

COUNTRY PORTFOLIO EVALUATION

Cambodia: An Evaluation of WFP's Portfolio (2011-2017)

Evaluation Report

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Disclaimer

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Fact Sheet: WFP Portfolio in Cambodia

Timeline and Funding Levels of WFP Portfolio in Cambodia July 2011-2016								
Operation	Time Frame	2011	2012	2013	2014	2015	2016	
CP 200202	01 July 2011- 31 December 2018						REQ: 191,531,887 REC: 113,191,751 FUNDED: 59%	
EMOP 200373	15 November 2011- 14 November 2012	REQ: 11,725,152 REC: 6,266,567 FUNDED: 53%						
IR-EMOP 200368	12 October 2011- December 2011	REQ: 500,000 REC: 467,290 FUNDED: 93%						
Extra-budgetary funds								
Trust Fund	July 2013-March 2014				REQ: 192,308 REC: 192,308 FUNDED: 100%			
Bilateral Operation	1 November 2012- 31 July 2014				REQ: 210,496 REC: 210,496 FUNDED: 100%			
Direct Expenses (US\$ millions)		13 258 178	25 925 719	13 837 881	14 695 187	10 784 336	10 052 070	
Food Distributed (MT)		5 698	27 326	16 549	11 285	7 600	7 241	
Total of Beneficiaries (actual)		510 260	804 581	685 162	575 791	375 728	607 133	
% women beneficiaries (actual)		51.5%	50.6%	50.4%	50.2%	49.8%	51.6%	

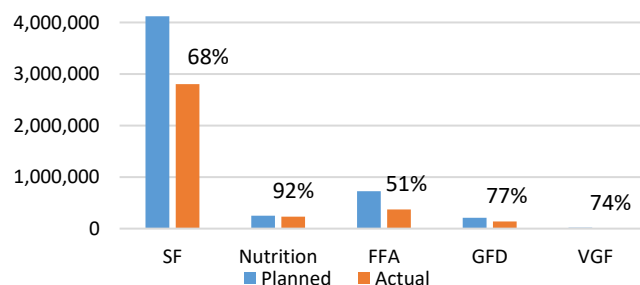
Source: WFP. 2017. The Factory, January 2017. Updated by the ET with data from SPR 2016.

Distribution of Activities, by Intervention

	SF	Nut	GFD	VGF	FFA
CP 200202	X	X	X	X	X
IR-EMOP 200368			X		
EMOP 200373			X	X	X

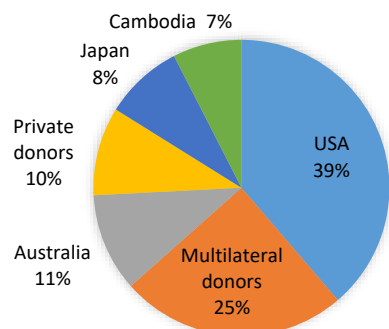
Source: SPRs. Nutrition (Nut.) includes CMAM and MCHN programmes, phased out in 2014. SF, VGF and FFA components include C&V interventions.

Actual vs Planned Beneficiaries as a Percentage, by Activity, 2011-2016



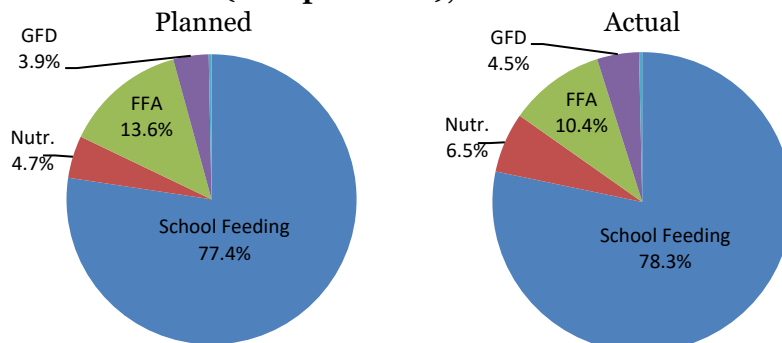
Source: CP200202 SPRs 2011-2016; IR-EMOP200368 SPR 2011; EMOP200373 SPRs 2011-2012.

Top Five Donors



Source: WFP CO. Data shared with ET, October 2017

Planned vs Actual Share of Beneficiaries, by Activity (All Operations), 2011-2016



Source: CP200202 SPR 2016; EMOP 200373 SPR 2013; IR-EMOP 200368 SPR 2012. With updates from CO via email.

Executive Summary

Introduction

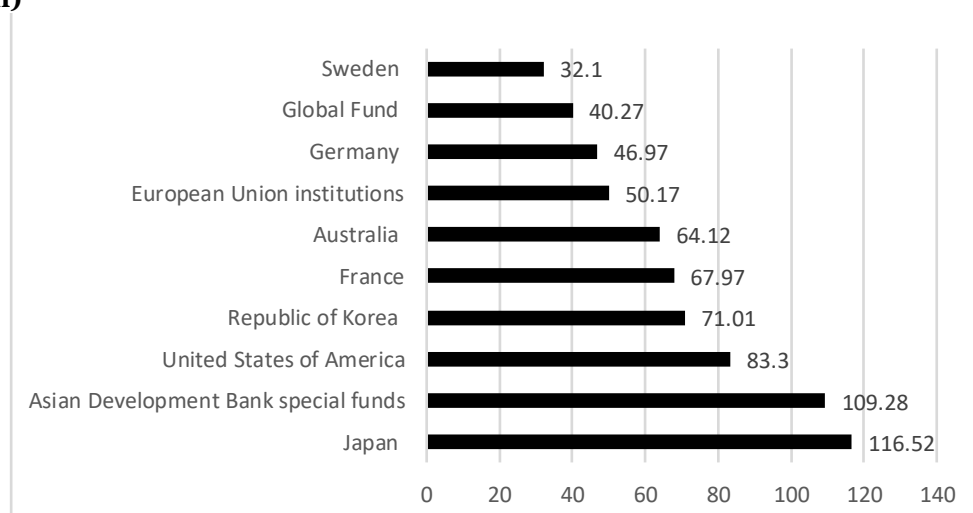
Evaluation Features

1. This country portfolio evaluation covered six years of WFP operations in Cambodia, from July 2011 to July 2017, and will inform the drafting of a new country strategic plan (CSP). An independent evaluation team assessed WFP’s strategic alignment and positioning in Cambodia, the quality of strategic decision making, including the factors considered, and the performance and results of portfolio activities. Field work included visits to project sites and interviews and focus group discussions with more than 400 stakeholders.

Context

2. Following the civil war of 1975–1982, Cambodia had a regular influx of external funding with official development assistance exceeding USD 677 million in 2015 (Figure 1).

Figure 1: Top donors of gross official development assistance, 2014–2015 (USD million)



Source: OECD. Aid at a glance charts.

https://public.tableau.com/views/OECDODAidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no

3. In 2016, the World Bank upgraded Cambodia to lower-middle-income country status. This led to decreased development aid and will likely lead to reductions in official development assistance.¹ Despite economic growth, limited employment opportunities and low wages are driving international migration,² while increasing international demand for manufacturing and domestic workers is contributing to the “feminization” of migration with increasing numbers of women migrating. Fourteen percent of the country’s population lives below the national poverty line.³

¹ Cambodian Rehabilitation and Development Board and Council for the Development of Cambodia. 2017. *Cambodia development finance assessment*.

http://www.cdc-crdb.gov.kh/cdc/twg_network/twg_network_february_2017/documents/session_7_dfa.pdf

² International Labour Organization. 2013. *Cross-border labour migration in Cambodia: Considerations for the national employment policy*. http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_228484.pdf

³ Asian Development Bank (ADB). 2017. *Basic statistics 2017*. <https://www.adb.org/publications/basic-statistics-2017>.

4. The Government is pursuing a decentralization and deconcentration policy intended to promote democratic development and build the capacity of local government organizations.

5. Children’s access to education has increased in recent years resulting in a net enrolment rate in primary education of 97 percent in 2015. There is gender parity in enrolment rates in both primary and secondary schools,⁴ but poor rural families, ethnic minorities and children with disabilities are more likely than others to be excluded from primary school.⁵

6. With incomes increasing in the last two decades, more households can afford sufficient food. According to the 2013 agriculture census, however, 16 percent of households had experienced food insecurity and shortages in the previous 12 months and 80 percent of agricultural households had experienced food insecurity and shortages caused by low crop yields. In 2014, about 32 percent of children under 5 were stunted.⁶ Table 1 provides additional data on nutrition. The prevalence of undernourishment is 14 percent (2014–2016), and mother and child anaemia rates are high.⁷ Following decreases in HIV prevalence since 1998,⁸ the rate of new infections was 0.05 per 1,000 people in 2015.⁹

TABLE 1: NUTRITION INDICATORS			
Risk group	Nutrition indicator	Prevalence (%)	Risk
Pregnant women	Anaemia	53	Infant and maternal mortality
Children under 5	Low weight for height (wasting)	10	Mortality
Children under 5	Low weight for age (undernutrition)	24	Mortality
Children under 5	Low height for age (stunting)	32.4	Decreased growth, development and productivity
Children under 5	Zinc deficiency	67.5	Mortality and morbidity
Children under 5	Iodine deficiency	12.8	Decreased growth, development and productivity
Children under 5	Iron deficiency	7	
15–64 years	Iron deficiency: women and girls	2.9	Strength, endurance and productivity
15–64 years	Iron deficiency: men and boys	1.1	

Source: Moench-Pfanner, R. *et al.* 2016. The economic burden of malnutrition in pregnant women and children under 5 years of age in Cambodia. *Nutrients* 8(5): 292. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4882705/>.

⁴ Ministry of Education, Youth and Sport. 2015.

⁵ United Nations Children’s Fund. 2014. *Inclusive quality education. UNICEF country programme 2016–2018*. https://www.unicef.org/cambodia/Country_Kit_Education_Final_A4.pdf

⁶ ADB. 2017. *Basic statistics 2017*. <https://www.adb.org/publications/basic-statistics-2017>.

⁷ Cambodia Development Research Institute. 2014. *Cambodia: Strategic review of food and nutrition security issues for an emerging middle income country (2014–2018)*.

⁸ United Nations Joint Programme on AIDS and National AIDS Authority. 2015. *Cambodia country progress report. Monitoring progress towards the 2011 UN Political Declaration on HIV and AIDS*. <https://www.medbox.org/cambodia/cambodia-country-progress-report-monitoring-progress-towards-the-2011-un-political-declaration-on-hiv-and-aids/preview?q=>

⁹ ADB. 2017. *Basic statistics 2017*. <https://www.adb.org/publications/basic-statistics-2017>.

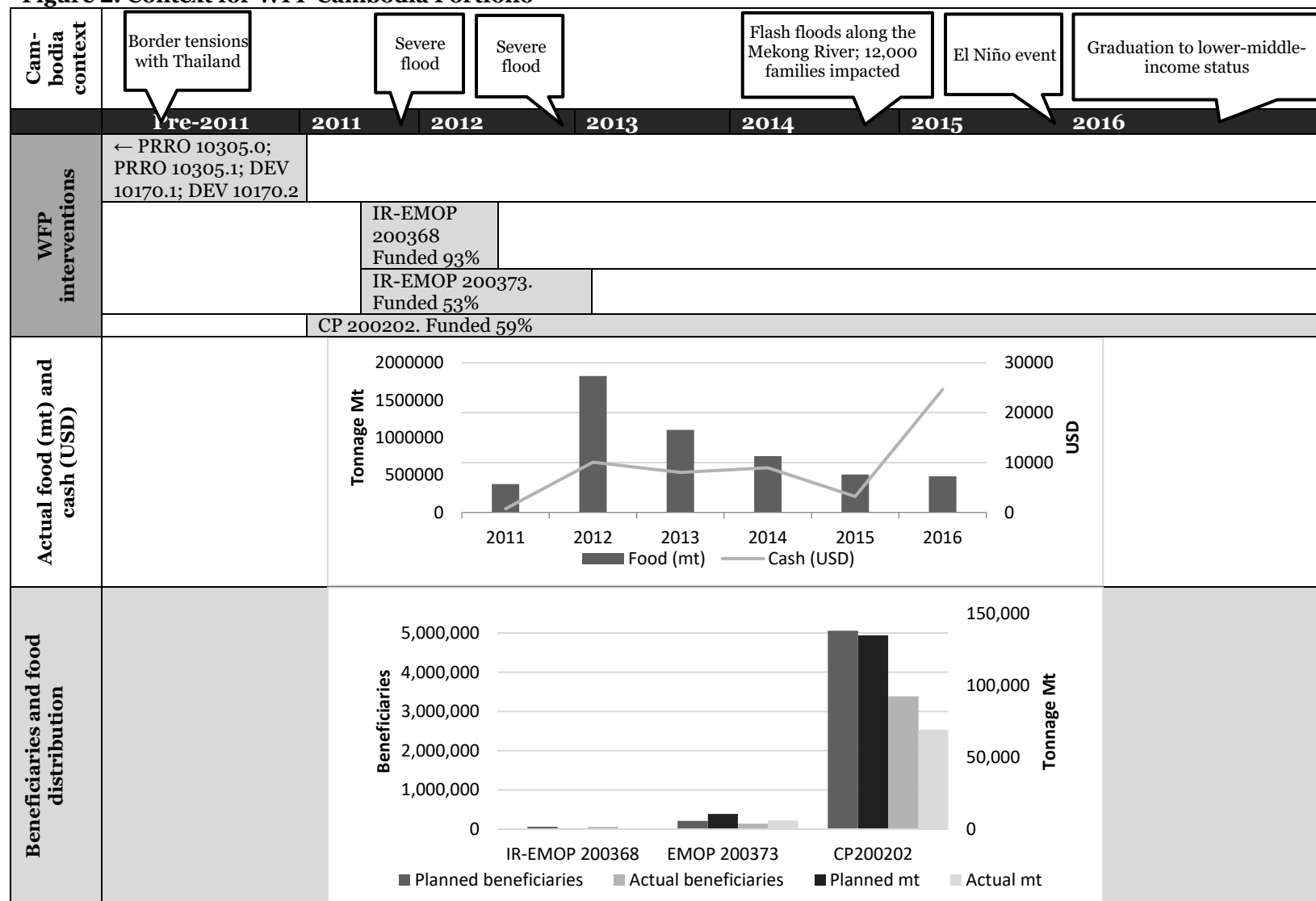
7. Cambodia is highly vulnerable to natural shocks, with regular monsoon flooding and droughts nearly every year since 1991. The impacts of drought are expected to worsen as climate change accelerates. Rural populations dependent on agriculture and natural resources are most at risk.¹⁰

WFP Portfolio

8. The portfolio covered operations under WFP’s strategic plans for 2008–2013 and 2014–2017: the country programme (CP); an immediate-response emergency operation (IR-EMOP); an emergency operation (EMOP); a trust fund activity; and a bilateral operation with the Programme for Appropriate Technology in Health (PATH) to provide technical assistance. Figure 2 presents the percentages of planned funding actually received for portfolio interventions, alongside major national events. Figure 3 shows WFP’s programme areas in 2016–2017.

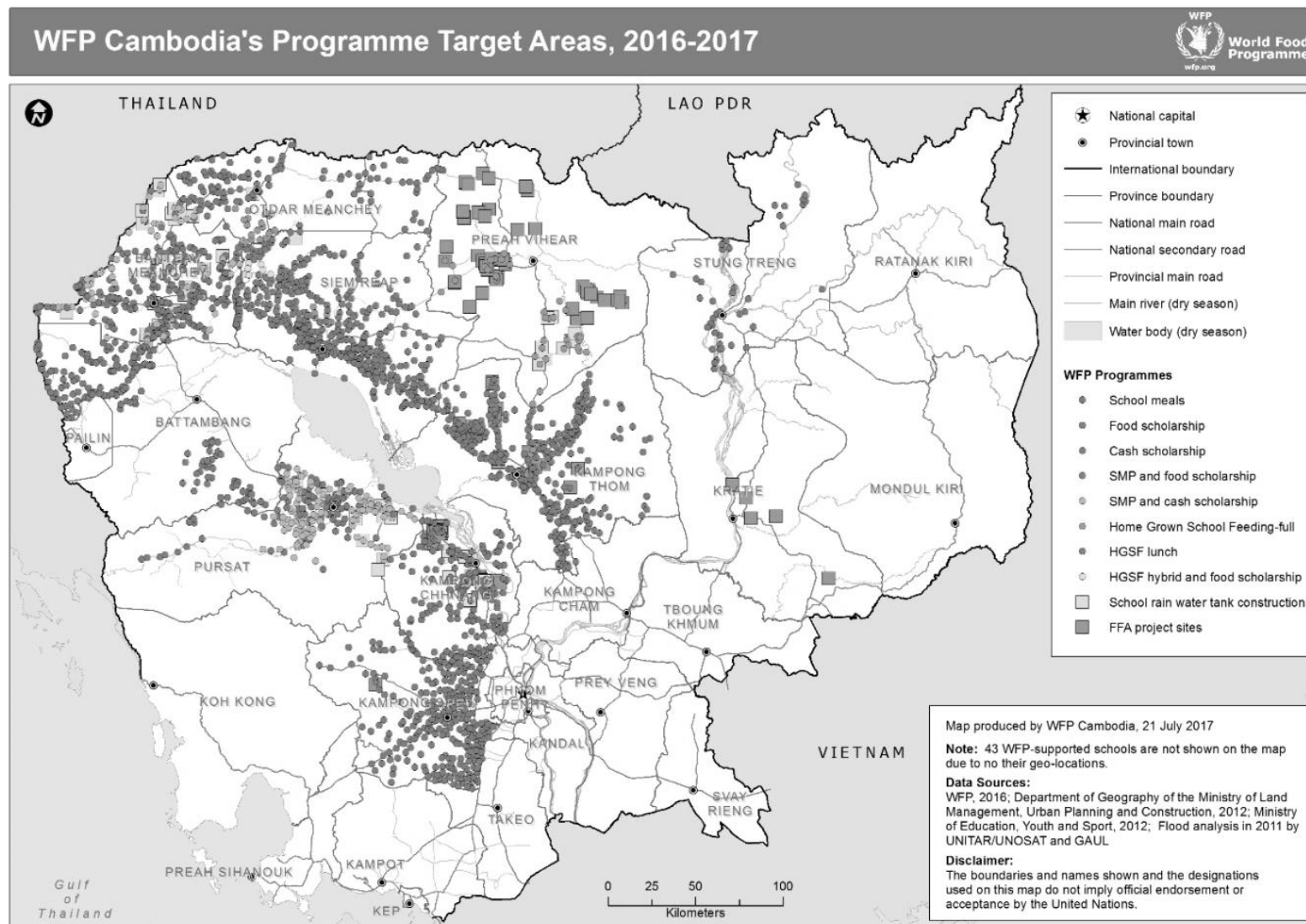
¹⁰ Cambodia Development Research Institute. 2014. Cambodia: Strategic review of food and nutrition security issues for an emerging middle income country (2014–2018).

Figure 2: Context for WFP Cambodia Portfolio



Source: CP 200202 SPRs 2011-2016; IR-EMOP 200368 SPRs 2011-2012; EMOP 200373 SPRs 2011-2013. The y-axes in each of the bottom two figures are not correlated.

Figure 3: WFP Cambodia's Programme Target Areas, 2016-2017



Source: country office. SMP: school meals programme

9. The CP included school meals, nutrition, and productive assets and livelihood support. Nutrition activities – distributions of imported fortified food to pregnant and lactating women and children under 5 – were phased out in mid-2014 because of resource constraints and the Government’s prioritization of treatment of severe acute malnutrition.

10. The United States Office of Foreign Disaster Assistance granted USD 967,000 to WFP as a trust fund for the coordination and information management activities of the Humanitarian Response Forum (HRF) in 2013–2017.

11. The planned budget for all portfolio operations in 2011–2016 was USD 203,757,000,¹¹ most of which – USD 191,532,000 – was allocated to the CP through June 2016. The CP budget spent by December 2016 was USD 89,227,000. Figure 2 shows the percentages of funding received for different operations.

Evaluation findings

Portfolio alignment and strategic positioning

12. *Alignment with government policies.* WFP’s portfolio interventions were well aligned with the national needs outlined in the Government’s strategic plans and policies. Regarding Cambodia’s work towards Millennium Development Goal 3 – “Promote gender equality and empower women” – although the CP project document does not describe WFP’s approach to gender issues, WFP promoted women’s inclusion in portfolio activities.

13. *Government processes.* The country office has strong partnerships with the Ministry of Education, Youth and Sport; the Ministry of Agriculture, Forestry and Fisheries; the Ministry of Rural Development; the National Committee for Disaster Management; the National Council for Democratic Development; the Ministry of Planning; the Ministry of Health; the Council for Agricultural and Rural Development (CARD); national committees, and departments at the provincial, district and commune levels. The country office participates in major national decision making fora, including CARD and multiple technical working groups¹² that support the implementation of sector strategies.

14. *Government ownership.* In 2015, the Government signed the school meals programme road map, which includes action for implementing home-grown school meals as a potential model for a national school meals programme. The cash pilot for productive assets and livelihood support was fully integrated into subnational governance systems and implemented through local authorities. WFP collaborated with the Ministry of Planning on developing and improving stakeholders’ access to the data management system of the Identification of Poor Households Programme (IDPoor) by linking the database to online platforms for data compilation and decision support, such as the Precision Real-time Information System Manager (PRISM) platform.

15. *United Nations and other partners.* The portfolio was strategically aligned with the objectives of the United Nations development assistance framework (UNDAF), but was not fully aligned with the Zero Hunger Challenge objective of establishing sustainable

¹¹ This figure refers to the combined budgets of CP 200202, EMOP 200373 and IR-EMOP 2002368. The total budget, including the trust fund and the bilateral operation is USD 204,160,000.

¹² Ballard, B.M. 2015. *Technical working group performance review*. http://www.cdc-crdb.gov.kh/cdc/documents/TWG_Performance_Report_FINAL.pdf; Cambodian Rehabilitation and Development Board and Council for the Development of Cambodia. 2017. *Government–development partner joint technical working groups list*. http://www.cdc-crdb.gov.kh/cdc/joint_TWG/joint_TWG.htm

food systems, which requires that sustainably grown commodities be prioritized in sourcing decisions. The portfolio was aligned with the strategic objectives of the Scaling Up Nutrition initiative and 2025 targets for mother, infant and young child nutrition, and Sustainable Development Goal 2.

16. *WFP's corporate strategy.* The portfolio contributed to Strategic Objectives 3 and 4 of WFP's strategic plans for 2008–2013 and 2014–2017 and was in line with core corporate policies. The country office is shifting its approach from direct implementation of food assistance programmes to capacity development for national partners and local stakeholders in establishing and managing programmes autonomously. This is consistent with WFP's 2004 capacity development policy and the 2009 policy update.

17. WFP had no country strategy for the period covered by the evaluation, but the evaluation team found that the country portfolio has been integrated into a transitional interim CSP (T-ICSP) for 2018, aligning WFP's activities with the UNDAF cycle and the National Strategic Development Plan (2014–2018). The T-ICSP reflects ongoing efforts to establish national ownership – especially of school meals and relief activities – positions the country office in a capacity development and technical assistance role, and focuses on generating evidence to inform the CSP for 2019–2023.

18. *Humanitarian and international development cooperation principles.* The portfolio was consistent with the humanitarian principle of humanity¹³ through its emergency operations, investments in the HRF and the country office's beneficiary targeting strategy. Although a lack of sufficient resources for interventions led to trade-offs in geographic targeting, beneficiary targeting remained consistent with this principle and did not distinguish on the basis of ethnicity, class, religious belief or political opinion. The portfolio was also consistent with the principle of promoting self-reliance, evident in WFP's transition from being an implementer to becoming an enabler of nationally owned, long-term food security solutions, and with the humanitarian principles of neutrality, impartiality and operational independence. The country office's selection of partners and operational decision making were evidence-based and not influenced by stakeholder agendas. The country office demonstrated satisfactory accountability to partners and beneficiaries via informal and formal feedback mechanisms.

Factors in and quality of strategic decision making

19. *Generation and use of analytical information.* The country office collaborated closely with the Government on numerous assessments and studies to inform government policy, planning and goals and the design and implementation of components of the country portfolio. The country office's increased focus on evidence was catalysed by the 2014 national strategic review and is reinforced in the T-ICSP. Examples of the generation and use of evidence include WFP's collaboration with the Programme for Appropriate Technology in Health, which supported the introduction of fortified rice in the school meals programme in 2016, a 2016 assessment of school facilities and the improvement of a database on resilience after El Niño (2015–2016).¹⁴ In 2014, WFP mapped the finance sector to determine its capacity to support cash-based transfer (CBT) modalities under the CP, with findings informing dialogue with the Government on using CBTs for social assistance.

¹³This states "Human suffering must be addressed whenever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings". Buchanan-Smith, M., T. Beck and D. Podems. 2017. *Guidance for evaluating humanitarian principles*. Draft for discussion at United Nations Development Programme/Humanitarian Evaluation Interest Group meeting.

¹⁴WFP. 2017. *Country programme Cambodia (2011–2018). Standard project report 2016*. <https://docs.wfp.org/api/documents/7e58ffb899ba4801a2df25277545c730/download/>.

20. *Developing response strategies.* Response strategies based on available evidence were developed through stakeholder consultation and are supported by stakeholders in the Government and civil society. In the portfolio's education component, WFP's assessment informed hand-over of the management of cash scholarships, while a review of nutrition resulted in the country office shifting from direct implementation of activities to coordination and technical guidance for national nutrition programmes. The consolidated livelihood exercise for analysing resilience carried out in 2014 informed the country office's 2015 shift to smaller-scale collaboration with civil society organizations, which was also motivated by the need to align food assistance for assets (FFA) activities with national social protection strategy objective 3, thus maximizing the impacts and benefits of the traditional FFA model.

21. Following endorsement of the school meals road map by the Ministry of Education, Youth and Sport in 2015, progress towards handover of the school meals programme has accelerated. The Government is supportive of the country office's handover strategies but budgetary support and investments in subnational capacities for continuing school meals still require strengthening.

22. *WFP's programme priorities and operating model.* Despite resource constraints, the country office was able to maintain its focus on core intervention areas. While the country office's priorities are clear, the optimal operating model for addressing them remains unclear. Much will depend on the Government's policy revisions and budget allocations in 2017–2018.

23. WFP is increasing its work as a strategic partner by strengthening information management for national decision making, including through greater technical collaboration with decentralized government offices and communes.¹⁵ These new roles are challenging the country office's traditional operational model, which focuses on direct implementation.

Portfolio performance and results

24. *Targeting.* Communities in the Tonle Sap basin, the most flood-prone area of the country, were prioritized in targeting. WFP did not cover the northeast region, which is also characterized by high poverty and malnutrition. This decision was justified by WFP based on funding constraints and a priority on demonstrating results to encourage government ownership and transition. District targeting was appropriate to country office resources and country needs.¹⁶ Beneficiary targeting was appropriate and reached the most vulnerable people and households.

25. *Beneficiaries reached.* Table 2 shows beneficiary numbers as of 31 December 2016, with operations reaching 67 percent of planned beneficiaries overall. The EMOP and CP did not exceed this figure because of resource shortfalls.¹⁷ The portfolio reached balanced numbers of males and females (Figure 4).

¹⁵ WFP. 2017. Cambodia transitional interim country strategic plan (2018). https://docs.wfp.org/api/documents/o12de5aba3d74cc29c24036271c6106b/download/?_ga=2.177072620.892560489.1514295136-99698773.1514295136.

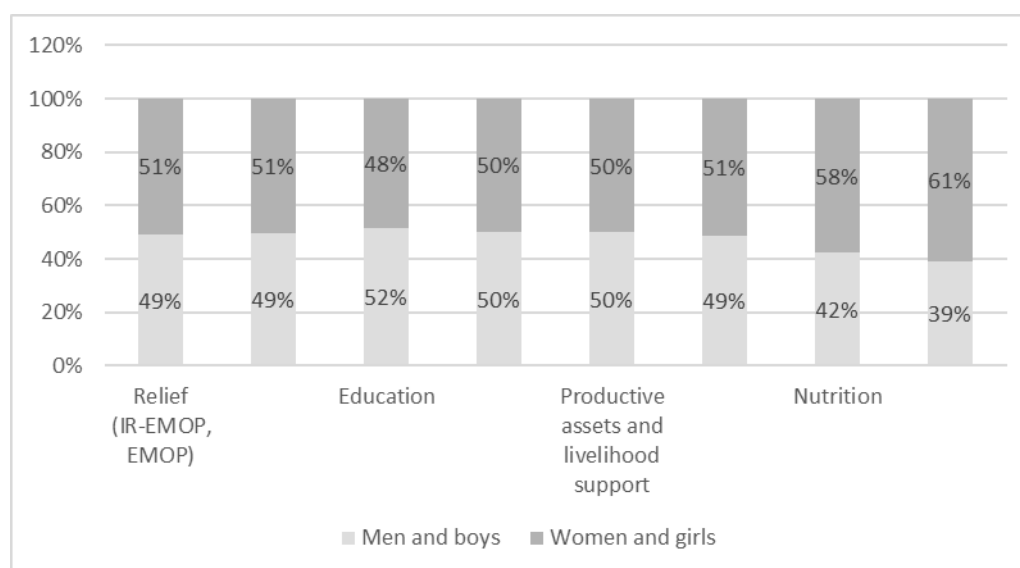
¹⁶ Targeting of the portfolio is in line with the prioritization of provinces in the Fast Track Road Map for Improving Nutrition (2014–2020), the findings of the Small-Area Estimation of Poverty and Malnutrition in Cambodia and the national strategy for food security and nutrition.

¹⁷ WFP. 2013. EMOP 200373 SPR 2012. See also SPRs for CP 200202 (2011–2016).

TABLE 2: PLANNED VERSUS ACTUAL BENEFICIARIES BY OPERATION, 2011–2016

Operation	Planned			Actual			Actual as % of planned
	Men and boys	Women and girls	Total	Men and boys	Women and girls	Total	
CP 200202	2 574 418	2 482 112	5 056 530	1 668 333	1 715 998	3 384 331	66.9
IR-EMOP 200368	29 400	30 600	60 000	26 916	28 014	54 930	91.6
EMOP 200373	102 832	105 833	208 665	70 178	71 297	141 475	67.8
Total	2 706 650	2 618 545	5 325 195	1 765 427	1 815 309	3 580 736	67.2

Sources: SPRs for CP 200202 (2016), EMOP 200373 (2013) and IR-EMOP 200368 (2012). CP figures have not been adjusted to account for the overlap from year to year.

Figure 4: Proportions of beneficiaries by sex and activity, 2011–2016

Sources: SPRs for CP 200202 (2016), EMOP 200373 (2013) and IR-EMOP 200368 (2012).

26. *Overall distribution.* Table 3 presents food and CBT distributions by operation. Figures 5 and 6 show annual distributions at the portfolio level. Several factors explain the failure to meet food distribution targets in 2011: resource constraints; late start of the school year in flood-affected areas; limited capacity for distribution in some areas; and geographic retargeting of the mother-and-child health and nutrition (MCHN) programme.¹⁸ Only one major post-delivery loss was reported of 80 mt of commodities in 2013 because of an incorrect expiry date.¹⁹

¹⁸ WFP. 2012. *Standard project report 2012. Cambodia. Country programme Cambodia (2011–2016)*. <http://cn.wfp.org/sites/default/files/zh-hans/file/spr-2012-cambodia.pdf>.

¹⁹ Corn-soya blend, sugar and Supercereal Plus. SPR for CP 200202 (2013).

TABLE 3: PLANNED AND ACTUAL FOOD AND CBT DISTRIBUTIONS BY OPERATION

Operation	Planned		Actual		Actual as % of planned	
	Food (mt)	CBTs (USD)	Food (mt)	CBTs (USD)	Food (mt)	CBTs (USD)
CP 200202	134 690	4 428 794	69 159	3 202 460	51.3	72.3
IR-EMOP 200368	600	No cash	549	No cash	91.5	No cash
EMOP 200373	10 552	699 930	5 991	50 747.01	56.8	72.1
Total	145 842	5 128 724	75 699	3 253 207.01	66.5	72.2

Sources: SPRs for CP 200202 (2016), EMOP 200373 (2012) and IR-EMOP 200368 (2012).

27. In 2011, CBT distributions were low because the cash scholarship pilot started late.²⁰ From 2012 to 2015, fewer CBTs were distributed than planned because of resource constraints, expansion into new project areas for the education component, and the productive assets and livelihood support cash pilot.²¹ The reduction in CBT distributions in 2015 resulted from resource constraints in the education component (in 2013/14 and 2014/15) and the handover of 2,102 schools to the Government.²² Following increased availability of resources for CBT programming, cash scholarships were prioritized over take-home rations in line with the Government’s cash scholarship programme, while provision of home-grown school meals was expanded from two pilot schools in 2015 to 59 schools in 2016.²³

Figure 5: Food distributions by year (mt)

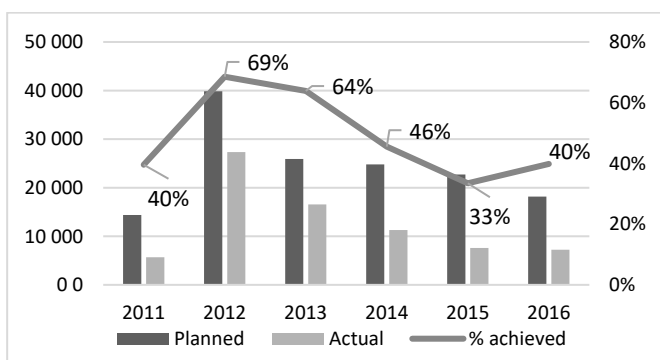
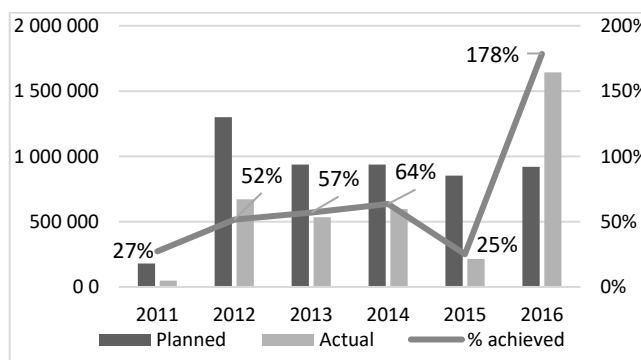


Figure 6: CBT distributions by year (USD)



Sources: SPRs for CP 200202 (2011–2016), IR-EMOP 200368 (2011–2012) and EMOP 200373 (2011–2012).

28. *Relief – Strategic Objective 1.* IR-EMOP 200368 and EMOP 200373 responded to the 2011 floods. The country office also managed funding for the HRF and supported the development of an emergency information platform using PRISM to strengthen knowledge management and inform decisions regarding emergency response.²⁴

29. The number of IR-EMOP beneficiaries was slightly lower than planned because of fluctuations in market prices. Planned beneficiary numbers, commodity amounts and

²⁰ SPR for CP 200202 (2011).

²¹ SPRs for CP 200202 (2012–2014).

²² SPR for CP 200202 (2015).

²³ SPR for CP 200202 (2016).

²⁴ WFP. 2016. Factsheet.

CBT distributions in the EMOP were not met because of limited capacities among partners and resource shortfalls. Assessment of IR-EMOP outcomes and the effectiveness of the HRF and PRISM was limited because indicators were not set. No analysis of EMOP results was possible because target and baseline values were lacking.

30. *Education – Strategic Objective 4.* WFP provided scholarships in the form of a monthly cash or take-home ration and a daily hot breakfast for vulnerable, food-insecure girls and boys in 2,281 primary schools in ten provinces: 783 of the schools offer pre-primary education.²⁵ The Government’s cash scholarship is USD 6 per month, which sets the standard for WFP’s food and cash scholarships.²⁶ From November 2016, the take-home ration was 10 kg of rice and one litre of oil.

31. The home-grown school meals programme piloted in 2015 is now implemented in 84 schools in four provinces. It uses local fresh commodities and serves as a model to inform transition of the school meals programme to national ownership while also providing more diverse school meals.

32. Outcome targets for education in WFP-assisted schools were nearly met or exceeded. Retention rates in 2016 were 97 percent for girls and 96 percent for boys against the 2014 baseline values of 88 percent for girls and 85 percent for boys. Promotion rates of 88 percent overall and 88 percent for girls in 2013 exceeded baseline values of 86 percent overall and 88 percent for girls.²⁷

33. Targets for technical assistance and training projects for government staff were 100 percent achieved, with 98 percent of planned women staff members and 75 percent of men reached.²⁸

34. *Nutrition and HIV – Strategic Objective 4.* The main nutrition activities were supplementary feeding to support community management of acute malnutrition and MCHN. WFP used food transfers to improve the food security of HIV-affected households.

35. The nutrition component, discontinued in 2014, reached 92 percent of planned beneficiaries; the MCHN programme achieved 100 percent of planned coverage in its final six months. The country office did not collect data on outcome indicators for nutrition from 2008 to 2013. Coverage of community management of acute malnutrition increased from 2011 to 2014 but remained low because of lack of capacity in rural health centres.

36. Targets for assistance to anti-retroviral patients were nearly achieved or exceeded, with assistance reaching 83 percent of planned beneficiaries in 2011 and 122 percent in 2012. Stunting targets for nutrition activities and ration distributions were achieved in 2012 and 2013.²⁹

37. *Productive assets and livelihood support – Strategic Objective 3.* WFP used food and cash-based transfers in its FFA activities in times of food shortage. Activities involved the construction or rehabilitation of assets for improved livelihoods, disaster reduction and mitigation, natural resource management and climate-change adaptation and the

²⁵ SPR for CP 200202 (2016).

²⁶ WFP/EB.1/2011/7/3. Figure corrected by country office; it used to be USD 5 per school month.

²⁷ SPRs CP 200202 (2011–2016).

²⁸ SPRs for CP 200202 (2014–2016).

²⁹ SPRs for CP 200202 (2011–2013).

provision of rice for community rice banks. Fewer beneficiaries than planned were reached because of resource constraints and significant outmigration in project areas.³⁰

38. Assets were created and rehabilitated in 56 communes in 18 districts in six provinces. Assets met the standards of the Government and WFP and were generally well maintained. The target community asset score was exceeded, reaching 87 percent in 2016 versus a target of 80 percent.³¹ The coping strategy index score has improved since 2015. Diet diversity and food consumption scores also improved but attribution to WFP activities is unclear given that WFP distributed mainly rice.

39. *Gender equality.* CP outcome indicators show an increased proportion of households where women have decision-making power over use of the cash and food distributed in the education component, rising from 68 percent of households in 2014 to 83 percent in 2016, versus a target of 85 percent. In the productive assets and livelihood support component, the percentage of women remained constant at 76 percent, versus a target of 90 percent. In the nutrition activity, targets for the proportion of households where women make decisions over the use of cash and food were met in only 2014, after which the activity ceased.

40. The country portfolio attained targets for gender equality in the proportions of men and women participating in activities under each strategic objective. Gender equality is hindered by persistent traditional roles and low public awareness of gender issues.

41. *Protection and accountability.* Outcome indicators for protection of and accountability to affected populations show positive achievements in the education component. The 2016 post-distribution monitoring report confirms that beneficiaries were aware of targeting, eligibility and selection processes. Indicator values were close to targets.

42. *Partnerships.* In all components, outcome indicators showed strong achievements in the numbers of partner organizations engaged and project activities implemented with partners. Targets for complementary funds provided to projects by partners were met only in the productive assets and livelihood support component, reflecting the general trend in decreasing funding opportunities in Cambodia.

43. *Factors affecting results – internal.* Acquiring adequate funding has been a constant challenge for the country office, resulting in a gradual reduction of actual beneficiaries under Strategic Objective 3, on productive assets and livelihood support, and 4, on education. There were no major delays or breaks in food and CBT deliveries, however, reflecting the country office's strong management and logistics capacities, which are based on a thorough understanding of Cambodia's logistics landscape.

44. CBTs helped reduce the costs associated with the logistics of food deliveries and improved programme efficiency under Strategic Objectives 3 and 4.

45. The learning culture and adaptive capacity of the country office and its staff contributed to the portfolio's good performance. Current job descriptions do not, however, fully reflect the evolving roles and responsibilities of country office staff.

46. The monitoring and evaluation function was challenged by limited funding and high turn-over of staff, particularly in 2011–2012 when outcome data were not collected. The situation improved with the addition of monitoring and evaluation expertise from 2013 onwards. A review of current systems and functions shows monitoring data to be reliable and accessible, and the development of PRISM has strengthened analytical capacity, as

³⁰ SPR for CP 200202 (2012), confirmed in an interview with the country office on 7 July 2017.

³¹ Measured against indicators in the WFP Strategic Plan (2014–2017).

evidenced by the strategic and operational inputs that the country office provided to the HRF and national preparedness planning.

47. *Factors affecting results – external.* Driven by the decentralization and deconcentration process, the hand-over of responsibilities from national agencies to the provincial, district and commune levels is occurring more quickly than the development of capacities to handle them.

48. No security issues disrupting food and cash-based assistance were reported between 2011 and 2016. Post-distribution monitoring reports indicate that distribution points were safe, with only isolated reports of safety incidents during travel to and from sites by women and men in 2016. Natural disasters caused some delays in food distributions and changes in allocations for the education and productive assets and livelihood support components from 2011 to 2013.

Overall Assessment

Relevance, coherence and appropriateness

49. Strengthening its evidence base and analysis of strategies for responding to changing country needs and resources, enabled the country office to demonstrate adaptive management and define school meals, nutrition, FFA and disaster preparedness activities that were relevant to country needs and within its own financial and technical capacity.

50. The portfolio was well aligned with Cambodia's current policy framework and development priorities. WFP has developed a strong partnership and collaboration with government stakeholders, supporting the Government's vision of public administration reform. WFP engages with government processes relevant to its portfolio, but increased focus on subnational support will be required to support implementation of government policies. Budgetary support to the country office's hand-over activities is limited.

51. WFP's pursuit of synergies through partnerships was appropriate and had positive results. School infrastructure was improved and fortified rice introduced. In the nutrition component, productive synergies supported the establishment of national nutrition priorities and actions to inform government policy and programmes.

52. The country portfolio aptly reflected WFP's adherence to core humanitarian principles. Most pertinent were WFP's involvement in initiating the HRF in 2011 and its chairing of the United Nations disaster management team. The country office's objectives also adhered to WFP's corporate principles for effective humanitarian action.³² The design and implementation of the portfolio were relevant to the needs of target beneficiary groups. Geographic targeting focused appropriately on the areas most affected by food insecurity, malnutrition and disasters. Appropriate beneficiary targeting is demonstrated by the use of the IDPoor system.

Efficiency

53. WFP's operations were efficient given the complex operating environment. The activities and outputs of the country office were generally of high technical quality and were strategically relevant to the changing country context and WFP's role in Cambodia. Beneficiary targeting was conducted efficiently with the Ministry of Planning and

³² WFP. 2004. "Humanitarian principles". (WFP/EB.A/2004/5-C).

included the country office's technical assistance to the ministry and its contribution to development of the IDPoor atlas.

54. *Education.* The decision not to extend education activities into new areas was backed by strong evidence. With decreasing resources, WFP's gradual hand-over of the school meals programme and cash scholarships is appropriate. Government capacity constraints hinder this process, however, and need to be reflected in an updated road map for hand-over of the school meals programme.

55. *Nutrition.* The decision to phase out the direct implementation of nutrition activities was justified in terms of efficiency and sustainability as conditions were not conducive to investing further in the direct delivery of nutrition services. WFP's shift to a less resource-intensive approach involving national coordination and the development of context-specific technical guidance is appropriate at this stage.

56. *Productive assets and livelihood support.* WFP shifted from the traditional food/cash for work approach to a productive assets and livelihood support programme under the FFA activity that supports more targeted resilience activities, which constitutes a strategic use of limited resources. The country office and the Government considered that the introduction of CBTs would be more efficient than food distributions, although no cost analysis was conducted. CBTs have since been discontinued because of resource constraints. The country office currently depends on an in-kind contribution of rice from the Government and therefore has no choice in determining the most efficient transfer modality for productive assets and livelihood support activities.

Effectiveness

57. *Education.* The school meals programme is recognized as an effective social safety net although the planned number of beneficiaries was not reached because of funding constraints. Assessments show that children in WFP-assisted schools performed better than peers in schools not covered by WFP. Home-grown school meals provide a good opportunity to expand links to local suppliers and to diversify school meals.

58. *Nutrition.* The effectiveness of the nutrition programme was challenged by funding constraints, low government capacity at the local level and the Government's prioritization of severe acute malnutrition treatment. WFP's phase out of the programme in 2014 is likely to have left unmet needs in the treatment of moderate acute malnutrition, HIV and tuberculosis where government services are limited. WFP, partners and government staff are concerned about this gap, but the phase out is justified as conditions are still not conducive to investing further in the direct delivery of nutrition services.

59. *Productive assets and livelihood support.* These activities improved access to infrastructure and services, increased agricultural productivity and reduced indebtedness, but were insufficiently linked to the Government's investments in assets.³³ Country office studies on climate change led WFP to find a new niche in livelihood resilience with non-governmental organizations and other partners specialized in livelihood programming. Additional training and accompaniment of country office staff will enable better adoption of corporate guidance on FFA.

60. *Gender equality.* FFA activities implemented in the productive assets and livelihood support component were revised to facilitate women's enhanced participation and leadership. Support to HIV/AIDS patients and the nutrition counsellors of people living with HIV/AIDS served both sexes in this highly vulnerable group. The moderate acute malnutrition intervention targeted vulnerable pregnant and lactating women,

³³ SPR CP 200202 (2014).

children under 2 and children under 5. The school meals programme supported improved access to education for girls and boys from poor families, and women managed cash and food scholarships, although women's participation in school committees was modest.

Impact and Sustainability

61. Interviews with government counterparts confirm the importance of WFP's technical support to the Government in developing plans and strategies that support poverty reduction, nutrition and resilience and enhancing capacities to support national ownership and management of activities.

62. *Relief.* By initiating the HRF linked to the PRISM tool, WFP improved disaster response capacity at the national level. Although the HRF is financially dependent on WFP, findings indicate improved planning capacity among sector stakeholders and strengthened coherency with the Government, which has started preparedness and response activities.

63. *Education.* WFP ensured the sustainability of the school meals programme through formulation of the road map, hand-over of the food and cash scholarships to the Government, and capacity building at all levels. The home-grown school meals model has strong potential for sustaining the school meals programme through local management and connections to local producers. There are, however, concerns about decentralized capacities to take over school meals activities and about financial sustainability given competing priorities for strengthening the education system.

64. *Nutrition.* In response to resource limitations, the country office reformulated its engagement in nutrition from direct service delivery to capacity strengthening and coordination.

65. WFP's rice fortification activity is in its early stages. Ensuring sustainability will require enlisting financial and operational support from government and private sector partners.

66. *Productive assets and livelihood support.* WFP is adapting to a changing role for its FFA activities in Cambodia. The country office is making strategic use of limited resources, strengthening the evidence base for FFA activities and demonstrating the added value of a multi-layered resilience design. WFP support at the local level is effective, but additional resources will be required to support improved resilience programming at scale.

67. Table 4 provides operational recommendations for 2018 and strategic recommendations for the CSP.

Table 4: Recommendations

TABLE 4: RECOMMENDATIONS			
No.	Recommendation	Rationale	Timing and responsible units
<i>Operational recommendations for 2018</i>			
1	Organize an internal sense-making workshop to consolidate the results of the numerous assessments and studies conducted to date. This should be part of the strategic review/CSP process and will require strategic engagement with stakeholders and partners.	Stronger corporate consensus is needed to guide the country office towards a more specific role. Without a clear identity based on specific roles and responsibilities, it will be difficult for WFP to maintain productive partnerships in the longer term.	2018 Led by the country office leads, supported by the regional bureau and headquarters
2	Develop information products and knowledge management strategies that consolidate WFP's technical and financial contributions in Cambodia.	WFP has invested time and resources in highly strategic information collection and analysis processes. The information provides a valuable contribution to knowledge and learning. Many of these results have not yet been properly documented or packaged for external, non-technical audiences, including government representatives, donors and bilateral partners.	2018 Led by the country office leads, supported by the regional bureau and headquarters

TABLE 4: RECOMMENDATIONS			
No.	Recommendation	Rationale	Timing and responsible units
<i>Strategic recommendations for the CSP</i>			
3	Strengthen WFP’s support to decentralization and deconcentration by examining a variety of models for strengthening subnational administrative and operational capacities.	The main transition process that WFP is currently engaged in is for the school meals programme, but the recommendation also applies to productive assets and livelihood support. Local government offices responsible for continuing both activities are already heavily burdened by decentralization activities and lack the staff and institutional capacity to ensure uninterrupted functioning of all aspects of productive assets and livelihood support and school meals programmes.	2018–2019 Led by the country office leads, supported by the regional bureau

TABLE 4: RECOMMENDATIONS

No.	Recommendation	Rationale	Timing and responsible units
4	Rationalize the country office's staff capacity and ensure that it is the right size for WFP's new institutional role in technical rather than operational support, including through workforce planning.	New roles for staff as technical advisers and capacity enablers are challenging the country office operational model. Staff responsibilities have grown beyond existing job descriptions while capacity strengthening for new roles has been insufficient. WFP does not have clear corporate guidance or training support for the new roles that staff must play. The learning culture in the country office must be strengthened to promote the continuation of adaptive management in a changing strategic and operational environment.	2018–2019 Led by the country office leads, supported by the regional bureau
5	Right-size the focus of the portfolio focus to fit country office capacity and the resource outlook. Include a focus on core country office functions to inform the development of a menu of services.	WFP currently supports very diverse types of activity. The purpose of rationalization is to identify a strategic niche in terms of not only WFP's priorities but also its relevance in the current humanitarian and development environment in Cambodia.	2018–2019 Led by the country office leads, supported by the regional bureau

TABLE 4: RECOMMENDATIONS

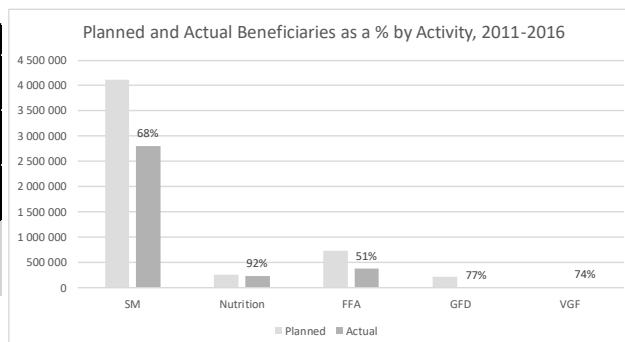
No.	Recommendation	Rationale	Timing and responsible units
6	Define the support required from headquarters and the regional bureau for the country office's transition process, and the support that can be mobilized directly by the country office; this may include both programmatic and institutional support.	There is great need for the country office to consult headquarters and the regional bureau on the specific support it needs to gradually adapt its role in Cambodia. During T-ICSP implementation the country office should initiate consultations with headquarters and the regional bureau on tools and pathways that it could use to support the transition to the upcoming CSP.	2018–2019 Led by the country office leads, supported by headquarters and the regional bureau

Annex

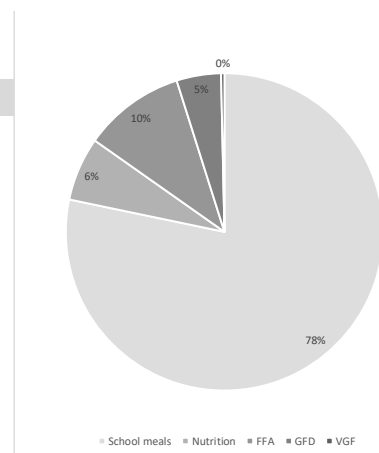
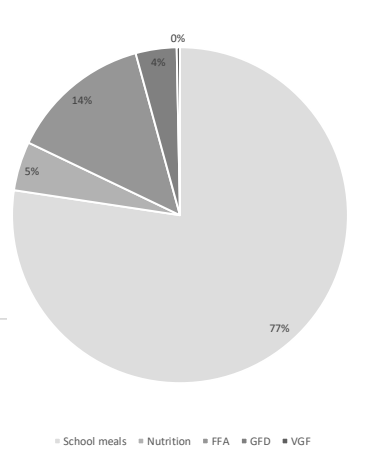
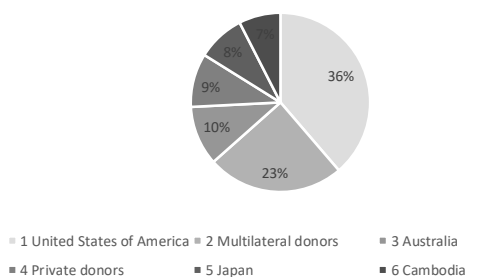
Timeline and funding levels of WFP portfolio in Cambodia July 2011–2016								
Operation	Timeframe	2011	2012	2013	2014	2015	2016	
CP 200202	1 July 2011–31 December 2018						Required: USD 191 531 887 Received: USD 113 191 751 Funded: 59%	
EMOP 200373	15 November 2011–14 November 2012	Required: USD 11 725 152 Received: USD 6 266 567 Funded: 53%						
IR-EMOP 200368	12 October 2011–December 2011	Required: USD 500 000 Received: USD 467 290 Funded: 93%						
Extra-budgetary funds								
Trust fund	July 2013–March 2014			Required: USD 192 308 Received: USD 192 308 Funded: 100%				
Bilateral operation	1 November 2012–31 July 2014			Required: USD 210 496 Received: USD 210				
Direct expenses (USD million)		13 258 178	25 925 719	13 837 881	14 695 187	10 784 336	10 052 070	
Food distributed (mt)		5 698	27 326	16 549	11 285	7 600	7 241	
Total beneficiaries (actual)		510 260	804 581	685 162	575 791	375 728	607 133	
% women beneficiaries (actual)		51.5%	50.6%	50.4%	50.2%	49.8%	51.6%	

	SF	Nut	GFD	VGF	FFA
CP 200202	X	X	X	X	X
IR-EMOP 200368			X		
EMOP 200373			X	X	X

Source: SPRs. Nutrition (Nut.) includes CMAM and MCHN programmes, phased out in 2014. SF, VGF and FFA components include C&V interventions.



Top five donors (+ Cambodia)



1. Introduction

1.1. Evaluation Features

1. Country portfolio evaluations (CPEs) focus on WFP operations at country level and address the full set of WFP activities during a specific period. They evaluate the performance and results of the portfolio as a whole and provide evaluative insights to guide strategic and operational decision-making. The three main areas of inquiry as set in the terms of reference (ToR) (Annex 1) are:

- Question 1: Alignment and strategic positioning of the WFP country strategy and portfolio
- Question 2: Factors and quality of strategic decision making
- Question 3: Performance and results of the WFP portfolio.

2. Cambodia was selected for a country portfolio evaluation using criteria defined in the WFP Evaluation Policy 2016-2021. The country portfolio evaluation is a timely opportunity for an independent assessment of the country office (CO) 2011-2017 portfolio in line with WFP strategic plans 2008-2013 and 2014-2017, so that evaluation results may inform the Cambodia country strategic plan due November 2018. The country portfolio evaluation covers 1 July 2011 to mid-2017.³⁴

3. The evaluation serves dual objectives: 1) accountability: assess and report on the performance and results of the country portfolio in line with project documents, the WFP mandate, country office strategic positioning, and response to humanitarian and development challenges in Cambodia; and 2) learning: determine the reasons for observed success or failure and generate evidence-based findings to inform strategic decisions about country office positioning in Cambodia, strategic partnerships, operations design and implementation.

4. The main intended users of the evaluation findings and recommendations are the country office in liaison with the Government of Cambodia, United Nations agencies, and other partners. The Bangkok Regional Bureau (RB) is expected to use the findings to strengthen its strategic guidance and regional integration of programmes. WFP headquarters management will use the country portfolio evaluation for accountability and advocacy.

5. The country portfolio evaluation inception phase included a Rome briefing (20-23 March) and an inception mission to Phnom Penh (3-7 April). It also included document review (Annex 15), which contributed to the stakeholder analysis and the development of the evaluation methodology, workplan, site mapping and sampling. The three-week evaluation mission in July 2017 incorporated a week of visits to the districts and sites where WFP has been active at some point during the country portfolio evaluation period, key informant interviews, focus groups, and introductory and closing sessions with the country office (field schedule and interview list in Annexes 2 and 3). The evaluation methodology and limitations are detailed in Annex 4. The evaluation matrix and data collection tools are available in Annex 5 and Annex 6, respectively.

6. The evaluation team (ET) included a team leader, two international and two national evaluators, and a research associate. Reporting was supported by one quality

³⁴ The evaluation period stated in the ToR excludes the CP 200202 extension (1 Jul 2016-31 Dec 2018). The initial plan was to cover up to the budget revision that extended the country programme until the approval of the country strategic plan, excluding the transition. To improve the evaluation's utility, the evaluation period was modified to extend to mid-2017, per the WFP Office of Evaluation (email, 6 March 2017) and agreed to by the ET.

assurance staff member. Team roles and quality assurance process details are available in Annexes 7 and 8.

1.2. Country Context ³⁵

7. **Geography, Population and Political System.** The Kingdom of Cambodia shares borders with Thailand, Lao and Vietnam. It has a land area of 181,035 km² and a population of 15.2 million (2014).³⁶ Cambodia has 2.5 million rural and 0.66 million urban households.³⁷ Khmer is the largest ethnic group (96.4 percent), and there are small populations of Cham (1.9 percent) and Vietnamese (0.3 percent).³⁸ About 97.9 percent are Buddhist; religious minorities include Muslims (1.1 percent) and Christians (0.95 percent).³⁹ Cambodia is a parliamentary constitutional monarchy with a king and prime minister. The country held commune council elections in June 2017 and will have National Assembly elections in 2018.

8. **Decentralization and Deconcentration (D&D).** Decentralization and deconcentration is intended to transform the local administration into an efficient, reliable and responsive body with strong financial, human resource and decision-making capacities.⁴⁰ The revised 1999 Constitution, 2008 Organic Law and 2001 Law on Commune and Sangkat Administrative Management provide the legal foundation for the decentralization and deconcentration reform process.⁴¹ Leading government agencies are the Ministry of Interior (MoI) and the National Committee for Democratic Development (NCDD). NCDD is responsible for coordinating the reform process and integrating initiatives, especially in public administration and financial management. Since 2010, NCDD has been implementing the ten-year *National Programme for Sub-National Democratic Development 2010-2019* (NP-SNDD). The NP-SNDD provides the road map for decentralization and deconcentration reforms, focusing on promoting and sustaining democratic development on the principles of public representation, local autonomy, consultation and participation, responsiveness and accountability, promotion of quality of life of residents, and promotion of equity, transparency and integrity.

9. **Economy.** Following more than two decades of strong economic growth, in 2016 the World Bank revised Cambodia's economic category from low-income to lower-middle income. The *Rectangular Strategy (RS) – Phase III 2014-2018* intends for Cambodia to become upper-middle income by 2030, and high income by 2050.⁴² The classification, and actual and expected sustained progress in human development indicators, have led to development aid decreases and will likely lead to sharp reductions in official development assistance.⁴³ Currently, the economy continues to be driven by the garment, construction, tourism, and agriculture sectors, which all showed growth in 2016.⁴⁴ Real gross domestic product growth is forecasted to average 7.4 percent for the period 2017-2021. ⁴⁵ China is a significant trade partner: in 2016,

³⁵ Section 1.2 answers Q 1.1 of the evaluation matrix (see Annex 5).

³⁶ Ministry of Planning (MoP). National Institute of Statistics (NIS). 2015. Cambodia Socio-Economic Survey 2014.

³⁷ ADB. 2014. Cambodia. Country Poverty Analysis 2014.

³⁸ the Ministry of Planning, National Institute of Statistics (NIS). 2015. Cambodia Socio-Economic Survey 2014.

³⁹ the Ministry of Planning, NIS. 2013. Cambodia Inter-Censal Population Survey 2013. Final report.

⁴⁰ GIZ Website. 2017. D&D Reform Programme. <https://www.giz.de/en/worldwide/17335.html>

⁴¹ ADB. 2011. Deconcentration and Decentralization Reforms in Cambodia.

⁴² SamdechTecho Hun Sen. 2014. Rectangular Strategy Phase III.

⁴³ CRDB/CDC. 2017. Cambodia Development Finance Assessment.

⁴⁴ United Nations. 2017. Joint United Nations Country Results Report. Draft 17 February.

⁴⁵ The Economist Intelligence Unit. 2017. Country Report. Cambodia.

Cambodia signed 31 deals with China, including USD 238 million in grants and loans financing major infrastructure projects, and USD 15 million in military aid.⁴⁶

10. Poverty and Social Indicators. Fourteen percent of Cambodians live below the national poverty line (2015).⁴⁷ About 91 percent of the poor live in rural areas.⁴⁸ Cambodia's human development index (HDI) value for 2015 was 0.563, which puts the country in the medium human development category and at 143 out of 188 countries and territories.⁴⁹ Cambodia's human inequality coefficient is 22.4 percent.⁵⁰

11. International Migration. With limited employment opportunities and relatively low wages in Cambodia,⁵¹ a growing number are seeking work abroad. In 2010, Cambodian migrants were estimated at 350,400; main destinations are Thailand, Malaysia and the Republic of Korea. Most migrate illegally, given the prohibitive cost of going through legal channels.⁵² Men mostly migrate to Thailand, whereas women tend to go to Malaysia for domestic work.⁵³ Migrant workers are mostly employed in domestic and service sectors, manufacturing, construction, agriculture, livestock, fishing, and seafood processing. Many are illiterate, which considerably affects the migration process and access to fair labour rights. The surge in cross-border labour migration puts an increasing number of Cambodian migrants at risk of human trafficking and exploitation.⁵⁴ Migrant worker abuse and exploitation has been recorded in all countries where Cambodian migrant workers are employed.⁵⁵ For more information regarding domestic migration, see paragraph 18.

12. Social Protection. With the adoption of the *Master Plan for the Development of Social Health Insurance* in 2003, Cambodia made the first step toward a unified social health protection system.⁵⁶ Since then, the Government has been making efforts to develop social protection systems. Currently, social protection is provided by different line ministries, but also through donor-funded programmes. *The Rectangular Strategy–Phase III*, the *National Strategic Development Plan (NSDP)*, and the *National Social Protection Policy Framework 2016-2025 (NSPPF)* prioritize the creation of social safety nets to support the health and nutrition of the most vulnerable, including during emergencies or disasters.^{57,58} Additionally, the *National Social Protection Strategy 2011-2015 (NSPS)* established the Government's approach to mainstreaming food insecurity and nutrition through a number of national interventions.⁵⁹ WFP has made a considerable contribution to the NSPPF, endorsed in March 2017, which includes scholarships and school meals.

13. The Council for Agriculture and Rural Development (CARD) is responsible for formulating the Government's road map for agricultural and rural development, including dissemination of the NSPS. So far, it has been difficult for CARD to mobilize

⁴⁶ Ibid.

⁴⁷ ADB. 2017. Basic Statistics 2017.

⁴⁸ ADB. 2014.

⁴⁹ UNDP. 2015. Human Development Report 2015.

⁵⁰ UNDP. 2015. Human Development Report 2015.

⁵¹ ILO. 2013. Cross-border labour migration in Cambodia: Considerations for the national employment policy.

⁵² Fewer than 10 percent migrate to Thailand through legal channels (ILO 2013).

⁵³ ILO. 2013.

⁵⁴ The Asia Foundation. 2016. Cross-Border Labor Migration Surges in Cambodia, Raising Risk of Human Trafficking.

⁵⁵ Australian Aid and ILO. 2016. TRIANGLE II Quarterly Briefing Note.

⁵⁶ UNDP. 2015. Adaptive Social Protection in Cambodia. Strategy Paper.

⁵⁷ Kingdom of Cambodia, Government of Cambodia. 2013. "Rectangular Strategy" for Growth, Employment, Equity and Efficiency. Phase III. Page 37.

⁵⁸ Kingdom of Cambodia, Government of Cambodia. 2014. National Strategic Development Plan 2014-2018. Pages 86, 180-198.

⁵⁹ The objectives of the NSPS are detailed in Annex 10.

government and line ministries' ownership of the NSPS. Despite the dissemination of the NSPS at national and subnational levels, awareness of social protection is still low.⁶⁰ Likewise, human resource capacity in the face of the NSPS' complex and ambitious agenda remains scarce. The limited means of the Government and a tight national budget (due to a narrow tax base and weaknesses in revenue collection) impede CARD's ability to execute its mission.⁶¹

14. **Education.** According to the NSDP, the Government is committed to equitable access to universal basic education, and recent years have seen considerable expansion in the availability of schools and children's access to education. Preschool enrolment for early childhood care and education increased from 89,018 in 2000 to 187,509 in 2015, and 15 percent of children aged 36-59 months attend an early childhood education programme.⁶² Net enrolment in primary education rose from 87 percent in 2000 to 94.5 percent in 2015.⁶³ However, these figures are based on the percent of children who successfully complete grade six, rather than on a total percentage of grade-one enrolment. Thus, the indicators may appear more positive than warranted, as they do not fully capture the total percentage of students who fail to complete grade six. While more Cambodian children are entering school overall, those from poor, rural families, ethnic minorities and children with disabilities are more likely to be excluded from, or not complete, primary school, with little difference between boys and girls.⁶⁴ There is gender parity in primary and secondary education⁶⁵ and in secondary education enrolment rates (see Annex 9, Table 15). Table 1 contains further education statistics.

Table 1: Primary education indicators, fiscal year 2012-2013

Indicator	Total	Girls	Boys
Primary education gross admission rate (%)	129	127	130.9
Primary education net admission rate (%)	94.3	94.2	94.4
Primary education net enrolment rate (%)	97	97	96.9
Primary education gross enrolment rate (%)	123.4	119	127.5
Primary education completion rate (%)	87.35	87.82	86
Transition rate from primary to lower secondary education (%)	76.8	81.4	not reported
Transition rate from lower secondary to upper secondary education (%)	70.2	71.4	not reported
Lower secondary education gross enrolment rate (%)	not reported	54.2	53
Upper secondary education gross enrolment rate (%)	not reported	26.4	28.3

Source: MoEYS. 2015. Cambodia. Education for All 2015 National Review.

15. In May 2015, the Ministry of Education, Youth and Sport (MoEYS) and WFP released the School Feeding Road Map; it outlines the Government's vision to create a national school feeding programme by 2021 and acknowledges the significant contribution of WFP and its key role in the handover process. The Road Map is designed to mainstream school feeding into national policies and transition the WFP-managed school feeding programme into a sustainable national programme by 2021.⁶⁶

16. **Food Security, Nutrition and Health.** Rice is the main staple food for most Cambodians.⁶⁷ With incomes increasing in the last two decades, more households can

⁶⁰ UNDP. 2015. Adaptive Social Protection in Cambodia. Strategy Paper.

⁶¹ UNDP. 2015. Adaptive Social Protection in Cambodia. Strategy Paper.

⁶² the Ministry of Planning and Ministry of Health. 2015. Cambodia. DHS 2014.

⁶³ MoEYS. 2015. Cambodia. Education for All 2015 National Review.

⁶⁴ UNICEF. 2014. Inclusive Quality Education. UNICEF Country Programme 2016-2018.

⁶⁵ UNESCO. 2015. Cambodia National Launch of EFA Global Monitoring Report 2015.

⁶⁶ WFP Cambodia. 2016. School Feeding Road Map Fact Sheet.

⁶⁷ CDRI. 2014. Cambodia: Strategic Review of Food and Nutrition Security Issues for an Emerging Middle Income Country (2014-2018).

afford sufficient food and use more of their income to cover other household expenses and investment. However, “higher incomes, lower poverty and adequate national supplies of rice have not translated into proportional improvements in the quantity and quality of food consumed.” The 2013 agriculture census found that 16 percent of households experienced food insecurity and shortages during the 12 months preceding the census, and 80 percent of agricultural households experienced food insecurity and shortages caused by low crop yield. Only half of surveyed villages were able to produce more than one crop per year.⁶⁸ This is also corroborated with findings from the *2014 Cambodia Socioeconomic Survey*, which found that 14 percent of households continued to consume less than the minimum dietary energy requirement, while 11.6 percent had inadequate dietary diversity.⁶⁹

17. In 2014, about 32 percent of children under five (CU5) in Cambodia were stunted.⁷⁰ Prevalence of undernourishment was 14.2 percent (2014-2016), and maternal and child anaemia rates were high⁷¹ (see nutrition indicators in Annex 9, Table 13). Per capita government health expenditures increased from USD 8 in 2008 to USD 16 in 2014.⁷² The maternal mortality ratio per 100,000 live births decreased from 472 in 2005⁷³ to 161 in 2014,⁷⁴ and the under-five mortality rate decreased from 54 per 1,000 live births in 2010⁷⁵ to 29 per 1,000 in 2015.⁷⁶ In 2014, 89 percent of births were attended by skilled health personnel. HIV prevalence in the general population aged 15-49 decreased gradually since 1998 after large-scale interventions:⁷⁷ in 2015, the rate of new infections was 0.05 per 1,000.⁷⁸ While these many advances are notable, health remains an important challenge: for example, only 24 percent of villages in the 2013 agriculture census had a health centre, clinic or hospital.⁷⁹

18. **Livelihoods.** Agriculture, especially paddy production, is the primary livelihood in Cambodia, particularly in the lowest income groups.⁸⁰ Agriculture contributed 37 percent to the gross domestic product and employed 67 percent of the workforce in 2012.⁸¹ Seventy-five percent of cultivated land is devoted to paddy, and 25 percent to other food and industrial crops, primarily rubber. Paddy is a key export: in 2013, Cambodia exported 1.2 million tons – over three percent of total worldwide rice exports. Most Cambodian farmers are smallholders with under two hectares per household.⁸² Cambodians engage in other livelihoods seasonally, such as home-grown vegetable sales, casual paid work, and migration to urban centres.⁸³ Migrants usually return to their villages during peak agricultural seasons. Freshwater and marine fisheries and aquatic resources employ over three million people.

⁶⁸ the Ministry of Planning & The Ministry of Agriculture, Forestry and Fisheries. 2015. Census of Agriculture of the Kingdom of Cambodia (KoC) 2013.

⁶⁹ Government of Cambodia. MOP. NIS. 2014. Cambodia Socioeconomic Survey.

⁷⁰ ADB. 2017.

⁷¹ CDRI. 2014.

⁷² the Ministry of Planning and Ministry of Health. 2015. Cambodia. DHS. 2014.

⁷³ Ibid.

⁷⁴ ADB. 2017.

⁷⁵ the Ministry of Planning and Ministry of Health. 2015. Cambodia. DHS 2014.

⁷⁶ ADB. 2017.

⁷⁷ UNAIDS and the National AIDS Authority. 2015. Cambodia Country Progress Report. Monitoring Progress towards the 2011 United Nation Political Declaration on HIV and AIDS.

⁷⁸ ADB. 2017. Cambodia’s HIV epidemic is concentrated among sex workers, male homosexuals, transgender persons and people who inject drugs; prisoners are also a likely high-risk population.

⁷⁹ the Ministry of Planning and The Ministry of Agriculture, Forestry and Fisheries. 2015. Cambodia. DHS 2014.

⁸⁰ the Ministry of Planning and Ministry of Health. 2015. Cambodia. DHS 2014.

⁸¹ FAO. 2014. Country Fact Sheet on Food and Agriculture Policy Trends. April 2014.

⁸² FAO. 2014.

⁸³ Turunen, J., et al. 2011. Livelihood Resilience and Food Security in Cambodia.

19. Social and Economic Land Concessions. Social land concessions and economic land concessions are important pillars in the 2001 Land Law.⁸⁴ Social land concessions are intended to provide land for the landless or land-poor,⁸⁵ though permanent residence is difficult due to poor land conditions.⁸⁶ Moreover, most land recipients cannot afford to develop their homestead; limited access to markets and jobs force many to temporarily migrate for employment. Economic land concessions grant private state land for agricultural and industrial-agricultural use.⁸⁷ Despite claims that economic land concessions support national economic development, they have generated land disputes, dispossession of smallholders,⁸⁸ few employment opportunities, and have been observed to negatively impact rural livelihoods.⁸⁹ Social land concessions contribute to rural poverty reduction and are reported to support increased income and food security of land recipients, for example, via increased access to timber and non-timber forest products.⁹⁰

20. Natural Disasters. Cambodia is highly vulnerable to natural shocks and stresses, with regular monsoon flooding in the Mekong and Tonle Sap basin and frequent drought, including the 2015/2016 severe drought related to El Niño. Since 1991, areas of the country have experienced drought virtually every year, affecting millions through food shortages, forced migration, and extensive physical damages; impacts are expected to worsen as climate change accelerates.^{91,92} Rural populations, dependent on agriculture and natural resources and poorly equipped to mitigate and cope with disasters, are most at risk from destructive climatic events.⁹³ Cambodia experienced extensive flooding at the end of 2011 and again in 2013, causing severe damage to livelihoods and rice crops.⁹⁴ A 2014 study found that women-headed households are disproportionately affected by floods,⁹⁵ and women's unemployment after natural disasters is high because agricultural and informal sectors – the top employment sectors for women – are often the worst affected. Yet women are typically absent from disaster risk reduction decision/planning forums, so women's interests are often poorly represented.⁹⁶

21. Cambodia ratified the *United Nations Framework Convention on Climate Change* in 1995. While numerous national policies signal Cambodia's recognition of strategic planning in the face of climate change, (see Annex 10), government endeavours have been criticized for being primarily extrinsically motivated.⁹⁷

22. International Assistance. With the gradual stabilization of the political scene since the civil war (1975-1982), Cambodia has had a regular influx of external funding

⁸⁴ EWMI. 2003. Cited by A. Neef et al. 2013. The Politics and Ethics of Land Concessions in Rural Cambodia.

⁸⁵ May, Titthara. 2014. "Scepticism Over Social Land Grants." Phnom Penh Post, 3 March.

⁸⁶ BIC and RECOFT. 2016. A Case Study of the World Bank's Land Allocation for Social and Economic Development Project in Cambodia.

⁸⁷ Royal Government of Cambodia (2005). Sub-decree No. 146 on Economic Land Concession. 27 Dec 2005

⁸⁸ A. Neef et al. 2013. The Politics and Ethics of Land Concessions in Rural Cambodia.

⁸⁹ Chev. 2011. Economic Land Concession and its impacts on Livelihoods in Kampong Speu Province, Cambodia.

⁹⁰ Ibid, BIC and RECOFT (2016).

⁹¹ Davies. 2014. Water-borne diseases and extreme weather events in Cambodia: Review of impacts and implications of climate change.

⁹² Davies. 2014.

⁹³ CDRI. 2014.

⁹⁴ WFP. 2011. Standard Project Report (SPR) IR-EMOP 200368.

⁹⁵ ActionAid. 2014. Flood Impacts on Women: Exploring the Possibility of Gender Sensitive DRR Planning.

⁹⁶ ActionAid. 2014.

⁹⁷ As one researcher states, "Climate change policy in Cambodia is not principally grounded on country-level realities ... [but] internationally driven and dependent on the existing international incentives and structures developed to support low-carbon development." Originally in: Käkönen. 2014. Rendering Climate Change Governable in the Least-Developed Countries: Policy Narratives and Expert Technologies in Cambodia. Cited in: Christian. 2016. CCA from a Human Rights Perspective: Civil society Experiences in Cambodia.

to support rebuilding the economy, employment, and the health, nutrition and education sectors. Many donors have had a country presence since this time, which has aided the continuity of funding, resource levels, and development assistance. The heavy toll from yearly floods and droughts has further contributed to a long-lasting humanitarian support and agency presence. Cambodia grossed over USD 677M in official development assistance in 2015.⁹⁸ Top donors were Japan (USD 116.5M), Asian Development Bank Special Funds (USD 109M), United States (USD 83M), Korea (USD 71M) and France (USD 67M) (2014-2015 average). As noted in paragraph 9, China has also made substantial contributions to Cambodia's infrastructure.

23. **Gender Context.** Cambodia ranks 112th out of 159 countries on the 2015 Gender Inequality Index (GII value 0.479); its 2015 Gender Development Index value is 0.892.⁹⁹ In 2016, women held 20 percent of parliamentary seats.¹⁰⁰ The participation of women in the labour market is 75.5 percent, versus 86.7 for men.¹⁰¹ Despite high levels of participation in the economy, women benefit less from their workforce participation than men. About 70 percent of employed women (versus 59 percent of employed men) are in vulnerable employment. Three sectors account for 89 percent of women's employment: agriculture, forestry and fisheries; wholesale and retail trade and services; and manufacturing. A high percentage of micro- to medium-size businesses are woman-owned, yet these are mostly informal and contribute little to overall economic growth.¹⁰² The increasing international demand for domestic work and for women in manufacturing has contributed to a feminization of migration.¹⁰³ As far as gender based violence is concerned, one in five women aged 15-49 has experienced physical violence at least once since age 15. Among ever-married women aged 15-49, 48 percent reported experiencing physical injuries from domestic violence.¹⁰⁴

24. *Neary Rattanak IV* is the strategic plan for gender equality and the empowerment of women in Cambodia (2014-2018). It emphasizes long-term institutional strengthening and capacity development to fulfil the Ministry of Women's Affairs (MoWA) mandate as strategic gender policy advisor and facilitator with line ministries at national and sub-national levels. (Details of this can be found in Annex 10). The NSDP also includes provisions for gender equality.

1.3. The WFP Portfolio in Cambodia

25. WFP had no country strategy for Cambodia for the country portfolio evaluation period. At the time of the evaluation, the country portfolio was integrated into a transitional interim country strategic plan 2018 (TICSP), which aligned with the United Nations Development Assistance Framework (UNDAF) cycle, the NSDP 2014-2018 and with national plans and development policies, for example, NSPS, NSPPF and NSFN.¹⁰⁵ The TICSP aims to pursue a transition period that will enable the country office to complete the process of national ownership launched under the ongoing portfolio, while better positioning the country office in a capacity

⁹⁸ OECD. 2017. <http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm> Accessed 23 May 2017.

⁹⁹ UNDP. 2016. Human Development Report 2015.

¹⁰⁰ ADB. 2017.

¹⁰¹ UNDP. 2016. Human Development Report 2015.

¹⁰² Ministry of Women's Affairs. 2014. Women's economic empowerment. Cambodia gender assessment.

¹⁰³ ILO. 2013. Cross-border labour migration in Cambodia: Considerations for the national employment policy.

¹⁰⁴ the Ministry of Planning and Ministry of Health. 2015. Cambodia. DHS 2014.

¹⁰⁵ WFP. 2015. Note for the record. Strategic programme review process meeting 5 June 2015.

development and technical assistance role. The country strategic plan process was based on extensive consultations with the Government, local donors and civil society.

26. Operations within the Scope of the Evaluation. WFP Cambodia has a country office in Phnom Penh and two area offices (Siem Reap and Km 6).¹⁰⁶ Operations are mainly in Cambodia's central corridor, following the flood pattern from the Mekong River to the Thailand border (see map, page 10). Country portfolio activities are implemented in 11 of Cambodia's 25 provinces (44 percent coverage).¹⁰⁷ As of the financial year 2016-2017, education activities were implemented in ten provinces¹⁰⁸ and food assistance for assets (FFA) activities in nine provinces.¹⁰⁹ Figure 1 presents the percentage of funding for WFP Cambodia portfolio interventions, alongside major national events. Figure 2 shows WFP programme areas in 2016-2017.

27. WFP Cambodia Portfolio. The portfolio covers operations under corporate WFP Strategic Plans 2008-2013 and 2014-2017. These include a country programme (CP 200202, 2011-2018; eight budget revisions); a one-month immediate response emergency operation (IR-EMOP 200368, 2011); a subsequent emergency operation (EMOP 200373, Nov 2011 to Nov 2012; one budget revision); one trust fund activity, and a bilateral operation with the Programme for Appropriate Technology in Health (PATH) for the provision of technical assistance (signed in 2012).¹¹⁰

¹⁰⁶ A third area office, in Kampong Chang, closed in 2016 due to financial constraints.

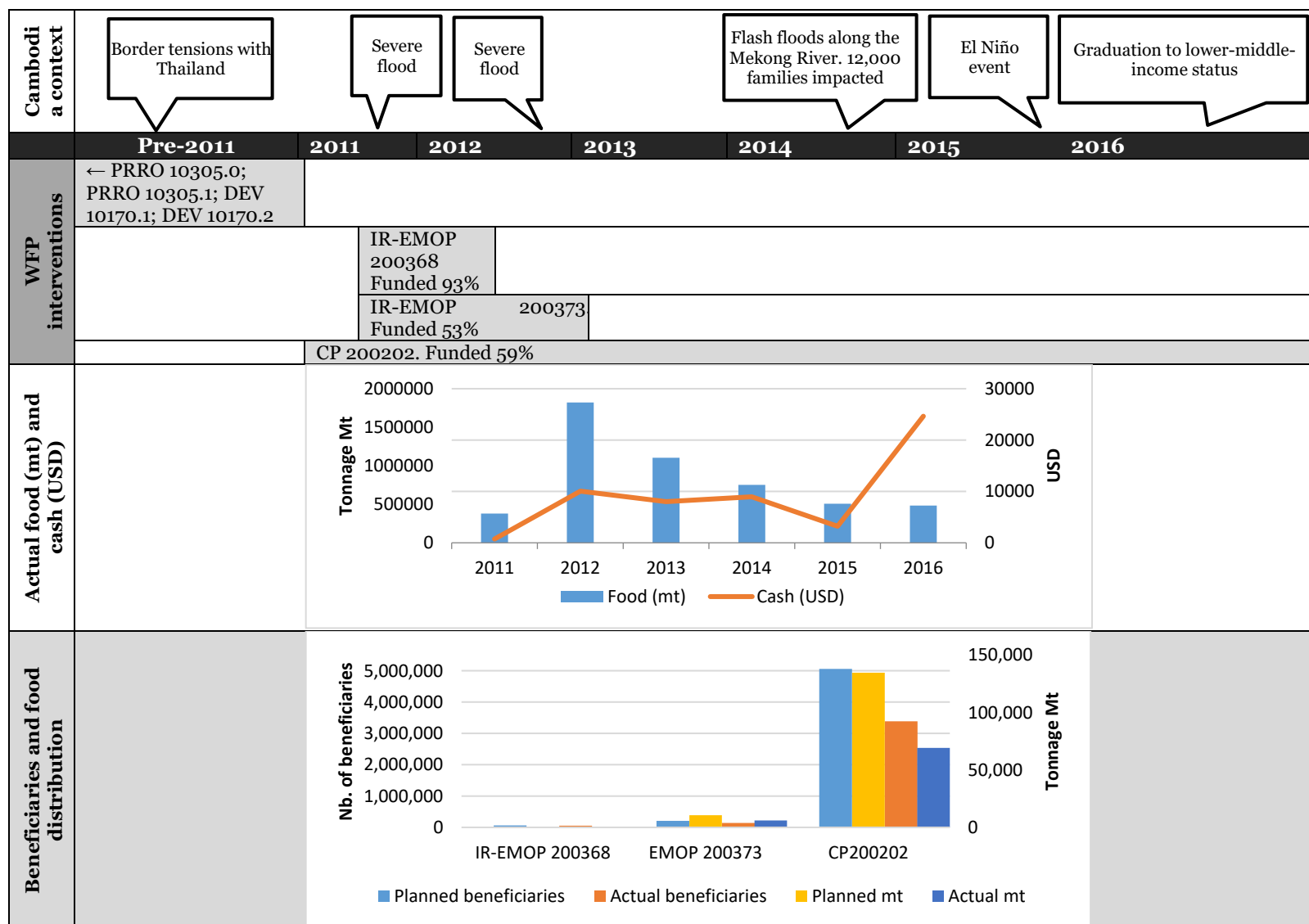
¹⁰⁷ Battambang, Pursat, Kampong Chhnang, Kampong Speu, Kratie, Kampong Thom, Stung Treng, Siem Reap, Preah Vihear, Otdar Meanchey, Banteay Meanchey.

¹⁰⁸ Battambang, Pursat, Kampong Chhnang, Kampong Speu, Kampong Thom, Stung Treng, Preah Vihear, Siem Reap, Otdar Meanchey, Banteay Meanchey.

¹⁰⁹ Pursat, Kampong Chhnang, Kampong Speu, Kratie, Kampong Thom, Preah Vihear, Siem Reap, Otdar Meanchey, Banteay Meanchey.

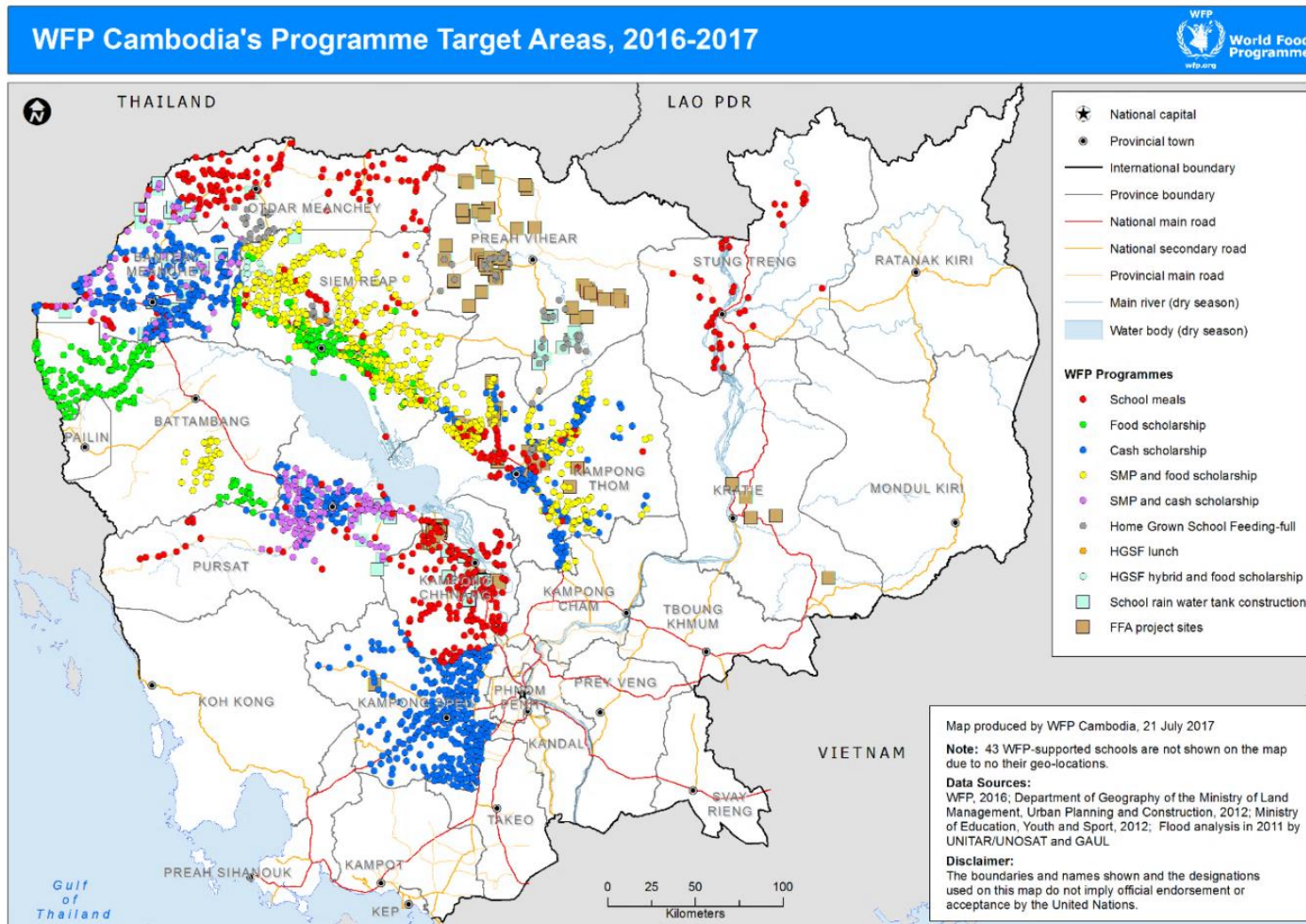
¹¹⁰ WFP. 2017. ToR.

Figure 1: Context for WFP Cambodia portfolio



Source: CP 200202 SPRs 2011-2016; IR-EMOP 200368 SPRs 2011-2012; EMOP 200373 SPRs 2011-2013.

Figure 2: WFP Cambodia's Programme Target Areas, 2016-2017



Source: Map shared by CO. 20 July 2017.

28. CP 200202 activities are clustered into three components: school feeding; nutrition; and food and cash assistance for assets (productive assets and livelihood support [PALS]). Direct implementation of nutrition-related activities (distribution of imported fortified food to pregnant and lactating women (PLW) and children under 5) was phased out in mid-2014 due to resource constraints and limited opportunities to integrate nutrition services into routine health services.¹¹¹ Massive flooding in 2011 triggered an immediate emergency response (IR-EMOP 200368, Oct–Dec), followed by a one-year EMOP (200373). Activities under these two programmes included general food distribution (GFD) (Nov 2011–Feb 2012), food assistance for assets (Feb–May 2012) for infrastructure rehabilitation, and vulnerable group feeding (Apr–Nov 2012) for those unable to participate in food assistance for assets.¹¹² The vulnerable group feeding intervention included cash transfers.

29. **Budget and Funding.** The total budget planned for all portfolio operations (2011-2016) was USD 203,757,040.¹¹³ Of this, the majority (USD 191,531,887) was allocated to the country programme through June 2016 (see fact sheet). The country programme budget reflected a revision from an initial budget of USD 131,909,154.¹¹⁴ The country programme budget spent by December 2016 was USD 89,227,031. At the end of December 2016, funding against appeal was USD 113,191,751.¹¹⁵ Overall, the country programme and EMOP received 59 and 53 percent of their total requirements, respectively. Funding constraints accounted for the relatively low funding rate of the country programme from 2011-2016.¹¹⁶ The one-month IR-EMOP was 93 percent funded, while the bilateral operation and trust fund each received the entirety of their requirements.¹¹⁷

30. In 2013, the US Office of Disaster Assistance (OFDA) granted USD 200,000 for coordination and information management activities of the Humanitarian Response Forum (HRF) from June 2013–March 2014. (See para. 101 for a full description of the Humanitarian Response Forum).¹¹⁸ WFP administered this grant on behalf of the forum. OFDA contributed USD 767,000 from 2014-mid-2017.¹¹⁹ The Humanitarian Response Forum was extended until 31 December 2016, with an additional USD 193,188.¹²⁰

31. WFP Cambodia is a relatively small programme, funded through established partnerships.¹²¹ The United States is the main support, at USD 44,133,121,¹²² which is consistent with the programme’s historic reliance on United States funding¹²³ (see fact sheet and Figure 3 for more donor information). Official development assistance to Cambodia peaked in 2012 and has been decreasing in volume and as a percentage of gross domestic product since 2013.¹²⁴ Interviews with the country office and relevant donor organizations suggested that projected amounts for cash programming are slim.

¹¹¹ WFP. 2015. CP 200202. SPR 2014.

¹¹² WFP. 2012. EMOP200373 SPR 2012.

¹¹³ Includes CP 200202, EMOP 200373 and IR-EMOP 2002368. The total, including the latter operations and the Trust Fund and Bilateral Operation, is USD 204,159,843.

¹¹⁴ WFP. 2017. CP 200202. SPR 2016.

¹¹⁵ WFP. 2017. CP 200202. SPR 2016.

¹¹⁶ WFP. 2017. CP 200202. SPR 2016.

¹¹⁷ WFP. 2017. TOR.

¹¹⁸ Of the USD 200,000 grant, USD 192,308 was for direct support costs and USD 7,692 for indirect costs.

¹¹⁹ Of the USD 767,000 grant, USD 737,500 was for direct support costs and USD 29,500 for indirect costs.

¹²⁰ WFP. 2016. Request to USAID/OFDA for a modification to an existing award. (#AID-OFDA-IO-13-00040).

¹²¹ As reported by the CO during the inception mission.

¹²² WFP. 2017. Cambodia Resource Overview. Data as of 13 March 2017. Includes 2017 and 2018 contributions.

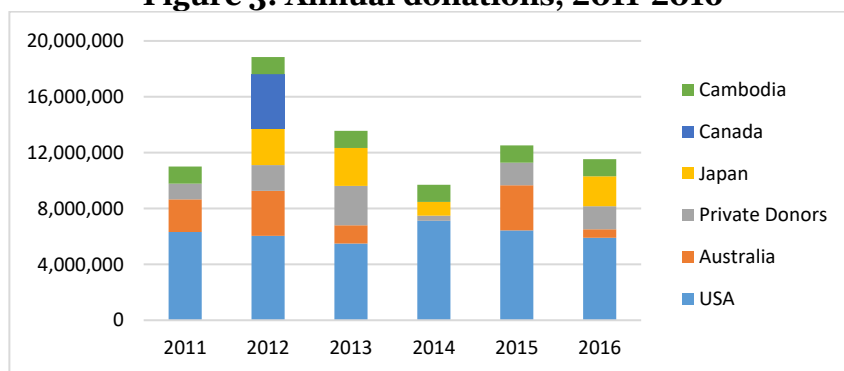
¹²³ As reported by the CO during the inception mission.

¹²⁴ CRDB/CDC. 2017. Cambodia Development Finance Assessment.

Interviews with the country office and Humanitarian Response Forum partners indicated that the continuation of the Humanitarian Response Forum without financial support from WFP is unlikely.

32. Gender Focus of the Country Portfolio. By design, the country portfolio contributes to Cambodia Millennium Goal 3 (Promote gender equality and empower women). However, the CP 200202 project document does not describe how and to what extent it would do this.¹²⁵ Nevertheless, WFP supported women’s inclusion in portfolio activities. For instance, women and girls were given priority under the education component, with scholarships in project areas where the gender gap was over 15 percent.¹²⁶ To support the empowerment of mothers in charge of scholarship stipends, saving accounts were set up in their name.¹²⁷ Similarly, under PALS, women were encouraged to participate in food assistance for assets project committees.

Figure 3: Annual donations, 2011-2016



Source: WFP. 2017. The Factory, January 2017 (data shared by OEV to the ET).

33. At the end of 2015, WFP joined a programme partnership on gender mainstreaming with the Institute of Development Studies (IDS), with the country office engaging in Participatory Action Learning (PAL) processes with the institute in early 2016.¹²⁸ Through this partnership, WFP undertook a two-year (2017-2018)¹²⁹ action learning and knowledge sharing programme to promote gender empowerment and mainstreaming in its country portfolio.¹³⁰ Activities included two PAL field missions (2016 and 2017)¹³¹ and a learning workshop (February 2016) on gender mainstreaming with government counterparts and civil society representatives.¹³² As part of the PAL process, two gender action plans were set (one in 2016 and one in 2017) with targets set at national level, procedure level (for example, to facilitate knowledge transfer), and programme level (country portfolio).¹³³ This activity enabled the country office to draft its first gender action plan for 2017 under the country portfolio.¹³⁴

34. Transition to Capacity Strengthening. WFP Cambodia is increasingly shifting its approach from direct implementation of food assistance programmes to

¹²⁵ WFP. 2011. Country Programme Cambodia 200202 (2011-2016).

¹²⁶ WFP. 2012. CP 200202. SPR 2011.

¹²⁷ WFP. 2013. CP 200202. SPR 2012.

¹²⁸ WFP and IDS. 2016. Innovations from the Field: Gender mainstreaming from the Ground Up Phase 2. Progress Report Cambodia.

¹²⁹ Dates confirmed by CO to the ET, 20 October 2017.

¹³⁰ WFP. 2016. Cambodia Country Progress Report. Innovations from the Field: Gender Mainstreaming from the Ground Up.

¹³¹ Dates confirmed by CO to the ET, 20 October 2017.

¹³² WFP and IDS. 2016.

¹³³ WFP. 2016. Mainstreaming gender from the ground up. Phnom Penh February 15-16 2016. Action Plans; WFP. 2017. Mainstreaming gender from the ground up. Phnom Penh January 19 2017. Action Plans.

¹³⁴ WFP. 2017. Draft Cambodia Gender Action Plan.

capacity development of national partners and local stakeholders to establish and manage programmes autonomously. This reflects an organization-wide prioritization of capacity development first formalized in the 2004 policy “Building National and Regional Capacities”¹³⁵ and continuing with successive strategic plans.¹³⁶ This initiative is reflected in CP 200202, and the emphasis on national capacity appears to be consistent throughout the country portfolio evaluation period.

35. Sustainable Development Goals and the WFP Integrated Road Map (IRM). The upcoming WFP Cambodia country strategic plan must take into account the Sustainable Development Goals under the *United Nations’ 2030 Agenda for Sustainable Development*, which frame the strategic vision of United Nations agencies and guide the WFP Integrated Road Map of February 2017. The Integrated Road Map includes the *WFP Strategic Plan (2017-2021)*, the *Policy on Strategic Plans, Financial Framework Review* and *Corporate Results Framework*.¹³⁷ It prioritizes SDG 2 (Zero Hunger) and SDG 17 (see paragraph 33).

2. Evaluation Findings

2.1. Portfolio Alignment and Strategic Positioning¹³⁸

Relevance to Cambodia’s Humanitarian and Development Needs¹³⁹

36. In early 2017, the Government of Cambodia released preliminary findings from the mid-term review of the NSDP. While recognising progress to date, the report highlights priority areas for continued investment looking ahead to 2018 and beyond: poverty reduction and inclusive growth, revitalising agriculture, competitiveness, migration and urbanisation, climate change and deforestation, governance, and human resource development.

37. A consultation among technical working groups (TWGs) (see paragraphs 47 and 48) held in early 2017¹⁴⁰ highlighted the importance of enhancing inclusion, equity and quality of social services delivery to ensure no one is left behind. The consultation: i) reinforced the importance of subnational leadership through continued roll-out of the decentralization and deconcentration process; ii) called for prioritisation, phasing and sequencing of development investments, focusing on potential accelerators; iii) stressed the need for strengthened information management through improved statistical capacities and monitoring systems; and iv) called for more-diversified technical and financial resources, including enhanced engagement of the private sector. The consultation further recommended greater recognition of crosscutting themes (in addition to sectoral priorities) as driving principles for the remainder of the current NSDP and the development of its successor.¹⁴¹

38. The WFP portfolio and its interventions are relevant and closely aligned with the country’s needs as outlined in government strategic documents, such as the *Rectangular Survey – Phase III* and the NSDPs, which address food security while prioritizing the creation of social safety nets, including some based on food. With Cambodia being one of the most disaster-prone countries in the region, food security,

¹³⁵ WFP/EB.3/2004/4-B.

¹³⁶ WFP. 2009. WFP Capacity Development Policy: An Update on Implementation. WFP/EB.2/2009/4-B. 5 October.

¹³⁷ WFP. 2017. The Integrated Road Map. In Brief.

¹³⁸ Section 2.1 answers Q1 of the evaluation: Portfolio alignment and strategic positioning.

¹³⁹ This sub-section answers Q1.6 of the evaluation matrix (see Annex 5).

¹⁴⁰ Technical working group network meeting organised by the Cambodian Rehabilitation and Development Board of the Council for the Development of Cambodia (CRDB/CDC) 6-7 February 2017.

¹⁴¹ WFP. 2017. Concept Note for Transitional Interim Country Strategic Plan (2018).

nutrition, climate change adaptation (CCA) and livelihood resilience interventions are highly relevant, particularly for the most vulnerable.

39. WFP targeting of districts in the central corridor is appropriate to country office resources and country needs. Current targeting prioritizes communities along the Tonle Sap basin, the most flood-prone area of the country. Targeting is further aligned with priority provinces stated in the *Fast Track Road Map for Improving Nutrition (2014-2020)*¹⁴² and the findings of the *Small-Area Estimation of Poverty and Malnutrition in Cambodia and National Strategy for Food Security and Nutrition (2014-2018)*, which confirm that WFP target areas have high rates of stunting and malnutrition.^{143, 144} The *2014 Asian Development Bank (ADB) Country Poverty Analysis* shows that WFP implemented activities in seven of the ten poorest provinces.

¹⁴⁵

40. The northeast region, also characterized by high poverty and malnutrition, is not covered by WFP. The evaluation team finds this country office decision justified, mainly due to an ongoing decrease in funding and the country office's strategic choice to focus its resources where results can be demonstrated to encourage government ownership and transition. Country office staff interviews confirm that an extension of WFP programming in northeast Cambodia is currently not possible due to funding constraints. Although the need for WFP operations still exists, the country office does not have the resources to operate in this region, where beneficiary populations are more diffuse and operational costs are significantly higher than in the central region. Such funding constraints are forcing the country office to make difficult choices regarding resource allocation. For example, in 2014 the country office had to phase out direct food delivery under the nutrition component, although malnutrition remains a persistent problem.

Alignment with Government Policies¹⁴⁶

41. Annex 10 summarizes the key national policy and strategic frameworks relevant to the WFP Cambodia portfolio and its evaluation. The portfolio supports the Government's efforts to tackle food security challenges in education, nutrition and productive assets/livelihoods support with a focus on food-based social safety nets. This is appropriate, as it links the country portfolio with national level development efforts. The Rectangular Survey recognizes the importance of food assistance programmes (such as school feeding and cash for work) as part of the development of social protection systems to support the most vulnerable, including in emergencies or disasters.¹⁴⁷ The portfolio is specifically aligned with the Rectangular Survey Strategic Objectives 3 and 4.¹⁴⁸ Promotion of health and nutrition and the development of the social protection system are key policy priorities and actions identified by the NSDP with high relevance to the WFP portfolio, including WFP capacity development and food fortification.¹⁴⁹

¹⁴² Government of Cambodia. MOH. 2014. *Fast Track Road Map for Improving Nutrition 2014-2020*.

¹⁴³ Government of Cambodia the Ministry of Planning and WFP. 2013. *Small-Area Estimation of Poverty and Malnutrition in Cambodia*.

¹⁴⁴ Government of Cambodia. 2014. *National Strategy for Food Security and Nutrition (NSFSN 2014-2018)*.

¹⁴⁵ From poorest to less poor: Preah Vihear, Stung Treng, Rattanakiri, Oddar Meanchey, Mondulokiri, Kratie, Kampong Thom, Siem Reap, Pursat, Kampong Chhnang.

¹⁴⁶ This sub-section answers Q1.2 of the evaluation matrix (see Annex 5).

¹⁴⁷ Kingdom of Cambodia, Government of Cambodia. 2013. "Rectangular Strategy" for Growth, Employment, Equity and Efficiency. Phase III. Page 37.

¹⁴⁸ Strategic objectives detailed in Annex 10.

¹⁴⁹ Kingdom of Cambodia, Government of Cambodia. 2014. *National Strategic Development Plan 2014-2018*. Pp. 86, 180-198.

42. The NSPS 2011-2015 sets out the government's approach to mainstream food insecurity and nutrition at national level. (For more information, see paragraphs 12 and 13.) WFP school feeding and PALS align with NSPS objectives 1, 2 and 3.¹⁵⁰ WFP school feeding is also aligned with the NSPPF 2016-2025 pillar 1, component 2 (human capital development).¹⁵¹ WFP has provided specific funding and technical assistance to the Ministry of Planning (MoP) to develop the Identification of Poor Households (IDPoor) Atlas, which the NSPS 2011-2015 recognised as integral to the Government's efforts to reduce poverty.¹⁵²

43. School feeding is part of the NSPS 2011-2015, the NSPPF 2016-2025, the *Education Strategic Plan 2014-2018* and the *National Action Plan for the Zero Hunger Challenge in Cambodia 2016-2025* (NAP/ZHC), with WFP identified as the main partner.^{153,154} The NAP/ZHC identifies PALS as the potential entry point for linking public works with improved water, sanitation and hygiene (WASH), and FAO and WFP as the main partners to support ministries to establish food quality and safety standards.¹⁵⁵ WFP nutrition interventions are in line with the *National Nutrition Strategy 2009-2015* (NNS) objectives 1, 2, and 3¹⁵⁶ and the *Fast Track Road Map for Improving Nutrition 2014-2020*, core components 1 to 5.¹⁵⁷ WFP interventions are relevant to health challenges prioritized in both strategic documents: for example, maternal and young child undernutrition, nutrition counselling, micronutrient supplementation, treatment of wasted children, complementary feeding, nutrition in emergencies, and HIV-related nutrition. The WFP portfolio aligns with all priority actions under objectives 1, 2 and 3 of the *National Strategy for Food Security and Nutrition 2014-2018* (NSFSN), which references all the key programming domains of the WFP portfolio. Interviews with country office staff and government representatives confirm that WFP played a critical role in the development of this strategy.¹⁵⁸

44. The WFP portfolio contributes to Strategic Objective 1 of the *Cambodia Climate Change Strategic Plan 2014-2023*, which considers interventions on improved access to food and water as appropriate solutions to sustainable development in the context of climate change.¹⁵⁹ WFP support to the Humanitarian Response Forum is relevant to the *Disaster Management Law and the National Contingency Plan* drafted by the Cambodian Humanitarian Forum (CHF).¹⁶⁰ Interviews with country office staff, Humanitarian Response Forum member representatives and Government confirm that Humanitarian Response Forum works in close collaboration with the Government, most notably the National Committee for Disaster Management (NCDM) and relevant ministries at sector level, to facilitate coordinated and effective support for the most vulnerable people affected by humanitarian crises.¹⁶¹

¹⁵⁰ Objectives detailed in Annex 10.

¹⁵¹ NSPPF pillars detailed in Annex 10.

¹⁵² Kingdom of Cambodia, the Ministry of Planning and WFP. 2012. IDPoor Atlas. Identification of Poor Households. Results from Data Collection Rounds 4 (2010) and 5 (2011). Page 1.

¹⁵³ Kingdom of Cambodia, MoEYS. 2014. Education Strategic Plan 2014-2018. Page 21.

¹⁵⁴ Kingdom of Cambodia, CARD. 2016. National Action Plan for the Zero Hunger Challenge in Cambodia.

¹⁵⁵ Kingdom of Cambodia, CARD. 2016. National Action Plan for the Zero Hunger Challenge in Cambodia.

¹⁵⁶ Objectives detailed in Annex 10.

¹⁵⁷ Components detailed in Annex 10.

¹⁵⁸ Kingdom of Cambodia, CARD. 2014. National Strategy for Food Security and Nutrition (NSFSN 2014-2018). Page 54.

¹⁵⁹ Kingdom of Cambodia, National Climate Change Committee. 2013. Cambodia Climate Change Strategic Plan 2014-2023. Page vi.

¹⁶⁰ Cambodian Humanitarian Forum. 2015. Contingency plan.

¹⁶¹ WFP. 2017. The Humanitarian Response Forum (HRF). Brief.

45. The country portfolio is aligned with thematic areas 1.1 (Women’s economic empowerment,) and 2.1 (Education of women and girls,) of the *Five Year Strategic Plan for Gender Equality and Women’s Empowerment 2014-2018*. WFP nutrition activities for HIV and chronically ill patients contributed to thematic area 2.2 Health, HIV and nutrition of women and girls.¹⁶²

Government Processes

46. WFP has a strong partnership and collaboration with government ministries (Ministry of Agriculture, Forestry and Fisheries, Ministry for Rural Development, National Council for Disaster Management, Ministry of Education, Youth and Sport, CARD, Ministry of Planning, Ministry of Health), national committees (NCDM), and departments at provincial, district and commune levels.¹⁶³ The wide range of government stakeholders engaged by WFP aligns with the Government’s vision on public administration reform, which promotes the implementation of decentralization and deconcentration as outlined in the NP-SNDD 2010-2019.¹⁶⁴

47. In order to support the Rectangular Strategy, NSDP, and aid effectiveness as sought in the Development Cooperation and Partnership Strategy, the Government of Cambodia currently engages 21 technical working groups.¹⁶⁵ Normally comprised of members from government, development partners and civil society, technical working groups function as coordinating and supporting bodies to ministries and agencies, with work themes guided by joint monitoring indicators of the Cambodian Development Cooperation Forum. Representatives from the Council for the Development of Cambodia (CDC) lend advisory support on aid management; core members of each technical working group meet periodically to report to the higher authority Government-Development Partner Coordination Committee.¹⁶⁶

48. During the country portfolio evaluation period, WFP collaborated closely with CARD as co-lead development partner facilitator for the food security and nutrition technical working groups until 2016.¹⁶⁷ The country office dedicated staff and time to participate in seven technical working groups, based on their relevance to the WFP portfolio: education, social protection/food security and nutrition, nutrition, nutrition and WASH, gender, health, and HIV/AIDS. As part of the social protection core group and the food security and nutrition technical working group, WFP engaged in the social protection dialogue in support of the emerging national social protection framework.¹⁶⁸ As for school feeding, planning, implementation, coordination and monitoring and evaluation, these were enhanced through WFP collaboration with The Ministry of Education, Youth and Sport’s school feeding task force and project committee at central level and sub-national school feeding committees.¹⁶⁹ Discussions with the country office indicate that due to limited staff, it was unable to

¹⁶² Kingdom of Cambodia. Ministry of Women’s Affairs. 2014. Neary Rattanak IV. *Five Year Strategic Plan for Gender Equality and Women’s Empowerment 2014-2018*.

¹⁶³ WFP. 2017. CP200202 SPR2016. Page 18.

¹⁶⁴ Kingdom of Cambodia, Government of Cambodia. 2013. “Rectangular Strategy” for Growth, Employment, Equity and Efficiency. Phase III. Page 41.

¹⁶⁵ Ballard, B. 2015. TWG Performance Review; Government-Development Partner Joint TWGs List. 2017.

¹⁶⁶ Ballard, B. 2015. Technical Working Group Performance Review.

¹⁶⁷ WFP. 2017. CP 200202 SPR2016.

¹⁶⁸ WFP. 2016. CP 200202 SPR2015.

¹⁶⁹ WFP. 2013. CP 200202 SPR2012.

ensure permanent staff presence in other technical working group meetings.¹⁷⁰ A list of technical working groups engaged by WFP is available in Annex 11.

49. Similarly, with the support of the UNAIDS unified budget, WFP worked with the National Core Group on HIV/AIDS and the National Centre for HIV/AIDS to support the integration of nutrition in the care and treatment of people living with HIV/AIDS.¹⁷¹ The country office also engaged the Food Security Forum and collaborated with the Monsoon Forum, the Ministry of Water Resources and Meteorology, FAO, and the Regional Integrated Multi-Hazard Early Warning System for Africa and Asia in an effort to communicate climate and hydrological forecasts.¹⁷² As the climate change technical working group was formed recently – after the timeframe for the country portfolio evaluation – it is presumed the monsoon forum will be subsumed within this technical working group and WFP will continue its participation.

Government Ownership

50. **School Feeding.** WFP proactively supports the evolution of a nationally-owned school feeding programme through technical and financial assistance to The Ministry of Education, Youth and Sport. The Government of Cambodia created a school feeding task force under The Ministry of Education, Youth and Sport in 2013¹⁷³ and contributes in-kind rice for the country programme, which is used for PALS and the school meals programme (SMP). In 2015, the Government of Cambodia signed the School Feeding Programme Road Map, which includes action by the Government to analyse the costs and capacities needed to implement home-grown school feeding (HGSF) as one potential model for a national school meals programme.¹⁷⁴ To assist with this goal, and to help persuade the Government of Cambodia to allocate budget support, WFP is supporting research on affordability, benefits, and appropriate modalities for a national HGSF programme. At the local level, interviews by the evaluation team show that the Provincial Office of Education (PoE), District Office of Education (DoE), and commune councils (CCs) all have roles in supporting school feeding and facilitating community participation.

51. **PALS.** The PALS programme was redesigned to increase government ownership and capacity development of sub-national administrations.¹⁷⁵ Under this new design, PALS is also more oriented to work towards addressing the unemployment of the most vulnerable households. The cash pilot under PALS was fully integrated into sub-national governance systems and procedures, and implemented through local authorities.¹⁷⁶ The CP 200202 midterm review found PALS to be integrated into the government without NGO support for the cash component and limited interactions with NGOs for the food assistance for assets component.¹⁷⁷ PALS is listed in the NSDP as an intervention that increased national ownership and developed sub-national capacities to manage labour-intensive programmes.¹⁷⁸ The NSFSN also acknowledges the PALS programme as an effective model for a national public works programme that can function as a social

¹⁷⁰ Email discussion between CO and the ET, 28 July 2017.

¹⁷¹ WFP. 2017. CP 200202 SPR2016.

¹⁷² WFP CO. 2017. Memberships for the PMT, UN Theme Groups, and TWGs.

¹⁷³ WFP. 2013. CP 200202 SPR2012.

¹⁷⁴ WFP. 2016. CP 200202 SPR2015.

¹⁷⁵ WFP. 2013. CP 200202 SPR2012.

¹⁷⁶ WFP. 2014. CP 200202 SPR2013.

¹⁷⁷ WFP. 2014. Cambodia CP200202. A Mid-Term Evaluation of WFP's Country Programme 2011-2016.

¹⁷⁸ Kingdom of Cambodia, Government of Cambodia. 2014. National Strategic Development Plan 2014-2018.

protection instrument for poor households to address seasonal food insecurity or provide food during post-disaster recovery.¹⁷⁹

52. Capacity Building and Tools Development. WFP support to align the IDPoor system with user needs has been significant, as confirmed by interviews with government, donor and United Nations representatives and country office staff. In addition to support for developing the IDPoor Atlas,¹⁸⁰ WFP collaborated with the the Ministry of Planning in 2016 to improve access to IDPoor data by ministries, United Nations agencies and civil society organisations, by linking the database to online platforms for data compilation and decision support. For example, Platforms for Real-time Information Systems (PRISM; see paragraph 104), was also developed with WFP support.¹⁸¹

53. WFP efforts were highly aligned with the need to strengthen coordination for national emergency preparedness and response capacity across relevant sectors in Cambodia. Interviews with government, United Nations and civil society representatives indicated this was a key gap that was addressed through the Humanitarian Response Forum. In addition, the WFP initiatives to develop PRISM and collaborate with NCDM to organize disaster-simulation exercises were key initiatives that enhanced rapid access to information for situation monitoring and response planning.¹⁸²

54. WFP has partnered with ministries and national committees on relevant tools, developing the “Integrating Socially Inclusive Climate Change Adaptation Approaches in Commune Investment Programme Process” (with the National Committee for Democratic Development)¹⁸³ and updating the good food tool kit (GFTK), as endorsed by the Ministry of Health in 2014 for use by health care practitioners.¹⁸⁴ The evaluation team’s review of these tools and interviews with government representatives involved in their use indicate that the tools reflect international good practice and appropriately align with national guidelines.

Alignment and Coherence with United Nations and Other Partners¹⁸⁵

55. Two successive UNDAFs, both with similar outcome objectives, were in operation during the country portfolio evaluation period.^{186,187} The country portfolio is strategically aligned with relevant UNDAF objectives. The portfolio is not aligned with the Zero Hunger Challenge (ZHC) objective that emphasizes sustainable food systems from production to consumption.¹⁸⁸ While the country portfolio lauds its local sourcing as a way to lower its carbon footprint, support local farmers, and stimulate the local economy, there is no indication of priority sourcing for domestic and international foodstuffs that adhere to sustainable growing practices.

¹⁷⁹ Kingdom of Cambodia, CARD. 2014. National Strategy for Food Security and Nutrition (NSFSN 2014-2018).

¹⁸⁰ WFP. 2013. CP 200202 SPR2012.

¹⁸¹ WFP. 2017. CP 200202 SPR2016. Page 15.

¹⁸² WFP. 2017. CP 200202 SPR2016.

¹⁸³ WFP. 2016. Cambodia Country Brief September 2016.

¹⁸⁴ WFP. 2016. CP 200202 SPR2015.

¹⁸⁵ This sub-section answers Q1.3 of the evaluation matrix (see Annex 5).

¹⁸⁶ United Nations in Cambodia. 2015. UNDAF 2016-2018.

¹⁸⁷ United Nations in Cambodia. 2010. UNDAF 2011-2015.

¹⁸⁸ Zero Hunger Challenge. 2016. Partnering for Nourishing our People, Nurturing our Planet, Growing Prosperity, Harvesting Peace

56. Cambodia joined the international Scaling Up Nutrition (SUN) movement in June 2014.¹⁸⁹ The country portfolio objectives align closely with SUN strategic objectives and 2025 targets for maternal, infant, and young child nutrition.¹⁹⁰ Two targets emphasized in SUN goals, but absent in the country portfolio, relate to preventing increases in weight, obesity and diabetes in children and adults.¹⁹¹ The 2016-2018 UNDAF emphasizes that Cambodia is beginning to experience a double burden of malnutrition. Country office acknowledges that this must be “addressed in a timely manner.”¹⁹² The evaluation team thinks it is important to comment on this nutrition challenge in the next country strategic plan.

57. **Alignment with MDGs and SDGs.** The country portfolio objectives are overall in line with Cambodia Millennium Development Goals (CMDGs) 1 through 7 and Sustainable Development Goal (SDG) 2. The country portfolio has not addressed the aspect of access to safe food under SDG 2.1; as of 2017, this is being addressed through collaboration with the Ministry of Commerce and a private sector firm.¹⁹³

Synergies through Partnerships

58. Within its three areas of focus, WFP Cambodia sought out and established positive synergies with a plethora of United Nations partners, international NGOs, donors, and financial institutions, in addition to the previously mentioned government entities with whom it collaborates.

59. **Education.** Through school meals, and cash and take-home food scholarships for pre-primary and primary school children, the country office cooperated with partners to increase equitable education for all and decrease child malnutrition in Cambodia. NGOs help WFP deliver WASH and nutrition education services that amplify the impact of school meals under the United States Department of Agriculture (USDA) McGovern-Dole programme. Programmes in early grade reading and contemporary teacher training by Kampuchean Action for Primary Education (KAPE) and World Education in WFP-assisted schools complement school meals programme objectives and are supported by USDA funding. The HGSF programme was expanded through contributions from the Government of Australia and private sector partners (Michael Kors, Feed, YUM!, TenCent, Latter-Day Saint Charities).¹⁹⁴ FAO supports HGSF through guidance and material support for school gardening. School infrastructure has been upgraded and expanded through partnerships with KAPE and PLAN International,¹⁹⁵ and through a complementary partnership with School Aid Japan. Research to evaluate cash versus food scholarships was undertaken in collaboration with The Ministry of Education, Youth and Sport.

60. **Nutrition.** The country office established productive synergies with partners in establishing national nutrition priorities and actions to support government efforts to reduce chronic malnutrition.¹⁹⁶ Focused nutrition for HIV patients was addressed in partnership with the Ministry of Health’s National Maternal and Child Health Centre and the National Centre for HIV/AIDS, Dermatology and STDs, and various national and

¹⁸⁹ SUN. 2017. <http://scalingupnutrition.org/sun-countries/cambodia/>

¹⁹⁰ SUN. 2015. SUN Strategy at a Glance: An ambition snapshot for the second phase of the SUN Movement (2016-2020).

¹⁹¹ SUN. 2015.

¹⁹² WFP. 2017. CP200202 SPR 2016.

¹⁹³ United Nations. 2016. Sustainable Development Knowledge Platform.

¹⁹⁴ WFP. 2017. CP200202 SPR 2016.

¹⁹⁵ WFP. 2012. CP200202 SPR 2011; ¹⁹⁵ WFP. 2015. CP200202 SPR 2014; ¹⁹⁵ WFP. 2016. CP200202 SPR 2015.

¹⁹⁶ WFP. 2016. CP200202 SPR 2015.

international NGOs, with funding support from UNAIDS.¹⁹⁷ Another effective synergy was generated through the United Nations Joint Programme for Children, Food Security, and Nutrition, which united WFP, WHO, UNICEF, ILO, UNESCO, FAO and government entities.¹⁹⁸

61. Research to gather operational evidence for combatting malnutrition was conducted through partnerships with PATH, corporate partner DSM, the Institute for Research and Development (IRD) and the World Bank.¹⁹⁹ Additional research for the development of a local ready-to-use food was initiated among IRD, UNICEF and WFP; however, WFP withdrew due to concerns about quality and safety assurance,²⁰⁰ which raises a question of whether the collaboration yielded positive synergy. Nevertheless, WFP continued to support the study through equipment loans and storage space. Additionally, UNICEF and CARD initiated a pilot cash transfer project in 2013 to seek to provide adequate nutrition to targeted pregnant women and children under 5.²⁰¹

62. **PALS.** In order to reduce risk, strengthen resilience, and engender climate change adaptation among the most vulnerable, the country office collaborated with the Government of Cambodia, international bodies, NGOs, financial institutions and donors. To effectively target areas based on their vulnerability to climate change, the country office partnered with USAID's Mekong Adaptation and Resilience to Climate Change project to conduct a Consolidated Livelihoods Exercise for Analysing Resilience (CLEAR) in 2014, and piloted a climate change adaptation project supported by Climate Adaptation Management and Innovation Initiative (C-ADAPT) funded by the Government of Sweden.²⁰² WFP also partnered with the Institute of Development Studies and others to identify priorities related to gender and food security in Cambodia.²⁰³

63. Food assistance for assets made less effective use of potential complementarities with other initiatives. The country office reports food assistance for assets outputs repeatedly falling below targets due to lower-than-average participation, attributed in part to competing asset-creation programmes offering higher wages.²⁰⁴ Specifically, the Emergency Food Assistance Project, funded by the Asian Development Bank and Global Agriculture and Food Security Program, incorporated food assistance for assets programmes in its goal of increasing the food security of vulnerable populations.²⁰⁵ Many of these programmes were in the same provinces where WFP was implementing projects,²⁰⁶ yet interviews with local government representatives suggested competition between these groups for labourers, rather than a potentially more productive synergy across programmes.

Alignment with WFP Corporate Strategy²⁰⁷

64. The country office made a concerted effort in establishing, adjusting, and adopting operations to align consistently with WFP corporate strategy, which

¹⁹⁷ WFP. 2017. CP200202 SPR 2016; WFP. 2016. CP200202 SPR 2015

¹⁹⁸ MDGIF. MDG Joint Programme for Children, Food Security and Nutrition.

¹⁹⁹ WFP. 2014. CP200202 SPR 2013.

²⁰⁰ WFP. 2016. CP200202 SPR 2015.

²⁰¹ UNICEF. 2015. Call for EOIs: Evaluation of the Card and UNICEF Cash Transfer Pilot Project for Pregnant Women and Children in Cambodia.

²⁰² WFP. 2016. CP200202 SPR 2015; WFP. 2017. CP200202 SPR 2016.

²⁰³ WFP. 2017. CP200202 SPR 2016.

²⁰⁴ WFP. 2013. CP200202 SPR 2012; WFP. 2015. CP200202 SPR 2014.

²⁰⁵ ADB. 2013. Cambodia-Emergency Food Assistance Project. <https://www.adb.org/projects/42186-014/main#project-pds>

²⁰⁶ WFP map. FFA Target Areas Proposed by NGOs.

²⁰⁷ This sub-section answers Q1.4 of the evaluation matrix (see Annex 5).

expanded from the 2008–2013 to 2014–2017 strategic plans.²⁰⁸ With the latter’s push to fully integrate gender in the work of WFP, the country programme began to collect benchmark cross-cutting gender indicators as of 2014²⁰⁹ and measure progress toward gender equality. That year, the country programme also incorporated protection and accountability indicators to align with the new WFP corporate strategic framework.²¹⁰

65. The country portfolio contributes to SO3 and SO4 of the *WFP Strategic Plan 2008-2013* and *WFP Strategic Plan 2014-2017*.²¹¹ It is closely aligned with relevant WFP corporate policies, including the gender policy (2015-2020), informing the revised logframe; school feeding policy (2013), which guides the country office transition and food basket diversification strategy through HGSF and capacity strengthening activities, including with the WFP Centre for Excellence in Brazil; humanitarian protection policy (2012), which guides country office context analysis of the linkages between protection and food security and country office support to strengthening government social protection systems, including through the transition of the scholarship programme; nutrition policy (2012); policy on disaster risk reduction and management (2011), which underpins country office support to the Humanitarian Response Forum and government capacity-strengthening activities, including through PRISM, and the design of the PALS programme specifically to strengthen community resilience; HIV and AIDS policy (2010), which guides the country office’s direct food assistance to HIV and chronically ill patients and current capacity strengthening activities for government; policy on capacity development (2009), which informs capacity and coordination strengthening initiatives like PRISM and Humanitarian Response Forum and the school feeding transition to government; and the cash and vouchers policy (2008), which guided the introduction of cash transfers in Cambodia.

Alignment with Humanitarian and International Development Cooperation Principles

66. Humanitarian principles provide an overarching normative framework for all WFP operations. A comprehensive assessment of the country portfolio adherence to humanitarian principles is not possible, as the portfolio design and implementation do not include specific humanitarian principle commitments or areas of interest. However, qualitative data collection does enable a general reflection on alignment of WFP operations in Cambodia with the four main humanitarian principle categories, namely humanity, neutrality, impartiality and independence.^{212,213,214}

67. Humanity covers the purpose and reason for humanitarian action.²¹⁵ The country office is aligned with this principle via IR-EMOP 200368 and EMOP 200373, which directly reduce human suffering by providing emergency relief and recovery, and its ongoing investments in strengthening response capacity, such as through the Humanitarian Response Forum. The Humanitarian Response Forum increases cooperation between development partners and the Government of Cambodia to prepare for and respond to humanitarian disasters.²¹⁶ WFP Cambodia has also chaired

²⁰⁸ WFP. 2013. *WFP Strategic Plan 2014-2017*; WFP. 2007. *WFP Strategic Plan 2008-2013*

²⁰⁹ WFP. 2015. CP200202 SPR 2014.

²¹⁰ WFP. 2015. CP200202 SPR 2014.

²¹¹ WFP. 2007. *WFP Strategic Plan 2008-2013*. And: WFP. 2013. *WFP Strategic Plan 2014-2017*.

²¹² WFP. 2017. *Guidance for Evaluating Humanitarian Principles for UNEG/HEIG*. Draft for piloting.

²¹³ OCHA. 2012. *OCHA on Message. Humanitarian Principles*.

²¹⁴ WFP. 2004. *Humanitarian Principles*.

²¹⁵ WFP. 2017. *Guidance for Evaluating Humanitarian Principles for UNEG/HEIG*. Draft for piloting.

²¹⁶ HRF. 2017. Cambodia.

the United Nations Disaster Management Team since the previous WFP operation (PRRO 10305.1), and works closely with the National Committee for Disaster Management and the Cambodian Red Cross to coordinate humanitarian action.²¹⁷ WFP Cambodia's objectives also align with the principle of self-reliance, which is a foundation of sustainable humanitarian action.²¹⁸ This is evident in the major transitions in the portfolio: recovery to development; food aid to food assistance; and implementer to enabler of nationally owned, long-term food-security solutions.²¹⁹

68. Despite trade-offs in geographic targeting, beneficiary targeting remains aligned with the humanity principle. Interviews with government, United Nations and civil society representatives indicate high satisfaction with the humanitarian conduct of the country office during the country portfolio evaluation period. Some civil society representatives and donors emphasized the development need that remains in the northeast of Cambodia, while WFP focuses its resources on the Tonle Sap basin. However, they acknowledge the relevance of WFP current targeting to address persistent food security and nutrition challenges around Tonle Sap, and understand that current funding levels and the focus on government transition are not conducive for WFP to extend into the northeast, where target beneficiaries are more spread out. The evaluation team agrees that trade-offs in geographic targeting due to funding constraints are justified and finds that country office targeting decisions have maximized resources to alleviate human suffering at national level. Several donor and civil society representatives commended the country office for its support to social land concession programmes, specifically PALS activities to strengthen livelihoods for resettled households.

69. The country office is generally aligned with the principles of neutrality, impartiality and operational independence. Interviews with government, United Nations and civil society representatives indicate that WFP demonstrated operational independence from donors and political processes. Interviews indicate that country office operational decision-making was consistently evidence-based and not adversely influenced by internal or external stakeholder agendas. In the case of donor partnerships, WFP was highly dependent on the diminishing resources, but still maintained independent decision-making regarding targeting and interventions. For earmarked funding, the country office also maintained independent targeting decisions. WFP did not engage in issues of a political nature in the course of conducting its operations. A review of the IDPoor system, which forms the basis of the country office targeting, and interviews with government representatives and country office staff, suggest that beneficiary targeting rightly did not distinguish on the basis of ethnicity, class, religious belief or political opinion.

70. The country office proactively sought out strategic and operational stakeholder and donor partnerships that aligned with its own evidence-based and impartial priorities. The extensive partnership with the Government of Cambodia at multiple levels and around multiple activities is a good example of this; interviews and direct observation of coordination meetings show that WFP is using the best available information to inform government policy and planning while maintaining operational independence from the dynamic political process in Cambodia. However, the capacity of local authorities to participate in WFP activities was at times affected by political affiliations of local leadership, which influenced local government resource allocation.

²¹⁷ WFP. 2016. CP 200202 SPR 2015.

²¹⁸ WFP. 2004. Humanitarian Principles.

²¹⁹ WFP. 2011. Country Programme Cambodia CP200202 (2011-2016).

Country office interviews show that, in such cases, WFP provided supplementary support to compensate for local government resource and capacity gaps.

71. The country office demonstrates accountability to partners and beneficiaries. This is mainly ensured by regular site visits by country office and project staff to discuss expectations, targeting, and feedback on activity processes and results. There is also a formal phone-based feedback response mechanism, which includes referral of feedback to appropriate country office staff and management. At the time of the country portfolio evaluation, this system was experiencing a reduction in feedback that could not be explained; the country office is planning an assessment to understand why and to develop an appropriate response.

72. The country office is aligned with the specific principles set out in the Paris Declaration to improve the quality of aid: ownership, alignment, harmonisation, management for results and mutual accountability. The country office explicitly emphasizes government ownership in its assessments, portfolio design, strategic support to government coordination initiatives, and direct interaction with government partners, as observed by the evaluation team. It proactively aligns itself with rapidly changing government and donor needs and priorities, as evidenced by the evolving country office positioning in Cambodia. Harmonisation with relevant Government of Cambodia and international aid initiatives is undertaken to the fullest extent possible. In general, harmonisation among humanitarian and development aid stakeholders in Cambodia is complicated by the general reduction in international aid financing and the dynamic government processes related to decentralization and political changes. Since 2014, the country office has made significant improvements in its internal management for results by strengthening its monitoring system. At the same time, it has provided notable support to strengthening the Government of Cambodia's capacity for information management and evidence-based decision-making, including through PRISM and strategic technical and financial support to the Government's research and coordination. Interviews and direct observation show that WFP is an active participant in national discussions regarding accountability to the Government of Cambodia's commitments on aid effectiveness in relevant sectors, for example, through its support to CARD and bi-lateral engagement with partner ministries, and through United Nations system coordination.

2.2. Factors and Quality of Strategic Decision Making ²²⁰

Generation and Use of Analytical Information ²²¹

73. The country office has generated an impressive body of assessments, studies and analyses to inform its strategic decision-making and guide the design and implementation of the country portfolio (see summary by topic in Annex 12). Interviews with government, United Nations and civil society representatives confirm the strategic importance of these studies and that this information was proactively utilized by government and non-government stakeholders to inform decision-making around policy and planning.

74. Interviews with government and donors involved in nutrition programming highlighted work by WFP on understanding the determinants of good nutrition and the impact of malnutrition as key to strengthening the capacity of government partners and the SUN movement in Cambodia. Government and United Nations

²²⁰ Section 2.2 answers Q2 of the evaluation: factors and quality of strategic decision making.

²²¹ This sub-section answers Q2.1 of the evaluation matrix (see Annex 5).

representatives affirmed the critical role of research that WFP financed and technically backstopped. Examples are the NSFSN 2014-2018, which drew on WFP small areas estimation analysis,²²² the 2016 assessment of school facilities, and the *2014 Strategic Review of Food and Nutrition Security for an Emerging Middle-Income Country* (and its 2017 update), which clarified the evolving roles of WFP and government.²²³ During a CARD meeting to take stock of the strategic review progress, it was very evident to the evaluation team that CARD and ministry representatives have strong ownership over both the research process and its emerging results.

75. From 2012-2014, WFP participated in research on the potential benefits of micronutrient-fortified rice in Cambodia as part of a bilateral operation (FORISCA) between WFP and the Program for Appropriate Health Technology (PATH). Three types of fortified rice were tested in 16 school meals programme schools. In 2014, a study by WFP, PATH, l'Institut de Recherche pour le Développement (IRD), DSM and the Government of Cambodia on the effect of the fortified rice on child health and cognitive development concluded that it significantly reduced the prevalence of vitamin A and zinc deficiency and decreased diarrhoea incidence.²²⁴ With the approval of the Ministry of Planning, WFP introduced fortified rice in the school meals programme in 2016. The WFP rice fortification initiative is unique in Cambodia.

76. WFP has taken a leadership role in Cambodia in generating information around food security and livelihood resilience. The 2014 CLEAR process (see paragraph 62) was the foundation for two longitudinal studies (2016 and 2017) commissioned by WFP to better understand effective resilience approaches to food security. The El Niño event in 2015-2016 was also an opportunity for country office to establish a considerable resilience database, which helped reflect on urgent emergency needs in mid-2016, and provided strategic insight to inform future strategy development. The data collection was set up in partnership with UNICEF and FAO, and in consultation with the Humanitarian Response Forum and NCDM.²²⁵ In addition, in collaboration with Mekong ARCC, WFP commissioned a rapid assessment to study groundwater conditions and uses in Cambodia.²²⁶ Pending funding availability, the results of this study and other food assistance for asset reflection processes²²⁷ may be used to develop a good practice guide for rural infrastructure projects. Interviews with country office staff also indicate plans to publish the results of more than 20 years of WFP food assistance for asset activities in Cambodia. Interviews with civil society and United Nations representatives indicate these publications will be useful to inform current and upcoming resilience and climate change adaptation programmes in Cambodia, including those of the Climate Investment Fund, Green Climate Fund, the World Bank and the Asian Development Bank.

77. A 2010 WFP market analysis of the feasibility of introducing cash scholarship and take-home ration activities determined that cash and voucher programmes were feasible.²²⁸ In 2014, the WFP Business Development Cash and Voucher Branch assessed (macro and micro assessment) and mapped the finance sector in Cambodia to determine its capacity to support cash and voucher transfer modalities under CP

²²² Kingdom of Cambodia, CARD. 2014. National Strategy for Food Security and Nutrition (NSFSN 2014-2018).

²²³ WFP. 2015. CP200202 SPR 2014.

²²⁴ IRD. 2014. Final report FORISCA project.

²²⁵ CO email communication with the ET, 20 October 2017.

²²⁶ AE Consultants Ltd. 2016. Water Infrastructure Study: Rapid Assessment of Existing Groundwater Studies and Groundwater Use in Cambodia.

²²⁷ WFP. 2016. PALS Reflection – Consolidation; WFP. 2016. FFA Internal Reflection workshop. 10 October 2016.

²²⁸ WFP, 2010. Cambodia Food Market Analysis and Survey Report.

200202. The assessment rated Cambodia's capacity for cash and voucher scale-up as medium.²²⁹ Country office staff and civil society representatives indicate that this study was an important input to the dialogue with the Government of Cambodia on using cash transfers for social assistance.

Developing Response Strategies²³⁰

78. The analytical information developed with WFP support feeds into the Government of Cambodia's policy and plan formulation and directly supports the Government's goals, which frame the role of WFP in Cambodia. WFP further supports this mutually reinforcing process by directly funding key government policy and planning events, that is, meetings organized by CARD and the Ministry of Education, Youth and Sport.

79. In addition, the country office has proactively used this information to inform decisions around the changing role of WFP in Cambodia, in light of the Government of Cambodia's transition to lower middle-income status and a diminishing food and cash pipeline for the country office. This need for strategic repositioning was already emphasized in the 2014 national strategic review conducted by CDRI,²³¹ which identified structural and institutional challenges for social protection, food security and nutrition, and supported WFP intent to shift toward strengthening national capacities and institutional infrastructure. The CDRI review was initially meant to feed into a pilot country strategic plan process, but the exercise was not endorsed; it was replaced by a country programme extension under a TICSP until the end of 2018. The TICSP has given the country office time to develop the *WFP Country Strategic Plan 2019-2023*, including completing several strategic information collection and analysis activities in 2017 (see paragraph 74) and consolidating the information analysis in January-June 2018.

80. The evaluation team finds that under the TICSP, the country office is strategic in its decision-making around portfolio composition and the broader sector role of WFP. The country office is continuing country programme activities to the extent that resources allow, which permits WFP to remain relevant to the majority of its programming domains and partnerships. In doing so, WFP is maximizing efficiency through geographic concentration of school feeding and PALS, its two remaining direct implementation programmes. Where possible, PALS is undertaken in disaster-prone areas where WFP is already supporting school feeding.²³² In parallel, WFP is increasing efforts to establish itself as a strategic – instead of an implementing – partner in strengthening information management to inform national decision-making of government counterparts, such as the ministries of education, youth and sport; planning; agriculture, forestry and fisheries as well as NCDM CARD and the National Institute of Statistics. This includes greater collaboration with decentralised government offices, communes and their representatives.²³³

81. The 2014 cash study²³⁴ demonstrated the feasibility of accelerating the country office's shift from food to cash. Subsequent WFP experience also provided a strong

²²⁹ WFP. 2014. Macro Financial Assessment. Cash & Voucher scale-up. Cambodia 30 September 2014.

²³⁰ This sub-section answers Q2.2 of the evaluation matrix (see Annex 5).

²³¹ CDRI. 2014.

²³² WFP. 2015. Concept Note. PALS activities for the coming season and in the future.

²³³ WFP. 2017. Concept Note for Transitional Interim Country Strategic Plan (2018).

²³⁴ WFP. 2014. Macro Financial Assessment. Cash & Voucher Scale-Up. Cambodia 30 September 2014.

evidence base for the shift to cash scholarships, which, in turn, facilitated the handover of that activity to the Government of Cambodia, which will be discussed below.

82. For nutrition, the country office review of strategic direction has entailed shifting away from direct implementation and playing a less resource-intensive role in national coordination and consolidation of technical guidance. WFP staff summarize the approach as “facilitate, advocate, motivate.” Interviews with the government, United Nations and civil society representatives confirm that nutrition stakeholders want continued WFP participation in nutrition activities. Similarly, interviews with country office staff indicate an understanding that without significant activity on nutrition, WFP may no longer be seen as a relevant player, despite having much to offer in terms of technical expertise and potential funding leverage in this domain. The evaluation team finds that the country office’s strategy to assist CARD to move forward on SUN and to support focused research in areas of broad interest is appropriate and likely sufficient to ensure WFP retains a seat at the table among nutrition stakeholders in Cambodia in the medium term.

83. The PALS programme signifies a strategic transition from the previous food/cash-for-work approach to a more relevant programme that supports development-oriented interventions, and is more in line with current food assistance for assets guidance and intent. (Table 2).²³⁵ Since inception, the PALS programme was intended to inform a national public works programme under the NSPS, meaning that priority was given to revise the food assistance for asset design and processes for the Cambodian context. The project document clearly acknowledged the need to align programming with NSPS Objective 3,²³⁶ which called for holistic interventions and maximized impacts and benefits of the food/cash-for-work model.²³⁷ An internal WFP review of PALS in 2015 resulted in further changes. The country office shifted PALS away from large-scale infrastructure projects with the Ministry of Rural Development (MRD) to smaller-scale collaboration with selected civil society organizations that build on the country office’s improved understanding of disaster risk and livelihood resilience. The transition from pre-2012 food assistance for assets to PALS in the period 2013-2014 is described in Section 2.3., and is further detailed in the 2015 PALS concept note drafted by the country office.²³⁸

²³⁵ WFP. 2012. Productive Assets and Livelihood Support Programme: Design Framework.

²³⁶ Objective 3: Addressing seasonal un- and underemployment and providing livelihood opportunities for the poor and vulnerable.

²³⁷ WFP. 2011. Country Programme Cambodia 200202 (2011-2016).

²³⁸ WFP. 2015. Concept Note. PALS activities for the coming season and in the future.

Table 2: Differences between recovery and development programming in PALS

Recovery-oriented programming	Development-oriented programming
Focus on short-term lean period provision of food for the implementation of rural roads	Year-round support to the poorest with additional support during the lean period
Food aid being the end objective of the programme	Food aid being the means to achieving other developmental objectives
No guarantee of targeting the poorest	Clear identification of the ID Poor 1 (& 2)
Almost preordained infrastructure	Menu of appropriate infrastructure; communities participate in selecting
Payment systems may marginalise the chronically poor	Year-round programme could provide guaranteed monthly payments to the chronically poor
Limited collaboration with other agencies	Automatic collaboration with other agencies

Source: WFP. 2012. PALS Programme: Design Framework.

84. For school feeding, with the national achievement of high enrolment and attendance rates, WFP has broadened its school meals programme objectives to emphasize increased access and inclusion in quality education for children from poor and vulnerable families, and the promotion of diversified diets and improved nutrition and hygiene. The country office is making strategic use of the intent at national level to continue school feeding activities without long-term support from WFP for direct implementation. Interviews with government representatives and direct observation by the evaluation team during the 2017 Southeast Asia School Feeding Conference²³⁹ confirm a clear acknowledgement among government stakeholders that national government capacity to undertake school feeding is increasing, WFP resources to do so are decreasing, and handover is imminent. At the same time, there is concern about the decentralized capacity to take on school feeding activities and financial sustainability, given the competing priorities in strengthening the education system. Most recently, a large investment was made to increase teacher salaries, which is a very reasonable prioritization, but has an impact on the limited national budget capacity for school feeding handover.

85. Across all country portfolio programming domains, the evaluation team finds that the national government has worked with WFP to put policies and programmes in place, but has moved more slowly on securing long-term budget support and ensuring proactive capacity in local government. While the Government of Cambodia basic capacity assessment is implicit in the majority of studies and strategic information pieces supported by the country office, a robust, multi-level capacity assessment to inform handover planning has not been completed. This is particularly evident in the school feeding programme, as neither the provincial nor the district offices of education staff, who, under the present structure, will assume responsibility for the programme, feel they have adequate capacity to do so. Interviews with country office staff and Government of Cambodia representatives indicated there is a sufficient understanding of capacity constraints and opportunities, but this has not been properly documented. Both parties acknowledge that the current road map for school feeding handover needs to be updated and should include a more comprehensive reality check on readiness and implications for handover timing. Country office staff also pointed out that strategies, such as the School Feeding Road Map, assume a linear process to handover but that in reality different pieces do not move forward in the same way or at the same time, and one approach may not encompass all future options.

²³⁹ Siem Reap, 12-14 July 2017

WFP Programme Priorities and Operating Model ²⁴⁰

86. The current WFP programme is best described as a portfolio in transition. The need to improve alignment with country needs and WFP resources has been validated by assessments and confirmed through evaluation team interviews with Government of Cambodia stakeholders. While interviews with United Nations and civil society representatives still raise questions around how the WFP traditional role of direct implementation will be filled, there is at the same time general understanding of the evolving role of WFP in Cambodia.

87. While priorities for WFP are clear and adequately framed in the various policy documents developed with country office support, the optimal operating model for WFP Cambodia to address those priorities remains unclear. Interviews with government representatives and country office staff, and direct observation of government meetings indicate that much will depend on how the Government of Cambodia will build on the wealth of analytical information to shape its policy revisions and associated budget allocations in 2017-2018, particularly the investment in decentralized capacity. In the meantime, interviews and direct observation indicate that WFP has played, and continues to play, a leadership role in providing strategic capacity strengthening support to the Government of Cambodia, mainly at national level and increasingly at provincial and district levels. Stakeholders gave consistent positive feedback to the evaluation team on country office products and trainings related to information management and utilization, widely acknowledged as an appropriate extension of the country office's strong capacity in data collection and analysis.

88. Interviews with United Nations and donor representatives and country office staff indicate that the current capacity for this revised role still centres on key WFP staff members, but is slowly being institutionalized. Country office staff interviews highlight that these new roles are challenging the country office operational model, which is still based on traditional activities with a heavy focus on direct implementation. The evolving country office programme direction already calls for greater staff flexibility. Country office staff interviews confirm that responsibilities over time have been stretched beyond job descriptions and that capacity strengthening for new roles has been insufficient, mainly because the country office is currently engaging in roles for which WFP does not have clear corporate guidance or training support, and the country office does not have access to internal or external resources to directly invest in the necessary capacity strengthening. The current operational model can best be described as learning by doing. While there are inherent challenges with such an approach, country office management has maintained a productive work environment by stimulating a learning culture with a strong sense of common purpose. Country office staff are very aware of the frontrunner role they play among United Nations agencies facing similar realities, as well as within WFP, as it grapples with its role in rapidly developing countries.

89. The evaluation team finds the decisions to date around country office strategic alignment and foresight, with regards to reducing resource availability, to be reasonable and based on appropriate analysis of available evidence. Interviews with donor representatives and country office and regional bureau staff indicate no short-to medium-term options to grow the country office resources. The country office has generally made the right decisions in revising its operational model and portfolio to

²⁴⁰ This sub-section answers Q1.5 and Q2.3 of the evaluation matrix (see Annex 5).

account for the reduction in available resources. While resource constraints clearly played a large role in determining the activities currently undertaken by the country office, WFP is able to maintain a focus on its key intervention domains in Cambodia. There have been trade-offs in the types of activities considered most appropriate to the Government of Cambodia's needs and for which resources are available, and in geographic targeting, but the country office has managed to avoid trade-offs that would compromise WFP operational independence and its mandate in Cambodia.

2.3. Portfolio Performance and Results ²⁴¹

Beneficiary Targeting

90. The evaluation team finds that country office targeting is well grounded and appropriately reaches the most vulnerable families (see also paragraph 69). Portfolio beneficiaries include poor, vulnerable preschool and primary school children, pregnant and lactating women, children under 2, people living with HIV/AIDS, orphans and vulnerable children, and food-insecure rural households. Targeting was based on Government of Cambodia surveys, the 2008 Comprehensive Food Security and Vulnerability Analysis, and the Integrated Phase Classification for food security. Provinces with the highest prevalence of poverty, food insecurity and malnutrition were prioritized. Food-insecure households are those categorised as either IDPoor 1 or IDPoor 2 and via a participatory self-selection process of eligible beneficiaries, facilitated by project management committees.

Beneficiaries Reached

91. Table 3 provides an overview of beneficiary numbers for the portfolio as of 31 December 2016.²⁴² The three operations reached 67.2 percent of planned beneficiaries overall. EMOP 200373 and CP 200202 each reached about two-thirds of planned beneficiaries due to resource shortfalls.²⁴³ The portfolio reached a generally balanced number of male and female beneficiaries (Figure 4). The higher percentage of female beneficiaries in nutrition is due to targeting pregnant and lactating women, children under 2 and children under 5.²⁴⁴

Table 3: Planned vs actual beneficiaries, by operation, 2011-2016

Operation	Planned (P)			Actual (A)			% A vs. P
	Male	Female	Total	Male	Female	Total	
CP 200202	2,574,418	2,482,112	5,056,530	1,668,333	1,715,998	3,384,331	66.9%
IR-EMOP 200368	29,400	30,600	60,000	26,916	28,014	54,930	91.6 %
EMOP 200373	102,832	105,833	208,665	70,178	71,297	141,475	67.8%
TOTAL	2,706,650	2,618,545	5,325,195	1,765,427	1,815,309	3,580,736	67.2%

Source: WFP. 2017. CP200202 SPR 2016; WFP. 2014. EMOP 200373 SPR 2013; WFP. 2013. IR-EMOP 200368 SPR 2012. With updates from country office via email. Country programme figures do not adjust for overlap from year to year.

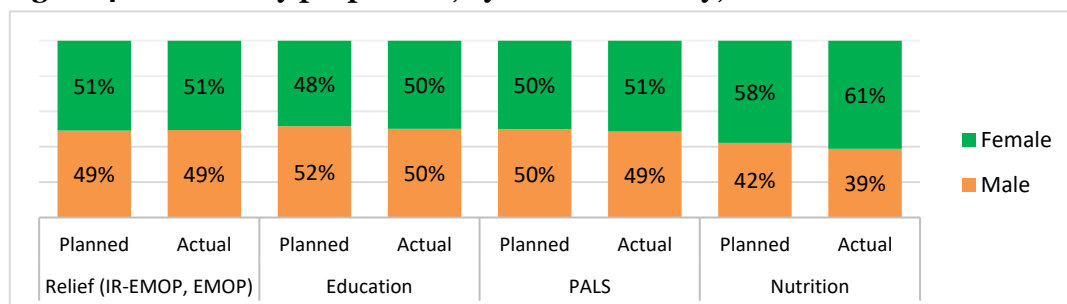
²⁴¹ Section 2.3 answers Q3 of the evaluation: "Performance and results of the WFP portfolio". It also answers Q3.1, Q3.3 and Q3.4 of the evaluation matrix (see Annex 5).

²⁴² This total provides an idea of overall progress in reaching the planned beneficiaries across the evaluation period, but it should be noted the total double-counts the beneficiaries receiving assistance across components and for more than one year.

²⁴³ WFP. 2013. EMOP200373 SPR 2012. See also WFP CP 200202 SPRs 2011-2016.

²⁴⁴ WFP. 2015. CP 200202 SPR 2014.

Figure 4: Beneficiary proportion, by sex and activity, 2011-2016



Source: WFP. CP200202 SPR2016; WFP. EMOP200373 SPR2013; WFP. IR-EMOP200368 SPR2012.

Overall Distribution

92. Table 4 presents food and cash distribution by operation. Annual distribution at portfolio level is shown in Figure 5 and Figure 6. Several factors explain unmet food distribution targets in 2011: resource constraints, late start of the school year in flood-affected areas, limited capacity for distribution in some areas, and geographic retargeting of the MCHN programme.²⁴⁵ Following an increase in response to the 2011 floods, overall food distribution trended downward from 2012 to 2016. This is attributed to the constant resource constraints faced by the country office and the shift from direct implementation to capacity strengthening of Government of Cambodia counterparts.²⁴⁶

Table 4: Planned and actual food (mt) and cash (USD) distribution, by operation

Operation	Planned (P)		Actual (A)		% A vs. P	
	Food	Cash	Food	Cash	Food	Cash
CP 200202	134,690	4,428,794	69,159	3,202,460	51.3%	72.3%
IR-EMOP 200368	600	No cash	549	No cash	91.5%	No cash
EMOP 200373	10,552	699,930	5,991	50,747.01	56.8%	72.1%
TOTAL	145,842	5,128,724	75,699	3,253,207.01	66.5%	72.2%

Source: WFP. 2017. CP200202 SPR 2016; WFP. 2014. EMOP 200373 SPR 2013; WFP. 2013. IR-EMOP 200368 SPR 2012.

93. In 2011, cash distribution was low, as the first allocations for the cash scholarship pilot (CP 200202) started late in the year.²⁴⁷ The high amount planned for 2012 was due to cash programming in school feeding (CP 200202) and a cash-transfer pilot under the vulnerable group feeding component of EMOP 200373.²⁴⁸ From 2012 through 2014, less cash was distributed than planned due to resource constraints, expansion to new project areas (education component), and the PALS cash pilot, which started in 2013.²⁴⁹ The reduction in cash distribution in 2015 resulted from resource constraints under the education component (financial years 2013-2014 and 2014-2015) and the handover of 2,102 schools as part of the government ownership plan.²⁵⁰ Following increased resource availability for cash based transfer programming, cash scholarships were prioritized over take home rations in line with the government scholarship programme, while the HGSF was expanded from two pilot schools in 2015 to 59 schools in 2016.²⁵¹ Cash distributions increased as additional contributions from Germany, Cambodia and USDA became available to cover food

²⁴⁵ WFP. 2012. CP 200202 SPR 2011.

²⁴⁶ WFP. 2017. CP 200202 SPR 2016.

²⁴⁷ WFP. 2012. CP 200202 SPR 2011.

²⁴⁸ WFP. 2013. EMOP200373 SPR 2012.

²⁴⁹ WFP. 2013. CP 200202 SPR 2012-2014.

²⁵⁰ WFP. 2016. CP 200202 SPR 2015.

²⁵¹ WFP. 2017. CP 200202 SPR 2016.

needs. Annex 14 contains a cost efficiency and cost effectiveness analysis of the scholarship programme.

Figure 5: Food distribution, by year (mt)

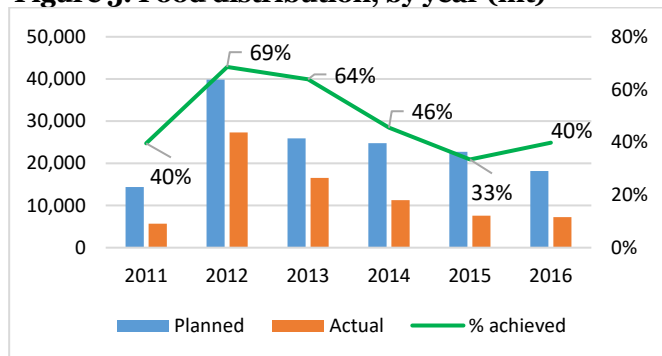
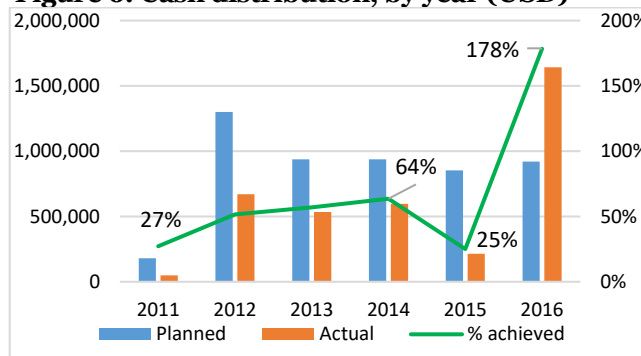


Figure 6: Cash distribution, by year (USD)



Source: WFP. CP200202. SPRs 2011-2016; WFP. IR-EMOP 200368. SPR 2011-2012; WFP. EMOP 200373. SPRs 2011-2012.

94. The portfolio does an overall excellent job in eliminating post-delivery loss. Only one major post-delivery loss was reported, of 80 mt of commodities in 2013 lost due to an incorrect expiry date.²⁵² Relative to the Zero Hunger Challenge of no food waste, there was no indication of the option for the loss to be repurposed for animal feed or equivalent, rather than destroyed.

Relief (SO1) ²⁵³

Programme Overview

95. IR-EMOP 200368 and EMOP 200373 were WFP Cambodia's response to the 2011 floods (see paragraphs 20 and 28). The country office also administered Humanitarian Response Forum funding (see paragraph 29), and supported the development of an emergency information platform using PRISM products and platforms to strengthen knowledge management and support emergency response decisions.²⁵⁴

Programme Outputs and Outcomes

96. **IR-EMOP 200368.** The IR-EMOP in late 2011 provided short-term relief in five provinces to address food shortages in households most affected by severe flooding.²⁵⁵ Targeting criteria included households with limited food stocks and no other means to obtain food, and very poor and vulnerable households identified via IDPoor (see paragraph 94), with particular attention to women-headed households, households with disabled members, and those with many children, orphans and vulnerable children or elderly.

97. Relief assistance was given via general food distribution: WFP provided a 30-day household ration of 50kg of rice.²⁵⁶ The number of beneficiaries reached (Table 3) and amount of rice distributed (Table 4) were slightly below plan (91.6 percent and 91.5 percent, respectively) due to indications of rice price increases smaller amounts of actual purchases than expected. Consequently, agreements with partner NGOs were

²⁵² WFP. 2014. CP200202 SPR 2013.

²⁵³ This sub-section answers Q3.2 of the evaluation matrix (see Annex 5).

²⁵⁴ WFP. 2016. Factsheet. Monitoring, Evaluation, Reporting and Vulnerability Analysis Mapping.

²⁵⁵ IR-EMOP was implemented in Kandal, Prey Veng, Kampong, Cham, Kampong Thom, and Kratie provinces.

²⁵⁶ WFP. 2011. IR-EMOP200368 SPR 2011.

signed for lower-than-planned tonnages.²⁵⁷ No post-delivery losses were recorded for this project. Warehousing and delivery were done using WFP warehouse infrastructure and transport contracts. Due to the nature of the operation, the IR-EMOP had no specific outcome indicators to report against.

98. **EMOP 200373.** Following the IR-EMOP, the EMOP (Nov 2011–Nov 2012) (see paragraph 28) was implemented in nine provinces.²⁵⁸ Resource shortfalls leading to pipeline breaks meant that WFP could not reach all planned beneficiaries: 71.5 percent for general food distribution, 52.2 percent for food assistance for assets, and 74 percent for vulnerable group feeding (Table 5). Food distribution fell below target for the same reason, with 56.8 percent of total commodity volume reached versus plan (Table 6). The three activities were supposed to overlap geographically, however in some areas targeted with general food distribution, the presence of partners for food assistance for assets and vulnerable group feeding was limited.²⁵⁹

Table 5: EMOP 200373 beneficiaries, planned vs actual

Beneficiary category	Planned (P)			Actual (A)			% A vs. P
	Male	Female	Total	Male	Female	Total	
GFD	73,500	76,500	150,000	52,550	54,695	107,245	71.5%
FFA	21,000	21,000	42,000	11,466	10,439	21,905	52.2%
VGF	8,332	8,333	16,665	6,162	6,163	12,325	74%
TOTAL	102,832	105,833	208,665	70,178	71,297	141,475	67.8%

Source: WFP. EMOP 200373 SPRs 2011 and 2012.

Table 6: Commodities distributed under EMOP 200373, planned vs actual

Commodity (mt)	Planned (P)	Actual (P)	% A vs. P
<i>Food</i>			
Canned fish	662	306	46.2%
Corn-soya blend (CSB)	729	420	57.6%
High energy biscuit	50	50	100.0%
Rice	8,846	4,993	56.4%
Rice-soya blend	-	66	-
Sugar	52	12	23.1%
Vegetable oil	213	144	67.6%
Total	10,552	5,991	56.8%
<i>Cash</i>			
Cash	699,930	504,747	72.1%
Total	699,930	504,747	72.1%

Source: WFP. EMOP 200373 SPRs 2011-2012.

99. The food basket for general food distribution and vulnerable group feeding consisted of rice, canned fish, vegetable oil and fortified food (Supercereal and sugar, or high-energy biscuits), while the food assistance for assets food basket had only rice (Annex 9, Table 16 and Table 17). To ensure a full pipeline, 50mt of the fortified blended food was replaced by high-energy biscuits at the start of the EMOP, at the same ration size (40g/person/day).²⁶⁰

100. The vulnerable group feeding cash-transfer pilot provided USD 35 per beneficiary household per month (equivalent to the local value of the food ration). Due to limited partner capacity in some areas, cash transfer activities fell below targets.

²⁵⁷ WFP. 2011. IR-EMOP200368 SPR 2011.

²⁵⁸ Banteay Meanchey, Battambang, Kampong Chhnang, Kampong Thom, Kratie, Prey Veng, Pursat, Siem Reap, and Svay Rieng.

²⁵⁹ WFP. 2012. EMOP200373 SPR 2012.

²⁶⁰ WFP. 2011. Cambodia EMOP 200373.

Due to a delay in the start of general food distribution, one distribution round was carried over to 2012; a small amount of biscuits planned for 2011 was therefore provided in 2012. Distribution of canned fish fell short of target due to a pipeline break in January 2012, which was compensated for by the distribution of a double ration of rice for all general food distribution beneficiaries.²⁶¹

101. Humanitarian Response Forum. The 2011 floods highlighted the need for inter-agency coordination of emergency preparedness and response. In June 2012, the Humanitarian Response Forum was formed to fill a coordination gap among international humanitarian organizations, and between international organizations and Cambodian stakeholders. The Humanitarian Response Forum’s purpose is “to ensure sound coordination and communication on emergency preparedness, humanitarian and early recovery response in Cambodia between the United Nations, non-government organizations, and international organizations.”²⁶²

102. The Humanitarian Response Forum is funded mainly by USAID OFDA, co-chaired by WFP and ActionAid, and in 2016 counted about 30 member organizations.²⁶³ It works closely with the Cambodian Humanitarian Forum, the Joint Action Group for Disaster Risk Reduction, and provincial and national government.²⁶⁴ The Humanitarian Response Forum coordinates with OCHA as appropriate; OCHA response is triggered in large-scale emergencies.²⁶⁵ Humanitarian Response Forum activities started in August 2013 in five focus areas: contingency planning, information management, standardization of assessment methodology and tools, collaboration with the Cambodian Humanitarian Forum and NCDM, and simulation exercises.^{266,267} The Humanitarian Response Forum Contingency Plan and associated tools, developed in 2014, focused on emergency preparedness and response activities in food security and nutrition, WASH, shelter, health, education, and protection sectors.²⁶⁸ The 2017-2018 Humanitarian Response Forum Strategy further defined the vision, objectives, and four revised focus areas. Donors confirmed to the evaluation team that WFP input on emergency response and data management through the Humanitarian Response Forum is very appropriate and relevant.

103. In 2015, the Humanitarian Response Forum organized its first national Cambodia Review and Response Exercise (CamRex) to help national actors become familiar with and test the Humanitarian Response Forum Contingency Plan. In 2017, CamRex was renamed Kampuchea Response Exercises (KamRex) and organized as table-top simulations at provincial level.²⁶⁹ Integration of PRISM was piloted in May 2017 in a KamRex in Kampong Thom. Interviews with government and civil society representatives and country office staff indicated that the integration of PRISM into the KamRex demonstrated the effectiveness of the information and visualization produced by PRISM for disaster management. It also resulted in a recommendation to improve information in PRISM, such as the roles and responsibilities of key organizations, water and emergency levels, and system rollout in 12 provinces.

²⁶¹ WFP. 2012. EMOP200373 SPR 2012.

²⁶² WFP. 2013. Decision Memorandum. Creation of a new trust fund for Cambodia CO for the OFDA/USAID USD 200,000 for support to the HRF for Humanitarian Coordination and Information Management. 11 July.

²⁶³ Number of member organizations estimated from: HRF. 2017. HRF Strategy 2017-2018.

²⁶⁴ HRF website accessed 1 August 2017. <https://www.humanitarianresponse.info/en/operations/cambodia>.

²⁶⁵ Per CO.

²⁶⁶ WFP. 2013. SPR CP 200202 2013. Also, Midterm evaluation of CP 200202 (2011-2016) Inception Report.

²⁶⁷ WFP. 2013. Progress report. Support to the HRF for Humanitarian Coordination, Assessment and Information Management.

²⁶⁸ HRF. 2017. The Humanitarian Response Forum. Brief.

²⁶⁹ WFP. 2017. KamRex report for Stung Treng, Kampong cham, Banteay Meanchey and Pursat.

104. **PRISM.** PRISM “... aims to integrate the approaches and technologies of Innovative Support to Emergencies, Diseases and Disasters (InSTEDD) and interactive Mango Maps,²⁷⁰ with government information flows, to develop interactive, user-friendly platforms that provide updated, real-time information to decision-makers.”²⁷¹ In addition to integrating PRISM into Humanitarian Response Forum activities, WFP is working to integrate various government and humanitarian community information streams using an open-sourced data integration tool referred to as the Hub, which now connects data to 18 sources including NCDM and the ministries of education, youth and sport; planning; and agriculture, forestry and fisheries.²⁷²

105. Interviews with government, United Nations and civil society users indicate that information visualization is considered the most useful PRISM function. PRISM maps are mainly used for programme visibility and fundraising purposes, and increasingly for disaster preparedness and response decision-making, as demonstrated by KamRex activities. As per country office and government staff interviews, PRISM was also used to support planning for handover of the school feeding cash scholarship activity. Building on this, The Ministry of Education, Youth and Sport has requested that WFP incorporate data management for the Government of Cambodia’s new education performance standards into PRISM. All interviews indicate high expectations for PRISM to strengthen information management at project, programme and national levels.

106. Interviews with country office staff and government and civil society users, and a review of the platform content, indicate challenges that need addressing before PRISM is fully rolled out for external partners: data content is still dependent on civil society partner assessments, although country office is working closely with district and provincial authorities to shift this responsibility to local government, and is incomplete; human resource capacity for PRISM needs to be strengthened; and technical support for PRISM and future applications is dependent on a few individuals in the country office. This is insufficient to assure quality of PRISM products and services. Development and ongoing improvements to PRISM are solely WFP-funded, which is sufficient only for basic roll-out. Additional resources will be required to meet the high expectations of the country office and external partners.

Assessment

107. **Relevance.** The IR-EMOP and EMOP were relevant and timely responses to the massive flooding in 2011. Both operations were aligned with WFP Strategic Objective 1 (Save lives and protect livelihoods in emergencies), NSPS (2011-2015) Objective 1 on addressing basic needs in times of emergencies and crises, and UNDAF (2011-2015) Social Protection Outcome (Pillar 5).²⁷³ The operations were well targeted and built on robust assessments, for example, the rapid emergency food security assessment that WFP conducted in October 2011 in four of the most affected provinces.²⁷⁴

²⁷⁰ In 2014, WFP partnered with InSTEDD and Mango Maps to “to develop and streamline information collection and management systems.” WFP is “working with InSTEDD to develop an open-sourced, integrated mobile phone-based data collection system, linking information collected with a geographic interface and providing real-time alerts to programme managers to ensure rapid responses to programmatic issues.” WFP Cambodia. 2016. MERVAM Fact Sheet.

²⁷¹ WFP Cambodia. 2016. MERVAM Fact Sheet.

²⁷² WFP. 2017. PRISM Presentation. Later nuanced per CO comment.

²⁷³ WFP. 2011. Cambodia EMOP 200373.

²⁷⁴ Kampong Thom, Prey Veng, Kampong Cham and Kampong Chhnang.

108. The Humanitarian Response Forum was highly relevant in addressing coordination gaps among government, national humanitarian organizations and international organizations. The development of the Humanitarian Response Forum Contingency Plan in April 2017 further supported coordination efforts among emergency response actors. In addition, Humanitarian Response Forum members supported dissemination and roll-out of the disaster management law at sub-national level, with recommendations made by IFRC and CRC on the law's operationalization.²⁷⁵ This is particularly relevant as the Asian Development Bank launched in 2016 a project specially geared towards the operationalisation of the disaster management law. Interviews with representatives from organizations and agencies involved in disaster preparedness and response indicated that the infrequent large-scale shocks and higher exposure in Cambodia to slow-onset stresses limited the information available on shocks, stresses and response capacity, and diminished the urgency for establishing a coordinated disaster preparedness and response system. In this context, PRISM was a relevant initiative: it developed a knowledge management base that consolidated available information to strengthen situational awareness and provide a much-needed input to catalyse coordination.

109. **Effectiveness.** Available data indicate that IR-EMOP interventions were largely effective and EMOP ones, moderately effective. The number of IR-EMOP beneficiaries was slightly lower than planned, due to market price fluctuation – increased prices meant WFP could feed fewer people. EMOP beneficiary, commodity and cash targets were unmet, due to partner capacity limitations and resource shortfalls. Assessment of IR-EMOP outcomes was not possible as no associated indicators were set. No analysis was possible for the EMOP, as outcome indicator data were incomplete.

110. Interviews with beneficiaries, local government officials and partner organizations indicated that food and cash transfers under the IR-EMOP and EMOP were generally timely, the commodities were of good quality, and assisted households to meet short-term food security needs. Beneficiaries also indicated that the distribution took account of the role that women played in maintaining wellbeing in disaster-affected households by issuing household food entitlements in the woman's name, where possible.²⁷⁶

111. While the 2011 floods provided a strong rationale for the Humanitarian Response Forum and PRISM initiatives, their effectiveness remains to be tested for large-scale preparedness and response. At the time of the country portfolio evaluation, the information in PRISM was not yet complete and not all functions were operational. Country office staff indicated that full functionality would be completed within 2017, but emphasized that the system depends on user-input to be fully effective. Humanitarian Response Forum meetings and activities were well attended, with high participation of key humanitarian sector members. Interviews with Humanitarian Response Forum members indicated that the forum played a useful role in visualizing the effects of the 2016 drought, which led to successful fundraising efforts and strengthened coordination with government counterparts. For that drought, the forum members largely fulfilled their commitments to undertake assessments and populate PRISM with the requisite information. This is a promising result for future preparedness and response.

²⁷⁵ HRF. 2016. OFDA Annual 2016 Report.

²⁷⁶ WFP. 2011. IR-EMOP200368 SPR 2011.

112. The assessment of the effectiveness of Humanitarian Response Forum and PRISM is limited due to lack of metrics assigned to the expected results. The WFP outcome framework does not include indicators for the capacity and coordination strengthening intent of these initiatives. Senior staff can clearly articulate the intent and progress of the Humanitarian Response Forum and PRISM. However, country office staff acknowledge that lack of objective results-measurement limits the ability of WFP and its partners to describe and leverage these initiatives for advocacy and strategic positioning with the government and sector stakeholders.

113. **Efficiency.** The transfer modalities of food and cash for emergency response are efficient. Logistics systems are well managed and have sufficient flexibility to scale up or down. The country office has an established sentinel surveillance system that allows for monitoring of main markets and trends in food prices, daily wage labour rates, and terms of trade (a proxy for household purchasing power).²⁷⁷ Country office interviews show that decision-making at sub-office and national levels, and between-sub office and Phnom Penh, is timely and yielded intended results for the EMOP and IR-EMOP.

114. Efficiency of the use of resources allocated the Humanitarian Response Forum and PRISM is high. A review of process materials and user feedback indicates a consistently high quality of products associated with these initiatives. Humanitarian Response Forum and government stakeholders appreciate the high value for money that the country office provides: though small, the investment has strengthened the information and coordination potential for improved preparedness and response.

115. **Sustainability.** The country office capacity to support government relief activities and undertake activities under SO1 is sustainable at a level suited to the Cambodia context. In a challenging resource environment, the country office has demonstrated sustainable surge capacity to enable a response to a large-scale disaster (for example the 2011 floods), and sufficient standing capacity to address smaller-scale events (for example, the 2016 drought). The country office is highly reflective in assessing what works and what does not, to inform sustainability of its relief activities through post-operation workshops and annual review meetings. In addition, the establishment of the Humanitarian Response Forum has created sustained momentum to address the types of shocks and stresses likely to occur in Cambodia. The mutually reinforcing linkages between PRISM and the Humanitarian Response Forum contribute to the sustainability of the emerging role of WFP as a technical partner to strengthen relief systems. In addition, interviews with country office staff and PRISM users indicate that a range of for-profit applications are possible using the information management platform developed by WFP.

Education (SO4)

116. **Programme Overview.** WFP has been involved in feeding Cambodia's schoolchildren since the late 1990s, and consistently reached about 500,000 beneficiaries yearly through school-based assistance, from 2008 through the beginning of the country portfolio evaluation period.²⁷⁸ This component aims to improve food security and encourage enrolment, attendance, retention and completion of primary education.²⁷⁹ This section describes evaluation findings on SO4 main and complementary activities.

²⁷⁷ WFP. 2011. Cambodia EMOP 200373.

²⁷⁸ WFP. 2011. Country Programme Cambodia 200202 (2011-2016).

²⁷⁹ WFP. 2013. CP 200202 SPR 2012.

117. **School Meals Programme.** The school meals programme began in 1999 with 64 schools in one province; it peaked in 2011-2012 with 4,000 schools in 16 provinces. Since 2014, budget constraints reduced programme coverage to the Tonle Sap basin. WFP provides cash, take-home rations, and/or a daily hot breakfast to vulnerable, food insecure girls and boys in 2,281 primary schools (of which 783 offer pre-primary) in nine provinces.²⁸⁰ The USDA supports WFP activities in three of those provinces through the McGovern-Dole initiative. Per project design, volunteers (cooks, storekeepers) are provided with 15kg of rice per person on a monthly basis, a responsibility that WFP handed over to communities in 2014.

118. The food baskets for WFP-assisted pre-primary and primary schools are detailed in Annex 9, Table 18. Where primary schools offer a pre-primary programme, pre-primary students receive the breakfast as well. WFP states that pre-primary students received the same meal though portion sizes may be adjusted for younger children, which was verified by evaluation team observations.

119. The school meals programme includes school gardens, undertaken in partnership with FAO, KAPE and Plan International, which provide schools with vegetables seeds and materials as part of the life-skills curriculum.²⁸¹ Schools are required by the school meals programme to have vegetable gardens or produce contributed by the local community. In school years 2011-2012 and 2012-2013, 82 percent of WFP-assisted schools had gardens.²⁸² The evaluation team observed several school gardens and a few that provided basic vegetables for the school meal. Focus groups in Siem Reap said that some schools also sell their vegetables and use the money for school activities.

120. The District Office of Education is responsible for setting up school committees to oversee the school meals programme and work with WFP and stakeholders. The district school feeding committee coordinates and finds resources for the cooks and provides training with WFP on store management, cook orientation and food safety/hygiene. The commune council coordinates if the school needs any assistance with the school meals programme. Village chiefs work with the community to coordinate contributions to pay cooks, support school meals, and monitor emergent issues.

121. Cook support and kitchens. In 2015-2016, WFP ended its incentives for cooks and handed the responsibility over to communities as part of the move to a sustainable national model. Communities now provide food, cash, or both, according to what households are willing and able to contribute. Cash support to cooks varies between schools from 40,000 to 100,000 *riel* per month. Many schools told the evaluation team that families with children in school contribute most and mobilizing contributions from the broader community is difficult; WFP staff note that community members receive many requests to donate to activities. The evaluation team notes that this is a new system that encourages more involvement and greater responsibility by the community, and it will take time for community members to adjust. The difficulty of raising payment for cooks was the chief concern raised by school and commune officials. While this is a legitimate concern, the Provincial Office of Education staff told the evaluation team that, in fact, the majority of communities are able to raise adequate amounts. According to WFP staff, 50 schools currently face challenges

²⁸⁰ WFP. 2017. CP 200202 SPR 2016.

²⁸¹ WFP. CP 200202 SPRs 2011, 2012, 2013.

²⁸² WFP. 2013. CP 200202 SPR 2012.

retaining cooks – a small proportion of total schools. The evaluation team finds that the community contribution to cook’s incentives is an appropriate measure to help create ownership at community level. Commune councils can also allocate funds from their social services budget for cook payments and other support. This system is new and the approval process slow, and some commune councils have other spending priorities. However, school principals confirm they are receiving more government support for the school meals programme than previously, which the evaluation team finds a positive move toward national ownership and sustainability.

122. Home-Grown School Feeding. The HGSF pilot started with 59 schools in Siem Riep, Oddar Meanchey, Kampong Thom and Preah Vihear in the school year 2015-2016, increasing to 84 schools in the school year 2016-17 in the four provinces. The HGSF model sources local commodities to help transition the school meals programme to national ownership while providing a more varied school meal. Local suppliers deliver fresh commodities daily and non-perishable food monthly. HGSF is implemented jointly with The Ministry of Education, Youth and Sport, commune councils, NGOs and school authorities. Annex 9, Table 19 details the responsibilities of HGSF stakeholders. The evaluation team finds HGSF to be an impressive example of a locally appropriate and locally owned initiative that is feasible to implement, with significant potential to support the expansion of a nationally owned school feeding programme. The pilot was complemented in some areas by a partnership with the USAID Cambodia Helping Address Rural Vulnerabilities and Ecosystem Stability (HARVEST) initiative, which provided capacity development to farmer groups.²⁸³ The country office is mapping HARVEST and HGSF areas for potential synergies and is trying to link PALS farmers with HGSF, though it acknowledges that the scope of PALS is very small. WFP also began piloting a school lunch in three schools in Siem Reap in 2017 to support the Government of Cambodia’s move to full-day teaching.

123. Suppliers and producers. The evaluation team observed that WFP and The Ministry of Education, Youth and Sport have set up a sound tender process for HGSF suppliers. According to local officials, suppliers are selected based on bids submitted to a committee with school and commune representatives; WFP staff, district officials, and the Ministry of Agriculture participate as observers. Suppliers must meet specific criteria and have no conflicts of interest. On average, each commune awards one-year contracts to two to five suppliers.

124. The HGSF contract requires 70 percent local procurement. Suppliers in Kampong Thom told the evaluation team they buy from local producers but often go to middlemen or the provincial market to complete orders. Suppliers and commune council members confirm there is adequate local supply and that more farmers are growing vegetables to sell; none indicated that market prices have increased due to HGSF purchases. Most suppliers met by the evaluation team were businesspeople who see HGSF as an opportunity. Based on discussions with suppliers and WFP staff, the evaluation team finds that as HGSF expands, increased demand will provide an opportunity for more small farmers to increase their income. Some producers receive technical and marketing support from external agencies (e.g., IFAD, World Vision, ADRA, the Government of Cambodia’s DoA). The majority of schools find supplier timeliness and quality satisfactory. WFP and partners train suppliers on nutrition and food safety, but schools and suppliers voiced concern about monitoring food safety, in particular, how to check for pesticides on food from provincial markets. The country

²⁸³ WFP. 2015. CP 200202 SPR 2014.

office notes that, as of 2017, it has an emerging partnership with a private company, Sodexo, the school health department and the Ministry of Commerce, to explore food quality and safety standards, guidance and capacity development. WFP HGSF priorities for 2018 are food quality and safety, linking with development partners in agricultural production, and marketing knowledge for farmers in HGSF areas, all of which the evaluation team finds relevant to a scaled-up HGSF programme.

125. **Scholarships.** WFP scholarships in assisted schools are either take-home rations or cash. These are conditional transfers to girls and boys from vulnerable, food insecure families in grades four to six who have at least 80 percent attendance. Take-home rations were supported by USDA and non-USDA funds from 2011-2015, and in 2016-2017 were fully supported by USDA. During the country portfolio evaluation period, the take-home ration composition and size changed following adjustments (to the value of the scholarship) in the national scholarship programme and resource availability. There were three differences of rations over the period: USD 5 or 10kg rice from 2011–August 2015, USD 6 or 12kg rice from November 2015–August 2016, and USD 6 or 10kg rice plus one litre (0.91kg) of oil from November 2016 to present.

126. The District Office of Education supports the selection process for cash and food scholarships. NGO partners told the evaluation team that take-home rations are an effective incentive for parents to send children to school, especially girls. Parents told the evaluation team they appreciated take-home rations because it saved them 1000-2000 *riel* (USD 0.25-0.50) per day on rice, which they spent on food and on clothes for school. Evaluation team interviews indicate this income transfer is important to very poor families and highlights the social protection function of take-home rations.²⁸⁴ WFP plans to fully hand over the scholarship programme to the Government by 2019.

127. Cash scholarships were introduced in 2011 to improve attendance and decrease dropouts among vulnerable children. The scholarship provides the cash equivalent of 12 kg of rice (USD 6) per month.²⁸⁵ In 2015, the Government of Cambodia put cash scholarships in its social protection policy and with WFP support rolled out the programme nationally.²⁸⁶ Scholarships were provided in Kampong Thom, Kampong Speu, Pursat, Banteay Meanchey and Prey Veng in the school year 2015-2016.²⁸⁷ The Ministry of Education, Youth and Sport and partners agree that the scholarship achieves its stated objectives. In focus group discussions, parents said that the cash is used for school expenses, and a District Office of Education official confirmed that few households misuse it. A 2016 post-distribution monitoring assessment²⁸⁸ found that 86 percent of households used their entitlement as intended. The study also found that 88 percent of cash beneficiaries relied on less-preferred, cheaper food, but were able to avoid more severe coping strategies, as were take-home ration beneficiaries. Three education-centred NGO partners prefer the take-home rations because they say it is difficult to get families to spend on education. Yet the evaluation team finds that spending on non-education needs is not necessarily negative or a detriment to food security: multiple studies show that cash recipients spend the money rationally²⁸⁹ and may use the cash to increase household resilience.

²⁸⁴ Households in the lowest income quintile in rural Cambodia earned an average of USD 14 per month in 2015. Cambodia Socio-Economic Survey 2014, NIS, the Ministry of Planning, Phnom Penh, Cambodia and SIDA, October 2015.

²⁸⁵ WFP. 2011. CP 200202. Statement reflects CO comment that the correct figure is USD 6; it used to be USD 5 per school month.

²⁸⁶ WFP. 2015. CP 200202 SPR 2014.

²⁸⁷ WFP. 2016. Education factsheet.

²⁸⁸ WFP. 2016. PDM. WFP School Feeding and Scholarship Programme in Cambodia. SBK Research & Development.

²⁸⁹ See: Bastagli & al. 2016. Cash Transfers: What does the evidence say? Overseas Development Institute.

128. In 2013, a private sector partnership with Angkor Microheranhvatho Kampuchea (AMK Microfinance institution since 2016) enabled scholarship beneficiaries to access banking services for the first time.²⁹⁰ District Office of Education staff told the evaluation team the main challenge was that setting up the accounts took time, as parents were busy, and the required identification documents are often a challenge for rural, poor households.

Programme Outputs

129. **Beneficiaries.** WFP reached 68 percent of planned education beneficiaries across activities (school meals programme, take-home ration, cash scholarships, see Table 7), reflecting resource constraints that forced the reduction in beneficiary targets throughout the country programme.

Table 7: Planned and actual beneficiaries of the education component, CP 200202

Beneficiary category	Planned (P)			Actual (A)			% A vs. P
	Male	Female	Total	Male	Female	Total	Total
SMP	1,449,964	1,393,102	2,843,066	1,129,586	1,078,152	2,207,738	77.7 %
THR	433,795	358,981	792,776	146,490	171,200	317,690	40.1 %
Cash beneficiaries	242,474	242,474	484,948	131,246	146,114	277,360	57.2 %
Total	2,126,233	1,994,557	4,120,790	1,407,322	1,395,466	2,802,788	68 %

Source: WFP. CP 200202. SPRs 2011-2016.

130. **Modalities and Commodities.** Table 8 shows total commodity distribution for the school meals programme. WFP distributed 47.3 percent of planned commodities and 88 percent of planned cash scholarship funds.

²⁹⁰ WFP. 2016. Cash Transfers factsheet.

Table 8: Total commodity distribution, education component, CP 200202, 2011-2016

Commodity (mt)	Planned (P)	Actual (A)	% A vs. P
School feeding (SMP)			
Canned fish	4,851	2,573	53 %
Iodised salt	949	446	47 %
Pasta	373	-	0.0 %
Rice	93,231	43,057	46.2 %
Split peas	4,643	2,656	57.2 %
Vegetable oil	1,581	1,270	80.3 %
TOTAL	105,628	50,002	47.3 %
Cash scholarship			
Cash (USD)	3,331,920	2,932,900	88 %

Source: WFP. CP 200202. SPRs 2011-2016.

131. Delays in implementation and resourcing constraints led to fewer children receiving cash stipends and take-home ration than planned (40.1 percent). The delay was due in part to the expansion to new areas, the handover of food scholarship programmes to the Ministry of Education, Youth and Sport in two provinces, and the time needed to design the delivery process for cash scholarships.²⁹¹ A major trend observed for the scholarship programme is use of the cash modality (88 percent cash versus 47.3 percent food).

132. WFP also supports schools in the renovation/construction of infrastructure,²⁹² and distributes equipment, such as fuel-efficient stoves to reduce cooking time and environmental impact. The evaluation team observed several partnerships that reinforced the school meals programme's nutrition objectives, including handwashing stations (World Vision), solar pumps and water tanks (UNICEF), and soap and toothpaste/toothbrushes (GIZ). The majority of schools visited by the evaluation team have facilities that foster an environment conducive to good hygiene, quality school meals and improved learning.

133. **Storage, Distribution and Commodity Use.** A recent assessment of 120 distribution points (DPs)²⁹³ found that 56 percent of beneficiary households knew the process for determining food versus cash benefits. It confirmed beneficiaries were satisfied with their type of entitlement. All distribution points are less than one hour from homes, waiting times at distribution points are one to two hours, and locations are considered safe by both women and men. The assessment also found that women family members play an important decision-making role in how the entitlement is used.

134. **Rice Fortification.** Following the impact study on the rice fortification initiative, in 2016 WFP introduced fortified rice in 600 school meals programmes in three provinces, benefiting 145,500 school meals programme students and 14,500 students and their families receiving food scholarships.²⁹⁴ The micronutrient level in a 100g serving of fortified rice is shown in Annex 9, Table 20. The evaluation team observed that the rice was good quality and well accepted; however, a number of beneficiaries, storekeepers and teachers complained that some rice "smelled bad" and had to be washed several times before cooking. WFP notes that Cambodians are very sensitive to rice quality, and United States-sourced rice has a different smell, taste and texture, which may account for some of these comments. WFP acceptability studies in 2015-

²⁹¹ WFP. 2013. CP 200202 SPR 2012.

²⁹² WFP. CP 200202 SPRs 2014-2016.

²⁹³ WFP. 2016. Post-distribution Monitoring for WFP's School Feeding and Scholarship Program in Cambodia.

²⁹⁴ WFP. 2017. CP 200202 SPR 2016.

2016 did not find any issues relating to the smell of the rice. Government stakeholders confirmed the importance of fortification to improving nutrition.

135. World Education, a country office partner, began an initiative in 2016 to improve reading skills in grades 1-3 in school meals programme schools, in line with the Ministry of Education, Youth and Sport strategy of education for all and improving reading. The initiative leverages school meals programme support to address education quality. World Vision will join the initiative in 2017. The evaluation team finds that the initiative addresses a critical need and, if successful, will complement the school meals programme's contribution to improved learning. The Provincial Office of Education, Youth and Sport administers the programme, which is expected to build its leadership and ownership of the activity.

Programme Outcomes

136. Outcome targets under WFP Strategic Plans 2008-2013 and 2014-2017 are almost all met and exceeded. Retention of boys and girls in WFP-supported schools increased from 85 at baseline in 2014 to 96.1 percent and 97.1 percent, respectively, by 2016. Although reported only from 2011-2013, the overall promotion rate (2013: 87.98 percent) and the promotion rate for girls (2013: 88.18 percent) exceeded baseline values (overall: 86.18 percent, girls: 88.03 percent). Only in one year, 2013, did the dropout rate (overall: 7.5 percent, girls: 7.81 percent) fall below baseline value (2011: overall: 7.45 percent, girls: 7.25).²⁹⁵ Retention of girls was 97 percent in 2016 and 96 percent for boys against the 2014 baseline values for boys (85 percent) and girls (88 percent).

Assessment

137. **Relevance.** The school meals programme is relevant as it enhances dietary diversity and reduces illness in children, particularly girls, from poor households,²⁹⁶ and is an incentive for vulnerable families to send children to school; parents told the evaluation team that their children are eager to get to school to eat breakfast. Key informants said the school meals programme provided a more nutritious breakfast than many children would receive at home. Children help the meal distribution, which the evaluation team considers positive reinforcement of the importance of the meal and its connection to education. In HGSF schools, students stated they like the meal variety.

138. **Effectiveness.** Available data show that the school meals programme has been largely effective, especially in terms of number of children reached, retention rates and gender parity. Health/nutrition/hygiene education activities show positive achievement but environmental activities, including providing latrines and stoves, are only moderately effective, due to limited funding for complementary activities. The data suggest that the country office has been moderately effective reaching cash beneficiaries, again due to funding constraints, with the exception of 2016, where it exceeded target. Since WFP considers the HGSF programme to be a cash transfer, the increase in HGSF beneficiaries contributes to the increase in cash beneficiaries. Targets for technical assistance and training projects for Government of Cambodia staff were achieved (100 percent), an important step in the school meals programme

²⁹⁵ WFP. CP 200202 SPRs 2011-2016.

²⁹⁶ WFP. 2010. WFP Cambodia School Feeding 2000-2010: A Mixed Method Impact Evaluation. November 2010.

transition, with 98 percent of women staff members and three-quarters of men staff members reached.²⁹⁷

139. The school feeding programme is acknowledged as an effective social safety net. Beneficiary interviews show that school feeding and scholarships allow families to use their resources for education and food needs, and to avoid negative coping strategies. The HGSF approach is well accepted by schools and parents, who told the evaluation team that they trust the quality and safety of the food because it is from farmers they know. However, school officials and parent focus group discussions acknowledged that the school meals programme is not sufficient to reduce the need for the poorest families to take their children out of school for months when they migrate seasonally for work. Children who are absent for more than one month must repeat their grade, and repeated absences often lead to eventual dropout. The effectiveness of the school feeding programme suffered somewhat from continual funding constraints that forced WFP to reduce the scope of school feeding interventions yearly.

140. Another measure of school meals programme effectiveness is improved literacy from 2013-2015 due to reduced hunger and increased attentiveness and attendance at USDA-assisted schools, though goals were still unmet in several other areas. An independent impact evaluation of the school feeding programme in 2010 found that both school meals and scholarships positively affected enrolment, attendance and dropouts, while school meals had a higher impact on health and nutrition.²⁹⁸ In evaluation team interviews, parents, teachers and NGO partners confirmed that school meals and scholarships increase attendance and reduce dropouts for most children. Indeed, the Provincial Office of Education in Kampong Speu said dropouts increased in 2015 when WFP temporarily stopped scholarships, and decreased when they resumed. The 2010 impact evaluation encouraged the country office to consider using the school meals programme to address micronutrient deficiencies, expand the scholarship component and further engage in efforts to develop national capacity and sustainable school feeding models.²⁹⁹ These findings were taken into consideration for the country programme design.

141. The country office has drafted and used an appropriate and comprehensive set of standard operating procedures (SOPs) to guide implementation. SOPs are available for all education activities and the food distribution process.

142. **Efficiency.** Responsibility for scholarship programme implementation was gradually handed over to the Ministry of Education, Youth and Sport, which helped WFP mitigate some of the adverse effects of funding constraints. Cost-benefit analysis (Annex 14) shows that cash is a more efficient option than in-kind take-home rations, which confirms cash as a suitable transfer modality for Government. WFP states that the scholarship delivery system developed with the private sector is “the first of its kind for cash-based social protection programmes in Cambodia”³⁰⁰ and that WFP experience with AMK was useful to UNICEF and CARD, who were partnering on a cash-based intervention at that time.

143. **Sustainability.** With the endorsement of the School Feeding Road Map by The Ministry of Education, Youth and Sport in 2015, progress toward handover of the school feeding programme has improved. The handover by WFP has focused on the

²⁹⁷ WFP. CP 200202 SPRs 2014-2016.

²⁹⁸ WFP. 2010. WFP Cambodia School Feeding 2000-2010: A Mixed Method Impact Evaluation. November 2010.

²⁹⁹ WFP. 2012. CP 200202 SPR 2011.

³⁰⁰ WFP. 2014. CP 200202 SPR 2013.

scholarships, and consultations are underway to transition the remaining take-home rations and cash scholarship programmes to the Government by 2019-2020. WFP staff told the evaluation team that the Government of Cambodia will be able to take over the scholarship programme fully by 2021 and provide increased support to HGSP. However, the evaluation team notes that the cash scholarship programme receives significant external funding and will require greater government financial support to be sustainable.

144. Key supports to schools are the development of sustainable systems and the building of local capacities. Capacity building and transfer of ownership were achieved through handing over significant responsibilities to the Ministry of Education, Youth and Sport in various school feeding pilots. The establishment of the Ministry of Education, Youth and Sport's school feeding task force, central project coordination committee and sub-national school feeding committees enhanced planning, implementation, coordination and monitoring. This has contributed to increased ownership by Government at national and sub-national levels.³⁰¹ However, the Ministry of Education, Youth and Sport told the evaluation team that the rapid pace of the WFP shift from implementation to technical support is a challenge. The Ministry of Education, Youth and Sport feels that WFP is an important facilitator of government-NGO relationships, and expressed concern about the capacity of the Government to coordinate work with a number of NGOs at the same time.

145. The evaluation team found that all provincial and district offices of education officials are aware of the plans and timeline to transition the school meals programme to government, which shows effective communication by the Ministry of Education, Youth and Sport and WFP. Local education staff expressed concern to the evaluation team about their capacity to assume full responsibility for the school meals programme, given their current workload and resources. The evaluation team found that knowledge of school meals programme performance varies widely among provincial and district offices of education staff, indicating a lack of capacity and/or ownership in some districts. Education staff stated they need capacity building on record keeping, reporting and communication.

146. Schools and commune council members voiced confidence that they could run the school meals programme after WFP exits, as long as schools continue to receive food. The evaluation team agrees with stakeholders that the most important elements of a well-run school meals programme are well-functioning school meal committees and commune councils, and if council members effectively communicate the importance of the school meals programme to the community, people will contribute. The evaluation team also finds the successful introduction of HGSP an important contribution to a sustainable model for locally sourced and locally managed school meals that has community buy-in. However, women appear to play a largely supportive role, mainly as cooks. The participation of women in focus group discussions was limited, and their participation in school committees has been modest.

147. NGO partners told the evaluation team that, because the school meals programme provided training to school officials, parents and teachers, people would have the capacity to continue the programme on their own when WFP phases out. The evaluation team observed that the school meals programme is well organized and

³⁰¹ WFP. 2013. CP 200202 SPR 2012.

running smoothly at schools and that, with food, schools appear able to operate the programme without significant external support or supervision.

Nutrition (SO4)

Programme Overview

148. WFP nutrition programming was small-scale and prioritized food assistance models that promoted improved nutrition outcomes and strengthened the evidence base for informing national policy.

149. **Community-based Management of Acute Malnutrition (CMAM).** This activity addressed undernutrition among mothers and children under 5 through comprehensive nutrition services in health centres and communities. Implemented by the Provincial Health Department through 15 health centres in two provinces from 2010-2014, it was the continuation of a three-year MDG-funded “Joint Programme for Children, Food Security and Nutrition in Cambodia.”^{302,303} Site selection criteria included proximity to the capital (to facilitate monitoring), and interest and collaboration of local authorities.

150. **Mother and Child Health and Nutrition (MCHN).** This activity aimed to prevent chronic undernutrition during the first 1,000 days of life through community-based nutrition interventions, including supplementary feeding for pregnant and lactating women and children under 2. The activity targeted provinces with a stunting rate higher than the national average (39.9 percent per the *2010 Cambodia Demographic and Health Survey*), and within these provinces, prioritised communes and health centre catchment areas with a high proportion of IDPoor households. The MCHN activity was phased out in 2014 due to funding constraints and low capacity at health centres. A further constraint was that the Ministry of Health prioritised treatment of severe acute malnutrition and had limited capacity to address moderate acute malnutrition, though it is more widespread. The result is a gap in moderate acute malnutrition treatment. WFP staff regard moderate acute malnutrition treatment as a critical unmet need. The country office and partners have discussed potential new approaches to address the gap through therapeutic and social welfare mechanisms, but lack the technical and financial resources to take this further.

151. In 2014, the country office also partnered on the development of a locally produced ready-to-use supplementary food (RUSF) for stunting prevention. The “Specialized Nutritious Product” pilot was a joint activity among WFP, the National Nutrition Programme, UNICEF, IRD and the Ministry of Agriculture, Forestry and Fisheries.³⁰⁴ However, in 2015 WFP food technology and food safety experts concluded that the product had unacceptably high bacterial counts and was unfit for human consumption.³⁰⁵ WFP left the partnership in April 2015. Other partners continued the activity and developed a fish-paste-based supplement that has been tested for acceptability and effectiveness.

152. **People Living with HIV/AIDS /Orphans and Vulnerable Children.** WFP used direct food transfers to improve the food security of HIV-affected

³⁰² WFP. 2011. Country Programme. Cambodia 200202 (2011-2016).

³⁰³ WFP. 2015. CP 200202 SPR 2014.

³⁰⁴ LoA for the development of local SNP, for the treatment and the prevention of undernutrition in Cambodia.

³⁰⁵ WFP. 2015. Technical support: LNS development in Cambodia. Mission Key Findings.

households and orphans and vulnerable children from 2004-2012.^{306,307} In late 2012, the country office identified a need for nutrition education for patients and shifted to capacity building of the Government of Cambodia and NGOs in comprehensive nutritional assessment, education and counselling within national care and treatment programmes.³⁰⁸ WFP trained master trainers in Government and NGOs, using the GFTK. The evaluation team finds that the country office effectively leveraged limited resources by adapting the existing toolkit to build local capacity and improve the health of patients. The country office continues to work with the National Maternal and Child Health Centre to launch the toolkit website.

Programme Outputs

153. **Beneficiaries.** The nutrition component reached 92.4 percent of planned beneficiaries (Table 9). Following a comprehensive review of the sustainability, affordability, and acceptability of food under the MCHN and CMAM programmes, the activities were discontinued in mid-2014.³⁰⁹

Table 9: Planned and actual beneficiaries, nutrition component, CP 200202, 2011-2014

Beneficiary category	Planned (P)			Actual (A)			% A vs. P
	Male	Female	Total	Male	Female	Total	Total
Children 24-59 (CMAM)	224	236	460	153	161	314	68.3 %
Children 6-23 (MCHN)	42,007	42,007	84,014	39,468	39,412	78,880	93.9 %
PLW (MCHN)	-	39,068	39,068	-	37,471	37,471	95.9 %
HIV/AIDS	64,005	64,005	128,010	50,729	65,043	115,772	90.4 %
Total	106,236	145,316	251,552	90,350	142,087	232,437	92.4 %

Source: WFP. CP 200202. SPRs 2011-2014.

154. **Modalities and Commodities.** The food basket includes corn-soya blend (CSB), rice and vegetable oil and follows MCHN guidelines developed by the country office in 2013. The amounts and nutritive value of the basket are in Annex 9, Table 21. WFP distributed 81.7 percent of overall planned commodities for the nutrition component. (Table 10). Under CMAM, children under 5 received a monthly take-home ration of Supercereal Plus. The MCHN programme gave children under 2 a monthly take-home ration of Supercereal Plus, while pregnant and lactating women received Supercereal, sugar and vitamin-enriched vegetable oil. People living with HIV/AIDS received a household rice ration (25g/person/day).³¹⁰ Chronically ill patients received rice, distributed first in villages and then in hospitals. WFP also trained health centre staff and village health support groups to screen for malnourished children.

Table 10: Commodities distributed, CP 200202 (2011-2014) Nutrition component, actual vs planned

Commodity (mt)	Planned (P)	Actual (A)	% A vs. P
<i>Food</i>			
Corn-soya blend (CSB)	5,076	3,716	73.2 %
Rice	4,770	4,614	96.7 %
Sugar	636	262	41.2 %
Vegetable oil	254	177	69.7 %
Total	10,736	8,769	81.7 %

Source: WFP. CP 200202. SPRs 2011-2014.

³⁰⁶ WFP. 2004. Cambodia PRRO 10305.0; WFP. 2007. Cambodia PRRO 10305.1.

³⁰⁷ Tuberculosis patients were not explicitly targeted but were included in the HIV/chronic illness category.

³⁰⁸ WFP. 2011. Country Programme. Cambodia 200202 (2011-2016).

³⁰⁹ WFP. 2015. CP 200202 SPR 2014.

³¹⁰ WFP. 2012. CP 200202 SPR 2011.

155. **Distribution.** Monthly food distributions were carried out by partners or the Ministry of Health in health centres or community centres. Nutrition education sessions were held prior to distribution.³¹¹ Interviews confirm that the food was accepted by beneficiaries. The country office informed the evaluation team of a few distribution problems of commodities for nutrition: 2013 saw a commodity loss due to an incorrect expiry date (see paragraph 94), and the country office destroyed 7mt of vitamin kernels intended for a trial of fortified blended food that expired due to late government clearance for the trial.³¹²

Programme Outcomes

156. Little outcome data for nutrition are available due to several factors. From 2011-2014, the re-design of MCHN activities took longer than anticipated, resulting in no reported outcome data. The monitoring and evaluation system was also under re-design in 2012.³¹³ With the cessation of direct implementation in 2014, no outcome data was reported for 2015-2016. Nevertheless, standard project report 2014 reports that MCHN had 100 percent coverage in its final six months and CMAM coverage increased from 2011-2014 but was still low due to lack of capacity at rural health centres.

157. WFP Cambodia has provided support to the Government of Cambodia to establish appropriate nutrition action plans, though no corporate guidance existed in 2015 to measure progress towards a nutrition-specific national capacity index (NCI). Instead, WFP collaborated in the documentation of Cambodia's progress against the SUN measure of institutional transformation in 2015-2016. In this regard, Cambodia scored on average 50 percent in 2016, an improvement over 41.5 percent in 2015.

Assessment

158. **Relevance.** The MCHN programme aligned with Pillar 3 of the *WFP 2012 Nutrition Policy*, and with the Government of Cambodia's *National Nutrition Strategy (2009-2015)* and its *National Social Protection Strategy (2001-2015)*.³¹⁴ HIV activities were relevant to CMDGs 4 and 5.³¹⁵ Evaluation team interviews with government counterparts confirm the importance of WFP contributions, particularly in reducing malnutrition. The evaluation team agrees that efforts to find a solution to moderate acute malnutrition treatment remain relevant, given the scale of the problem in Cambodia, and that country office support to research and training around nutrition, diet and behaviour is a relevant contribution to improved nutrition knowledge and programming.

159. **Effectiveness.** Evaluation team interviews confirm that the HIV programme motivated patients to seek treatment, helped improve livelihoods, and decreased discrimination. Interviews with government counterparts show that the WFP phase-out of the programme has raised concern amongst stakeholders, such as the Government of Cambodia, as it has left a gap in the treatment of moderate acute malnutrition.

160. Nutrition activities were highly effective in the years they were operational (2008-2013). Targets for assistance to antiretroviral patients were largely achieved

³¹¹ WFP. 2013. MCHN (Maternal and Child Health and Nutrition) Guidelines.

³¹² WFP. 2014. CP 200202 SPR 2013.

³¹³ WFP. CP 200202 SPRs 2011-2014.

³¹⁴ WFP. 2013. MCHN (Maternal and Child Health and Nutrition) Guidelines.

³¹⁵ WFP. 2012. CP 200202 SPR 2011.

(83.4 percent of beneficiaries in 2011) or exceeded (121.6 percent of target in 2012) (see Annex 13 for detailed nutrition outcome data). Targets were largely achieved for food assistance to orphans and vulnerable children (81.1 percent in 2011; 82.1 percent in 2012). Stunting targets for nutrition content and ration distribution were fully achieved in 2012 and 2013. Targets for the number of beneficiaries and caregivers targeted who received messages/training on health and nutrition were exceeded in 2012 (102.4 percent) and nearly achieved in 2013 (93.9 percent). The country office reached over two-thirds (71.7 percent) of the target for number of health workers on food distribution modalities. Targets for training on gender-sensitive provision of food were achieved in 2013 but not in 2012. The nutrition activity outputs and outcomes reported under the 2014-2017 strategic plan are for 2014 only. Achievement was low on reaching caregivers with key messages (26.8 percent) and on nutrition messaging for women (45.4 percent of plan). In 2014, the nutrition activity achieved 100 percent programme coverage against a target of >70 percent, after which the nutrition activity ceased. Interviews with government counterparts and stakeholders show that they would welcome continued WFP support in the nutrition sector.

161. **Efficiency.** Given the programme's discontinuance in 2014 and incomplete output data, the scope to comment on efficiency is limited. Interviews with country office staff and partners reveal limited knowledge of programme characteristics. The current support to research and knowledge around nutrition represents an efficient use of the country office's very limited resources to stay engaged as a key player in nutrition, though the country office acknowledges that some research efforts did not yield the expected results; a collaboration with PATH to analyse data on trends and key determinants of malnutrition in Cambodia encountered data analysis challenges and did not produce a useful analysis. For MCHN activities, the targeting methods and involvement of the community were standard and efficient ways to focus and expand limited resources by drawing on local involvement, including the training of local health volunteers.

162. **Sustainability.** Interviews with WFP staff confirm that funding was a significant challenge to the sustainability of the nutrition programme. Ministry of Health counterparts confirm that they would appreciate WFP financial and technical assistance to address moderate acute malnutrition through infant and young child counselling and supplementary feeding. Since the Ministry of Health has no budget allocation for such activities, it sees a need for ongoing WFP financial support before moderate acute malnutrition treatment can become sustainable. Sustainability of such activities would also hinge on the Government of Cambodia making a commitment to prioritize and fund moderate acute malnutrition treatment over the long run.

Productive Assets and Livelihoods Supports (PALS) (SO3)

Programme Overview

163. Since the mid-1990s, WFP and the Government of Cambodia have implemented the food assistance for assets (FFA) programme with the dual objective of providing employment opportunities to poor, food insecure households and alleviating short-term hunger during the yearly lean season, while creating or rehabilitating community assets. Types of assets include all-weather tertiary roads, irrigation schemes, such as dams, canals and dykes, and community ponds, which act as water reservoirs as well as fishing grounds.

164. The first food assistance for assets work season under the country programme was planned to begin in 2012.³¹⁶ However, the design phase in 2012 took longer than anticipated and, as a result, no beneficiaries were reached in 2012 and 2013.³¹⁷ By design, food assistance for assets participants received a smaller household ration of rice compared to the unskilled agricultural wage rate to avoid competing with other employment opportunities. In response to the increasing unskilled agricultural wage rate, food assistance for assets wage rates were revised in 2015. The food entitlement for beneficiaries under food assistance for assets per country programme design is presented in Annex 9, Table 22. In parallel to food assistance for assets interventions, WFP also targeted households unable to participate in labour-intensive activities with general food distribution.

165. Introduction of Cash Transfers. The cash pilot under food assistance for assets was launched in 2013 in Siem Reap province.³¹⁸ It was initiated after a WFP review recommended improving beneficiary targeting and adapting operational modalities to increase participation of the poorest.³¹⁹ Similar to the general food distribution modality, the cash-for-community-activities (CFCA) initiative was created to include households/beneficiaries unable to participate in food assistance for assets. CFCA cash amounts were also calculated based on beneficiaries' household characteristics, and beneficiaries received the same amount as food assistance for assets beneficiaries. Cash entitlements were transferred biweekly via mobile banking into individual bank accounts set up by a microfinance institution for this purpose.³²⁰ Sustainability and capacity building were key considerations in the design of the cash pilot under PALS, which was implemented through local authorities and fully integrated into sub-national governance systems and procedures. The same year, in light of reducing cash resources, the country office decided to suspend cash and CFCA activities, and instead focus on food assistance for assets under PALS through food transfers.³²¹

166. Food assistance for assets target communes were selected in consultation with the Ministry of Rural Development, PDRD and NCDD.³²² Target areas for the livelihoods component were selected based on a scoring system reflecting poverty rates and the amount of cultivated rice destroyed by floods in 2012. As for beneficiary selection, top priority was given to IDPoor I and II households. Non-IDPoor households were eligible for food assistance for assets if there was a lack of project participants. At community level, target beneficiaries were selected through a participatory self-selection process in consultation with eligible beneficiaries via all-village public meetings. The cash pilot was exclusively targeted to IDPoor households.³²³ As of 2016, PALS supports 294 villages in six provinces.³²⁴

167. From food assistance for assets to PALS. In order to better support Objective 3 of the NSPS, and to meet its dual objective at beneficiary and systems

³¹⁶ WFP. 2012. CP 200202 SPR 2011.

³¹⁷ WFP. 2013. CP 200202 SPR 2012; WFP. 2014. CP 200202 SPR 2013.

³¹⁸ WFP. 2014. CP 200202 SPR 2012.

³¹⁹ WFP. 2013. PALS Programme. Pilot Evaluation.

³²⁰ WFP. 2015. CP 200202 SPR 2014; WFP. 2014. CP 200202 SPR 2012.

³²¹ WFP. 2014. CP 200202 SPR 2013.

³²² WFP. 2015. PALS programme. Overview/features and key achievements of the 2014 pilot.

³²³ WFP. 2015. CP 200202 SPR 2014; WFP. 2013. PALS Programme. Pilot Evaluation.

³²⁴ WFP. 2017. CP 200202 SPR 2016.

level,³²⁵ the pre-2012 food assistance for assets programme was redesigned into the PALS programme starting in 2012. The intent was to craft food assistance for assets into a context-appropriate programme that was: better targeted to reflect the rapidly changing development context in Cambodia; more inclusive of vulnerable households; more sustainable through new institutional arrangements and modalities; and a programme with a stronger social protection focus and more predictable and sustained engagement in the selected geographic areas. The country office implemented a two-phased PALS pilot in Siem Reap Province in 2013-2014, while food/cash-for-work projects were continued in six provinces.³²⁶ From 2015 onwards, PALS replaced the pre-2012 food assistance for assets model in all sites.

168. PALS provides beneficiaries the opportunity to construct or rehabilitate specific assets in order to contribute to improved livelihoods, disaster reduction, mitigation, natural resources management, and climate change adaptation. The PALS programme seeks to contribute to improving beneficiaries' agricultural productivity, access to markets and social infrastructures and – over the longer term – aims to improve resilience capacity at household and community level.³²⁷ Key elements of the PALS are: lighter works (cash-for-community-activities); better alignment with local planning processes (all identified projects were included in the commune investment programme and district integration workshop); better alignment with government mandated roles of local stakeholders; and child-care activities (child-care services at the PALS-CFW site were put in place to encourage parents with children to participate, but only one site managed to achieve this).³²⁸

169. **Shift from Government to NGO Project Implementation.** Since 2016, WFP has diversified its livelihoods programme portfolio through partnerships with Mlup Baitong (national NGO), ACF, World Vision International, Life with Dignity, Good Neighbours Cambodia, and GIZ. Due to resource constraints, WFP prioritized support to resilience projects implemented by cooperating partners.

170. The country office's expertise in food assistance for assets work under the PALS programme added a technical value to partners' existing community development programmes by accelerating livelihood opportunities for poor rural communities.³²⁹ This shift from large-scale government to focused NGO project implementation is mainly driven by WFP resource constraints and local government capacity limitations. Under decentralization and deconcentration, project management and administrative roles were handed over to commune technical support offices. However, WFP monitoring found that the commune technical support offices have low capacity for this role. Similar findings were observed for project management committees and site supervisors.³³⁰

Programme Outputs

171. **Beneficiaries.** The number of beneficiaries was planned based on allocated metric tons of rice from total resources available to the country office; the planning

³²⁵ - 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. WFP Country Programme 2011-2016.

³²⁶ WFP. 2015. PALS. Overview/features and key achievements of the 2014 pilot.

³²⁷ WFP. 2016. Productive Assets and Livelihoods Support factsheet.

³²⁸ PALS site not named in CO documentation.

³²⁹ WFP. 2017. CP 200202 SPR 2016.

³³⁰ WFP. 2014. PALS Pilot Phase 2. (Innovation table and feedback matrix).

process was mainly based on available resources, not on needs.³³¹ As a general trend, the PALS activity reached fewer beneficiaries than planned (see Table 11), due to resource constraints and a high level of labour migration in project areas, particularly near the Thailand border.³³² This contributed to a general perception of underachievement, when in fact the country office was operating within its annual resource availability. The under-achievement of the food assistance for assets cash pilot in reaching planned participants was also due to strict targeting criteria that allowed only one person per household to participate; competition from development actors offering higher cash wages; and an increase in internal and international labour migration.³³³ Due to resource constraints, the cash programme was suspended in 2015 and 2016.³³⁴

Table 11: Planned and actual beneficiaries, PALS component (CP 200202, 2011-2016)

Beneficiary category	Planned (P)			Actual (A)			% A vs. P
	Male	Female	Total	Male	Female	Total	Total
Cash and voucher	36,563	36,565	73,128	7,109	7,111	14,220	19.4 %
Food assistance for assets	253,847	253,844	507,690	159,959	159,956	319,915	63 %
GFD and TFDA ¹	51,444	51,447	102,890	-	-	-	-
Food assistance for training	96	384	480	3,593	11,378	14,971	3,119 %
Total	341,950	342,240	684,188	170,661	178,445	349,106	51 %

¹ General food distribution and targeted food distribution assistance

Source: WFP. CP 200202. SPRs 2011-2016.

172. The participation of women in food assistance for training activities was high in 2016 (76 percent), due to many men migrating elsewhere in search of labour opportunities. Nevertheless, women's participation in food assistance for assets committees was low due to high illiteracy rates, unease with leadership roles and heavy domestic workloads. These committees are usually chaired by the village chief, who in WFP target areas was almost exclusively a man.³³⁵

173. WFP recognized that women face additional barriers in accessing income-generating opportunities. Ahead of the lean season, women tend to stay at home or find low-paying jobs close to their families, while men often temporarily migrate for work. PALS was thus 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 options, particularly for individuals unable to migrate outside the community to seek work, such as women, landless persons, elder people and persons with disabilities. More women than men chose to take part in food assistance for assets activities, as they were perceived to be safer and closer to home, which allowed them to look after their households or children while working.

174. **Commodities Distribution and Use.** Between 2011-2016, the country programme distributed 56.7 percent of the planned tonnage of rice under food assistance for assets (10,388mt actual/18,326mt planned), and 24.6 percent of the cash amount planned (USD 269,560 actual/USD 1,096,874 planned).³³⁶ The main

³³¹ CO Email communication with the ET, 20 October 2017.

³³² WFP. 2013. CP 200202 SPR 2012. Confirmed in interview with CO, 7 July 2017.

³³³ WFP. 2015. CP 200202 SPR 2014.

³³⁴ WFP. 2015. CP 200202 SPR 2014.

³³⁵ WFP. 2013. CP 200202 SPR 2012.

³³⁶ Source: WFP. CP 200202. SPRs 2011-2016.

reasons for the low achievement were resource constraints and the high rate of migration. Additional factors included: overlapping project implementation with the Asian Development Bank (cash for work) in Prey Veng and Svay Rieng; landowners not agreeing to contribute land for excavation and construction; and hard soil during dry season. The lack of commitment from commune councils prioritizing other work and “political work” was also reported as a challenge.³³⁷

175. Food and cash were both distributed by cooperating partners. Food was distributed twice: after 20 percent completion of the project, and after project completion. Interviews with cooperating partners and beneficiaries confirmed that distribution went smoothly and followed guidance provided by the country office (see paragraph 177).³³⁸ The evaluation team found no issues regarding commodity distribution. According to interviews with beneficiaries, food assistance for assets project committees and WFP staff, beneficiaries complained that the rice was smelly. The evaluation team found this to be due to the quality of rice provided to WFP by the Government of Cambodia; while fit for consumption, it was not a preferred variety (this issue was also raised in relation to the school meals programme; see paragraph 134). No post-delivery losses were recorded. Warehousing and delivery were done using WFP warehouse infrastructure and transport contracts. The cash distribution schedule for food assistance for assets varied across projects according to the construction period agreed with the communities.³³⁹

176. Beneficiary interviews corroborate the PALS report,³⁴⁰ that distributed food is shared mainly within households and to a lesser extent with relatives and neighbours; it is only rarely resold. As for cash distributed, on payment day, beneficiaries withdrew all cash earned, leaving nothing in their AMK account. Cash was mainly used to pay debt and buy food, followed by schooling fees and health care.³⁴¹

177. **Assets Built.** As reported in the standard project report 2016, assets were created and rehabilitated in 56 food-insecure communes in 18 districts across 6 provinces. The updated 2017 food assistance for assets guidelines the country office provided to cooperating partners align with the WFP 2016 food assistance for assets manual, as do the types of interventions implemented.³⁴² Annex 9,

178. Table 23 describes assets completed from 2012-2016. In general, work opportunities were planned in food security lean seasons, which is in line with food assistance for assets guidance. Nevertheless, timing of food assistance for assets interventions varied from one community to another, due to community-specific context regarding labour capacity, food shortage period, as well as the need to align with the project cycles of implementing partners. Interviews and direct observation show that food assistance for assets activities were conducted at the right time to meet income and the food needs of food insecure populations in project areas. Migration timing was not a consideration in determining timing of activities. Migration was a key element of understanding feasibility of food assistance for assets activities, in terms of understanding labour availability and motivation to participate.³⁴³

³³⁷ WFP. 2015. Annual Sector Report: PALS. October 2013 – August 2014.

³³⁸ WFP. 2017. Guidelines for Food-for-Assets Projects (FFA). Cambodia. Updated February 2017.

³³⁹ WFP. 2015. Annual Sector Report: PALS. October 2013 – August 2014.

³⁴⁰ WFP. 2015. Annual Sector Report: PALS. October 2013 – August 2014.

³⁴¹ WFP. 2013. PALS. Cash pilot evaluation; WFP. 2015. Annual Sector Report: PALS. October 2013-August 2014.

³⁴² WFP. 2016. Food Assistance for Assets for Zero Hunger and Resilient Livelihoods: A Programme Guidance Manual.

³⁴³ CO email communication with the ET, 20 October 2017.

179. **Food for Training.** This activity exceeded beneficiary targets: 14,971 actual/10,816 planned, or 138 percent. This reflects the WFP strategic shift from medium-scale public works to activities combining asset building with training on productive themes (see also paragraph 171).³⁴⁴

Programme Outcomes

180. PALS activities contribute to two SO3 outcomes: 1) enhancing livelihood opportunities through assets rehabilitation or construction, and 2) stabilise food consumption pattern through food or cash transfers. Outcome data were not reported in 2011 and 2012 as the PALS programme was under re-design at that time. Interviews with beneficiaries and review of SO3 outputs results show that the assets created constitute a meaningful improvement in household and community livelihood assets, and road assets that facilitate access to basic services and markets.

181. Outcome data show that PALS activities contributed to reaching and exceeding the target Community Asset Score (CAS).³⁴⁵ The Community Asset Score improved considerably between 2014 (68.4 percent) and 2016 (87.1 percent) against its target value (80 percent). The percentage of households with Reduced/Stabilized Coping Strategy Index (rCSI) also shows improvement (80 percent) as of 2015, though does not meet the target (100 percent). Only one measurement of coping strategies was possible in 2016 which did not allow for the calculation of change captured by the rCSI. However, the average Coping Strategy Index (CSI) for the beneficiary population at the end of the programme period (2.25) had improved compared to households surveyed during the May 2016 resilience survey (average 2.73 for all households) and had improved particularly for IDPoor households (3.88).³⁴⁶

182. Outcome data show improvements in the Diet Diversity Score (DDS) and the Food Consumption Score (FCS). Beneficiary households in 2016 consumed on average 5.1 food groups per week compared to 4.8 food groups in 2015 (target value: 5 food groups).³⁴⁷ However, attribution to WFP PALS activities is weak, given that mainly rice was distributed, which does not promote dietary diversity.

183. Targets were not met for households with poor and borderline Food Consumption Scores, but the data show improvements in these categories against baseline data, especially for households headed by men. One reason for this is that the range of new asset creation activities started by WFP in 2016 (with activities less labour-intensive and more adapted to the most poor and vulnerable households). These opened the door to a higher participation rate from households with poor and borderline Food Consumption Scores. ³⁴⁸

Assessment

184. **Relevance.** PALS documents do not clearly reference specific food assistance for assets steps and tools. WFP staff interviews indicate that food assistance for assets adoption at country level is limited, largely due to insufficient training and accompaniment of food assistance for assets corporate guidance for country office staff. However, interviews with country office and partner staff show that the general approach of the PALS component is aligned with the intent of the WFP food assistance

³⁴⁴ WFP. 2017. CP 200202 SPR 2016.

³⁴⁵ Measured against the *WFP Strategic Plan 2014-2017*. Quality of data under the previous strategic plan was incomplete and of insufficient quality for sound analysis.

³⁴⁶ WFP. 2017. CP 200202 SPR 2016.

³⁴⁷ WFP. 2017. CP 200202 SPR 2016.

³⁴⁸ WFP. 2017. CP 200202 SPR 2016.

for assets corporate guidance. The PALS approach is appropriate to enable integrated livelihood programmes and to strengthen WFP learning and relevance in this sector. Interviews show that tools and approaches from the WFP food assistance for assets manual, such as the three-pronged approach (3PA), were considered by the country office in the design of the PALS programme. The integrated context analysis was used in the Consolidated Livelihoods Exercise for Analysing Resilience (CLEAR).³⁴⁹ The PALS planning process aligns with community-based participatory planning of the three-pronged approach. Assets selection was done by implementing partners with support from WFP through a participatory approach linked to the annual commune planning cycle, with projects selected from the commune development plans and commune investment programmes.³⁵⁰ Another example of purposive alignment with community based participatory planning, is the skills training in enhanced agricultural techniques. Interviews show that this was highly appreciated by beneficiaries with a high demand for additional training. The WFP food assistance for assets manual recognizes the potential of community based participatory planning for WFP “to take a wider perspective and include specific interventions that may not necessarily be supported by WFP, but possibly by other partners”, which is what the country office did.³⁵¹

185. Food and cash transfer modalities are appropriate, particularly in underserved areas. With Cambodia facing natural hazards on a yearly basis, the need for road construction/rehabilitation and other assets related to water management, such as ponds, will remain high. Interviews with beneficiaries show that the cash modality is preferred, and the cash transfer process is without problems.

186. The types of assets built met a direct livelihood resilience and security need expressed by the beneficiaries, which centred mainly around water-related shocks and stresses. Interviews indicated that some households were able to increase production and shift from consumption to sale of agricultural products, which increased financial resources and improved resilience among poor, food-insecure rural communities. For example, interviews indicated that investment in productive assets was a common driver of indebtedness, which was addressed by the PALS programme. Interviews with beneficiaries also indicated signs of improvements in social capital at the community level, namely bonding and linking capital. The community mobilisation facilitated through the livelihood programmes that PALS contributed to, as well as through PALS activities directly, improved collaboration among farmers and neighbours, and strengthened coordination between farmers and local government.

187. Adapting its food assistance for assets programme in light of resource constraints, the country office extended its direct implementation role to providing technical assistance to the Government to strengthen its own asset creation programmes. This approach is validated in the WFP food assistance for assets manual, which considers as relevant the technical advisory services to non-WFP projects intended to enhance the implementation capacity of a government’s food and nutrition security.³⁵² This is appropriate, given the reduction in resources available to WFP for food assistance for assets in Cambodia, and the increasing government role in organizing these programmes directly through public works or private contracting. An example of the country office’s new role is its support to NCDD to develop a climate

³⁴⁹ CO Email communication with the ET, 20 October 2017.

³⁵⁰ WFP. 2017. CP 200202 SPR 2016.

³⁵¹ WFP. 2016. FFA for Zero Hunger and Resilient Livelihoods: A Programme Guidance Manual. Page 70.

³⁵² WFP. 2016. FFA for Zero Hunger and Resilient Livelihoods: A Programme Guidance Manual. Page 304.

change adaptation guidance booklet to guide local planners, especially commune councils, in determining appropriate adaptation solutions, including improvements in rural infrastructure.³⁵³ Interviews with local government officials confirm that WFP has an increasingly important role to play in community asset creation as a technical advisor on asset types, targeting, and combining with governance activities for resilience strengthening.

188. **Effectiveness.** Targets for beneficiaries and for commodity and cash distribution were not met, and food assistance for assets effectiveness decreased during the country portfolio evaluation timeframe. The main reasons for this were the continuing decrease in resources and insufficient adjustment of annual beneficiary targets by country office to account for the reduced resources. Interviews with government, country office, donor and United Nations representatives indicate this was linked to widespread perceptions that external assistance for asset construction and rehabilitation was not as relevant as it was when WFP started operating in Cambodia; the Government is increasingly undertaking these activities in partnership with the private sector. Economic migration was also a constant factor in the low number of beneficiaries reached: interviews indicate that commune leaders struggled to identify food assistance for assets participants, and the prospect of hard physical labour was unappealing when more lucrative economic opportunities were possible. Sometimes participants did not join because the purpose and outcome of the projects were unclear, or they questioned the relevance of physical labour when mechanized labour is becoming more common.

189. Where WFP did implement PALS, the evaluation team finds the activities effective in strengthening community and household assets, and strategic by providing complementary resources to the food and livelihood security programmes of other stakeholders. Complementary resources from partners include, for instance, agriculture equipment, seed, training material, toilet construction and chickens.³⁵⁴ Direct observation and interviews with beneficiaries and country office and cooperating partner staff indicate asset quality is generally satisfactory, and meet construction standards for public assets. An interview with the country office confirms that community assets such as rice banks, canals, ponds and household assets such as ponds and chicken cages are particularly well received by communities and households.³⁵⁵ However, community infrastructure assets are less likely than household assets to be effectively maintained over time. Community assets are commonly part of a larger stretch of road or canals that require rehabilitation and, as long as the other sections remain in disrepair, community members do not invest sufficient time in maintaining the section recently rehabilitated through PALS.

190. Nevertheless, findings from food distribution monitoring checklists indicate that the food assistance for assets projects create employment opportunities and additional income for poor rural households ahead of the annual lean season. Other benefits observed are: better access to health centres, schools and markets, increased agricultural productivity, and improved resilience to future floods and drought among poor food-insecure rural communities.³⁵⁶

191. Outcome data and interviews suggest that food and cash distributed under food assistance for assets contribute to the amount of food consumed in times of shortage.

³⁵³ WFP. 2017. Agreement between NCDDS and WFP on the follow-up and mainstreaming of the pocket guide booklet on integrating socially inclusive CCA approaches into the commune/Sangkat planning guideline at national and sub-national level.

³⁵⁴ CO Email communication with the ET, 20 October 2017.

³⁵⁵ CO Email communication with the ET, 20 October 2017.

³⁵⁶ WFP. 2015. CP 200202 SPR 2014.

In addition, beneficiaries indicated that the provision of rice created a small saving in household expenditure that was then spent on fresh food purchase. Interviews with beneficiaries and country office and cooperating partner staff indicate that PALS was particularly effective in providing rice in areas where rice shortages still occur. Beneficiary interviews indicate that cash transfers are less effective than in-kind transfers in addressing food needs, as most beneficiaries spend a large part of the cash entitlement on non-food expenses (see paragraph 176).

192. PALS work norms facilitate the participation of those with reduced physical capacity and time availability, while projects assure a fair balance between assets that enhance individual households and those that support communal gain. Anecdotal evidence suggests that predictable, well-targeted and planned activities may offer community members a reasonable alternative to labour migration, while building longer-term livelihood opportunities at home. The same was noticed among local farmers and traders who supply commodities to HGSF. In communities affected by migration, such activities may contribute to important social cohesion and a safe and supportive environment for the most vulnerable members of the community.³⁵⁷

193. **Efficiency.** In response to the country programme midterm evaluation in 2014, greater convergence was sought in 2016 between the school meals and PALS programmes, particularly in resettlement areas, which improved the efficiency of the country office resources. Through the climate change adaptation activities under the PALS programme, rainwater harvesting and storage rooms were built in schools most affected by the prolonged dry period in order to mitigate future water shortage. ³⁵⁸ WFP also links PALS farmers to HGSF for produce sales, although the number of PALS participants is small in comparison to the school meals programme coverage.

194. Lessons learned during PALS implementation in 2015 led to a more diversified portfolio in 2016 that focused on strengthening value for money in terms of establishing multi-layered benefits for beneficiaries: activities shifted from medium-scale public works to activities combining asset building with training on climate change adaptation strategies, agricultural techniques and crop diversification.³⁵⁹

195. **Sustainability.** The country office engages strategically with selected projects where its relatively small food and cash contributions make an important contribution to the food security results of a larger programme. This role is sustainable for as long as WFP can mobilize the resources required. Additionally, climate change studies conducted by the country office enabled it to identify a new niche in livelihood resilience, with partners specialised in livelihood programming. This is appropriate, as data collected by WFP can be used to scale up partners' interventions. The transfer of a single staple food as done under the PALS did not enable the programme to completely meet the Food Consumption Score and Diet Diversity Score targets. However, this met beneficiaries' needs during the lean season in a time where no rice was available.

Cross-cutting Results

196. **Capacity Building.** WFP Cambodia saw an increasing shift in approach from direct implementation of food assistance programmes to capacity development of

³⁵⁷ WFP. 2017. CP 200202 SPR 2016.

³⁵⁸ WFP. 2017. CP 200202 SPR 2016.

³⁵⁹ WFP. 2015. Concept Note. PALS activities for the coming season and in the future.

national partners and local stakeholders to establish and manage such programmes autonomously. WFP and FAO built capacities of the Ministry of Agriculture, Forest and Fisheries and CARD for food security and nutrition (FSN)-related information management.³⁶⁰ WFP support in the development of food security and nutrition-related systems, tools and studies is acknowledged in the NSFSN. Interviews with government representatives and country office staff indicate that the financial support provided is small but highly strategic in strengthening the availability of quality information for effective decision making.

197. Interviews with government representatives indicate that a focus for future support is integration and knowledge management of social protection and food security and nutrition information in Cambodia for use by decision-makers and policy-makers.³⁶¹ The need for capacity assessment and capacity development are important factors for programme design and will continue to affect WFP country strategy going forward. Evaluation team interviews further indicate the Government's interest in exploring rice fortification as an opportunity to demonstrate the practicalities of WFP and government partnership for capacity strengthening. Currently, the country office is working with the Government of Cambodia and partners (GiZ, FAO, UNICEF, HKI, ILSI) to identify the best combination of expertise needed to take this initiative forward. Rice fortification was also included in the agenda of the recent south-south study visit by WFP and Government of Cambodia counterparts to China.

198. **Gender.** Country programme outcome indicators for gender reflect changes in the proportion of households where women have increased decision-making power over cash/food distributed. Under the education component, although the target (85 percent) was not met, the percentage increased from the 2014 baseline (68 percent) to 2016 (82.8 percent). Similarly, for PALS, although the target (90 percent) was not met, the percentage remained constant (76 percent). In the nutrition component, targets were met regarding the proportion of households where women made decisions over the use of cash/food for 2014 only, after which the activity ceased. Targets were exceeded for the proportion of households where women and men together made decisions over the use of cash/food in education (target 10; achievement 16.2 in 2014), PALS (target 5; achievement 22.2), and the nutrition activity (target 10; achievement 14.8). The percentage of households making joint decisions in education fell by over 10 percentage points from 2014 to 2015, while for PALS it rose by over 23 percentage points from 2014 to 2015, then decreased slightly. Outcome targets for women assuming leadership positions in committees were met under the PALS component (100 percent) but not the education component, where participation slightly decreased from 21 percent in 2014 to 18 percent in 2016 (target: > 20 percent). WFP promotes women's participation and engagement in school feeding committees under SO4 and the country office is investigating the reasons for the decline in education participation. See Annex 13 for detailed outcome data.

199. Women are the main managers of the food and cash scholarships. School meals programme focus group discussions confirmed that even with cash, women retain their customary authority over how scholarship resources are used. The evaluation team notes that 82 percent of bank accounts in the cash scholarship programme were set up by women beneficiaries, which it considers a contribution to their financial empowerment. The country office supported a study of gendered household decision-

³⁶⁰ Kingdom of Cambodia, CARD. 2014.

³⁶¹ This includes for instance: the Cambodian Food Security Atlas; the Integrated Food Security Phase Classification (IPC); the updated small area estimates for poverty and child malnutrition; IDPoor Atlas, Identification of Poor Households (2010-2011).

making to improve measurement and analysis of household dynamics, women's empowerment and protection related to food and cash scholarships. The study found that when cash transfers supported a woman's income-generating activities, it increased her decision-making power in the household, and provided her with a slightly greater measure of protection.³⁶²

200. The country portfolio attained targets for gender equality in the proportion of men and women participating in activities under each Strategic Objective. Enrolment and attendance of girls in school is near parity with boys (Annex 13, Table 15). However, traditional gender practices still pose a challenge to the country office's work, especially under the PALS component. Strong traditional roles, low public awareness of gender equality, and limited institutional capacity hinder the development of effective policies and programmes for gender equality by the Government of Cambodia.

201. Protection and Accountability for Affected Populations. Outcome indicators for protection and accountability to affected populations show high achievements under the education component and are corroborated with the 2016 post distribution monitoring (PDM) report that confirms beneficiaries' awareness about the programme targeting, eligibility and selection process. Although the target indicators were not met, the actual indicators were close to set targets; for instance, the proportion of assisted women informed about the programme in 2016 was 86 percent (target: 90 percent), and the proportion of women who did not experience safety problems travelling to/from and at WFP programme sites was 98.2 percent (target: 100 percent). The evaluation team observes similar results for PALS; the proportion of women who did not experience safety problems travelling to/from and at WFP programme sites, was 97.7 percent in 2016 (target: 100 percent). However, the target was achieved and exceeded for the proportion of women informed about the programme (100 percent).

202. Partnership. Across all components, outcome indicators show strong achievement in terms of number of partner organisations engaged and project activities implemented with complementary partners. Target indicators for complementary funds provided by project partners were only met for the PALS component but this reflects the general tendency of decreasing funding opportunities in Cambodia.

203. Interviews with country office and partner staff confirm a deliberate shift initiated by country office towards emphasized capacity building of partner organisations and government counterparts, starting in 2014-15. WFP demonstrated a strong capacity for productive partnerships that contributed to programme results, increased local capacity, research and knowledge, as detailed throughout this report. Government and NGO partners all report good working relationships.

204. WFP positive working relationships with the Government of Cambodia in technical forums, its operational research, and its role in implementation enable it to have input into food security and nutrition programming at all levels. The country office has invested much time in relationship building with the Government, with which there is now space to share ideas and materials more informally, country office staff say. This was observed

³⁶² WFP Cambodia. The Gendered Nature of Intra-Household Decision-making in Cambodia.

by the evaluation team in country office interactions with government officials and reinforced in evaluation team conversations with the Government of Cambodia's staff.

205. NGO partners report that they are very satisfied with the working relationship with WFP: roles are clear, inputs and trainings are delivered on time and WFP staff monitor the programme. As part of its transition to a technical support role, WFP is also encouraging its staff and partners to work closely with commune councils to propose local solutions to service delivery issues. In this way, WFP helps build the capacity of local stakeholders and council members, many of whom are new, to handle new tasks under decentralization.

Factors affecting results

Internal Factors

206. **Resource Mobilisation.** Adequate funding has been a constant challenge for the country office. This has caused a gradual reduction in the number of planned beneficiaries under SO3 (PALS) and SO4 (Education) in each year of the country portfolio.

207. **Cost-effectiveness/efficiency.** The cash-based transfer cost analysis detailed in Annex 14 for the take-home rations under the school meals programme indicates that new initiatives, such as cash transfers, piloted under this country portfolio have contributed to reduced costs associated with food logistics and improved programme efficiency under SO3 and SO4. Cash transfer under PALS was discontinued due to lack of funds and this activity is now fully dependent on in-kind contribution of rice from the Government of Cambodia.

208. A review of standard project reports and country office interviews further indicate that local procurement under HGSF has improved efficiency by reducing transportation costs and delays, while providing a market for small vendors and suppliers at local level. The decisions to focus on depth instead of breadth to maximize cost-effectiveness of PALS activities, and not to expand activities to the northeast of Cambodia, were appropriate and demonstrate the importance country office management places on efficiency in resource use.

209. **Logistics and Delivery.** There were no major delays or breaks in food and cash delivery. This reflects the country office's ability to provide uninterrupted assistance and its strong management and logistics capacities, which are built on a thorough understanding of Cambodia's logistic landscape. Furthermore, country office management shows a willingness to adapt transfer modalities to beneficiaries' needs in a challenging environment where financial resources are becoming scarce.

210. The 2014 country programme midterm evaluation concluded on the high quality of the country office's procurement and logistics support, despite several challenges that required extensive country office oversight, such as availability of contractors to deliver on specified times and dates, and poor weather and road conditions.³⁶³ This finding was corroborated by a 2014 audit that observed the country office's strategy in transporter shortlisting (avoiding shortlisting low-volume transporters), which resulted in high dependency on a small number of transporters.³⁶⁴

³⁶³ WFP. 2014. Cambodia CP200202. A Mid-Term Evaluation of WFP's Country Programme 2011-2016.

³⁶⁴ WFP. 2014. Cambodia Internal Audit. CO Management Response.

211. WFP Staff Capacity. The evaluation team observes the strong motivation and adaptive capacity of WFP staff, which contributes to the portfolio's good performance. Chronic resource constraints have forced the country office to constantly search for new, adaptive solutions in an environment where WFP corporate support and guidance are not often supportive of staff capacity development. For example, WFP staff noted that there is online training for staff to keep their skills current, but no courses that address changing from operations to a capacity-building role. This has compelled staff to act beyond their comfort zone and scope of work, which benefitted the effectiveness of the portfolio activities, but had a negative impact on staff morale, particularly at field level, in terms of shifts in roles of field monitors vis-à-vis government counterpart engagement. The majority of country office staff indicated that their current roles and responsibilities are not fully reflected in their job descriptions and that formal performance reviews are not set up to reflect all their achievements, for example, in terms of increased professional capacity or portfolio results achieved.

212. Country Office Monitoring and Evaluation. The country office has made substantial progress in recent years to improve data collection and reporting on programme outputs and outcomes. Interviews with country office staff show that the monitoring and evaluation function was challenged by limited funding and staff turnover, particularly at the beginning of the country portfolio evaluation timeframe (2011-2012), and in the transition between WFP strategic plans 2008-2013 and 2014-2017.³⁶⁵ This improved with the addition of monitoring and evaluation expertise from 2013 onward. The evaluation team finds that the country office worked to improve data quality, particularly under the *WFP Strategic Plan 2014-2017*, through renewed efforts from the MERVAM team. Country office staff interviews and a review of the data sets used for internal WFP reporting show high reliability of data used for internal WFP reporting since 2015. Standard project reports are in line with the *2016 Minimum Monitoring Requirements for Effective Monitoring, Reporting and Review*. Data management and analytical capacity were strengthened with the development of the PRISM system, as evidenced through the strategic and operational inputs provided by the country office to the Humanitarian Response Forum and national preparedness planning. At the time of the evaluation, there was no country office-level monitoring and evaluation plan that consolidated measurement guidance. Instead, such guidance was embedded in activity-specific documentation. An evaluation team review of this guidance shows alignment with the *2013 Standard Operating Procedures for Project Monitoring and Evaluation*. Interviews with country office staff indicate that the information was still sufficiently accessible but acknowledged that one consolidated monitoring and evaluation plan would be more user-friendly. The main reason that such a plan had not been developed was the high workload of MERVAM and other relevant staff, in part due to the large number of studies supported by the country office.

External Factors

213. Government Capacity. Government engagement and capacity has been uneven, with much difference observed between local and national levels. Driven by the decentralization and deconcentration process, national agencies are handing over many responsibilities to provincial, district and commune levels faster than the capacity to handle them is developed; many provincial and district offices of education

³⁶⁵ Meeting with CO M&E staff, July 7, 2017.

staff expressed concern to the evaluation team about their capacity to support a national school meals programme. At national level, the Government of Cambodia is moving forward slowly on important initiatives such as the school meals programme, and its score on the national capacity index for implementing a national school feeding programme increased from 12 in 2012 to 15.5 in 2017, with progress in four of the five categories with the exception of community participation. However, the Government of Cambodia has yet to establish long-term budget support. For example, the Government of Cambodia currently covers only 10 percent of the cost of the cash scholarship programme, which it is due to fully support by 2019. The country office and donors acknowledge there are many development needs competing for human and financial resources.

214. Funding and Donor Support. Interviews with donor representatives indicate that WFP is generally perceived as an efficient and effective partner. Several donors noted that WFP is going in the right direction with its phase-out but see that the Government of Cambodia is moving slowly, and caution that WFP should not withdraw too early.

215. Security. No security issues were reported in 2011-2016 that disrupted food and cash assistance. Post distribution monitoring reports indicate that distribution points are safe, with only isolated reports of safety incidents while travelling to/from sites. Nearly all women (98.2 percent) and men (99.7 percent) reported no safety problems in travelling to and from WFP programme sites in 2016. The evaluation team finds that beneficiary confidence in their safety and security while participating in WFP activities facilitates the delivery of services.

216. Disasters. Natural disasters occur annually in Cambodia and caused some delays in food distribution and changes in allocation for the education and PALS components from 2011-2013.

3. Conclusions and Recommendations

3.1. Overall Assessment

217. The evaluation gathered sufficient evidence to address all evaluation questions and to draw conclusions around the evaluation criteria. The OECD-DAC evaluation criteria are used to outline the evaluation conclusions:

- Relevance is concerned with the extent to which the assistance was coherent with the priorities and policies of the stakeholders and appropriate to the needs of the target groups.
- Efficiency measures the outputs of the programme (including their timeliness, quantity and quality) in relation to the inputs — and considers cost and alternative modalities and processes to achieve the results.
- Effectiveness measures the extent that the programme achieved its outcomes and objectives, and the main contributing factors to the results.
- Impact addresses the positive and negative changes produced by the development programme, directly or indirectly, intended or unintended.
- Sustainability is concerned with how the benefits — and in this case, the programme — are likely to continue after handover.³⁶⁶

³⁶⁶ See: <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>.

218. Overall, the evaluation team finds that the country portfolio is well implemented despite a challenging funding and political environment. For all Strategic Objective activities, the country office has identified challenges and relied on its strong analytical capacities to take strategic/adaptive decisions and measures. Since 2014, the country office has considerably improved its monitoring and evaluation function. While there is room for improvement, the country portfolio results are in line with corporate standards. However, the extra-curricular activities (studies, assessments, etc.) conducted by country office are not reflected in the way WFP monitors its accountability, and not supported enough by corporate guidance. In addition, there are no key performance indicators to capture the results of the studies conducted by WFP and the extent to which they are used to support decision-making.

219. **Relevance, Coherence and Appropriateness.** This conclusion addresses the first evaluation question: Portfolio alignment and strategic positioning.

220. The portfolio is highly strategic and aligned with the current policy framework and evolving direction, including development priorities of the country. No trade-offs were made on strategic alignment by the Government of Cambodia or WFP. Food security priorities closely align and the Government of Cambodia and WFP have agreed that an upstream WFP role is relevant to country needs and their respective objectives and resources. The upstream role played by the country office is appropriate, but needs to be strengthened in the future through such measures as workforce rationalisation.

221. WFP sectoral interventions (emergency, education, nutrition, PALS) are aligned with the comprehensive set of policies and plans developed by the Government of Cambodia, particularly around food security and the development of social protection systems and safety nets – including in the event of emergencies. The evaluation team notes that WFP holds a particular position as a development partner to the Government of Cambodia as it has been identified along with FAO as the main partner to support key ministries to establish food-related quality and safety standards through the PALS programme. WFP interventions are also aligned with thematic gender areas set in the Government of Cambodia’s *Five Year Strategic Plan for Gender Equality and Women’s Empowerment (2014-2018)*.

222. WFP has developed a strong partnership and collaboration with relevant government ministries, national committees and departments at every level (provincial, district, commune). This approach is aligned with and supports the Government of Cambodia’s vision on public administration reform (decentralization and deconcentration). WFP engages with government processes (technical working groups, task forces and forums) that relate to its portfolio. Government ownership of major WFP initiatives is successful, for example, the signing of the School Feeding Programme Road Map with The Ministry of Education, Youth and Sport and the alignment of the IDPoor information management system with sector users such as ministries and its linkage to PRISM, which also strengthened coordination efforts for national emergency preparedness and response. Interviews with Government of Cambodia representatives indicate that a key focus for future support is to strengthen integration and knowledge management of social protection and food security and nutrition information in Cambodia for use by decision-makers and policy-makers.

223. The country portfolio is aligned with relevant UNDAF, SUN, MDG, SDGs, and CMDG objectives. The only exception is that it does not address SDG 2.1: access to “safe food.” The country office is making efforts to align with the Zero Hunger

Challenge objective that emphasizes sustainable food systems through HGSF, and increased focus on sustainable agriculture practices and climate change adaptation through the PALS programme.

224. Partnerships produced positive synergies. Under the education component, NGO partnerships increased schools' infrastructure. Under the nutrition component, productive synergies with partners supported the establishment of national nutrition priorities and actions to inform government policy and programmes. In this line, partnerships supported WFP research efforts (for example, rice fortification with PATH).

225. The country portfolio contributes to SO3 and SO4 of the *WFP Strategic Plan 2008-2013* and the *WFP Strategic Plan 2014-2017*. It is closely aligned with other relevant WFP corporate policies. In terms of internal coherence, WFP lacked a country strategy for Cambodia for the country portfolio evaluation period. At the time of the evaluation, the country programme was integrated into a TICSP 2018, which aligns with the UNDAF cycle and the Government's NSDP (2014-2018).

226. Humanitarian principles are maintained and, where possible, the country office supports implementation of the Paris declaration by the Government of Cambodia at national level. The country portfolio aptly reflects WFP core humanitarian principles of humanity, impartiality and operational independence, and neutrality, seeking to prevent and alleviate human suffering of those in most dire need. Most pertinent to humanitarian and international development cooperation principles is WFP involvement in initiating the Humanitarian Response Forum in 2011, and WFP chairing of the United Nations Disaster Management Team. WFP Cambodia's objectives also adhered to WFP corporate foundations of effective humanitarian action – most notably, self-reliance.³⁶⁷

227. The portfolio design and implementation are relevant to the needs of its target beneficiary groups. Geographic targeting appropriately focuses on areas most affected by food insecurity, malnutrition and disasters. The country portfolio demonstrated appropriate targeting of the most-vulnerable, using the IDPoor system.

228. The extensive research and data generated by the country office is relevant, appropriate and acknowledged both internally and externally. This enabled the country office to exercise adaptive management, take strategic decisions, and helped clarify the respective roles of WFP and the Government of Cambodia. For WFP, this contributed to the sound development of the country portfolio. An example of this would be the creation of synergies between PALS and education project sites as well as a shift to cash scholarships. For the Government of Cambodia it supported the development of key strategies, for example, the NSFSN 2014-2018. The analytical information developed with WFP support also fed into the Government of Cambodia's policy and plan formulation and directly supported the Government's goal, which in turn helped frame the WFP role in Cambodia.

229. The second and third evaluation questions on results and factors affecting results are addressed through the following conclusions:

230. **Efficiency.** WFP operations overall were efficient, given the constraints of an operating environment that was complex both politically and resource-wise. Beneficiary targeting was conducted in collaboration with the Ministry of Planning.

³⁶⁷ WFP. 2004. Humanitarian Principles.

This was efficient as it simultaneously provided technical assistance to the Ministry of Planning and contributed to the development of the IDPoor Atlas. The country office did well with the few resources available, where process was prioritized over product. For instance, interviews with government counterparts show that WFP was able to deliver highly strategic capacity building and tools development despite the small amount of financial support.

231. Education. The decision to not expand education activities to new areas (for example, northeast Cambodia) is justified by a strong evidence-based approach, which contributes to the efficiency of the portfolio. Much remains to be done in the education sector, but country office funding and coverage are limited; hence, WFP was not able to support greater access to education and at the same time improve the system at national level. With decreasing resources, the gradual handover by WFP of the school meals programme and cash scholarships is appropriate from an efficiency point of view. However, capacity constraints within the Government of Cambodia hinder this process and need to be documented and reflected in an updated road map for school feeding handover.

232. Nutrition. Although forced, due to resource constraint and low government capacities, the phase-out of direct implementation of nutrition activities is efficient. The WFP shift to a less resource-intensive approach in national coordination and consolidation of technical guidance is appropriate in this context. In addition, the evaluation team finds that the country office's strategy to assist CARD to move forward on SUN and to support focused research is appropriate and likely sufficient to ensure WFP retains a seat at the table among nutrition stakeholders in Cambodia in the medium term.

233. PALS. WFP shifted away from the previous food/cash-for-work approach to a PALS programme that is aligned with the WFP drive toward food assistance rather than food aid. PALS supports targeted resilience activities, which constitutes strategic use of limited resources. Country office staff interviews indicate that the introduction of cash was potentially more efficient than food distribution for similar reasons as described for take-home rations in Annex 14, although a cost-benefit analysis was not conducted at that time. Cash has since been discontinued and the country office is currently fully dependent on the Government of Cambodia's in-kind contribution of rice. It is difficult to raise resources for food assistance for assets, especially cash, given Cambodia's lower-middle-income status, perceptions around manual labour, and the improved state of rural infrastructure. This gives the country office no choice in determining the most efficient transfer modality for PALS; it uses what it receives.

234. **Effectiveness.** WFP has reached 67.2 percent of its planned beneficiaries over the life of the portfolio (see Table 3). Despite not reaching planned targets, the evaluation team finds the overall quality of work followed satisfactory. SOPs for each component are available and followed. WFP and Government of Cambodia technical standards for PALS and school feeding are met, and nutrition and relief activities promote international good practices relevant to Cambodia. WFP follow-up (PDMs) confirms that food and cash distribution are carried out in an orderly manner, with little waiting time. Distribution points are safe, with no problems reported by beneficiaries.

235. Education. The school meals programme is acknowledged as an effective social safety net. While effective in the schools reached, the school meals programme has high targets that were not reached due to funding constraints, reflected in a gradual

annual decrease of both target and actual numbers. The effectiveness of the school meals programme has been strengthened through strategic partnerships in schools, and through the establishment of HGSF as a model for a national programme. The Government of Cambodia's progress towards national ownership, while slow, is happening at national and local levels.

236. Nutrition. Funding constraints, low government capacities at local level, and an emphasis on severe acute malnutrition treatment at national level curtailed the potential of nutrition activities as of 2014. There is still need for such interventions and interviews with government counterparts show that the WFP phase out of the programme raised concern amongst former partners, including the Government of Cambodia.

237. Food assistance for assets. The PALS activities effectively contributed to reaching Community Asset Score targets, and indirectly improved Food Consumption Scores and Diet Diversity Scores among beneficiaries. The PALS intervention, particularly its cash component, increased household resilience by reducing indebtedness. Additionally, stronger social capital among similar livelihoods with similar sensitivity to natural disasters was developed. The rice banks are an effective means to make this staple commodity available during lean seasons in areas that would otherwise experience rice shortages. Needs are still unmet in this domain but this type of activity is becoming difficult to fund, given Cambodia's lower-middle-income status and low willingness of beneficiaries to participate. Studies on climate change conducted by the country office led WFP to find a new niche in livelihood resilience with partners/NGOs specialised in livelihood programming. Food assistance for assets corporate guidance is generally considered useful and relevant to the Cambodia context and its PALS programme. However, additional focus on, and resources for, country-level roll-out is needed if expectations around adoption of corporate guidance are to be met.

238. In food assistance for assets target areas, the evaluation team found that communities saw positive but very small gains in assets. Food distribution monitoring checklists also indicate that the assets created generated employment opportunities and income for poor rural households at a critical time of year. The evaluation team observed that the assets improved access to infrastructure and services, increased agricultural productivity, and improved resilience among poor food-insecure rural communities.³⁶⁸ The recent repositioning of WFP with the Government may influence the effectiveness of the assets created at local level as they were not linked to Government of Cambodia assets built at district and provincial level. For example, beneficiary interviews show that canals built under the PALS project have little hope of being connected to external water sources and thus remain empty in the dry season.

239. Gender. The country office is gender-sensitive in its portfolio activities. It has also engaged in research to increase understanding of the effect of gender dynamics on food and nutrition security. The country office recognizes that more could be done to mainstream gender into programmes and that it needs to build gender expertise. It has developed a gender action plan to better address gender challenges in a changing environment.

240. The country office and its partners identified key priorities on policy, programme and procedures that included the provision that WFP procurement uses companies that pledge equal pay and prevention of sexual exploitation. As the country office maps

³⁶⁸ WFP. 2015. CP 200202 SPR 2014.

its future strategy, it is using partnerships to better mainstream gender into programming.

241. Impact and Sustainability. The country office did not apply impact measurement to determine the degree of impact that specific WFP interventions had on households and communities in areas of high food and nutrition insecurity. The evaluation team, therefore, has no data on which to base a robust impact assessment. For reflection on impact, the evaluation team instead focused on key changes produced by country office activities and continuation of the results achieved so far. This is appropriate to the evolution of the country office portfolio, which emphasises government ownership, capacity and transition as key principles of its operation.

242. WFP recognises that the Government of Cambodia is committed to addressing national development challenges in a context where economic development is highly uneven, while juggling competing priorities and constrained by budget and staff capacities. During the country portfolio evaluation timeframe, WFP provided extensive technical support to the Government of Cambodia to develop key development plans and strategies that support poverty reduction, nutrition and resilience. The country portfolio worked to enhance national capacity that supports ownership and, eventually, national management of activities.

243. Relief. The country office made an important contribution to strengthening humanitarian coordination and capacity in Cambodia by initiating the Humanitarian Response Forum, linked to the PRISM tool. This support, provided by WFP, improved the disaster response capacity at national level among key stakeholders, which in return demonstrates potential for a positive impact on the quality of the response and support provided to populations impacted by natural disasters.

244. Although the Humanitarian Response Forum is financially dependent on resources mobilized by WFP, findings indicate a strong likelihood that a minimum level of improvements in coordination and planning capacity can be sustained by sector stakeholders even without WFP support. This is supported by the finding that the Government of Cambodia is already aligning its own preparedness and response activities with the Humanitarian Response Forum coordination mechanism. The main challenge to sustainability is the limited institutionalization and external sharing of WFP experience and expertise in the use of PRISM as a key decision-support tool for humanitarian response. At present, this knowledge is held by too few individuals to support broader adoption.

245. Education. WFP worked to help ensure sustainability of the school feeding initiative including the formulation of the Road Map, the handover of the food and cash scholarships to the Government of Cambodia, and capacity building at all levels. The HGSF model has demonstrated strong potential for sustaining the school meals programme through local management and connecting with agricultural development activities that boost income to local farmers.

246. However, there are concerns about the decentralized capacity to take over school feeding activities and financial sustainability, given competing priorities in education system strengthening. Challenges to sustainability of the school meals programme by government include the capacity of the provincial and district offices of education to support and monitor the programme in addition to their existing duties. Conversely, the school meals programme at community level is operating well as a cooperative community effort and evaluation team interviews show that communities believe that

they can operate the programme with external monitoring and technical support as needed, as long as the food and cash are delivered in full and on time.

247. Nutrition. As described under effectiveness (see paragraph 235), the direct implementation of country office nutrition activities was discontinued and not carried forward by the Government of Cambodia. The country office is currently using its limited resources to support capacity strengthening through promoting minimum standards and good practice based on WFP global experience and expertise in nutrition programming. While this support from WFP is widely appreciated by sector stakeholders, it is not sufficient to catalyse or sustain improvements in nutrition service delivery at local level without additional resources allocated to training and direct services.

248. WFP rice fortification activity is in its early stages. It connects WFP with the Government of Cambodia objectives to reduce malnutrition, but ensuring sustainability will require enlisting financial and operational support from government and private sector partners, and continued sensitization with consumers about the value of fortified rice. Key informants within the Ministry of Planning stated that they are not aware of long-term plans for scale-up and have no budget to implement the programme.

249. Food assistance for assets. WFP is properly adapting to a changing role in its food assistance for assets programme in Cambodia. Instead of focussing only on direct implementation, the country office is making strategic use of resources to promote a stronger evidence-base to inform rationale, design and targeting of food assistance for assets activities, including those implemented by the Government of Cambodia and civil society. It is also providing small-scale support to livelihood resilience activities that can potentially demonstrate the added value of a properly informed and multi-layered resilience design. Interviews with government and civil society representatives indicate that WFP support is effective at local level, but additional resources will be required to support improved resilience programming at scale.

3.2. Recommendations

250. The recommendations are grouped as operational and strategic by timeline periods and within those, ordered by priority. Each is labelled with the responsible stakeholder for implementation.

Operational Recommendations (2018)

251. **R1: Organize an internal sense-making workshop to consolidate results of the numerous assessments/studies conducted to date; this should be integral to the strategic review/country strategic plan process and needs strategic engagement with stakeholders and partners.**³⁶⁹ Given the range of options that WFP has in Cambodia in traditional, transitional as well as upstream roles, there is a need for stronger corporate consensus to guide the country office towards a more specific role. Without a clear identity built around specific roles and responsibilities, it will be difficult for WFP to maintain productive partnerships in the longer term. Furthermore:

- This workshop should precede the new country strategic plan development process.

³⁶⁹ At the time of the evaluation, CO confirmed to the ET that a sense-making workshop (strategy determining exercise) is in fact already part of the CSP process and is planned for early 2018.

- The workshop should go beyond a reflection on what is ‘possible’ for WFP strategic direction based on needs and resources, but should instead focus more on what WFP should be doing and how should it be done; such as, what is the intent of WFP in a lower-middle income country like Cambodia?
- The workshop should incorporate discussion about what WFP can do to meaningfully support gender equality in its programmes. This includes ways to strengthen gender-sensitive approaches that reflect the changing roles of women and men in a rapidly developing economy.
- The workshop should also explore the role played or to be sustained by WFP towards knowledge-products development in collaboration with the Government of Cambodia to inform national strategy for both food security and nutrition. Knowledge products should also be packaged for a non-technical audience, in a way that presents capacity transfer processes undertaken in a reader-friendly format.

When: 2018; **Who:** country office leads; regional bureau and headquarter support

252. R2: Develop a range of information products and knowledge management strategies that consolidate the technical and financial contributions made by WFP in Cambodia. Government of Cambodia representatives specifically asked for strengthened integration and knowledge management of social protection and food security and nutrition information in Cambodia. WFP has invested time and resources into highly strategic information collection and analysis processes. These processes include: strengthening of livelihood and food security resilience (including both the resilience studies and the experience in strengthening resilience through the WFP new partnership approach in PALS); nutrition (including double burden of malnutrition); school feeding and general information management systems (PRISM); and coordination practice (HRF). This information provides a valuable contribution to knowledge and learning, both in Cambodia and at sector level. Many of these results have not yet been properly documented or packaged for an external (non-technical) audience, including donors and bilateral partners. Furthermore, WFP should:

- Co-develop a range of knowledge briefs with the Government of Cambodia, and other partners, accompanied by a national and regional dissemination strategy to strengthen its visibility and positioning. This would benefit any strategic direction option going forward
- Support the Government of Cambodia to strengthen integration and knowledge management of social protection and food security and nutrition information in Cambodia, and to disseminate for use by decision-makers and policy-makers
- Support the Government of Cambodia to assess the impact of expanding educational and economic opportunities on gender dynamics to help inform policies and programmes that strengthen gender equality.

When: 2018; **Who:** country office leads; regional bureau and headquarters support

Strategic Recommendations (2018 and in the next Country Strategic Plan):

253. R3: Sub-national emphasis. Strengthen WFP support to decentralization and deconcentration by examining a variety of models to strengthen sub-national administrative and operational capacity. The main

transition process that WFP is currently engaged in is for the school feeding programme, but this recommendation similarly applies to the changing role of the country office through the PALS programme. The local government offices that are, or will be, responsible for continuing both activities are already heavily burdened under decentralization activities and lack the staff and institutional capacity to ensure the uninterrupted function of all aspects of PALS and school feeding, and their complementary activities. Country office work has provided considerable support to the Government of Cambodia at national level to support decentralization and deconcentration policy formulation and prioritization in food security sectors, and at provincial level through its two area offices. WFP should now leverage this experience at local government level.³⁷⁰ Furthermore:

- WFP should work with the Government to closely examine the capacity and budgetary support required by provincial and district offices of education to assume full responsibility for WFP-supported school meal programmes and ensure that these offices receive the necessary support.
- If the support required by provincial and district offices of education to effectively and efficiently implement the school meals programme is not feasible, then WFP and the Government should examine alternative administrative and operational models to place all responsibility for the school meals programme on provincial and district offices of education, including coordination with other ministries, such as the Ministry of Interior.
- In the cases of PALS, the Humanitarian Response Forum and PRISM, WFP also has the option to shift its operational emphasis from national level technical support to sub-national operational support. At sub-national level, WFP has a potential role to accompany local government agencies in their implementation of the national policies that WFP has helped to inform. This includes process-oriented support around analysis, planning and logistics. WFP still has a minimum operational and technical capacity in its remaining two sub-offices to explore this option.

When: 2018-2019; **Who:** country office leads; regional bureau supports

254. R4: Staff capacity and role clarity. Rationalize and right-size WFP staff capacity for new institutional role (technical vs. operational); workforce planning. New roles for staff as technical advisors and capacity enablers are challenging the country office operational model, even while it continues direct implementation of traditional activities. The evolving country office programme direction calls for greater staff flexibility and skill diversification. Staff responsibilities over time have grown beyond job descriptions while capacity strengthening for new roles has been insufficient. WFP does not have clear corporate guidance or training support for the new roles that staff must play. The country office does not have access to internal or external resources to invest directly in the necessary capacity strengthening. The learning culture found in the country office must be further strengthened to continue adaptive management to a changing strategic and operational environment. Furthermore:

- The regional bureau, with corporate support as needed, should facilitate mentoring and formal training to staff in institutional capacity building and

³⁷⁰ At the time of the evaluation, CO informed the ET that “recruitment process is underway for national (NOB) team leader/developer to guide PRISM activities into the near future. The NOA SSA function is being converted to SC.”

other skills to enable them and the country office to more effectively make the transition.³⁷¹

- This should also address capacity building for specific technical skills, such as strengthening human resource and technical capacities for the country office's technical platforms, such as PRISM.

When: 2018-2019; **Who:** country office leads, regional bureau supports

255. R5: Focus. Right-size the portfolio focus to fit country office capacity and resource outlook. Include a focus on core country office functions to develop a menu of services (information management, government accompaniment). At present, WFP is highly diversified in the types of activities that it supports. The purpose of this is to cast the net wide to identify its strategic niche, not only in terms of WFP priorities but also WFP relevance within the current humanitarian and development landscape in Cambodia. In line with the short-term recommendations provided above, the evaluation team recommends that WFP consolidates its analysis to arrive at a smaller number of activities in fewer sectors that maximize the country office experience in maintaining a relevant upstream role. The evaluation team also recommends that:

- For school feeding, the transition is in motion and WFP support should shift to upstream support at local government level
- For PALS, WFP should focus on leveraging investments already made in the Humanitarian Response Forum and PRISM to strengthen the rational and targeting of resilience resources in Cambodia and seek productive synergies with other asset creation programmes. WFP should retain only highly strategic support to select projects in order to demonstrate the benefits of improved information management and coordination at a project level. These projects need to demonstrate a partnership approach that builds synergies with other initiatives as much as possible
- For nutrition, WFP relevance is quickly diminishing and the country office should reconsider continuing efforts in this sector with the exception of basic coordination and opportunistic collaboration, where relevant. Additionally, the successful result of the rice fortification development and introduction in the school meals programme could be, for instance, pursued further with country office supporting the introduction of fortified rice in the Government of Cambodia's school feeding programme for improved nutrition outcomes
- For relief activities, the nature of the shock and stresses experienced in Cambodia over the medium term indicate that the WFP strategic role can be maintained through the Humanitarian Response Forum. WFP has the capacity to surge for a large-scale response if necessary through increasing government capacity, and regional bureau and headquarter support
- For its upstream role in information management systems and knowledge management, WFP needs to allocate additional resources to strengthen human capacity to scale up PRISM and tailor applications design and support in line with emerging demand. At the same time, WFP needs to formally institutionalize the current expertise around PRISM within the country office to reduce dependency on select individuals.

³⁷¹ At the time of the evaluation, RB informed the ET that "RB is in the process of introducing a plan for building individual capacity building more systematically. RBB HR section has been working on it".

When: 2018-2019; **Who:** country office leads, regional bureau supports

256. R6: Transition support. Define support required from headquarters and regional bureau to country office transition process, and support that can be mobilized by country office directly; programmatic and institutional. There is an important need for country office to consult headquarters and regional bureau on the specific support needed by country office to move towards an adapted role in Cambodia. An internal consultation process should be engaged by country office with headquarters and regional bureau, during the TiCSP process, on the possible tools and pathways that could be used by country office to support its transition process towards the upcoming country strategic plan. WFP should:

- Engage with headquarters and regional bureau to identify what support can be leveraged to foster the country office transition process. A workshop at regional bureau level can be organized for this purpose.
- Through consultation with headquarters and regional bureau, mobilise WFP technical units such as VAM or OZSPR if necessary for a sound technical backup.
- Consider consulting the country office's partners and stakeholders in Cambodia programmatic niches relevant and supportive to the country office's transition process.

When: 2018-2019; **Who:** country office leads, headquarters and regional bureau support

Annexes

Annex 1: Terms of Reference



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation
Measuring Results, Sharing Lessons

TERMS OF REFERENCE CAMBODIA: AN EVALUATION OF WFP PORTFOLIO (2011-2016)

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1. Background

68. The purpose of these Terms of Reference (TOR) is to provide key information to stakeholders about the proposed evaluation, to guide the evaluation team and specify expectations during the various phases of the evaluation. The TOR are structured in sections, as follows: 1 provides information on the context; 2 presents the rationale, objectives, stakeholders and main users of the evaluation; 3 presents the WFP portfolio and defines the scope of the evaluation; 4 identifies the evaluation approach and methodology; 5 indicates how the evaluation will be organized and findings communicated.

1.1. Introduction

69. The World Food Programme (WFP) Office of Evaluation (OEV) will conduct a Country Portfolio Evaluation (CPE) in Cambodia in 2017. CPEs encompass the entirety of WFP activities during a specific period. They evaluate the performance and results of the portfolio as a whole and provide evaluative insights to make evidence-based decisions about positioning WFP in a country and about strategic partnerships, programme design, and implementation. CPEs help Country Offices (CO) in the preparation of Country Strategic Plans and United Nations Development Assistance Framework (UNDAF) cycles, and provide lessons that can be used in the design of new operations.

1.2. Country context

Geography, population and political system

70. The Kingdom of Cambodia is situated in the southwest of the Indochinese peninsula. It has a land area of 181,035 square kilometres and population of 15.2 million people (2014). The capital and largest city is Phnom Penh, the political, economic, and cultural center of Cambodia. Like in the rest of Southeast Asia, Cambodia's climate is characterized by two main seasons: the monsoon, which brings rain from mid-May to October, and dry season from November to April.

71. An estimated 93 percent of the population is Theravada Buddhist. Other religious minorities include Muslims (3.5 to 5 percent of the population), Christians (approximately 2 percent of the population) and Mahayana Buddhists.

72. The kingdom is a parliamentary constitutional monarchy. The son of former king Norodom Sihanouk, King Sihamoni was sworn in as monarch on 29 October 2004. The prime minister is Hun Sen who has been in power since 1985. He was reappointed by parliament in September 2013 for a further five-year term. The country will hold commune council elections in June 2017 and National Assembly elections in 2018.

Economy and development

73. Following more than two decades of strong economic growth, the World Bank officially revised the status of Cambodia's economy in July 2016³⁷², moving it up a rung from the low-income bracket into lower-middle income territory³⁷³.

74. While remaining robust, growth in 2015 eased to 7 percent, slightly below the 7.1 percent achieved in 2014. The garment sector, construction, and services have been

³⁷² The reclassification was based on Cambodia's GNI per capita increase to 1,070 US\$ in 2015, above the threshold of \$1025 for low-income countries

³⁷³ <http://www.worldbank.org/en/country/cambodia> (visited January 2016)

the main drivers of the economy. Growth is projected to reach 7 percent in 2016, propelled by exports, construction, and government consumption. Tourism eased while agriculture is likely to expand due to better weather conditions.

75. Poverty continues to fall in Cambodia, albeit more slowly than in the past. In 2012, the poverty rate was 17.7 percent. About 90 percent of the poor live in rural areas. While Cambodia achieved the Millennium Development Goal (MDG) of halving poverty in 2009, the vast majority of families who escaped poverty were only able to do so by a small margin, thus around 8.1 million people are near-poor. Poverty is expected to continue declining over the next few years, driven mainly by growth in the garment, construction, and services sectors in urban areas. The agriculture sector, which was the main driver of poverty reduction in the past, has recently eased.

76. Cambodia's Human Development Index³⁷⁴ (HDI) value for 2014 is 0.555— which put the country in the medium human development category—positioning it at 143 out of 188 countries and territories. Between 1990 and 2014, Cambodia's HDI value increased from 0.364 to 0.555, an increase of 52.4 percent.

77. Figure 1 shows the contribution of each component index to Cambodia's HDI since 1990.

78. However, when the value is discounted for inequality, the HDI falls to 0.418, a loss of 24.7 percent due to inequality in the distribution of the HDI dimension indices. The average loss due to inequality for medium HDI countries is 25.8 percent and for East Asia and the Pacific it is 19.4 percent. The Human inequality coefficient for Cambodia is equal to 24.6 percent.

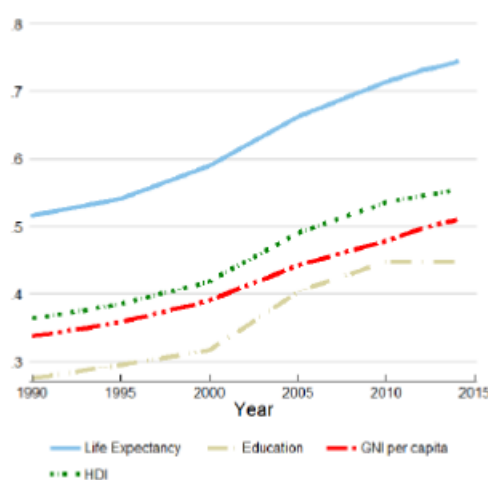
79. Annex 1 provides information on various indicators relevant to the Cambodia portfolio.

80. Cambodia's long-term development vision is guided by the Rectangular Strategy for Growth, Employment, Equity and Efficiency and the NSDP. The 2009–2013 NSDP articulated the Government's vision to achieve the Cambodia MDGs and reduce poverty. The National Social Protection Strategy set out the Government's approach to harmonizing and expanding social safety net coverage and mainstream food insecurity and nutrition in many interventions. The NSDP has since been renewed for five more years, and additionally a five year National Strategy for Food Security and Nutrition (NSFSN) was introduced in 2014.

Livelihoods

81. A common pattern in Cambodia is the versatility of livelihoods. Cambodian families compose their livelihood from many different sources that change according to the seasons of the year. They supplement the subsistence production or cash income

Figure 1. Trends in Cambodia's HDI indices 1990-2014



Source: Cambodia briefing note, 2015 HDR - UNDP

³⁷⁴ UNDP Human Development Report 2015, Briefing note for countries on the 2015 Human Development Report (Cambodia) 2015

received from the main source of livelihood with other kinds of work. For instance, livelihood gained from own agricultural production is supported by selling home-grown vegetables or doing casual paid work. Agriculture is the primary source of livelihood, especially in the lowest income groups³⁷⁵.

82. Despite high levels of participation in the economy, women benefit less from their participation than men. About 70 percent of employed women, compared to 59 percent of employed men, remain in vulnerable employment. Women's employment is highly concentrated in three sectors, which account for 89 percent of all women's employment: (i) agriculture, forestry and fisheries; (ii) wholesale and retail trade and services; (iii) manufacturing. In the micro to medium enterprise sector a high percentage of businesses are owned and run by women, however those enterprises are mostly informal and contribute little to overall economic growth³⁷⁶.

83. Agriculture contributed 37 percent to the GDP and employed about 67 percent of the workforce in 2012. Most Cambodian farmers are smallholders with less than two hectares per household. Seventy-five percent of cultivated land is devoted to rice, primary commodity and source of income for the majority of farmers and 25 percent to other food and industrial crops, primarily rubber.

84. Paddy is also a key commodity for exports: in 2013, Cambodia exported a record level of 1.2 million tons of rice, accounting for more than 3 percent of the total worldwide rice exports³⁷⁷. A specific high-level policymaking body, the Council for Agriculture and Rural Development (CARD)³⁷⁸, is responsible for formulating the government's road map for agricultural and rural development.

85. Freshwater and marine fisheries and aquatic resources provide employment to over three million people. Fish is also a major source of protein in the domestic diet.

Food security, health and nutrition

86. With higher incomes, an increasing number of households are able to afford sufficient food while utilizing a larger portion of their income to cover other household expenses and investments³⁷⁹. Increased income appears to be translating into more diverse and nutritious diets, especially among the poorest segment of the population³⁸⁰.

87. However, highlighting the food access difficulties experienced by poor and near poor populations, Cambodia Socioeconomic Surveys indicate that dietary energy consumption amongst the two poorest quintiles of the population is roughly 32 lower than the richest quintile, resulting in a national undernourishment prevalence of 33 percent. Energy deficits are slightly higher for females than males.

88. Overall, 32 percent of Cambodian children under age 5 are stunted, and 9 percent are severely stunted with very little difference in the level of stunting by gender. The disparity in stunting prevalence between rural and urban children is substantial: 34 percent of rural children are stunted, as compared with 24 percent of urban children.

³⁷⁵ Livelihood resilience and food security in Cambodia, University of Turku, 2011

³⁷⁶ Women's economic empowerment, Cambodia gender assessment, Ministry of Women's Affairs, 2014

³⁷⁷ FAO Cambodia country fact sheet on food and agriculture policy trends, 2014

³⁷⁸ See <http://card.gov.kh/en> for more information about Cambodia agriculture policies and strategies.

³⁷⁹ Cambodia Food Price and Wage Bulletins, WFP

³⁸⁰ Food Security Trend Analysis Report, Cambodia Socio-economic Surveys, 2004 and 2009; NIS/ MoP, EU and FAO

89. Ten percent of children under age 5 are wasted, and 2 percent are severely wasted. Wasting prevalence does not differ substantially by sex and is higher among rural children than urban children (10 percent versus 8 percent)³⁸¹.

90. Cambodia has made good strides in improving maternal health and reducing child mortality, however health remains an important challenge and development priority. The maternal mortality ratio per 100,000 live births decreased from 472 in 2005 to 170 in 2014, the under-five mortality rate decreased from 83 per 1,000 live births in 2005 to 35 per 1,000 in 2014³⁸².

91. Seventy-nine percent (12.3 million people) do not have access to piped water supply and 58 percent (9.3 million people) do not have access to improved sanitation (2015).

92. The HIV prevalence in Cambodia among general population aged 15-49 decreased gradually from 1998. The prevalence has dropped gradually after large-scale programme interventions across the country which led to drop in HIV prevalence among general population aged 15-49 to 0.9 percent in 2006 and 0.7 percent in 2013³⁸³. Cambodia's HIV epidemic remains concentrated among certain populations at higher risk of HIV infection: sex workers, male homosexuals, transgender persons and people who inject drugs. It is likely that prisoners are also at higher risk although there are few data available on HIV prevalence among these groups.

93. The Government health agenda is reflected in the Second Health Sector Strategic Plan 2008-2015.

Education

94. There has been a considerable expansion in the availability of schools and children's access to education over recent years. While more Cambodian children are entering school –with primary net enrolment increasing from 87 percent to 98 percent between 2001 and 2015 (including private schools)–marginalized children are still deprived of their right to an inclusive and quality education. Children from poor rural families, ethnic minorities and those with disabilities are more likely to be excluded from, or not complete primary school, with little difference between boys and girls³⁸⁴.

95. According to the NSDP, the Government is committed to equitable access to universal basic education. Education policies are framed in the Education Strategic Plan 2014 – 18³⁸⁵.

Climate change

96. Cambodia is highly vulnerable to natural disasters, with regular monsoon flooding in the Mekong and Tonle Sap basin and localized droughts in the plains region. Cambodia experienced extensive flooding at the end of 2011 and again in 2013, causing severe damage to livelihoods and to rice crops across flood-affected provinces.

97. The country is considered one of most vulnerable in Asia to impacts of climate change due to its low adaptation capacity. Cambodia has suffered hundreds of deaths and large economic losses as a result of extreme floods in recent years, which are expected to worsen as climate change impacts accelerate³⁸⁶. Rural populations are

³⁸¹ Cambodia DHS 2014

³⁸² <http://www.worldbank.org/en/country/cambodia> (visited January 2016)

³⁸³ Monitoring Progress Towards the 2011 UN Political Declaration on HIV and AIDS, Cambodia National AIDS Authority (NAA), 2015

³⁸⁴ <https://www.unicef.org/cambodia/12962.html> (visited January 2016)

³⁸⁵ <http://www.moeys.gov.kh/en/policies-and-strategies/559.html#.WIqOiVMrLDA>

³⁸⁶ <https://www.adb.org/countries/cambodia/main> (visited January 2016)

most at risk to destructive climatic events such flood and drought. The majority of natural disasters in the country are flood related.

98. The national plan to meet these environmental challenges is the Cambodia Climate Change Strategic Plan 2014 – 2023 (CCCSP). One of the strategic objectives set up in the CCCSP is to promote climate resilience through improving food, water and energy securities.

99. The main strategy seeking food security is: increasing capacity to address climate-induced opportunities in agricultural production systems, ecosystems, and protected areas, focusing on agricultural diversification (e.g. crops, livestock etc.), increase in productivity (e.g. crops, fisheries, livestock, forestry etc.), opportunity for new cropping, and watershed and ecosystem management³⁸⁷.

100. Table 1 shows the main natural disasters in Cambodia and the estimated damages between 2011 and 2016.

Gender

101. Although many improvements are noted for women’s empowerment in the past 10 years, gender disparity remains a challenging issue in Cambodia. The Gender Inequality Index³⁸⁸ (GII) value in Cambodia is 0.477, ranking it 104 out of 155 countries in the 2014 index.

102. In Cambodia, 19 percent of parliamentary seats are held by women, and 9.9 percent of adult women have reached at least a secondary level of education compared to 22.9 percent of their male counterparts. Female participation in the labour market is 78.8 percent compared to 86.5 for men.

103. For every 100,000 live births, 170 women die from pregnancy related causes; and the adolescent birth rate is 44.3 births per 1,000 women of ages 15-19.

104. The Ministry of Women Affairs works to integrate gender equality into policies and programs, and as a coordinator and facilitator for gender mainstreaming across government. The NSDP also includes provisions for gender equality.

Table 1: Major Disasters in Cambodia and Estimated Damages

Disaster	Damages (US\$)
Drought, May 2016	2,500,000
Flood, Jul 2014	530,450
Flood, Sept 2013	1,500,000
Flood, Sept 2012	71,500
Flood, Aug 2011	1,640,023

Source: EM-DAT International Disaster Database

2. Reasons for the evaluation

2.1. Rationale

105. Cambodia was selected for a CPE according to criteria aligned with WFP’s Evaluation Policy 2016-2021 that ensure balanced coverage of countries in which WFP is operating, in proportion with WFP’s Programme of Work, and timeliness of evaluation information for WFP’s strategic decision making in relation to development

³⁸⁷ <http://www.fao.org/faolex/results/details/en/?details=LEX-FAOC143041> (visited January 2016)

³⁸⁸ The GII reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Reproductive health is measured by maternal mortality and adolescent birth rates; empowerment is measured by the share of parliamentary seats held by women and attainment in secondary and higher education by each gender; and economic activity is measured by the labour market participation rate for women and men. The GII can be interpreted as the loss in human development due to inequality between female and male achievements in the three GII dimensions.

of Country Strategic Plans. The new Cambodia Country Strategic Plan is due for approval in November 2018.

106. The evaluation is an opportunity for the Country Office to benefit from an independent assessment of its 2011-2016 (1 July 2011 – 30 June 2016)³⁸⁹ portfolio of operations in line with WFP’s Strategic Plans (2008-2013 and 2014-2017).

2.2. Objectives

107. Evaluations serve the dual objectives of accountability and learning. As such, the evaluation will:

- Assess and report on the performance and results of the country portfolio in line with the WFP mandate, Country Office strategic positioning and in response to humanitarian and development challenges in Cambodia; and
- determine the reasons for observed success or failure and draw lessons from experience to produce evidence-based findings 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.

2.3. Stakeholders and users of the evaluation

108. The key intended users of the evaluation findings and recommendations are the Country Office in liaison with the Government of Cambodia and other UN and Non-UN partners. The Bangkok Regional Bureau (RB) is expected to use the evaluation findings to strengthen its role in providing strategic guidance and regional integration of programmes. Lastly WFP Headquarters (HQ) management will also use the findings for accountability and strategic advocacy.

109. The evaluation corresponds with the 2010-2015 WFP Country Strategy and the 2011-2015 UNDAF. The timing of this CPE and the evidence provided will feed into the design of the Country Strategic Plan and UNDAF cycle starting in 2019. As such, this CPE is weighted more upon the learning objectives than accountability. The CPE and the understanding of how WFP adapted to Cambodia transition into a MIC will also contribute to WFP’s corporate learning.

110. Other stakeholders in the evaluation include the WFP Executive Board (EB), donors and beneficiaries of WFP assistance. The table below provides a preliminary list of stakeholders. A thorough analysis will be done by the evaluation team during the inception phase. More specifically, the team should conduct a gender responsive analysis identifying the principal types of internal and external stakeholders. More information on the external stakeholders can be found in Annex 2.

Table 2: Evaluation stakeholders

Stakeholders	
Executive Board (EB)	As the governing body of the organisation, the EB has a direct interest in being informed about the effectiveness of WFP operations and their harmonisation with strategic processes of government and partners.

³⁸⁹ The CP 200202 extension from 1 July 2016 to 31 Dec 2018 is not part of this evaluation review period.

Stakeholders	
Beneficiaries: women, men, boys and girls	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective.
Government (including partner Ministries)	The Government of Cambodia (GoC) has a direct interest in knowing the effectiveness of WFP interventions as well as the extent of interventions alignment with national priorities and harmonization with other agencies in order to provide the right kind and levels of assistance to the people of Cambodia. The main GoC counterparts are the 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)
Donors	WFP activities are supported by donors' contributions. They have an interest in knowing whether their funds have been spent effectively and efficiently.
UN agencies and groups, and multilateral institutions	UN agencies have a shared interest with WFP in ensuring that the ensemble of UN support is effective and complementary in support of the population's needs, gender equality and human rights. The main UN partners for WFP's portfolio in Cambodia are FAO, UNAIDS, UNICEF and WHO. WFP also partners with the World Bank.
NGO partners and other organizations	NGOs are WFP's partners in programme implementation and design and as such have a stake in the WFP assessment of its portfolio performance as well as an interest in its strategic orientation. WFP worked with various NGOs covering the different activities such as 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 or RACHA.

3. Subject of the evaluation

3.1. WFP's portfolio in Cambodia

111. WFP has been present in Cambodia since 1979. A total of 3 different operations budgeted USD 156,395,487, 1 bilateral operation, USD 210,495.70, and 1 trust fund, USD 192,308 have been active over the period under review. WFP's assistance is articulated through a Country Programme (CP) and focuses on marginalized Cambodians living in the most food-insecure provinces. The CP 200202 was approved by the WFP Executive Board in June 2011 for an initial period of 5 years (2011-2016), replacing the previous PRRO and development projects. There have been 8 amendments (budget revisions) to the initial project document. With budget revision 8, the CP was extended until December 2018 in line with the 2016 – 2018 United Nations Development Assistance Framework (UNDAF) cycle.

112. During the extension period all programme components will continue in line with the existing CP390 and prior budget revisions. Geographical focus remains similar, while the programme's scale reflects revised resource forecasts and a

³⁹⁰ The specific objectives of the CP extension fall out of the evaluation period. However, the extension represents a transition period towards the new Country Strategic Plan which this evaluation will inform. For more details on the CP extension specific objectives see Cambodia CP 200202 Budget Revision 8.

continued shift from direct implementation to a provider of strategic and technical assistance to the Government and other national stakeholders. While direct food assistance is reduced in the CP extension, cash assistance was anticipated to increase, as was the number and cost of activities supporting capacity development and augmentation. The programme aimed to focus on communities in areas of lowest household resilience, high migration, greatest risk of drought and/or floods, activity convergence, and the presence of partners with strong community engagement.

113. Also within the evaluation period, a one-month immediate response EMOP (IR-EMOP) was targeted to areas affected by floods in 2011, followed by a 12 month EMOP 200373 from November 2011 to November 2012 with one budget revision.

114. A bilateral operation between WFP and PATH was signed in 2012 for the provision of technical assistance in the context of an intervention study of fortified rice in the schools meals programme.

115. A trust fund granted to support the Humanitarian Response Forum (HRF) in humanitarian coordination and information management on emergency preparedness, humanitarian and early recovery has been active between 2013 and 2016.

116. A thorough analysis of the various objectives stated in the project documents and budget revisions will be conducted by the evaluation team during the inception phase in order to establish a benchmark set of data by which portfolio performance will be assessed.

117. A midterm operation evaluation of the CP conducted in 2014³⁹¹ highlighted the need to strengthen focus on handover roadmaps and strategies, and greater programme synergies; sharper geographical targeting, greater focus on nutrition sensitive approaches, and enhanced community engagement; and ongoing research to inform national food security and nutrition decision making.

118. In 2014 the national a Strategic Review³⁹² identified structural and institutional challenges for social protection, food security and nutrition, and supported WFP's intent to work towards strengthening national capacities and institutional infrastructure. This review was initially meant to feed a pilot Country Strategic Plan (CSP) process, but the exercise was cancelled and eventually replaced by a Country Programme extension.

119. 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 aimed to add value in advocacy and modelling of interventions. Furthermore, advocacy and institutional development support and formulation of handover strategies were integral parts of the CP in support of WFP's Strategic Objectives.

120. The CP has two objectives:

³⁹¹ Operation evaluation Cambodia CP 200202, a mid-term evaluation of WFP's Country Programme 2011-2016, 2014

³⁹² Cambodia: Strategic Review of Food and Nutrition Security Issues for an Emerging Middle Income Country (2014 – 2018), 2014

- 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.

121. The CP aimed to address WFP Strategic Objectives 2, 4 and 5, contribute to the Cambodia Millennium Development Goals 1, 2, 3, 4, 5, 6, and 7 and support outcomes 1, 2 and 5 of UNDAF 2011-2015.

122. The CP had three components: Education, Nutrition and Productive Assets and Livelihood Support (PALS). See Annex 3 and CP 200202 project document for specific objectives, targets and activities.

123. WFP also works with national authorities towards improved understanding of resilience patterns and analysing transient shocks and vulnerabilities. A Consolidated Livelihood Exercise for Analyzing Resilience (CLEAR) was undertaken to inform long term development programmes and seasonal drought and flood preparedness.

124. The timeline below shows the operations implemented in Cambodia over the period under review as well as an overview of the funding levels of WFP portfolio of operations, the metric tons of food distributed and the number of beneficiaries reached.

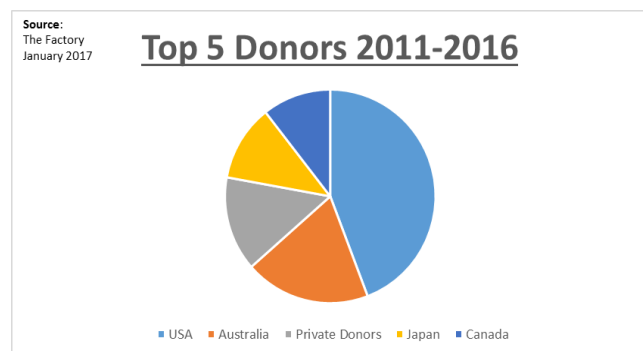
Table 3: Timeline and funding level of WFP portfolio in Cambodia 2011 – 2016

Operation	Time Frame	2011	2012	2013	2014	2015	2016	
CP 200202	01 July 2011- 31 December 2018	[Timeline bar for CP 200202]						REQ: 144170395 REC: 77753096 FUNDED: 54%
EMOP 200373	15 November 2011- 14 November 2012	[Timeline bar for EMOP 200373]						REQ: 11725152 REC: 6160132 FUNDED: 53%
IR-EMOP 200368	12 October 2011- December 2011	[Timeline bar for IR-EMOP 200368]						REQ: 500000 REC: 433639 FUNDED: 87%
Extra- Budgetary Funds								
Trust Fund	July 2013-March 2014	[Timeline bar for Trust Fund]						REQ: 192,308 REC: 192,308 FUNDED: 100%
Bilateral Operation	1 November 2012- 31 July 2014	[Timeline bar for Bilateral Operation]						REQ: 210,495.70 REC: 210,495.70 FUNDED: 100%
Direct Expenses (US\$ millions)		3,748,165	3,994,551	4,159,300	4,717,571	4,633,491	n.a.	
% Direct Expenses: Cambodia vs. WFP World		18,903	26,060	14,246	15,052	10,940	n.a.	
Food Distributed (MT)		6,341	26,682	16,549	11,285	6,648	n.a.	
Total of Beneficiaries (actual)		596,872	319,280	127,096	80,086	307,876	n.a.	
% women beneficiaries (actual)		38%	53%	54%	53%	49%	n.a.	

125. Overall the Country Programme and the EMOP received 54 and 53 percent of its total requirements respectively. The one month IR-EMOP was 87 percent funded while the bilateral operation received the entirety of its requirements. Validation of the above figures and further research on missing information is expected to take place during the field data collection work.

126. Figure 2 shows the top donors to the Cambodia overall WFP portfolio over the period under review.

Figure 2: Main donors to Cambodia portfolio



Source: WFP (The factory), January 2017

127. According to the Country Programme project document, WFP’s portfolio over the review period aimed to contribute to the promotion of gender equality and women empowerment and included provisions in that regard; e.g. participation of pregnant and lactating women in health and nutrition education or beneficiary targets disaggregated by gender. Further research of these aspects is expected to be conducted by the evaluation team during the evaluation period.

Table 4: Cambodia activities by operation and reached beneficiaries by activity and operation 2011-2015

Operation \ Activity	School feeding	Nutrition	GFD	FFA/FFT	HIV/TB	CBT	Total Plan ben. by op.	Total actual ben. by op.	% of actual ben. by op
CP 200202	x	x	x	x	x		1,898,285	1,107,375	58%
EMOP 200373			x	x		x	358,665	226,640	63%
IR-EMOP 200368			x				60,000	54,930	92%
Total Planned Beneficiaries	1254064	143342	373241	455082	74556	16665			
Total Planned Beneficiaries (Women)	616650	86064	187291	227544	37278	8333			
% women beneficiaries VS total by activity (planned)	49%	60%	50%	50%	50%	50%			
Total Actual Beneficiaries	660094	161016	247340	246840	61330	12325			
Total Actual Beneficiaries (Women)	325,293	97,237	126,143	106,814	34,759	6,163			
% women beneficiaries VS total by activity (actual)	49%	60%	51%	43%	57%	50%			

Source: WFP SPRs 2011 – 2015; data for 2016 not available

128. Table 4 shows the activities by operation, and the planned and actual proportions of beneficiaries by activity and operation. Annex 4 gives further details about the beneficiaries and tonnage by operation.

129. Annex 9 provides further details regarding the Cambodia portfolio: timeframe, funding, activities, food tonnages and number of beneficiaries and costs.

3.2. Scope of the evaluation

130. The scope of the evaluation will cover a five years period (1 July 2011 – 30 June 2016). Thus, in summary, the CPE will review and assess the overall performance of the various CP, EMOP, bilateral operation and trust fund activities. The geographic scope of this CPE includes all areas covered by the portfolio.

131. In light of the strategic nature of the evaluation, it is not intended to evaluate the operations individually, but to assess the portfolio as a whole within the framework of the three key evaluation questions, detailed below.

4. Evaluation questions, approach and methodology

4.1. Evaluation questions

132. The evaluation will look in depth at the three major components of the CP; education, livelihood support and nutrition, the emergency responses (IR-EMOP and EMOP), the bilateral operation between WFP and PATH and the trust fund.

133. The CPE will address the following three key questions, which will be further detailed in an evaluation matrix to be developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons from the WFP country presence and performance, which could inform future strategic and operational decisions. Question three will constitute the largest part of the inquiry and evaluation report.

134. **Question one: Portfolio alignment and strategic positioning.** Reflect on the extent to which: i) the portfolio main objectives and related activities have been relevant to Cambodia's humanitarian and developmental needs (including those of specific groups), priorities and capacities; ii) the objectives have been coherent with the stated national agenda and policies; iii) the objectives have been coherent and harmonised with those of partners especially UN partners, but also with, bilateral organizations and NGOs; iv) WFP has been strategic in its alignments and partnerships, and has positioned itself where it can make the biggest difference; v) there have been trade-offs between aligning with national strategies on one hand and with WFP's mission, strategic plans and corporate policies (including the Humanitarian Principles) on the other hand; and vi) WFP portfolio has been consistent with the existing development status in Cambodia.

135. **Question two: Factors and quality of strategic decision making.** Reflect on the extent to which WFP: i) has analysed (or used existing analysis) the hunger challenges, the food security and nutrition situation and the climate change issues in Cambodia - including gender issues; ii) contributed to placing these issues on the national agenda, to developing related national or partner strategies and to developing national capacity on these issues; iii) has generated and applied its own learning to improve the management of the Country Portfolio and engagement with government and partners; iv) has adequately covered the vulnerable groups in its programming. Analyse how WFP's approach to targeting evolved across the portfolio period. Identify the factors that determined existing choices: perceived comparative advantage, corporate strategies, national political factors, resources, organisational structure and staffing, monitoring information etc., in order to understand these drivers of strategy, and how they were considered and managed.

136. **Question three: Performance and results of the WFP portfolio.** Reflect on: i) the level of effectiveness, efficiency, (including the respective cost analyses) and sustainability of the main WFP programme activities and explanations for these results (including factors beyond WFP's control); ii) the level of emergency preparedness, vis-à-vis the effectiveness of the portfolio iii) the level of synergy and multiplying effect between the various main activities regardless of the operations; and iv) the level of synergies and multiplying opportunities with partners especially UN partners, but also with, bilateral organizations and NGOs at operational level.

137. The evaluation will identify and assess common issues across the portfolio such as: 1) food security and markets analysis, 2) targeting and beneficiary selection criteria, 3) monitoring and evaluation, 4) cost-efficiency and cost-effectiveness of interventions, 5) logistics performance, 6) fund-raising, 7) adherence to humanitarian principles, 8) protection and gender sensitive programming (gender marker 2A) and monitoring, 9) partnerships, 10) capacity development and 11) national ownership and hand-over and exit strategies.

4.2. Evaluability

138. The CPE will benefit from the 2010-2015 WFP Country Strategy, the midterm Operation Evaluation of the CP and the national Strategic Review conducted in 2014. However, it should be noted that the Country Strategy is not a results-based management document. Thus the primary benchmarks for measuring performance will be a combination of the operation project documents, standard project reports (SPRs) as well as qualitative assessment of WFP's work (see also section on methodology).

139. Each WFP individual operation has its own logical framework and the formulation of the operations at different points in time will necessitate reference to both the 2008-2013 Strategic Plan as well as the subsequent 2014-2017 Strategic Plan for assessment of strategic alignment of the overall portfolio to WFP objectives, as well as its related strategic results.

140. Elections for Cambodia's commune councils will take place on June 4 2017, which influences the timeline for this evaluation: inception mission is planned to take place the first week of April 2017 and field work data collection in July 2017. The rainy seasons should not, in principle, pose a challenge for travelling to the project sites. Special attention should be paid to plan and allocate sufficient time to meet with the Government partners.

141. Monitoring data is available at the CO. OEV will ensure that an initial e-library list bibliography is made available to the team.

5. Methodology

This evaluation will examine the extent to which gender and equality dimensions are integrated into WFP's policies, systems and processes.

142. The evaluation will employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), efficiency, effectiveness, impact, sustainability and connectedness - appropriately linked to the three key evaluation questions.

143. CPEs primarily use a longitudinal design, rely on secondary quantitative data and conduct primary qualitative data collection with key stakeholders in the country.

144. During the inception phase, the evaluation team will design the evaluation methodology to be presented in the inception report.

145. The methodology should:

- Build on the logic of the portfolio and on the common objectives arising across operations;
- Be geared towards addressing the evaluation questions presented in 4.1. A model looking at groups of "main activities" across a number of operations rather than at individual operations should be adopted;
- Take into account the budget and timing constraints;
- Develop (reconstruct) a working theory of change for the Cambodia portfolio. This should be done during the inception phase in close collaboration with the Country Office.

146. Possible benchmarks for assessing performance can be the Country Strategy documents, a reconstructed theory of change in combination with the operation project documents, SPRs as well as qualitative assessment of WFP's work.

147. It is expected that the performance assessment will include a thorough analysis and interpretation of the achieved quantitative objectives (e.g. beneficiaries, FFA outputs) 393 and indicators (e.g. Food Consumption Score or Coping Strategy Index)

³⁹³ Note that since the shift away from Food for Work in 2011, FFA activities follow a set of corporate terminologies, definitions and approaches outlined in the FFA Programme Guidance Manual and reflected in the commitments made by WFP to its executive board. For more information please refer to the Technical Note titled "Key aspects to consider when evaluating FFA Programmes."

against the quantitative baselines and/or targets stated in the project documents and/or corporate Strategic Results Framework as appropriate.

148. The methodology should demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using a mixed methodological approach (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. The sampling technique to impartially select site visits and stakeholders to be interviewed should be specified.

149. The evaluation should provide a comparative cost-efficiency³⁹⁴ and cost-effectiveness³⁹⁵ analyses of the different food assistance transfer modalities, i.e. Cash Based Transfers (CBT) versus in-kind interventions in the portfolio. See Annex 5 for more details on the cost analysis methodology.

4.4. Quality assurance

150. WFP's Evaluation Quality Assurance System (EQAS) is based on the United Nations Evaluation Group (UNEG) norms and standards and good practice of the international evaluation community³⁹⁶. It sets out processes with in-built steps for quality assurance and templates for evaluation products. It also includes quality assurance of evaluation reports (inception, full and summary reports) based on standardised checklists. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team. The evaluation manager will conduct the first level quality assurance, while the OEV Director will conduct the second level review. This quality assurance process does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

151. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases.

5. Organization of the evaluation

5.1. Phases and deliverables

152. The evaluation will proceed through five phases and will be implemented within the following timeframe in 2017. This timeframe is aligned with the Cambodia CO planning process and decision-making so it can be as useful as possible.

153. The three phases involving the evaluation team are: (i) the inception phase with a briefing of the evaluation team in Rome in March followed by an inception mission in Phnom Penh in April (team leader and evaluation manager), and by the inception report providing details for conducting the evaluation fieldwork. (ii) The fieldwork phase, with at least 3 weeks in the field, is planned to take place in Cambodia in July 2017 involving primary and secondary data collection, and preliminary analysis, followed by an exit debrief with the CO and a subsequent online preliminary findings debrief with the CO, RB and OEV. (iii) The reporting phase concludes with the final

³⁹⁴ A cost-efficiency analysis measures outputs against inputs in monetary terms and facilitates the comparison of alternative transfer modalities in order to use available resources as efficiently as possible.

³⁹⁵ Cost-effectiveness analysis measures the comparative costs of achieving the desired outcomes. The current WFP cost-effectiveness tool is the omega value, a ratio between the in-kind Nutrient Value Score (NVS) divided by the full cost for the in-kind delivery basket and the CBT NVS divided by the full cost of the full CBT basket.

³⁹⁶ Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) and the Organisation for Economic Co-operation and Development - Development Assistance Committee (OECD – DAC).

evaluation report (a full report and an EB summary report) in October 2017. The report will be presented to WFP's Executive Board in February 2018. A more detailed timeline can be found in Annex 6.

Table 5: Summary timeline - key evaluation milestones

Phases	Provisional Timeline	Outputs
Phase 1 (Preparation): Preparation of ToR, stakeholder consultation and identify evaluation team	Jan – Mar 2017	ToR Evaluation team selected and contracted
Phase 2 (Inception): Briefing evaluation team at WFP HQ, document review and inception mission in Cambodia	Apr – May 2017	Inception Report
Phase 3 (Fieldwork): Evaluation mission and data collection and analysis	Jul 2017	Exit debriefing Preliminary findings debrief (telecom)
Phase 4 (Reporting): Draft reports, comment and revision	Aug - Oct 2017	Draft report Comments and process reviews In-country learning workshop Final evaluation report (including SER)
Phase 5 (Presentation): Executive Board and Management response	Feb 2018	Summary evaluation report editing Evaluation report formatting Management response and EB presentation

5.2. Evaluation team / expertise required

154. An independent evaluation team will conduct the evaluation including inception, fieldwork, analysis, internal quality review and reporting. The team will be gender-balanced, geographically and culturally diverse with appropriate skills to assess the portfolio dimensions. The team must not have been involved in the design, implementation or monitoring of the WFP portfolio in Cambodia or have any other conflicts of interest.

155. The team leader (TL) will have responsibility for overall design, implementation, reporting and timely delivery of all evaluation products. The TL should also have a good understanding of the Cambodian context, policy analysis and support to government institutions, food security issues, and familiarity with the relevant portfolio issues. He/she will have excellent synthesis and reporting skills in English.

156. The evaluation team will be composed of 4 national and international consultants (including the team leader) and 1 research analyst. Consultants will have knowledge of mixed evaluation methods, synthesis and reporting skills in English, knowledge of Cambodia and appropriate skills to assess the portfolio gender dimensions.

157. The language used to communicate with some national stakeholders (in particular beneficiaries) may be a constraint. All team members will have to communicate in English with national counterparts, and be assisted by local expertise to communicate in Khmer.

158. The team should combine between its various members the following competencies and expertise:

- Policy analysis and support to government institutions: role of WFP in the formulation and implementation of national policies.

- Education, development finance, food security, nutrition and food fortification.
- Relief and recovery food assistance: natural disasters response, conditional transfers, school feeding.
- Market analysis and market based interventions.
- Capacity development.

5.3. Roles and responsibilities

159. This evaluation is managed by OEV. Diego Fernandez has been appointed as evaluation manager. The Evaluation manager has not worked on issues associated with the subject of evaluation in the past. He is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the review group; organizing the team briefing in HQ; assisting in the preparation of the field missions; conducting the first level quality assurance of the evaluation products and consolidating comments from stakeholders on the various evaluation products. He will also be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts to ensure a smooth implementation process.

160. WFP stakeholders at CO, RB and HQ levels are expected to provide information necessary to the evaluation; engage with the evaluation team to discuss the programme, its performance and results; facilitate the evaluation team's contacts with stakeholders in Cambodia; set up meetings and field visits, organise for interpretation if required and provide logistic support during the fieldwork. The CO should nominate a focal point to communicate with the evaluation team. A detailed consultation schedule will be presented by the evaluation team in the Inception Report. The CO will also organise a learning workshop in Phnom Penh for both internal and external stakeholders with support from the Team Leader and Evaluation Manager.

161. The contracted company will support the evaluation team in providing quality checks to the draft evaluation products being sent to OEV for its feedback. Particularly, the company will review the draft inception and evaluation reports, prior to submission to OEV.

162. To ensure the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings where their presence could bias the responses of the stakeholders.

5.4. Communication

163. WFP stakeholders at CO, RB and in HQ will engage with the evaluation process and will be invited to provide feedback on drafts of the TOR and the Evaluation Report, which are the two core evaluation products.

164. During the last day of the fieldwork there will be an internal exit debrief with the evaluation team and the CO. After the fieldwork, the initial evaluation findings and conclusions will be shared with WFP stakeholders in CO, RB and HQ during a teleconference debriefing session.

165. All evaluation products will be delivered in English.

166. The SER along with the Management Response to the evaluation recommendations is planned to be presented to the WFP Executive Board in February

2018. The final evaluation report will be posted on the public WFP website. Refer to the Communication and Learning Plan for the Evaluation in Annex 7.

5.5. Budget

167. The evaluation will be financed from the Office of Evaluation's budget. The total budget covers all expenses related to consultant/company rates and international travels.

Annex 2: Field Visit Schedule

Date	Location	Time / Activity	Site visit detail	Activity type
Monday 3 July	Phnom Penh	ET arrival in Cambodia AM: meeting with WFP CO and project team (senior management, nutrition team, education team, HRF team, PALS team) PM: meeting with government counterparts (MoEYS, MRD); meeting with partner organization (RACHA)		
Tuesday 4 July	Phnom Penh	AM: meeting with government counterparts (NCDM, MoAFF) PM: meeting with partner organisations and donor (German Embassy, GIZ, FAO, World Vision)		
Wednesday 5 July	Phnom Penh	AM & PM: meeting with partner organisations, government counterparts and donors (Japan Embassy, Australian Embassy, USA Embassy UNWOMEN, USAID, CARD, AMK, MoH)		
Thursday 6 July	Phnom Penh	AM & PM: meeting with partner organisations and government counterparts (UNICEF, WHO, Caritas, MoP, Samaritan's Purse, PSE, CARD, World Education, KAPE, UNAIDS, MCHC, School Aid Japan)		
Sunday 9 July	Phnom Penh to Kampong Thom	AM: Travel to Kampong Thom. Meeting with DCDM PM: meeting with PCDM		
Monday 10 July	Kampong Thom	Team 1: Meeting with PDRD, WVI, GIZ. Followed by site visit.	Canal construction, fish pond, chicken hose, vegetable gardens	PALS
		Team 2: meeting with DOEYS, SFC, Plan International, World Education.	SMP, THR	Education

Date	Location	Time / Activity	Site visit detail	Activity type
Tuesday 11 July	Kampong Thom	Team 1: Meeting with CC, World Vision and beneficiaries. Followed by site visits	Canal construction project	PALS
		Team 2: Meeting with CC, school directors, teachers, storekeepers, school support committee, village chiefs, cooks, parents.	SMP, THR, HGSF	Education
Wednesday 12 July	Preah Vihear	Team 1: Field visit and meeting with project committees, village chiefs, households	Family ponds, chicken house, rice bank	PALS
		Team 2: Meeting with District School Feeding Committee at DOEYS office. Meetings with CC, school directors, teachers, storekeepers, school support committee, village chiefs, cooks, parents.	SMP, HGSF	Education
Thursday 13 July	Prey Vihear	Team 1: Meeting with project committee, CC, and interview with beneficiaries at project site	Family pond	PALS
		Team 2: Meeting with CC, school directors, teachers, storekeepers, school support committee, village chiefs, cooks, parents. Observation of breakfast distribution.	SMP, HGSF	Education
Friday 14 July	Siem Reap	Team 1: Meeting with PDRD and World Vision. Meeting with project committee, CC, and interview with beneficiaries at project site. Field visit.	Pipe water system, rice bank	PALS
		Team 2: Meeting with District School Feeding Committee at DOEYS office. Meetings with CC, school directors, teachers, storekeepers, school support committee, village chiefs, cooks, parents. Observe breakfast distribution.	SMP, HGSF	Education
Saturday 15 July	Siem Reap	Team 1: Meeting with project committee, CC, and beneficiaries at project sites. Field visit.	Road project, rice bank	PALS
		Team 2: Meetings with CC, school directors, teachers, storekeepers, school support committee, village chiefs, cooks, parents. Observe breakfast distribution	SMP, THR	Education

Date	Location	Time / Activity	Site visit detail	Activity type
Monday 17 July	Siem Reap	Team 1 & 2: Health centre visit and interview with staff	HIV/Chronically ill	Nutrition
Tuesday 18 July	Kampong Speu	Team 1 & 2: Additional meetings with government counterparts (PDEYS, PDH, PDRD) and partner organisations (EU Delegation, CARE International)		
Wednesday 19 July	Phnom Penh	AM & PM: ET preparation for internal debriefing		
Thursday 20 July	Phnom Penh	AM: ET preparation for internal debriefing PM: Internal debriefing. ET departure from Cambodia in the evening.		

Annex 3: List of People Interviewed

Key Informants

List of persons and institutions consulted

Note: both individual and small group interviews were conducted

Total number of key informants: 174 (25 women/139 men)

Total number of WFP staff interviewed (country office and sub-office): 21 (4 women/17 men)

Total number of government officials interviewed: 26 (4 women/22 men)

Total number of sub-government officials, school staff and health centre staff interviewed: 85 (12 women/ 73 men)

Total number of donors and United Nations agency representatives interviewed: 18 (3 women/15 men)

Total number of cooperating partners and other partners interviewed: 24 (2 women/22 men)

NATIONAL KEY INFORMANTS				
Name	M/F	Title	Date	Location
WFP CO				
Francesca Erdelman	F	Deputy Country Director	3 July	Phnom Penh
Kannitha Kong	F	Programme Officer (EDU)	3 July	Phnom Penh
BunThang Chhe	M	Programme Officer (EDU)	3 July	Phnom Penh
Sokrathna Pheng	F	Programme Officer (Social Protection)	3 July	Phnom Penh
Chanthoeun Meng	M	Programme Officer (PALS)	3 July	Phnom Penh
Jonathan Rivers	M	Programme Officer (MERVAM)	3 July	Phnom Penh
Yav Long	M	Programme Officer (VAM)	3 July	Phnom Penh
Mony Chuop	M	Consultant	3 July	Phnom Penh
Aldo Luca Spaini	M	WFP security focal point; Head Of SCM, Procurement and IT	3 July	Phnom Penh
Rene Seng	M	Sr. Programme Assistant	3 July	Phnom Penh
Ratanak LENG	M	Communication Officer	3 July	Phnom Penh
Navy Kann	M	Human Resource Officer	3 July	Phnom Penh
Sokhorn Chhay	M	Finance Officer	3 July	Phnom Penh
Sophearom Seng	M	ICT Assistant	3 July	Phnom Penh
Ammar Kawash	M	Consultant	3 July	Phnom Penh
Chantheavy Khieu	M	Head of Sub Office	3 July	Phnom Penh
Nisith Um	M	Head of Sub Office	3 July	Phnom Penh
Total: 21 (4 women, 17 men)				

Government				
Put Samith	M	Director General, General Directorate of Education	3 July	Phnom Penh
Chan Sophea	M	Director, Department of Primary Education	3 July	Phnom Penh

Pa Sok Kan	M	Deputy Office Chief, Office of Primary Education	3 July	Phnom Penh
Ven Thol	M	Office Chief, Office of Primary Education	3 July	Phnom Penh
Eng Meng Sros	F	Official, Office of Primary Education	3 July	Phnom Penh
Try Meng	M	Secretary of State, MRD	3 July	Phnom Penh
Chum Sophal	M	Deputy Director of PED and SFTF, focal point for social protection	3 July	Phnom Penh
H.E Soth Kimkolmony	M	Advisor to NCDM, Deputy Director of Training and Preparedness Department	4 July	Phnom Penh
Mao Saohorn	M	Official of Search and Rescue Department, NCDM	4 July	Phnom Penh
Meas Rasmey	M	Official of Training and Preparedness Department, NCDM	4 July	Phnom Penh
Meach Yady	M	Office Chief, Agricultural Marketing Office, MoAFF	4 July	Phnom Penh
Chhun Bunnara	M	Deputy Head, Programme Management Support, National Committee for Sub-National Democratic Development and Sub-National Administration, MoAFF	5 July	Phnom Penh
H.E Sok Silo	M	Deputy Secretary General	5 July	Phnom Penh
Dr. Say Ung	M	Director of FSN Department	5 July	Phnom Penh
Uth Vuthy	M	Deputy Director of FSN Department	5 July	Phnom Penh
Suon Ngorn Ly	M	Deputy Director of FSN Department	5 July	Phnom Penh
Seng Seyhak	M	Deputy Director of FSN Department	5 July	Phnom Penh
Nea Chamnan	M	Deputy Director of FSN Department	5 July	Phnom Penh
Sou Chenkresna	M	Deputy Director of FSN Department	5 July	Phnom Penh
Dr. Ly Penhsun	M	Director of NCHAD	5 July	Phnom Penh
Mam Borath	M	Director of Nutrition Promotion Dpt Permanent Vice President of National Sub-Committee for Food Fortification Micronutrient, MoP	6 July	Phnom Penh
Ros Pich	M	Office Chief, MoP	6 July	Phnom Penh
Chan Soriya	F	Assistant, MoP	6 July	Phnom Penh
Srey Mon	F	Assistant, MoP	6 July	Phnom Penh
Dr. Prak Sophonneary	F	Deputy Director, NMCHC	7 July	Phnom Penh
Ngy Chanphal	M	Deputy Chairman, CARD	7 July	Phnom Penh
Total: 26 (4 women/22 men)				

SUB-OFFICE AND FIELD LEVEL KEY INFORMANTS				
Name	M/F	Title	Date	Location
Meeting with field office government staff, including school/health employees				
Lim Phalla	F	Deputy District Governor	9 July	Baray district, Kampong Thom
Mak Bun Hong	M	Administrative Director, Provincial Office	9 July	Kampong Thom

Seng Socheata	F	Official, Provincial Committee for Disaster Management	9 July	Kampong Thom
Heng Sarith	M	Official, Provincial Committee for Disaster Management	9 July	Kampong Thom
Neang Chhen	M	Advisor, NCDM	9 July	Kampong Thom
Tung Kimtol	M	Staff, Provincial Committee for Disaster Management	9 July	Kampong Thom
It Vuthy	M	Deputy Director (PoEYS)	10 July	Kampong Thom
Mao Phat	M	ECCD, Coordinator, Plan International	10 July	Kampong Thom
Neuv Som	M	Chief of District Office of Education (DOE)	10 July	Santuk district
Khemara	M	Official of DOE	10 July	Santuk district
Preab Mean	M	Official of DOE	10 July	Santuk district
Lak Aun	M	School Director, SF Committee	10 July	Chimeak primary school
Pin Sokhorn	M	Teacher, SF Committee	10 July	Chimeak primary school
Ry Keatheara	M	Teacher, SF Committee	10 July	Chimeak primary school
Phoeuk Siyan	M	Teacher, SF Committee	10 July	Chimeak primary school
Meas Reuy	M	Teacher, SF Committee	10 July	Chimeak primary school
Chay That	M	Cook	10 July	Chimeak primary school
Yin Sakot	M	School Director	10 July	Ko koh primary school
Som Sophay	M	Vice-School Principal	10 July	Ko koh primary school
Phlong Khiev	M	Village Chief	10 July	Ko koh primary school
Chhoun Oeur	M	School Director	10 July	Prasat primary school
Tan Sokchan	M	Commune Council	10 July	Kor Koh commune
Chea Limchin	M	SMP Committee Member	11 July	In Teakoma primary school
Im Kun	M	SMP Committee Member	11 July	In Teakoma primary school
Som Saly	M	Storekeeper	11 July	In Teakoma primary school

Ke Vuthin	M	School Principal	11 July	O Krou Ke primary school
Chak Chenda	F	Storekeeper	11 July	O Krou Ke primary school
Hem Sokha	M	SMP Committee Member	11 July	O Krou Ke primary school
Nem Kheng	M	SMP Committee Member	11 July	Lvea primary school
Heang Maly	F	SMP Committee Member	11 July	Lvea primary school
Each Rachna	F	SMP Committee Member	11 July	Lvea primary school
Orth Veth	M	SMP Committee Member	11 July	Lvea primary school
Chum Va	M	Supplier	11 July	Lvea primary school
Sam Yin	M	SPM Committee Member	11 July	Lvea primary school
Hom Phorn	M	Commune Council	11 July	Lvea primary school
Ka Soknin	M	Chief of DOE	11 July	Prasat Sambo
An Heng	M	Official in charge of SMP, DOE	11 July	Prasat Sambo
Roek Ya	F	Commune Council Member, Chair of Agricultural Cooperative and the supplier	12 July	Tropaing Totuem primary school
Ther Chan Raksmeay	F	Parent	12 July	Tropaing Totuem primary school
Meas Vuthy	M	School Principal	12 July	Tropaing Totuem primary school
So Phal	M	Commune Council Member	12 July	Tropaing Totuem primary school
Uk Ra	M	Village Chief	12 July	Tropaing Totuem primary school
Chhun Ly	M	Member, SMP Committee Member	12 July	Tropaing Totuem primary school
In San	M	District School Feeding Committee, DoE Rovieng	12 July	Rovieng district
Him Teng	M	District School Feeding Committee, DoE Rovieng	12 July	Rovieng district
Nou Nareth	M	District School Feeding Committee, DoE Rovieng	12 July	Rovieng district
Mr. Delux	M	Chief of Early Childhood Development, DoEYS	12 July	Preah Vihear province
Lay Savorn	M	Official, DoEYS	12 July	Preah Vihear province

Thorng Kimheang	M	Deputy District Governor	13 July	Kulen district, Preah Vihear
Chea Chan	M	Administrative Director of Kulen District Office	13 July	Kulen district, Preah Vihear
Chan Sokhey	M	Chief of Commune Council Management Office	13 July	Kulen district, Preah Vihear
Chheum Vuthy	M	Staff, Kulen district	13 July	Kulen district, Preah Vihear
Mao Dina	M	Staff, Kulen district	13 July	Kulen district, Preah Vihear
Pen Lam	M	Chief of Commune	13 July	Srayov commune, Kulen district, Preah Vihear
Lem Ren	M	Member, Commune Council	13 July	Srayov commune, Kulen district, Preah Vihear
Kung Chantha	M	Deputy Director, Provincial Department of Agriculture, Forestry and Fisheries	13 July	Siem Reap
Kung Sokchea	M	Vice Director, Office of Agricultural Cooperatives, Provincial Department of Agriculture, Forestry and Fisheries	13 July	Siem Reap
Hang Muny	M	Official, Provincial Department of Rural Development	14 July	Siem Reap
Kean Sereyvuth	M	Official, Provincial Department of Rural Development	14 July	Siem Reap
Veng Kimheng	M	Chief of Primary Education Office, DOEYS	14 July	Siem Reap
Kang Sophy	F	Official of PoE, DoEYS	14 July	Siem Reap
Som Suy	M	School Principal	14 July	Doun Ov Primary school
Huot Sar	M	Vice-Chief of District Education Office, DOE	14 July	Angkor Thom
Sam Salor	M	Committee Member, DOE	14 July	Angkor Thom
Lei Lorth	M	Committee Member, DOE	14 July	Angkor Thom
Chao Reahul	M	Commune Council	15 July	Siem Reap, Tbeng Primary School
Ou Puthisoney	M	Vice Chief of District Education Office, DoE	15 July	Siem Reap, Bantey Srey District

Tan Vichheka Rangsey	M	Chief of DOE	15 July	Siem Reap, Bakorng district
Chheus Bunthoeun	M	Official of DOE	15 July	Siem Reap, Bakorng district
Seum Theam	F	Official of DOE	15 July	Siem Reap, Bakorng district
Say Panhha	F	Manager of HIV Ward	17 July	Siem Reap, Provincial Referral Hospital
Cros Sarath	M	Director, Health Department	17 July	Siem Reap
Kuch Chanthy	M	Deputy Director, Provincial Department of Health	18 July	Kampong Speu
Huon Thin	M	Office Chief, Technical Affairs	18 July	Kampong Speu
Ser Sokhan	F	Deputy of MCH	18 July	Kampong Speu
Chon Ramy	F	Staff, MCH	18 July	Kampong Speu
Sok Munyath	M	Chief, TB Programme	18 July	Kampong Speu
Meach Piseth	M	Chief of TB, OD Kampong Speu district	18 July	Kampong Speu
Tim Thany	M	Director, Referral Hospital of Kampong Speu	18 July	Kampong Speu
Kim Chanthan	M	Chief, MCH	18 July	Kampong Speu
Oun Morn	M	Chief OD Kampong Speu	18 July	Kampong Speu
Sim Sokha	M	Deputy Director, Provincial, DOEYS	18 July	Kampong Speu
Um Samin	M	Focal Person, Provincial DOEYS	18 July	Kampong Speu
Pok Chanthan	M	Deputy Director, Provincial Department of Rural Development	18 July	Kampong Speu
Um Savoeun	M	Office Chief, Planning and Statistics, Provincial Department of Rural Development	18 July	Kampong Speu
Total: 85 (12 women/73 men)				

Meeting with donors and United Nations agencies				
Alexandre Huynh	M	FAO Country Representative	4 July	Phnom Penh
Etienne Careme	M	Operations Coordinator, FAO	4 July	Phnom Penh
Iean Russel	M	Policy Advisor, FAO	4 July	Phnom Penh
Ludgera Klump	F	Counsellor, Head of Cooperation, German Embassy	4 July	Phnom Penh
Toshiki Fujimoto	M	Second Secretary, Japan Embassy	5 July	Phnom Penh
Socheath Heng	M	National Programme Manager, UNWOMEN	5 July	Phnom Penh

Simon Buckley	M	First Secretary, Embassy of Australia	5 July	Phnom Penh
Noah Sprafkin	M	Health Development Officer, USAID	5 July	Phnom Penh
Albert Bellot	M	Development Assistance Coordinator, USAID	5 July	Phnom Penh
Tonh Mok	M	Development Assistance Specialist, USAID	5 July	Phnom Penh
Sydney Nhamo	M	Planning & Monitoring Specialist, UNICEF	6 July	Phnom Penh
Chea Vibol	M	Staff, UNICEF	6 July	Phnom Penh
Maki Kato	F	Social Policy, Staff, UNICEF		
Chea Kimsong	M	Social Policy Specialist, UNICEF	6 July	Phnom Penh
Samuel Treglown	M	Manager-WASH, Child Survival & Development, Integrated Early Childhood Development Section, UNICEF	6 July	Phnom Penh
Dr. Reiko Tsuyuoka	F	Team Leader of Emerging Disease Surveillance and Response, WHO	6 July	Phnom Penh
Muhammad Saleem	M	Strategic Information Advisor, UNAIDS	6 July	Phnom Penh
Ung Polin	M	Communication and Resource Mobilization Advisor, UNAIDS	7 July	Phnom Penh
Total: 18 (3 women/15 men)				

Meeting with headquarters level cooperating partners and other partners				
Chan Ketsana	M	Team leader, RACHA	3 July	Phnom Penh
Chan Theory	M	Director, RACHA	3 July	Phnom Penh
Günter Wessel	M	Project Manager Improvement of Livelihoods and Food Security of Former Landless and Land Poor Households, GIZ	4 July	Phnom Penh
Leng Vireak	M	Associate Director for Operations “Projects”, WVI	4 July	Phnom Penh
Kao Thearavuth	M	Senior Programme Officer, Resource Development Unit, WVI	4 July	Phnom Penh
Robert Gillen	M	Integrated Programme Director, WVI	4 July	Phnom Penh
Pen Kosal	M	Director of Administration, Logistics and Techniques, PSE	4 July	Phnom Penh
Chea Rattana	M	Branchless Banking and Channel Management, AMK	5 July	Phnom Penh
Hou Kroeur	M	Deputy Country Director, HKI	6 July	Phnom Penh
Nay Vicheka	M	Planning, Monitoring and Evaluation Manager, CARITAS	6 July	Phnom Penh
Bob Jacob	M	Deputy Country Director, Samaritan’s Purse	6 July	Phnom Penh
Yuth Yin	M	Representative, School Aid Japan	7 July	Phnom Penh
Sok Samphors	F	Focal point, School Aid Japan	7 July	Phnom Penh
Sao Vanna	M	Director of KAPE	7 July	Phnom Penh
Kim Dara	M	Country Operations Director of WE, KAPE	7 July	Phnom Penh
Total: 15 (1 woman/14 men)				

Meeting with cooperating partners and other community partners				
Chan Sokkhy	M	Sponsorship Programme Manager, WVC	11 July	Kampong Thom
Patrick Renaud	M	Field Coordinator for Preah Vihear and Kampong Thom, AAH	11 July	Preah Vihear
Lon Many	M	Programme Officer, AAH	11 July	Preah Vihear

Sey Sath	F	Assistant Community Development Facilitator	11 July	Preah Vihear
Sar Chea	M	Staff, WVC	14 July	Siem Reap
Tey Sovanna	M	Staff, WVC	14 July	Siem Reap
Sam Oun	M	Plan International	14 July	Siem Reap
Meach Bora	M	World Education	14 July	Siem Reap
Tach Lykhan	M	Provincial Coordinator of Reproductive Age and Child Health Alliance (RACHA)	17 July	Siem Reap
Total: 9 (1 woman/8 men)				

Site Observations

Summary list of sites observed

Total number of sites observed: 32

Total number of education (SMP, HGSF, THR) sites observed: 16

Total number of PALS sites observed: 16

Total number of health/nutrition sites observed: 0

SITE OBSERVATIONS			
Type of site	Component	Date	Location
Canal project	PALS	10 July	Kampong Thom
Fish pond, chicken house, vegetable gardens	PALS	10 July	Kampong Thom
Chimeak primary school	Education – THR	10 July	Kampong Thom
Ko Koh primary school	Education – SMP, THR	10 July	Kampong Thom
Prasat primary school	Education – SMP, THR	10 July	Kampong Thom
Canal project	PALS	11 July	Kampong Thom
Canal project	PALS	11 July	Kampong Thom
Teakoma primary school	Education – SMP	11 July	Kampong Thom
O Krou Ke primary school	Education – SMP	11 July	Kampong Thom
Lvea primary school	Education – SMP	11 July	Kampong Thom
Family pond, chicken house, rice bank, site #1	PALS	12 July	Prey Vihear
Family pond, chicken house, rice bank, site #2	PALS	12 July	Prey Vihear
Tropaing Totuem primary school	Education – HGSF	12 July	Prey Vihear
Sre Thnong primary school	Education - HGSF	12 July	Prey Vihear
Water tank, Tropaing Totueem	PALS	12 July	Prey Vihear
Water tank, Sre Thnong	PALS	12 July	Prey Vihear
Family pond, Koulén district	PALS	13 July	Prey Vihear
Family pond, Koulén district	PALS	13 July	Prey Vihear
Family pond, KSrong Yong commune	PALS	13 July	Prey Vihear
Steung Sen Monorum primary school	Education – HGSF, SMP	13 July	Prey Vihear
Khum Thmey primary school	Education – HGSF	13 July	Prey Vihear
Koh Ke primary school	Education – HGSF	13 July	Prey Vihear
Pipe water system	PALS	14 July	Siem Reap
Rice bank site	PALS	14 July	Siem Reap
Doun Ov primary school	Education – HGSF, SMP	14 July	Siem Reap
Trapaing Svay primary school	Education – HGSF, SMP	14 July	Siem Reap
Road project, Pouk	PALS	15 July	Siem Reap
Road project, Pouk	PALS	15 July	Siem Reap
Rice bank, Pouk	PALS	15 July	Siem Reap
Thlork primary school	Education – SMP, THR	15 July	Siem Reap
Tbeng primary school	Education – SMP, THR	15 July	Siem Reap
Lvea primary school	Education – SMP, THR	15 July	Siem Reap
Total: 32 sites visited			

Beneficiary Interviews

Beneficiary interviews summary:

Total number of beneficiary interviewees: 260 (96 women, 164 men)

Committee/or type	# total	# of men	# of women	Location	Date	Activity discussed, if sector-specific
Committee, Village Chief and Commune Council from 3 villages (Sen Aphiwat 1, 2 and O-Thom)	7	4	3	Sen Aphiwat 2 village, Tipu commune, Santuk district, Kampong Thom province	10 July	PALS, benefits, roles and responsibilities of Canal Management Committee
Villagers from 3 villages (Sen Aphiwat 1, 2 and O-Thom)	5	3	2	Sen Aphiwat 2 village, Tipu commune, Santuk district, Kampong Thom province	10 July	PALS, benefits of having canal and the roles of Canal Management Committee
Parents	6	0	6	Chimeak primary school, Kampong Thom province	10 July	THR
School meal support committee, parents	9	1	8	Ko Koh primary school, Kampong Thom province	10 July	School breakfast, THR
School feeding committee, mothers	9	0	9	Prasat primary school, Kampong Thom province	10 July	SMP, THR
Parents	5	1	4	Teakoma primary school, Kampong Thom province	11 July	SMP
Parents	6	2	4	O Krou Ke primary school, Kampong Thom province	11 July	SMP
SMP committee members	7	3	4	O Krou Ke primary school, Kampong Thom province	11 July	SMP
Villagers from 2 villages (Ta-Am and Chraing Kraham)	15	8	7	Ta Am village, Kampong Svay commune, Kampong Thom province	11 July	PALS, benefits, roles and responsibilities of Canal Management Committee
Committee, Village Chief and Commune Council	9	7	2	Ta Am village, Kampong Svay commune, Kampong Thom province	11 July	PALS, benefits, roles and responsibilities of Canal Management Committee
Committee, Village Chief and Commune Council	15	6	9	Tateav village, Chey commune, Kampong Svay district, Kampong Thom province	11 July	PALS, benefits, roles and responsibilities of Canal Management Committee
Parents	6	0	6	Lvea primary school, Kampong Thom province	11 July	SMP
Parents and cooks (2)	5	2	3	Sre Thnong primary school, Preah Vihear province	12 July	SMP
School principal & commune counsellor	2	2	0	Preah Vihear province	12 July	SMP

Committee, Village Chief and members	9	5	4	Kampenh village, Yeang commune, Chorm Khsan district, Preah Vihear province	12 July	PALS (rice bank, pond, chicken)
Committee and Village Chief	7	6	1	Sra Em Khang Thbong village, Kantuot commune, Chorm Khsan district, Preah Vihear province	12 July	PALS (rice bank, pond)
School support committee	3	3	0	SteungSen Monorum primary school, Preah Vihear province	13 July	HGSF
Parents	10	2	8	SteungSen Monorum primary school, Preah Vihear province	13 July	HGSF
School feeding committee	7	7	0	Khum Thmey primary school, Preah Vihear province	13 July	SMP
District school committee	3	3	0	DoE Koulen district, Preah Vihear province	13 July	SMP
Parents	10	3	7	Koh Ke primary school, Preah Vihear province	13 July	SMP
School support committee	6	3	3	Koh Ke primary school, Preah Vihear province	13 July	SMP
Parents	4	1	3	Doum Ov primary school, Siem Reap province	14 July	SMP
School feeding committee	4	1	3	Doum Ov primary school, Siem Reap province	14 July	SMP
School feeding committee	6	5	1	Trapaing Svay primary school, Siem Reap province	14 July	SMP
Parents	4	1	3	Trapaing Svay primary school, Siem Reap province	14 July	SMP
Committee, Commune Council and Village Chief	5	4	1	Teyek village, Tayek commune, Sotr Nikum district, Siem Reap province	14 July	PALS (pipe water system)
Villagers	11	0	11	Teyek village, Tayek commune, Sotr Nikum district, Siem Reap province	14 July	PALS (pipe water system)
Committee	7	1	6	Prey Lean village, Popel commune, Sotr Nikum district, Siem Reap province	14 July	PALS (rice bank)
Parents	13	1	12	Thlork primary school, Siem Reap province	15 July	SMP
School director	1	1	0	Thlork primary school, Siem Reap province	15 July	SMP
School feeding committee	1	1	0	Tbeng primary school, Siem Reap province	15 July	SMP
Parents	7	0	7	Lvea primary school, siem Reap province	15 July	SMP
Committee and Commune Council	6	0	6	Ang Takun village, Leang Dai commune, Sotr Nikum district, Siem Reap province	15 July	PALS
Villagers	11	0	11	Ang Takun village, Daun Keo commune, Puok district, Siem Reap province	15 July	PALS
Village Chief and villagers	10	6	4	Phlung village, Leang Dai commune, Angkor Thum district, Siem Reap province	15 July	PALS
Committee, Commune Council, Village Chief and villager	9	3	6	Ta Phnea village, Kork Thork commune, Chi Kreng district, Siem Reap province	15 July	PALS (Rice bank)
Total beneficiaries interviewed:	260	96	164			

Annex 4: Methodology

Scope and objectives

1. The scope of this country portfolio evaluation includes Cambodia CP 200202. It incorporates all activities and process related to its formation, implementation, resourcing, monitoring, evaluation, and reporting relevant to answer the evaluation questions in the evaluation matrix. This country portfolio evaluation also includes parallel operations that took place during the CP 200202 period, in particular the IR-EMOP 200368, EMOP 200373, the WFP bilateral operation with PATH, and a trust fund to support the Humanitarian Response Forum. The country portfolio evaluation covers a six-year period (1 July 2011 to mid 2017). The geographic scope is all areas covered by the portfolio.

2. The primary objectives of this evaluation are accountability and learning: to assess and report on the performance and results of the country portfolio to date, determine the reasons why certain results occurred or not, and provide evidence-based findings that will inform operational and strategic decision-making for the TICSP. Specifically, WFP Cambodia emphasised the opportune timing of the evaluation to inform the design of the next WFP Cambodia country strategic plan.

3. The country portfolio evaluation addressed three key questions. These questions contribute to the learning objective of this evaluation, as they aim to generate important lessons from the presence and performance of WFP in Cambodia.

- Q1: What has been the strategic alignment and positioning of the WFP portfolio?
- Q2: What have been the factors driving strategic decision-making?
- Q3: What have been the performance and results of the WFP portfolio?

4. For each main question above, the evaluation answered the associated sub-questions along with any additional guidance presented in the ToR. The evaluation also took into account the specific interests of the country office as emphasised during the handover call. These questions and topics were further clarified during the evaluation inception meeting between the evaluation team leader and WFP Cambodia from 3-7 April 2017.

5. The evaluation team assessed the degree to which the activities of WFP and partners met the standards set forth in WFP corporate gender policy (i.e., mainstreaming of gender in operations, capacity development, accountability and partnerships, and advocacy and research), and examined successes and shortcomings and the reasons for both. It sought to understand the dynamics of gender equality and to verify the nature and extent of women's participation in different activities. Strategies included: holding separate male and female focus group discussions (FGDs) to allow participants to express themselves freely; integrating into data collection tools questions regarding gender equality, discrimination, and the power relations between men and women; and examining gender mainstreaming for each component, i.e., looking at how gender issues were addressed and at the presence and use of sex-disaggregated data.

Approach

6. The evaluation team used an approach comprised of 1) secondary literature and data review, and 2) collection of primary qualitative data. The desk review of the project documentation available for the current country portfolio, WFP corporate

policy documents, and published material related to the evaluation topics in Cambodia mainly occurred during the inception period. Additional documents collected during and after the fieldwork were triangulated with the literature review from inception and with the primary data.

7. The evaluation team used the following primary data collection methods during the site visits:

- Structured focus group discussions with beneficiaries and cooperating partner staff (grouped by portfolio activity and disaggregated by sex as required)
- Structured key informant interviews with beneficiaries, cooperating partner staff, national and local government representatives, United Nations agency representatives, and other key stakeholders in the country portfolio sectors
- Direct observation of country office activities (coordination and technical meetings) and outputs such as rehabilitated and new community and household assets, school meal preparation, distribution, and storage and complementary assets
- An internal debrief presentation at the end of fieldwork to discuss preliminary findings and evaluation process next steps.

8. The evaluation team triangulated information from stakeholders by eliciting a wide range of responses to the same issues from different stakeholders, participating in different activities, and examining these issues in differing social and environmental contexts. This was complemented by periodic reviews of data quality, accuracy, and reliability and cross-referencing with other data sources, including secondary data. The evaluation team members are experienced researchers and ensured that information was obtained without bias.

Sampling

9. The evaluation team used a two-stage purposive sampling strategy for primary data collection at field sites. Programme locations were selected in the first stage from among the portfolio provinces. The criteria used to select the main country portfolio field locations were diverse ethnic and socio-cultural context; geographic dispersion; diversity and intensity of activities; and complexity of the implementation environment.

10. Based on these criteria, the evaluation team selected Kampong Thom, Prey Vihear and Siem Reap provinces, located along the north bank of the Tonle Sap basin. They are generally multi-activity sites and include the majority of beneficiaries and volume of distributed food. Siem Riep is a highly complex operating environment due to the high migration rate (to Thailand), which represents a considerable challenge, particularly for the PALS component.

11. The second stage of sampling identified the specific activities to visit within each location. The evaluation team provided the country office with the following desired activity dispersion by region and by day: school feeding (18 site visits), nutrition (8 site visits), assets (12 food and cash assistance for assets site visits). The evaluation team then requested the country office to revise the possible number of site visits and to

identify specific activities to visit on each day, following the predetermined activity dispersion criteria, and the following additional criteria:

- **Accessibility:** physical accessibility with reasonable travel times from the main towns to where the evaluation team could overnight
- **Availability:** availability of stakeholders to meet with the evaluation team
- **Country portfolio performance:** the evaluation team visited activities that are a combination of on-track and off-track toward project targets
- **Prioritisation of active activities (school feeding, PALS) versus phase-out activities (nutrition).**

12. As a result, the field visit mainly included school feeding and PALS site visits.

Organization of Fieldwork

13. The evaluation team travelled to each main project location as one team. Within each location, the evaluation team split into two teams of two. One team consisted of one international and one national member and the other team consisted of two internationals and one national team member. The evaluation team maximised gender parity in each team but also prioritised matching the team competencies with the type of activity visited. Each team visited one activity in the morning and one in the afternoon. Every evening, there was a full team debriefing session to consolidate information collected that day and identify priority lines of inquiry for the following day.

14. The country office staff organised focus group discussions and key informant interview participants and the direct observation schedules in field sites in advance to allow a smooth roll-out of the visit. Focus group discussions and key informant interviews with United Nations partners, government representatives and cooperating partner staff in Phnom Penh were determined by the evaluation team in consultation with the country office. The country office then organised the agreed meetings. See Annex 2 for final fieldwork schedule.

Tools

15. During the inception phase, the evaluation team developed the data collection tools (see Annex 6), which were reviewed and adjusted as needed for gender and cultural appropriateness. Field data collection protocols included on-site measures to proactively engage with women. The evaluation team conducted gender-disaggregated data collection with same-gender facilitation, where possible.

Ethics and Evaluation Principles

16. The evaluation observed ethical principles for evaluators such as informed consent, systematic inquiry, respect for people, and responsibilities for public welfare.³⁹⁷ The evaluation followed Office of Evaluation EQAS standards. The evaluation team maintained impartiality and transparency during data collection, and it regularly communicated with the country office and stakeholders to ensure data quality, validity, consistency, and accuracy. The TANGO evaluation manager closely guided the team on quality standards and reviewed the evaluation team reports to ensure compliance with these standards.

³⁹⁷ America Evaluation Association, 2004.

17. The evaluation team ensured appropriate ethical considerations were in place for all interviews. All interviewees were informed of the purpose of the interview, its duration, how they were identified to participate in the interview, their rights as interview participants, and that the evaluation team would keep the specific interview findings confidential. Interviewees also informed how the information they provide would be used to assess the country portfolio overall, but they were reassured that there would be no direct attribution to them personally or their specific project site. Finally, interviewees were asked whether they consented to participating in the interview through verbal consent. Pictures, also with verbal consent, were taken to help visualise the range of country portfolio activities and infrastructure for reference during analysis. The evaluation team indicated that all photographs would be used for internal evaluation purposes only and would not be disseminated. The evaluation team was prepared to take note of any interview or photo refusals, but there was none. For interviews with children, the evaluation team followed the guidance provided by UNICEF for ethical research involving children.

18. At the end of the mission, the evaluation team held an internal debriefing for WFP to present and help validate preliminary findings and emerging conclusions of the evaluation, and solicit input and observations from WFP to further inform the evaluation. This presentation was then modified as appropriate for an external debriefing.

Limitations

19. There were two main limitations to the evaluation. First, former partners, or their current organizational representatives, did not remember details of the collaboration with WFP from earlier years in the evaluation period, primarily 2011-2014. This limited the amount of information available to the evaluation team to enable the assessment of past results. The team thus relied more on project documentation to assess this period, triangulating data with current stakeholders where feasible. Second, the recent election of new commune council representatives resulted in a loss of institutional memory at commune level. The team mitigated this constraint by interviewing re-elected commune officials and commune-level staff who spanned administrations and are familiar with WFP programming, and referred to relevant WFP documentation of commune meetings when available.

Annex 5: Evaluation Matrix

Evaluation Matrix (Detailed)

Specific Questions	Analysis/ Indicators	Data and Information Sources	Data Collection Methods	Triangulation Approach
Key Question 1: Alignment and strategic positioning of WFP country strategy and portfolio				
EQ 1.1: Extent to which the portfolio's main objectives and related activities have been relevant to Cambodia's humanitarian and developmental needs (including those of specific groups), priorities and capacities				
1.1.1 Food security and nutrition needs and characteristics of vulnerable groups by location, gender, age, and socioeconomic status	Food security and nutrition status of population (FCS, HDDS, stunting/wasting in CU5, health status of PLW, CSI) Key social indicators (educational enrolment, attendance, dropout rates, gender parity, access to basic services and infrastructure, poverty rate and distribution, etc.) Perceptions of government officials and partner, including specific examples of relevance	National data from government Cambodia DHS (2014) Analytical reports on food security, nutrition and vulnerability (e.g., by World Bank, AsDB, WFP CO, others as identified) Studies and analysis from partners and other agencies Interviewees Direct observation	Review of secondary data Document review KIIs with government and other stakeholders Focus group interviews with beneficiaries Direct observation by ET during field work KIIs	Comparison of national, external and WFP-generated data and reports with the perspectives of government officials, donors and other partners
1.1.2 Major contextual changes during the evaluation period and their effect on food security and nutrition needs	Analysis of secondary quantitative and qualitative data on changes in food security, nutrition, economic and social indicators over evaluation period	Data from government reports, external sources, WFP CO M&E Documents, including qualitative studies and reports Interviewees	Document review KIIs with government and other stakeholders about major contextual changes	Consult a range of documentary sources that span the evaluation period and elicit historical knowledge of stakeholders

1.1.4 How activities take gender and cultural context into account when designing appropriate responses	Comparison of needs-assessment data and programme output and outcome data Review of relevant WFP policies against programme approach	WFP project documents, evaluations, monitoring reports, internal monitoring data Interviewees	Document review FGDs, KIIs Observation by ET during field work	Comparative analysis of information from a range of stakeholder interviews against programme design documents and corporate guidance
EQ 1.2: Extent to which the objectives have been coherent with the stated national agenda and policies				
1.2.1 Alignment with Government of Cambodia policies	WFP strategy and objectives that directly support government strategies	National government policy frameworks, planning documents and sector policies	Document review KIIs with government and WFP CO	Degree of correlation among views of government, non-government and external parties in KIIs and with documentary evidence Assessments of any government policy shifts and WFP response
1.2.2 Assessment of clarity and completeness of supporting policy frameworks relevant to WFP programme	Comparison of congruency between key points in national policy frameworks to WFP CO programme objectives	WFP CO programme documents, evaluations and reports Interviewees	KIIs with non-government and external parties	
1.2.3 Methods for mutual accountability	Review of accountability mechanisms and communication strategies, methods, frequency, clarity, degree of satisfaction	Government policy and planning documents at national and sector level WFP programme documents Interviewees	Document review KIIs with government staff, WFP and cooperating partner staff KIIs with local government officials	Review of actions in relation to accountability mechanisms with KII assessments
EQ1.3: Extent to which the objectives have been coherent and harmonised with those of partners especially United Nations partners and NGOs				
1.3.1 Effectiveness of WFP partnerships at policy level with United Nations partners and NGOs	Functions and effectiveness of coordinating bodies and coordination frameworks	Planning documents and performance information on WFP activities including collaborative activities (e.g., assessments, evaluations, strategies, etc.) Interviewees	KIIs with United Nations partners, government officials, cooperating partner staff, WFP staff Document review	Range of documentary sources and stakeholder interviews
1.3.2 Effectiveness of WFP collaboration with other United Nations agencies at implementation level	Degree of harmonisation and collaboration between WFP and partners			

1.3.3 Effectiveness of WFP collaboration at implementation level with cooperating partners	Coherence of WFP strategies with relevant partner strategies			
EQ 1.4: Extent to which WFP has been strategic in its alignments and partnerships, and has positioned itself where it can make the biggest difference				
1.4.1 How WFP has been strategic in aligning with government policies in order to ensure that it has a significant positive effect on development and emergency response in Cambodia	Analysis of WFP strategic decisions that align with government policies and build on the WFP comparative advantage in order to ensure greatest development contribution	National planning and strategic documents WFP CO strategy and programme documents Interviewees	Document review KIIs with government, WFP CO and RB staff, United Nations partners and donors KIIs with cooperating partners	Comparison of relevant national and WFP strategies with external views and reports on progress in national development and emergency response
1.4.2 How WFP has been strategic in choosing and prioritizing partnerships in order to ensure that it has a significant positive effect on development in Cambodia	Analysis of strategic objectives and choice of partners by WFP comparative advantages to ensure development contribution is maximised Analysis of the how WFP has used its comparative advantage to support and enhance continued development among vulnerable groups			Alignment between strategies and objectives and of WFP and its chosen partners, and external views and reports, on effect of partner choice on development activities for vulnerable groups
EQ 1.5: The nature and extent of any trade-offs between aligning with national strategies and aligning with mission, strategic plans and corporate policies of WFP (including the humanitarian principles)				
1.5.1 How WFP CO has adapted its portfolio to adhere to changes and evolution in WFP policies and guidelines	Extent of WFP CO adherence to WFP corporate policies and standards	Documents on WFP corporate strategy, policies and standards during evaluation period WFP CO programme documents Project documents and performance data on WFP	Document review KIIs with government, WFP CO staff, WFP RB staff. KIIs with government and donors	Consult a range of documents and stakeholders that covers the evaluation period Capture HQ, RB, and CO perspectives
1.5.2 Extent to which there have been tensions and trade-offs between WFP	Challenges and constraints to WFP CO adherence to corporate policies and standards, and			

<p>corporate policies and guidelines and alignment with government strategies and policies</p> <p>1.5.2.1 Extent to which there have been trade-offs between humanitarian principles (humanity, neutrality, impartiality, independence) and alignment with government strategies and policies</p>	<p>adherence to humanitarian principles due to government policies and standards</p> <p>Extent to which these challenges are acknowledged and resolved by WFP and government</p>	<p>activities and humanitarian principles</p> <p>Reports by United Nations and other agencies on the humanitarian situation and responses</p> <p>Interviewees</p>		
EQ 1.6: Extent to which WFP portfolio has been consistent with the existing development status in Cambodia				
<p>1.6.1 What the development status was at the beginning of the evaluation period</p>	<p>Analysis of the extent to which the WFP portfolio has addressed the evolving development status</p>	<p>Documents pertaining to development policies and priorities during the evaluation period</p> <p>Interviewees</p>	<p>Document review</p> <p>KIIs with government officials, WFP staff, donors, external experts</p>	<p>Changes in key development indicators as measured by external actors (e.g., Gini index, GII, GDI, DHS, World Bank income classification, etc.)</p>
<p>1.6.2 The extent to which WFP strategies and interventions have been appropriate to the existing development needs of the most vulnerable groups</p>	<p>Analysis of the extent to which programme components incorporated the differentiated needs of women, men, girls, and boys, were appropriately geographically dispersed, and were responsive to the complexity of the implementation environment over time</p>			<p>Analysis of primary and secondary data, comparison of consistency of data across sources and with qualitative feedback from internal and external stakeholders</p>

Key Question 2: Factors and quality of strategic decision making				
EQ 2.1: Extent to which WFP has analysed (or used existing analysis) the hunger challenges, the food security and nutrition situation and the climate change issues in Cambodia - including gender issues				
2.1.1 For each programme activity, what analysis was done by WFP to determine whether to respond and what type of activities were appropriate	Analysis of programme activities against assessed needs, disaggregated by sex, in food security and nutrition assessments and other relevant documentation	Programme documents, design documents and analytical tools, various assessments on food and nutrition security, markets, emergency needs Interviewees Records on consultations with stakeholders	Document review KIIs with WFP CO staff, RB, cooperating partners, government officials, RB Review of records and meeting minutes on stakeholder consultations	Congruence between WFP analytical work and analysis of other development actors Assessment of internal constraints to response (e.g., funding, staff, etc.) Analysis of how WFP analytical work was integrated into programme decisions and operational documents ET assessment of quality of analytical processes and documents Interviews with staff undertaking analysis
2.1.2 How WFP analysed the food security, nutrition, livelihoods, market and gender context and how that informed programming and targeting decisions	Assessment of extent to which WFP implementing staff demonstrate knowledge and understanding of supporting data and analysis	Analytical reports by WFP CO, either internally or in collaboration with other stakeholders Interviewees		
2.1.3 Accuracy of WFP in its assessment of the needs of the most vulnerable and the underlying causes of food and nutrition insecurity	Depth and quality of internal analysis done by WFP (vulnerability assessments, food security assessments, market assessments, emergency assessments)			
2.1.4 How monitoring and other data were used to inform strategic and programmatic decisions	Degree of attention and responsiveness in monitoring to gender issues, beneficiary satisfaction, targeting, graduation, etc.	PDM reports and follow-up actions; SPRs, other documentation of decisions based on monitoring feedback Interviewees	Document review KIIs with WFP staff, cooperating partner staff, RB, government FGDs (discussions with beneficiaries on how feedback to field monitors is reflected in adjustments to interventions)	Analysis of how monitoring data and reports were used in subsequent strategic and programme decisions

2.1.5 How data are collected in terms of frequency, timing, sex disaggregation	Review of internal data collection methods by WFP and partners	WFP CO M&E data Interviewees	KIIs with WFP CO, RB	Assessment against corporate guidance and practical constraints on data collection
EQ 2.2: Extent to which WFP contributed to placing these issues on the national agenda, to developing related national or partner strategies and to developing national capacity on these issues				
2.2.1 What actions WFP took developing national capacity for monitoring, analysis, evidence-based decision-making and programme implementation	Assessment of how capacity requirements identified and addressed perceptions of government and WFP staff, and external perceptions of donors, United Nations partners	Documentation of capacity building activities and outcomes Interviewees	Document review KIIs with government, donors, WFP staff, United Nations partners, donors	Internal and external perspectives through a range of interviews and review of documentary sources on WFP contributions to national capacity building
2.2.2 How national government capacity has been strengthened as a result	Assessment of effectiveness of capacity building efforts and how effectiveness is measured Whether capacity building efforts coordinated with other partners	Qualitative assessments, including self-assessments Outcome data on results of capacity building activities Interviewees		
2.2.3 What actions WFP has taken on advocacy for hunger and nutrition issues	Analysis of documented actions on advocacy	Documentation on identification of advocacy choices, rationales, and strategies		Internal and external perspectives through a range of interviews and review of documentary sources on appropriateness and effectiveness of WFP advocacy efforts
2.2.4 How WFP advocacy has affected government perceptions, decisions and actions related to hunger and nutrition issues	Documentation of government decisions and stakeholder perceptions of influence of WFP advocacy activities on Government	Documentation of advocacy efforts and effect on government and partner perceptions and actions		
EQ 2.3: Extent to which WFP has generated and applied its own learning to improve the management of the country portfolio and engagement with government and partners				
2.3.1 Formal and informal efforts to generate and apply learning from experience	Documentation and perceptions of government, partners, and other stakeholders on CO learning and adaptation based on learning	WFP CO documentation and oral record of lessons, sharing and applications of lessons learned; external evaluations and reviews	Document review KIIs with WFP CO staff, RB, government, cooperating partners on how internal learning and	Perceptions of stakeholders and external development actors on applied learning by CO

		Interviewees	external developments are incorporated into programming	
2.3.2 Efforts to incorporate relevant new developments in food security, nutrition, resilience, and other changes in international development and relief approaches	Review of evolution in strategy and programmes during evaluation period	WFP CO strategy documents Interviewees		Developments in WFP corporate guidance that reflect changes in international development and relief approaches
2.3.3 How WFP holds itself accountable to government, beneficiaries and other stakeholders	Perceptions of government and cooperating partner staff Review of data on nature and frequency of beneficiary complaints/concerns and satisfactory resolution of complaints	Documentary record on implementation of accountability mechanisms and accountability-related actions Interviewees	Document review Review of a sample of meeting minutes with government and other stakeholders Beneficiary hotline records, PDM reports KIIs with government and WFP staff, United Nations, cooperating partners FGDs with beneficiaries and cooperating partners by ET	WFP corporate guidance on accountability to affected populations
EQ 2.4: Extent to which WFP has adequately covered the vulnerable groups in its programming. Analyse how WFP approach to targeting evolved across the portfolio period. Identify the factors that determined existing choices: perceived comparative advantage, corporate strategies, national political factors, resources, organisational structure and staffing, monitoring information etc., in order to understand these drivers of strategy, and how they were considered and managed.				
2.4.1 How targeting of vulnerable groups is done and how has this changed over the evaluation period	Analysis of targeting methods responsive to organisational strategy and changes during evaluation period	Internal documentation, external evaluations, meeting notes on targeting decisions, stakeholder perspectives	Document review KIIs with government, donors and cooperating partners, WFP CO staff, RB	Document review and a comparative analysis of a range of perspectives from internal and external stakeholders
2.4.2 What internal organisational factors influence choice of activity, operational area, beneficiary, food assistance modality	Analysis of corporate strategies and guidelines, influence of views and perspectives of senior management, organisational structure, staffing and skills, funding, comparative advantage and other internal factors	Interviewees		

	influencing choices, and KI perceptions of responses to those factors			
2.4.3 What external factors influence choice of activity, operational area, beneficiary characteristics, food assistance modalities	Analysis of national political factors, resources and funding environment, programmes and area coverage by partners and other development agencies, and KI perspectives of external factors influencing choices and of responses to those factors			

Key Question 3: Performance and results of the WFP portfolio				
EQ 3.1: Level of effectiveness, efficiency, (including the respective cost analyses) and sustainability of the main WFP programme activities and explanations for these results (including factors beyond WFP control)				
3.1.1 Assessment of planned vs achieved outputs and outcomes against baselines (if available) and as reported annually	<p>Review of programme plans and assumptions/risks</p> <p>Review of WFP data on plans vs achievements</p> <p>Review of WFP data on operational plans against achievements and factors influencing results</p> <p>Assessment of intended and unintended results</p>	<p>WFP internal M&E data, internal reports on programme progress and challenges, SPRs, external evaluations</p> <p>Interviewees</p>	<p>Interviewees - WFP CO M&E staff, RB, cooperating partners, government</p>	<p>Data and document review plus perspectives of a range of internal and external stakeholders</p>
3.1.2. How efficient the operations are with respect to timeliness, continuity of delivery, targeting and quality of assistance, and changes (improvements, declines) in same over the evaluation period	<p>Targeting methods and effectiveness of targeting</p>		<p>Data and document review</p> <p>KIIs with government, cooperating partners</p>	

3.1.3 Cost analysis on effectiveness and efficiency of programme activities	Analysis of WFP cost effectiveness and efficiency data	WFP CO internal data		
3.1.4 The extent to which WFP assistance contributes to sustainable gains among beneficiaries	Assessment of sustainability of programme activities by beneficiaries and local government, at household and individual level	National and local government officials, cooperating partners, beneficiaries, WFP staff		Perspectives of a range of internal and external stakeholders plus documentary record
3.1.5 The extent to which WFP assistance contributes to increased capacity among development partners (especially government)	Assessment of sustainability of programme activities by local government, including capacity to implement activities and to maintain infrastructure levels	National and local government officials, cooperating partners, WFP staff		
EQ 3.2: Level of emergency preparedness, vis-à-vis the effectiveness of the portfolio				
3.2.1 Effectiveness of WFP level of emergency preparedness	Analysis of emergency preparedness plans, resources, and system, within WFP and with government WFP CO M&E data on effectiveness, timeliness, targeting, appropriateness of emergency response	CO plans and corporate guidance WFP CO M&E data on emergency response outputs and outcomes Interviewees	Document review KIIs with national government, local government officials, donors and cooperating partners Focus group interviews with beneficiaries on effectiveness of response (where possible)	Perspectives of RB and CO staff as well as government officials, cooperating partners and external stakeholders on emergency response
3.2.2 Coordination mechanism with Government on emergency preparedness and response	Effectiveness of emergency response (timing, targeting, appropriateness of response, etc.) Awareness of emergency preparedness plans and capacities	Documentation on coordinated agreements or action (e.g., MoUs, meeting minutes, records, etc.) Interviewees	Document review KIIs with national government, local government officials, donors and cooperating partners	Includes analysis of past emergencies, and potential risks to vulnerable populations and degree of awareness among partners as to how those will be addressed
EQ 3.3: Level of synergy and multiplying effect between the various main activities regardless of the operations				
3.3.1 Degree to which WFP operations and support activities (analysis, learning,	Review of strategy and programme documents for	WFP strategy documents and programme documents	Document review	Comparative analysis of range of documentary

monitoring, advocacy, etc.) complement each other	intended complementarities against implementation Stakeholder perceptions	Interviewees Field observations by ET members of synergy and/or complementary among programme activities	KIIs with government, donors and cooperating partners Focus group interviews with beneficiaries Direct observation	sources and stakeholder perspectives
EQ 3.4: Level of synergies and multiplying opportunities with partners especially United Nations partners, but also with, bilateral organizations and NGOs at operational level				
3.4.1 To what extent the WFP portfolio and its thematic operations have complemented the efforts of government and other development partners	Stakeholder perceptions Triangulation of qualitative information with responses to related evaluation questions	Government staff WFP staff including field staff Local government officials United Nations agencies and cooperating partners	Document review KIIs with government and development partners, WFP staff	Comparative analysis of range of documentary sources and stakeholder perspectives

Annex 6: Qualitative Topical Outlines

Note: These qualitative topical outlines are illustrative of the interview questions the evaluation team may use. They should not be viewed as questionnaires. Thus, not all the points in the topical outlines may be covered with each group, depending on the dynamics of the discussion and on the time available to the evaluation team. The evaluators are highly experienced interviewers and will be sensitive to the context and timing of interviews. The suggested interview questions of WFP country office will be noted by the team.

Topics for WFP Country Office

1. Analytical work done to support strategy/interventions
2. How/what lessons and external learning is incorporated
3. Process to validate quality of information and contextual analysis
4. Engagement of external stakeholders; quality of participation; how input used (including beneficiaries)
5. How strategy/country portfolio corresponds to context, government priorities, food security needs, beneficiary needs
6. Degree of alignment with government strategies; challenges
 - a. Were national priorities well-defined?
 - b. How choice of objectives, targeting method, activity choice, protocols and transfer modalities are complementary to government objectives
 - c. Differences between WFP choices and relevant ministries' priorities and normative guidance; how were they addressed
7. WFP policies and normative guidance material that were used/helpful, including gender? Gap in WFP guidance
8. How has the context changed since the beginning of the programme?
 - a. Implications for decision-making?
 - b. How strategy has changed to adjust to changing country needs (e.g., improvement in and uneven distribution of economic gains)
 - c. Did WFP make the right decisions in light of the context?
9. Efficiency and effectiveness of the country portfolio (optimisation of resources, efforts to contain costs, timeliness of distributions); factors affecting same
10. Internal factors affecting collaboration with government, partners, United Nations agencies, others working on food security, nutrition, and disaster reduction?
11. Examples of areas of work and type of complementary inputs provided by them to enhance country portfolio's implementation and progress towards its objectives/sustainability (as relevant)?
12. Main external factors affecting country portfolio implementation over the evaluation period
13. Effect of level of resourcing on coverage and achievement of activities; which activities were most affected and why
14. Government, NGO, donor perceptions of the country portfolio?
15. How does WFP country office communicate with its stakeholders? Successes and issues with communication with various stakeholders
16. Main results of operation; extent to which results have met expectations; what will affect achievement of outcome targets by end of programme?
17. Main challenges (internal, external)? Suggestions for addressing them?
18. How has country office engaged the regional bureau to support portfolio needs; responsiveness of regional bureau support
19. Usefulness of monitoring and evaluation (quality, timeliness, user-friendly); extent to which monitoring and evaluation has been used to support implementation; examples of changes made due to monitoring and evaluation. The extent to which hand over and sustainability strategies for project components is in line with the conditions/constraints in terms of human and financial capacity

Topics for WFP Sub-Offices

1. How the choice of objectives, activities, targeting and transfer modalities correspond to the needs of target groups

2. Extent to which country office policies and gender initiatives are effectively implemented within local contexts
3. Significant implementation achievements; challenges (internal, external)
4. What activities promote gender empowerment and equality of women
5. What activities promote protection, partnership, environmental issues
6. What innovations introduced; success/lessons

Topics for Government Ministries

1. Nature of the relationship of your department/agency in relation to WFP activities
2. Complementarities/synergies between WFP operations and development assistance programmes supported by Government of Cambodia (by your ministry)
 - a. What has WFP done to ensure programme implementation synergies with government priorities and programmes
3. Communication and collaboration: successes and issues, factors affecting
 - a. Method and frequency of communication
 - b. Nature of your participation in the programme design process; was this effective, satisfactory
 - c. Do you receive information on implementation, results? Describe.
4. Relevance of WFP choice of objectives, targeting method, activity choice, protocols and transfer modalities support national policies and strategies ; relevance to need
 - a. Changes in country context since 2011; appropriateness of WFP strategic and programme response
5. Strong points of WFP work in this portfolio
6. Main challenges; suggestions for addressing them
7. Unexpected results or unintended effects (positive or negative); describe
8. What is your assessment about the operations' success in meeting its targets (effectiveness, efficiency, impact, sustainability)?
 - a. Factors influencing implementation, results
9. Effectiveness of integrating gender and protection (incl. HIV/AIDS population)
 - a. Measures taken to ensure that women/girls and men/boys are not exposed to violence, sexual exploitation or abuse
 - b. Lessons learned; changes needed; what is important to sustain or build on
10. Capacity development:
 - a. Extent to which WFP has contributed to the human and institutional capacity development of government counterparts
 - b. Benefits/constraints to capacity strengthening
11. Opportunities that have not been explored
12. Priorities for the coming period (to 2021)
13. What factors have influenced positively or negatively on the performance of the collaboration during this period?
14. Are you satisfied with the information sharing process and with the quality of information received?

Topics for Local Government

1. Nature of the relationship of your department/agency in relation to WFP activities
2. Communication and collaboration: successes and issues, factors affecting
 - a. Method and frequency of communication
 - b. Nature of your participation in the programme design process; was this effective, satisfactory
3. Strong points of WFP's work in this portfolio
4. Main challenges; suggestions for addressing them
5. Unexpected results or unintended effects (positive or negative); describe
6. Capacity development:
 - a. Extent to which WFP has contributed to the human and institutional capacity development of government counterparts
 - b. Benefits/constraints to capacity strengthening
7. Opportunities that have not been explored
8. Priorities for the coming period (to 2021)

Topics for Donors

1. Strong points of WFP work in this portfolio
2. Main challenges; suggestions for addressing them

3. Changes in country context since 2011; appropriateness of WFP strategic and programme response
4. Communication and collaboration: successes and issues, factors affecting them
 - a. Method and frequency of communication
5. Priorities for the coming period (to 2021)

Topics for Implementing Partners

1. Nature of the relationship of your organization in relation to WFP activities
2. Strong points of WFP work in this portfolio
3. Main challenges; suggestions for addressing them
4. Communication and collaboration: successes and issues, factors affecting them
 - a. Method and frequency of communication
5. Effectiveness of integrating gender and protection (incl. HIV/AIDS population)
 - a. Measures taken to ensure that women/girls and men/boys are not exposed to violence, sexual exploitation or abuse
 - b. Lessons learned; changes needed; what is important to sustain or build on
6. Opportunities that have not been explored

Topics for United Nations Partners

1. Nature and degree of complementarity (alignment with sector policies and guidance, gap/overlap) between WFP strategy and United Nations agencies
 - a. How complementarities were implemented; examples of partnerships created or constraints to same
2. WFP role in United Nations contribution to human and institutional capacity development of government counterparts
 - a. How WFP role supports capacity development for economic/social transition
 - b. Constraints to capacity strengthening; how to address
3. Communication and collaboration: successes and issues, factors affecting them
 - a. Method and frequency of communication
4. How well has WFP programme mainstreamed, per United Nations' mandate and policies: gender, protection, partnership, environmental issues?
5. Priorities for the coming period (to 2021)

Topics for Beneficiaries

General

1. Which programmes (promoted by the United Nations and Government of Cambodia) are best at addressing your needs/ most successful. Why? Which are less successful and why?

School Feeding

2. How many have children of school-going age, are they attending school (how many), or not (how many and why not)?
3. Participation in school feeding or scholarship programme
4. Benefits and challenges of the school feeding or scholarship programme
5. What do you think of the meals/take-home rations/cash provided? (compare modalities, ask re preferences)
6. Quality of the school (teachers, teaching materials, fees for school)
7. Major reasons why you send your children to school
8. Why children stop going to school (boys vs girls; by age); how to prevent dropout

Nutrition

9. Main health and nutrition problems you face
10. Health care facilities: access; distance; quality of facility, staff, care
11. How has the WFP activity affected household nutrition?
12. Most urgent intervention needed to improve the health and nutrition situation
13. Other health and nutrition programmes/services you or any family members receive; challenges
14. Food rations: quality, quantity
15. Changes you would like to see in the programme to improve it

16. New practices learned on how to feed your babies/young children; describe
17. Any health services provided by healthcare staff and others? (weight/height and MUAC measurement, immunisation, vitamin A, deworming)
18. Questions geared specifically to patients with HIV/TB: how has the food and nutrition support contributed to your health situation (nutrition) and to your safety net?
19. How would reducing this support affect adherence to treatment?
20. Has WFP phase-out from the nutrition activity impacted your life or condition in any specific way?

PALS – Food Assistance for Assets

21. How does targeting work (criteria); effectiveness?
22. Frequency, timeliness; mode of distribution
23. Strengths and weaknesses of the food transfer programme
24. How is food used?
25. Who in the household decides how food will be used?
26. Preferences for cash vs food
27. Income earning opportunities? (differences by sex; extent of child participation; any socially unacceptable income earning; recommendations)

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28. What have you received in food or cash assistance?
29. Fairness of the food/cash distribution system
30. Quality, reliability, timeliness
31. What were benefits; what would you have done if you did not have food/cash assistance?
32. Was the assistance appropriate to your needs? (Right amount? Right commodities? Taste?)
33. Use of the assistance: consumption vs sales; what is cash (from cash assistance or from selling the ration) used for; who decides how the food or cash is to be used
34. Food preparation: what works well, problems; training received
35. Has food/cash assistance deterred or depressed other income sources?

Gender

36. Roles of men vs women in selection of activities, planning of implementation, targeting, food distributions and monitoring
37. Problems with violence or threats going to or at food or cash distributions
38. Involvement of you or family members in activities to prevent violence against women, girls and children, or men/boys
39. Suggested improvements to current programmes to prevent violence
40. Effects of programme on safety and security; dignity; intra-household dynamics; relationship within beneficiary community and between beneficiaries and non-beneficiaries; access for specific (vulnerable) groups to assistance

Closing

41. How were beneficiaries involved in design, targeting, implementation and monitoring
42. Complaint and feedback mechanisms (describe; how acted on)
43. Strengths, weaknesses of services (specify which service)
44. Recommendations to change the programme if given the opportunity
45. Long term goals; best ways to achieve self-reliance

Operation-Specific Topics

The topical outlines pertain to specific activities within the portfolio. Since different partners may be knowledgeable about one aspect but not others, the relevant questions on project activities will be addressed to key informants according to their role, level of engagement, and responsibilities related to the country portfolio.

School Feeding

1. Your institution's partnership with WFP on this programme: nature of the collaboration, strengths and challenges in communication, decision-making
2. Relevance and appropriateness of programme to context, national priorities/policies, your institution's priorities, beneficiary priorities
3. Extent of cooperation and harmonisation of activities among partners in the sector
4. Programme design: your institution's involvement; strengths and challenges in this process
5. Monitoring and use of monitoring data
6. Programme impacts; unintended effects
7. Main programme strengths/ successes
8. Main programme weaknesses/ challenges
9. Main factors having an influence on the programme (facilitating or constraining)
10. Changes in context, implications for decision-making, were the right decisions made in light of the context
11. Capacity development:
 - a. Nature of WFP support; how was this determined
 - b. Effectiveness of WFP capacity development efforts: most useful, least useful, gaps
12. Handover:
 - a. Is the school feeding model chosen on an efficient and sustainable method of implementing the national school feeding programme following WFP phase out? If not what is missing?
 - b. Timetable for handover; factors supporting sustainability and challenges
 - c. Capacity-building needs for Government to assume full operation of the programme
13. Suggested emphases or changes moving forward

Cash/Food Assistance (Scholarship Programme)

1. Rationale behind using a cash/food-based modality; how have WFP and partners decided where to pilot and implement cash/food transfers?
2. Who is targeted, why?
3. Desirability of cash vs food; how do beneficiaries use the cash/food? How is that tracked?
4. Value of the transfer: appropriate; how determined; how often adjusted.
5. Monitoring and use of monitoring data - monitoring impact of the cash transfer – concerns, challenges
6. Effectiveness and efficiency of WFP and partners in piloting and implementing cash/food transfers:
 - a. Targeting
 - b. Administration of cash accounting and the monitoring system of the delivery systems
 - c. Logistics
 - d. Market monitoring (frequency and nature)
 - e. Funding resources
 - f. Effect on other programmes
7. Impact of the cash transfer vs food assistance; unintended effects
8. Nutritional outcomes
 - a. How determined/measured
 - b. Was nutrient gap analysis used to set transfer value?
9. Main programme strengths/ successes
10. Main programme weaknesses/ challenges
11. Main factors having an influence on the programme (facilitating or constraining)
12. Changes in context, implications for decision-making, were the right decisions made in light of the context?
13. Effectiveness of current approach and potential for scale; factors that make expansion/ replication feasible or difficult
14. Suggested emphases or changes moving forward

Nutrition

[focusing on supplementary and curative feeding for children under five, pregnant and lactating mothers, and patients with HIV/AIDS and TB]

1. Your institution's partnership with WFP on this programme: nature of the collaboration, strengths and challenges in communication, decision-making
2. Relevance and appropriateness of programme to context, national priorities/policies, your institution's priorities, beneficiary priorities
3. Appropriateness to nutritional and other needs of specific populations:
 - a. Targeting and outreach; exclusion/ inclusion error
 - b. Screening, enrolment, adherence issues for people living with HIV/TB patients
 - c. Mix of supplementary/therapeutic feeding programme modalities and food assistance
 - d. Ration composition
 - e. Adherence to international, national protocols
4. Extent of cooperation and harmonization of activities among partners in the sector
5. Programme design: your institution's involvement; strengths and challenges in this process
6. Monitoring and use of monitoring data
 - a. Understand counting of beneficiaries in multiple activities (Double counting?)
 - b. Changes in breastfeeding/ infant feeding practices; how do you know – is there any data on outcomes?
7. Extent of cooperation and harmonization of activities among partners in the sector
8. Programme impacts; unintended effects
9. Main programme strengths/ successes
10. Main programme weaknesses/ challenges
 - a. Most common bottlenecks in the programme? Any mitigation measures? Any emergency preparedness and response plan in place?
11. Special observations concerning the interventions in:
 - a. Supplementary feeding
 - b. Pregnant and lactating mothers
 - c. HIV/AIDS and TB awareness activities
12. Effectiveness of nutrition education for men and women, and lessons for scale
13. Main factors having an influence on the programme (facilitating or constraining)
14. Changes in context, implications for decision-making, were the right decisions made in light of the context
15. Capacity development:
 - a. Nature of WFP support; how was this determined
 - b. Effectiveness of WFP capacity development efforts; most useful, least useful, gaps
16. Phase-out:
 - a. Considerations regarding WFP phasing-out the nutrition component
 - b. Implications of reducing the food and nutrition support for the HIV/TB patients on their health situation (nutrition), adherence, and on their safety net
 - c. How does WFP ensure that efforts and activities implemented under this component are sustained in order to provide beneficiaries with similar nutrition support?
 - d. Most pressing issues in food security, nutrition and health looking forward
17. Suggested emphases or changes moving forward

Productive Assets and Livelihoods (PALS – Food Assistance for Assets)

1. Your institution's partnership with WFP on this programme: nature of the collaboration, strengths and challenges in communication, decision-making
2. Relevance and appropriateness of programme to context, national priorities/policies, your institution's priorities, beneficiary priorities
3. Extent of cooperation and harmonisation of activities among partners in the sector
4. Programme design: your institution's involvement; strengths and challenges in this process
5. Monitoring and use of monitoring data
6. Programme impacts; unintended effects
7. Main programme strengths/ successes (see "Areas to probe..." below)
8. Main programme weaknesses/ challenges (see "Areas to probe..." below)
9. Areas to probe in strengths/weaknesses questions:
 - a. Pipeline, transport, storage issues; other delivery issues; impacts
 - b. Cash amounts; how determined; how delivered
 - c. Adequacy of food/cash assistance in meeting nutrient needs

10. Main factors having an influence on the programme (facilitating or constraining)
11. Changes in context, implications for decision-making, were the right decisions made in light of the context?
12. Capacity development:
 - a. Nature of WFP support; how was this determined
 - b. Effectiveness of WFP capacity development efforts: most useful, least useful, gaps
13. Self-reliance:
 - a. How has food assistance been used to promote self-reliance?
 - b. Is self-reliance obtainable? - Why/why not
 - c. Suggested strategies to promote self-reliance (more of same? Other models?)
14. Suggested emphases or changes moving forward

IR-EMOP 200368 – EMOP 200373: Relief and Early Recovery Assistance

1. Your institution's partnership with WFP on this programme: nature of the collaboration, strengths and challenges in communication, decision-making
2. Effectiveness and efficiency of WFP:
 - a. Strategic planning
 - b. Coordination
 - c. Implementation
 - d. Monitoring and evaluation
 - e. Logistics
 - f. Staffing
3. Was the food/cash delivery and distribution system satisfactory? Why or why not
 - a. Timeliness; meeting targets
 - b. Are there other food or cash distribution modalities that could improve programme effectiveness and efficiency?
4. Extent to which relief activities:
 - a. Addressed gender empowerment and equality of women? Any gender based violence issues related to food/ cash assistance?
 - b. Promoted protection; any protection issues related to food/ cash assistance?
 - c. Promoted partnership
 - d. Promoted environmental issues
 - a. Promoted self-reliance; impact of food/cash assistance impact on other longer-term programming initiatives; what else can be done to promote self-reliance?
5. Monitoring and use of monitoring data
 - a. Effectiveness; frequency; coverage by field monitors
 - b. How to ensure beneficiaries receiving full entitlements
 - c. Changes in context, implications for decision-making, were the right decisions made in light of the context?
6. Use of voucher/ration:
 - a. Who in the household makes decisions over how the food or cash is used?
 - b. Food sales by beneficiaries – reasons; how much selling is acceptable; how much selling supports healthy diet; how much selling is too much?
7. Funding levels
8. Programme impacts; unintended effects
9. Main programme strengths/ successes
10. Main programme weaknesses/ challenges
11. Main factors having an influence on the programme (facilitating or constraining)

Annex 7: Evaluation Team Functions and Responsibilities

Table 12: Team functions and responsibilities

Name	Function	Responsibilities
Bruce Ravesloot (M) <i>Dutch national based in Bangkok, Thailand</i>	<u>Function</u> : Team leader; international evaluator – senior IV (12+ yrs experience)	<ul style="list-style-type: none"> • Design the evaluation approach and methodology, including data collection tools • Lead and coordinate the evaluation process and team • Supervise and contribute to desk review • Represent the team in meetings (incl. but not limited to: HQ briefing; in-country inception mission; exit debrief w/ CO; debrief telecom w/ CO, RB and Office of Evaluation) • Oversee and participate in field research and analysis (interviews, meetings, focus groups, literature review) • Supervise and contribute to draft and revision of inception report, debrief presentations and evaluation report; responsible for quality of all deliverables • Lead post-mission learning workshop
Jeanne Downen (F) <i>US national based in Tucson, Arizona, US</i>	<u>Function</u> : International evaluator – senior IV (12+ yrs experience)	<ul style="list-style-type: none"> • Conduct desk review • Contribute to evaluation design/ inception process (methodological approach and data collection tools) • Participate in HQ briefing; exit debriefing; debrief telecoms w/CO, RB and Office of Evaluation • Conduct field work and analysis (interviews, meetings, focus groups, literature review); participate in meetings with ET and stakeholders • Contribute to draft and revision of inception report, debrief presentations and evaluation report (international evaluator: core role; national evaluators: supportive roles) • International evaluator: support team leader in preparation of learning workshop • National evaluators: support team leader in preparation and conduct of learning workshop; attend workshop
Pou Sovann (M) <i>Cambodian national based in Phnom Penh</i>	<u>Function</u> : National evaluator – senior IV (12+ yrs experience)	
Khin Mengkheang (M) <i>Cambodian national based in Phnom Penh</i>	<u>Function</u> : National evaluator – senior IV (12+ yrs experience)	
Mark Langworthy (M) <i>Dutch national based in Tucson, Arizona, US</i>	<u>Function</u> : International evaluator – senior IV (12+ yrs experience)	<ul style="list-style-type: none"> • Desk-based • Focus on cost efficiency and cost effectiveness analysis • As pertaining to cost analysis: contribute to the design of the evaluation approach and methodology, desk review, and inception report; participate in team meetings and telecoms with WFP and stakeholders as specific to this aspect of the evaluation

		<ul style="list-style-type: none"> • Conduct cost efficiency and cost effectiveness analysis and write relevant sections of evaluation report
<p>Jeremie Kaelin (M) <i>Swiss national based in Bangkok, Thailand</i></p>	<p><u>Function</u>: Research associate</p>	<ul style="list-style-type: none"> • Primarily desk-based (joining only for the inception mission in Phnom Penh) • Desk-based research and data support to generate needed information for inception and evaluation reports • Coordination of consultant inputs to evaluation deliverables
<p>Monica Mueller (F) <i>US national based in Tucson, Arizona, US</i></p>	<p><u>Function</u>: Quality assurance, support to TANGO-internal evaluation management; research support</p>	<ul style="list-style-type: none"> • Desk-based • Inception phase: guide team in EQAS standards • Inception and reporting phases: review draft/final reports and presentation materials to ensure quality of writing, reporting, analysis, and presentation with reference to TANGO-internal standards, EQAS, DAC criteria, and expectations expressed in ToR and inception phase • Desk-based research and data support to generate needed information for inception and evaluation reports • Support to TANGO-internal evaluation processes (e.g., task coordination, team communications, liaison to TANGO admin team)

Annex 8: Quality Assurance Process

1. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products. EQAS was systematically applied during the course of this evaluation, with relevant documents provided to the evaluation team.
2. TANGO has extensive experience with WFP evaluations and a commitment to transparent, high-quality operational research. The executive officers and staff of TANGO are committed to upholding quality standards articulated in EQAS, to maintaining agreed timelines, and to a rigorous internal review process in line with WFP standards for evaluation quality. Evaluation teams were thoroughly briefed in EQAS standards and expectations and provided clear guidance prior to initiating evaluation activities. The team leader and the quality assurance manager jointly provided this orientation and the ongoing support necessary to effectively complete the assignment to quality standards. The quality of the internal evaluation management process was ensured by systematically establishing clear and understandable roles and lines of communication. This communication was ensured, for example, by scheduling regular team meetings and correspondence with the team leader, team members, and quality assurance manager to clarify expectations for all evaluation phases.
3. The team leader communicated regularly with WFP focal points at the Office of Evaluation, regional bureau and country office levels, especially during critical stages such as fieldwork planning, and regarding any emergent issues. These communications were intended to keep all stakeholders informed of progress at different evaluation phases, and to address any challenges that arose.
4. The quality of evaluation outputs is directly connected to the recruitment of a highly qualified team of TANGO executive officers, staff and consultants. The team leader and quality assurance manager both have solid experience in WFP evaluations and oriented the team to WFP quality criteria, provided ongoing instruction on standards throughout the reporting period, and closely reviewed the team's work, applying WFP quality assurance standards. This entailed several rounds of careful review and editing of draft outputs using track changes, comments, and team discussion in order to finalize the evaluation deliverables.
5. The team leader is responsible for ensuring the integrity of the data collection process, installing systematic checks on accuracy, consistency, reliability and validity of collected data through triangulation and providing follow-up meetings as needed. This includes making sure safeguards are explicitly referenced and international standards for engagement with beneficiaries (including children) are applied. The team leader conducted daily debriefings with the team as part of this process. The team leader played a significant role in ensuring that the evaluation report address all evaluation objectives and provide sufficient evidence for all findings and a basis for all recommendations. All drafts and final reports also undergo a quality assurance process by a TANGO-internal quality assurance manager before submission to WFP. The team leader is based in TANGO Asia office in Bangkok, Thailand, which allows for quick turnaround in email communication and easy communication through phone/Skype.
6. TANGO did not detect any actual or potential conflict of interest of the evaluation team members with respect to this evaluation.

Annex 9: Supplemental Tables and Figures

Table 13: Nutrition indicators

Risk Group	Nutrition Indicator	Prevalence	Risk
Pregnant women	Anaemia	53 %	Infant and maternal mortality
Children under 5	Low weight for height	10 %	Mortality
Children under 5	Low weight for age	24 %	Mortality
Children under 5	Low height for age	32.4 %	Growth development and productivity
Children under 5	Zinc deficiency	67.5 %	Mortality and morbidity
Children under 5	Iodine deficiency	12.8 %	Growth, development and productivity
Children under 5	Iron deficiency	7 %	
15-64 years	Iron deficiency: women	2.9 %	Strength, endurance and productivity
15-64 years	Iron deficiency: men	1.1 %	

Source: Regina M-P, S Silo, A Laillou and F Wieringa, Rathamony Hong, Rathavuth Hong, E Poirot and Jack Bagriansky. 2016. The Economic Burden of Malnutrition in Pregnant Women and Children under 5 Years of Age in Cambodia. Pp. 2-3.

Table 14: CP 200202 budget revisions

BR	Date	Previous Budget	Revision	New Budget	Nature of Increase
BR1	21 Sept 2011	USD 131,909,154	USD 2,498,302	USD 134,407,456	• Changes in the DSC component of the budget
BR2	10 Feb 2012	USD 134,407,456	USD 1,917,557	USD 136,325,013	• Changes in the DSC component of the budget
BR3	4 Dec 2012	USD 136,325,013	USD 2,823,835	USD 139,148,848	<ul style="list-style-type: none"> • Introduction of cash transfer pilot under PALS programme • Increase of DSC costs to cover additional monitoring staff • Increase of DSC costs relate to communication • Increase of LTSH costs due to increase in transport costs
BR4	29 Apr 2013	USD 139,148,848	USD 2,734,768	USD 141,883,616	• Changes in the DSC component of the budget
BR5	-	-	-	-	-
BR6	12 Apr 2014	USD 141,883,616	USD 2,286,719	USD 144,170,335	• Align CP budget plan with the Financial Framework Review (FFR)

					<ul style="list-style-type: none"> • Incorporate additional activities and costs under education component related to new multi-year USDA McGovern-Dole allocation • Reflect changes under nutrition component being discontinued • Reflects increase in C&V costs under PALS component • Revision of LTSH
BR7	27 Feb 2015	USD 144,170,335	USD 949,525	USD 145,119,860	<ul style="list-style-type: none"> • Revision of LTSH
BR8	28 Dec 2015	USD145,119,860	USD46,412,027	USD191,531,887	<ul style="list-style-type: none"> • Reflects the 30-month CP extension from July 2016 to December 2018

Source: WFP. Budget Revisions 1-8 (2011-2015).

Table 15: Gender parity index in the education sector

Education level	GPI
Pre-school	1.05
Primary (net admission rate)	1.00
Primary (net enrolment rate)	0.97
Primary (gross admission rate)	0.97
Primary (gross enrolment rate)	0.93
Lower secondary (gross enrolment rate)	1.02
Upper secondary (gross enrolment rate)	0.93

Source: Ministry of Education, Youth and Sport (MoEYS). 2015. Cambodia. Education for All 2015 National Review.

Table 16: EMOP 200373 food basket and nutritional value, by activity

Commodity (mt)	g/person/day	
	GFD	VGf
Rice	166.67	166.67
Canned fish	34	34
Vegetable oil	10	10
Sugar	5	5
Fortified blended food (CSB & RSB)	40	40

High energy biscuit	40	40
Total	255.67	255.67
Total kcal/day	972	972
% Kcal from protein	10.8%	10.8%
% Kcal from fat	19.8%	19.8%
Energy content of food distributed (Kcal/person/day)	972*	na
Number of feeding days per month	60*	30

Source: WFP. 2011. Cambodia EMOP 200373.

* As per EMOP 200373 SPR 2011.

Table 17: FFA food basket, EMOP 200373

FFA activity	Rice
Excavation/fill/compaction (kg/m ³)	3.5 kg
Grassing (kg/m ³)	0.5 kg
Project Committee ³⁹⁸	3% of total FFA project
Lean season	Rice
One-off ration (kg/household)	100 kg

Source: WFP. 2011. Cambodia EMOP 200373.

Table 18: Food basket for pre-primary and primary schools, per CP design

Commodity in g/person/day	School meals	School meals	Pre-schools
Fortified noodles		90	65
Rice	115		
Fish	15		
Oil	5		
Salt	3		
Beans	15		
Total	153	90	65

³⁹⁸ An FFA project committee is formed for each project before implementation and comprises three to six members, whose terms of reference are established in the WFP FFA operational guidelines, including mobilization of workforce, allocation of work units, ensuring and recording work progress, daily site monitoring, and maintenance of project records. As an incentive and payment for involvement in this work, project committee members are provided with a ration of rice equivalent to 3 percent of the total project value.

Total kcal/day	555	560	405
% kcal from protein	10.4		
% kcal from fat	15.2		

Source: WFP. 2011. Country Programme Cambodia 200202 (2011-2016).

Table 19: HGSF stakeholders share of responsibility

Commune councils	School authorities
<ul style="list-style-type: none"> - Select suppliers - Mobilize resources for activities - Monitoring, reporting and leading on meetings 	<ul style="list-style-type: none"> - Select suppliers - Oversee budget - Oversee food preparation - Ensure quantity and quality of food supply
Farmers, suppliers, producers	Community
<ul style="list-style-type: none"> - Deliver all required commodities to the schools 	<ul style="list-style-type: none"> - Provide cooks - Incentive for the cooks - Supply complementary food, firewood, cooking utensils, and kitchen facilities

Source: WFP. 2016. Home-Grown School Feeding factsheet.

Table 20: Micronutrient content of improved fortified rice

Micronutrient	Content (containing improved fortified grain)
Iron-FePP (mg)	6.85
Iron-FBG (mg)	0.205
Zinc (mg)	28
Thiamin (mg)	0.6
Vitamin A (ug RE)	300
Folate (ug DFE)	200
Vitamin B12 (ug)	1.2

Source: WFP. 2012. Agreement for Bilateral Services Between WFP and PATH.

Table 21: Commodities and nutritive value, nutrition component, per project design

Commodity in g/person/day	PLHIV	MCHN
CSB		200
Sugar		25
Rice	25	
Oil		10
Total	25	235
Total kcal/day		1077
% kcal from protein		13.4
% kcal from fat		26.7

Source: WFP. 2011. Country Programme Cambodia 200202 (2011-2016).

Table 22: Food entitlement for PALS FFA component, per country programme design

Commodity	Excavation / fill / compaction (kg/m ³)	Grassing (kg/m ²)	Ponds (kg/m ³)	Tree planting (kh/tree)	FFA project committee (for management) 399	VGf (kg / hh / month)
Rice	3.5	0.5	4.5	1	3% of total FFA project	25
Total	3.5	0.5	4.5	1		25

Source: WFP. 2011. Country Programme Cambodia 200202 (2011-2016).

Table 23: Assets created under PALS component, 2012-2016

Asset type	TOTAL		
	Planned	Actual	% Actual vs. Planned
Agricultural land with new/rehab irrigation scheme (ha)	17,915	6,125	34.2 %
Feeder roads built or rehabilitated, and maintained (km)	783	536	68.5 %
Assisted communities with improved physical infrastructures	715	587	82.1 %
Compost pits created	1,140	1,166	102.3 %

³⁹⁹ An FFA project committee is formed for each project before implementation and comprises three to six members, whose terms of reference are established in the WFP FFA operational guidelines, including mobilization of workforce, allocation of work units, ensuring and recording work progress, daily site monitoring, and maintenance of project records. As an incentive and payment for involvement in this work, project committee members are provided with a ration of rice equivalent to 3 percent of the total project value.

Excavated community water ponds	31	18	58.1 %
Fish ponds constructed and maintained	379	422	111.3 %
Cereal banks established and functioning	22	31	140.9 %
Latrines rehabilitated or constructed	223	197	88.3 %
Local chicken houses constructed	3,006	3,029	100.8 %
Shallow wells constructed	166	171	103.0 %
Tree seedlings produced	7,000	7,318	104.5 %

Source: WFP. CP 200202. SPRs 2011-2016.

Annex 10: National Policies and Strategic Frameworks Relevant to the Country Portfolio

Policy or strategy	Description/notes	Portfolio alignment (selected policies)
Overall development		
Cambodia Millennium Development Goals (CMDG)	Adopted in 2003, the CMDGs contextualize the MDGs to the Cambodia context.	
Rectangular Strategy (RS) for Growth, Employment, Equity and Efficiency	Sets out Cambodia's long-term vision since 2004. Along with the NSDP, it promotes agricultural productivity and diversification by land intensification, not through cultivated land expansion, and recognizes rice as a key export crop.	Strategic objective 3: Achieving more than 1 percentage point reduction in poverty incidence annually, including the realization of other CMDG targets, while placing higher priority on the development of human resources and sustainable management and use of environmental and natural resources. Strategic objective 4: Further strengthening institutional capacity and governance, at both national and sub-national levels, and ensuring the effectiveness and efficiency of public services to better serve people.
National Strategic Development Plan (NSDP) 2009-2013 and 2014-2018	Guide the Government of Cambodia's long-term development vision. NSDP (2009–2013) articulated the Government's vision to achieve the Cambodia MDGs and reduce poverty. Updated for 2014-2018. See also RS above.	
Food security and nutrition		
National Strategy for Food Security and Nutrition (NSFSN) 2008-2012 and 2014-2018	Goal: "to improve, by 2012, the physical and economic access to sufficient, safe, and nutritious food for poor and food-insecure Cambodians." The 2014-2018 strategy has three core areas: (i) improve availability and sustainable access to food at household level, (ii) improve child and maternal nutrition; and (iii) reduce vulnerability of the food insecure and protect them against risks.	
National Nutrition Strategy (NNS) 2009-2015	Implemented via National Nutrition Programme (NNP) to improve maternal and young child health and nutrition.	Key objective 1: Reduction in protein-energy malnutrition and micronutrient deficiencies in young children. Key objective 2: Reduction of protein-energy malnutrition and micronutrient deficiencies in women.

		Key objective 3: Strengthened national leadership, cross-sectoral collaboration and increased allocation of resources in the area of food security and nutrition.
Fast Track Road Map for Improving Nutrition 2014-2020	Supports NNS "...to ensure that the key interventions are implemented at a significant scale to ensure that malnutrition will be reduced and also prevented." Focuses on "scaling up the core package of nutrition-specific interventions during the 1,000-days window of opportunity and beyond as demonstrated by national and international evidences." Key entities: Ministry of Health, National Nutrition Programme	Component 1: Nutrition counselling of pregnant women Component 2: Micronutrient supplementation of pregnant and lactating women Component 3: Treatment of severely wasted children Component 4: Micronutrient supplementation of young children for prevention and treatment strategies Component 5: Behaviour change communication focused on 1000-day window of opportunity
National Action Plan for the Zero Hunger Challenge in Cambodia (NAP/ZHC 2016-2025)	Plan prepared by Council for Agricultural and Rural Development (CARD) in consultation with the Technical Working Group for Social Protection and Food Security and Nutrition	
Health		
Health Strategic Plan 2008-2015	Aims to increase national ownership and accountability to improved health outcomes. Three main goals: 1) reduce new-born, child and maternal morbidity and mortality with increased reproductive health; 2) reduce morbidity and mortality of HIV/AIDS, malaria, tuberculosis, and other communicable diseases; and 3) reduce the burden of non-communicable diseases and other health problems	
Social protection		
National Social Protection Strategy (NSPS) 2011-2015; 2016	Defines the Government of Cambodia's approach to harmonizing and expanding social safety net coverage and mainstream food insecurity and nutrition in many interventions. The NSDP calls for this strategy to be updated; draft policy framework presumed to reflect this update.	Objective 1: The poor and vulnerable receive support including food, sanitation, water and shelter, etc., to meet their basic needs in times of emergency and crisis. Objective. 2: Poor and vulnerable children and mothers benefit from social safety nets to reduce poverty and food insecurity and enhance the development of human capital by improving nutrition, maternal and child health, promoting education and eliminating child labour, especially its worst forms. Objective 3: The working-age poor and vulnerable benefit from work opportunities to secure income, food and

		livelihoods, while contributing to the creation of sustainable physical and social infrastructure assets.
National Social Protection Policy Framework (NSPPF) 2016-2025	The NSPPF is a direct continuation of the NSPS 2011-2015. The goal of the NSPPF is to develop a strategic plan for the Royal Government of Cambodia to ensure income security and economic and financial vulnerability of the population. The NSPPF focuses on increasing access to social security, social assistance in the public sector, private sector and informal sector.	The SPPF is a long-term road map focusing on two main pillars: Pillar 1: Social assistance and social security. The social assistance is divided into four components: (1) emergency response, (2) human capital development, (3) vocational training (4) welfare for vulnerable people. Pillar 2: The social security consists of five components: (1) pensions, (2) health insurance, (3) employment injury insurance, (4) unemployment insurance (5) disability insurance.
Social Protection Policy Framework 2016-2025 (draft)	This framework recognises school meals, scholarships, and conditional cash transfers in support of improved nutrition in the first 1,000 days of life as important means through which to provide social assistance to vulnerable groups.	
Gender		
<i>Neary Rattanak IV: Strategic Plan for Gender Equality and the Empowerment of Women in Cambodia 2014-2018</i>	This is a policy instrument to foster gender mainstreaming in key government reform programmes such as the Decentralization and Deconcentration Programme, Public Administration Reform, Public Financial Management Reform, Legal and Judicial Reform, and Land Reform. <i>Neary Rattanak IV</i> reflects lessons learned from implementing the previous policy, findings and recommendations of the Cambodia Gender Assessment 2014, and the vision of the Ministry of Women's Affairs. It aims "... to support the reform process of MoWA to move from project-based activities to a program-based approach, and promoting MoWA's role in providing effective gender analysis, institutional advocacy and policy advice across the entire Government." ⁴⁰⁰ The policy "reflects the contributions and linkages to the implementation of national plans, policies and targets including the Cambodian Millennium Development Goals; the National Strategic Development Plan 2014-2018; the Education for All Policy; the	

⁴⁰⁰ UNDP Cambodia. 2014. Cambodian Gender Strategic Plan – Neary Rattanak 4. http://www.kh.undp.org/content/cambodia/en/home/library/democratic_governance/cambodian-gender-strategic-plan---neary-rattanak-4.html. Page dated 14 Dec 2014.

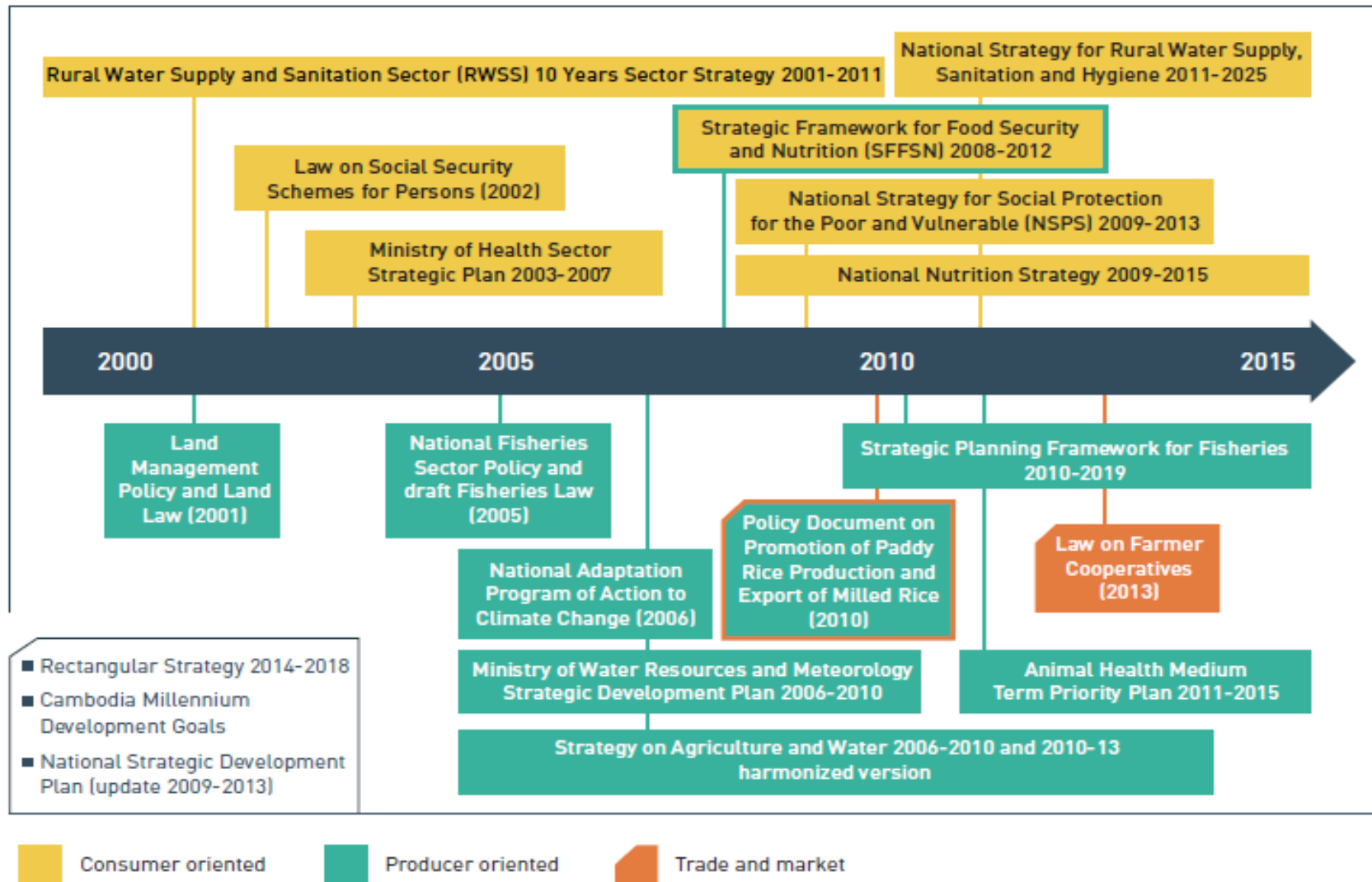
	Second National Action Plan to Prevent Violence Against Women; the National Action Plan on the Suppression of Human Trafficking and Sexual Exploitation; the Social Security Policy; the MDG Acceleration Framework; the sectoral Gender Mainstreaming Action Plans; and the annual plans of the Cambodian National Council for Women; Neary Rattanak IV responds to priority development issues in Cambodia, and incorporates regional and international cooperation agreements and commitments such as the CEDAW Concluding Observations.” ⁴⁰¹	
Second National Action Plan to Prevent Violence Against Women 2014-2018	Five strategic sectors: 1) primary prevention; 2) multi-sector protection and legal services; 3) law and policy; 4) capacity building; and 5) monitoring and evaluation	
National Action Plan for the Suppression of Human Trafficking, Smuggling, Labour and Sexual Exploitation (NPA – STSLS)	<i>Neary Rattanak IV</i> makes reference to this plan, “led” by Ministry of Interior but “designed and implemented” by the Ministry of Women’s Affairs.	
Agriculture and rural development		
Strategy on Agriculture and Water (SAW) 2006-10 and the 2010-13 harmonized version	Adopted by the Ministry of Agriculture, Forestry and Fisheries (MoAFF) and Ministry of Water Resources and Meteorology as the key policy framework for agricultural development. Main focus is on rehabilitation and construction of physical infrastructure to enhance crop productivity.	
Plan of Action for Disaster Risk Reduction (DRR) in Agriculture (2014-2018)	Guidance and road map for integrating DRR into the sustainable development agenda of agriculture, especially for crop production and sustainable land management.	
Education		
Education Strategic Plan 2009-2013; 2014-2018	Seven key sub-sectors: early childhood education, primary education, secondary and technical education, higher education, non-formal education, youth development and physical education and sport. Specific measures to assure	

⁴⁰¹ MoWA. 2014. Neary Rattanak IV.

	education for marginalized children and youth. Seeks to forward the six goals of the global Education for All movement.	
Road Map towards National School Feeding 2021	Signed by WFP and the Ministry of Education in mid-2015. The Road Map represents national commitment towards enhanced human capital and social sector development.	
Climate change		
Cambodia Climate Change Strategic Plan 2014-2023 (CCCSP)	One key strategic objective is to promote climate resilience through improving food, water and energy securities. The main strategy seeking food security is: increasing capacity to address climate-induced opportunities in agricultural production systems, ecosystems, and protected areas, focusing on agricultural diversification, increase in productivity, opportunity for new cropping, and watershed and ecosystem management.	
National strategic plans into which environmental and climate change mitigation have been mainstreamed ⁴⁰²	<ul style="list-style-type: none"> • National Strategic Development Plan 2006-2010 • Strategic National Action Plan for Disaster Risk Reduction 2008-2013 • Road Map for REDD financial support in 2009 • National Green Growth Road Map 2010 • National Strategic Development Plan Update 2009-2013 • NCDD 2011-2013 	
Emergency Response		
Humanitarian Response Forum Strategy 2017-2018	<p>Four focus areas:</p> <ol style="list-style-type: none"> 1) Preparedness and response planning and gap analysis for informed strategy development 2) Information collection and dissemination that facilitates coordinated preparedness and response 3) Advocacy and awareness-raising of emergency risks, preparedness and response required of key actors, as well as that undertaken 4) Mobilization of resources to meet identified gaps. 	

⁴⁰² The Cambodia Climate Change Network. 2014.

Timeline of main strategies and policies related to FSN (2000–2014)



Source: FAO. 2014. Country Fact Sheet on Food and Agriculture Policy Trends. April 2014

Annex 11: List of Technical Working Groups

TWG	Chair/Co-Chair(s)	Lead DP Facilitator	TWG Secretariat	Resource Person	CRDB's TWG Focal Points	TWG engaged by WFP (Y/N)
1. Agriculture & Water	H.E. Thor Chetha Secretary of State, Ministry of Water Resources and Meteorology	Mr. Alexandre Huynh FAO Representative	Mr. Mak Mony Deputy Director Head of the TWG Secretariat	Mr. Etienne Careme Operations Coordinator, FAO	Ms. Phana Veunida	TBC *
	H.E. Ty Sokhun Secretary of State, Ministry of Agriculture, Forestry and Fisheries	(Alternate DP Facilitator) Mr. MENG Sakpouseth Representative, IFAD	Mr. Chann Sinath Deputy Director General, Ministry of Water Resources and Meteorology	SP: Sokhon 011 956 577 (MAFF)		
2. Decentralisation & Deconcentration	H.E. Sak Setha Secretary of State, Ministry of Interior	Mrs. Fiona Ramsey, First Secretary (Head of Cooperation Section), EU Delegation	H.E. Ngan Chamroeun Under Secretary of State of Ministry of Interior Deputy Head of the TWG Secretariat	Titvirak San Assistant to H.E. Ngan Chamroeun, NCDD Secretariat, Ministry of Interior	Mr. Kim Lumangbopata	TBC *
		Mr. Samiuela Tukuafu Country Director, ADB	Mr. Toch Pol Ponnlok	Mr. Sok Sophy		
3. Education	H.E. Dr. Hang Chuon Naron Minister, Ministry of Education, Youth and Sport	Mrs. Anne LEMAISTRE Représentative, UNESCO	H.E. Nath Bunroeun Secretary of State, Ministry of Education, Youth and Sport Head of the TWG Secretariat		Mr. Mok Puthy	Yes
			H.E. Mr. Lim Sothea Director of Planning Dept, Ministry of Education, Youth and Sport	Mr. Chhim SokunVireak, SP		
4. Fisheries	H.E. Eng Cheasan Delegate of Government and Director-General of	Mr. Aymeric ROUSSEL Attaché, EU	Mr. Chan Danith Head of the TWG Secretariat		Mr. Kang Sungchheang	No

	Fisheries Administration					
5. Social Protection, Food Security & Nutrition (TWG-SP, FS&N)	H.E. Yim Chayly Deputy Prime Minister Chairman, CARD Cabinet	Ms. Polly Dunford Mission Director, USAID (FS&N)	H.E. Lao Sokharom Secretary General, CARD Head of TWG Secretariat	Ms. Than Sreymach Assistance to Country Representative, UNICEF	Ms. Ly Sokleap	Yes
		Ms. Debora Comini (Social Protection) Representative, UNICEF	H.E. Sok Silo Deputy Secretary General, CARD, Head of FS&N Coordination Unit			
			H.E. San Vathana Deputy Secretary General, CARD, Head of Social Protection Coordination Unit			
6. Forestry Reform	H.E. Chheng Kimsun Delegate of Government and Director-General of Forestry	Ms. Sandra Stajka Director of Food Security and Environment Office	Mr. Sok Srun Chief Officer Head of the TWG Secretariat		Mr. Kang Sungchheang	No
7. Gender	H.E. Dr. Ing Kantha Phavi Minister, Ministry of Women's Affairs	Mr. Napoleon Navarro Senior Policy Advisor, UNDP	Mr. The Chhunhak Head of Secretariat Deputy Director General Gender Equality and Economic Development	Ms. Pich Thyda Programme Officer, JICA	Mr. Samreth Chedthaphirum	Yes
		Mr. Takeharu KOJIMA Senior Representative, JICA		Mr. Eiichiro Hayashi Project Formulation Advisor		
8. Health	H.E. Mam Bunheng Minister, Ministry of Health	Dr. Liu Yunguo Representative, World Health Organization	Prof. Eng Huot Secretary of State, Ministry of Health Head of the TWG Secretariat	Ms. Lene Kroll Christiansen Representative, UNFPA	Mr. Mok Puthy	Yes
				Ms. Monique Mosolf Director of Public Health and Education, USAID		
9. HIV/AIDS	H.E. Kao Try Vice-Chairman of NAA	Mrs. Christina Lau Infectious Disease Team Leader, Office of Public Health &	Dr. Sim Kimsan Head of TWG Secretariat Deputy Secretary General of Resource Mobilization, NAA		Ms. Reth Krisna	Yes

		Education, USAID/Cambodia	Mr. Chhea Sitthi Deputy Head of TWG Secretariat Director of Department, NAA			
			Mr. Huoth Sereyrath Member of TWG Director of Department, NAA			
10. Infrastructure and Regional Integration	H.E. Sun Chanthol Minister, MoPWT	Mr. Yuichi SUGANO Chief Representative, JICA (Lead Facilitator)	H.E. Nou Sovath Secretary of State, Ministry of Power, Water and Transport Head of the TWG Secretariat	Mr Daisuke Fukuzawa Representative	Ms. Phana Veunida	No
		Mr. Tanaka Kotaro Senior Representative, JICA , in charge of infrastructure (responsible for TWG- IRI)	Mr. Sar Vutha Senior Officer of IRI TWG-S	Mr. Say Bora Programme Officer, JICA		
11.Land	H.E. Sar Sovann Secretary of State, MLMUPC	Suspended	H.E. Tep Thorn Director General, MLMUPC Vice Chair of TWG		Mr. Oul Nak	No
			Mr. Tou Sothou Head of the TWG Secretariat			
			Mr. Lor Salath Advisor to TWG-Land			
12. Legal and Judicial Reform	H.E. Ang Vongvatana Minister, Ministry of Justice	Ms. Wan-Hea Lee Representative, OHCHR	H.E. Chin Malin Under Secretary of State Head of the TWG Secretariat	Catherine Phuong Head, Rule of Law Unit OHCHR	Mr. Chou Heng	No
			Deputy Heads of the TWG Secretariat: H.E.Mr. Pen Pich Saly H.E.Ms. Pen Somethea	Ms. Claudia de la Fuente, Head of Rule of Law Unit, OHCHR		

				Mr. Hourn Vanhorn Ministry of Justice		
13. Mine Action	H.E. Ly Thuch Senior Minister, Secretary General of CMAA	Mr. Napoleon Navarro Senior Policy Advisor, UNDP	H.E. Chan Rotha Deputy Secretary General, CMAA Head of the TWG Secretariat		Mr. Samreth Chedthaphirum	No
			Mr. Prom Serey Audom Secretary of TWG-MA Secretariat			
14. Partnership & Harmonization	H.E. Chhieng Yanara Minister Attached to the PM and Secretary General of CRDB/CDC	Mr. Nick Beresford Country Director, UND	H.E. Chou Heng Director of Aid Coordination Policy Department Head of the TWG Secretariat	UNDP office	H.E. Chou Heng	TBC *
			Ms. Kristina Kühnel Head of Development Cooperation, Embassy of Sweden			
			Ms. Martina Fors Mohlin Counselor, Embassy of Sweden			
15. Planning and Poverty Reduction	H.E. Tuon Thavrak Secretary of State, Ministry of Planning	Ms. Claire Van der Vaeren United Nations Resident Coordinator	H.E. Mr. Theng Pagnathun Director General, Ministry of Planning Head of the TWG Secretariat	Ms. Kristina Diotima Von Knobelsdorff. UN Coherence and Development Effectiveness Specialist United Nations RCO	Ms. Reth Krisna	TBC *
	H.E. San Sy Than Secretary of State, Ministry of Planning	Ms. Inguna Dobraja Country Manager, World Bank	H.E. Mr. Poch Sovanndy Deputy Director General, Ministry of Planning	Mr. Kimsun Tong (new) Poverty Economist, World Bank		
16. Private Sector Development	H.E. Sok Chenda Sophea Minister Attached to the PM, Secretary General, CDC, Secretary General of PSD Committee	Mr. Samiuela Tukuafu Country Director, ADB	Mr. Suon Sophal Director of Public Relations & Promotion, CIB, Head of the TWG Secretariat		Mr. Oul Nak	No
			H.E. Mr. Nuth Unvoanra Assistant to Minister Attached to the PM, Secretary General, CDC			

17. Public Administrative Reform	H.E. Mr. Youk Bunna Secretary of State, MCS	Ms. Leah April Senior Public Sector Management Specialist, World Bank	H.E. Kong Sophy Director General Ministry of Civil Service Head of TWG Secretariat		Ms. Ly Sokleap	No
		Ms. Birgit Strube First Secretary, Deputy Head of Cooperation, German Embassy	Ms. Phlek Ryneth Director of Development Partners Coordination Unit, MCS			
			Mr. Kimheng			
18. Public Financial Management	H.E. Aun Porn Moniroth Senior Minister, MEF	Ms. Leah April Senior Public Sector Management Specialist, World Bank	H.E. Ros Seilava Under-Secretary of State and Secretary General of the General Secretariat for PFM Reform Steering Committee, MEF	Mr. Sodeth Ly Economist and PFM Officer, World Bank	Mr. Kim Lumangbopata	No
			Assistant to H.E. Mr. Ros Seilava			
		Mr. Javier Castillo- Alvarez Attaché - Aid Effectiveness, Budget Support and PFM	Ms. Soriya	Mr. Suhas Joshi IMF Regional PFM Advisor		
19. Rural Water Supply Sanitation Hygiene	H.E. Ouk Rabun Minister, MRD, Chair of TWG	Ms. Debora Comini Representative, UNICEF	Mr. Chreay Pom Head of TWG Secretariat	H.E. Sao Chivoan Secretary of State, Ministry of Rural Development	Mr. Phon Samphors	TBC *
	H.E. Try Meng Secretary of State, Ministry of Rural Development Vice Chair of TWG		Dr. Mao Saray Deputy Head of Secretariat			
20. Climate Change	H.E. Chuop Parish Deputy Secretary General, Ministry of Environment and Chair of TWG				H.E. Chou Heng	No (but staff engaged in Monsoon forum
	Mr. Sum Thy Director of Climate Change Department, Ministry of					

	Environment and Vice Chair of TWG					
	Mr. Thai Chantha Director of Department and Vice Chair of TWG					
21. Anti-Corruption Unit			Mr. MOM PHEAP Assistant to President of National Council Against Corruption			No
			Ms. OU SITHA Deputy Director of Education and Prevention Department			

Source: Data shared by CO, 28 July 2017

* TWG engaged provided that CO has sufficient staff and availability. Information shared by CO by email, 28 July 2017.

Annex 12: List of Studies and Assessments Conducted by WFP

Table 24: WFP analytical work relevant to WFP Cambodia portfolio

Report name/ description	Date	Author	Description
Needs assessments			
2012 Cambodia post-flood relief and recovery survey	2012	Actionaid, ADB, Danish RedCross, Save the Children, UNICEF, WFP	Survey of households affected by floods, which aimed to learn households' coping strategies.
Food security and resilience			
Assessment of Household Resilience in Cambodia: A Review of Livelihoods, Food Security and Health-2015/2016 El Niño Situation Analysis in Cambodia	2016	WFP, FAO and UNICEF	The aim is to measure the cumulative impact of unpredictable rainy/dry seasons on the livelihoods and resilience of poor and near poor households across Cambodia. (WFP Cambodia Executive Brief September 2016)
IDPoor Atlas – Identification of Poor Households. Cambodia. Results from Data Collection Rounds 4 (2010) and 5 (2011)	2012	WFP, Ministry of Planning	Provides data on identified poor households in different formats.
General categories of reports generated by WFP Cambodia Monitoring, Evaluation, Reporting and Vulnerability Analysis Mapping (MERVAM) unit:			
Food Security Atlas of Cambodia			website: data available online at: http://www.foodsecurityatlas.org/
Small area estimation of poverty and malnutrition in Cambodia	2013	National Institute of Statistics, Ministry of Planning, WFP	The study provides a clear picture of the geographic distribution and variation of poverty and child malnutrition throughout the country
Cambodia Comprehensive Food Security and Vulnerability Analysis (CFSVA)	2008	WFP Headquarter, RB, WFP Cambodia	Analysis of the food security and vulnerability conditions of population groups and communities. It also provides baseline information to WFP decision makers.
Integrated Food Security and Humanitarian	2007	WFP	Review of the food security and nutritional situation in Cambodia, identifying food insecure

Phase Classification (IPC)			people and their location, using the IPC approach as an analytical tool
Consolidated Livelihood Exercise Resilience Analysis (CLEAR)	2014	WFP, USAID, Royal Government of Cambodia	Extensive consolidated livelihoods exercise for analysing resilience conducted to understand the vulnerability of major livelihoods to climate change.
Nutrition			
Cost of Diet Training and Market Price Survey	2017	WFP, MoA	Training on market price data collection to enable an analysis of the affordability of nutritious diets using the Cost of Diet tool. The analysis will inform future food and nutrition security related strategies and policies.
The Economic Burden of Malnutrition in Pregnant Women and Children under 5 Years of Age in Cambodia	2016	Multiple authors. Unclear whether WFP contributed to this study.	The aim of this study was to re-examine and update the economic implications of malnutrition in Cambodia and lay the ground work for a general consensus among Government and donors on the need to invest in nutrition.
Regression Analysis: A Multi-Stage Analysis of Malnutrition in Cambodia	2016	SUN, WFP	This assessment identifies and describes key factors related to the nutrition status of women and children in Cambodia.
The High Prevalence of Anemia in Cambodian Children and Women Cannot Be Satisfactorily Explained by Nutritional Deficiencies or Hemoglobin Disorders	2016	Several authors contributed to the research. Partially funded by WFP	Study on what causes high prevalence of anemia in women and children in Cambodia. The study collected data on the most common nutrient deficiencies associated with anemia, as well as data on haemoglobin disorders, hookworm infection and systemic inflammation during the 2014 Cambodian Micronutrient Survey (CMNS-2014).
Cognitive Performance and Iron Status are Negatively Associated with Hookworm Infection in Cambodian Schoolchildren	2016	Department of Fisheries Post-Harvest Technologies and Quality control, MoAFF. With support from WFP	The study aimed to quantify STH prevalence in Cambodian schoolchildren, and to identify pathways through which helminth infection might affect school performance.
Stunting, Poor Iron Status and Parasite Infection Are Significant Risk Factors for Lower Cognitive Performance in Cambodian	2014	Institut de Recherche pour le Développement (IRD). WFP input in research design and	Objective of the study was to assess the anthropometric and micronutrient status (iron, vitamin A, zinc, iodine) of Cambodian schoolchildren and their associations with cognitive performance.

School-Aged Children		partial funding.	
Production of Ready-to-Use Food (RUF): An overview of the steps and challenges involved in the “local” production of RUF	2014	CMAM Forum (EU, UNICEF)	Overview of the steps involved in production of RUF, quality requirements, constraints influencing quality and price.
Cambodia: Strategic Review of Food and Nutrition Security Issues for an Emerging Middle Income Country (2014-2018)	2014	Cambodia’s leading independent development policy research institute. WFP commented on earlier versions of the report	This report discusses Cambodia’s socio-economic development and food security and nutrition situation. The study also discusses the individual roles of WFP in formulating the country’s priorities and action plans.
The Economic Consequences of Malnutrition in Cambodia. A Damage Assessment Report	2013	WFP, UNICEF, CARD	This report describes the magnitude losses from malnutrition in order to enable policy discussion and ultimately secure investment in programmes on a scale appropriate to the extent of the burden of malnutrition.
Gender			
Gender Assessment - PALS	2013	WFP	Assessment conducted to contribute by exploring protection and gender-related issues that may be associated with PALS.
School feeding			
Midline Survey for the USDA McGovern-Dole School Feeding Project in Cambodia	2015	USDA, WFP	Survey target is to provide an overview as to the strength of the conceptual model underlying the USDA programme as well as detailed information on programme gaps within Cambodia facilitating prioritization of activities
Post-Distribution Monitoring for WFP School Feeding and Scholarship Programme in Cambodia	2016	SBK Research and Development	The PDM assessed the effectiveness of WFP programming, activities impact, and provided recommendations for improvement
School Assessment Study Report 2015-2016	2016	SBK Research and Development	The overall objective of the school assessment was to provide a profile of each school at the start of SY 2015-16.

Cash and vouchers			
Macro Financial Assessment: Cash and Voucher Scale-Up. Cambodia	2014	WFP Business Development Cash and Voucher Branch (RMFB)	Conducted to determine Cambodia's capacity to support C&V transfer modalities under DEV 200202. The assessment comprises two major aspects: ratings of selected financial indicators; and mapping of financial institutions, branches and ATMs.
Rice fortification			
Acceptability of different types of rice fortified with multiple micronutrients in women of reproductive age, working in a garment factory. A comparison between coated and extruded fortified rice	2016	IRD, WFP	WFP supported a study on the first national and sub-national estimates of vitamin A and iron deficiency among women of reproductive age
Impact of Multi-Micronutrient Fortified Rice on Hemoglobin, Iron and Vitamin A Status of Cambodian Schoolchildren: a Double-Blind Cluster-Randomized Controlled Trial	2016	Nutrients, MDPI (16 WFP-supported schools were assessed as part of this study)	Evaluates the impact of multi-micronutrient fortified rice formulations, distributed through WFP SMP.
Final report FORSICA project	2014	IRD	Assessment of the rice fortification intervention and research supported by WFO in Cambodia
Scaling up Rice Fortification in Asia	2014	WFP, UNICEF, PATH, FFI, gain, Micronutrient Initiative	Overview of rice fortification in Asia region.
PALS			
Water Infrastructure Study: Rapid Assessment of Existing Groundwater Studies and Groundwater Use in Cambodia	2016	Advancing Engineering Consultants, Ltd.	The field study investigates water infrastructure uses in four communes receiving WFP funding. This study analyses ground water consumption, sustainability, and alternative solutions.
HRF			
HRF Lessons Learned		WFP	Synthesis of lesson learning exercises undertaken annually through After Actions Reviews, lessons learned workshops, annual plans and reports to OFDA.

Emergency Coordination Assessments and Information Management. Lessons Learned from 2011-2013 and a Survey of HRF Participants	2014	HRF Coordination Team. WFP participated in the assessment.	Highlights areas of improvement to strengthen emergency coordination and preparedness within the HRF, emergency assessments and information management.
Operations			
Supply Chain and Post-Harvest Systems Analysis Report	2013	Agri Source Cambodia Ltd.	Assessment that contributes to the MALIS Project “Improving Food Security and Market Linkages for Smallholders in Oddar Meanchey and Preah Vihear Provinces”.

Source: Compiled by the ET through literature review. 25 August 2017.

Annex 13: Output and Outcome Data by Operation 2011-2016

The data in this annex are drawn from standard project reports. For each operation the available output and outcome data are presented. Data are not available in this format for the trust funds and the bilateral operation.

Colour-code key	Attained
	Not attained
	Not measured or reported or N/A

IR-EMOP 200368

Outputs

Output	Unit	2011	
		P	A
Energy content of food distributed (kcal/person/day)	Kcal/person/day	1,200	1,200
Number of days rations were provided	Day	30	30
Number of timely food distributions, per planned distribution schedule	Distribution	1	1

Outcomes

No outcomes available.

EMOP 200373

Outputs

Output	Unit	2011		2012	
		P	A	P	A
Energy content of food distributed	Kcal/person/day	972	972		
Number of days rations were provided	Day	60	30		
Number of timely food distributions, per planned distribution schedule	Distribution	2	1		
Hectares (ha) of agricultural land benefiting from new irrigation schemes (including irrigation canal construction, specific protection measures, embankments, etc)	Ha			139	139
Hectares (ha) of agricultural land benefiting from rehabilitated irrigation schemes (including irrigation canal repair, specific protection measures, embankments, etc)	Ha			983	925
Kilometres (km) of feeder roads built (FFA) and maintained (self-help)	Km			125	123

Outcomes

WFP Strategic Objectives								
Outcome	Target		Baseline		2011		2012	
	Value	Date	Value	Date	Value	Date	Value	Date
SO1: Save lives and protect livelihoods in emergencies								
FCS: percentage of households with acceptable Food Consumption Score							87.5	Dec 2012
FCS: percentage of households with borderline Food Consumption Score							13.9	Dec 2012
FCS: percentage of households with poor Food Consumption Score							0.4	Dec 2012
Cross-cutting results								
Partnership: Total number of international NGO partners in the project					4		8	
Partnership: Total number of local NGO partners in the project					1		1	

CP 200202

Outputs (WFP Strategic Plan 2008-2013)

WFP Strategic Objectives (Strategic Plan 2008-2013)										
Output	Unit	2011			2012			2013		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
SO2: Prevent acute hunger and invest in disaster preparedness and mitigation measures										
ACT 3 – Productive Assets and Livelihoods										
Hectare (ha) of agricultural land benefiting from new irrigation schemes	Ha	0	0	0%	2,424	2,363	97.5%	2,424	648	26.7%
Hectare (ha) of agricultural land benefiting from rehabilitated irrigation schemes	Ha	0	0	0%	2,028	328	16.2%	2,028	211	10.4%
Kilometres (km) of feeder road built (FFA) and maintained (self-help)	Km	0	0	0%	88	75	85.2%	88	85	96.6%
Kilometres (km) of feeder road rehabilitated (FFA) and maintained (self-help)	Km	0	0	0%	118	97	82.2%	118	95	80.5%
Number of assisted communities with improved physical infrastructures to mitigate the impact of shocks, in place as a result of project assistance	Community	0	0	0%	178	168	94.4%	202	191	94.6%
Number of excavated community water ponds for domestic uses constructed (3,000-15,000 cbmt)	Water pond	0	0	0%	7	7	100%	7	3	42.9%
Number of fish ponds constructed (FFA) and maintained (self-help)	Fish pond	0	0	0%	43	41	95.3%	0	0	0%
SO4: Reduce chronic hunger and undernutrition										
ACT 1 – Education										
C&V: Number of beneficiaries receiving cash transfers	Beneficiary	51,600	22,505	43.6%	12,000	4,519	38%	12,000	8,883	74%
C&V: Total amount of cash transferred to beneficiaries	USD	180,000	49,010	27.2%	600,000	166,100	28%	600,000	432,734	72.1%

WFP Strategic Objectives (Strategic Plan 2008-2013)										
Output	Unit	2011			2012			2013		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
Environmental protection and management: Number of WFP-assisted schools with improved fuel or energy-efficient stoves	School	1,243	994	80%	1,302	1,226	94%	1,300	819	63%
Number of schools assisted by WFP	School	3,000	2,963	98.8%	4,275	4,270	96.5%	4,800	4,275	89.1%
Health, nutrition and hygiene: Number of WFP-assisted schools that have school gardens for learning or complementary food input	School	Not planned	1,220	-	1,377	1,130	82.1%	1,300	1,079	83%
Number of feeding days as % of actual school days	Percentage	200	200	100%	200	200	100%	100	89	89%
Number of pre-schools assisted by WFP	School	Not planned	383	-	242	225	93%	500	597	119.4%
Number of PTA members trained in school feeding management or implementation	PTA member	3,000	2,963	98.8%	2,720	2,040	75%			
Number of primary school boys assisted by WFP	Boy	220,065	162,657	74%	256,596	202,751	79%	251,464	200,578	79.8%
Number of primary school girls assisted by WFP	Girl	211,435	153,304	73%	246,534	188,990	77%	241,603	188,090	77.9%
ACT 2 – Nutrition										
HIV/TB: Number of beneficiaries of households food assistance for ART	Beneficiary	37,278	31,103	83.4%	26,727	32,497	121.6%	Stopped	Stopped	Stopped
HIV/TB: Number of beneficiaries of households food assistance for OVC	Beneficiary	37,278	30,227	81.1%	26,727	21,945	82.1%	Stopped	Stopped	Stopped
Stunting: Energy content of food distributed (kcal/person/day)	Kcal/person/day	1,077	1,077	100%	1,077	1,077	100%	1,077	1,077	100%
Stunting: Number of beneficiaries/caregivers who received messages/training on health and nutrition	Beneficiary / caregiver	28,347	26,737	94.3%	33,194	33,993	102.4%	33,194	31,170	93.9%

WFP Strategic Objectives (Strategic Plan 2008-2013)										
Output	Unit	2011			2012			2013		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
Stunting: Number of twice-weekly or monthly distributions of individual food rations	Distribution	6	6	100%	12	12	100%	12	12	100%
Number of staff members/community health workers trained on modalities of food distribution	Trainee	1,000	959	95.9%				1,010	724	71.7%
Number of health centres/sites assisted	Centre / site	45	49	108.9%	45	49	108.9%	41	43	104.9%
SO5: Strengthen the capacity of countries to reduce hunger										
ACT 1 – Education										
Trainings: Number of counterpart (government) staff members trained in programme implementation procedures and practices	Staff member	5,060	4,950	97.8%	6,278	6,060	96.5%	14,720	8,368	56.8%
ACT 2 – Nutrition										
Trainings: Number of counterpart (government) staff members trained in programme implementation procedures and practices	Staff member	125	125	100%	801	775	96.8%	Stopped	Stopped	Stopped
HIV/TB: Number of government/national partner staff receiving technical assistance and training	Number				101	101	100%	Stopped	Stopped	Stopped
Nutrition: Number of government/national partner staff receiving technical assistance and training	Individual				700	674	96.3%	Stopped	Stopped	Stopped
ACT 3 – Productive Assets and Livelihoods										
FFA: Number of government/national partner staff receiving technical assistance and training	Individual	44	42	95.5%	26	35	134.6%	26	22	84.6%

Outputs (WFP Strategic Plan 2014-2017)

WFP Strategic Objectives (Strategic Plan 2014-2017)										
Output	Unit	2014			2015			2016		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
SO3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs										
ACT 3 – Productive Assets and Livelihoods										
CD: Number of women governmental/national partner staff receiving technical assistance and training	Individual	3	3	100%	Suspended	Suspended	Suspended	Suspended	Suspended	Suspended
CD: (FFA) Number of governmental/national partner staff receiving technical assistance and training	Individual	43	39	90.7%	19	11	57.9%	55	55	100%
CD: (FFA) Number of men governmental/national partner staff assisted or trained to develop policies/strategies or legislation	Individual	40	36	90%	Suspended	Suspended	Suspended	Suspended	Suspended	Suspended
FFA: (C&V) Number of beneficiaries receiving a combination of cash transfers and food	Individual	140,622	64,346	45.8%	Suspended	Suspended	Suspended	Suspended	Suspended	Suspended
FFA: (C&V) Number of beneficiaries receiving cash transfers	Individual	22,500	8,905	39.6%	Suspended	Suspended	Suspended	Suspended	Suspended	Suspended
FFA: (C&V) Number of men collecting cash or vouchers	Individual	2,250	784	34.8%	Suspended	Suspended	Suspended	Suspended	Suspended	Suspended
FFA: (C&V) Number of women collecting cash or vouchers	Individual	2,250	997	44.3%	Suspended	Suspended	Suspended	Suspended	Suspended	Suspended
FFA: (C&V) Total amount of cash transferred to beneficiaries	USD	337,500	168,151	49.8%	253,125	No cash	No cash	168,750	No cash	No cash
FFA: Hectare (ha) of agricultural land benefiting from new irrigation schemes	Ha	2,424	187	7.7%	1,187	992	54.6%	1,093	1,069	97.8%

WFP Strategic Objectives (Strategic Plan 2014-2017)										
Output	Unit	2014			2015			2016		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
FFA: Hectare (ha) of agricultural land benefiting from rehabilitated irrigation schemes	Ha	2,028	115	5.7%	1,520	163	10.7%	759	49	6.5%
FFA: Kilometres (km) of feeder road built (FFA) and maintained (self-help)	Km	88	48	54.5%	65	28	43.5%	6	5	81.4%
FFA: Kilometres (km) of feeder road rehabilitated (FFA) and maintained (self-help)	Km	118	85	72%	88	14	15.7%	6	4	75.9%
FFA: Number of assisted communities with improved physical infrastructures to mitigate the impact of shocks in place as a result of project assistance	Community	178	174	97.8%	133	34	25.6%	24	20	83.3%
FFA: Number of compost pits created	Item	No activity	No activity	No activity	0	165	-	1,140	1,001	87.8%
FFA: Number of excavated community water ponds for domestic uses constructed (3,000-15,000 cbmt)	Water pond	0	0	0%	5	0	0%	12	8	66.7%
FFA: Number of fish ponds constructed (FFA) and maintained (self-help)	Fish pond	0	0	0%	0	57	-	336	324	96.4%
FFA: Number of cereal banks established and functioning	Cereal bank	0	0	0%	0	0	0%	22	31	140.9%
FFA: Number of latrines rehabilitated or constructed	Latrine	0	0	0%	0	0	0%	223	197	88.3%
FFA: Number of local chicken houses constructed	Unit	0	0	0%	0	0	0%	3,006	3,029	100.8%
FFA: Number of shallow wells constructed	Shallow well	0	0	0%	0	0	0%	166	171	103%
FFA: Number of tree seedlings produced	Tree seedling	0	0	0%	0	0	0%	7,000	7,318	104.5%

WFP Strategic Objectives (Strategic Plan 2014-2017)										
Output	Unit	2014			2015			2016		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
Food-assistance-for-training: Number of people trained (skills: livelihood technologies)	Individual	0	0	0%	0	0	0%	10,816	14,971	138.4%
SO4: Reduce undernutrition and break the intergenerational cycle of hunger										
ACT 1 – Education										
CD ⁴⁰³ : (Handover) Number of WFP-managed hunger solutions handed over to the Government in current year (scholarship programme)	Hunger solution	1	1	100%	N/A	N/A	N/A	1	1	100%
CD: Number of national programmes developed with WFP support (school feeding)	National programme	1	1	100%	N/A	N/A	N/A	N/A	N/A	N/A
CD: (school feeding) Number of women governmental/national partner staff receiving technical assistance and training	Individual	2,780	1,784	64.2%	1,018	866	85%	1,086	1,063	98%
CD: (school feeding) Number of governmental/national partner staff receiving technical assistance and training	Individual	11,991	8,468	70.6%	7,369	4,849	66%	7,535	5,861	78%
CD: (school feeding) Number of men governmental/national partner staff receiving technical assistance and training	Individual	9,211	6,684	72.6%	6,351	3,983	63%	6,449	4,798	74%
CD: (technical assistance) Number of technical assistance projects conducted by WFP to strengthen the national capacity	Project	2	2	100%	1	1	100% ⁴⁰⁴	1	1	100%

⁴⁰³ Capacity Development: Strengthening National Capacities.

⁴⁰⁴ VAM unit supported the development of a data collection tool. This took place in 2015 and was carried over in 2016.

WFP Strategic Objectives (Strategic Plan 2014-2017)										
Output	Unit	2014			2015			2016		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
CD: (technical assistance) WFP expenditures for technical assistance to strengthen national capacity	USD	95,684	76,110	79.5%	N/A	N/A	N/A	N/A	N/A	N/A
SF: (C&V) Number of beneficiaries receiving cash transfers	Beneficiary	80,000	39,710	49.6%	16,000	4,985	31%	16,000	24,642	154%
SF: (C&V) Number of men collecting cash or vouchers	Individual	7,200	3,894	54.1%	7,200	2,199	31%	7,200	11,092	154%
SF: (C&V) Number of women collecting cash or vouchers	Individual	8,800	4,048	46%	8,800	2,786	32%	8,800	13,550	154%
SF: (C&V) Total amount of cash transferred to beneficiaries	USD	600,000	428,278	71.4%	600,000	213,888	218.5%	751,920	1,642,890	218.5%
SF: (Environmental protection and management) Number of WFP-assisted schools with improved fuel or energy-efficient stoves	School	1,300	819	63%	1,010	637	63.1%	1,220	597	48.9%
SF: (Health, nutrition and hygiene) Number of WFP-assisted schools that have school gardens for learning or complementary food input	School	1,300	1,079	83%	1,010	850	84.2%	1,220	1,024	83.9%
SF & THR: (Health, nutrition and hygiene) Number of WFP-assisted schools that promote health, nutrition and hygiene education	School	600	594	99%	600	596	99.3%	600	588	98%
SF: Number of pre-schools assisted by WFP	School	500	597	119.4%	500	616	123.2%	500	783	156.6%
SF & THR: Number of primary schools assisted by WFP	School	4,800	4,190	87%	2,447	2,447	100%	2,547	2,547	100%
SF: Number of primary school boys assisted by WFP	Individual	268,667	208,124	77.5%	250,040	150,222	60%	210,069	185,842	88%

WFP Strategic Objectives (Strategic Plan 2014-2017)										
Output	Unit	2014			2015			2016		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
SF: Number of primary school children assisted by WFP	Individual	527,505	410,744	77.9%	490,276	296,007	60%	411,900	366,839	89%
SF: Number of primary school girls assisted by WFP	Individual	258,838	202,620	78.3%	240,236	145,785	61%	201,831	180,997	90%
SF: Quantity of equipment (computers, furniture) distributed	Item	6	6	100%	5	5	100%	5	5	100%
SF: Quantity of fuel efficiency stoves distributed (in WFP-assisted schools)	Stove	150	151	100.7%	150	149	99.3%	150	97	64.7%
SF: Quantity of kitchen utensils distributed (plates, spoons, cooking pots, etc)	Utensil	200	300	150%	50	50	100%	234	234	100%
SF: Quantity of stationery distributed	Item	8,500	8,465	99.6%	7,442	7,442	100%	7,442	7,000	94.1%
SF: (School infrastructures) Number of kitchens or food storage rooms rehabilitated or constructed	Kitchen / food storage room	30	31	103.3%	50	50	100%	234	234	100
SF: (School infrastructures) Number of latrines rehabilitated or constructed	Latrine	50	55	110%	190	195	102.6%	123	123	100%
SF: (School infrastructures) Number of sanitation facilities rehabilitated or constructed	Sanitation facility	40	49	122.5%	1,010	700	69%	1,220	846	69%
SF: Energy content of food distributed (kcal/person/day)	Individual	550	550	100%	550	570	103.6%	570	553	97%
SF: Number of IEC material distributed	Item	15,434	15,392	100%	50,000	59,190	118.4%	62,900	62,900	100%
SF: Number of WFP-assisted schools with adequate hand washing stations	School	N/A	N/A	N/A	1,010	748	74.1%	1,220	1,109	90.9%
SF: Number of WFP-assisted schools with adequate safe water for drinking	School	N/A	N/A	N/A	1,010	958	94.9%	1,220	1,020	83.6%

WFP Strategic Objectives (Strategic Plan 2014-2017)										
Output	Unit	2014			2015			2016		
		P	A	A vs. P	P	A	A vs. P	P	A	A vs. P
SF: Number of WFP-assisted schools with adequate sanitary facilities	School	N/A	N/A	N/A	1,010	700	69.3%	1,220	846	69.3%
SF: Number of feeding days	Instance	200	200	100%	200	200	100%	200	180	90%
SF: Quantity of agricultural inputs (seeds, fertilizer) distributed	Mt	5294	3924	74%	3	3	100%	3	2	82.8%
SF: Quantity of weighing scales distributed	Item	411	267	65%	180	180	100%	180	180	100%
ACT 2 – Nutrition										
CD: Number of technical assistance projects conducted by WFP to strengthen the national capacity	Project	1	1	100%	Stopped	Stopped	Stopped	Stopped	Stopped	Stopped
Stunting: Proportion of targeted caregivers (men and women) receiving 3 key messages delivered through WFP supported messaging and counselling	Percentage	28,347	7,609	26.8%	Stopped	Stopped	Stopped	Stopped	Stopped	Stopped
Stunting: Proportion of women exposed to nutrition messaging supported by WFP against proportion planned	Percentage	28,347	12,875	45.4%	Stopped	Stopped	Stopped	Stopped	Stopped	Stopped
HIV/TB: Number of government/national partner staff receiving technical assistance and training	Individual				0	150	-			
Stunting: Number of government/national partner staff receiving technical assistance and training	Individual	150	165	110%	150	150	100%	150	-	-

Outcomes (WFP Strategic Plan 2008-2013)

WFP Strategic Objectives (Strategic Plan 2008-2013)										
Outcome	Target		Baseline		2011		2012		2013	
	Value	Date	Value	Date	Value	Date	Value	Date	Value	Date
Cross-cutting results (enhanced commitments to women)										
ACT 1 - Education										
Number of food monitors – men	13 (9)	2013 (2012)					17	2012	16	2013
Number of food monitors – women	(9)	2013 (2012)					9	2012	10	2013
The project has activities to raise awareness of gender equality	0 (=no) [1 (=yes)]	2013 (2012)					1 (=yes)	2012	0 (=no)	2013
The project has initiatives to reduce risk of sexual and gender-based violence	1 (=yes) [0(=no)]	2013 (2012)					0 (=no)	2012	1 (=yes)	2013
Number of members of food management committees (women) trained on modalities of food distribution	21,600 (5,610)	2013 (2012)					3,800	2012	19,238	2013
Number of members of food management committees (men) trained on modalities of food distribution	7,200 (20,429)	2013 (2012)					20,612	2012	6,413	2013
Number of men in leadership positions on food management committees	3,840 (3,420)	2013 (2012)					3,762	2012	3,420	2013
Number of women in leadership positions on food management committees	960 (855)	2013 (2012)					513	2012	855	2013
Training on food distribution included awareness of reasons for gender sensitive provision of food	0 (=no) [1 (=yes)]	2013 (2012)					0 (=no)	2012	0 (=no)	2013
ACT 2 – Nutrition										
Training on food distribution included awareness of reasons for gender sensitive provision of food	1 (=yes) [0(=no)]	2013 (2012)					0 (=no)	2012	1 (=yes)	2013
ACT 3 – Productive Assets and Livelihoods										

Proportion of women in leadership positions in food management committees	50	2011			29	2011				
Number of members of food management committees (women) trained on modalities of food distribution	469	2012					224	2012	219	2013
Number of members of food management committees (men) trained on modalities of food distribution	469	2012					513	2012	596	2013
Number of men in leadership positions on food management committees	162	2012					143	2012	172	2013
Number of women in leadership positions on food management committees	18	2012					0	2012	0	2013
Training on food distribution included awareness of reasons for gender sensitive provision of food	0 (=no)	2012					0 (=no)	2012	0 (=no)	2013
SO2: Prevent acute hunger and invest in disaster preparedness and mitigation measures										
ACT 3 – Productive Assets and Livelihoods										
CAS: Community Asset Score (average)			137	Apr 2013					154	Aug 2013
SO4: Reduce chronic hunger and undernutrition										
ACT 1 – Education										
Attendance rate (boys) in WFP-assisted primary schools			84.5	Dec 2011	84.5	Dec 2011	85.3	Dec 2012	90	Dec 2013
Attendance rate (girls) in WFP-assisted primary schools			85.8	Dec 2011	85.8	Dec 2011	86.3	Dec 2012	92	Dec 2013
Gender ratio: ratio of girls to boys enrolled in WFP-assisted primary schools			0.93	Dec 2011	0.93	Dec 2011	0.94	Dec 2012	0.94	Dec 2013
Drop-out rate (girls) in WFP-assisted primary schools			7.25	Dec 2011	7.25	Dec 2011	6.34	Dec 2012	7.81	Dec 2013
Promotion rate (girls) in WFP-assisted primary schools			88.03	Dec 2011	88.03	Dec 2011	88.86	Dec 2012	88.18	Dec 2013
Drop-out rate in WFP-assisted primary schools			7.45	Dec 2011	7.45	Dec 2011	7.29	Dec 2012	7.5	Dec 2013
Promotion rate in WFP-assisted primary schools			86.18	Dec 2011	86.18	Dec 2011	87.14	Dec 2012	87.98	Dec 2013
ACT 2 - Nutrition										

SO5: Strengthen the capacity of countries to reduce hunger										
ACT 1 – Education										
NCI: School Feeding National Capacity Index							12	May 2012	12	May 2013

Outcomes (WFP Strategic Plan 2014-2017)

WFP Strategic Objectives (Strategic Plan 2014-2017)										
Outcome	Target		Baseline		2014		2015		2016	
	Value	Date	Value	Date	Value	Date	Value	Date	Value	Date
Cross-cutting results										
ACT 1 - Education										
Gender: Proportion of hh where women and men together make decisions over the use of cash, voucher or food	=10	Sep 2014	26.5	Oct 2014	26.5	Oct 2014	16.2	Sep 2015		
Gender: Proportion of hh where women make decisions over the use of cash, voucher or food	=85	Sep 2014	68	Oct 2014	68	Oct 2014	77.9	Sep 2015	82.8	Sep 2016
Gender: Proportion of hh where men make decisions over the use of cash, voucher or food	=5	Sep 2014	5.5	Oct 2014	5.5	Oct 2014	5.9	Sep 2015	17.2	Sep 2016
Gender: Proportion of women beneficiaries in leadership positions of project management committees	>15	Sep 2014	22.16	Oct 2014	22.16	Oct 2014	22.93	Sep 2015	18	Dec 2016
Gender: Proportion of women project management committees members trained on modalities of food, cash, or voucher distribution	>20	Sep 2014	21.07	Oct 2014	21.07	Oct 2014	25.56	Sep 2015	18	Dec 2016
Protection & accountability: Proportion of assisted people (men) informed about the programme	=90	Sep 2014	87.5	Oct 2014	87.5	Oct 2014	93.64	Sep 2015	85.8	Sep 2016
Protection & accountability: Proportion of assisted people (men) who do not experience safety problems travelling to/from and at WFP programme sites	=100	Sep 2014	99.79	Oct 2014	99.79	Oct 2014	96.28	Sep 2015	99.7	Sep 2016
Protection & accountability: Proportion of assisted people (women) informed about the programme	=90	Sep 2014	90.90	Oct 2014	90.9	Oct 2014	87.91	Sep 2015	86	Sep 2016

Protection & accountability: Proportion of assisted people (women) who do not experience safety problems travelling to/from and at WFP programme sites	=100	Sep 2014	99.9	Oct 2014	99.9	Oct 2014	100	Sep 2015	98.2	Sep 2016
Partnership: Amount of complementary funds provided to the project by partners	1,740,000 (1,434,350)	Jun 2016	1,055,220		658,852		1,100,400	Oct 2015	514,800	Oct 2016
Partnership: Number of partner organizations that provide complementary inputs and services	15	Sep 2014	13	Oct 2011	15	Oct 2014	12	Dec 2015	14	Dec 2016
Partnership: Proportion of project activities implemented with the engagement of complementary partners	100	Sep 2014			100	Oct 2014	100	Dec 2015	100	Dec 2016
ACT 2 – Nutrition										
Gender: Proportion of hh where women and men together make decisions over the use of cash, voucher or food	=10	Dec 2014			14.8	Oct 2014				
Gender: Proportion of hh where women make decisions over the use of cash, voucher or food	=85	Dec 2014			85.2	Oct 2014				
Gender: Proportion of hh where men make decisions over the use of cash, voucher or food	=5	Dec 2014			0	Oct 2014				
Protection & accountability: Proportion of assisted people informed about the programme	=90	Dec 2014			84.5	Oct 2014				
Protection & accountability: Proportion of assisted people who do not experience safety problems travelling to/from and at WFP programme sites	=100	Dec 2014			98	Oct 2014				
Protection & accountability: Proportion of assisted people (men) informed about the programme	=90	Dec 2014								
Protection & accountability: Proportion of assisted people (men) who do not experience safety problems travelling to/from and at WFP programme sites	=100	Dec 2014								
Protection & accountability: Proportion of assisted people (women) informed about the programme	=90	Dec 2014								
Protection & accountability: Proportion of assisted people (women) who do not experience safety	=100	Dec 2014								

problems travelling to/from and at WFP programme sites										
Partnership: Amount of complementary funds provided to the project by partners	91,331	Dec 2014			79,150	Oct 2014	79,150	Oct 2015		
Partnership: Number of partner organizations that provide complementary inputs and services	2	Dec 2014			2	Oct 2014	2	Oct 2015	6	Dec 2016
Partnership: Proportion of project activities implemented with the engagement of complementary partners	100	Dec 2014			10	Oct 2014	100	Oct 2015	100	Dec 2016
ACT 3 – Productive Assets and Livelihoods										
Gender: Proportion of hh where women and men together make decisions over the use of cash, voucher or food	=5	Sep 2014	3	Oct 2014	3	Oct 2014	26.88	Sep 2015	22.2	Dec 2016
Gender: Proportion of hh where women make decisions over the use of cash, voucher or food	=90	Sep 2014	76.5	Oct 2014	76.5	Oct 2014	71.54	Sep 2015	76.9	Dec 2016
Gender: Proportion of hh where men make decisions over the use of cash, voucher or food	=5	Sep 2014	20.5	Oct 2014	20.5	Oct 2014	1.58	Sep 2015	0.9	Dec 2016
Gender: Proportion of women beneficiaries in leadership positions of project management committees	>10	Sep 2014	7	Oct 2014	7	Oct 2014	13	Sep 2015	32	Dec 2016
Gender: Proportion of women project management committees members trained on modalities of food, cash, or voucher distribution	>20	Sep 2014	24	Oct 2014	24	Oct 2014	100	Sep 2015	100	Dec 2016
Protection & accountability: Proportion of assisted people informed about the programme	=90				92	Oct 2014				
Protection & accountability: Proportion of assisted people (men) informed about the programme	=90	Sep 2014	91	Oct 2014	91	Oct 2014	100	Sep 2015	100	Dec 2016
Protection & accountability: Proportion of assisted people (men) who do not experience safety problems travelling to/from and at WFP programme sites	=100	Sep 2014	100	Oct 2014	100	Oct 2014	97.14	Sep 2015	100	Dec 2016
Protection & accountability: Proportion of assisted people who do not experience safety problems travelling to/from and at WFP programme sites	=100				100	Oct 2014				

Protection & accountability: Proportion of assisted people (women) informed about the programme	=90	Sep 2014	93	Oct 2014	93	Oct 2014	100	Sep 2015	100	Dec 2016
Protection & accountability: Proportion of assisted people (women) who do not experience safety problems travelling to/from and at WFP programme sites	=100	Sep 2014	100	Oct 2014	100	Oct 2014	97.41	Sep 2015	97.7	Dec 2016
Partnership: Amount of complementary funds provided to the project by partners	368,100	Dec 2014			368,100	Oct 2014	48,840	Dec 2015	409,888	Dec 2016
Partnership: Number of partner organizations that provide complementary inputs and services	3	Dec 2014			3	Oct 2014	2	Dec 2015	7	Dec 2016
Partnership: Proportion of project activities implemented with the engagement of complementary partners	100	Dec 2014			10	Oct 2014	100	Dec 2015	100	Dec 2016
SO3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs										
ACT 3 – Productive Assets and Livelihoods										
CAS: percentage of communities with an increased Asset Score	=80				68.4	Aug 2014	88	Sept 2015	87.1	Dec 2016
CSI: Percentage of households headed by women with reduced/stabilized Coping Strategy Index	=100				55.3	Aug 2014	80	Sept 2015		
CSI: Percentage of households with reduced/stabilized Coping Strategy Index	=100				63.3	Aug 2014	80	Sept 2015		
CSI: Percentage of households headed by men with reduced/stabilized Coping Strategy Index	=100				67	Aug 2014	80	Sept 2015		
Diet Diversity Score	>5		4.5	Feb 2014	4.3	Aug 2014	4.84	Sept 2015	5.1	Dec 2016
Diet Diversity Score (households headed by women)	>5		4.4	Feb 2014	4.4	Aug 2014	4.84	Sept 2015	5.02	Dec 2016
Diet Diversity Score (households headed by men)	>5		4.6	Feb 2014	4.3	Aug 2014	4.85	Sept 2015	5.13	Dec 2016
FCS: percentage of households with acceptable Food Consumption Score	=80		91.4	Feb 2014	91.4	Aug 2014	90.5	Sept 2015	92.5	Dec 2016
FCS: percentage of households with acceptable Food Consumption Score (headed by women)	=80		89.3	Feb 2014	91.9	Aug 2014	92.7	Sept 2015	84.2	Dec 2016

FCS: percentage of households with acceptable Food Consumption Score (headed by men)	=80		92.2	Feb 2014	91.2	Aug 2014	89.6	Sept 2015	95.3	Dec 2016
FCS: percentage of households with borderline Food Consumption Score	=1.52		7.6	Feb 2014	6.3	Aug 2014	8.0	Sept 2015	6.2	Dec 2016
FCS: percentage of households with borderline Food Consumption Score (headed by women)	=2.14		10.7	Feb 2014	5.8	Aug 2014	7.3	Sept 2015	11.8	Dec 2016
FCS: percentage of households with borderline Food Consumption Score (headed by men)	=1.3		6.5	Feb 2014	6.5	Aug 2014	8.3	Sept 2015	4.3	Dec 2016
FCS: percentage of households with poor Food Consumption Score	=0.2		1	Feb 2014	2.3	Aug 2014	1.5	Sept 2015	1.3	Dec 2016
FCS: percentage of households with poor Food Consumption Score (headed by women)	=0		0	Feb 2014	2.3	Aug 2014	0.0	Sept 2015	3.9	Dec 2016
FCS: percentage of households with poor Food Consumption Score (headed by men)	=0.28		1.4	Feb 2014	2.3	Aug 2014	2.1	Sept 2015	0.4	Dec 2016
NCI: Resilience programme National Capacity Index	>0.0									
SO4: Reduce undernutrition and break the intergenerational cycle of hunger										
ACT 1 – Education										
NCI: National Capacity Index	=12	Jan 2014	12	Jan 2014	13	Jan 2015	14	Jan 2015	15	Jan 2016
Retention rate (boys) in WFP-assisted primary schools	>85	Feb 2014	85	Feb 2014	97.1	Sep 2014	95.93	Sept 2015	96.1	Sep 2016
Retention rate (girls) in WFP-assisted primary schools	>85	Feb 2014	85	Feb 2014	97	Sep 2014	96.91	Sept 2015	97.1	Sep 2016
ACT 2 - Nutrition										
Proportion of eligible population who participate in programme (coverage)	>70	Dec 2014			100	Oct 2014				
Proportion of children who consume a minimum acceptable diet	>70	Dec 2014								
NCI: Nutrition programme National Capacity Index	>0	Dec 2014								

Annex 14: Cash-based Transfer Cost Analysis

Cost-efficiency and cost-effectiveness calculations were made for the school scholarship programme in Cambodia based on information provided by the country office, provided in **Table 25**.⁴⁰⁵

A cost-efficiency analysis measures outputs against inputs in monetary terms and facilitates comparison of alternative transfer modalities, to inform decisions about how to use available resources as efficiently as possible.

The first step in the cost-efficiency calculation is to compare the in-kind procurement value and LTSH. This includes quality control and salaries for logistic staff to transport the different commodities to the respective markets with the CBT local market prices at the same point in time. If sufficient data are available, a seasonal analysis should also be presented.

The second step is including the in-kind operational costs (“other direct overhead costs” [ODOC] such as for partners, equipment and supplies, travel, etc.) and the equivalent CBT operational costs (cash and voucher-related costs: cash and voucher delivery and cash and voucher other). Attention must be paid to differentiate the start-up costs and the running costs and include depreciation calculations if necessary.

The ratio of the local market price plus operational costs, to the total cost to WFP and its donors to deliver the commodity from an external source to the locality, is known as the alpha value. Alpha values vary considerably depending on the situation of the country concerned, but a value higher than one suggests the in-kind option is more cost-efficient, and lower than one less cost-efficient. Alternatively, the calculations can be presented as comparison between the costs to achieve the desired output – in the case of WFP, delivering a balanced food basket covering the daily basic kilocalorie needs – to the targeted beneficiaries.

The cost-efficiency analysis of transfer modalities for the country portfolio evaluation was conducted for take-home ration under the school meals programme. This analysis is conducted under the assumption that the cash scholarship is used to purchase rice to make the value with the take-home ration comparable; that is, what is the cost to WFP to transfer sufficient cash to scholarship recipients for them to be able to purchase 1 mt of rice in local markets compared with the cost to WFP to distribute 1 mt of rice to recipients as take-home rations. An important consideration here is that the cost-efficiency analysis considers only one commodity, namely rice, for which Cambodia is a main producer and exporter. The expectation is that the local market purchase would, therefore, be cost-efficient.

The comparison of the costs of rice under the two options does not imply that the recipients actually consume all the rice that they receive as take-home rations, or that they use all the scholarship cash they receive to purchase rice; rather it is the comparison of the full amount of rice received through take-home rations, with the total amount of rice

⁴⁰⁵ “Additional notes” below the table are taken directly from the table WFP provided to the ET.

that *could* be purchased if the total value of the scholarship received were used to purchase rice.

Table 25 provides cost-efficiency calculations for in-kind take-home rations versus cash transfer for the school scholarship programme, reported per mt of rice. The cost of in-kind transfers of USD 856 represents the cost of transferring 1 mt of rice to in-kind beneficiaries. The cash transfer scenario considers the amount of cash that would need to be transferred to a recipient to be able to purchase 1 mt of rice, including all the costs associated with WFP transferring the cash to the recipient.

Table 25: Cost Information for in-kind transfer and cash transfer

In-kind transfer		Cash transfer	
Cost component	USD/MT	Cost component	USD/MT
Commodity cost (CIF US)	503	Commodity cost (local market)	467
External transport	126	CBT transfer costs (2.6%)	12
LTSH (internal transport/ handling)	177	CV other (13%)	61
ODOC	50		
Ration amounts, per school year			
	120 kg		\$60
Total cost to recipient	856		540

Source: WFP Cambodia CO

Additional notes (taken directly from table notes provided by WFP Cambodia country office; references to attachments are the country office's):

- 1) Note that this is unfortified rice. Fortified rice is not currently available in the Cambodia market
- 2) External transport rate is based on actual expenditure for rice received in 2016.
- 3) The CBT transfer costs are calculated as actual paid to financial service provider (FSP) divided by total transfer value. The invoiced amount is based on actual disbursements made in financial service provider outlets or dedicated village visits.
- 4) The ODOC rate is based on combined take-home rations and meals budgets. Actual spending differs with take-home rations expenditure being less than meals.
- 5) The cash and voucher other rates are averages that include costs for cash scholarships and home-grown school feeding (HGSE). Actual spending for cash scholarships is less than HGSE.
- 6) Several operating costs cut across activity types and ODOC/cash and voucher other combined such as trainings, monitoring, coordination meetings etc.
- 7) The rates included in the table overestimate the actual spending in take-home rations and cash scholarships. It is impossible to separate expenditures.

These figures show that cash transfer is more cost-efficient. The alpha value is 0.63 (540/856). The greater cost-efficiency of cash transfers is also evident in comparing the costs and quantities of rations provided under the alternative distribution modalities. At USD 856/mt, the cost to provide a take-home ration of 120 kg rice per student per school year is USD 103, whereas provision of USD 60 per student per school year is sufficient to purchase 111 kg of rice at local market rice prices and factoring in WFP costs of transferring the money to recipients. In other words, with cash transfers through the scholarship programme, 42 percent less cash (60/103) can be used to provide 93 percent (111/120) of the rice provided through in-kind transfers.

Because nutritional value score data were not available for cash transfers, the optional omega calculation using food consumption scores was computed. Cost effectiveness, as represented by the optional omega calculation formula of WFP, measures the dollar cost of achieving the food consumption score value obtained with in-kind transfers compared with the food consumption score value obtained by cash transfers. Information provided by WFP Cambodia on food consumption scores achieved with in-kind transfers is 53.81, and with cash transfers is almost identical, at 53.86. Detailed information about the basis for calculation of the food consumption scores of these two transfer modalities was not provided by WFP. An analysis of the reasons why these two modalities have such similar values would be of great interest. In particular, it would be expected that, with the flexibility of food purchases offered by the cash transfer modality, this could lead to households choosing food consumption baskets that are quite different from the in-kind rations, with correspondingly different food consumption score values. Based on these food consumption score values, the omega value is 0.63 $[(53.81/856)/(53.86/540)]$. This figure is identical to the alpha value of cost-effectiveness because there is essentially no difference in the food consumption score values for the two modalities.

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Acronyms

ARCC	USAID Mekong Adaptation and Resilience to Climate Change project
C-ADAPT	Climate Adaptation Management and Innovation Initiative
CamRex	Cambodia Review and Response Exercise
CARD	Council For Agricultural and Rural Development
CAS	Community Asset Score
CC	Commune Council
CCA	Climate Change Adaptation
CCCSP	Cambodia Climate Change Strategic Plan
CDC	Council for the Development of Cambodia
CFA	Cash for Assets
CFCA	Cash-for-Community Activities
CHF	Cambodian Humanitarian Forum
CLEAR	Consolidated Livelihood Exercise for Analysis of Resilience
CMAM	Community-Based Management of Acute Malnutrition
CMDG	Cambodia Millennium Development Goals
CO	Country Office
CP	Country Programme
CPE	County Portfolio Evaluation
CSI	Coping Strategy Index
CSP	Country Strategic Plan
CTSO	Commune Technical Support Office
CU2	Children Under Two
CU5	Children Under Five
D&D	Decentralization And Deconcentration
DDS	Diet Diversity Score
DoE	District Office of Education
DP	Distribution Point
DSC	Direct Support Costs
ELC	Economic Land Concession
EPR	Emergency Preparedness and Response
ET	Evaluation Team
FCS	Food Consumption Score
FFA	Food Assistance for Assets
FORISCA	Fortified Rice for School Children in Cambodia
FSN	Food Security and Nutrition
FSP	Financial Service Provider
GDP	Gross Domestic Product
GFD	General Food Distribution
GFTK	Good Food Tool Kit
GII	Gender Inequality Index
HARVEST	Helping Address Rural Vulnerabilities and Ecosystem Stability
HDI	Human Development Index
HGSF	Home-Grown School Feeding
hh	household
HP	Humanitarian Principles
HRF	Humanitarian Response Forum
IDPoor	Government Database of Poor People
IDS	Institute of Development Studies

InSTEDD	Innovative Support To Emergencies, Diseases and Disasters
IRM	Integrated Road Map
KamRex	Kampuchea Response Exercise
KAPE	Kampuchean Action for Primary Education
KoC	Kingdom of Cambodia
LMIC	Lower-Middle Income Country
LTSH	Landside Transport Storage and Handling
M&E	Monitoring and Evaluation
MAM	Moderate Acute Malnutrition
MCHN	Mother and Child Health and Nutrition
MDG	Millennium Development Goal
MoAFF	Ministry of Agriculture, Forestry, and Fisheries
MoE	Ministry of the Environment
MoEYS	Ministry of Education, Youth and Sport
MoH	Ministry of Health
MoI	Ministry of Interior
MoP	Ministry of Planning
MoPWT	Ministry of Power, Water and Transport
MoWA	Ministry of Women's Affairs
MoWRAM	Ministry of Water Resources and Meteorology
MoRD	Ministry of Rural Development
NAP/ZHC	National Action Plan for the Zero Hunger Challenge
NCDD	National Committee for Sub-National Democratic Development
NCDM	National Committee for Disaster Management
NCI	National Capacity Index
NGO	Non-Governmental Organization
NIS	National Institute of Statistics
NNS	National Nutrition Strategy
NP-SNDD	National Programme for Sub-National Democratic Development
NSDP	National Strategic Development Plan
NSFSN	National Strategy for Food Security and Nutrition
NSPPF	National Social Protection Policy Framework
NSPS	National Social Protection Strategy
NVS	Nutritional Value Score
OCHA	(United Nations) Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
ODOC	Other Direct Overhead Costs
OECD-DAC	Organisation for Economic Co-operation and Development's – Development Assistance Committee
OEV	Office of Evaluation
OFDA	United States Office of Disaster Assistance
OVC	Orphans and Vulnerable Children
PAL	Participatory Action Learning
PALS	Productive Assets and Livelihood Support
PATH	Programme for Appropriate Technology in Health
PDM	Post Distribution Monitoring
PDRD	Provincial Department of Rural Development
PID	Planning and Investment Division
PLHIV	People Living with HIV/AIDS
PLW	Pregnant and Lactating Women

PoE	Provincial Office of Education
PRISM	Platform for Realtime Information Systems
QA	Quality Assurance
RB	Regional Bureau
rCSI	Reduced Coping Strategy Index
RgoC	Royal Government of Cambodia
RS	Rectangular Strategy
RUSF	Ready-to-Use Supplementary Food
SAM	Severe Acute Malnutrition
SDG	Sustainable Development Goal
SER	Summary Evaluation Report
SF	School Feeding
SLC	Social Land Concession
SMP	School Meals Programme
SOP	Standard Operation Guideline
SPR	Standard Project Report
SUN	Scaling Up Nutrition
SY	School Year
THR	Take-Home Ration
TICSP	Transitional Interim Country Strategic Plan
ToR	Terms of Reference
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
USDA	United States Department of Agriculture
VGf	Vulnerable Group Feeding
WASH	Water, Sanitation and Hygiene
ZHC	Zero Hunger Challenge

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