maintaining a strategic view.

112. CARD is working to bridge the gaps, reduce the parallel structures and advocate for greater Government investment. CARD is strengthening its coordination role for the cross-

cutting issues of food security and nutrition, and for social protection, as well as advocating for Government funds for social protection, although this has not yet materialized in any substantial way.

113. The CP contributes to Cambodia's MDGs 1 through 7.

Component 1 - Education

114. The School Feeding Programme (SFP) objectives were developed in alignment with the priorities of the Education Strategic Plan (ESP) 2009-2013 that intended to ensure equitable access to education services, notably through increasing the number of scholarships (cash or food) for students from poor families, especially girls. In particular, the ESP included the support to primary school feeding and grade 4-6 incentive programmes, and the development of a national scholarship policy. Similar priorities, policies and actions have been recently confirmed (December 2013) in the draft ESP 2014-2018. Since 2011, a School Feeding Programme Coordination Committee (PCC) and a School Feeding Task Force (SFTF) have been established at central MoEYS as well as school feeding committees at provincial, district and school levels.

115. The process of joint implementation resulted in a Letter of Intent between MoEYS and WFP in June 2012 regarding the transition arrangements towards a National School Feeding Programme, and covered quality standards such as those embedded in the 2009 WFP School Feeding Policy. Subsequently, a draft joint SFP Sustainability Roadmap has been formulated to ensure the vision will be achieved. A number of very detailed guidelines has been developed, most of which have been jointly elaborated by the WFP CO and the SFTF within MoEYS. The Government adopted Child Friendly Schools (CFS) as a national education policy in 2007, and WFP's SFP has been integrated into the CFS Policy checklist.

Component 2 - Nutrition

116. WFP successfully advocated, along with other stakeholders, to more explicitly address nutrition in national policies. Nutrition challenges and means to address them are clearly discussed in the NSDP (draft, 2014-18), the National Food Security and Nutrition Strategy 2014-2018, the National Social Protection Strategy for the Poor and Vulnerable (NSPS), the National Nutrition Strategy 2009-2015, and the more recently assembled Fast Track Roadmap for Improving Nutrition (2014). Unfortunately, a Community Participation Policy for Health 2008 was not endorsed or updated and is yet to be concluded.

117. WFP has supported the development of national guidelines for management of acute malnutrition (MAM) and contributed to a draft policy on micronutrient supplementation. The Government has promoted other activities including the Baby Friendly Community Initiative (in coordination with UNICEF, WHO and RACHA, amongst others); the Cambodia National Nutrition Minimum Package of Activities Training Curriculum (2009, in coordination with USAID); and the Campaign to Promote Complementary Feeding (2011, in coordination mainly with UNICEF and USAID).

Component 3 - Livelihood Support

118. WFP's livelihood support activities through FFA and CFA are consistent with Government policy (NSPS 2011-2015, objective 3) to tackle food insecurity and create employment opportunities for the rural communities. The WFP PALS approach is relevant to the national Strategic Objective 3 in the NSPS 2011-2015; and the Rectangular Strategy Phase II and NSDP 2009-2013 objectives 2 (rehabilitation and construction of physical infrastructure) and 3 (creation of social safety nets).

119. WFP has mainly developed coherence with official policies through Government institutions with which WFP has developed a solid long-term relationship, such as the

MRD, CARD and the NCDD. WFP's strategy is coherent with these policies of recipient Government agencies although at provincial, district and commune levels there is limited capacity and resources. WFP's strategy and partnership to engage with commune councils is an important avenue for current and future interventions. However, a lack of policy guidance on how to work through the commune councils was apparent in the villages, and this is a serious limitation to sustainability.

Alignment with United Nations Priority Sectors

120. Most coherence among the United Nations agencies is centered around the United Nations Development Assistance Framework (UNDAF) 2011-2015 which stated that 'the United Nations will focus on strengthening the knowledge and skills, human and financial resources, as well as coordination and communication that are necessary (but not sufficient) if Cambodia is to achieve its MDG targets by 2015'. Of the five expected UNDAF outcomes, the FFA/CFA particularly relates to Outcome 1 (economic growth and sustainable development) while education and nutrition relate to Outcome 2 (health and nutrition). All three components relate to Outcome 3 (gender equality) and Outcome 5 (social protection).

Synergies with United Nations Partners' Programmes

121. In the CP 200202 WFP aimed to develop new areas for operational and technical partnerships with, for example, UNICEF, to provide a comprehensive package for education, health and nutrition. This is a priority need in order to address the causes of undernutrition, and particularly to ensure coverage for water and sanitation inputs. In the UNDAF, sectoral strategies in coordination with other United Nations partners in the framework are in harmony with the NSDP: for example, water and sanitation has risen on the Government's list of priorities for development.⁴⁹

122. However, at the community level these strategies do not seem to align for health and nutrition results. For instance, in locations where MCHN provides preventive nutrition inputs, some mothers said they must travel over a kilometre to reach a water well that may be shared by 25 families, that family members have frequent diarrhoea, and that there are no household latrines. Mothers interviewed for the present evaluation indicated that nutritional health was important for their children but they were unable to buy the needed energy dense foods on their own. In most places visited, mothers and female commune leaders, in communities both with and without the MCHN, also prioritized toilets and wells as key needs to prevent diarrhoea and maintain health.

123. Earlier collaboration with UNICEF through the Child Friendly School (CFS) Programme has now stopped as UNICEF no longer works at school level, and there is therefore little or no direct collaboration between the agencies at the community level.

124. For nutrition objectives, the collaboration between WFP's and UNICEF's nutrition units is strengthening and is focused on targeting and sustainability issues through deepening understanding of the causes of undernutrition and the most vulnerable groups, as evidenced by joint funding for micronutrient research and locally produced nutritious food products. WFP is also one of six United Nations agencies that participated from 2010 to 2013 in the MDG Achievement Fund Joint Programme for Children, Food Security and Nutrition. WFP, CARD and UNICEF collaborated on a study regarding the economic consequences of malnutrition in Cambodia in 2013.⁵⁰

125. For PALS, WFP and FAO work together at policy level through the Technical Working Group – Food Security and Nutrition (TWG-FSN); collaboration was planned

⁴⁹ Although WFP supports some water and sanitation inputs for schools, generally UNICEF and UNDP work in these areas.

⁵⁰ The Economic Consequences of Malnutrition in Cambodia, A Damage Assessment, CARD, UNICEF and WFP, December 2013.

between FAO and WFP on agricultural technology transfer and water management. However, no strategic linkages were identified at any of the irrigation and pond sites visited for the evaluation. WFP and the International Labour Organisation (ILO) have collaborated in the PALS re-design and the drafting of a framework for a Public Works Programmes (PWP).

Synergies with other Partners and NGOs

126. The agreements between WFP and relevant ministries are supported through collaboration with NGOs, who provide complementary services. In education, NGOs are tasked with increasing the quality of education, improving health and dietary practices of the primary school children, improving overall school management and infrastructure, and educational quality and life skills.⁵¹ WFP re-organized and re-targeted the MCHN programme, ultimately reducing the number of partner NGOs to two (RACHA and Caritas), who manage the distribution of supplementary products with the clinics and communes and provide health and nutrition education. The PALS-CFA was not engaged with NGOs and was integrated with the Government structure; PALS-FFA previously worked with NGO partners.

127. In general, WFP and its partners share or overlap in social protection; some partners such as Plan International have broad sectoral strategies and WFP is only one contributor. It is likely that much greater synergy could be created through enhancing these relationships and it is important to analyze to what extent they can be called partnerships. Key constraints to synergy between WFP and its partners are respective sizes, objectives, scope and capacities of each NGO that are generally very different, and the rules under which WFP governs its food assistance modalities.

2.1.4. Internal Coherence (with WFP Strategic Plan, Policies, CO Country Strategy, Coherence within the CP)

128. The Cambodia CP 200202 contributes to three of the five Strategic Objectives (SO) from WFP's Strategic Plan 2008-2013: SO2 (prevent acute hunger and investment in disaster preparedness), SO4 (reduce chronic hunger and undernutrition) and SO5 (strengthen the capacities of countries to reduce hunger, including through handover strategies and local purchase). The CP is well aligned with the WFP School Feeding Policy (2009), the WFP Nutrition Policy (2012), and the 2009 Policy for Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges.

129. In coherence with SO2 the IR-EMOP of 2011 provided short-term relief to those most affected by the extensive flooding by addressing immediate food shortages. EMOP activities included general food distributions, food for assets (FFA) for infrastructure rehabilitation and vulnerable group feeding (VGF) for the most vulnerable who were not able to participate in FFA, such as the elderly and PLHIV. Most FFA projects had design aspects that worked toward rehabilitating flood damaged infrastructure, such as road bed repairs.

130. WFP chairs the United Nations Disaster Management Team (UNDMT), which supported the response to the 2011 and 2012 floods. WFP also helped to set up and co-chairs the Humanitarian Response Forum (HRF). The HRF effectively coordinates NGOs and United Nations agencies, and technically supports the NCDM for disaster preparedness, conducting simulations and advocating for the passage of disaster management legislation.

⁵¹ NGO cooperating partners for the SFP are Plan International in Siem Reap province, Kampuchean Action for Primary Education (KAPE) in Kampong Cham province, School Aid Japan (SAJ) in Pursat and Kampong Chhnang provinces, and For the Smile of a Child (FSC) in Phnom Penh.

131. School feeding activities, undertaken in cooperation with MoEYS and a limited number of implementing partners, contribute to education, basic nutrition and health in support of SOs 4 and 5. In support of SO5⁵², in May 2012 WFP, MoEYS and CARD jointly organized a School Feeding Sustainability Workshop to take stock of the country's capacity to implement school feeding, to discuss a vision for the future national school feeding programme, and to identify key steps for developing a sustainability strategy. During this workshop participants were introduced to the school feeding National Capacity Index (NCI) assessment.⁵³

132. In 2013 WFP handed over substantial responsibilities for food scholarship implementation to the MoEYS in two provinces (Kratie and Kampot), testing and strengthening national capacities at central and sub-national level, and WFP has conducted numerous training activities to build the capacity of government staff and communities to manage school feeding activities.

133. In line with SO5, the CP aimed to cover 75 percent of food needs through local purchase, and WFP procurement activities have given them a high priority. In cooperation with Plan International and MoEYS, WFP has started to lay the groundwork to develop a Home Grown School Feeding (HGSF) programme. Fuel-efficient stoves covered 63 percent of schools with a WFP school meals programme, reducing cooking times, minimizing energy needs and thus environmental impact.

134. WFP's School Feeding Policy introduced new social safety net policy objectives that have been taken into consideration in the design of CP 200202: the school feeding programme jointly implemented by WFP and MoEYS is in line with the National Social Protection Strategy (NSPS) for the Poor and Vulnerable coordinated by CARD, and is recognized as an effective social safety net.

135. The WFP Nutrition Strategy (2012) describes WFP's role in nutrition as having three pillars: a) treating Moderate Acute Malnutrition (MAM, wasting); b) preventing MAM (both a and b addressed through the Joint Programme on CMAM); and c) preventing chronic malnutrition (stunting) (addressed through the MCHN programme). The CO has been active in identifying a sustainable model to address stunting that may be useful in neighbouring countries, as well as in Cambodia. The experience with CMAM in the CP will result in development of SOPs and guidelines for a model that can be used in times of shock or emergencies.

Appropriateness – Summary of Key Findings and Conclusions

WFP effectively laid the groundwork for the CP design through supporting studies and evaluations and drawing on its global and in-country experiences, as well as its proven strengths. Component activities address pressing poverty alleviation needs and the widening economic gaps by promoting school feeding, stunting reduction, disaster risk reduction, income generation and access to services. WFP has adapted to pressures on resources through downsizing and focusing on the accessible poorest, moving toward becoming an enabler and emphasizing the need for handover of model strategies into Government hands. Communities are consulted throughout the design and implementation of projects via management committees and commune councils, information passed via village health workers and through monitoring visits.

⁵² Strategic Objective 5 of WFP Strategic Plan, 2008-2013

⁵³ Five Quality Standards were used during the school feeding National Capacity Index (NCI) assessment, namely: Policy framework, Stable funding and budgeting, Institutional arrangement and coordination, Quality programme design and M&E, Community participation and ownership.

Geographic targeting is based on capacity and a logical selection procedure but covers only a portion of the national needs and does not extend to the more sparsely populated outlying provinces where the need is also significant. Component strategies target children <2 y and school aged children but poor children aged 24-59 months lack focused nutrition inputs.

The transfer modalities moving from food to cash and/or food/cash combinations (and potentially vouchers) show signs of success and represent good practice in support of locally acceptable solutions.

The nutrition impact is not measured for the general SFP but only for research (such as the fortified rice project), and the education component of the CP does not include nutrition objectives or performance indicators in the logical framework. Investment in the rice fortification studies offers a potential to improve the nutrition status countrywide. The evolution of the nutrition component activities to research micronutrient deficiencies and develop locally produced supplements as alternatives to imported fortified blended foods is highly relevant.

WFP has achieved a high level of coherence at the central level with Government policies, United Nations and partners, and in relation to WFP's corporate strategies. WFP has effectively provided support for food security coordinating bodies and development of relevant policies such as the National Food Security and Nutrition Strategy. Policy application, however, is weak at the sub-national level; limited strategic leadership and coordination platforms in communes and districts challenge coherence. Greater commitment at all levels is needed and greater evidence of assumption of managerial and budgetary responsibility by the Government. The Ministries and the various assistance partners tend to be siloed, leading to weak complementarity among programmes, and thus a serious constraint to coherence.

Education and nutrition are supported by a number of coherent strategies and guidelines and both have draft roadmaps for increasing Government ownership towards development goals. Nutrition challenges still require greater focus by the Government and stronger nutrition expertise in the MoH. For PALS, WFP has developed long-term working relationships with partner ministries; guidelines (for example, on capacity building, management, and maintenance of infrastructure) are lacking regarding how to work in communes, which affects the efficiency of the programme.

The CP is closely aligned with UNDAF objectives, although at the community level the United Nations agency strategies do not effectively align for health and nutrition results (such as in areas where MCHN is implemented, mothers' key needs are wells and toilets, as well as food). Good practice examples are the technical partnership between the WFP and UNICEF nutrition units for micronutrient research and product development, and the MDG Achievement Fund Joint Programme for Children, Food Security and Nutrition (2010-2013). A number of technical partnerships have not progressed to produce results in the communities, such as those for agriculture technology transfer and employment generation.

The CP contributes to three of the five Strategic Objectives (SO) from WFP's Strategic Plan 2011-2014. The IR-EMOP and EMOP of 2011 provided short-term relief to flood affected people and FFA contributed to their livelihoods and community disaster risk reduction. The Humanitarian Response Forum (HRF) effectively provides technical assistance to the NCDM for disaster preparedness.

In 2013 WFP handed over substantial responsibilities for food scholarship implementation to the MoEYS in two provinces (Kratie and Kamptot), testing and strengthening national capacities at central and sub-national level. WFP has given high priority to local purchases

and fuel efficient stoves and needs to devote further attention to obtaining local products for example from fish ponds. WFP's School Feeding Policy has been taken into consideration in the design of CP. WFP has supported the global policy of management of MAM through CMAM and stunting through MCHN.

2.2. Results of the Operation

Overview of Outputs and Outcomes

136. Due to resource limitations, the CO has generally reduced the number of beneficiaries, distributions and coverage against what was planned in all three components. For the SFP and PALS components, distributions of food and cash were well below targets, while distribution was close to targets in the nutrition component. Despite the challenges, outcomes have been mainly positive in all three components.

137. At this mid-term point in the CP, the SFP has reached more than 1.1 million children with school meals serving the highest number, 482,686, in 2013. Over the three year period, 278,673 benefitted from food scholarships while 89,515 benefitted from cash scholarships. The distribution performance of the food and cash scholarships is significantly better than for the meals component. The SFP continues to contribute to increased enrolment, attendance and completion.

138. In the nutrition component, food assistance for the PLHIV and OVC reached 61,330 in 2011 and 82,265 before the discontinuation of this support at the end of 2012 contributing to greater success in getting loans and jobs, reduction of stigmatization and dropping out of school, child labour and migration, and of hunger. Supplementation to prevent stunting through the MCHN reached 26,737, 38,193, and 33,995 children 6-23 months and PLWs in 2011, 2012, and 2013 respectively, with 2012 surpassing the target number. Outcomes include visible health and nutrition improvements, greater knowledge of IYCF principles and increased use of health centre services.

139. For PALS, actual participants (179,440) from 2011-2013 comprised 51 percent of the total planned numbers and completed assets were also lower than planned. In 2013, cash was transferred to 1,124 households (618 female-headed households) and 5,260 beneficiaries, representing 51 percent of the 2,195 planned households. Female participants averaged around 50 percent (according to SPRs – though the identical numbers suggest the figures given are questionable). PALS contributed to social services, agricultural production and livelihoods, and strengthened local government and communities.

Component 1 - Education

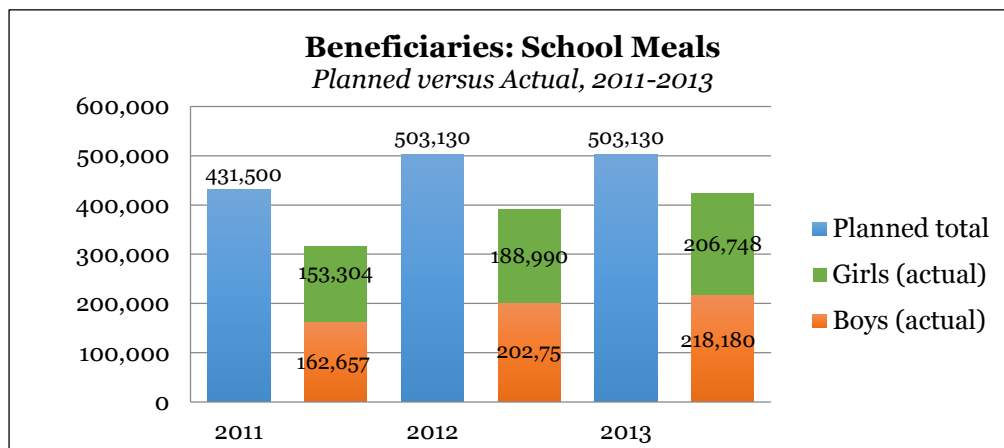
140. Under the school meals programme, daily nutritious cooked early morning meals comprised of rice, canned fish, vitamin A fortified vegetable oil, split peas and iodized salt are provided at school canteens.⁵⁴ In the 2013-2014 school year, due to resource limitations, the CO reduced the number of beneficiaries, feeding days, ration sizes, distributions and coverage. For example, while the full 200 planned feeding days was achieved in 2012-2013, the amendments reduced feeding days to only 178 in 2013-2014, and only 89 percent of them were effectively achieved. Monitoring reports indicate that breakfast was cooked in only 72.5 percent of schools visited and that 18.7 percent of schools did not prepare food

⁵⁴ Food ration per person per day: 115 g of rice, 15 g of fish, 15 g of beans, 5 g of oil, 3 g of salt.

every school day in the week preceding the monitoring visit.⁵⁵ However, some schools have very few teachers and the teachers may decide that they cannot manage the breakfast.

141. **Beneficiaries:** During the school year 2012-2013 the number of beneficiaries in the SFP reached 482,686⁵⁶ of the 503,130 planned, including 238,868 girls (49.5 percent), as shown in Figure 2 below. They were attending 4,275 primary schools in 15 provinces, almost two thirds of primary schools nationwide. Data from the SPRs show that since the beginning of the CP the number of actual beneficiaries has been lower than planned.

Figure 2: Beneficiaries For School Meals

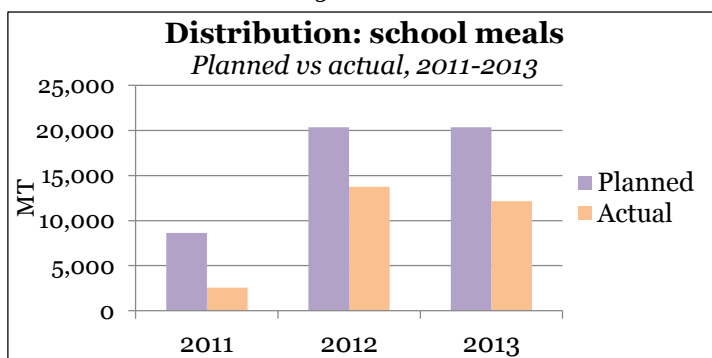


Source: WFP SPRs, 2011-2013

142. The SM modality is a blanket distribution within targeted geographical areas and schools: all children within WFP assisted schools benefit from the daily hot breakfast. The comparison between boys and girls receiving school meals shows that gender parity is not yet fully achieved although the gap is very limited: in 2013, the gender ratio was 0.94.

Figure 3: Commodity distribution, school meals

Source: WFP SPRs 2011-2013



143. **Commodity Distribution:** According to the SPRs, since the beginning of the CP the amount of food actually distributed for the school meals programme has been lower than planned (respectively 70 percent less than planned in 2011, 30 percent in 2012, and 40 percent in 2013), as shown in Figure 3. Diverse reasons are noted for lower achievement of food

distribution including resource constraints, difficult road access, delays in implementing assistance in new schools, suspension of cooking during commune elections, and absenteeism of cooks or store-keepers.

144. **Scholarships**, whether delivered in food or in cash, are targeted at selected children from very poor households selected using the IDPoor system and similar criteria, giving

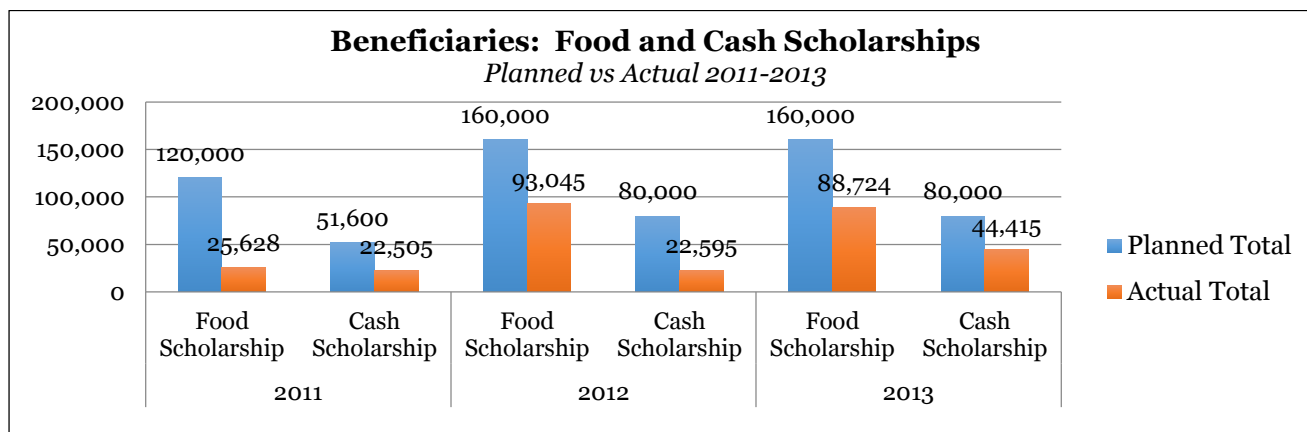
⁵⁵ From WFP monitoring reports

⁵⁶ The source for the numbers mentioned (for beneficiaries as well as for quantity of food/cash distributed) is the 'Education Annual Sector Report' prepared by the CO for the school year 2012-2013 and released in November 2013. Figures given in the graphs are based on the SPRs that have been prepared for each fiscal year of CP implementation, hence the discrepancy in numbers.

priority to girls where the gender gap in favour of boys is greater. Scholarship activities were implemented in 62 percent of primary schools in Cambodia.

145. The number of school children receiving cash scholarships also decreased, as only 74 percent of planned beneficiaries received 72 percent of the planned cash transfer. This decrease reflects the fact that fewer students can be selected as scholarship beneficiaries: initially, 15 percent of children from the very poor households (mainly IDPoor 1 and 2) attending grades 4 to 6 would have been selected. Due to limited resources, in 2013-2014 the percentage was reduced to 10 percent of poor children and limited to grades 5 and 6. Figure 4 indicates the number of children benefiting and indicates the trends over the years.

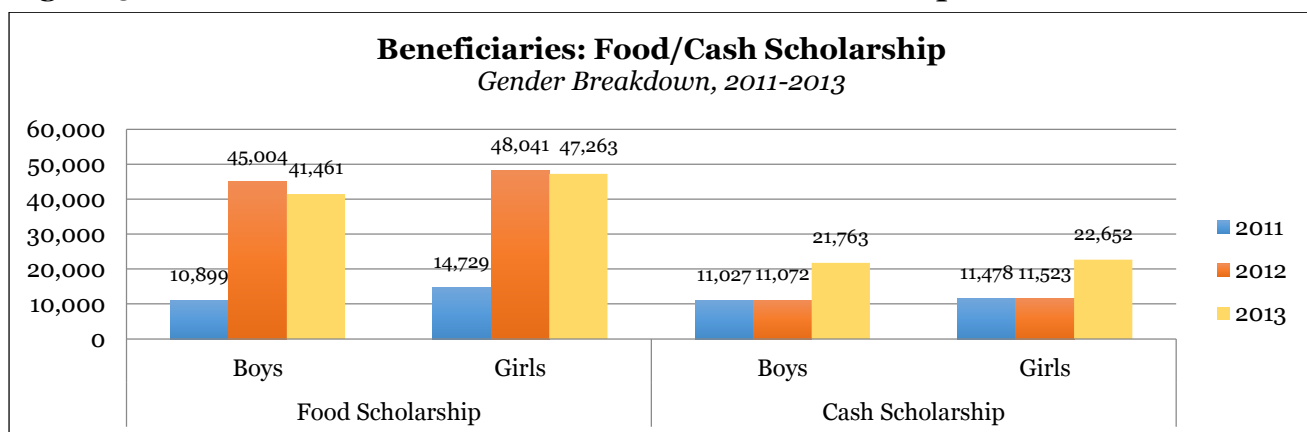
Figure 4: Beneficiaries of food and cash scholarships, 2011-2013



Source: WFP SPRs 2011-2013

146. The distribution performance of the food and cash scholarships is significantly better than for the meals component. In 2013⁵⁷, 59.6 percent of planned food (totaling 12,145 mt) was distributed, reaching 55.5 percent of the planned beneficiaries (88,724 school children among whom 47,623 were girls (59.1 percent) in the food scholarship programme. The same year in the cash scholarship programme around 90 percent of the planned amount of cash (US\$534,144) was transferred to 55.5 percent of the planned beneficiaries (44,415 school children among whom 22,652 were girls (56.6 percent)). Figure 5 shows the gender breakdown and overall numbers for each modality.

Figure 5: Breakdown and number of food and cash scholarship beneficiaries



Source: WFP SPR 2013

⁵⁷ Figures quoted are from SPR 2013.

147. **SFP Outcomes:** The very positive effect of the SFP noted in the 2010 impact evaluation⁵⁸ has been confirmed and even improved under CP 200202. The SFP continues to contribute to increased enrolment, attendance and completion. The Education Management Information System (EMIS) and CO monitoring data show that districts with school meals and scholarships have better outcomes compared to those not covered by the programme. The net admission rates in WFP assisted districts were some eight percent higher compared to other districts, while the net enrolment rate and completion rate were about five and seven percent higher respectively⁵⁹. Dropout numbers remained stable, which is a good performance, particularly along the border areas where schools are affected by very high dropout rates because of parents' seasonal migration. District and school authorities noted some cases of children shifting from non-assisted schools to WFP assisted schools, but the incidence of this unexpected result does not seem significant.

148. The period covered by the present MTE is too short to assess the effect of the decreased food distribution and the reduced cash scholarship availability, but there are no obvious effects on school attendance for the moment. Nevertheless, in the future this should be closely monitored in light of the 2010 impact evaluation, which observed that the positive effect of the school feeding programme was only sustained while schools benefited from the programme.

149. In regard to national goals for development, greater commitment at all levels is needed, and evidence of sustainability. For example, it is recognized that the transfer of responsibilities is a long term process for school feeding, but given the large investment in capacity building by WFP and others, while a considerable amount has been achieved, more government and community ownership would be expected by now. At the community level, the community members should take more management responsibility for the programme. WFP should modify the guidelines regarding the food delivery and the day-to-day distribution system at school level (for example, a representative of the parents, such as a member of the school feeding committee, should be entitled to sign the waybill, have access to records from the storekeeper, and assist the cooks in preparing the daily meal).

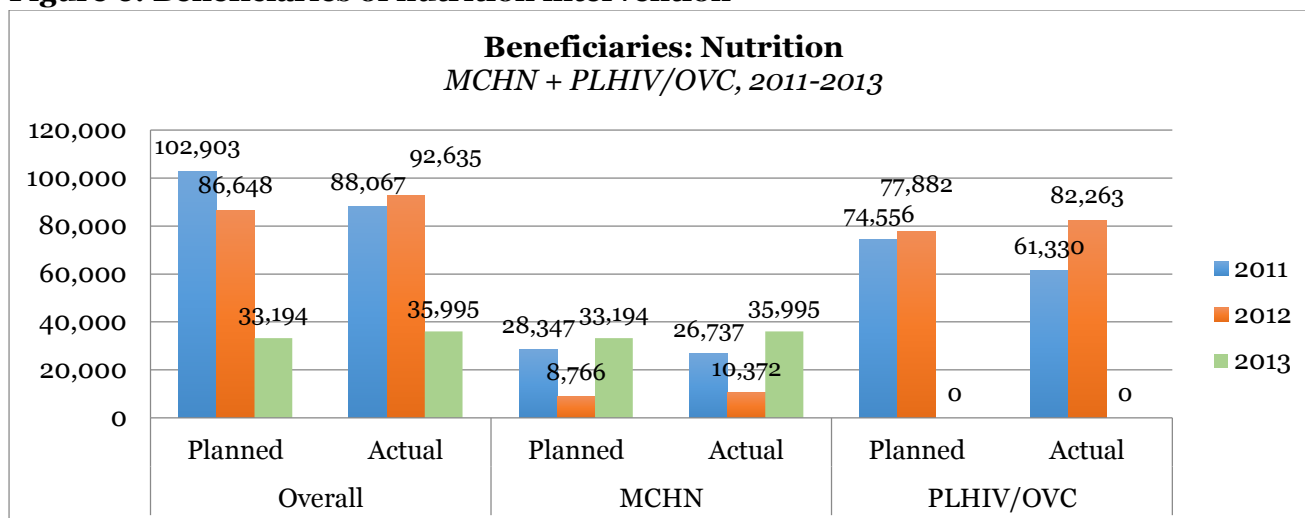
Component 2 – Nutrition

150. **Beneficiaries.** Under WFP's MCHN programme, a blanket supplementary feeding programme provided children aged 6-23 months and PLWs with a monthly take-home ration of corn-based Super Cereal Plus, mixed with sugar and vitamin-enriched vegetable oil, in order to prevent chronic malnutrition. The planned ration per person/day was 200 grams of CSB+, 25 grams of sugar and 10 grams of oil to provide 1,077 Kcals/day, and generally this was delivered as planned. From November 2013, children received only CSB++, with no oil or sugar needed to reach the intended nutrition value. For food assistance to the PLHIV and OVCs, each household received 25 kg/month of rice and this assistance was gradually scaled down during 2012. See Figure 6 below, which also indicates the full caseload numbers for the supplementary feeding activities.

⁵⁸ 'Cambodia School Feeding Impact Evaluation', WFP 2010

⁵⁹ As reported in SPR for 2013 which compiled data from three years, 2011, 2012, and 2013.

Figure 6: Beneficiaries of nutrition intervention



Source: WFP SPRs 2011-2013

151. In 2011, under the nutrition programme, beneficiary coverage and food distributions fell short of targets due to resourcing constraints, and delays in implementation were experienced due to geographic re-targeting. In 2012, WFP reached more beneficiaries than planned due to high turnover (discharges from the programme) and changes in cooperating partners for the MCHN. In 2013, numbers surpassed the targets at first but WFP had to reduce the number of people assisted by approximately 50 percent in the fourth quarter to prioritize areas with highest malnutrition and food insecurity rates.⁶⁰ Overall numbers for the MCHN surpassed the targets but the programme was reduced due to the change in commodity to CSB++ which is significantly more expensive than CSB+. No dedicated resource was allocated to the MCHN and as mentioned earlier the CP was not fully funded, therefore cuts had to be made to the nutrition programme.

152. **Household Targeting** - Blanket feeding was used where the relatively wealthier households receive the same assistance as the poorest, thus there may be inclusion of households not classified as IDPoor 1 and 2. Blanket feeding in targeted communities was recommended in the 2010 MCHN evaluation due to jealousies and tensions that arose when only targeted children and PLWs received MCHN services. Geographical targeting was narrowed to the poorest areas due to resource scarcity, which also served to reduce the inclusion. For addressing stunting, particularly where it constitutes a public health concern as in Cambodia, blanket feeding could be considered an effective approach since stunting affects various economic strata. However, stunting affects the poorest households at 51 percent versus a 42 percent average for rural areas. Proportionate attention on the poorest households was not devoted through the MCHN as per the IDPoor at commune level, although there may be other assistance programmes to help them.

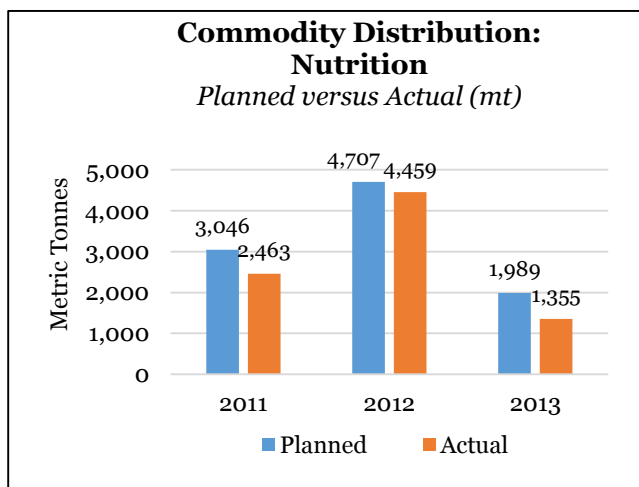
153. Targeting strategies also needed to consider the migration tendencies of the poor, as many of the poor migrate for work up to several times a year which may interfere with the need for continuous supplementation to prevent undernutrition. Further targeting strategies should consider the difficulties for the very poorest women (with their children) to attend the education and the registration verification prior to picking up the supplementary foods. For women who migrate within and outside of the country to seek jobs, children may be left with caretakers such as elderly relatives, thus the nutrition programmes need to identify and include the caretakers.

⁶⁰ Data compiled from SPRs 2011, 2012, and 2013.

154. There are several reasons why the poorest may not take advantage of the MCHN although they are targeted. Attendance may require a number of hours including the time needed for travel to and from the distribution point (perhaps four to six hours per month), time which the very poor, especially women, cannot afford to spend. They may not register for the MCHN due to lack of awareness of it or knowledge about the benefits. Migration for other work opportunities is another factor. The CSB itself weighs six kilos/bag and transport such as motorcycle or pack animal may be needed to carry the commodities home; the poorest are unlikely to be able to afford transportation. Village leaders, health workers and management level staff of partner NGOs estimated that approximately 5-15 percent of the households do not access the programme and these consist largely of the poorest. Women interviewed said they tried to help their neighbours who could not attend by bringing them the food commodities but this was only allowed twice before the mother had to attend, and village health support volunteers said they try to encourage attendance and follow-up with those not attending.

Commodity Distribution

155. For the Nutrition Component, WFP 2011 and 2012 calculations include both the MCHN and the PLHIV/OVC. In 2013, no commodities were distributed for the PLHIV/OVC. Commodity distribution has fallen somewhat short of planned amounts for various reasons (see Figure 7). Despite increases in actual beneficiary numbers in 2011, not



all commodities could be distributed due to interruptions from a border conflict with Thailand and the phase out of one cooperating partner. In 2012, rice distribution for the PLHIV/OVC (2,779 mt) reached over 100 percent of the planned amount as the nutrition component was prioritized, but from 2013 onwards food was no longer provided for the PLHIV/OVCs. For the MCHN, beneficiary numbers were reduced as some became ineligible and left the programme and fewer new participants were admitted, resulting in lower food distributions than planned.⁶¹

Figure 7: Commodity distribution, nutrition

Source: SPRs 2011, 2012, and 2013

Nutrition Outcomes

156. In regard to CP Outcome 6 (*improved nutrition status*) and Outcome 7 (*adequate food consumption*) and performance indicators (prevalence of stunting and underweight, and household food consumption score) no new national data analysis is available at this mid-term point. The MoH and its partners monitor measurements of children during their visits to clinics and of those benefiting from nutrition programmes but this is not done consistently, and tracking by nutrition information systems and nutrition indicators are not followed as part of the health management information systems. Furthermore, stakeholders may use different measurement tools and the results are not completely comparable.⁶²

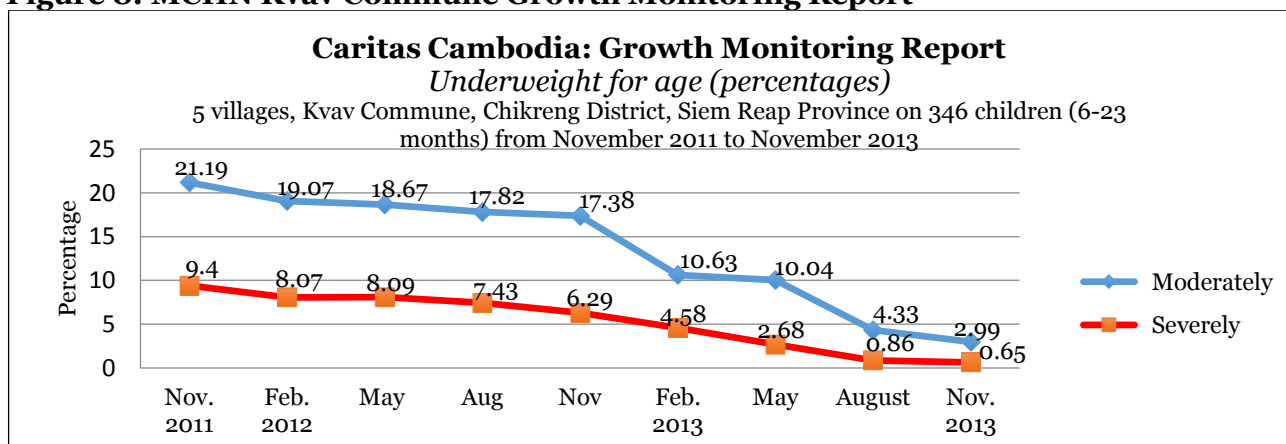
⁶¹ SPR 2013, page 5

⁶² Screening and home based follow up may be quickly accomplished through use of the middle upper arm circumference (MUAC) which measures wasting or acute malnutrition. Growth monitoring which is weight for age is useful to identify undernutrition, while weight for height is the best means to measure wasting at the community/health facility level

157. Nevertheless, it is clear that inputs are producing positive results. The 2010 independent review⁶³ noted that qualitative data suggested positive changes in child nutrition and development, mothers' health and the health of newborns. A further positive impact was increased status and trust of health centre staff and village health support group (VHSG) members, who were contacted more often by mothers for advice and support. This evaluation noted similar findings. Mothers interviewed demonstrated understanding of IYCF principles and were largely able to implement techniques to make the CSB palatable. All stakeholders interviewed at commune, district and provincial levels reported visible health and nutrition improvements and greater use of health centre services.

158. Since WFP-supported MCHN is only operated in part of the country, outcomes are localized. Without a comprehensive survey or cross programme analysis, most evidence from separate agencies is piecemeal or anecdotal. In all communes served by Caritas in Siem Reap province, for example, periodic monitoring using weight for age measurement indicates that a reduction in undernutrition was achieved through inputs from Caritas and by WFP. The five villages in Figure 8 below were in the programme since November 2011 with well-developed health and nutrition education activities. However, the incidences of undernutrition dropped dramatically in November 2012 shortly after food support began.⁶⁴ Similar results were noted in other villages served by Caritas.

Figure 8: MCHN Kvav Commune Growth Monitoring Report



Source: Caritas Cambodia

159. In regard to CP Outcome 8 (*national policy frameworks*) funding from all sources is currently inadequate to achieve the 'fast track' nutrition goals. There is indication of the Government's intention to devote more resources through approval of the new nutrition roadmap and to support the development of the National Nutrition Programme, including the nutrition information system. In regard to CP Outcome 9 (*delivery models nationally owned*) a great deal can be achieved by the end of the CP if the changes take place as visualized in WFP's Concept Note: 'New MCHN Model'. This would depend on the successful introduction of a more acceptable and affordable specialized nutritious food, further capacity development to promote complementary feeding, and using all available channels to reach the poor.

160. The management of acute malnutrition at community level (CMAM) could achieve model status if suggested improvements made through evaluations of the pilot could be undertaken.⁶⁵ Impressive gains were made in three years of implementation of the Joint

⁶³ *Mid-term Review of the Support to Mother and Child Health: DEV10170 in Cambodia*, WFP Cambodia, March 2010

⁶⁴ *Community Health / Mother and Child Health Programme, Siem Reap Province, Caritas Española, July 2012-December 2013*

⁶⁵ *Management of Severe and Acute Malnutrition, Qualitative Study on Perception of the Programme, by Beneficiaries, Caretakers and Health Centre Staff, WFP, September 2013.*

Programme (JP)⁶⁶ in children U5, partly through supplementary and therapeutic foods provided by WFP and UNICEF respectively. However, default rates were extremely high, meaning that many children did not complete the treatment. Data is being further analyzed by WFP for 15 health centres to scrutinize the participation and management issues to derive lessons and ways forward. From this analysis Standard Operating Procedures (SOPs) for CMAM will be developed with linkages both to emergency preparedness work and severe acute malnutrition (SAM) management.

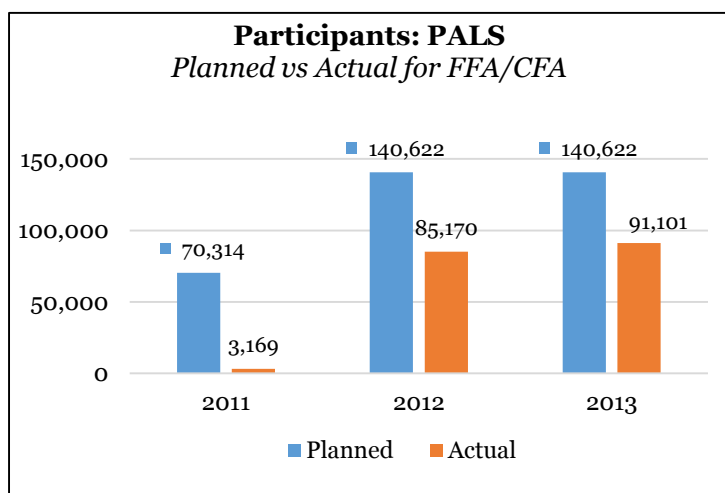
161. All stakeholders interviewed in Kampong Speu wanted the programme to be given a longer period of trial and not to lose the gains made; this supports the conclusion of the Joint Programme evaluation. Provincial health officials in Kampong Speu noted that the inputs helped reduce the number of MAM and SAM cases in need of hospitalization.⁶⁷ It has also been shown in other countries to help capacity develop in the health system for delivery of nutrition services.⁶⁸ The MCHN is not integrated into the health services because of poor motivation of health workers due to low wages and inadequate staffing.⁶⁹ Furthermore, there is a lack of other resources in the health system, and the model itself is demanding in terms of logistics.

Component 3 – Livelihood Support

162. **Participants:** Actual participants (179,440) from 2011-2013 comprised 51 percent of the planned numbers (351,558) (see Figure 9 which shows totals for FFA and CFA combined). The number of completed assets was also lower than planned. Female participants apparently represented exactly 50 percent of the total (89,718).⁷⁰

Figure 9: Participants, PALS

Source: WFP SPRs, 2011-2013



163. The more significant shortfall against plans was in the CFA component, the five main reasons for which are the following:

- Limitations on participant selection: ID Poor 1 and 2 (up to 90 percent) were targeted and allowed only one family member (for PALS-CFA) to participate when there were more able workers in the family which would have allowed the work to be completed faster;

- Timing of cash delivery: in CFA, the poorest households need cash on a

daily basis in order to cope, but the programme can only pay every two weeks. In order to meet their daily needs the poorest and most food insecure cannot wait for two weeks, and therefore do not join;

- CFA's labour wage was lower than the market price. Some participants said they can find unskilled jobs as construction workers in Siem Reap town or Phnom Penh and can receive payment between 20,000 riels to 25,000 riels per day (US\$5 to US\$6.25/day);

⁶⁶ Final Programme Evaluation, Joint Programme for Children, Food Security and Nutrition in Cambodia, September 2013, pp. 30-31.

⁶⁷ Provincial Health Office, Kampong Speu, March 2014.

⁶⁸ Evaluation of Community Management of Acute Malnutrition, Global Synthesis Report, UNICEF, March 2013.

⁶⁹ Cambodia Health Sector Induction Pack, Cambodia Health Development Partners Group, October 2013,

⁷⁰ Figures provided in SPR 2013 indicate almost identical numbers for male and female participants for each year, thus their accuracy is questionable.

- Migration: some participants started the project, but withdrew when they migrated looking for higher paying work;
- Complexity of procedure of selection of participants: some of those in the CFA programme found the selection process to be too long, with too many steps and too many meetings, which negatively impacted the income earning time for the poor.

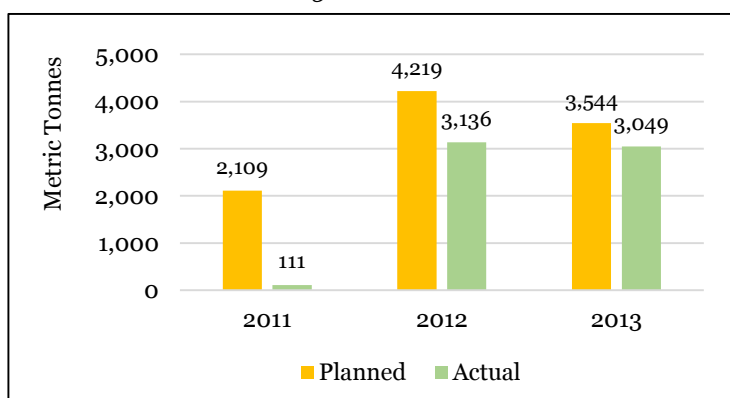
164. **PALS - Household Targeting:** The household selection process was based on IDPoor 1 and 2 for PALS-CFA in targeted areas and allowed only one member of each eligible household to participate in the programme. PALS-FFA participants were selected through a participatory self-selection process through village-wide public meetings facilitated by the Project Management Committees (PMCs), which included commune and village leaders. ID Poor households are given preference while non-ID poor households are also eligible but need to be endorsed by PMCs. In PALS-CFA, the targeting criteria may need to be expanded to include households that qualify but were not able to register for ID Poor.

165. The FFA was designed to reach approximately 60 percent of IDPoor in communities while the CFA targeted around 90 percent. Evaluation findings concur with the SPRs that exclusion occurred where eligible farmers were not able to register for the IDPoor to obtain IDPoor cards and thus could not receive benefits.

166. **PALS – Food Distribution:** SPR data for FFA from 2011-2013 indicates that the programme distributed 6,296 metric tons of milled rice to 179,440 beneficiaries over the three years (see Figure 10). In 2013, the programme increased the ration for unskilled labour from 3.5 kg to 4.5 kg per cubic meter for earthworks and compaction, and 0.5 kg per square meter for growing grass on the side of the newly constructed assets, although this still undercuts the market wage to avoid competition with other work opportunities and to attract the poorest.

Figure 10: Commodity distribution for PALS (in MT)

Source: WFP SPRs 2011-2013



167. **PALS - Cash Distribution:** Cash was transferred to the beneficiary’s bank account through AMK. The wage rate was KHR 13,500 per day (US\$3.75), which is slightly lower than the labour market rate for unskilled workers. In 2013, cash was transferred to 1,124 households (618 female-headed households) and 5,260 beneficiaries, representing 51 percent of the 2,195 planned households. About 53 percent of the participants

had IDPoor 1 cards and 44 percent had IDPoor 2 cards (three percent of non-IDPoor were included by using another family's valid IDPoor card). Total cash dispersed was US\$96,777. The demand for cash or food varied across the targeted geographic locations.

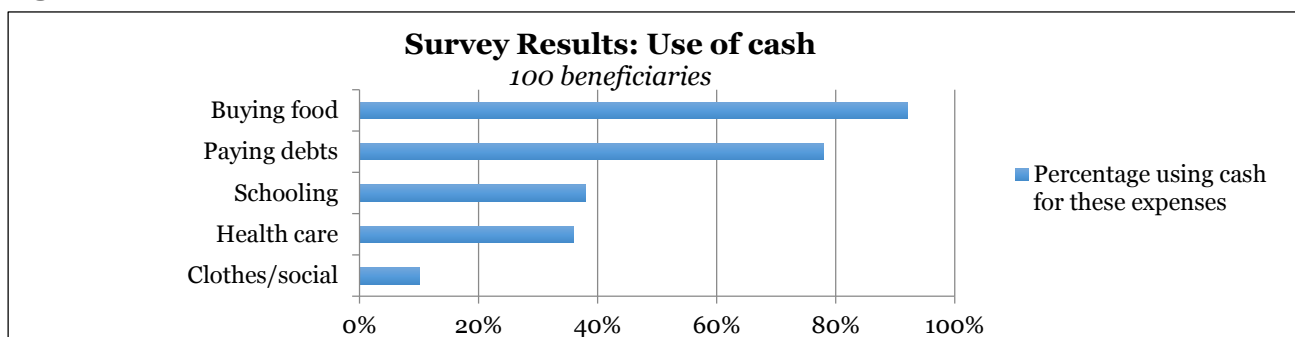
168. Focus group discussions with beneficiaries who had received both food and cash indicated that there were positive outcomes through both delivery methods: 1) Cash - more available income for multiple uses; and 2) Food – shifted family cash income from buying food to supporting other household needs, reducing hungry months per year. It is noted, nevertheless, that other differences exist between the modalities, including the targeting criteria, the frequency of distributions, and the ability to be engaged. The rural people in

landless and insecure food locations prefer food rather than cash, whereas in locations closer to markets and the better off households prefer cash as a means of income supplementation.

169. Focus group discussions with people benefiting from FFA indicated that the food obtained was kept for coping during the hunger months (April to October), while cash from other incomes was used for the same purposes identified above. The income generated from the CFA was around US\$90 (representing an additional 15 to 30 percent to the average annual household incomes). It was noted that income is shared fairly within the household, particularly if women are employed.

170. A small survey (100 beneficiaries) in 2013 conducted by the VAM Unit questioned people on their cash use, with results (see Figure 11 below) indicating that 92 percent used the cash for buying food items, paying debts (78 percent), paying school materials (38 percent), healthcare (36 percent), and ‘others’ (10 percent) used for village social events (such as weddings, funerals, buying clothes, etc.).

Figure 11: Use of WFP cash



Source: Annual Sector Report, PALS, 2012-2013

171. **Quality of Assets:** The WFP PALS programme has positively rehabilitated and built community assets, as summarized in Figure 11 below. Rural infrastructure such as feeder roads, irrigation canals and ponds are the preferred projects for the rural communities and local government. Women’s priorities were toilets and wells in the communities. Based on direct field observations, the assets produced by the programme are considered positive and of acceptable quality. Assets visited in Siem Reap, Kampong Thom, Prey Veng and Pursat were found to be in good condition and in use. The rural roads are well built, though ongoing maintenance is often lacking; some are missing the top layer of soil (the commune’s responsibility to be paid for from the Commune Development Fund but spread with community support). The WFP teams may assist the local government in negotiations with the central government to allocate financial support for maintenance of the assets built. It is also important to take into account that community capacities and resources encourage beneficiary involvement in maintenance.

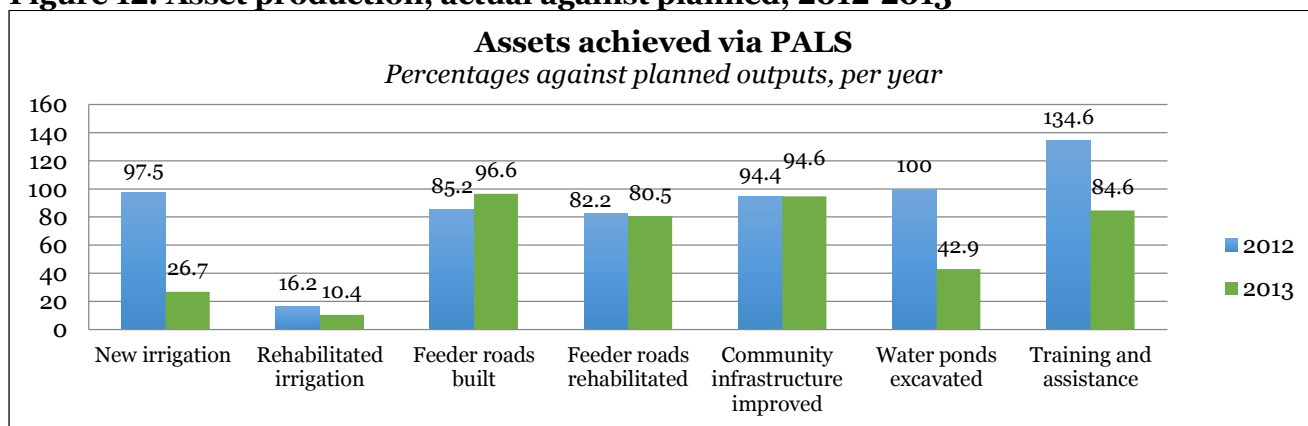
PALS – Outcomes

172. The PALS programme supported the CP’s Outcomes 2, 3 and 4, which have improved the community asset score (from base value 137 to latest value measure of 154) via the building or restoration of livelihood assets by target communities and individuals (see Figure 12 below for numbers). The positive outcome effects of PALS can be seen as:

- **Improved access to social services:** all targeted locations visited by the evaluation team displayed the potential of access to markets, schools, transportation, health centres and inter-village connections.

- **Increased agricultural production:** the small-scale irrigation schemes and water ponds created by the FFA contributed to increased rice crop production up to 50 per cent. Some beneficiaries interviewed in Prey Veng Province indicated that irrigation helps to increase rice yield from 1.2 mt/ha to around 2 mt/ha. Furthermore, the small-scale irrigation schemes not only support irrigated rice during the drought period, but also help to diversify crop production, such as growing vegetables to support additional diet and household income. However, WFP needs to further develop its connections with other United Nations agencies such as the Food and Agriculture Organization (FAO) to provide technical training and extension services to the communities around new irrigation canals.
- **Increased livelihood protection:** the food and cash from the programme contributed to improve household food security, rural roads and irrigation canals for livelihood use. Beneficiaries interviewed in three provinces provided the same answers regarding benefits from the programme, such as reducing hungry months by up to three months (normally the poor and vulnerable group experience rice shortages from April to October).
- **Strengthened local government and communities:** the FFA and CFA programmes have had a significant impact on the decentralization programme reform agenda of the Government because all selected target sites were based on commune investment plans. The commune councils interviewed also recognized this impact.

Figure 12: Asset production, actual against planned, 2012-2013



Source: adapted from SPRs 2012 & 2013

PALS Gender Results

173. The FFA and CFA are specifically designed to reduce gender disparity by encouraging all men and women to be equally accessible for employment during the off-season or dry season when agricultural production was inactive. However, the FFA and CFA ultimately attracted more women participants (approximately 70 percent). Women perceived the opportunities to be safer and closer to home, which allowed them to tend to their households or children while working. A number of women informed the evaluation team that they participated in the FFA work even while breastfeeding, and brought their children with them to the work site. Many women interviewed indicated that they support asset building activities, and appreciated the opportunities for income generation the work offers them. It was found that while women chose to work on PALS activities men migrated in search of higher wages, which meant households had a dual income.

174. As already stated, the gender dimension of time pressures is especially pertinent, since women are socially expected to carry out their traditional domestic and child-rearing roles regardless of any other activities. While participation in a FFA type project could bring

in additional income, time spent working and collecting the payment may increase the overall burden for some women. However, women indicated that they preferred CFA over other forms of paid employment, as it is lighter work and closer to home.

Results – Summary of Key Findings and Conclusions

Since the beginning of the CP the number of actual beneficiaries has been lower than planned in the SFP and PALS. Targeting criteria and retargeting due to resource restrictions as well as changes in cooperating partners, and delays in start-ups especially for PALS in launching the assets, affected performance. The amendments reduced school meal feeding days for the SFP from 200 to 178 in 2013-2014 and scholarships from 15 to 10 percent of poor children and limited to grades 5 and 6. For the SFP, during the school year 2012-2013 the number of beneficiaries was lower than the 503,120 planned. In later 2013, beneficiary numbers for the MCHN had to be reduced by 50 percent.

Food distributions have also been lower than planned. The greatest discrepancy between planned and actual distributions occurred in the SFP with respectively 70 percent less than planned in 2011, 30 percent in 2012, and 40 percent less in 2013. The distribution performance of the food and cash scholarships is significantly better than for the meals component. There is a probability that the decrease in SFP resources will have an impact on school performance as the impact evaluation indicated the positive effect was sustained only while schools participated.

PALS distributed 37 percent, 72 percent and 63 percent of planned amounts for 2011, 2012, and 2013 respectively. Reported beneficiary numbers were extremely low in 2011 due to the slow start up of the programme and a reporting overlap with the preceding PRRO, but reached approximately 75 percent of planned figures in 2012 and 2013. The main reasons for the shortfall were limitations on beneficiary selection, difficulties to wait for cash delivery, lower wages than the market price, migration, and complex procedures for selecting beneficiaries. Cash transfers reached 51 percent (out of 2,195 households) of planned households.

Gender analysis: the comparison between boys and girls receiving school meals shows that gender parity is not yet fully achieved although the gap is very limited. In 2013, the gender ratio among school children was 0.94 of girls to boys. Approximately half of the recipients of food and cash scholarships were girls. For PALS, 70 percent of the participants were women. Analysis of time pressures on women is especially pertinent, since they must also carry out domestic and child-rearing roles.

Household targeting: blanket targeting is used for both the school meals under the SFP and in the MCHN, which inevitably incorporates some of the non-IDPoor. PALS-CFA targeted the IDPoor 1 and 2 but allowed only one household member to participate in the activity. It was also noted in PALS-CFA that some people, who should have been eligible but did not have IDPoor cards, were excluded. PALS-FFA, also based on the IDPoor system, was handled via self-selection and allowed the participation of multiple household members. For MCHN, approximately 5-15 percent of the poorest do not access the programme due to the time needed or through lack of awareness, as well as economic migration. Special efforts are needed to include the groups who are left out or missed.

Outcomes: the SFP continues to contribute to enrolment, attendance and completion, greater than noted in the 2010 impact evaluation and better when compared to non-WFP assisted schools. The net admission rates in WFP assisted districts were some eight percent higher compared to other districts, while the net enrolment rate and completion rate were

about five and seven percent higher respectively. Dropout numbers remained stable, which is a good performance.

The MCHN data is not regularly collected or tracked. However, Caritas' localized growth monitoring data (weight for age) pointed to clear reductions in undernutrition upon introduction of food support. Qualitative data indicates positive outcomes for maternal nutrition, health of newborns, nutrition and health behavior changes and greater use of health system facilities. The support to PLHIV produced a well-researched and accepted training publication in the '*Good Food Toolkit*'.

PALS resulted in community asset scores increasing from 137 to 154 and interviewees noted increases in access to services, higher crop yields, reduction in the hungry months and strengthening commune governance in terms of their development planning. Road assets were the most successful in implementation while irrigation and ponds fell the most short of targets.

2.3. Factors Affecting Results

WFP Internal Factors

175. **Connectedness in Programme Planning.** The CP 200202 is more a juxtaposition of separate activities than an integrated programme as there is no demonstrated connectedness between its components to promote synergy. Linkages between the programme components are not strong in planning, reporting or implementation. For example, school feeding activities are focusing on pre- and primary school levels while MCHN activities are targeting children aged 6-23 months. As far as nutrition objectives for growing children are concerned, there is no linkage between the two components, nor between FFA/CFA activities and the school feeding programme.

176. Through the schools and their outreach mechanisms, the SFP has the potential to disseminate nutrition knowledge to the community that will serve to build community nutrition capacity and impact child nutrition, yet education has no explicit nutrition objectives, outcomes and results in the CP. In PALS the food consumption score is used as an indicator. The opportunities to make an impact in nutrition by disseminating messages through all possible channels should be used, although the primary mandate for this activity is not WFP's.

177. Similarly, disaster risk reduction (DRR) seems an add-on to the CP although emergency preparedness was integrated to some degree in component plans through the EPRP. DRR is highly relevant to WFP's areas of focus, particularly via PALS, and a strategy is needed to encompass the broader DRR theories and link both the projects selected and the results to the other components. One possible area is to strengthen community DRR planning and to make linkages to climate change and the likelihood of more frequent floods and droughts. This will also assist in the mobilization of funds as many donors are supportive of DRR and climate change related interventions. Schools, health centres and communes can be conduits for DRR information and this can be expedited through relationships already established.

Performance of the Country Office

178. Substantial communications and analysis took place between the CO and the Regional Bureau for Asia (OMB) in Bangkok regarding the nutrition component. The OMB supported a senior nutrition officer to conduct a comprehensive review of nutrition

activities in Cambodia and appraisal of the way forward twice in 2013 and this analysis has contributed extensively to the CO's current direction in nutrition.⁷¹ This collaboration also signifies the CO, global and regional concern regarding the high stunting rate in Cambodia. The nutrition unit was strengthened by inclusion of a nutrition specialist with experience in food based approaches, and significant progress has been made in the CO nutrition component in the past year. WFP Cambodia received some funding specifically earmarked for nutrition work from WFP-USA.

179. Procurement and logistics support by the CO has been of high quality, and losses were minimal over the evaluation period (0.05 percent on average). The CO faced substantial challenges in respect to the need to contract local transport agencies to deliver food and the efficiency of the delivery depended on a number of factors, including availability of the contractors' trucks and time, availability of needed commodities, weather and road conditions. The process required extensive oversight by the CO. Despite some delays, very few complaints were expressed at the implementation level by cooperating partners and by the beneficiaries during the evaluation visits.

180. WFP Cambodia has developed a strong VAM unit, now merged with the monitoring and evaluation function into the MERVAM Unit. The new arrangement allows focus on collection of data to inform assessment and evaluation. The challenge with tracking nutrition results is substantial, and neither the previous MTE of the MCHN (2010) nor this MTE were able to receive an analysis of available quantitative data, and qualitative data was mainly anecdotal. As an example, PALS has produced encouraging outcomes yet there are both skeptics and proponents regarding its contribution to agricultural development, thus it is important to systematically quantify and report results.

181. The CO is commended on the excellent job in monitoring the SFP and it is an example of good practice that other components can follow. The Cambodia SFP is a particularly well-documented intervention compared to many similar programmes implemented by WFP around the world. This has allowed the results to be well tracked, which has contributed to evaluation and onward planning. The success of the education monitoring covered a range of areas. In 2012-2013, the CO realized more than 8,000 monitoring visits, whose data contributed to the establishment of a comprehensive Education Annual Sector Report that has been very informative for this MTE. In 2010, an impact evaluation covering the period 2000-2010 evaluated outcomes and impact achieved in relation to education, nutrition and value transfer. Most of the information and lessons learnt from this impact evaluation informed the formulation of the present CP.

182. A national nutrition information system needs to be supported and developed to continuously track data and that parallel data collection systems are avoided. Data analysis to demonstrate localized results is possible through coordination among the operating partners and other NGOs with similar inputs to amalgamate their data. A structured approach to qualitative data collection can also suffice to feed into evaluation, for example through focus group discussions at the beginning, middle and end of the projects to document the successes and failures, to what degree the objectives have been attained, and a summary of outcomes.

183. In terms of gender monitoring, the CO needs to improve its collection and compilation of data on numbers of females in the programme in relation to actual gender ratios and provide more in-depth analysis of gender issues across its programme interventions. For example, the number of children by sex of school age in a community

⁷¹ Back to Office reports and powerpoint presentation, Katrien Ghoois, WFP Senior Regional Nutrition Officer, March and November 2013.

determine how many children by sex should be in school. However, the parity numbers assume that all children go to school and that there should be equal numbers of boys and girls in school, which may not be the case (the ratio is actually 0.94). Numbers by sex also need to be discussed by grade and dropouts. The case for MCHN is similar in that the number of children of each sex should be noted and percentages used for the numbers of children attending the programme.

184. A broader perspective is needed on targeting and assistance modalities to include more of the poorest people. The CP's activities are intended to target the most vulnerable areas based on food insecurity, poverty, low education, undernutrition, and gender indicators. Most of the provinces with the highest poverty incidence, situated in the north and north-eastern parts of the country, are not covered by WFP school feeding, MCHN or PALS activities (nor by the CP as a whole). For efficiency reasons, especially the cost of food transport, delivery and handling, school meals activities may not be well adapted to these provinces. On the other hand, the provision of cash scholarships through mobile banking transfer and/or via NGO partners represents a possibility that could be further explored to reach school children living in the most underprivileged areas. Cash transfers were recommended in the MCHN mid-term evaluation of 2010 but this was not implemented due to the lack of food diversity and access to fortified foods in the targeted areas, and these issues also require analysis. In addition to earlier comments on targeting, WFP did implement cash scholarships through MoEYS in two north-eastern provinces.

External Factors

Government Ownership and Sustainability

185. Since 2011, a School Feeding Coordination Committee and a School Feeding Task Force have been established at central MoEYS but there is at the moment no full time body established within the lead Ministry and equipped with the necessary resources to take over the full responsibility of programme implementation and coordination.

186. Since 2007, the government has contributed 2,000 mt of rice and associated costs annually to WFP programme activities, of which the bulk was allocated to the SFP. A further annual contribution of 4,000 mt of rice by the government has been requested until the end of the current CP. While the present contribution is a clear demonstration of the government's support and commitment to WFP's school feeding activities, the adoption of a regular budget line would be a major improvement toward national ownership.

187. School feeding sustainability workshops have established that Cambodia is still at the early stage of transition toward a nationally-owned school feeding programme (as per 2009 WFP School Feeding Policy Quality Standards or the 2013 SABER Policy goals⁷²). The joint WFP/MoEYS draft *School Feeding Programme Roadmap* outlines the Government's intention to transition school feeding programme to national ownership, although the timeframe only foresees this from 2021 onwards.

188. **Nutrition:** The Health Strategic Plan II (2008-2015) does not set out a nutrition response, reflecting the weak status of nutrition science in the Ministry of Health. The National Nutrition Programme (NNP), which falls under the National Maternal and Child Health Centre (NMCHC), has only 14 staff and is developing its capacity largely with medical staff who do not have formal training in nutrition. The government has received support for development of a Master's of Science in Nutrition for health professionals at the

⁷² WFP and the World Bank have developed a framework for systematic planning of the transition to national ownership. The Systems Approach for Better Education Results (SABER) framework enables countries to assess their transition stage, devise strategies for improving the quality and sustainability of programmes, and track progress. See <http://worldbank.org/education/saber>

sub-national level but this would only produce a small proportion of the number of national nutritionists needed.

189. **PALS:** The significant external challenges of FFA and CFA relate to the continued resourcing constraints of the CP, and the scope and scale of the FFA and CFA works under the CP were clearly depending on the availability of funding. The government does provide approximately US\$12,000 per commune annually to support the Commune Councils for local development; however, there were no signs of further funding support towards FFA or CFA activities observed during the evaluation mission.

190. Some of the external factors affecting results and sustainability include:

- Challenges in providing technical support services by the implementing partners during implementation and post implementation (such as an overload of projects to monitor);
- Challenges for PDRD, CTSO and CC staff to effectively use the newly created facilities since maintenance is not in place;
- Slow pace of government public administration reform and payment of decent civil servant salaries limiting staff motivation;
- Continued drought/floods damaging the newly built roads;
- Population pressure increasing burdens on the food insecure households;
- Political instability.

191. Sustainability of the PALS-FFA and PALS-CFA is difficult to assess and has been unclear during the evaluation. The CO has no reports on impact and there is no exit strategy for the activities. A concentration of efforts towards a more limited number of implementing partners (for instance, the government) and areas of intervention, especially through decentralization, could further contribute to the sustainability of activities and approaches. However, the lack of exit strategies will also affect the overall effectiveness and relevance of WFP interventions.

192. The mainstreaming of asset creation activities into sector programmes is more complex and needs a clear strategic plan and coordination mechanism for integration. The CO requires further negotiation with reluctant government counterparts for better integration and resource allocation.

193. Most implementing partners interviewed noted that they were reluctant or uncommitted, due to resource and capacity constraints for their staff, to engage fully with the programme. This has a direct effect on the quality of interventions undertaken and on their targeting. For instance, the PDRD in Kampong Thom noted that due to resource constraints from WFP, the PDRD staff has had to reduce the number of technical monitoring visits.

194. Two emergency responses were carried out during the period under review. One was an IR-EMOP providing short-term relief (one month) to those most affected by the extensive floods in 2011, through addressing immediate food shortages. A one-year EMOP followed; activities included general food distributions (GFD), food for assets (FFA) for infrastructure rehabilitation and vulnerable group feeding (VGF) for the most vulnerable who were unable to participate in FFA.⁷³

Community Participation

195. Quarterly coordination meetings organized at provincial level with POEs, DOEs, PCC/SFTF and WFP representatives noted that there is a limited community participation

⁷³ The 2011 EMOP itself is not being evaluated but the impact of FFA on the CP forms one of the evaluation questions.

and contribution. During the field visits by the evaluation team, it was recognized that parents and community representatives were dependent on WFP assistance to maintain school feeding activities. On the other hand, due to the high level of poverty in WFP assisted schools, there is a demonstrated limitation to the contribution, be it in kind or in cash, that parents and communities can afford to support school feeding activities.

196. WFP's strategy to work with Commune Councils (CCs) is an important avenue for current and future interventions. However, a lack of policy guidance on how to work through the Councils was apparent in the villages, and this is a serious limitation to sustainability. For example, while all communes now have a CIP and some identified priorities, some interviewees indicated that there was often no planning between WFP and CCs for some selected target sites. When WFP came to the communes and asked for assets to build, the chosen project was not always a priority identified in the CIP. As noted above, a more structured approach to engagement in DRR-focused activities would be recommended.

197. The weaknesses in policy are demonstrated in communities, and weak community commitment results from the imposition of programmes that do not address the local priorities. To determine these, all sections of the community should be consulted separately and together. Communities may also require more knowledge before deciding their priorities. Lessons learned from PALS-FFA/CFA include drawing upon the community's prioritisation of selected assets from the CIP and the importance of skills transfer to the districts and communes from WFP staff and government/community actors. CARD notes that there is inadequate usage of existing community structures to help address issues. For instance, the Children and Women Community Councils which can mobilize to involve excluded families.

Planning and Synergies – Partnerships with United Nations Agencies and NGOs

198. The spirit of resource sharing through joint programme development is not fully developed in Cambodia. While collaboration between several agencies on certain activities and projects is common, the UNDAF has rarely been translated into joint programmes among the United Nations agencies, and coherence at the district and community implementation level does not match the appearance of coherence seen in joint planning documents and coordination meetings at the central level.

199. Silo-ing is prevalent, both in terms of programmes and donor relations, and affects all partners; government programmes are very entrenched in bilateral relationships, which perpetuates the silo-ing. Other agencies have developed their own food security programmes (such as USAID's HARVEST, as part of Feed the Future). There is a possibility of overlap or duplication, although some projects can be complementary such as the large works (irrigation canals, for instance) preferred by the Asian Development Bank, combined with less complex community assets such as the roads supported by WFP.

200. The Joint Programme on Children, Food Security and Nutrition evaluated the effort to accelerate achievement of the MDGs (2010-2012) and noted that: *“The lack of a shared theory of change has affected programme implementation, with implementing parties focusing primarily on the outputs under their responsibility rather than on shared objectives included as part of a results chain.”*⁷⁴

Level of Resources

⁷⁴ Theory of Change explains the process of change by outlining causal linkages in an initiative, i.e. its shorter-term, intermediate, and longer-term outcomes. One outcome is thought to be a prerequisite for another.

201. The funding situation of the CO is reflective of the overall funding climate for United Nations agencies. On the positive side, the scarcity of resources may serve to encourage more joint programming, but in recent years support for Cambodia generally has had to compete with demands from less developed countries, and disasters and emergencies. WFP's good relationships with donors has kept support flowing for the Cambodia CP, although available resources are likely to continue to reduce in the future. The main donors often have to work with changed priorities due to political pressures at home and may their objectives not be as coherent with the CP as in the past.

202. WFP needs to continually be aware of the changing objectives and trends in donor funding. Donors are becoming increasingly selective of the programmes they support, and moving toward greater direct contribution to national systems, such as the health system, to promote sustainability. This may therefore require flexibility in WFP's programming approaches, such as focusing more on DRR assets via PALS rather than a non-DRR project just as a means to deliver food. Donors are also insisting on demonstrable results in the short and longer term. Furthermore, it is considered by most donors to be important to work in the spirit of the Paris Declaration to promote national capacity.

3. Conclusions and Recommendations

This section of the evaluation report draws together the findings of the evaluation in an overall assessment and sets out some suggestions for the remainder of the current CP term. Then a number of prioritized recommendations are made, flowing from the findings and conclusions.

3.1. Overall Assessment of Cambodia Country Programme 2002-2016 (2011-2016) at the Mid-Term

Relevance, Coherence and Appropriateness

203. All three components (education, nutrition and livelihood support) were well planned in view of priority development needs of the Cambodian people and as per WFP's strengths, capacities and resources. The CO effectively undertook a number of studies and assessments in order to determine priorities for the CP, confirming the best approaches. However, geographic targeting excludes the poor in remote provinces who are among the nation's poorest and while the cost inefficiencies of working in these areas are acknowledged, options on how to assist these populations should be further explored.

204. Linkages between some of the programme components could be more coherent to ensure coverage of children in targeted in their first five years. For example, MCHN covers children 6-23 months and then the next phase of WFP's nutritional input begins when the children start at primary school at age five.

205. The CP achieved a high degree of coherence with government policies as WFP collaborated on the development of a number of them, including the School Feeding Policy, Fast Track Nutrition Road Map, and the NDSP. WFP coordinates effectively with its partner ministries, United Nations agencies and donors at the central level, although the coherence at provincial, district and commune is less effective. This is partly due to the weak capacity of official systems and insufficient commitment of national resources and partly due to siloing and weak programme integration by the government, the United Nations and other assistance partners.

206. Overall, the selected activities are relevant if they successfully transfer into government hands, but there is dependency on WFP and very slow movement of takeover of the services. While WFP has been working on capacity development initiatives, it remains a slow process and more has to be achieved before a greater transfer of responsibility can happen. Nevertheless, some aspects of the programme (PALS-CFA, for instance), are much more closely integrated with the government's approach and systems. Any reduction in WFP resources may mean that fewer vulnerable people will receive services, hampering progress to achieve the MDGs and other development goals, and increasing vulnerability to crises and disasters.

Efficiency

207. Since WFP did not meet planned beneficiary and food distribution targets for the SFP and PALS, the operation suffered in efficiency. This was the case for PALS in particular which fell seriously below target in 2011 with low reported beneficiary numbers due to the slow start up of the programme and a reporting overlap with the preceding PRRO, but reached approximately 75 percent of planned figures in 2012 and 2013. The SFP fell short of providing a daily hot meal, which was only accomplished 70 percent of the time due mainly to issues in resource availability and temporary local circumstances. The numbers of beneficiaries, feeding days and ration sizes were correspondingly reduced. Performance was more efficient in meeting planned distribution numbers in the MCHN and the PLHIV/OVC and the rates of food (98 percent) and cash transfer (90 percent) was very good for the education scholarships.

208. Geographic targeting aimed to enhance efficiency by focusing on high-density population areas, but the challenges mainly occurred in resource shortages, local implementation issues, re-targeting and beneficiary selection, and changes in cooperating partners. WFP effectively downsized according to resource availability but alterations in the plans caused further delays.

209. Household and individual targeting proceeded efficiently for the school meals and MCHN due to the blanket feeding in the poorest communities, but PALS initially experienced delays because of complex processes for beneficiary selection and asset design. In both the MCHN and PALS, some of the more needy households were missed because the time and resource inputs required from the very poor, especially women, often precludes their involvement in lengthy registration or distribution procedures. Also, economic migration often interrupts their participation and needs to be factored into strategies to reach them.

210. Extensive and intensified monitoring helped address inefficiencies over the course of three years. WFP and cooperating partners trained mothers to make CSB more palatable. Once PALS was up and running, efficiency substantially improved, although it was hampered by the need for more management capacity in provinces, districts and communes. Overall efficiency in meeting development goals is effected positively through the sectoral coordination groups but the recalcitrance of organizations to share resources and strengthen linkages across sectors and approaches has diffused the impact.

211. WFP aimed for 75 percent of local purchases (data awaited) and a broader use of cash transfers, but some remote rural beneficiaries prefer receiving food. Investment in locally made nutritious supplements to replace the imported CSB and advocating for national fortification of rice will enhance cost efficiency in reducing needs for imported foods.

Effectiveness

212. For the SFP, positive changes in education indicators have proceeded effectively to improve attendance and increase enrolment; dropout rates have not increased which is

positive. Mothers and PLWs have assimilated nutrition and health information. Through supporting construction of community assets, PALS has helped to reduce disaster risk and to protect livelihoods, helping to cover the hungry months. The HRF has helped to build capacity of the NCDM through preparedness exercises but DRR is not adequately developed in terms of CP activities and capacity development plans.

213. The government continues to be supportive of social protection and showing increasing budgetary commitments but it is far from what would be expected. No delivery models are nationally owned although capacity and awareness has been significantly increased through WFP-organized trainings. CARD is in the process of negotiating for greater budget allocations to support social protection activities.

214. WFP is playing a greater enabling role through promoting capacity for scale up of model social protection programmes such as the SFP, MCHN and PALS, and conducting research for sustainable nutrition inputs. Measuring effectiveness is an area requiring stronger focus through the M&E system.

Impact

215. WFP made significant advances at both beneficiary and systems levels. At the beneficiary level, long term social capital is being built in education as evidenced by improvements in indicators. Long term social capital was built through the assistance to PLHIV/OVC through reduction of debt, child labour and stigmatization as well as greater health through increases in BMI. The MCHN and pilot CMAM reduced MAM and SAM rates, strengthened health system nutrition services, and increased nutrition and health awareness and practices. Beneficiaries in PALS experienced numerous positive outcomes such as improvements in access to social services, increased crop production, reduction in hungry months and strengthened local government. Community asset scores were improved.

216. At the systems level, the MCHN model has been successfully operating for a number of years and the CMAM and PALS models have produced positive outcomes with valuable lessons learned. The MCHN is not totally integrated with the health system as it is run by cooperating partners; the PALS is run by local governance staff and communes with technical assistance from WFP. The SFP system is well established and largely managed by schools and communities, although in some schools both are overstretched in their abilities to provide the hot daily breakfast given the poverty and level of management capacity.

217. WFP has successfully moved through transiting from recovery to development and is moving from food aid to food assistance by expanding modalities to include cash and vouchers, which have been piloted relatively successfully and show promise for replacing some food transfers. More broadly, WFP's contribution through its leadership is pushing forward the food security, nutrition and livelihood agendas on behalf of all stakeholders.

Sustainability and Connectedness

218. Gains made in the SFP are at high risk of diminishing if it is not handed over to the government as WFP's resources are cut back, and management capacity still has to be developed further. Similarly the temporary closing of the MCHN programme means that the model will not go forward for replication unless the government supports them. This may result in more cases of undernutrition in the targeted communities. PALS can continue to be developed as a model and communes may be able to support asset building if their development budgets are increased. Stronger strategic partnerships are needed to ensure that gains are not lost and to connect policies with results in communities.

Gender

219. Gender issues were assessed as part of the planning for the CP but a deeper analysis based on equality and sensitivity concerns would contribute to effectiveness. Although they are targeted at the household level, some of the poorest do not access services because they lack IDPoor cards, migrate, or do not have the time or information to access the activities. The analysis of women's income generating challenges and their time burdens need to be considered more carefully in the design to better manage activities to meet their needs.

3.2. Recommendations

The Way Forward

220. At this mid-term juncture and prior to planning the next CP, the CO has asked the evaluation team for forward considerations to inform planning design, in view of the context of Cambodia as it transitions to become a Lower Middle Income Country (LMIC). According to the World Bank, sustainable growth and development in LMICs has positive spillovers to the rest of the world in poverty reduction, international financial stability and cross-border global issues including climate change, sustainable energy development, food and water security, and international trade.⁷⁵

221. In the course of becoming an LMIC, major challenges for Cambodia, in order to progress expeditiously toward the goal: the growing inequality between urban populations and the rural poor; gender disparity; employment for youth; and achieving quality education, and good health and nutrition. Importantly, Cambodia will lose preferential terms of Official Development Assistance (ODA), which will reduce, compelling Cambodia to raise national revenue and finance public services by moving towards a more self-sustaining economy.⁷⁶

222. The current dependency on WFP's assistance will inevitably be reduced as national capacity and resources develop. Given WFP's reducing resources, a strategy is needed to best use the available human and material resources as well as clearly illustrating WFP's longer term ability to work with the government to support its eventual takeover of some or all of the programmes.

223. The following are some suggestions of areas to be considered in the interim:

- Engage with the donors (collectively and individually) to better align the WFP programming with current donor support objectives and trends to maximize the resourcing opportunities for the CP;
- Advocate for cash rather than in-kind imported food donations to enable the purchase and use of locally produced products such as specialized nutritious supplements for the MCHN stunting reduction and MAM management;
- Develop a detailed framework of capacity development needs where WFP can make a difference, with benchmarks and indicators of success, with a view to confirming milestones for programme handover;
- Support where relevant the MoH's official MSc Nutrition training (for example, this could include assistance with site visits, guest lectures etc);
- Demand results from capacity development efforts, for example from external consultants, to ensure confirmation of transfer of capacity and skills;

⁷⁵ UNDP website

⁷⁶ Ibid.

- Prioritise the use of Cambodian technical experts with their language and contextual knowledge;
- During planning and monitoring, look deeper into the gender implications of programme activities, and whether they promote or detract from gender equality. For example, does participation in an activity take mothers away from their children and homes and if so, who takes care of the children and ensures they have sufficient dietary intake and go to school?
- Continue to prioritise the current food fortification studies, policies and guidelines;
- Create a disaster risk reduction (DRR) strategy to encompass the broader DRR theories and ensure community-built assets using FFA and CFA contribute directly towards reducing vulnerability;
- Improve the understanding of the management capacity required to effectively implement PALS at the community level (including maintenance), and reduce the number of projects to a truly manageable level. This includes ensuring improved technical quality support to the projects, if necessary though fewer projects.
- A national nutrition information system needs to be supported and developed to continuously track data and that parallel data collection systems are avoided.

224. The following recommendations present plausible options for improvement by the Country Office for immediate implementation, as well as looking ahead to the formulation of a successive CP from 2019:

Strategic Recommendations

Recommendation 1: Create a handover plan.

With government partners, **the CO should create a well thought out handover plan** to move forward towards nationally owned programmes in order to facilitate the CO's transition from implementer to enabler of national ownership and capacity, as per the objectives of the CPAP and in line with WFP's Strategic Plan 2014-2017. This will clarify WFP's evolving role and targeting of its limited resources to its partners and provide information to assist in the government's strategic planning. The handover plan should include the following elements, amongst others: steps to strengthen the school feeding strategies, nutrition strategies and component synergies, as found in Recommendations 2, 3 and 4 below.

Recommendation 2: Strengthen School Feeding Strategies

Joint efforts by the MoEYS and WFP have contributed to develop and implement a high-impact School Feeding Programme. Nevertheless, national ownership of the programme still has to be improved. As per the School Feeding Roadmap and the revised WFP School Feeding Policy, **WFP should assist with the formulation of a national school feeding policy and the development of a national school feeding programme.**

To help support the formulation of these, the CO will need to mobilize resources and seek the necessary technical assistance to support the government in its implementation of the School Feeding Roadmap.

This recommendation should be implemented by the CO in coordination with relevant government bodies, notably the Ministries of Education, Health, Agriculture, Social Affairs and CARD, the WFP Regional Bureau (OMB), WFP HQ, and other external parties, such as the Centre of Excellence Against Hunger in Brazil.

Recommendation 3: Strengthen Nutrition Strategies

In view of the serious health problems due to stunting, wasting and anaemia, and their impact on development in Cambodia, and in view of the need to encourage governmental support for the Fast Track Nutrition Road Map, as part of the strategy for the remainder of the CP and into the next CP, **WFP should explore opportunities to enhance nutrition education and nutrition messaging** with the assistance of partners to strengthen the nutrition knowledge of teachers, students, health system staff and communities. WFP should also assist through advocacy and provision of relevant inputs towards the development of a national nutrition education strategy.

Recommendation 4: Enhance component synergies

Given the limited CO resources which will ultimately lead to further narrowing down of the geographic targeting, **strategically link programme components by implementing the three sets of interventions in the same locations as an integrated package wherever possible** and particularly as part of the next CP formulation process. This will facilitate the programme management, monitoring and tracking of results. Nutrition and disaster risk reduction (DRR), including climate change, can be highlighted as cross cutting concerns.

This strategy will contribute to sustainability for PALS by concentrating resources on a more limited number of resource-poor areas, thus optimizing WFP's management input and promoting the communities' effective usage of the commune funds to build rural infrastructure. The existing decentralization framework of the NCDD (particularly the Commune Investment Plan and the Commune Development Fund (CDF)) can be helpful for identifying a reduced WFP target area, based on the government's and development partners' allocation of the CDF. The more funds available from the government and development partners, the lower the level of support required from WFP.

Operational Recommendations

Recommendation 5: Improve precision on geographical targeting with the aim of promoting equity and improving indicators.

WFP, working with the MoEYS, **should improve both the geographical targeting and beneficiary selection procedures for the School Feeding Programme.** Although accepting that the SFP is focusing on the most population dense food insecure areas for cost efficiency reasons, for reasons of equity and extending social protection, WFP and MoEYS should jointly **conduct a study, resources permitting, to assess the feasibility of accessing provinces that have the highest incidences of poverty** but which are not yet covered by the SFP, to provide support to the most vulnerable children in the form of scholarships in remote and disadvantaged areas. The study would determine the best means of asset transfer (food, cash through the mobile banking system, or vouchers for the scholarships).

This study should be undertaken in view of the objectives in the School Feeding Roadmap and the handover of the SFP to the government in 2021. WFP should advocate for increased contributions by the Government to cover these remote areas, with technical assistance from WFP.

Recommendation 6: Ensure that stunting prevention is tackled not only through specific nutrition programming, but also through nutrition sensitive

activities.

As a member of the Nutrition and Health Technical Working Group, nutrition mainstreaming is the ultimate goal of WFP's presence and technical expertise. In view of the critical levels of stunting in Cambodia, and the multiple causes of undernutrition, and realizing that the outcomes are not the responsibility of WFP alone, greater immediate efforts are needed in coordination with the Ministry of Health, other relevant ministries, UN and NGO partners and donors, to:

- Strengthen nutrition linkages in the health sector with minimum package activity, non-communicable disease programming and promotion, and routine surveillance;
- Strengthen nutrition programming linkages with WASH, agriculture, commerce (regulation of imports, labelling of fortified food and social marketing, etc.);
- Resume a stunting prevention programme based on the newest model, resources permitting, using the locally developed nutritious product;
- Encourage governmental support for the Fast Track Nutrition Road Map;
- Support a nutrition information system and inclusion of nutrition specific indicators in the NIS, as per the Fast Track Roadmap, to 1) better refine geographical targets, and 2) show evidence of results.
- Explore opportunities to enhance nutrition education and nutrition messaging with the assistance of partners to strengthen the nutrition knowledge of teachers, students, health system staff and communities;
- Assist through advocacy and provision of relevant inputs towards the development of national nutrition education strategies. Engage in a regional WFP nutrition strategy to ensure the cohesion of approaches and scale up of successful initiatives.

These actions should be carried out by the CO in coordination with the relevant Ministries, United Nations and NGO partners and the WFP Regional Bureau (OMB).

Recommendation 7: Enhance collaboration with and use of community resources for outreach and programme implementation.

In order to encourage the participation of community representatives and parents in the management of the school meals programme, WFP in coordination with MoEYS **should modify the guidelines as soon as possible regarding the food delivery and the day-to-day distribution system at school level** such as allowing community representatives to be entitled to sign waybills, have access to records from the storekeeper and assist the cooks in preparing the daily meals; this encourages increased community engagement and aids sustainability.

Community participation could potentially help with refining household targeting, especially for PALS, and the use of community volunteer networks could provide outreach and support for poor mothers and children to help them participate in health and nutrition programmes.

Studies and Research

Recommendation 8: Continue to invest in studies and research as evidence

for programme design.

Studies conducted by WFP and joint studies have contributed effectively to knowledge required to effectively plan programmes. Realizing that studies may take considerable resources, joint implementation with relevant ministries, and other NGOs and partners could be an effective means to support them. The evaluation has identified areas where further research is needed to base effective programme planning. For example, a study on community based gender issues related to programme participation can help to strengthen programme design, monitoring and reporting.

Further evidence is needed to promote understanding of the nutrition and health situation, and further studies on the effectiveness and efficiency of cash based transfers as opposed to in-kind food.

Annex 1: Terms of Reference



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation
Measuring Results, Sharing Lessons

[FINAL, 07 NOVEMBER 2013]

TERMS OF REFERENCE OPERATION EVALUATION CAMBODIA COUNTRY PROGRAMME 200202 (2011-2016)

TABLE OF CONTENTS

1. Introduction	47
2. Reasons for the Evaluation	48
2.1. Rationale	48
2.2. Objectives	48
2.3. Stakeholders and Users	48
3. Subject of the Evaluation	50
4. Evaluation Approach	52
4.1. Scope	52
4.2. Evaluation Questions	53
4.3. Evaluability Assessment	54
4.4. Methodology	54
4.5. Quality Assurance	55
5. Phases and deliverables	55
6. Organization of the Evaluation	57
6.1 Outsourced approach	57
6.2 Evaluation Management	57
6.3 Evaluation Conduct	58
7. Roles and Responsibilities of WFP Stakeholders	58
8. Communication and budget	60
8.1. Communication	60
8.2. Budget	60

Annex 1: Map

Acronyms

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1. Introduction

1. These Terms of Reference (TOR) are for the mid-term evaluation of the Cambodia Country Programme 200202 (2011-2016). This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will take place from November 2013 to May 2014. In line with WFP's outsourced approach for operations evaluations (OpEvs), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company's Evaluation Manager and Team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

2. Reasons for the Evaluation

2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission 12 Operations Evaluations (OpEvs) in 2013; 24 in 2014 and up to 30 in 2015.
5. Operations to be evaluated are selected based on utility and risk criteria.⁷⁷ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) country programme (CP) 200202 covering the period 2011-2016 for an independent mid-term evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and design.

2.2. Objectives

6. This evaluation serves the triple and mutually reinforcing objectives of accountability and learning:
 - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
 - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

⁷⁷ The utility criteria looked both at the timeliness of the evaluation given the operation's cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs' internal control self-assessments.

2.3. Stakeholders and Users

7. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package.

Table 1: Preliminary stakeholders' analysis

Stakeholders	Interest in the evaluation
INTERNAL STAKEHOLDERS	
Country Office (CO)	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
Regional Bureau (RB) in Bangkok	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
Office of Evaluation (OEV)	OEV is responsible for commissioning OpEvs over 2013-2015. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
EXTERNAL STAKEHOLDERS	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. Various Ministries are partners in the design and implementation of WFP activities. The Government is also a major donor to WFP through its multi-year in-kind contribution.
UN Country team	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.
NGOs	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
Development/Financial Organizations	Other development organizations such as the World Bank and the Asian Development Bank support related programmes and have an interest in learning from the evaluation findings in order to build research/evidence.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.
Private sector	WFP's cash-based food assistance activities have been implemented in conjunction with the private sector, specifically the microfinance institutions (MFI) such as the Angkor Mikroheranhvatho Kampuchea (AMK) The results of the evaluation might affect future implementation modalities and partnerships.

8. **Users.** The primary users of this evaluation will be:
- The CO and its partners in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
 - Given RB's core functions of strategic guidance, programme support and oversight, the RB is also expected to use the evaluation findings as well as the office responsible for support to RBs under the Chief Operating Officer.
 - OEV will use the evaluation findings to feed into an annual synthesis report of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

3. Subject of the Evaluation

9. Cambodia has achieved impressive economic growth since the mid-1990s and made solid progress in reducing national poverty. GDP growth was at 7.2 percent in 2012 and economic growth projections for 2013 and 2014 are optimistic; agricultural productivity is increasing and the food security policy platform is dynamic, with social protection a high national priority. The Government has initiated a request to the UNSG to graduate to the middle-income country (MIC) status, which could take some 6 years, until 2020, to be recognized.

10. Despite this progress, Cambodia remains one of the poorest countries in Asia and is ranked 138 out of 187 countries on the 2012 UNDP Human Development Index. The Government's estimate of the poverty rate in 2011 is 19.8 percent. According to the 2009 Cambodia Socio-Economic Survey (CSES), 4.2 percent of the population lived below the food poverty line, 5.1 percent in rural areas. Cambodia remains one of the worst-ranking Asian countries on the International Food Policy Research Institute's hunger index (2nd in 2007; 4th in 2009) with the current level of hunger classified as being at a serious level. 80 percent of the population lives in rural areas, where access to basic social services is seriously inadequate.

11. Lack of access to food and poor dietary diversification contribute to serious levels of malnutrition and micronutrient deficiencies. According to secondary analysis of the 2009 CSES, one third of Cambodians are undernourished. The 2010 Cambodia Demographic Health Survey (CDHS) found that undernutrition rates have stagnated or deteriorated, with nearly 40 percent of children under 5 stunted, 28 percent underweight, and nearly 11 percent wasted. One out of five women is underweight. Micronutrient deficiencies are a public health concern, with the prevalence of anaemia among children under 5 at 55 percent, and at 44 percent among women aged 15 to 49 years old. Three out of four children aged 6-23 months do not have access to timely, appropriate, nutritionally adequate and safe complementary food (the minimum standards for infant and young child feeding practices).

12. As a result of high fertility and the population boom in the 1990s, the population is very young. This rapid increase has triggered new patterns of crises, including increased competition for employment and land. Families with low educational achievement have the highest prevalence of malnutrition and unemployment and the lowest incomes. A generally weak public health system and rising health costs are pressing concerns. The TB rate is high, while the HIV rate is comparatively low but high for the region. Governance remains weak with issues of civil rights, democratic space and corruption, topping agendas for many donors and development partners.

13. In support of government efforts to tackle food security challenges and in line with the United Nations Development Assistance Framework (UNDAF) for Cambodia, WFP has launched a country programme, covering the period (2011-2016) and originally targeting 2.8 million beneficiaries through food-based social safety nets in the sectors of education, nutrition, and

productive assets/livelihoods support, whereby WFP aims to make three major transitions during the course of the country programme: from recovery to development; from food aid to food assistance; and from implementing to becoming an enabler of longer-term, nationally owned food-security solutions. The objectives of the country programme are to: i) improve the food and nutrition security of the most vulnerable households and communities in ways that build longer-term social capital and physical assets; and ii) build models and strengthen capacities that promote the development of sustainable national food security systems.

14. The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available by clicking [here](#).⁷⁸ The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

Approval	The operation was approved by the Executive Board in June 2011																	
Duration	5 years (01 July 2011 to 30 June 2016)																	
Amendments	There have been 4 amendments to the initial project document: BR1 (September 2011): Increase direct support costs (DSC) by US\$2.3 million. BR2 (February 2012): Increased DSC requirements to cover additional staffing and operational costs, resulting in a total increase of WFP costs by US\$1.9 million. BR3 (November 2012): Introduced a cash pilot under the Productive Assets and Livelihoods Support (PALS) component for a total value of US\$1.1 million (beneficiaries originally expected to receive in-kind food will receive cash/voucher transfers). BR4 (April 2013): Increased DSC requirements by US\$2.6 million to cover additional staffing and operational costs.																	
Planned beneficiaries	<u>Initial:</u> 2,836,380	<u>Revised:</u> N/A																
Planned food requirements	<u>Initial:</u> In-kind food: 137,586 mt Cash and vouchers: US\$2.9 million	<u>Revised:</u> In-kind food: 135,392 mt Cash and vouchers: US\$4 million																
<div style="display: flex; justify-content: space-between;"> <div style="width: 48%;"> <p><u>Planned beneficiaries by component (as per original document)</u></p> <table border="1"> <caption>Planned beneficiaries by component</caption> <thead> <tr> <th>Component</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Component 1 - Education</td> <td>68%</td> </tr> <tr> <td>Component 2 - Nutrition</td> <td>9%</td> </tr> <tr> <td>Component 3 - Productive assets and livelihood support</td> <td>23%</td> </tr> </tbody> </table> </div> <div style="width: 48%;"> <p><u>Planned food requirements by component (as per original document)</u></p> <table border="1"> <caption>Planned food requirements by component</caption> <thead> <tr> <th>Component</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Component 1 - Education</td> <td>78%</td> </tr> <tr> <td>Component 2 - Nutrition</td> <td>9%</td> </tr> <tr> <td>Component 3 - Productive assets and livelihood support</td> <td>13%</td> </tr> </tbody> </table> </div> </div>			Component	Percentage	Component 1 - Education	68%	Component 2 - Nutrition	9%	Component 3 - Productive assets and livelihood support	23%	Component	Percentage	Component 1 - Education	78%	Component 2 - Nutrition	9%	Component 3 - Productive assets and livelihood support	13%
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⁷⁸ From WFP.org – Countries – Cambodia – Operations or <http://www.wfp.org/node/3418/4484/32604>

Main Partners	<u>Government:</u> Ministry of Education, Youth and Sport (MoEYS) Ministry of Health (MoH) Ministry of Rural Development (MRD) National Committee for Sub-National Democratic Development (NCDD) and Sub-national Administration (incl. Commune Councils and Districts) Council for Agricultural and Rural Development (CARD) National Committee for Disaster Management (NCDM)	<u>UN:</u> UNAIDS UNICEF WHO <u>IFIs:</u> World Bank	<u>NGOs:</u> International: 8 National: 7
US\$ requirements	<u>Initial:</u> US\$131.9 million	<u>Revised:</u> US\$141.9 million	
Contribution level (by July 2013)	The operation received US\$56.7 million i.e. 40% of the total US\$ requirements.		
Top five donors (by June 2013)	USA (28% of total donations); Multilateral (26%); Cambodia (11%); Australia (10%), and Canada (7%)		

15. Table three below summarizes the operation's specific objectives and corresponding activities:

Table 3: Objectives and activities

	Corporate Strategic objectives*	Operation specific objectives	Activities
MDG 1,2,3,4,5,6, and 7 Outcomes 1, 2 and 5 of the United Nations Development Assistance Framework (UNDAF) 2011–2015	Strategic Objective 2	Hazard risk reduced at community level in targeted communities	<ul style="list-style-type: none"> Combination of food for assets (FFA) and targeted vulnerable group feeding (VGF)
		Adequate food consumption over assistance period for targeted households at risk of falling into acute hunger	
		Early warning systems, contingency plans, food security monitoring systems in place and enhanced with WFP capacity development support	
	Strategic Objective 4	Increase access to education and human capital development in assisted schools	<ul style="list-style-type: none"> School feeding
		Decrease in school drop-out in assisted schools	
		Increase right-age enrolment in assisted schools	<ul style="list-style-type: none"> Preventive supplementary feeding and MCHN (Mother Child Health and Nutrition)
		Improved nutritional status of targeted women, girls and boys	
	Strategic Objective 5	Adequate food consumption over assistance period for targeted households	<ul style="list-style-type: none"> Capacity development activities
		Broader national policy frameworks incorporated hunger solutions	
			Delivery models nationally owned with WFP capacity development support

* The CO will realign the logframe with the new Strategic Plan (2014-2018) and new Strategic Results Framework. However, given that this evaluation will cover the period 2010-2013, reference is made to the Strategic Plan (2008-2013).

4. Evaluation Approach

4.1. Scope

16. **Scope.** The evaluation will cover CP 200202 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. As such, the period covered by this evaluation spans from the CP formulation (2010) until December 2013 when the evaluation will start. The evaluation should cover the three CP components (Education, Nutrition and Livelihood support). The education component represents about 70 percent of the resources and should receive particular attention. Capacity development, sustainability and hand-over strategies, food security analysis, advocacy and policy engagement (especially in social protection), and emergency preparedness and response are cross-cutting themes for all components.

4.2. Evaluation Questions

17. The evaluation will address the following three questions:

Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

- Are appropriate to the needs of the food insecure population.
- Are coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners.
- Are coherent with WFP strategies, policies and normative guidance.

Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- the level of attainment of the planned outputs;
- the extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects;
- how different activities of the operation dovetail and are synergetic with other WFP operations in the country, including the emergency operation and with what other actors are doing to contribute to the overriding WFP objective in the country.
- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation; how effective are the country programme handover strategies, especially for the Education component?

Question 3: Why and how has the operation produced the observed results?

The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc. In particular, the evaluation should look at the influence of the EMOP on the performance of the CP interventions.

- Externally (factors outside WFP’s control): the external operating environment; the funding climate; external incentives and pressures; etc.

18. Throughout the evaluation and in making recommendations, the team should make forward considerations to inform project design of a future country programme giving due consideration to the particular context of Cambodia, transitioning to become a middle income country (MIC). In that context, WFP is expected to transition towards a technical assistance and/or policy advocacy role to assist the Government in addressing food security and nutrition priorities. Hence, the CO would benefit from recommendations on how best it can position itself to shift “from implementing to becoming an enabler of long-term, nationally owned food security and nutrition solutions” and provide support to the Government to play the main executing role in the future.

4.3 Evaluability Assessment

19. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods.

20. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, evaluations or reviews of ongoing and past operations⁷⁹ as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.

21. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives.

22. However, answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for some of the activities, which will need to be reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.

23. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.

⁷⁹ An impact evaluation of the school feeding programme was undertaken in 2010. See “Summary Report of the Impact Evaluation of School Feeding in Cambodia” (WFP/EB.1/2011/6-B). In addition, a mid-term evaluation of the mother-and-child health and nutrition (MCHN) programme was carried out in 2010 as well as an endline survey (2011). A comparative impact evaluation of food versus cash scholarships was undertaken, led by the World Bank in 2011-12. A final report is expected by end 2013/beginning 2014. WFP CO undertook various reviews of its cash-based programmes. Additional reviews include: market assessment (2010); general nutrition engagement strategy reviews (2011 and 2013); nutrition reviews on CMAM programme (2011 review; 2013 internal report and case study); reviews of Financial Service Providers/FSPs (micro-assessment; 2012 and 2013); assessment of cash-based Vulnerable Group Feeding programme under the EMOP assessment (2012); SO5 strategy review (2012); M&E review (2012); a cost-efficiency analysis of food versus cash scholarships delivery (2013); PALS pilot review (2013) including a specific gender and protection assessment.

24. Other evaluability challenges include staff rotation and language issues: Khmer translators will be required.

4.4. Methodology

25. The methodology will be designed by the evaluation team during the inception phase. It should:

- Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact, sustainability (or connectedness for emergency operations);
- Use applicable standards (e.g. SPHERE standards);
- Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. In particular, the sampling technique to select field visit sites will need to demonstrate impartiality and participatory methods will be emphasised with the main stakeholders, including the CO.
- Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
- Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
- Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

26. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.

27. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP.

28. The evaluation company is ultimately responsible for the quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

29. OEV will also subject the evaluation report to an external post-hoc quality assurance review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards.

5. Phases and deliverables

30. Table four below highlights the main activities of the evaluation, which will unfold in five phases.

Table 4: Activities, deliverables and timeline by evaluation phase

Entity	Activities	Key dates
	PHASE 1 – PREPARATION	
OEV	Desk review, consultation and preparation of TOR	15 Sept- 1 Oct. 2013
CO / RB	Stakeholders comments on TOR	2-11 Oct. 2013
OEV	❖ Final TOR	7 Nov 2013
OEV	Evaluation company selection and contracting	07-27 Nov. 2013
	PHASE 2 – INCEPTION	
OEV	Management hand-over to the EM (including briefing on EQAS, expectations and requirements for the evaluation).	28 Nov-4 Dec 2013
EM	Evaluation team briefing on EQAS, expectations and requirements for the evaluation.	5-12 Dec 2013
ET	Desk review, initial consultation with the CO/RB, drafting of the Inception Package (including methodology and evaluation mission planning)	13 Dec 2013-06 Jan 2014
EM	Quality Assurance of the Inception Package	07-15 Jan 2014
EM	❖ Final Inception Package	17 Jan 2014
	PHASE 3 – EVALUATION MISSION	
CO	Preparation of the evaluation mission (including setting up meetings, arranging field visits, etc)	20 Jan-10 Feb 2014
ET	Introductory briefing	17 Feb 2014
ET	Interviews with key internal and external stakeholders, project site visits, etc	17 Feb-10 Mar 2014
ET	Exit debriefing / workshop	10 March 2014
ET	❖ Aide memoire	10 March 2014
	PHASE 4 – REPORTING	
ET	Evaluation Report drafting	10 Mar-14 April '14
EM	Quality Assurance of draft Evaluation Report	15-22 Apr 2014
EM	❖ Draft Evaluation Report	23 April 2014
CO/RB/OEV	Stakeholders comments on Evaluation Report	23 Apr-7 May 2014
EM	Comments matrix	7-9 May 2014
ET	Revision of the Evaluation Report	12-24 May 2014
EM	❖ Final Evaluation Report	26 May 2014
	PHASE 5 – FOLLOW-UP	
RB	Coordination of the preparation of the Mgmt Response	02-15 June 2014
	❖ Management Response	16 June 2014
OEV	Post-hoc Quality Assurance	TBD
OEV	Publication of findings and integration of findings into OEV's lessons learning tools.	Upon completion
OEV	Preparation of annual synthesis of operations evals.	June 2014

31. **Deliverables.** The evaluation company will be responsible for producing as per the timeline presented in table 4 above the following deliverables in line with the EQAS guidance and following the required templates:

- **Inception package (IP)** – This package focuses on methodological and planning aspects and will be considered the operational plan of the evaluation. It will present a preliminary analysis of the context and of the operation and present the evaluation methodology articulated around a deepened evaluability and stakeholders’ analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed timeline for stakeholders’ consultation.
- **Aide memoire** – This document (powerpoint presentation) will present the initial analysis from the data stemming from the desk review and evaluation mission and will support the exit-debriefing at the end of the evaluation phase.
- **Evaluation report (ER)** – The evaluation report will present the findings, conclusions and recommendations of the evaluation. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be provided on what changes can be made to enhance the achievements of objectives. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation.
- **Evaluation brief** – A two-page brief of the evaluation will summarise the evaluation report and serve to enhance dissemination of its main findings.

32. These deliverables will be drafted in English.

33. The evaluation TOR, report, management response and brief will be public and posted on the WFP External Website (wfp.org/evaluation). The other evaluation products will be kept internal.

6. Organization of the Evaluation

6.1 Outsourced approach

34. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.

35. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.

36. The company, the evaluation manager and the evaluation team members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).

37. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders’ participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

6.2 Evaluation Management

38. The evaluation will be managed by the company’s Evaluation Manager for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with

EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:

- Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
- Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
- Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
- Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
- Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
- Provide feedback on the evaluation process as part of a 360 assessment of the evaluation.

6.3 Evaluation Conduct

39. The evaluation team will conduct the evaluation under the direction of the evaluation manager. The team will be hired by the company following agreement with OEV on its composition.

40. **Team composition.** The evaluation team is expected to include 3 members, including the team leader, a second international evaluator and a national evaluator. It should include women and men of mixed cultural backgrounds and Cambodian national(s).

41. The estimated number of days is expected to be in the range of 40-50 for the team leader and 30-40 for the evaluators.

42. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in:

- Education
- Nutrition
- Livelihoods/rural development
- Cross-cutting themes: Food security, social protection, capacity development and choice of transfer modality (cash versus food).

43. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region as well as with transitioning middle-income countries.

44. All team members should be fluent in English. The need for interpreters should be considered.

45. **The Team leader** will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership and communication skills, including a track record of excellent English writing and presentation skills.

46. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team during the evaluation process; iii) leading the evaluation mission and representing the evaluation team in meetings with stakeholders; iv) drafting and revising, as

required, the inception package, aide memoire and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

47. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.

48. Team members will: i) contribute to the design of the evaluation methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s) and v) provide feedback on the evaluation process as part of a 360 assessment of the evaluation.

7. Roles and Responsibilities of WFP Stakeholders

49. **The Country Office.** The CO management will be responsible to:

- Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter. Edith Heines, Deputy Country Director will be the CO focal point for this evaluation.
- Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits and the exit briefing; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- Participate in a number of discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the CO should participate in the evaluation team briefing and debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- Comment on the TORs and the evaluation report.
- Prepare a management response to the evaluation.
- Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

50. **The Regional Bureau.** The RB management will be responsible to:

- Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter, as required. Yukako Sato, Regional M&E Adviser will be the RB focal point for this evaluation. Samir Wanmali, Senior Regional Programme Adviser will be involved at key milestones.
- Participate in a number of discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation team debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- Provide comments on the TORs and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

51. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report. These include: Operations Department (OS), Policy, Programme and Innovation Division (OSZ),

Emergency Preparedness (OME), Procurement Division (OSP), Logistics Division (OSL), Government Partnerships Division (PGG).

52. The Office of Evaluation. OEV is responsible for commissioning the evaluation and Julie Thoulouzan, Evaluation Officer is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance and quality checklists as well as orient the evaluation manager on WFP policies, strategies, processes and systems as they relate to the operation being evaluated.
- Comment on, and approve, the evaluation report.
- Submit the evaluation report to an external post-hoc quality assurance process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report (together with its quality assessment) on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration as well as in other lessons-learning platforms, as relevant.
- Conduct a 360 assessment (based on an e-survey) to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

8. Communication and budget

8.1. Communication

53. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 7 paragraph 51 describes how findings will be disseminated.

54. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

8.2. Budget

55. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012). The cost to be borne by the CO, if applicable, will be established by the WFP Budget & Programming Division (RMB).

56. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will use the management fee corresponding to a medium operation and take into account the planned number of days per function noted in section 6.3. Internal flight travel should also be budgeted for (at US\$200 each).

Please send queries to Julie Thoulouzan, Evaluation Officer:

Email: Julie.thoulouzan@wfp.org

Phone number: + 39 06 65 13 35 04.

Annex 2: Evaluation Work Plan and People Met

WFP Cambodia Mid-Term Evaluation - Mission schedule

Date	Time	Organization	Activity	Focus	Persons	Location
PHNOM PENH						
Mon 17 Feb	8:00 – 9:00	ET	Evaluation Team kick-off meeting		3 x team members + translators	Frangipani Hotel
	9:00 – 11:00	WFP	Introductory briefing	WFP CO Strategies & vision	Gian Pietro Bordignon, Country Director	WFP CO
					Edith Heines, Deputy Country Director	
					Joachim Groder, former head, Programme Support Unit Michael Huggins (incoming) Jonathan Rivers (incoming) Head of MERVAM	
	14:00 – 14:45	UN RCO	Meeting		Claire Van Der Vaeren, UN Resident Coordinator	UN RCO
15:00 – 17:00	WFP	Introductory workshop	WFP CO CP design / implementation	Programme Support Unit	WFP CO	
Tues 18 Feb	8:30 – 9:45	WFP	Meeting	SFP design / implementation	Programme Officers: (Education) Kannitha Kong Thang Bun Sokrathna Pheng (incoming)	WFP CO
	10:00 – 10:30	UNICEF	Meeting	Education	Mr. Chum Channra Education Specialist	UNICEF CO
	11:00 – 11:45	WFP	Meeting	Safety nets	Edith Heines, Deputy Country Director Jonathan Rivers (incoming) Head of MERVAM Sokrathna Pheng Programme Officer (Social Protection)	WFP CO
	11:45 – 12:15	WFP	Meeting	HGSF	Ammar Kawash, Consultant (P4P)	
14:00 – 15:00	MOEYS	Meeting	National SFP and HGSF, SFP National Policy, SFTF	Mr. Chan Sophea, Department of Primary Education, Director, Chair of School Feeding Task Force Mr. Chum Sophal, Department of Primary Education, Deputy Director, Vice Chair of School Feeding Task Force	MOEYS	

	15:30 – 16:30	WFP	Meeting	PALS Unit	Chanthoeun Meng, Programme Officer Para Hunzai, Cash-for-work consultant	WFP CO
	15:30 – 16:30	WFP	Meeting	Nutrition Unit	Sophie Whitney, Program Officer (Nutrition)	WFP CO
Wed 19 Feb	8:00 – 9:00	WFP	Meeting	Country Programme Targeting	Yav Long Programme Officer (VAM) Jonathan Rivers (incoming) Head of MERVAM	WFP CO
	9:00 – 10:00	WFP	Meeting	M&E	Somany Ngor, Programme Officer (MERVAM) Jonathan Rivers (incoming) Head of MERVAM	
	10:00 – 11:00	WFP	Meeting	SCM planning	Edith Heines, acting Supply Chain Management Kunakar Seng, Logistics Officer Sok Heng Leng Procurement Officer	
	11:00 – 12:00	UNESCO	Meeting		Santosh Khatri Education Program Specialist	UNESCO
	11:30 – 12:00	UNICEF	Meeting	Nutrition	Arnaud Lailou, Nutrition Specialist	UNICEF
	13:30 – 14:15	WFP	Meeting	HRF	Moira Fratta; Emergency Preparedness and Response Coordinator; Jane Waite, Humanitarian Assessment Coordinator	WFP CO
	15:00 – 16:00	NCDM	Meeting	HRF	H.E. Nhim Vanda Vice President NCDM H.E. Ross Sovann Deputy Secretary General, and Director General, Center for Emergency Coordination, Response, Avian Influenza, NCDM	NCDM
Thur 20 Feb	8:00 – 9:30	CARD	Meeting	Social protection, food security and nutrition	H.E DPM Yim Chhayly; Chairman of CARD H.E Sann Vathana, Deputy Secretary General (Head of Social Protection Coordination Unit) H.E Sok Silo, Deputy Secretary General (Food Security and Nutrition)	CARD
	10:30 – 11:00	NIS / MoP	Meeting	VAM	H.E. Hang Lina, Director General of National Institute of Statistics (MoP); Mr. Saint Lundy, Department	NIS / MoP

				Manager; Mr.Tit Vong, Director of Social Statistic and manager of Cambodia Socio-economic survey		
10:00 – 11:00	MoP	Meeting	IDPoor	Mr. Keo Ouly, IDPoor Programme Manager, Ministry of Planning; Ms. Chou Putheany, Deputy Director and Former IDPoor Programme Manager, Ministry of Planning	MoP	
11:15 – 12:00	NCDD	Meeting	PALS/ CFW	H.E Mr. Ngan Chamroeun, Deputy Head of NCDDS Mr. Huot Synead, Deputy Director of Policy Development and Analysis Division, PALS focal point, NCDD	NCDD	
11:15 – 12:00	FAO	Meeting		Mr. Etienne Careme, Operations Coordinator	FAO	
14:00 – 15:00	National Maternal and Child Health Center MoH	Meeting	MCHN	Dr. Prak Sophornneary, Deputy Director of the NMCHC Dr. Ou Kevanna, Manager of the National Nutrition Programme (NNP)	MoH	
15:30 – 16:30	AMK	Meeting	Mobile banking	Lok Choeun, Chief Operations Officer	AMK	
Fri 21 Feb	8:30 – 9:00	AusAid	Meeting	Donor support	Paul Keogh Counsellor for Development Cooperation	Sheila
	9:00 – 10:00	MRD	Meeting	PALS / FFA	H.E Mr. San Visal, Under Secretary of State, FFA Project Manager, MRD Mr. Sun Piseth, Deputy FFA Project manager, MRD	Sovith
	10:30 – 11:00	FAO	Meeting		Ms. Nina Brandstrup Mr. Etienne Careme, Operations Coordinator	Sovith Sheila
	14:00 – 16:00	IPs	Meeting/Worksh op	SFP implementation	Mr. Supriyanto Executive Director PLAN international Mr. Pin Sarapich, Director Pour un Sourire Mr. Heikichi Sumita Secretary General School Aid Japan Mr. Sao Vanna Executive Director Kampuchea Action for Primary Education	Sheila Jean Pierre Sovith WFP CO
	16:15	WFP	Introductory workshop	WFP CO CP design / implementation	Programme Support Unit	

FIELD VISITS						
Date		Travel / location	Focus	Who	Where	
Sat	22 Feb	Fly PNH to SRP 10h40 / 11h25 2 vehicles	WFP sub office interviews if staff available	Team members and translators fly to Siem Reap (five for hotels and flights)	Semi-structured interview ?	
Sun	23 Feb	Siem Reap 2 vehicles	Team briefing, modify field questionnaires as needed			
Mon	24 Feb	Field visit Siem Reap 2 vehicles	MCHN, School meals /Food Scholarship/ Cash scholarship / SMP / PALS	SR + translator visit sampling of MCHN sites in province JP + translator to schools / education SS to PALS/cash sites	Semi-structured interviews, FGD	
Tues	25 Feb	Field visit Siem Reap 2 vehicles SR + translator fly back to PNH	Schools, School meals /Food Scholarship/ Cash scholarship / SMP / PALS	SR + translator visit sampling of MCHN sites JP + translator to schools / education SS to PALS/cash sites	Semi-structured interviews, FGD	
Wed	26 Feb	9:00 – 9:45	USAID	Donor support	Ms. Rebecca Black, USAID Cambodia Mission Director, US Embassy	Sheila
		10:15 – 10:45	Japan	Donor support	Shinichi Tamamitsu, First Secretary Kazuhiro Uzawa, Second Secretary	Sheila
		11:00 – 12:00	ADB	Social protection	Karin Schelzig Senior Social Sector Specialist	Sheila
		15:00 – 15:45	RACHA	Nutrition	Ms. Chan Theary Executive Director RACHA	Sheila
		16:15 – 16:45	WHO	Nutrition	Silvia Pivetta, Mother and Child Health Officer	Sheila
		p.m	JP + SS visit to K. Thom (K. Svay dist.) Drive to K. Cham	PALS Food Scholarship/ Cash scholarship / SMP	SR - possible half day meetings in PHN if time or chase up data Jean-Pierre and Sovith: field visits and onwards travel to K. Cham 1 vehicle (change over)	Semi-structured interviews, FGD
Thur	27 Feb	SR + translator by road PNH to PST JP and SS - Field visits Kampong Cham	1 vehicle required PNH to PST (overnight) WFP sub-office Field visit 1-2 vehicles	Sample MCHN sites (no distribution) and education and FFA Jean-Pierre and translator to Schools/education Sovith to PALS/cash sites	Semi-structured interviews	
Fri	28 Feb	SR + translator by road PST to PNH JP + SS Field visit Kampong Cham	Field visit Food Scholarship/ Cash scholarship / SMP 1-2 vehicles	Sample MCHN sites (no distribution) Jean-Pierre and translator to Schools/education, take home rations Sovith to FFA	FGD, key informant interviews	

Sat	01 Mar		JP + SS return to PNH	1 vehicle	Evaluation team meeting	Key informant interviews
Sun	02 Mar	a.m. p.m.	ET JP + SS drive to Prey Veng	1 vehicle	Meeting, update, preparation work	
Mon	03 Mar		Field Visits PVG	Cash scholarship / SMP and PALS 1-2 vehicles	JPV + SS – field visits in PVG	FGD, Key informant interviews
			Field Visits Kg Speu	Nutrition 1 vehicle	SR + translator drive to Kampong Speu / day trip	
Tues	04 Mar		Prey Veng (and return to PHN late p.m.)	Meetings Stakeholder interviews	JPV and SS 1-2 vehicles	
			PNH		SR for interviews and debrief preparation – gap coverage	
Wed	05 Mar	TBC	CARD	Social Protection	H.E Sann Vathana, Deputy Secretary General (Head of Social Protection Coordination Unit)	
			Meetings with donors etc Preparation: Aide Memoire	Donor support interviews Debrief preparation	SR	

Date	Time	Activity	Focus	Persons	Tools
PHNOM PENH					
Thur	06 Mar	a.m.	Preparation: Aide Memoire		ET
		p.m.	Internal debriefing: CO, RB, OEV	Summary feedback on findings; possibility for Q&A and confirmation of specific points	
Fri	07 Mar	a.m.	Debriefing (external partners)		
		p.m.	Team Meeting Departure		SR departs at 23.30
Sat and Sun			Report drafting etc		JPV and SS
Mon	10 Mar		Final follow-up meetings as necessary		
Tues	11 Mar		Departure		JPV departs at 06.15

Annex 3: Acronyms and abbreviations

ASEAN	Association of South East Asian Nations
BCC	Behaviour Change Communication
CARD	Council for Agricultural and Rural Development
CC	Commune Council
CCWC	Commune Committee for Women and Children
CDHS	Cambodia Demographic and Health Survey
CFSN	Children, Food Security and Nutrition
CMAM	Community Management of Acute Malnutrition
CIP	Commune Investment Plan
CMDG	Cambodia Millennium Development Goals
CO	Country Office
DoA	Department of Agriculture
DRR	Disaster Risk Reduction
EMOP	Emergency Operations
EPRP	Emergency Preparedness and Response Package
ESP	Education Strategic Plan
FAO	Food and Agriculture Organization of the United Nations
FFA	Food for Assets
FSN	Food Security and Nutrition
FSNIS	Food Security and Nutrition Information System
HC	Health Centre
HRF	Humanitarian Response Forum
HSSP	Health Sector Support Programme
IEC	Information, education and communication
IFA	Iron Folic Acid
ILO	International Labour Organisation
IYCF	Infant and Young Child Feeding
JP TT	Joint Programme Technical Team
JP	Joint Programme
MAFF	Ministry of Agriculture, Fisheries and Forestry
MAM	Moderate Acute Malnutrition
MCHN	Mother and Child Health and Nutrition
MDG	Millennium Development Goals
MDG:F	Millennium Development Goals Fund
MERVAM	Monitoring, Evaluation, Vulnerability Assessment
MIC	Middle Income Country
MNPs	Multiple Micronutrients Powders
MoEYS	Ministry of Education, Youths and Sports
MoH	Ministry of Health
MRD	Ministry of Rural Development
MTE	Mid-term evaluation
NAP	National Action Plan
NCDD	National Committee for Democratic Development
NCDM	National Committee for Disaster Management
NER	Net Enrolment Rate

NGO	Non-Governmental Organisation
NMCHC	National Maternal and Child Health Centre
NNP	National Nutrition Programme
NPC	National Programme Coordinator
NSC	National Steering Committee
NSDP	National Strategic Development Plan
NSPS	National Social Protection Strategy
OVC	Orphans and Vulnerable Children
PALS	Productive Asset and Livelihood Support
PCC	Provincial Coordination Committee
PDRD	Provincial Department of Rural Development
PLHIV	People Living with HIV
RACHA	Reproductive and Child Health Alliance
RC	Resident Coordinator
RGC	Royal Government of Cambodia
SAM	Severe Acute Malnutrition
SFFSN	Strategic Framework for Food Security and Nutrition
SFP	School Feeding Programme
SM	School Meals
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VHSG	Village Health Support Group
WFP	World Food Programme
WHO	World Health Organisation

Annex 4: Documents Consulted

Royal Government of Cambodia

- Cambodia Demographic and Health Survey (CDHS) 2010.
- **Cambodia Health Sector Induction Pack**, Cambodia Health Development Partners Group, October 2013,
- “Cambodia – Socio-Economic Survey 2006–2007.”
- **Ministry of Education**, Youth and Sport (MoEYS), “Education Statistics & Indicators” from 2006-2007 up to 2012/2013.
- **CARD**, Challenges Ahead: Moving toward expanded social security systems as the social protection agenda”, presentation, Valthana Sann, February 2014.
- **CARD, UNICEF and WFP**, The Economic Consequences of Malnutrition in Cambodia, A Damage Assessment, , December 2013.
- Food Security and Nutrition Strategy,
- **Ministry of Planning**, IDPoor Atlas, Identification of Poor Households, August 2011
- **MOEYS**, School Feeding Roadmap (draft)
- MoEYS, Education Strategic Plan 2009-2009, September 2010
- MoEYS, Education Strategic Plan 2014-2018, draft, December 2013
- MoEYS, Policy on Human Resource in Education Sector, draft, October 2012
- MoEYS, School Health Policy, August 2006.
- National Nutrition Strategy (2009-2015)
- National Strategic Development Plan (2009-2013)
- National Social Protection Strategy for the Poor and Vulnerable (2011)
- **Poverty in Cambodia – A New Approach**: Redefining the Poverty Line; NIS, Directorate General for Health, and ICF Macro. 2011.
- **Ministry of Health**, Draft Fast Track Nutrition Road Map, 2014

WFP

- WFP Strategic Plan 2008-2011
- **An Assessment of the Food for Work Programme**, and Proposals for the Next WFP country Programme, 2010
- **Back to Office report and presentation** for ODB mission by Katrien Ghoois, WFP Senior Regional Nutrition Advisor, March 2013 and update November 2013.
- WFP Cambodia School Feeding 2000-2010: A Mixed Method Impact Evaluation, WFP Office of Evaluation, November 2010.
- CP 200202 Budget Revisions
- “Education Annual Sector Report’ , 2012-2013
- Cambodia Country Strategy 2010

- **Concept Note**, New MCHN Model
- **Management of Moderate Acute Malnutrition**, Analysis of a sample of follow up charts from 15 HC – CMAM pilot
- **Management of Severe and Acute Malnutrition**, Qualitative Study on Perception of the Programme, by Beneficiaries, Caretakers and Health Center Staff, WFP, September 2013.
- **Mid-Term review of DEV 10170.2** “Support to Mother and Child Health”, WFP Cambodia, March 2010
- **Operation Evaluation**, Inception Report, January 2014
- Standard Project Reports, 2011, 2012, 2013 (draft)
- **WFP Country Programme 200202** (2011-2016) Submission to Executive Board, May 2011
- Monitoring Reports, 2011-2014
- Productive Assets and Livelihoods (PALS) Programme Overview of the 2014 Pilot
- Implementing Guidelines for Cash and Food Transfers through Livelihood Support Programmes.
- Nutrition Policy (2012)
- Policy for Promoting Gender Equality (2009)
- School Feeding Policy (October 2009)
- Revised School Feeding Policy (October 2013)
- **SWOT Analyses**, Disaster Risk Reduction, MCH, PALS, Education
- **WFP Take Home Ration Programme**, Checklists and Guidelines, October 2012
- School Meals Programme Guidelines, December 2011
- Food and Cash Scholarship Operational Guidelines, April 2012
- Cash Scholarships Pilot with FSP Plastic Cards Operational Guidelines, November 2012
- Concept note for cash scholarships in Cambodia, no date
- Monitoring, Evaluation and Reporting Operational Guidelines, 8 October 2012
- Cambodia SO5 mission, 9-23 May 2012, Elisabeth Faure
- WFP Cambodia School Feeding Programme, Appraisal cum formulation mission report, Aug/Sep 2010

Other Publications

- **Asian Development Bank**, Cambodia Country Gender Analysis, January, 2012.
- **Caritas**, Community Health / Mother and Child Health Programme, Siem Reap Province, Caritas Española, July 2012-December 2013
- **International Food Policy Research Institute**, Food Security and Nutrition in Cambodia: Pattern and Pathways, A Policy Discussion Paper, Olivier Ecker and Xinshen Diao, March 2011

- Inter-agency study on the impact of food prices on Child Labour and Education in Cambodia, May 2009
 - **IRD**, Socio-anthropological investigation related to the acceptability of Plumpy'nut in Cambodia, 2009
 - Joint Programme for Children, Food Security and Nutrition in Cambodia Final Programme Evaluation, September 2013, pp. 30-31.
 - **ODI**, Building political leadership and technical ownership in the health sector in Cambodia, Harry Jones and the Cambodia Economic Association Centre for Policy Studies, 2013
 - **UNDP** Human Development Report, Cambodia, 2013
 - **UNESCO**, 2012. "Education for All Global Monitoring Report 2012."
 - **UNICEF**, Evaluation of Community Management of Acute Malnutrition, Global Synthesis Report, March 2013.
 - **USAID** Cambodia Gender Assessment, 2010, page 1
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Annex 5: Evaluation approach and methodology

Approach and methodology

The evaluation employed relevant internationally agreed **evaluation criteria** including those of relevance, coherence, efficiency, effectiveness, impact, sustainability, connectedness and coverage. The OECD-DAC standards for these evaluation criteria provided the principal reference for this evaluation⁸⁰.

The evaluation team ensured its independence and impartiality by relying upon a cross-section of both information sources and respondents, and conducting face-to-face interviews across the international aid community (including officials of the Royal Government of Cambodia, principal donors, partner UN organisations, international and Cambodian NGOs, civil society organisations, academic and research institutions) and across state actors at provincial and district levels. The evaluation team employed independent external translators.

The evaluation was organized according to four main phases. [The first phase (preparation) and the second phase (inception) include the desk review and literature analysis during which the evaluation team reviewed documents submitted to them, in addition to supplementary documents from the Royal Government of Cambodia, partner agencies and other relevant sources.] The third phase (the evaluation mission) started in Phnom Penh with an initial briefing from the WFP Programme Unit and meetings/interviews with the programme's main stakeholders, and continued with trips to programme sites and follow-up meetings with stakeholders in Phnom Penh as necessary.

During the fourth phase (reporting), the evaluation team prepared an Aide Memoire to present initial findings. Two feedback sessions were held during the final days of the evaluation. The first was an internal presentation to the WFP CO, RB and OEV staff (through teleconference as necessary); the second was to government ministries, lead agencies and donors during the same day. The purpose of both was to present the preliminary findings and conclusions, gauge reactions, and collect comments and additional information from stakeholders to finalise the data gathering.

The team then prepared a draft report detailing their findings and analysis, leading to the conclusions and recommendations. The draft report was submitted to WFP Country Office for comments, before being revised into this Final Report to incorporate or reflect comments from the CO and main stakeholders.

Risks and Assumptions

The evaluation maintained a flexible and responsive approach: evaluation is not a static process and it is difficult to anticipate all of the tasks necessary to produce good results. It was important therefore that the process allowed some flexibility so that it could evolve as the situation dictated.

⁸⁰ Evaluating Humanitarian Action using the OECD-DAC criteria: an ALNAP guide for humanitarian agencies (2006); and OECD-DAC Evaluating Development Cooperation: summary of key norms and standards (second edition)

Data collection methods and tools

Evaluation methods were both quantitative and qualitative. When reliable information was available, quantitative methods provided statistical information. The team used a qualitative approach when the data are not available or reliable and triangulated data to ensure accuracy.

The quality data source and tools created were required to collect the data of Food For Assets (FFA), Cash for Assets (CFA), Maternal Child Health and Nutrition (MCHN), School Feeding Programme, including school meals, food scholarship, take-home rations, cash scholarship etc. The data collection tools generally took the form of a questionnaire or a checklist and were designed to collect only necessary information. In other words, each question asked in a questionnaire or checklist should be useful and necessary for the analysis. The data collection tools were designed around the evaluation matrix (Annex 6) and the three WFP programme components.

Moreover, the team undertook a literature review and analysis of relevant documents, including those produced by the Royal Government of Cambodia, and a variety of strategic documents, implementation plans, monitoring reports, assessment reports, and any relevant secondary data. In addition to those provided via the CO, documents were retrieved from online sources and directly from involved stakeholders.

Draft tools for the qualitative and quantitative surveys were developed prior to the evaluation team's arrival in the field. Discussions between the WFP country director and deputy, WFP staff and the evaluation team also informed the final tools and methods.

The evaluation applied a range of standard evaluative techniques, including the following:

- Desk review and analysis (DRA)

A review, prior to fieldwork, of relevant documents including government and WFP policy and strategy documents, CP design and implementation plans, monitoring and assessment reports and relevant secondary data. The WFP Cambodia Country Office shared documents with the evaluation team via the WFP extranet, and the team individually searched for additional documentation.

- Key informant interviews (KII)

Separate semi-structured interviews were designed for key informants (WFP staff, government counterparts, principal donors, other UN agencies, national and international NGOs involved in similar education, food security and MCHN) in Phnom Penh and selected field sites.

- Focus group discussions (FGD)

These discussions focused on key information in response to the project objectives and outcomes, mainly capacity and activities related to the needs of the food-insecure population as well as national policies including sector policies and WFP strategies. The FGD also focused on targeting choice of activities and transfer modalities. The evaluation team addressed the efficiency of the operation and the likelihood that the benefits would continue after the end of the operation, including the effectiveness of country programme handover strategies, in particular for education, cash vouchers and scholarships. Focus group interviews applied a range of techniques as appropriate with beneficiaries, non-

beneficiaries, civil society groups and community leaders during field visits to selected locations.

In the field, the team selected sites based on purposive sampling, given there was insufficient time and resources to conduct a wide-scale field assessment. The team split and in total visited six provinces (representing approximately one half of the total provinces where WFP operates) and communes that display a range of challenges and successes this far in the programme implementation. Programme components covered were representative of each of WFP programme types (PALS, MCHN, cash-based, etc.).

Annex 6: Evaluation Matrix

Key Question 1: How appropriate is the operation?						
No.	Sub-questions	Evaluation Questions and/or Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
1.1	Relevance: Is WFP assistance appropriate to the needs of the food insecure population?	<ul style="list-style-type: none"> – What is the level of input of local communities and beneficiaries in the design, implementation, and monitoring of programme activities? – Are the activities undertaken appropriate to target groups' priorities, the local context and operational realities? – To what extent has the programme been responsive to any changing situations and needs of the targeted populations? – Do programme components contribute to the long term developmental needs of the community? – How is the cash payment for CFW/Cash distributions calculated? – How is it compare to local daily payment rates? – Is the distribution of Cash/Vouchers undertaken in areas with market availability? – Are key crosscutting issues (e.g. gender, protection, environmental sustainability -climate change) built into the programme components? 	WFP CO, SFTP/MOEYS and cooperating partners M&E data and reports	Desk review	Qualitative analysis	Design responsive to 'real life' context Defensible rationale for choice of methods
1.2	Coherence: Is WFP assistance coherent with relevant stated national policies?	<ul style="list-style-type: none"> – Is there mention/integration of SF in national development strategy documents? – Is there compliance with MDGs? – Were the operation's strategies and priorities in line with those of the local and national government? – Were the operation's strategies and priorities in line with the long terms aims and priorities of WFP in the region? – What assessments that WFP have undertaken have been shared with the relevant partners and local communities/beneficiaries? 	NSDP, ESP, ESSP A desk review of internal and external programme documents, including previous evaluations and impact studies. Interviews with implementing partners	Desk review	Qualitative assessment	

No.	Sub-questions	Evaluation Questions and/or	Main Sources of	Data Collection	Data Analysis	Evidence
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		Measure/Indicator	Information	Methods	Methods	quality
1.2a	Is WFP assistance coherent with the interventions of relevant humanitarian and development partners?	Compliance with UNDAF outcomes	UNDAF for Cambodia 2008-2011	Desk review	Qualitative assessment	
1.2b	Is WFP assistance coherent with WFP strategies, policies and normative guidance?	Compliance with WFP Strategic Plan; School Feeding Strategy, WFP Nutrition Strategy, Vouchers and Cash Transfers policy, the Enabling Development Policy, and other relevant WFP policies (Gender, HIV and AIDS, Safety Nets)	WFP Strategic Plan 2008-2011 (SO 4,5) WFP School Feeding Policy 2009 WFP Nutrition Strategy Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges Policy 2008 Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges 2009, HIV and Aids Policy 2010, Safety Net Policy 2004	Desk review	Qualitative assessment	

Key Question 2: What are the results of the operation?						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.1	Efficiency: Have the activities been undertaken and completed in a timely manner?	Food delivery data Anthropometric data Cash and Vouchers indicators MCHN Programme Data	WFP CO, MOEYS and cooperating partners M&E data and reports	Desk review	Qualitative assessment	Comprehensive and balanced sample coverage Data integrity
2.1a	Are appropriate human resources allocated to implementation?	HR data and organization chart in WFP CO, MOEYS, Implementing partners	WFP CO, MOEYS and cooperating partners M&E data and reports	Desk review	Qualitative assessment	Design responsive to 'real life' context
2.1b	How efficient are the arrangements for monitoring implementation?	Data at outcome level	WFP CO M&E data and reports	Desk review	Qualitative assessment	Display and integration of data that feels balanced and comprehensive
2.1c	What were the roles and institutional strengths/weaknesses of the WFP CO, government ministries, cooperating partners and beneficiary groups in programme implementation?	Establishment of SF units and coordination committees at central and decentralized levels Coordination committees for FFA, PALS, MCHN activities	WFP CO and SFTF/MOEYS MOH, MAFF Partners	Desk review Meetings with key informants in WFP CO, PoEs, MOEYS, DoEs, MOH, <i>Ministry of Agriculture, Forestry and Fisheries (MAFF)</i>	Qualitative assessment	Discussing the scope and limitations
2.1d	Are the monitoring systems in place adequate to show impact over a longer period?	Analysis produced by WFP CO	WFP CO M&E data and reports, VAM surveys	Desk review	Qualitative assessment	Display and integration of data that feels balanced and comprehensive

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.1e	While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse the current results of the 11 unique outcomes in the Country Programme	<p>Analysis of all relevant performance indicators in the CP Logical Framework</p> <p><u>Effectiveness:</u></p> <ul style="list-style-type: none"> – Aside from the performance indicators in the CP, are there other qualitative and quantitative indicators the operation uses to measure programmatic progress? – Are the programme results targets on track? – What are the strengths and weaknesses of the programme? – What problems and constraints face programme implementation and how are the operational staff and partners dealing with these? – Has access to the programme areas been an issue due to climate, security or any other related issues? – Is the implementation methodology flexible in terms of its responsiveness to on-going changes in circumstances and needs? – What were the main factors affecting the various programme activities success or failure? – How are unintended consequences measured and addressed? – How different activities of the operation dovetail and are synergetic with what other actors are doing to contribute to the overriding WFP objective in the country. – The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation. – How effective is WFP's resource mobilisation strategy, for generating resources for the CP and leveraging resources from the Government and other partners, thus contributing to sustainability & handover strategies? 	WFP CO M&E data, reports, and evaluations	Desk review, field site visit observations	Qualitative assessment	Design responsive to 'real life' context

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.2	Effectiveness: To what extent have SF activities improved access to education, right-age enrolment & school retention, and encouraged completion of primary education?	Attendance rate Drop-out rate Net admission rate Promotion rate	WFP CO M&E data and reports MOEYS statistics (EMIS)	Desk review Field visits	Quantitative assessment	Design responsive to 'real life' context
2.2a	Are the criteria for targeting appropriate?	Attendance rate, Drop-out rate Number of revisions of CFSVA or similar surveys and changes introduced in SF targeting accordingly	CSES 2009, CFSVA 2008, MOEYS statistics (EMIS)	Desk review Meetings with WFP CO and MOEYS staff	Qualitative assessment	Design responsive to 'real life' context
2.2b	Are the outputs levels sufficient?	Number of beneficiaries receiving food and non-food items vs. planned Tonnage of food distributed vs. planned Number of beneficiaries receiving cash vs. planned Amount of cash distributed vs. planned Number of schools assisted vs. planned	WFP CO M&E data and reports SPRs	Desk review	Quantitative assessment	Comprehensive and balanced sample coverage
2.2c	How effective is United Nations inter-agency coordination in meeting the education needs in the targeted implementation areas?	Number and type of joint initiatives to implement the "essential package" in WFP assisted schools	Joint work plans with United Nations sister agencies	Desk review Meetings with cooperating partners	Qualitative assessment	Demonstrable link between data and conclusions
2.2d	To what extent have nutritional interventions improved women's and children's nutritional status? Are they on target (10% reduction per year)?	Prevalence of stunting (% height-for-age below -2 Z-scores) among targeted children 6–23 months Prevalence of underweight (% weight-for-age below -2 Z-scores) among targeted children 6–23 months	M&E data	Desk review, review of improvements from baseline (if any)	Quantitative assessment	Comprehensive and balanced sample coverage
2.2e	How effective have been the activities to improve household food consumption?	Household food consumption scores	M&E data	Review of any improvements from baseline	Quantitative assessment	Comprehensive and balanced sample coverage

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.2f	How effective have been the activities to incorporate hunger solutions into the broader national policy frameworks?	Percentage increase in the government's funding for hunger solution tools in national plans of action	RGoC policy documents	Desk Review	Qualitative assessment	Relevance and utility of findings to policy
2.2g	How effective have been the hazard risk reduction interventions at community level in targeted communities? Are they on target: risk reduction and disaster mitigation assets increased for 80% of targeted households?	Household and community asset scores	WFP M&E data	Desk review	Quantitative assessment	Design responsive to 'real life' context
2.2h	How effective are the efforts to develop nationally owned models that are supported by capacity building support from WFP?	Number of delivery models nationally owned. Percentage increase in government funding or hunger solution tools in national plans of action	RGoC data	Desk review	Qualitative assessment	Relevance and utility of findings to policy and clear logic
2.3	Sustainability: Is there an exit strategy outlining the timing, allocation of responsibilities on handover to the government and other agencies?	WFP 2009 SF Policy Quality standards Number of delivery models nationally owned	MOEYS policy and strategy documents	Desk review Meetings with donors	Qualitative assessment	Relevance and utility of findings to policy Data integrity
2.3a	To what extent are the programme activities and local structures likely to be sustained after the completion of donor funding?	Existence of a SF line in the MOEYS budget Number of sustainable delivery models in place Number and type of initiatives taken by PTAs and community at large to support SF activities	MOEYS policy and strategy documents Key government informants at central and decentralized levels	Desk review Meetings with key informants in WFP CO, PoEs, MOEYS, DoEs. Focus group meetings with programme participants	Qualitative assessment	Triangulation of key informant data

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.3b	As the RGoC anticipates transitioning to Middle Income classification, how is WFP assisting in their preparation?	Emergency Food Stock Strategy and Reserve Evidences of future FS planning Measures planned or in place to balance internal food distributions during emergencies Other WFP support measures (list)	Key government and WFP informants	Meetings with key informants in WFP CO, PoEs, MOEYS, DoEs	Qualitative assessment	Triangulation of data
2.3c	What are the capacities WFP believes the government needs to do this transition? (Include technical, human and organizational competencies) have they been identified and are the appropriate people involved to build these capacities?	Technical, human and organizational competencies	Key WFP informants	WFP CO	Qualitative Assessment	Triangulation of data

Key Question 3: Why and how has the operation produced the observed results?						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.1	Internally (factors within WFP's control):					
3.1a	To what extent are the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting?	<ul style="list-style-type: none"> – How well has WFP been able to mobilise sufficient resources to achieve programme objectives? – Are program deliverables being provided in a timely manner? – How efficient are existing modalities for buying and transporting inputs as utilised by WFP and its partners? – Where there any delays in food delivery schedules, and if so why? – Have warehousing and storage facilities been managed properly? 	M&E dept. baseline data, visit reports, feedback, and findings. Internal and external programme documents, including previous evaluations and impact studies. Implementing partners.	Desk Review Interviews with implementing partners M&E dept. baseline data (if available), visit reports, feedback, and findings.	Qualitative assessment Key stakeholder interviews with WFP Officials in Phnom Penh and the three provincial offices, relevant government representatives, UN and other local and international	Triangulation Negative cases Discussion of scope and limitations

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.1a contd.		<ul style="list-style-type: none"> – What activities are being taken if any to transfer responsibilities to government agencies? – How do WFP's operational costs compare to other organisations running similar responses? – Was the programme able to recruit, retain and motivate staff of a relevant calibre and quantity? – Have internal recruitment processes ensured the timely deployment of staff? – Is there redundancy of staff? (e.g. are staff resources used effectively?) – How did WFP leverage partnerships at different levels – national, provincial (with government, other UN agencies, donors, NGOs, private sector, schools etc.) – How was the choice of implementing partners made? How well have they been managed? – Have financial procedures been practically applied dependent on the situation at hand? – Is the M/E department being sufficiently resourced to operate with full functionality? – Is the leadership of the organisation providing clear direction and been able to suitably motivate staff? – Are communication channels transparent & flow freely? – Are the management systems in place conducive to the timely delivery of results? – Is there an appropriate security and communications system in place and has this been beneficial or detrimental to the success of the operation? – Have emergency procedures been invoked where necessary? – Were other methodologies of intervention/delivery considered, and would these have been more timely or cost efficient? 	- as above -	- as above -	NGO and civil society organizations. Field interviews at a village level with school committees, parents, local leaders, and focus group discussions with the different programme beneficiaries. Review of programme documentation including periodic general and departmental reports, post distribution assessment reports etc. Review of M&E dept. baseline data (if available), visit reports, feedback, and findings. Internal & ext'l programme documents, including previous evaluations and impact studies	-as above-

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.1a contd.		<u>Monitoring Evaluation and Learning:</u> <ul style="list-style-type: none"> - What important lessons have been learnt that can improve future interventions or can contribute to future strategic planning and contingency plans? - What aspects of the response would we do differently in the future? - What future interventions are planned and how do they build on the programmes implemented so far? - Have lessons been learnt from previous responses been incorporated into the current response. - Did WFP carry through on recommendations made in past programme evaluations and reviews? If not, why not? - What changes in capacity, capability, and understanding have occurred within WFP as a result of this operation? - Is the M&E function providing feedback to ensure constant monitoring of programmatic efficiency and effectiveness? 	- as above -	- as above -	- as above -	-as above-
3.1b	How has the CO been able to position itself as a partner at various levels?	<ul style="list-style-type: none"> - Is WFP seen as a leader or authority figure in the programmes it delivers? - Is there effective capacity development amongst and between partners? 	WFP Staff, IPs and government	Interviews with implementing partners	Qualitative assessment	Peer Data and inputs
3.1c	To what extent has there been effective cooperation and coordination in the design and implementation of the SF and other programme activities between WFP, government, cooperating partners and beneficiary communities?	Perception of management strengths/difficulties by WFP staff, government staff, and cooperating partners LoU, MoU, FLA, etc. Number of meetings from a Programme coordination committee	WFP staff, government staff, cooperating partners, programme participants	Interviews with partners, staff, government staff at national and decentralised levels FGDs with programme participants	Qualitative assessment	Triangulation of data

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.2	<p>Externally (factors outside WFP's control)</p> <p>To what extent does the external operating environment influence results - including the funding climate, external incentives and pressures?</p>	<p>External Coordination and co-operation:</p> <ul style="list-style-type: none"> - To what extent does WFP harmonize and align its interventions with those of the rest of the UNCT, other external partners / INGOS / NGOs? - Is there any noticeable synergy between WFP/other organisations' interventions/projects? - How much cross-sectoral integration and co-ordination exists between operational organisations? - What are the main external factors that have affected the realisation or non-realisation of the programmes objectives? - Does WFP's own structures and processes facilitate or hamper coordination? (in general programming and in cases of flood emergencies) - Was there effective and transparent information sharing between operational partners? - How well has the partnership management / donor relations function of WFP programme been managed? - What do WFP donors and partners think of the programme operations so far? 	WFP staff, government staff, cooperating partners, UN partners, donor representatives	Interviews with partners, staff, government staff at national and decentralised levels	Qualitative assessment	Triangulation of data
3.2a	To what extent do the criteria for targeting influence results?	Food insecurity, poverty, low educational, nutrition and gender indicators	EMIS, Commune Database (CDB) on poverty, CFSVA	Meetings with key informants in WFP CO, PoEs, MOEYS, DoEs, MAFF, MOH	Qualitative assessment	Triangulation of data
3.2b	To what extent does the environment of targeted schools influence results?	Teacher/pupils ratio, school infrastructure and equipment	WFP CO data, EMIS	Meetings with key informants in WFP CO, MOEYS, PoEs, DoEs	Qualitative assessment	Member Checking, respondent validation
3.2c	To what extent do health and nutrition circumstances of beneficiaries influence results?	Prevalence Stunting (% ht/age below -2 Z scores) children 6-23mos. Prevalence Underweight (% wt/age below -2 Z scores) children 6-23mos.	WHO, UNICEF	Desk review Meetings with key informants in WHO, UNICEF	Qualitative assessment	Spot check data, review anthropometric data (if possible)

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