



WFP EVALUATION

Midterm Activity Evaluation of USDA McGovern-Dole Grant (FFE-442-2019-013-00) for WFP School Feeding in Cambodia

01 November 2019 to 30 October 2023

Decentralized Evaluation Report

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WFP Cambodia



World Food Programme

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Final Report - November 2022

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Front page photo:

Schoolchildren from Thnal Dach primary school, Siem Reap Province, after their morning breakfast

(photo: Mike Brewin, June 2022)

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A full list of acronyms used is provided in [Annex 14](#).

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Executive Summary

Introduction and Background

1. This report presents the findings from the midterm evaluation of the United States Department of Agriculture's (USDA) McGovern-Dole School Feeding Programme¹ for World Food Programme (WFP) School Feeding activities in Cambodia, covering the period 01 November 2019 to 30 October 2023. This work was conducted concurrently with an evaluation of the USDA-supported Local and Regional Food Aid Procurement (LRP) programme,² which will produce a complementary report. This midterm evaluation was planned for mid-2021, but due to delays related to the COVID-19 pandemic, data collection was moved to June 2022.
2. The USDA McGovern-Dole programme supports WFP's overall school meals programme (SMP) and also aims to support the provision of quality education; promote good nutrition practices; and enable the school feeding programme's transition to national funding, management, and overall ownership.³
3. The current McGovern-Dole programme is a continuation of the previous phases (2013-2016 and 2017-2019) and is being implemented in three provinces of Cambodia: Siem Reap and Kampong Thom (which both received support in the previous phase of the programme), and Kampong Chhnang which was added in this phase.
4. This report aims to provide an independent assessment of the programme so far to enable WFP Cambodia, the Royal Government of Cambodia, and cooperating partners, to feed its results and learning into the remainder of this programme and future programmes - in particular, the transition to the Government-led and managed National Home-Grown School Feeding Programme (NHGSFP).
5. Given the pandemic disruptions, the methodology developed for the midterm evaluation was modified from the original TOR with this evaluation focused on three evaluation criteria: **relevance** (especially of pandemic mitigation adaptations), **effectiveness**, and **sustainability** (with a focus on steps yet to be taken to ensure a smooth handover and transition by the end of the cycle). The main expected users for this evaluation report include USDA, the WFP Country Office and Regional Bureau, and WFP's main partner the Ministry of Education, Youth and Sport (MoEYS).

Contextual Summary

6. In Cambodia, short-term hunger is a key factor affecting educational results, such as literacy, attendance, and concentration in schools.⁴ WFP's school meals programme (SMP) started in Cambodia in 1999. In 2014, the MoEYS, in collaboration with WFP, piloted a Home-Grown School Feeding (HGSF) model. The Government's NHGSFP has been subsequently developed with the expectation that WFP-supported schools will be taken over by the national programme and be managed by the Government after transition. As of March 2022, the MoEYS and WFP elaborated a Joint School Feeding Transition Strategy (JTS) that outlines the handover of further schools and the remaining capacity building to be done.⁵ Full national ownership is projected to be completed by 2028.⁶
7. The COVID-19 pandemic had widespread impacts on socio-economic indicators, especially among poor households, leading to increased poverty, inequality, and unemployment. Schools were closed between March 2020 and November 2021 with, inter alia, a temporary discontinuation of the school meals programme. The SMP activities were heavily impacted by the school closures, but WFP support continued through take-home rations (THRs) distributed to many of the most vulnerable households, in conjunction with the Government's social protection programme,⁷ and continued with the construction and rehabilitation of infrastructure in schools. Community awareness campaigns used mobile awareness events rather than mass

¹ USDA McGovern-Dole programme FFE-442-2019-013-00

² USDA Local and Regional Procurement (LRP-441-2019-011-00)

³ WFP/USDA McGovern-Dole Proposal

⁴ WFP/USDA LRP Proposal FY2019.

⁵ Joint Transition Strategy towards a Nationally Owned Home-Grown School Feeding Programme, Cambodia, Phase 1: 2022-2025, 17 March 2022, Ministry of Education, Youth and Sport / World Food Programme.

⁶ More details can be found in [Annex 12](#).

⁷ THR Round 1 (April 2020): WFP reached 80,767 IDPoor households with children and the Government programme reached 11,506. The same was repeated in Round 2 (August 2020).

events. When schools reopened, health, hygiene and food safety trainings were undertaken with the MoEYS School Health Department.

Methodology

8. The evaluation included engagement with beneficiaries as key stakeholders and was committed to gender equality and women's empowerment (GEWE), through the participation and consultation in the evaluation by women and men from different groups, and to the Humanitarian Principles.

9. A mixed methods approach was used, combining document review, analysis of secondary quantitative data, interviews with national and sub-national level stakeholders, observations, and group discussions. Primary quantitative data collection was postponed until endline.

10. The team visited six districts (two per province) and 10 schools across the three provinces, with a range of school feeding modalities, including eight schools visited during the 2020 baseline; two more were visited to identify post-handover comparisons. In total, 425 persons were interviewed (58 percent women).⁸

11. **The key midterm findings** are summarized below, structured according to the main evaluation criteria.

Criteria 1 – Relevance

12. The McGovern-Dole SFP provides an avenue for WFP to support the change to the HGSP modality adopted by the Government. The SMP activities support the Government's capacity building needs and are integrated into the JTS. The programme appropriately prioritizes schools in areas with high poverty and low education outcomes. The repurposing of the activities to support the distribution of THRs was relevant to the Government's emergency response approach to support the vulnerable populations, targeted via the official *ID Poor* system.

13. The multi-dimensional capacity strengthening is aligned with Government priorities. Joint capacity building activities were designed and conducted together with Government bodies, using a cascade training approach. Technical assistance targets are most advanced with stakeholders involved in the SMP process at the school levels. Since baseline these have contributed to increased clarity of benefits, roles, responsibilities, and management of the SMP. While the design remains relevant, there are challenges to achieving activity targets in the remaining timeframe.

Criteria 2 - Effectiveness

14. The ET has observed positive changes compared to the baseline. At the national and sub-national levels there is more clarity and structure related to the SMP and school feeding committees have been established at all levels (school, commune, district, and province). A significant percentage (65 percent) of results framework indicators are on track to meet or exceed targets by the end of the cycle. Over-achievements were most common regarding trainings and literacy materials. The number of meals provided is only at 15 percent of end of cycle target, due to the school closures. Although THRs were not foreseen in the programme design, 72 percent of the revised target numbers were reached, and WFP monitoring found that over 95 percent of the recipient households reported acceptable levels of food consumption after distributions.

15. Internally, the Country Office staffing gaps at national and sub-national levels have affected the pace of activities, as well as affecting the institutional memory for the vision and approaches required to support transition, especially in the technical assistance activity areas. Regional Bureau resources have mitigated these effects.

Criteria 3 - Sustainability

16. At corporate level, WFP has developed a framework for school feeding programmes capacity development – the Systems Approach for Better Education Results School Feeding (SABER-SF) – which describes five dimensions of change to identify sustainability considerations in handover to government management, and to frame progress made by the Country Offices (COs) towards complete transitioning to

⁸ Among these, 153 participated in Focus Group Discussions.

nationally owned and managed school feeding programmes.⁹ These are implicitly replicated in Cambodia's Joint Transition Strategy.¹⁰

17. The JTS delineates roles and responsibilities of national stakeholders to enable implementation through multi-sectoral collaboration. Units within the MoEYS provide overall policy and strategy guidance for the education sector which should include coordination across line ministries and with development partners, as well as advocacy for the establishment of the NHGSFP. WFP is supporting the MoEYS to develop a monitoring framework for the NHGSFP, expected to be ready by the end of 2022.

18. Sustainability, according to the SABER-SF dimensions mentioned earlier, implies the presence of a sufficient policy framework, the institutional systems established for management of the programme, and adequate resourcing. Development of policies and institutional systems, as well as community engagement are in progress to different degrees. A sub-decree – necessary for cross-sectoral programmes – is expected to be approved within the next few months, and a school feeding policy is also in its final stages of development. Public sector resourcing and accurate costing still require more attention. While there has been an increase in activities across all five dimensions of capacity strengthening, those related to programme design and implementation have assumed the greatest prominence.

19. Given the contributions of the HGSF model to social protection, the process of HGSF policy development and coordination within the social protection frameworks is key to sustainability and is naturally situated within social protection under the National Social Protection Council (NSPC). The transition process was positively influenced by high-level supporters for school feeding in the Government. While their engagement is very important, it does indicate the system is not yet strong enough to function without them. The position of the NSPC within the Ministry of Economy and Finance (MEF) supports well-functioning coordination between the various Government ministries and institutions involved. The NSPC has the authority to convene multiple stakeholders and to determine financial support for the programme because of its social protection mandate. However, the Government's ongoing decentralization process creates ambiguities and longer communication and resource allocation processes. There are also gaps within the NHGSFP after transition in terms of information management, sub-national capacity for transition management of existing sub-national structures, and long-term resourcing of the NHGSFP.

20. Institutional systems have been set up at the sub-national level - school feeding committees are established at all levels although at varying levels of involvement by the committees. However, while national Government officials are fully aware of the programme and handover, this is not the case for all sub-national staff. Communities are supportive of the programme, but the programme is still highly dependent on the cooperating partners and volunteers at community and school levels. Thus, while institutional systems have been set up at the decentralized level, they lack the overarching policy framework and the guaranteed resourcing at necessary levels. There is a strong demand from the Government for further technical assistance from WFP post-transition with schools and transitioned districts and provinces.

21. Indications that USDA has approved another McGovern-Dole programme cycle suggest continued capacity strengthening of national and sub-national stakeholders in NHGSFP processes can go on, with strengthened inter-ministerial coordination required to support school feeding.

Conclusions

22. The following conclusions are oriented around the three evaluation criteria of Relevance, Effectiveness and Sustainability.

Category 1: Relevance

Conclusion 1. The School Feeding Programme and the McGovern-Dole component within it remains highly relevant for the Cambodian context.

Conclusion 2: The McGovern-Dole programmatic framework allowed WFP to respond to the challenge of the pandemic promptly and effectively through its distribution of THRs.

⁹ These include a) Policy Framework; b) Institutional Capacity; c) Public Sector Financing (resourcing); d) Programme Design and Implementation; and e) Engagement of non-state actors.

¹⁰ The national home-grown school feeding programme aims to provide safe and healthy nutrition to Cambodian children to promote social protection, increase access to education services to contribute to the development of local economic and agricultural, and society.

Conclusion 3: The programme design assumes that the school feeding programme equally impacts girls and boys, but adjustments could be made to enhance the gender mainstreaming in the programme.

Category 2: Effectiveness

Conclusion 4: There has been progress in the McGovern-Dole programming since the baseline, although there are gaps in terms of progress towards the 2020 baseline recommendations.

Conclusion 5: There are policies and structures in place, but continued rollout of the NHGSFP still depends on the support of high-level advocates.

Category 3: Sustainability

Conclusion 6: It is very likely that the school feeding programme will be continued by the Government beyond WFP and USDA's support as the NHGSFP is a government priority with high-level champions within the MoEYS.

Conclusion 7: An important gap in the transition process is a post-transition technical assistance phase between WFP and MoEYS.

Conclusion 8: The transition process is complicated by the ongoing decentralization of the Government which affects lines of command and financial flows.

Conclusion 9: The current project cycle for the McGovern-Dole has prioritized the more concrete components of handover of schools, but there has been less progress towards the institutionalization elements to maintain the schools (systems and institutions).

Conclusion 10: The programme has made progress towards handover, but the timeframe of the current cycle is too short to sufficiently prepare the Government to continue the programme.

Conclusion 11: The next steps for building sustainability in the next cycle should focus on three SABER-SF dimensions: the policy framework, resourcing, and institutional systems.

Lessons Learned

23. Applicable lessons learned fall into three categories: handover, project management, and monitoring and evaluation.

No.	Lessons
Handover	
1	WFP should integrate increased staffing for national staff with expertise in Government procedures. Providing technical assistance to the Government will become increasingly core to WFP's presence as the organization moves away from direct implementation. The presence of (preferably) national staff who have a thorough understanding of the workings of the Government is essential.
2	Finalize government management systems prior to school handover. In order to provide good management of schools, government personnel rely on the presence of clear policy frameworks and procurement systems in place to ensure programme sustainability.
3	The Government requires a complete costing analysis for supporting school meals that integrates all ancillary management costs. This will enable them to make realistic budget allocations to implement the national school feeding programme. This in turn will increase a sense of ownership of the programme and reduce dependence on external sources of funding.
Project Management	
4	Continuous socialization. Given the high turnover of personnel within the school and government systems, the diversity of donor projects for school feeding, and the relative complexity of the system, there is a need to develop a system of 'continuous socialization' to provide a standardized training and orientation approach to incoming personnel at different levels of government from schools and suppliers to Ministry level.
5	Management training for school principals has been shown to be an enhancing factor for the school feeding programme. Collaboration with other stakeholders who provide general management training can leverage the impact of the school feeding programme.
6	Implementation of SFIS using computers and web-based application is difficult in remote settings. The development of software in Khmer that can be used on smartphones could solve some of the issues.
7	Repurposing school meals to THR is feasible and improves food security of the most vulnerable households. Transparency regarding the targeting of the support and the use of established registers of poor is essential for community acceptance.
Monitoring and Evaluation	
8	Gender indicators. Developing outcome indicators specifically related to women's participation and empowerment would provide greater visibility and intentionality of gender sensitivity.

Recommendations

24. Based on the patterns in the findings and conclusions, the following seven recommendations are presented. Due to pandemic disruptions, two of the baseline recommendations are still relevant for continued consideration and are included in these midterm recommendations as numbers 1 and 7.

Recommendation 1: WFP should support the MoEYS to undertake a systematic review of the national school meals implementation in schools handed over since 2019.

Recommendation 2: WFP, in collaboration with the MoEYS and NSPC, should conduct a systematic adjustment to the school meal programme processes to identify what is feasible and possible within the existing Government policies, strategies, and resourcing.

Recommendation 3: WFP, in collaboration with the MoEYS and NSPC, should support the development of a framework to strengthen the institutionalization of the NHGSFP.

Recommendation 4: WFP, in collaboration with the MoEYS and NSPC, should construct and use a structured and transparent tool to assess subnational system readiness for transition.

Recommendation 5: WFP should seek to review and fill its current staffing gaps and consider the necessity of expanding its staffing profiles in preparation for a focus on the country capacity strengthening elements of the programme.

Recommendation 6: WFP, in consultation with the MoEYS and the Ministry of Women's Affairs, should seek to conduct a gender analysis to integrate increased gender sensitivity into the next programme cycle programming.

Recommendation 7: WFP, together with USDA and in consultation with the MoEYS and the Ministry of Women's Affairs, should seek to integrate and visibilize the McGovern-Dole contributions to gender by improving gender visibility in the results framework during the next cycle.

1. Introduction

1. This report presents the findings from the midterm evaluation of the United States Department of Agriculture's (USDA) McGovern-Dole support to the World Food Programme (WFP) School Feeding (SF) activities in Cambodia (under Project Agreement number: FFE-442-2019-013-00) and covering the period 01 November 2019 to 30 October 2023.
2. This evaluation is the second of a series of three linked pieces of work¹¹ considering the USDA support to the WFP programme in the country. The series has been commissioned by the WFP Cambodia Country Office (CO), based on the Terms of Reference (ToR) and a more recent Addendum which has slightly changed the focus of this current work ([Annex 1](#)).
3. This work was conducted concurrently with a midterm evaluation for the USDA-supported Local and Regional Food Aid Procurement (LRP) programme,¹² which will produce a complementary set of reports. This midterm evaluation was planned for mid-2021, but due to delays in the baseline and the school closures due to the COVID-19 pandemic, data collection was moved to June 2022, with the report due by September 2022. The overall evaluation series timeline is found in [Annex 2](#).

1.1. EVALUATION FEATURES

4. The evaluation series has the mutually reinforcing objectives and accountability and learning.
 - **Accountability:** The evaluation process assesses and reports on the performance and results of the USDA McGovern-Dole funded activities during the funding period by assessing whether targeted beneficiaries have received expected services, and whether the programme is likely to meet – or has met – its stated goals and objectives aligned with the results frameworks and assumptions.
 - **Learning:** the evaluation process also identifies reasons why certain results occurred or not, and draws lessons, and identifies good practices for learning. The learning from the evidence-based findings will inform operational and strategic decision making. The TOR makes no reference to specific learning objectives but notes that the report is intended to feed into learning on future school feeding (SF) programmes and identify immediate lessons learned that can inform current programming.
5. The entire evaluation series is being conducted by an evaluation team (ET) of independent consultants from the KonTerra Group in partnership with Indochina Research Limited (IRL), a local Cambodian research company. For this midterm work, a mixed methods approach was used combining document review, analysis of secondary quantitative data, key informant interviews (KIIs) with national level stakeholders and school and district site visits including interviews, observations, focus group discussions (FGDs) with the range of stakeholders at school, district, and provincial levels. The WFP principles for integration of gender in evaluation were applied across the evaluation methodology, which is presented in more detail in [Annex 3](#).
6. The evaluation serves the interests of a range of internal and external stakeholders. Internal stakeholders include the WFP CO in Cambodia, WFP headquarters (HQ) and the Regional Bureau for Asia and Pacific Region in Bangkok (RBB). External stakeholders include the Royal Government of Cambodia, particularly the Ministry of Education, Youth and Sport (MoEYS), and the departments and agencies engaged with and supported by the McGovern-Dole school feeding project implementation at central and decentralized levels, as well as cooperating partners, donors, other United Nations agencies, and other stakeholders (academia, private sector, etc.). The beneficiaries of school feeding activities are key stakeholders of this evaluation and of future WFP actions in the country. The main users for this evaluation report (ER) are expected to be the WFP CO, counterparts in the MoEYS, cooperating partners, other United Nations agencies and donors (mainly USDA).

¹¹ The evaluation consists of a baseline (2020), midterm (originally planned for 2021) and endline assessment (2023).

¹² USDA Programme LRP441-2019-011-00. Through the LRP, WFP will utilize a USDA grant fund to complete the on-going transition of its School Meal Programme (SMP) model to a national-led and -owned school feeding programme and to complement activities under the McGovern-Dole programme. The LRP aims to support the creation of functional supply chain mechanisms and strengthen value chain systems in the localized markets around SFP schools to ensure provision of locally procured commodities that meet the set food quality standards.

7. The purpose of this ER is to provide an independent assessment of the programme so far to enable WFP Cambodia, the Royal Government of Cambodia, and cooperating partners to feed its results and learning into the remainder of this programme and future programmes - in particular, the Government-led and managed NHGSFP - while also contributing important information to the parallel LRP midterm evaluation.

8. To be able to critically and objectively review whether the programme is on track to meet its stated goals and objectives, this midterm evaluation assessed: i) the remaining progress to be made to achieve the objectives as outlined by USDA; ii) the issues or factors that need to be further strengthened to ensure that objectives are met; and iii) further efforts required to ensure handover preparedness and programme sustainability after USDA assistance has ended. In addition, progress against baseline recommendations were assessed, in particular with regards to the inclusion of gender-disaggregated indicators for the programme.

9. The evaluation adhered to the WFP commitment of accountability to affected populations (AAP) to include beneficiaries as key stakeholders in their work, and to gender equality and women's empowerment (GEWE). The ET was committed to GEWE in the evaluation process, through the participation and consultation in the evaluation by women and men from different groups. The work also adhered to the Humanitarian Principles of Humanity, Neutrality, Impartiality, and Independence throughout.

10. The evaluation findings will be delivered via an initial Draft Report which will be reviewed and commented on by the members of the Evaluation Reference Group (ERG). The final version of the Report will be circulated to all stakeholders, and WFP and the Government will identify and explore the opportunities to communicate the findings and recommendations of the evaluation exercises to communities and key stakeholders as part of their Accountability to Communities.

1.2. CONTEXT

11. **General Overview.** The Royal Government of Cambodia has established impressive economic growth over the past 20 years, bringing the country to lower middle-income status in 2016, with a Gross Domestic Product (GDP) per capita of US\$1,561 in 2018, up from US\$1,043 in 2013. The high economic growth rate has been sustained above seven percent for over a decade,¹³ most recently at 7.5 percent in 2018 and 7.1 percent in 2019,¹⁴ making Cambodia one of the fastest growing economies in the world. However, this economic growth rate was seriously impacted¹⁵ by the global COVID-19 pandemic, although the Ministry of Economy and Finance (MEF) projects that it should reach 2.4 percent in 2022.¹⁶

12. From 2019, Cambodia ranked 144 in the global Human Development Index (HDI) out of 189 countries reporting and it was moved up to the medium human development category.¹⁷ Life expectancy at birth and the education index are also on a positive trend. However, health and education indicators both remain lower in comparison to neighbouring countries. The Government is on track to meet its target to reduce stunting, but not its targets to reduce wasting^{18,19} and increasing income (by 20 percent for the poorest.²⁰ The country's long-term development vision, the Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase IV (2019-2023), emphasizing strong commitment to education and children's nutrition, is viewed as a priority for "sustainable human resource development, economic growth, and social development."

13. **Demographics and Poverty.** Rapid economic growth in Cambodia has been accompanied by a significant reduction in poverty.²¹ According to the latest national statistics, the country has an estimated population of over 16.7 million (2022²²) with a young median age of 25.3 years. The poverty indicators declined steadily by 1.6 percentage points per year between 2009 and 2019/20.^{23,24} The national poverty line in Cambodia was adjusted in the most recent national Socio-Economic Survey for 2019/20, based on the cost of

¹³ <https://www.adb.org/countries/cambodia/economy>.

¹⁴ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

¹⁵ Negative (-3.1 percent) economic growth reported for 2020; <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=KH>

¹⁶ <https://mef.gov.kh/documents-category/publication/budget-in-brief/>

¹⁷ <https://hdr.undp.org/en/countries/profiles/KHM>

¹⁸ <https://dhsprogram.com/publications/publication-PR136-Preliminary-Reports-Key-Indicators-Reports.cfm>

¹⁹ https://data.opendevelopmentmekong.net/dataset/3aacd312-3b1e-429c-ac1e-33b90949607d/resource/d340c835-e705-40a4-8fb3-66f957670072/download/csdg_framework_2016-2030_english_last_final-1.pdf

²⁰ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

²¹ Retrieved from https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

²² <https://worldpopulationreview.com/countries/cambodia-population>

²³ <https://www.worldbank.org/en/country/cambodia/overview>

²⁴ <https://www.adb.org/countries/cambodia/poverty>

basic needs and a common basket approach. It is now Cambodian Riel (KHR) 10,951 or approximately US\$2.70 per person per day.²⁵ Based on this definition, about 18 percent of the population is identified as poor. Poverty rates vary considerably from 4.2 percent in Phnom Penh to 22.8 percent in rural areas.²⁶

14. Nearly three-quarters of the population resides in rural areas where approximately 90 percent of the country's poor live.²⁷ These households mostly live on a small margin of poverty and are vulnerable to natural hazards, environmental or individual shocks. Estimates suggest that a loss in daily income of US\$0.30 per capita would double the poverty rate.²⁸ There remains a very limited social safety net system in the country. However, the National Social Protection Policy Framework (NSPPF) 2016-2025 places a strong emphasis on human capital development, and the collaboration with WFP on school feeding through the MoEYS and planned nationwide rollout is an integral part of the Government's efforts.²⁹ The economic situation caused by COVID-19 threatened a large number of these people with a return to poverty, as well as many thousands of workers from factories and tourism facilities who were laid off and unpaid.

15. **Gender** inequality persists in Cambodia, ranked 116 out of the 160 countries in the Gender Inequality Index (GII = 0.474³⁰)³¹ and ranked 93 out of 149 countries in the Global Gender Gap Index (GGI) 2018.³² The United Nations Office of the High Commissioner of Human Rights in Cambodia reported (2015) that 70 percent of women in employment were engaged at lower levels and on less pay³³ than men, with estimates that on average, women are paid 30 percent less for commensurate work.³⁴ Women are also underrepresented in the public sector where 77 percent of employees and 85 percent of decision-making positions are occupied by men.³⁵ Nationally, 25 percent of women are illiterate compared to 13.5 percent of men (2015).³⁶ In contrast, in 2019, women owned 61 percent of businesses in the country, significantly higher than in many ASEAN countries.³⁷

16. To address gender inequality, the Royal Government of Cambodia has endorsed two strategic plans: the National Action Plan to prevent Violence against Women, 2019-2023 (NAPVAW III); and the Neary Rattanak Strategic Plan, 2019-2023,³⁸ which together aim to: i) promote the role of women in society by enhancing their capacity; ii) streamline gender in development policies and plans at all levels, promoting women's entrepreneurship through expanded education, technical and vocational training for women, and assisting social mobility; and, iii) increase the proportion of women in leadership positions. Cambodia's Gender Development Index (GDI) results show progress has been made in recent years,³⁹ having moved up from the lowest category to Group 4 (GDI 0.922 in 2019)^{40,41} Increasingly, more women are creating independent sources of income within the private sector through urban migration for work or by starting small businesses, particularly in the clothing sector.⁴²

²⁵ Exchange rate of KHR 4,000 = US\$1.00

²⁶ <https://www.worldbank.org/en/country/cambodia/overview#1> Last Updated: Mar 29, 2022

²⁷ <https://www.worldbank.org/en/country/cambodia/overview>

²⁸ World Bank Policy Note on Poverty Monitoring and Analysis, October 2013.

²⁹ <http://inndec.com/library/docs/SPPF%20English%20-%20Final%20Ver.pdf>

³⁰ <https://hdr.undp.org/en/countries/profiles/KHM>

³¹ GI: Ratio of female to male HDI values. Gender Development Index scores range from 0 to 1 with a score of 1 indicating equality between men and women.

³² Human Development Report, 2015, UNDP

³³ <https://cambodia.ohchr.org/en/issues/gender-equality-and-human-rights>

³⁴ CSO report on Cambodian gender issues. 2009

³⁵ <https://cambodia.ohchr.org/en/issues/gender-equality-and-human-rights>

³⁶ <https://www.cia.gov/library/publications/the-world-factbook/geos/cb.html>

³⁷ Exploring the Opportunities for Women-owned SMEs in Cambodia, 2019. https://www.ifc.org/wps/wcm/connect/9e469291-d3f5-43a5-bea2-2558313995ab/Market+Research+Report+on+Women_+owned+SMEs+in+Cambodia.pdf?MOD=AJPERES&CID=mOU6fpx

³⁸ Five Year National Strategic Plan for Gender Equality and Women's Empowerment (2014-2018) https://www.kh.undp.org/content/cambodia/en/home/library/democratic_governance/cambodian-gender-strategic-plan---neary-rattanak-4.html (NB: still valid, not updated)

³⁹ http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/KHM.pdf

⁴⁰ <https://hdr.undp.org/en/countries/profiles/KHM>

⁴¹ Gender Development Index groups: Countries are divided into five groups by absolute deviation from gender parity in HDI values. Group '5' comprises countries with low equality in HDI achievements between women and men (absolute deviation from gender parity of more than 10 percent).

⁴² Commune Database 2013, Ministry of Planning

17. Over the last decade, the CO has also undertaken several initiatives to better understand the gender context in the country,⁴³ and has conducted several studies recently to assess the barriers to participation and empowerment of women in the school feeding programming.⁴⁴

18. The SDG targets on gender equality on education and literacy (Goal 5) have been achieved at the primary school level.⁴⁵ Due to poverty, girls in rural areas are at higher risk of dropout than boys, to care for younger siblings, to help their parents or to move to urban areas to work.⁴⁶ Based on the ToR, the evaluation is not required to deliver a full intersectional analysis although the approach to intersectionality is, de-facto, described in the gender methodology section (para 58 etc below).

19. **Food security** and undernutrition remain important public health concerns in Cambodia. The national objectives set for the Cambodia-specific Millennium Development Goals were not met and malnutrition rates remain higher than most countries in the region.⁴⁷ The SDG indicator for undernourishment (Goal 2) indicates that 14 percent of households continue to consume less than the minimum dietary energy requirement.⁴⁸ In addition, dietary quality remains sub-optimal, with 11.6 percent of households estimated to have inadequate dietary diversity.⁴⁹ The Government has had several policies and programmes developed to end hunger, including: i) the National Fast Track Roadmap for Improving Nutrition (2014-2020);⁵⁰ ii) The Second National Strategy for Food Security and Nutrition (NSFSN, 2019-2023); iii) the National Action Plan for Zero Hunger Challenge in Cambodia (2016-2025)⁵¹ and iv) Cambodia's Roadmap for Food Systems for Sustainable Development 2030. Undernutrition is most prevalent in rural areas. The most recent (2021-22) Demographic Health Survey (DHS) reported that 22 percent of children under the age of five years were stunted, 10 percent were wasted, and 16 percent were underweight.⁵² According to the DHS in 2014,⁵³ among women aged 15-49, 14 percent were reported to be underweight.⁵⁴

20. **Food prices** as reflected in the cost of a balanced food basket increased steadily during 2021 but have dropped since January 2022. In February 2022, the cost was KHR 100,929 riels/person/month (-2.4 percent month-on-month (MoM), -0.3 percent year-on-year (YoY),^{55,56} and this increased to KHR 106,625 /person/month (+0.5 percent MoM and -0.2%YoY), equivalent to US\$26.0 in July 2022.⁵⁷ In particular the prices of cooking oil, duck eggs and morning glory show substantial long-term price increases as the war in Ukraine impacts the price of fuel and imported commodities.⁵⁸ Market functionality deteriorated in July 2022, as both food availability and numbers of customers fell.⁵⁹

21. **Social Protection** and safety net programmes are an increasingly important and recognized means of supporting food security and nutrition improvements by the Royal Government of Cambodia. The 2016-2025 NSPPF provided the policy context necessary to coordinate and build an effective system, which serves as a policy tool to reduce and prevent poverty, vulnerability, and inequality. The NSPPF aims at harmonizing, integrating, and strengthening existing schemes and expanding the social protection floor to respond to all contingencies throughout the population's lifecycle. These reforms represented an opportunity to expand

⁴³ Including joining the programme partnership on gender mainstreaming with the Institute of Development Studies (IDS, 2015), engaging in a participatory action learning process with IDS (2016), conducting a review of gender in Cambodia's food security and nutrition policies, and an evaluation into gender in household decision-making.

⁴⁴ Such as a Gender Action Research (December 2021); a vegetable business model pilot project for female suppliers to six schools (March 2022) and a study of the Gendered Nature of Intra-Household Decision Making in Cambodia (no date).

⁴⁵ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

⁴⁶ UNESCO/UNICEF (2012) Asia Pacific: End of Decade Notes on Education for All – EFA Goal #5 Gender Equity. Bangkok: UNESCO and UNICEF.

⁴⁷ <https://opendevelopmentcambodia.net/topics/sdg-2-zero-hunger/>

⁴⁸ https://data.opendevelopmentmekong.net/dataset/3aacd312-3b1e-429c-ac1e-33b90949607d/resource/d340c835-e705-40a4-8fb3-66f957670072/download/csdg_framework_2016-2030_english_last_final-1.pdf

⁴⁹ Cambodia Socioeconomic Survey, 2014, National Institute of Statistics, Ministry of Planning; Available at: <https://www.nis.gov.kh/nis/CSES/Final%20Report%20CSES%202014.pdf>

⁵⁰ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

⁵¹ http://ocm.gov.kh/ocmwinwin20/wp-content/uploads/2018/12/6-National_Action_Plan_for_the_Zero.pdf

⁵² https://nis.gov.kh/nis/CDHS/2021-22/2021-22%20CDHS%20%20Key%20Indicator%20Report_EN.pdf

⁵³ The full report of the latest DHS is not yet published.

⁵⁴ <https://dhsprogram.com/publications/publication-fr312-dhs-final-reports.cfm>

⁵⁵ WFP and Agricultural Marketing Office of the Ministry of Agriculture, Forestry and Fisheries. Cambodia Market Update 2022.

⁵⁶ Approximately US\$25.23.

⁵⁷ WFP and Agricultural Marketing Office of the Ministry of Agriculture, Forestry and Fisheries. Cambodia Market Update July 2022 https://docs.wfp.org/api/documents/WFP-0000141868/download/?_ga=2.81103696.652639435.1662950920-850332499.1649123009

⁵⁸ Ibid.

⁵⁹ Ibid.

Cambodia's social protection programme, the Home-Grown School Feeding (HGSF) concept and the MoEYS school scholarships programme that all form an important part of the NSPPF social assistance pillar.

22. In **education**, Cambodia has made positive strides in improving primary education and in reducing gender disparity in schools, particularly in rural areas. The Education Strategic Plan (ESP) (2019-2023) and other national strategies indicate a strong commitment to improving educational standards. Over the last two decades, the net primary school enrolment has risen from 81 percent (2001) to 98 percent (2019). The school completion rate is the bigger challenge for primary education today, and more so in rural areas.⁶⁰ Poverty as well as (in urban areas) family mobility, lack of access to religious schools, low academic achievement, and (in rural areas) community values and low parental education are among the main reason for drop out.

23. Students are more likely to leave school than repeat a year if they do not qualify to pass at the end of the primary school cycle. In 2012, UNESCO reported repeating percentages in primary school of 6.38 percent (7.69 percent of boys, 4.98 percent of girls); in 2021, the repetition rate was 6.5 percent (7.1 percent of boys and 5.2 percent of girls).⁶¹

24. Under the Education Strategic Plan (ESP) 2014-2018, the MoEYS developed a programme to support the improvement of Early Grade Reading Assessment, in partnership with USAID, WFP, UNICEF, UNESCO and some national and international non-government organizations (NGOs). The new ESP 2019-2023 stresses that MoEYS must further support students to improve reading and writing in Khmer at primary education level. As part of its main strategy MoEYS will implement training for primary teachers on teaching and learning methodologies for early grade reading and mathematics and provide mentoring to teachers.

25. Under a newly endorsed national school health policy, the school health department at MoEYS is collaborating with WFP and the Ministry of Health (MoH) to support food safety and health within the SMP/Home-Grown School Feeding (HGSF) programme.⁶²

26. **School Meals.** School feeding is a major component of the WFP Cambodia's Country Strategic Plan (CSP) 2019-2023 and is implemented in five⁶³ of Cambodia's 25 provinces. The school meals programme (SMP) started in Cambodia in 1999. In 2014, the MoEYS in collaboration with WFP piloted a 'Home Grown School Feeding' (HGSF) model and both parties signed a 'school feeding roadmap' in May 2015. The Government's NHGSFP has been subsequently developed with the expectation that WFP-supported schools will be added to the programme. From school year (SY) 2019-2020, WFP started reducing its operational coverage following the transition plan to national ownership in managing and implementing the School Feeding Programme (SFP), and MoEYS took over the HGSF model⁶⁴ to become the national programme with an official budget allocation from SY 2019-2020.

27. As of March 2022, the MoEYS and WFP elaborated the Joint School Feeding Transition Strategy (JTS) 2022-2028 that outlines the remaining handover of schools and remaining capacity building to be done. Handover is projected to be completed by 2028. The transition to a nationally owned SFP is coherent with the 2019-2023 Education Strategic Plan and the 2016-2025 NSPPF. The Government has continued to absorb WFP's food, cash, and take-home ration (THR) beneficiaries into the national scholarship programme.

28. WFP and the Royal Government of Cambodia are in alignment on their commitment to zero hunger and their partnership is implemented through the social protection and education sectors. In Cambodia, short-term hunger is a key factor affecting educational results, such as literacy, attendance, and concentration in schools.⁶⁵ A school meal (breakfast) is provided daily to all morning class pre-primary and primary school children in selected schools within the target areas. The selection criteria for schools are based on poverty, malnutrition, and education indicators. The school meals aim to encourage students' enrolment, attendance,

⁶⁰ Heng, K. et al (2016) Research report. School Dropout in Cambodia: A case study of Phnom Penh and Kampong Speu. Korea International Cooperation Agency, Cambodia Country Office. Royal University of Phnom Penh, Faculty of Education

⁶¹ Public Education Statistics and Indicators 2020-2021; MoEYS.

⁶² Through the LRP, WFP will utilize a USDA grant fund to complete the ongoing transition of its SMP model to a national-led and -owned school feeding programme, the HGSF programme, and to complement activities under the McGovern-Dole programme. The LRP aims to support the creation of functional supply chain mechanisms and strengthen value chain systems in the localized markets around SMP schools to ensure provision of locally procured commodities that meet the set food quality standards.

⁶³ Siem Reap, Kampong Thom, Oddar Meanchey, Kampong Chhnang and Pursat provinces

⁶⁴ Funded by both USDA and Korea International Cooperation Agency (KOICA) as donors

⁶⁵ <https://www.worldnomads.com/responsible-travel/footprints/projects/103/school-feeding-program-siem-reap-cambodia>

and completion of their primary education, as well as reduce short-term hunger and improve the children's concentration in the classroom.

29. **Partnerships.** The Government strives to ensure that programmes supported by development partners (such as the SMP and scholarship programmes) are embedded within its national strategies and the NSPPF and contribute to continuous improvement and implementation of key policies and mechanisms. WFP works in partnership with several Government ministries, and NGOs; this is in alignment with commitments to the Sustainable Development Goals (SDGs) (Goal 17, in particular).⁶⁶ The Development Cooperation and Partnership Strategy (2019-2023)⁶⁷ provides a comprehensive framework for promoting development partnerships in Cambodia, and SFP specific partnerships are set out in the JTS.⁶⁸

30. Government statistics indicate that Official Development Assistance (ODA) rose from US\$1.7 billion in 2019 to US\$2.1 billion in 2020, though reduced slightly to US\$1.77 billion in 2021.⁶⁹ The Royal Government of Cambodia strives to ensure that programmes (such as the SFP) supported by development partners are embedded within its national strategies and contribute to continuous improvement and implementation of key policies and systems. The Government and WFP are in alignment in their commitment to zero hunger as indicated in the National Voluntary Review,⁷⁰ and their partnership is implemented mainly through the education and social protection sectors.

31. The McGovern-Dole programme is a significant part of WFP's wider portfolio of school feeding activities in Cambodia, all of which are either fully funded by USDA or co-funded with another donor. Complementary activities funded by other donor contributions include from the Korea International Cooperation Agency (KOICA; US\$10 million over five years), the Japanese Government (in-kind contribution of canned fish) and various private sector entities (US\$1 million per year).

32. **Effects of the COVID-19 pandemic.** According to a July 2021 report,⁷¹ the COVID-19 pandemic had widespread impacts on socio-economic indicators, especially among poor households. After a decade of steadily declining poverty rates, the COVID-19 pandemic led to increased poverty and inequality, caused by widespread unemployment among the lower paid (for example, amongst migrant and factory workers and tourism staff), price hikes and a breakdown in supply chains (agricultural inputs and produce), all due to the restrictions imposed at the height of the pandemic.⁷² Food shortages were exacerbated by floods experienced during the monsoon seasons in 2020 and 2021.⁷³ The scale up of social assistance to poor and vulnerable households, launched in June 2020, has moderated income losses due to the pandemic, which has helped limit the increase in the poverty rate to 2.8 percentage points.⁷⁴ A socio-economic impact assessment sponsored by United Nations agencies found that more than half of respondents experienced loss of income, and 90 percent of these lost at least 50 percent of their income.⁷⁵ Food security decreased between August 2020 and February 2021, leading to coping mechanisms such as consuming less-preferred foods and reduction in portion size and number of meals.

33. The pandemic led to the closure of schools in Cambodia for almost 20 months between March 2020 and November 2021, with significant impacts on learning loss as well as the temporary discontinuation of the school meal programme. After a period of hybrid partial re-opening from November 2021, schools fully reopened in January 2022, three months later than the normal new school year calendar. The COVID-19 pandemic caused a decrease in enrolment rates: in 2022, net enrolment rates for primary, lower secondary, and upper secondary sub-sectors were 81.8 percent, 43.6 percent, and 26.3 percent, respectively.⁷⁶

34. Some 223,954 children (50 percent girls) under the SFP missed school meals over the last two years due to COVID-19, although WFP SFP support continued through take-home rations (THRs) distributed to many

⁶⁶ <https://www.unpd.org/content/undp/en/home/sustainable-development-goals/goal-17-partnerships-for-the-goals.html>

⁶⁷ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

⁶⁸ MoEYS, National Social Protection Council, MEF, Ministry of Interior, MAFF, Ministry of Health, Ministry of Women Affairs, Ministry of Planning and CARD

⁶⁹ http://odacambodia.com/Reports/reports_by_updated.asp?status=0

⁷⁰ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_SDPM_Approved.pdf

⁷¹ WFP-UNFPA-UN Women-UNAIDS-UNICEF. COVID-19 Socio-economic impact assessment. July 2021

⁷² <https://foreignpolicy.com/2020/04/28/in-the-mekong-a-confluence-of-calamities/>

⁷³ For example, the extension of tax exemptions for basic food staff (until December 2022) and safety net cash transfers programme (until September 2022) Source: WFP Market Update (January, 2022)

⁷⁴ <https://www.worldbank.org/en/country/cambodia/overview#1> Last Updated: Mar 29, 2022

⁷⁵ WFP-UNFPA-UN Women-UNAIDS-UNICEF. COVID-19 Socio-economic impact assessment. July 2021

⁷⁶ EMIS 2021-2022 data.

of the most vulnerable households, in conjunction with the Government's *ID Poor* social protection programme.⁷⁷ Prior to the resumption of school meals (January 2022), WFP worked closely with its implementing partners to ensure that health, hygiene and food safety and COVID-19 Standard Operating Procedures were strictly followed, under the leadership of the MoEYS School Health Department. Other additional measures included vaccination for cooks, taking antigen tests for COVID-19 infection, and social distancing during food handling and at mealtimes.

35. A WFP Emergency Response and Recovery Programme⁷⁸ to address the effects of the pandemic was initiated to mitigate threats to food security due to floods (in five provinces) and the disruption of income sources faced by communities during the pandemic crisis (in three provinces). The FAO also had a similar Emergency Response and Recovery Programme within the agricultural sector to support families that have been forced to migrate due to loss of income.⁷⁹

36. Overall, Cambodia responded and has adapted well to COVID-19: approximately 83 percent of the population has received at least two doses of COVID vaccines, and travel restrictions were relaxed after a decrease in cases in the fourth quarter of 2021. This has led to a strong recovery in the main economic sectors such as manufacturing and agriculture, and tourism is now picking up.⁸⁰ However, the country is vulnerable to potential economic disruptions due to new variants of the virus, and the current war in Ukraine has increased fuel and food prices, which in turn have led to increased inflation and a potential increase in poverty.⁸¹

1.3. SUBJECT OF THE EVALUATION

37. **School Meals in Cambodia.** In Cambodia, short-term hunger is a key factor affecting educational results, and school feeding is a major component of the WFP Cambodia CSP 2019–2023, now being implemented in five⁸² of Cambodia's 25 provinces. The WFP-managed school meals programme (SMP) started in Cambodia in 1999. In 2014, the MoEYS in collaboration with WFP piloted an Home-Grown School Feeding (HGSF) model, managed by WFP, to illustrate the potential of local procurement to support school meals provisions.⁸³ In May 2015, both parties subsequently signed a 'school feeding roadmap' in May 2015 whereby the management of the school meals programme would be transferred to the Government and would become a National Home-Grown School Feeding Programme (NHGSFP).

38. Individual schools are intended to be supported through a four-phase process from a traditional WFP SMP school through a hybrid model combining both SMP and HGSF elements, to a WFP-managed HGSF model, and eventual transition into a government managed NHGSFP programme. Table 1 summarizes the distinct phases.

Table 1: Phases of Transition from SMP to NHGSFP

Model	Key Characteristics
SMP	WFP-managed procurement processes drawing on international food assistance.
SMP-Hybrid	WFP-managed processes combining international food assistance (managed by WFP) supplemented by local produced food commodities procured by the schools.
HGSF	WFP-managed processes supporting local schools to procure commodities within the national context with no food assistance provided.
NHGSFP	Government-managed processes whereby local schools, managed by the MoEYS, procure commodities within the national context.

Source: WFP Cambodia Country Office project documents, synthesized by the evaluation team

39. Under the SMP model, the food commodities provided are predominantly imported from the United States, while the HGSF hybrid model provides schools with imported rice and fortified vegetable oil complemented with local procurement of animal proteins, iodized salt, and fresh vegetables. The LRP-

⁷⁷ THR Round 1 (April 2020): WFP reached 80,767 IDPoor households with children and the Government programme reached 11,506. The same was repeated in Round 2 (August 2020).

⁷⁸ WFP progress reports (2021/2022)

⁷⁹ These were part of the Flood Response Plan coordinated by the Humanitarian Response Forum of Cambodia.

⁸⁰ <https://www.worldbank.org/en/country/cambodia/overview#1> Last Updated: Mar 29, 2022

⁸¹ According to Ministry of Economic and Finance, fuel price increased by 49% in Q4 2021, while the price of pork and fish increased by 2.8% and 3.1%, respectively. In February 2022, the price of gasoline (regular) is +8% MoM and +33% YoY (Ministry of Commerce, February 2022).

⁸² Siem Reap, Kampong Thom, Oddar Meanchey, Kampong Chhnang and Pursat provinces

⁸³ See [Annex 4](#) for details of distinction between the traditional WFP school meals programme and the HGSF model managed by WFP.

supported schools are part of the hybrid model. The national HGSP programme is fully home-grown, which means that the rice and oil are also procured locally, although they are not fortified.

40. The cornerstone of the WFP Cambodia CSP is to support national and sub-national level systems for direct implementation of food security, nutrition, and social protection programmes by the national Government. In line with this, WFP has supported the MoEYS and the NSPC formulation and endorsement of national operational frameworks and guidelines for the national school meals programme. The overall school feeding programme aims at enabling national ownership, as set out in several relevant documents⁸⁴ (either under review or in the process of being formulated) such as the development of a School Meals Policy, initiated in 2019.

41. The expectation was that the WFP-supported HGSP schools would be slowly transitioned to government management within the NHGSP. From school year (SY) 2019-2020, WFP started reducing its operational coverage as the MoEYS took over the WFP-piloted HGSP model to become the national programme, with an official budget allocation from SY 2019-2020. As of March 2022, the MoEYS and WFP elaborated the Joint School Feeding Transition Strategy that outlines the handover of further schools and the remaining capacity building to be done. Handover is projected to be completed by 2028. The transition to a nationally owned school feeding programme is coherent with the 2019-2023 Education Strategic Plan and the 2016-2025 NSPPF. The transition to national ownership provides a contextual goal and has been a key focus of all WFP programming, including the USDA supported projects for the McGovern-Dole School Meals Programme (the subject of this evaluation) and the Local and Regional Procurement programme.

42. **The McGovern-Dole School Feeding Programme.** The subject of this evaluation is the USDA McGovern-Dole School Feeding Programme in Cambodia, Agreement number FFE-442-2019/013-00, which was signed on 27 September 2019 and amended on 18 December 2019, 30 October 2020 and 28 March 2022.⁸⁵ The start date of the programme was 01 November 2019 with an end date of 30 October 2023.⁸⁶ This programme is a continuation of previous USDA grants in Cambodia for 2013-2016 and 2017-2019 and falls under Strategic Objective 1 (SO1) (School Feeding Programme) in WFP Cambodia's CSP. Activities under this SO constitute approximately 69 percent of all WFP work in the country.⁸⁷ At WFP corporate level, the school feeding programme fell under Strategic Objective 1 (SDG Goal 2).⁸⁸

43. The cornerstone of the WFP Cambodia CSP 2019-2023 is to support national and sub-national level systems for direct implementation of food security, nutrition, and social protection programmes by the national Government. In line with this, WFP has supported the MoEYS and the NSPC formulation and endorsement of national operational frameworks and guidelines for the national school meals programme. The overall school feeding programme aims at enabling national ownership, as set out in several relevant documents⁸⁹ (either under review or in the process of being formulated) such as the development of a School Meals Policy, initiated in 2019.

44. **Alignment with United Nations frameworks and other partners.** The school feeding activities of WFP are aligned with the United Nations Development Assistance Framework for Cambodia (UNDAF, 2019-2023), Outcome 2 on Prosperity.⁹⁰ The programme is coherent with SDG 17 "strengthening partnerships" to allow a full transition to government ownership and management.

45. The McGovern-Dole School Feeding Programme is aligned with WFP's Global Strategic Plans 2017-2021 and 2022-2025,⁹¹ and with Role 2 of the WFP corporate School Feeding Strategy 2020-2030.⁹² The CO commitment is consistent with the global WFP Gender Policy (2022-2026) and aligned with the Government's Neary Rattanak IV, which emphasizes the importance of multi-sectoral action to improve GEWE.

⁸⁴ Including HGSP operational guidelines, frameworks, policy, and legal documents

⁸⁵ FFE-442-2019/013-00-A, -B and -C, respectively.

⁸⁶ McGovern-Dole Project Agreement Document FFE-442-2019/013-00A

⁸⁷ Source: WFP Cambodia Budget Unit

⁸⁸ WFP Strategic Plan 2017-2021

⁸⁹ Including HGSP operational guidelines, frameworks, policy, and legal documents

⁹⁰ <https://cambodia.un.org/sites/default/files/2020-03/CAMBODIA%20UNDAF-%202019-2023.pdf>

⁹¹ Supporting SO1 (end hunger by protecting access to food), SO2 (improve nutrition), SO3 (achieve food security) and SO4 (support the implementation of the Sustainable Development Goals (SDGs)). Full details in WFP Strategic Plan, 2017-2021.

⁹² WFP School Feeding Strategy 2020-2030, January 2020

46. The process of handover to the MoEYS of the schools in which the McGovern-Dole programme is implemented - for inclusion in the NHGSFP (as per the MoEYS/WFP JTS (March 2022) - is expected to be completed by 2028, with a second phase of the strategy to 2030 to follow.

47. WFP ensures a comprehensive school feeding programme delivery through multiple complementary activities and donor funding sources. All the SFP operations are managed under one programme unit within WFP Cambodia which allows for an alignment and complementarity of the various contributions, for lessons and experience to be drawn and shared from each, avoiding replication. The WFP's wider portfolio of school feeding activities in Cambodia receives contributions from 10 donors totalling US\$55,798,433,⁹³ including the Royal Government of Cambodia. The USDA is the largest contributor, covering 46.3 percent of the overall SFP budgets.

48. **Geographic Coverage:** The McGovern-Dole programme is implemented in 22 rural districts across three central provinces of Cambodia (Siem Reap (SRP), Kampong Thom (KTM), and Kampong Chhnang (KCG)).⁹⁴ The three provinces are located in the central plains, of the country. A total of 522 schools are targeted currently under the USDA grant.

49. Geographical and site school targeting (provinces and districts) for all WFP school feeding programmes is based on findings from Vulnerability Assessment Mapping (VAM) conducted by WFP, the Royal Government of Cambodia and development partners. Specific school selection draws on district level data on the following criteria: net admission rate; dropout rate; completion rate; performance; poverty rates; stunting; wasting; underweight, and ground truth check.

50. **Results Framework and Foundational Results.** The McGovern-Dole programme is based on two Results Frameworks (RFs):

- **Literacy Results Framework (RF1):** The Strategic Objective (SO) of this framework is the improved literacy of school-age children. Achievement of this SO is dependent upon the achievement of three 'result streams' related to improved quality of literacy instruction, improved attentiveness, and improved pupil attendance (see [Annex 4](#)).
- **Health and Dietary Practices Results Framework (RF2):** This RF is complementary to RF1. The SO of RF2 is the increased use of health and dietary practices in the school environment. The achievement of this SO will support the intermediary result of reduced health-related absences in RF1 (see [Annex 4](#)). The 'result streams' to be achieved under this SO are improved knowledge of health and hygiene practices, increased knowledge of safe food preparation and storage practices, increased knowledge of nutrition, increased access to clean water and sanitation services, increased access to preventative health interventions and increased access to requisite food preparation and storage, tools, and equipment.

51. The underlying programme logic is that by providing a conducive school environment, with better trained teachers and improved teaching materials, through reducing hunger and preventing illness students will be able to participate more fully in class, resulting in better learning outcomes. The full list of activities, programme indicators and targets, and the elaborated programme logic, can be found in [Annex 4](#).

52. To increase the likelihood of achieving the SOs and sustainability of results once the McGovern-Dole assistance ends, a set of foundational results common to both RFs undergird the programme. Those foundational results are a) increased capacity of Government institutions; b) improved policy and regulatory framework; c) increased Government support; and d) improved engagement of local organisations and community groups. The work done by WFP under the foundational results will be key to ensuring sustainability of school feeding in Cambodia. A diagram of the foundational results can be found in [Annex 4](#).

53. **Outputs and Planned Beneficiaries.** The SMP was designed to provide one school meal per day to 151,700 pre-primary and primary school students, initially in 599 schools in three provinces. During the 2019-2020 school year (SY), 77 schools were handed over to the Government, leaving 522 for the SY 2020-2021. The

⁹³ Per Budget Revision 4, of the WFP Cambodia Country Strategic Plan (CSP), approved May 2021. https://docs.wfp.org/api/documents/WFP-0000127753/download/?_ga=2.87260890.379391903.1660314165-1183078218.1581281713

⁹⁴ A country map is included in [Annex 7](#).

number of targeted schools remained the same in 2021-2022 per WFP reports.^{95,96} A breakdown of the schools and the students, disaggregated by gender and province for the school year (SY) 2021-2022, is provided in Table 2.

Table 2: Planned numbers of schools and beneficiaries, 2021-2022

Province	Number of targeted schools (2021-2022)	Number of girls	Number of boys
Kampong Chhnang (4 districts)	97	14,003	14,368
Kampong Thom (6 districts)	157	15,282	15,866
Siem Reap (8 districts)	268	37,548	38,624
Total	522	66,833	68,858

Source: Inception Report Annex 5.4.1 – School list 21-22 USDA October 21.

54. **Activities.** A range of activities was designed to support the results under both the Literacy objective and the Health and Dietary Practice objective. These include provision of a cooked breakfast at school, development of books as part of a learning package for Grade 2 students, teacher trainings and mentoring, capacity building, improving water & sanitation and other school-feeding related infrastructure at schools, as well as the promotion of health and nutrition at schools and in communities. Further details are provided in [Annex 4](#).⁹⁷

55. As per the transition strategy, there is ongoing planning for taking over all the WFP schools in the coming years and the Government confirmed to take over 85 schools from WFP starting from January 2022, including 47 USDA targeted schools in addition to 105 schools that were handed over at the start of 2020. While the total is fewer than the expected transfer of 268 schools by the end of the current year, it indicates Government commitment to the programme despite shifted national budget priorities due to the pandemic.⁹⁸

56. During the school closures (March 2020 to November 2021), WFP – together with the Royal Government of Cambodia – provided THRs, and the planned programme activities were only started after the schools opened again in late 2021.⁹⁹ In addition, WFP supported schools to prepare for safe re-opening, including through improvement of infrastructure and water, sanitation, and hygiene (WASH) equipment.¹⁰⁰ These shifted activities were considered during the evaluation.

57. **Partners.** WFP implements the SMP programme and complementary activities under grant support of USDA McGovern-Dole FFE Programme in partnership with key ministries of the Royal Government of Cambodia and NGOs. The Ministry of Education, Youth and Sport (MoEYS) is the key partner,¹⁰¹ although the decentralization and deconcentration reforms have placed greater responsibility on subnational authorities for planning and delivery of basic services, including education, so WFP also works closely with the Provincial and District Offices of Education, Youth and Sport (PoEYS/DoEYS). Other ministries involved under the JTS include the National Social Protection Council (NSPC), the MEF, the Ministry of Interior (MoI), Ministry of Health (MoH), Ministry of Agriculture, Forestry and Fisheries (MAFF), the Ministry of Women’s Affairs (MoWA), the Ministry of Planning (MoP), and the Council for Agricultural and Rural Development (CARD).

58. Other partners in this programme include NGOs Plan International (PLAN), World Vision International (WVI) and World Education, Inc (WEI), who play a role in promoting the creation of an enabling environment for the provision of school meals, including the building and rehabilitation of infrastructure and other interventions at both national and sub-national levels supporting the provision of school meals. United Nations agencies such as UNICEF, UNESCO, FAO,¹⁰² the World Bank and WHO provide complementary support

⁹⁵ Programme Agreement FFE-442-2019/013-00-A

⁹⁶ ToR, page 6; 329 schools with 42,800 boys and 41,000 girls to receive SMP only, and 270 schools with 33,800 and 31,200 girls to receive a HGSF-hybrid programme. The performance indicators also refer to 599 schools being reached as a result of USDA assistance. The ET is aware that the numbers of beneficiaries do not add up correctly.

⁹⁷ USDA reporting requires differentiation between indicators based on project results and indicators based on activities. These are provided as separate tables in Annex 4.

⁹⁸ *ibid*

⁹⁹ WFP Cambodia Country Office. Terms of Reference (Addendum) Activity Evaluation of USDA McGovern-Dole Grants FFE-442-2019-013-00 and USDA Local and Regional Food Aid Procurement LRP-442-2019-011-00 for WFP School Feeding in Cambodia from 2019 to 2023

¹⁰⁰ WFP Country Office. McGovern-Dole Semi-annual Report Narrative 1 April 2021 – 30 September 2021

¹⁰¹ In particular its Primary Education Department/the Scholarship Office (which supports the implementation and monitoring of the programme), School Health Department, and Policy Department, as well as the Teacher Training Department and the Curriculum Department (which participate in the literacy component).

¹⁰² FAO is a direct partner under the LRP programme.

to the SFP in their own technical areas – education, agriculture (school gardens), transition to government ownership, health, and nutrition.

59. **Resourcing.** The donor for the McGovern-Dole programme is the United States Department of Agriculture (USDA) through the Foreign Agricultural Service (FAS), for a total budget of US\$19 million over the four-year period. No cost share is planned for this project, although any other costs not covered by the USDA support will be borne by WFP.¹⁰³ Under this agreement, a total of 6,280 metric tonnes of commodities, consisting of three annual batches of vegetable oil and fortified rice, will be donated in kind to support this SMP.

60. The Royal Government of Cambodia demonstrated its support for school meals with the launch of the National HGFS Programme in January 2020, becoming a member of the global School Meals Coalition and by approving a contribution to WFP school feeding activities of 1,500 metric tonnes of rice and US\$509,900 associated costs, and US\$630,000 in cash for the HGFS. This significant contribution to WFP's activities was the first time that the Government provided cash to support the HGFS model.¹⁰⁴

61. Beyond the McGovern-Dole support, WFP also implements further SFP activities in Cambodia in two other provinces with support from other donors, in particular the Korea International Cooperation Agency (KOICA), the Government of Japan, several corporate and other institutional donors.

62. **Gender Considerations.** WFP Cambodia is committed to GEWE in line with the corporate principle that these are preconditions for effective and sustainable development and the enjoyment of universal human rights.¹⁰⁵ The CO's 2019-2023 CSP demonstrates meaningful engagement with GEWE throughout the strategy as a precondition for effective and sustainable development, including commitment "to embed gender and disability analyses, including sex- and age-disaggregated data, in assessments, research, technical assistance and knowledge and information management, as appropriate."¹⁰⁶

63. The McGovern-Dole programme's key objectives are to reduce hunger and improve literacy and nutrition among school-age pupils, especially girls.¹⁰⁷ The programme acknowledges that the gap to access education and/or health can be linked to gender-related issues depending on the context, and that equal access to health and education must be given to both boys and girls. This is in line with the WFP School Feeding Policy's gender-related objectives to ensure that girls have access to school and all school feeding related activities.¹⁰⁸

64. The overall mainstreaming of gender analysis into the McGovern-Dole (and LRP studies) represents progress from previous school feeding programme cycles.¹⁰⁹ However, as highlighted in the baseline evaluation report, the McGovern-Dole programme framework lacks gender-sensitive indicators. One of the recommendations was to add gender considerations - retroactively - into the McGovern-Dole design documents and monitoring plan for the subject to receive appropriate attention during implementation, and to be assessed in future evaluation rounds.

65. **Previous evaluation recommendations and analytical works.** The CO conducted analytical work prior to and during the elaboration of the current McGovern-Dole School Feeding programme to inform the design of the current cycle. These included WFP evaluations in Cambodia and elsewhere as well as the endline evaluation of the previous McGovern-Dole programme cycle. The CO also conducted school assessments and consultations with other stakeholders.

66. In addition to the analytical studies included in the bibliography,¹¹⁰ a series of earlier works was developed to inform the design of the current programme. During the baseline study in 2020, the CO requested the ET to develop recommendations towards strengthening the preparedness of the Government to take over the programme. As part of the relevance objectives set out in the ToRs, the ET assessed the

¹⁰³ Source: Project Agreement.

¹⁰⁴ *ibid*

¹⁰⁵ WFP Gender Policy 2022. https://executiveboard.wfp.org/document_download/WFP-0000135898

¹⁰⁶ WFP Cambodia Strategic Plan 2019-2023 (pp 9-10). <https://www.wfp.org/operations/kh02-cambodia-country-strategic-plan-2019-2023>

¹⁰⁷ <https://www.fas.usda.gov/programs/mcgovern-dole-food-education-program>

¹⁰⁸ WFP 2013. School Feeding Policy.

¹⁰⁹ Dunn et al (2020). Endline Evaluation of United States Department of Agriculture (USDA) McGovern-Dole Grant Food for Education Programme for WFP Cambodia FY 2017-2019.

¹¹⁰ A full bibliography is given in [Annex 10](#), and a list of the analytical works mentioned is given in [Annex 11](#).

degree to which the previous review recommendations provided an evidence base for shaping implementation adjustments.

67. Table 3 sets out the recommendations from the baseline evaluation, and the current implementation status is present later in the report (para 184, Table 10).

Table 3: Recommendations from 2020 Baseline Study

#	Recommendation
1	WFP CO should develop a Theory of Change and joint workplan for the programme, in close collaboration with MoEYS and other relevant ministries (MoH, MoI, MoSAVY and MEF), as well as other implementing partners.
2	The WFP CO should put more focus on Government capacity building and strengthening.
3	WFP CO, the MoEYS and other ministries should consider incorporating specific indicators measuring the progress of the transition in the monitoring plan.
4	WFP CO, together with USDA, and in consultation with the Ministry of Women's Affairs, should give greater emphasis on gender analysis to strengthen gender considerations in both design and implementation, by developing specific gender indicators to be integrated as part of the programme design (RFs).
5	The WFP CO should assess whether the targeting of the schools should be adjusted and harmonize/balance the support given (including the community contributions), based on a clear needs assessment.

Source: 2020 Baseline study, McGovern-Dole School Feeding Programme.

1.4. EVALUATION METHODOLOGY, LIMITATIONS & ETHICAL CONSIDERATIONS

68. **Evaluation Scope and Approach.** The evaluation methodology employed a theory-based, mixed methods approach. Full details are available in [Annex 3](#). Primary data collection prioritized qualitative methods (key informant interviews (KIIs), focus group discussions (FGDs) and site visits. The document review included secondary data and documents provided by the CO, and other documentation gathered before and during the fieldwork. These included relevant programme documents, annual reports, monitoring reports, previous evaluation reports, various assessments that formed the basis for the programme design, WFP and Government policies and normative guidance. Quantitative data was extracted from WFP sources.

69. Due to the absence of a quantitative data collection component in the midterm evaluation, to better track changes over time in schools qualitatively, the ET chose to use a panel study approach for the school visits in the midterm evaluation. This meant that the ET again visited and interviewed the same sample of eight schools selected for qualitative interviews in the baseline. In addition, two additional schools that had been transferred to the Government HGSE since the baseline were included, to provide insights into the transition process and the sustainability of gains after transition at the school level. Thus, there were three different modalities found among the ten schools: SMP (only rice and oil provided by WFP), SMP+Hybrid (rice and oil provided by WFP and cash transfers for obtaining meat and vegetables through local procurement) and HGSE (transferred to national Government management of pure local procurement).

70. The same stakeholder classes and positions interviewed during baseline were re-interviewed during the midterm. Full details of the sampling strategy initially developed at baseline are presented in [Annex 3](#).

71. Per the Addendum to the ToR ([Annex 1](#)), Cambodia experienced substantial COVID-19 related disruptions, including to the education systems. School closures over a 20-month period forced WFP and the Government to make adaptations to the school meals programme, resulting in many of the activities planned for the McGovern-Dole (and LRP) programming being delayed or reduced, with full implementation only since January 2022 after schools fully re-opened. Given the disruptions, it was determined that a midterm household, school, and supplier survey would not be productive and that instead, the preliminary results of programme indicators would be examined through a desk review of monitoring data and relevant secondary literature review.

72. Furthermore, at the time of the development of the TOR, the WFP CO had been informed by USDA that further support to this programme after the present agreement ends in October 2023 would not be forthcoming, which led to the inclusion of an evaluation question related to the implications of no continued USDA funding. However, since then, the McGovern-Dole USDA grant has been renewed for another cycle which changed the way the sustainability evaluation questions are addressed.

73. Given these pandemic disruptions and funding decisions, the methodology developed for the midterm evaluation was modified from the original ToR to emphasize understanding of the mitigation measures taken during the pandemic, their effect on programming, and the progress towards handover and

transition. Consequently, this evaluation will be focused on three evaluation criteria: **relevance** (especially of pandemic mitigation adaptations), **effectiveness**, and **sustainability** (with a focus on steps yet to be taken to ensure a smooth handover and transition by the end of the cycle). Two general questions were also included to provide direction towards the elaboration of recommendations and considerations for sustainability. Table 4 indicates the revised questions for the midterm evaluation.

Table 4: Midterm Evaluation Questions and Sub-Questions

Evaluation Criteria	Midterm ToR Questions
Relevance	<p>1.1.a. To what extent were the programme adjustments, including the design of the re-purposed activities, appropriate in reaching the relevant beneficiaries with the right assistance and quality at the right time?</p> <p>1.1.b. To what extent were the repurposed activities designed and effective in complementing the Government's alternative learning mechanisms (ex. remote learning)?</p> <p>1.2. To what extent has the design of capacity strengthening activities met the needs and priorities of the Government?</p> <p>1.3. How relevant are the activities designed as the programme's Foundational Results in achieving the Strategic Objectives?</p>

Evaluation Criteria	Midterm ToR Questions
Effectiveness	<p>2.1. To what extent has progress been made towards the achievement of results and targets despite COVID-19?¹¹¹</p> <p>2.2.a. Factors affecting results: How has the COVID-19 pandemic and its subsequent restrictions influenced the ability of the programme to meet expected results and targets by agreed timeline?</p> <p>2.2.b. What are the recommendations and strategic action points based on this analysis?</p> <p>2.3. Factors affecting results: What were the major internal factors that have influenced the progress of the programme by the time of the midterm evaluation?</p>
Sustainability	<p>3.1. To what extent has progress been made against the overall handover process against the programme plan and handover plan/strategy agreed with and endorse by the Government?</p> <p>3.2. To what extent were the SFP implementation arrangements, including considerations for sustainability (handover to Government) at national and local levels, communities, and other partners for all programme components (school feeding, literacy, food safety, WASH, and hygiene, etc) agreed upon and endorsed by the Government and national stakeholders?</p> <p>3.3.a. To what extent has progress been made towards institutionalization of the measures planned as part of the technical assistance to the Government that is expected to support the sustainability of the intervention (including policy work, support to systems, institutional capacity, etc)?</p> <p>3.3.b. What progress has been made since the programme design stage (through strategic engagement, advocacy, and other efforts with Government and relevant stakeholders) in supporting financial sustainability of the SFP beyond WFP's intervention to the extent it can be evaluated by the midterm evaluation (national budget for SFP and other funding sources)?</p> <p>3.4. To what extent has SFP been successful in engaging Government and local communities (PTAs, farmer groups, etc) towards school feeding and education activities? Has the role of the communities and local stakeholders been institutionalized (at the Government policy, strategy and/or systems levels)?</p> <p>3.5. Based on the available evidence, to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries?</p> <p>3.6. What were the major factors and/or programme interventions that have both positively and negatively influenced the transition process?</p> <p>3.7. What are the likely and potential implications of a complete phase out of WFP's interventions implemented with USDA's funding to the National School Feeding Programme?</p>
General	<p>4.1. Based on the available evidence, to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries?</p> <p>4.2. What are the recommendations for mid-course corrections to improve the programme's relevance, efficiency, effectiveness, impact and/or sustainability?</p>

¹¹¹ Only indicators with available data will be reviewed. (Annex 1). (Addendum) outlines the programme indicators and their data source for desk review. The indicators without any data are also outlined.

74. The inception phase was conducted remotely and was predicated on an in-depth review of documents and consultations with evaluation focal points for finalizing midterm adjustments to the approach. An evaluation matrix was prepared ([Annex 5](#)) around the three criteria, including the respective sub-questions, indicators, data sources, and data-collection techniques. Considerations around GEWE are mainstreamed into the evaluation criteria through the inclusion of sub-questions and indicators. A set of interview guides was developed to address the lines of inquiry drawing on multiple approaches.

75. **Field Mission Data Collection.** The qualitative data collection included an in-country field mission over a three-week period in June 2022, including via selected site visits (schools, districts, and provinces), and using interviews and group discussions with a range of stakeholders at national, sub-national, regional, and HQ levels including farmers and suppliers. In total, 425 persons were interviewed, with about 58 percent of these being women.¹¹² The breakdown by group is given in Table 5, and a full list of the stakeholders (anonymized) is provided in [Annex 9](#).

Table 5: Stakeholders Interviewed by Type

Stakeholder	Men	Women	Total
WFP	12	35	47
National Government	20	7	27
Subnational Authorities	70	22	92
United Nations Agencies and Donors	10	4	14
NGOs	16	12	28
School Authorities	38	64	102
Parents	13	86	99
Suppliers and Farmers	4	12	16
Total	183	242	425

76. For the site visits, the team visited the Provinces of Siem Reap, Kampong Thom and Kampong Chhnang, and went to six districts (two each per province) and the 10 schools listed in Table 6.

Table 6: Schools Visited During Site Visits

Province	District	Schools	Modality
Kampong Chhnang	Baribour	Chambak Raingsei	HGSF
Kampong Chhnang	Samaki Meanchey	Takeo	SMP+Hybrid
Kampong Chhnang	Samaki Meanchey	Meanok	SMP+ Hybrid
Kampong Thom	Santuk	Cheay Sbai	SMP
Kampong Thom	Baray	Banteay Chas	SMP+ Hybrid
Kampong Thom	Baray	Serei Sophoan	SMP+ Hybrid
Siem Reap	Soutnikom	Thnal Dach	SMP+ Hybrid
Siem Reap	Soutnikom	Trapeang Trom	SMP+ Hybrid
Siem Reap	Chikraeng	Thnal Kaeng	SMP
Siem Reap	Angkor Thom	Svay Chek	HGSF

77. Data collection tools are described in [Annex 6](#). Documentation, including previous evaluations and reviews, was also shared with the ET ([Annex 11](#)). After the data collection phase, two initial exit briefings were conducted (combined with the LRP findings) – one with WFP CO stakeholders internally, followed by a second involving non-WFP stakeholders. Both exercises were intended to provide additional inputs and observations to the ET.

¹¹² Among these, 153 participated in Focus Group Discussions.

78. All findings were developed based on triangulation from multiple sources including cross-referenced document review, interviews, FGDs, observations, and primary or secondary quantitative data. An internal database of interview notes and additional evidence was used to identify answers to each of the EQs. No single source findings are presented, although in some instances a specific source is cited to reinforce a pattern. Achievements at midterm were compared against end of cycle (EoC) targets, and considered 'over-achieved' if exceeding 50 percent of the target, and 'under-achieved' when less than 50 percent of the target.

79. **Gender Considerations.** The methodology integrated gender considerations through eight streams: i) integrated a gender lens throughout all evaluation enquiry and analysis; ii) applied good practice in the collection, analysis, and reporting of gender sensitive and disaggregated data, both primary and secondary; iii) paid attention to appropriate timing, location, facilitation, and enumeration of all consultations, interviews, and focus groups; iv) sought to understand gendered impact on distinct stakeholder groups affected by the programme; v) sought to understand the programme's gender dimensions locally and how they relate to the national context, including other Government and WFP policies and programmes; vi) assessed any ways that transition plans may threaten GEWE objectives; and vii) worked in ways that are appropriate to the socio-cultural context and in accordance with the United Nations Evaluation Group (UNEG) Code of Conduct and Ethical Guidelines. Finally, to ensure that the evaluation employed a gender-sensitive lens, the methodology was guided by the UNEG guidance on gender (UNSWAP). Further details on gender integration are found in [Annex 3](#).

80. **Data Availability and Reliability.** The midterm evaluation collected primary qualitative data and used the available WFP monitoring data.¹¹³ Schools reopened partially in November 2021 and fully in January 2022 after the closures due to COVID-19, and subsequent MoEYS data was available. Data from the Education Management Information System were available and disaggregated by gender. WFP monitoring data were complete and detailed, and it is clear that data were collected with a strong gender focus, including for the THRs. However, while the semi-annual reporting periods report disaggregated indicator data for each individual reporting period, the semi-annual reports duplicate data across the semesters. WFP does not have unique data for the disaggregates, so it is not possible to generate unique numbers on cumulative achievements for the disaggregated data indicators. The limitations for relying on monitoring data and other secondary data are that this limits the degree to which the evaluation can assess outcome level results, the range of variables collected, and the independent verification of performance. Site visits played a key role in verification of secondary data.

81. **Ethics and Quality Oversight.** WFP decentralized evaluations must conform to WFP and United Nations Evaluation Group (UNEG) ethical standards and norms, and the evaluation was conducted according to the 2020 UNEG Ethical Guidelines. Having signed the Pledge of Ethical Conduct, the ET members ensured ethical standards were adhered to throughout the evaluation through detailed protocols for interviews and field visits ([Annex 3](#)). This included, but was not limited to, ensuring informed consent, protecting privacy, confidentiality, and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups), and ensuring that the evaluation results in no harm to participants or their communities. No children were interviewed alone as part of this evaluation.

82. The evaluation followed the WFP Decentralized Evaluation Quality Assurance System (DEQAS), and all deliverables were rigorously reviewed during and after drafting to ensure adherence to relevant guidelines. Gender considerations, and principles of inclusion, participation and non-discrimination were included in the design, questioning, data collection and reporting in line with UNEG Guidance on Human Rights and Gender Equality in Evaluation.

83. **Assessing Country Capacity Strengthening contributions.** WFP has developed a corporate framework for articulating its work towards strengthening Government capacity for handover and transition. For the school feeding programmes, the corporate tool is still the Systems Approach for Better Education Results School Feeding (SABER-SF). The SABER framework describes five dimensions for strengthening national systems, which cover i) policy framework, ii) financial capacity, iii) institutional capacity and coordination, iv) programme design and implementation, and v) the roles of non-state actors.

¹¹³ The evaluation matrix in [Annex 5](#) describes which types of WFP performance indicators can be assessed at midterm from monitoring data only.

84. Although the WFP corporate SABER-SF framework is intended to guide overall country office programme interventions rather than being linked to specific projects, the framework can be a useful guidance for mapping the McGovern-Dole contributions to Government handover and transition, and to consider related sustainability questions regarding the continuation of school feeding and local procurement under Government management.

85. For the evaluation, the team mapped the areas that the McGovern-Dole programme prioritized in terms of the intensity of focus within these five dimensions. The exercise can highlight opportunities for future consideration of new activities to further strengthen national capacities in the remaining implementation period. Findings are presented in para 169. A more detailed description of the SABER-SF framework and the evaluation approach for SABER-SF can be found in [Annex 3](#).

86. **Limitations to the Study.** The data collected was considered sufficient to assess the programme progress and performance, despite some limitations. The CO complies with project requirements on data availability including the reporting of outcome, output and cross cutting indicators as described in the respective Results Framework. However, due to the pandemic, a percentage of RF indicators were not able to be measured prior to the midterm exercise (about 10 percent of the output indicators). In addition, there were limitations in the RF itself for tracking long-term development outcomes – capacity assessments of Government for handover and transition – and for tracking long term gains for beneficiaries and schools supported by WFP and for providing an assessment of collective progress beyond annual disaggregation, especially of disaggregated indicators. Disaggregated indicator data is reported in [Annex 4](#) per each semi-annual reporting period but is not assessed against cumulative achievements. Furthermore, the justifiable absence of the school surveys at midterm did contribute to limiting the amount of quantitative data available to supplement the qualitative data streams. Additional details on limitations, including around precautions taken to implement the evaluation during the post-pandemic period, and for gender considerations, are found in [Annex 3](#).

2. Evaluation findings

87. The findings of the midterm evaluation and the evidence to substantiate them are presented below. They are structured as a response to each evaluation question in turn through the evaluation criteria lenses of relevance, effectiveness, and sustainability. The questions in the sub-headings are summarized; the full question is given in the corresponding footnote. The General Questions 4.1 and 4.2¹¹⁴ as well as EQs 2.2.b, 3.5 and 3.7 are used to guide the recommendations. Findings from the parallel Local and Regional Procurement (LRP) evaluation are also relevant for providing complementary insights into the McGovern-Dole school feeding programme. The LRP evaluation report findings are summarized in [Annex 13](#).

2.1. RELEVANCE

EQ 1.1.a.: Appropriateness of repurposed activities, and EQ 1.1.b: Programme inputs to alternative learning methods¹¹⁵

88. The McGovern-Dole programme design is still relevant in achieving the Strategic Objectives (SOs). The programme aims to improve literacy (SO1), which is still low in Cambodia, while the school meal component (1.2.1.1/1.3.1.1 in the McGovern-Dole Results Framework; see [Annex 4](#)) functions as a social safety net. Without exception, teachers, school managers, parents and Government counterparts at all levels highly valued the programme and acknowledged its benefits. All officials stated that the programme is relevant to district/provincial priorities to increase school enrolment and attendance rates and to reduce dropout. In addition, teachers found students to be more active, disciplined, and independent, and have better academic

¹¹⁴ General Questions: 4.1. Based on the available evidence, to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries? and 4.2. What are the recommendations for mid-course corrections to improve the programme's relevance, efficiency, effectiveness, impact and/or sustainability?

¹¹⁵ The ToR Addendum asked two questions which are answered together as they inter-relate. The questions were: EQ 1.1.a: "To what extent were the programme adjustments, including the design of the repurposed activities, appropriate in reaching the relevant beneficiaries with the right assistance and quality at the right time? And EQ 1.1.b: To [what] extent were the re-purposed activities designed and effective in complementing the Government's alternative learning mechanisms (ex. remote learning)?"

results. Parents unanimously mentioned reduced household expenditures and poverty in the commune, as well as better growth, attendance, and achievement of their children.

89. WFP's internal response to the COVID-19 pandemic to repurpose activities in response to school closures and the effects on communities were also very relevant. Repurposed activities emphasized take-home rations (THRs) and a shift to online trainings. Construction and rehabilitation of infrastructure at the schools was intensified, while at the national level, there was more opportunity to focus on policy and transition strategies. In addition, WFP sponsored research supporting COVID-19 response and recovery programmes including market price bulletins as well as the COVID-19 socio-economic assessment.

90. The activities were implemented and adjusted in an appropriate and timely manner to reach beneficiaries. During a brief reopening of schools in November 2020 and the first quarter of 2021,¹¹⁶ school meals were provided to 142,735 pre- and primary school children in the 522 USDA-supported schools. In addition, food (rice, oil, beans) was provided as THRs to 23,511 schoolchildren and 989 school cooks, from 24,500 vulnerable households. A total of five rounds of THR were provided: three between March and October 2020, and two between April and September 2021.¹¹⁷ These two modalities distributed 50 percent of the total McGovern-Dole commodity targets set at the proposal stage, prior to COVID-19. In addition, WFP supported the MoEYS and the National Social Protection Council (NSPC) to provide THRs for students in the NHGSFP using support from the national budget.

91. WFP post-distribution monitoring (PDM), as well as interviews with beneficiaries during the data collection phase, highlighted the relevance of this targeted activity, as many poor households were hard-hit by the pandemic and saw their livelihoods reduced substantially or lost entirely. Many parents who participated in the data collection had received THR and highly appreciated this support. More people were reached as the THRs benefited entire households with food that lasted up to a month depending on the household size and food commodity. The post-distribution monitoring found that while quantity of food consumption within the targeted households was similar to the general population, the quality of diets was lower.

92. The repurposed activities were highly relevant and effective in complementing the Government's alternative learning mechanisms and support for the country's poor. National structures were used to consolidate the targeting of the THRs, including the Ministry of Planning data on ID Poor. The Government regularly updated the ID Poor database and the data matched to the school were validated by WFP staff. This approach was well received by the stakeholders at the schools and in the community, as it was transparent and easy to understand. Some teachers reported parents initially questioned the targeting, but it was easy to explain to them as it used an existing Government system, and during the midterm data collection no major problems related to the targeting were mentioned by stakeholders.

93. Community awareness campaigns used adjusted channels. Rather than mass events, mobile awareness events were organized by decorating tuk-tuks, motorcycles, small tractors, or cars with posters on nutritious food, food safety, hygiene and sanitation, and measures to address COVID-19. Direct attribution of stakeholder knowledge to a specific awareness campaign is difficult to track, but stakeholders interviewed in FGDs were all able to articulate COVID-19 hygiene and sanitation measures.

94. WFP and its partner World Education Inc (WEI) developed and distributed alternative learning materials, including literacy instruction books and worksheets for the students. While normally students often share learning materials, this was not possible during the school closures and larger numbers of materials were provided to meet the needs of all, in particular where online teaching was challenging. Internet access is not uniform in Cambodia as well as too costly for many students in the supported schools. Teachers who made home visits to deliver materials and provide instructions and explanation to the students expressed this was essential to maintain education activities. When possible, they organized small group sessions outdoors.

95. After the schools fully reopened again in January 2022, the original programme design was resumed.

EQ 1.2: Did the programme activities meet the Government's needs in capacity strengthening?¹¹⁸

96. The multi-dimensional capacity strengthening is aligned with Government priorities and include the policy framework, institutional capacity strengthening, sub-national structures and mechanisms, and school

¹¹⁶ One week in November 2020 and for around 10 weeks from 11 January-20 March 2021 (source: WFP Semi-annual reports).

¹¹⁷ WFP Semi-annual reports

¹¹⁸ Evaluation Question 1.2: 'To what extent has the design of capacity strengthening activities met the needs and priorities of the Government?'

level management mechanisms. The targeted activities were relevant to meet Government's needs in capacity strengthening although the pandemic affected the modality and timeliness of the activities.

97. Trainings were shifted to an online modality to reach provincial and district level Government staff and school principals and teachers. This fully aligned with Government's initiatives to shift to online training for the trainers/teachers.

98. Joint capacity building activities were designed and conducted together with Government bodies, using a cascade training approach. Notably, management strengthening at the school and sub-national Government levels is in line with the authorities' expressed need for capacity building. Informants at sub-national and national level expressed concerns about their ability to manage the programme components at the higher levels beyond the schools. The school visits showed that the characteristics of school principals are essential, and several informants confirmed that schools that had received management training (either through WFP and its implementing partners, or even unrelated to the USDA support) were better able to implement and manage the school feeding programme than those who had not received this capacity building.

99. Notably, the remaining time available under this round of McGovern-Dole is likely insufficient to ensure all stakeholders have the same level of capacity. Staff turnover within government institutions as well as at schools was generally mentioned as one of the main barriers to achieving uniform training levels. Notably, many of the younger teachers, who are better able to operate computers, for instance, are on annual contracts that are non-extendable.

EQ 1.3: Relevance of the activities identified in the Foundational Results¹¹⁹

100. The designed activities as the Project's Foundational Results include the institutional capacity strengthening, policy framework, sub-national structures and mechanisms, and school level management mechanisms. Since baseline these have contributed to increased clarity of benefits, roles, responsibilities, and management of the school feeding programme (SFP).

Institutional capacity building at national level

101. **Annual school feeding workshops** are held to bring together stakeholders and to share experiences. Some school-level stakeholders interviewed during the midterm evaluation, while appreciating the opportunity to attend these meetings, expressed disappointment at the fact that they lack interaction and are perceived as reporting sessions.

102. **Cross-sectoral coordination** efforts are well under way although they need continued attention. The McGovern-Dole framework does not provide indicators that acknowledge the efforts required for this activity. Especially at the central level, WFP has contributed to cross-sectoral policies, the Joint Transition Strategy, and coordination forums. However, school feeding is considered part of the social protection programme of the Government and is coordinated by the NSPC. Therefore, ministries that are not represented in the NSPC, such as MAFF, are excluded. The CO, supported by the RBB, has also taken steps towards addressing the budget through a short-term consultancy of a public financial management specialist. He has developed brief guidance for the CO on key aspects of supporting MoEYS's financial capacity. In addition, the RBB is also developing tools to support the CO in these tasks.

103. **Information Management.** Schools report on the number of children provided with meals, as well as on stocks and delivery data regarding the amounts, types, and timeliness of deliveries. Initially, these reports were paper-based but recently (January 2022) WFP introduced a digital School Feeding Information System (SFIS – Version 1), which is expected to be progressively integrated into the MoEYS reporting system. The SFIS aims to assist its users (MoEYS, WFP and partners) to track supplies, generate reports, visualize relevant information, and make adjustments as needed. It has two main goals: to improve the management of the SFP operation, and to facilitate supplier quotations. As part of supporting training materials, a user guide has been developed which is available virtually. At the time of this midterm evaluation, the SFIS was undergoing its first round of implementation. Some initial start-up issues are related to delays and errors in submission of the data, which the WFP area office staff was verifying. At the school level, challenges were related to difficulties

¹¹⁹ Evaluation Question 1.3: "How relevant are the activities designed as the Project's Foundational Results in achieving the projects' Strategic Objectives?"

adapting to the new system, lack of computer literacy, including insufficient understanding of the English language of the user interface of the computers, lack of computers and difficult access to electricity and/or the internet. These issues were more prominent in more remote schools.

104. The CO is providing technical assistance to the MoEYS to develop a monitoring and evaluation framework for the NHGSFP, which is expected to be finalized by the end of 2022. Assessment of M&E readiness at the national level is planned for 2023, as part of the CO CSP design.

105. **Nutrition awareness raising** and development of behaviour change materials focusing on healthy diets is ongoing. During the pandemic, when mass events were banned, the CO adjusted the approach to be more relevant to the conditions.

106. **Literacy** activities are implemented by World Education International (WEI), which is well-placed to increase effectiveness and efficiency of this element of the programme. Supported by USDA funding through WFP, WEI provides cascade training and refreshers on literacy teaching. WEI trains the trainers from the provincial education offices, who then train district level trainers, who in turn train the teachers. In addition, they provide technical assistance to MoEYS and develop reading materials for students, as well as measure the performance of the students. The baseline (2020) value for the USDA literacy indicator¹²⁰ was that 6.25 percent of students (11.5 percent of girls, 0 percent of boys) can read and understand the meaning of the grade level test (as assessed by WEI Cambodia, using EGRA 2017 tool).¹²¹

107. CO **nutrition** staff provide technical assistance to the School Health Directorate at MoEYS to develop a cookbook with recipes, and to ensure the nutritional value of the meals.

Policy Framework

108. Some work was done during the pandemic period regarding transition to national ownership, including policy aspects such as an advanced drafting of the sub-decree that will accompany and define the operational aspects of the future school meals policy. The drafting process has included some rounds of consultations that engaged a wide range of stakeholders.

109. The Joint Transition Strategy delineates roles and responsibilities of national stakeholders to enable implementation through multi-sectoral collaboration. Within the MoEYS, through its Programme Coordination Committee (PCC) and School Feeding Task Force (SFTF), the ministry provides overall policy and strategy guidance which should include coordination across line ministries and with development partners, as well as advocacy for the NHGSFP.

Institutional capacity building at subnational level and school management

110. Prior to the reopening of the schools, WFP, and its implementing partners Plan International and World Vision conducted refresher trainings on school feeding implementation to sub-national government staff and school-level stakeholders. Due to the pandemic these trainings were done online, which may have impacted on their effectiveness compared to face-to-face trainings, but changing the modality enabled the activity to take place. Field staff regularly conduct mentoring and coaching visits, which are welcomed by stakeholders. By involving the commune committees and school feeding committees, WFP makes a continued effort to integrate the school feeding programme into the communities. In particular, their advocacy for integration of budget allocations for cooks' incentives into the Commune Investment Plans (CIP) has shown success.

111. As mentioned above, these are vital aspects of the programme design. However, the remaining timeframe is challenging. Due to the school closures and travel restrictions during the COVID-19 pandemic, some activities were delayed, and in particular the institutional capacity building will require more time for an effective handover (see under Effectiveness and Sustainability sections below).

112. The CO has responded adequately to most of the recommendations in the 2020 Baseline report (Table 3 above). A Theory of Change (ToC) and Joint Workplan were developed for the SFP in close collaboration with MoEYS and other relevant ministries. This resulted in the Joint Transition Strategy (March 2022), which includes monitoring readiness for handover. Efforts have been made to focus more on

¹²⁰ Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text.

¹²¹ Baseline Report Food for Education (FFE) 2019-2023. Prepared by: World Education Cambodia. For World Food Programme (WFP). February 2020. Accessed from https://drive.google.com/drive/folders/1P5TfOmcWzmpOszo7e_DcIYr9Qn1YC3Vi?usp=sharing

Government capacity building and strengthening at all levels, despite the fact that key staff have left the team. Targeting of schools has not been changed as needs increased during the pandemic and schools were closed.

Cross-cutting issues regarding relevance

113. **Gender** considerations have not yet been addressed in an integrated fashion. Using the available data, and findings from field interviews, the evaluation sought to identify the extent to which the programme identified and targeted gender specific issues within school communities, and was aligned with the 2022 WFP Gender Policy,¹²² specifically objective 1, which commits to ensuring that WFP actions 'Achieve equitable access to and control over food security and nutrition – by broadening WFP's assessment, implementation and monitoring activities to better respond to intrahousehold food distribution dynamics'.

114. WFP has conducted two important pieces of gender related work which inform programme management. These were a review of gender in Cambodia's food security and nutrition policies, and a study into gender in household decision-making.¹²³ In addition, the overarching zero hunger review that formed the basis for the CSP design included a gender analysis and fed into the design of the McGovern-Dole programme. No programme-specific gender analysis was conducted at baseline, however, and analysis of gender issues were not prioritized through specific questions in the ToR. The McGovern-Dole results framework does not include specific gender outcomes, although WFP collects gender disaggregated data for indicators under four of the five McGovern-Dole activity areas. Limited further gender analysis is evident in the CO reports.

115. However, the school feeding and THRs benefit girls and boys equally, and the fact that communes are providing cooks' salaries is a step in the right direction to empower the - mostly female - cooks. Interviews with stakeholders, including staff at the RBB, indicated that the McGovern-Dole programme is perceived to be performing well regarding gender, and aligned with objective 1 of the Gender Policy, and results from WFP's own data support this. Further details on this are described in the Effectiveness section and presented in [Annex 4](#).

2.2. EFFECTIVENESS

116. This section covers EQs 2.1, 2.2.a and 2.3. Evaluation question 2.2.b. ('What are the recommendations and strategic action points based on this analysis?') is answered in the recommendation section. Updated indicator tables, showing current data, as reported in the WFP semi-annual reports, are presented in full in [Annex 4](#).

EQ 2.1: Extent of progress towards achievement of results despite COVID-19^{124,125}

117. The ET has observed positive changes compared to the baseline. At national and subnational levels of Government, there is more clarity and structure related to the school feeding programme. School feeding committees are established at all levels, although not all of these are fully functional or active. Many of the schools that were visited had newly installed sanitary and cooking facilities.

118. The semi-annual reports from the CO (as of March 2022) indicate that of the 36 non-disaggregated indicators (see [Annex 4](#) for a full list of yearly breakdowns of disaggregated and non-disaggregated indicators and achievements), 86 percent are on track to meet, or have already over-achieved, their end of cycle targets. Some of this over-achievement is due to shifts in programming to provide Take-Home Rations (THRs) or the distribution of materials to respond to the pandemic but it is still a positive achievement.

119. Over-achievement was seen regarding the number of trainings provided and literacy materials produced, in line with the increased needs due to school closures. On the other hand, the number of meals provided is only at 15 percent of the end of cycle (EOC) target set prior to the pandemic, due to the school closures. Reach of behaviour change messages was about a quarter of EOC target, as no mass events could be

¹²² The policy has three objectives: 1) Achieve equitable access to and control over food security and nutrition – by broadening WFP's assessment, implementation, and monitoring activities to better respond to intrahousehold food distribution dynamics. 2) Address the root causes of gender inequalities that affect food security and nutrition – by challenging the barriers that influence the meaningful participation of all household members as agents of change. 3) Advance the economic empowerment of women and girls in food security and nutrition – by using food and nutrition assistance as entry points to livelihood opportunities that increase equitable access to productive assets, financial services, and technologies.

¹²³ Under the LRP grant, WFP also conducted Gender Action Research in 2021

¹²⁴ Evaluation Question 2.1: "To what extent has progress been made towards the achievement of results and targets despite COVID-19?"

¹²⁵ It should be noted that the McGovern-Dole supports only a part of the entire WFP School Feeding programme in Cambodia. The CO reports sometimes are specific to the McGovern-Dole supported programme / schools, and sometimes they refer to the entire programme. Hence, the numbers do not always add up in the same way.

organized, while the observation of skills in food storage and processing could not be assessed during the pandemic, which led to low reported numbers on these indicators.

120. Literacy output indicators have over-achieved EOC targets. Activities related to improving literacy are implemented by WFP's partner, WEI, under coordination and with financial support under the McGovern-Dole grant. Implementing partners PLAN and WVI have distributed more worksheets and other teaching aids during online teaching, as it was no longer possible for children to share these when learning from home.

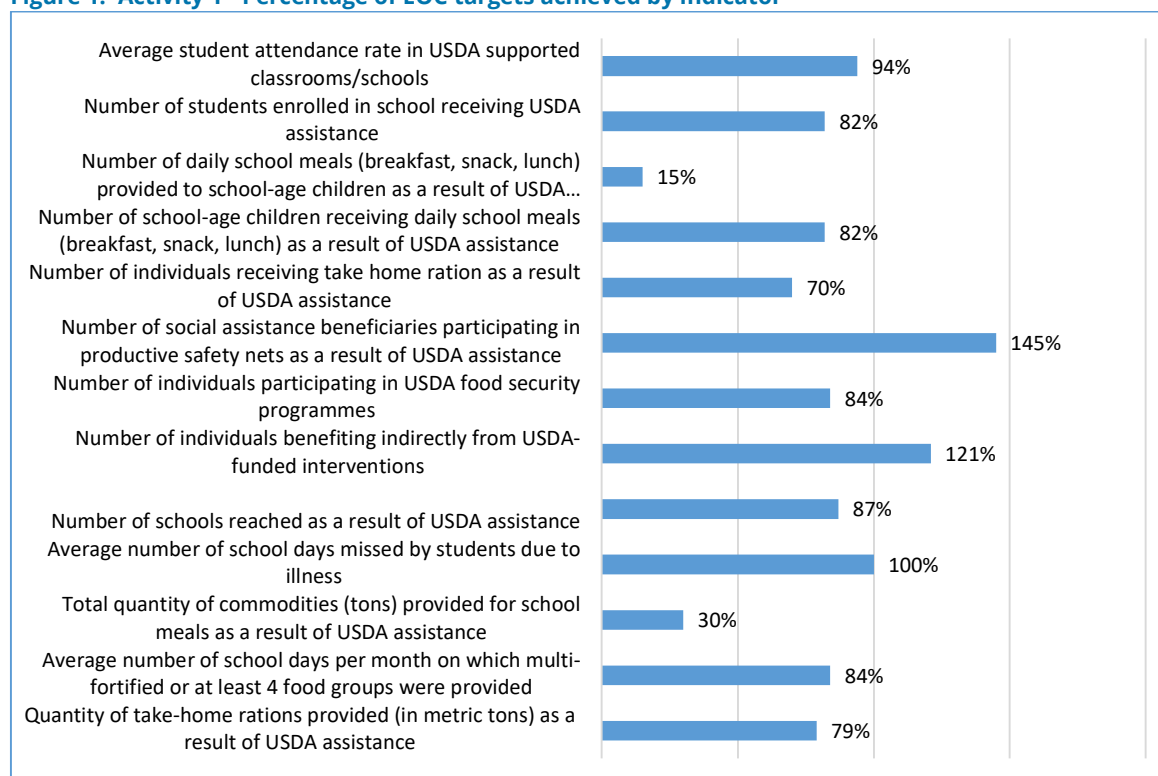
121. No negative unintended effects of the programme were identified. The fact that WFP was able to contribute to food security of vulnerable households during the pandemic through the McGovern-Dole framework warrants mention as a positive unintended effect.

Activity Area 1: Food distribution

122. The Activity 1 indicators have been largely over-achieved with only two of the 13 non-disaggregated indicators under-achieving with respect to EOC Targets.¹²⁶ Figure 1 summarizes the indicator achievement rates against final EOC targets and Table 7 describes the annual achievement rates for each of the Activity 1 non-disaggregated indicators. Full details, including disaggregated indicators are found in [Annex 4](#).

¹²⁶ See para 77 for definition of the cut offs.

Figure 1: Activity 1 - Percentage of EOC targets achieved by indicator



Source: WFP Semi-annual reports (March 2022)

Table 7: Activity 1 - Annual Achievement Rates

Performance Indicator	FY20	FY 21	FY 22	Average Annual Achievement Rate	EOC
	Achievement Rate	Achievement Rate	Achievement Rate		Achievement Rate
Average student attendance rate in USDA supported classrooms/schools	0%	99%	100%	66%	94%
Number of students enrolled in school receiving USDA assistance	0%	109%	142%	83%	82%
Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance	0%	15%	36%	17%	15%
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance	0%	109%	142%	83%	82%
Number of individuals receiving take home ration as a result of USDA assistance (McGovern-Dole)	NA	NA	NA	NA	70%
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance	15%	203%	142%	120%	145%
Number of individuals participating in USDA food security programmes	15%	109%	144%	89%	84%
Number of individuals benefiting indirectly from USDA-funded interventions (McGovern-Dole)	48%	109%	253%	137%	121%
Number of schools reached as a result of USDA assistance (McGovern-Dole)	50%	102%	136%	96%	87%
Average number of school days missed by students due to illness	NA	100%	100%	100%	100%
Total quantity of commodities (tons) provided for school meals as a result of USDA assistance	NA	34%	64%	49%	30%
Average number of school days per month on which multi-fortified or at least 4 food groups were provided (McGovern-Dole)	NA	68%	84%	76%	84%
Quantity of take-home rations provided (in metric tons) as a result of USDA assistance	100%	73%	NA	87%	79%

Source: WFP Semi-annual reports (March 2022)

123. Although achievement rates were depressed during the initial pandemic, this is compensated by increased over-achievements on most of the indicators, particularly in the October 2021-March 2022 period.

To date, 165,478 students have received school meals through USDA assistance; this is just over 82 percent of the EoC target. Gender distribution is approximately equal although the overall number of boys reached was very slightly higher. All children in targeted schools receive school meals; therefore, this pattern is a reflection of overall enrolment rates between boys and girls.

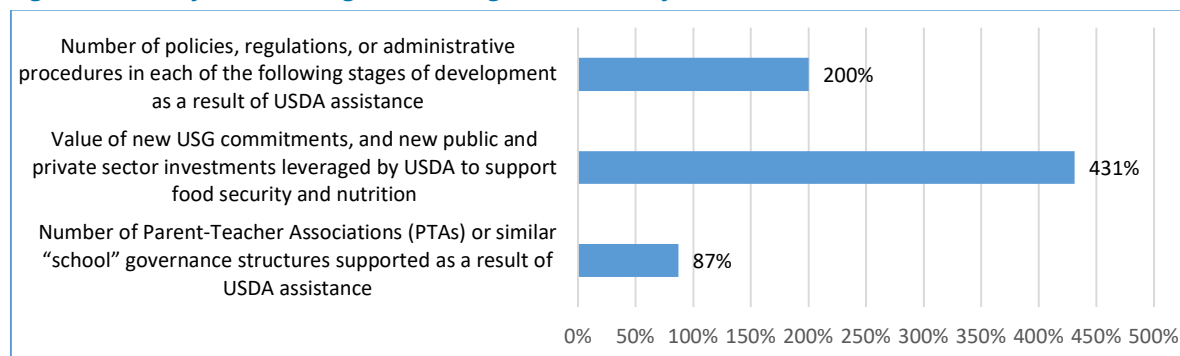
124. Impressively, the action has already surpassed its EoC target for the number of social assistance beneficiaries participating in productive safety nets, with a higher percentage of over-achievement for women (125 percent average annual achievement rates for women compared with 115 percent average annual achievement rates for men). The EOC target has already been substantively overachieved at 145 percent. The pandemic did affect the programme’s capacity to distribute school meals, as a total of 8,090,888 school meals have been provided, equivalent to only 15 percent of the EoC target, and this is due to the school closures.

125. During the COVID-19 pandemic, THR were provided to 25,496 individuals (52.6 percent female). A total of 1,212 metric tons of commodities were provided for school meals (30 percent of the EoC target) and 1,263 metric tons for THR (79 percent of EoC target). WFP distributed 635 MT of rations to girls (270 percent of the planned target), compared to 628 MT to boys (46 percent of a much higher target of 1,355 MT). In addition, the total number of individuals benefiting indirectly from USDA-funded interventions to date is 301,136, and 522 schools were reached as a result of USDA assistance (121 percent and 84 percent respectively of the EoC targets).

Activity Area 2: Capacity building

126. WFP has contributed to strengthening the SF policy environment by supporting MoEYS to draft the National School Meals Policy, and the HGSP sub-decree. In addition, WFP supported improvements in NHGSFP programme design and implementation through the drafting of the JTS, and worked with the MoEYS to develop a M&E Framework. Only three non-disaggregated indicators are used to capture the range of support provided by WFP, but all of these show substantial over-achievement against EOC targets. Figure 2 summarizes the indicator achievement rates against final EOC targets, and Table 8 describes the annual achievements for each of the Activity 2 non-disaggregated indicators. Full details, including disaggregated indicators, are found in [Annex 4](#).

Figure 2: Activity 2 - Percentage of EOC targets achieved by indicator



Source: WFP Semi-annual reports (March 2022)

Table 8: Activity 2 - Annual Achievement Rates

	FY 20 Achievement Rate	FY 21 Achievement Rate	FY 22 Achievement Rate	Average Annual Achievement Rate	EOC Achievement Rate
Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance	0%	100%	400%		200%
Value of new USG commitments, and new public and private sector investments leveraged by USDA to support food security and nutrition	128%	1050%	430%	536%	431%
Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance	50%	102%	136%	96%	87%

Source: WFP Semi-annual reports (March 2022)

127. According to WFP semi-annual reports, there are four policies in development, against an EOC target of two, with one in Stage 4, one in Stage 3, one in Stage 2, and one in Stage 1.¹²⁷ The roles of key stakeholders in the NHGSFP are outlined clearly in the sub-decree and Joint Transition Strategy. The role of the National Social Protection Council is to coordinate the inter-ministerial coordination for the NHGSFP, provide guidance on development of policies and other legal instruments, monitoring and evaluation (M&E) - in collaboration with all other partners - and problem solving as well as reporting progress to the Royal Government. The MoEYS is responsible for leading and managing the implementation, develop policies and other legal instruments, as well as the information management system. In addition, MoEYS provides capacity building to all levels of relevant officials (in collaboration with CARD, MOI, MOH and MAFF, depending on the topic), and prepares budget, activity plan and progress reports to NSPC. The other partners are involved according to their field of authority: CARD (food security and nutrition), MEF (budget review and allocation), MOI (sub-national implementation), MOH (nutrition, food safety and hygiene), MAFF (agricultural production and school gardens), MOP (data on poor households) and MoWA (gender mainstreaming).

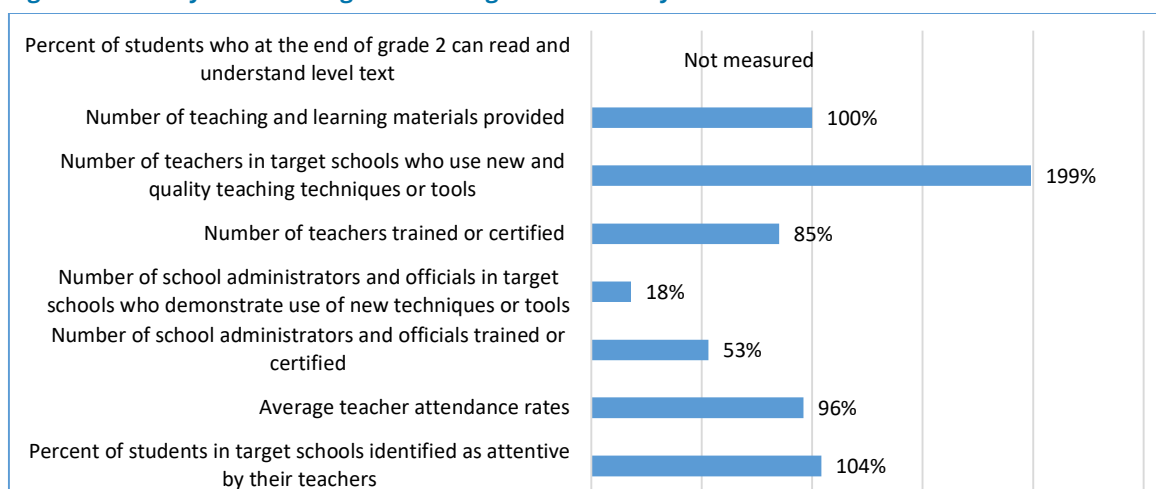
128. The programme has been successful in attracting new commitments. According to the data, new United States Government commitments and new public and private sector investments with a total value of US\$938,939 have been leveraged by USDA to support food security and nutrition (431 percent of the EoC target for this indicator).

Activity Area 3: Literacy

129. **Literacy.** Determining literacy outcomes are more challenging within the performance framework. The literacy objectives are managed separately from the school feeding programme by separate units within the MoEYS (such as Teacher Training and Curriculum). The McGovern-Dole contribution has been primarily focused on supporting cooperating partner development of teaching materials. Other stakeholders and agencies hold the primary mandates for supporting literacy outcomes within the MoEYS. Because of this, there is limited tracking of utilization or measurement of literacy indicators within the current programme, and limited policy level work reported within the McGovern-Dole semi-annual reports related to literacy objectives. Moreover, literacy objectives are not included in the NHGSFP model; literacy activities will therefore not be continued as part of the NHGSFP once the USDA supported schools are handed over to the Government.

130. Three of the eight performance indicators related to literacy have either not yet been measured or are under-performing against the EOC targets. In particular, no data were available on reading skills of grade 2 students. This had not been assessed because the schools had only just reopened after two years of closure due to the COVID-19 pandemic. Figure 3 depicts the literacy indicators against EOC targets while Table 9 describes annual achievement rates.

Figure 3: Activity 3 - Percentage of EOC targets achieved by indicator



Source: WFP Semi-annual reports (March 2022)

¹²⁷ Stage 1: Analysed; Stage 2: Drafted and presented for public/stakeholder consultation; Stage 3: Presented for legislation/decree; Stage 4: Passed/Approved; Stage 5: Passed for which implementation has begun

Table 9: Activity 3 - Annual Achievement Rates

Performance Indicator	FY 20	FY 21	FY 22		EOC
	Achievement Rate	Achievement Rate	Achievement Rate	Average Annual Achievement Rate	EOC Achievement Rate
Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text	NA	Not Measured	Not Measured	Not Measured	Not Measured
Number of teaching and learning materials provided as a result of USDA assistance	0	NA	NA	NA	100%
Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance	NA	96%	1023%	559%	199%
Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance	NA	93%	799%	446%	85%
Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance	NA	14%	79%	47%	18%
Number of school administrators and officials trained or certified as a result of USDA assistance	NA	29%	189%	109%	53%
Average teacher attendance rates	NA	98%	97%	98%	96%
Percent of students in target schools identified as attentive by their teachers	NA	106%	105%	106%	104%

Source: WFP Semi-annual reports (March 2022)

131. The outcome indicator related to student reading ability has not yet been measured since the baseline, although teacher attendance rates and student attentiveness rates have met annual and EOC targets. The number of teaching and learning materials provided as a result of USDA assistance far exceeded the targets as a result of the repurposed activities to support online learning during school closures, wherein individual student families received supporting materials in addition to product development.

132. According to the CO semi-annual reports, almost double the number of teachers in target schools were reported to have demonstrated the use of new and quality teaching techniques and tools as were originally targeted (808 against targets of 406). Teachers were not observed teaching during field visits although KIIs with teachers reported having received materials for teaching.¹²⁸ The number of teachers who were trained (791) is close to reaching the EOC target (936).

133. While the teacher trainings are on track for meeting EOC targets, according to the semi-annual reports this is not yet the case for school management. To date, 53 percent of the EOC target of school administrators had been trained or certified as a result of USDA assistance compared to 85 percent of teachers against EOC targets. Annual achievement rates tend to show targets for male administrators being ahead of the targets for female administrators, with women’s achievement rates only about half those for the men. Moreover, only 18 percent of school administrators and officials in target schools demonstrated the use of new techniques or tools against EOC targets.

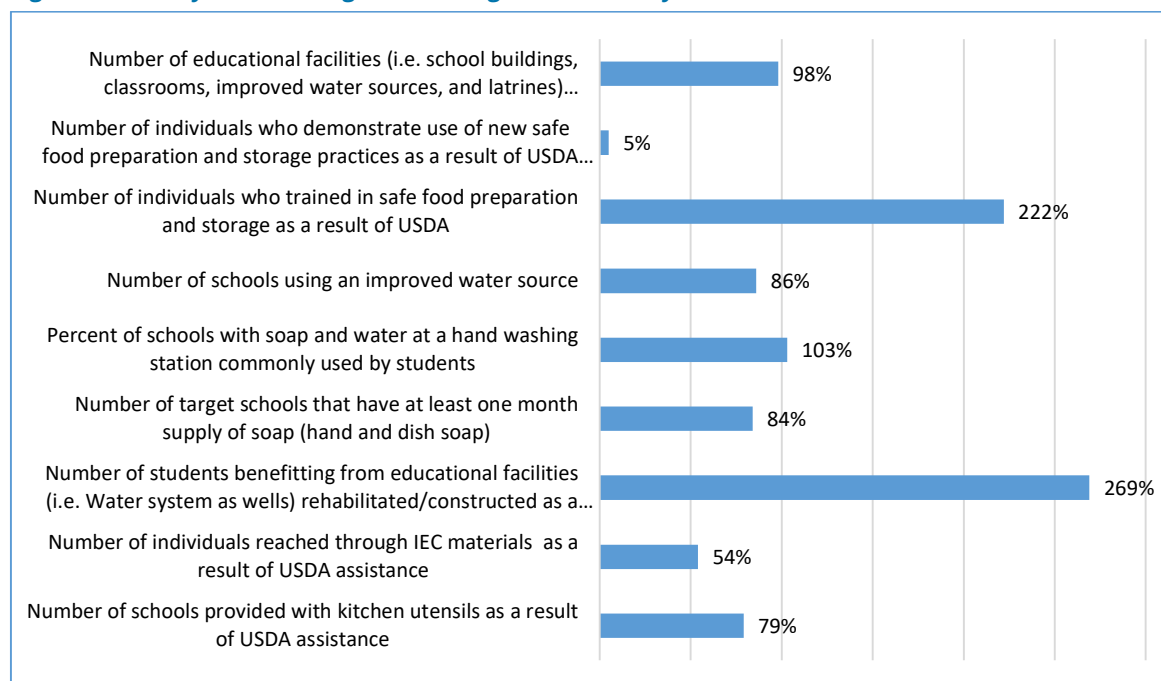
134. Due to the school closures, indicators related to teacher and student attendance and student attentiveness were not reported on by the CO for the pandemic reporting periods, although they were recorded after schools re-opened.

Activity Area 4: Promote Improved Health

135. Activity 4 assumed significant prominence during the pandemic as part of the COVID-19 hygiene and health mitigation measures. Only two of the nine non-disaggregated indicators are under-achieving compared to EOC targets and four already met or exceeded the EOC targets. Figure 4 profiles the EOC achievement rates while Table 10 illustrates the annual achievement rates. Full details of activity achievements are found in [Annex 4](#).

¹²⁸ Question about the use and quality of the teaching materials was not asked of the teachers (and no children were interviewed). The evaluation team was unable to independently verify the data in the semi-annual reports regarding the teaching materials.

Figure 4: Activity 4 - Percentage of EOC targets achieved by indicator



Source: WFP Semi-annual reports (March 2022)

Table 10: Activity 4 - Annual Achievement Rates

Performance Indicator	FY 20	FY 21	FY 22	Average Annual Achievement Rate	EOC
	Achievement Rate	Achievement Rate	Achievement Rate	Achievement Rate	Achievement Rate
Number of educational facilities (i.e. school buildings, classrooms, improved water sources, and latrines) rehabilitated/constructed as a result of USDA assistance	36%	318%	286%	213%	98%
Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	0%	14%	NA	7%	5%
Number of individuals who trained in safe food preparation and storage as a result of USDA	0%	14%	268%	94%	222%
Number of schools using an improved water source	0%	109%	143%	84%	86%
Percent of schools with soap and water at a hand washing station commonly used by students	0%	112%	109%	74%	103%
Number of target schools that have at least one month supply of soap (hand and dish soap)	0%	109%	152%	87%	84%
Number of students benefitting from educational facilities (i.e. Water system as wells) rehabilitated/constructed as a result of USDA assistance	0%	310%	176%	162%	269%
Number of individuals reached through IEC materials as a result of USDA assistance	4%	18%	111%	44%	54%
Number of schools provided with kitchen utensils as a result of USDA assistance	161%	61%	132%	118%	79%

Source: WFP Semi-annual reports (March 2022)

136. Rehabilitation and construction of facilities exceeded the EoC target with a total of 1,109 facilities improved, compared to the planned 1,134 (98 percent). This is due in large part to the increased number of handwashing stations (1,723, or 347 percent of the EOC targets) as this was a prerequisite for the reopening of schools. These rehabilitations benefited 145,940 students or more than double the EOC targets (54,250).

137. Trainings in water, sanitation, and hygiene (WASH) awareness and food safety have been provided to cooks and other stakeholders, and infrastructure is built and rehabilitated by the partners as needed. The schools visited by the ET all had toilets and hand washing stations, most had kitchens. In one school, food was stored in the back of a classroom as there was no storage room available. Very few schools have dedicated dining areas and students eat in their classrooms. Informants at the schools, as well as Government staff, expressed a strong desire for dedicated dining halls/areas to be provided as part of the programme.

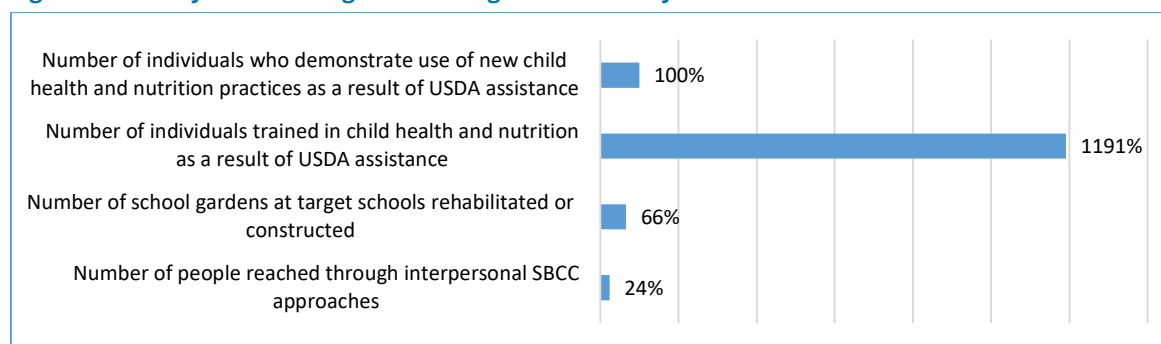
138. Only about half (54 percent) of the targeted number of individuals have been reached so far with the developed Information, Education and Communication materials.

139. A total of 2,500 individuals (1,555 males and 1,005 females) have been trained in safe food preparation and storage which is well exceeding EOC targets. However, the indicator regarding the reported numbers of individuals who *demonstrate* use of new safe food preparation and storage practices is misleading because this is measured through school observations, which were not possible during the pandemic, thus leading to a seemingly very low achievement on this indicator (Table 4 of Annex 4).¹²⁹ While trainings of school level stakeholders on school feeding have been ongoing, limitations in literacy, especially among the cooks, pose a challenge. WFP has supported the MoEYS School Health Department to develop recipes, manuals, and videos to overcome these challenges.

Activity area 5: Promote Improved Nutrition

140. Profile the annual and EOC achievement rates for Activity 5 non-disaggregated indicators.

Figure 5: Activity 5 - Percentage of EOC targets achieved by indicator



Source: WFP Semi-annual reports (March 2022)

Table 11: Activity 5 - Annual Achievement Rates

Performance Indicator	FY 20	FY 21	FY 22	Average Annual Achievement Rate	EOC
	Achievement Rate	Achievement Rate	Achievement Rate		Achievement Rate
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance	0%	177%	NA	88%	100%
Number of individuals trained in child health and nutrition as a result of USDA assistance	0%	2183%	0%	728%	1191%
Number of school gardens at target schools rehabilitated or constructed	0%	108%	148%	85%	66%
Number of people reached through interpersonal SBCC approaches	0%	0%	50%	17%	24%

Source: WFP Semi-annual reports (March 2022)

141. The actual number of individuals trained in child health and nutrition far exceeded the target: 393 individuals versus a target of 33 by the EoC (Table 5 in Annex 4). This was the result of a shift to an online training during the pandemic which allowed for much greater numbers of individuals to participate in the trainings. The quality of the online training was not perceived to be as high as what would have been possible with a physical presence training, according to interviewed respondents. In addition, the reach of interpersonal social and behaviour change communication (SBCC) approaches falls short of targets at only 24

¹²⁹ It was not possible for the evaluation team to independently verify the data on individuals demonstrating the use of new practices.

percent of EOC targets because of the pandemic-led changes in approach from interpersonal communication to other modalities.

EQ 2.2.a: Impact of COVID-19 pandemic¹³⁰

142. Activities remained relatively on track despite the travel restrictions and school closures caused by the COVID-19 pandemic. Initially, these halted the programme activities, while efforts were made to contribute to mitigation of the economic impact of the pandemic by providing THR as described above. A total of 64,464 individuals received THR (see [Annex 4](#)). Of these, 33,940 (52.6 percent) were female. A total of 1,263 metric tons of commodities have been provided as THR (80 percent of the EoC target). Moreover, beyond securing a minimum continuity of the SMP during the pandemic, the THR provided an avenue for continued engagement with poor and vulnerable households around education and food security during COVID-19.

143. Substantial progress was made by implementing partners regarding the construction and rehabilitation of school infrastructure such as kitchens, eating halls, and water and sanitation facilities during the school closure. This was eventually beneficial for the reopening of schools as mentioned earlier. The pandemic placed school health at a higher priority level than was previously the case.

144. The regular quarterly high-level coordination and progress meetings held between WFP and the MoEYS, as well as quarterly meetings for technical staff from both sides, were disrupted during the pandemic but resumed in early 2022.

145. Trainings were implemented online instead of face to face, as much as possible. USDA only requires numbers of persons trained as an output indicator and therefore no information is available on the final knowledge and skills of the participants; hindered by the school closures during the pandemic, no post-training test was undertaken, so assessing the learned skills was not possible. The ET also acknowledges the fact that measuring these is challenging and requiring teachers and other Government staff to 'pass' a training test, which is not feasible within the existing system.

146. While travel to the field sites was often restricted and WFP staff were limited in their ability to be directly involved in field activities, the pandemic provided more opportunity to focus on pre-positioning for Government transition.

EQ 2.3: Internal Factors Affecting Results¹³¹

147. The COVID-19 pandemic presented the largest external challenge to implementation plans. Within WFP, internal factors contributed to both supporting and inhibiting project progress.

148. **Regional Resources.** Internally, one positive factor which supported project progress, especially related to handover and transition, were the resources available from the Regional Bureau to support the CO. Of particular support was the publication of the Regional School Feeding Implementation Plan (2021-2025). This plan, elaborated after inception of the current LRP and McGovern-Dole programme cycles, provided key directions for school feeding programmes in the region. In particular, the plan identified the corporate strategic shift towards investing in the transition to "nationally-led high quality, sustainable school feeding programmes" including a conceptual shift in WFP CO programming from a focus on implementation towards an enabling role that sought to strengthen the necessary national systems necessary for school feeding. The plan articulated the five SABER-SF dimensions for capacity strengthening (policy framework, institutional systems, resourcing, programme design and implementation, and engagement of non-state actors). The RBB also was able to support the CO through the provision of expert advisors to provide guidance to CO staff in shifting to this systems-strengthening, enabling role.

149. **CO National Staffing Gaps and Profiles.** At the national level, the degree of operational requirements still necessary for food delivery within the SO1 school feeding programme has meant that the majority of staffing attention was focused on the operations and logistics for SMP implementation. As a result, the primary mandate, and vision, for transition and handover was left to be conducted by relatively few persons, in turn leaving the CO vulnerable to institutional memory loss in the event of transitions of these few staff. National level staff turnover has indeed reduced institutional memory for the transition and handover

¹³⁰ Evaluation question 2.2.a: "Factors affecting results: How has the COVID-19 pandemic and its subsequent restrictions influenced the ability of the programme to meet expected results and targets by agreed timeline?"

¹³¹ Evaluation question 2.3.: Factors affecting results: What were the major internal factors that have influenced the progress of the programme by the time of the midterm evaluation?"

components and has placed excess time requirements on the remaining staff, limiting their ability to provide the focused attention needed for the transition and handover elements.

150. The impact of these vacancies is unintentionally exacerbated by the CSP architecture wherein the school feeding, agriculture, and nutrition expertise are all located under different SOs – even though these are all elements within the McGovern-Dole and LRP programmes. This dispersal across multiple SOs has complicated internal collaboration and reduced the opportunities for the CO to maximize in-house capacities.

151. **CO Sub-national Staffing Gaps and Profiles.** At the field level in operations, the staffing and configuration of the sub-national structure did not always reflect the complexity of a shift to a country capacity strengthening approach for handover and transition (or, for the LRP programme, sufficient technical skills in crop production and associated training). The extra time investment required for preparing schools for transition to a home-grown model in support of these handed over schools, and ongoing accompaniment and support to the schools even after handover, will require greater engagement and require staff to learn new skills related the extra responsibilities and skills required for engaging with sub-national district and provincial authorities.

152. **Internal Communications.** The effect of the staff vacancies related to the transition and handover vision and institutional memory has resulted in a fragmented understanding of the consequences and requirements for this type of approach. In stakeholder interviews, a pattern could be seen of decreasing clarity for transition across multiple levels of the CO. This clarity of vision was greatest at the regional office level – both in terms of the materials available and the capacity present. As the communication around transition and handover moved through the organization to the national and sub-national levels, the ability of staff to articulate the objectives and requirements necessary for these shifts became less clear and more fragmented. For example, although a scoring system and checklist for assessing school capacity does exist ([Annex 4](#)), during interviews with PMAs, respondents claimed that such a checklist did not exist for them to use. As another example, staff in the Area Office were not always able to articulate the rationale behind decisions made at the CO level (similar with the cooperating partners – reflecting limited ownership of the requirements needed for full transition and handover).

153. **Monitoring Materials.** The ET considers that, although not specifically related to achieving results, there are gaps in the process for tracking results over time and after transition. Most of the areas likely to be affected come under the McGovern-Dole activities, monitoring data such as schools’ capacity regarding food ordering and handling prior to handover, and the ongoing follow-up of each school’s capacity after handover, were not maintained or updated, and any data on handed over schools were eliminated from the WFP databases after handover.

154. **Institutional capacity development activities.** Within each of the five SABER-SF dimensions, all dimensions have seen some increase in numbers of activities cited over time, with the predominance within the programme design and implementation aspects, while the areas of strengthening the institutional systems and addressing the ongoing budget questions remain those with the most work to be done. Activities reported under the financing pathway include a costing analysis and new partnership with KOICA to support the HGSPF, while new field level agreements were signed with cooperating partners (engagement of non-state actors). Actions related to institutionalization, public sector financing and engagement of non-state actors have had some preliminary engagements but require more time to finalize. Table 12 shows the numbers of activities that have been achieved, with a time breakdown.

Table 12: Programme Activities by period and SABER-SF dimension

Period	Policy Framework	Institutionalization – capacity	Programme design and implementation	Public sector financing	Engagement of non-state actors
10/19 – 03/20			1	1	1
04/20 – 09/20	1	2	7		
10/20 – 03/21	1	6	13		
04/21 – 09/21	2	5	16		
10/21 – 03/22	4	8	21		

Source: WFP semi-annual reports Oct. 2019-March 2022

155. The policy work included contributions to drafting the national policy on school feeding and stakeholder consultations, the JTS, preparation of the operations manual for the NHGSPF submitted for NSPC review, and inputs to the midterm review of the MoEYS education strategic plan and school health action plan.

156. Capacity building and supporting institutional systems was done by organizing and supporting a wide range of coaching sessions, training of trainers, and trainings for MoEYS staff, sub-national officials, and school leaders. These covered subjects such as a scholarship information system, school management, operational guidance of the HGSP, THR implementation, monitoring, home learning packages, hygiene, and food safety in the COVID-19 context, and literacy workshops for teachers.

157. In addition, WFP developed an online reporting system (the school feeding information system, or SFIS, discussed in more detail below) to improve the Government's data collection, management and reporting processes, and the system has now been rolled out across four provinces to support operations management and reporting (including the LRP supplier quotation process) in 536 schools. A user manual for the SFIS was also developed. WFP conducted a workshop with the MoEYS to develop the Theory of Change for the NHGSP.

158. In terms of programme design and implementation, WFP implemented a range of activities related to commodities, provision of cooked meals and THR, infrastructure building and/or rehabilitating, training sessions on a variety of topics, distribution of learning materials and of posters, development of learning packages and phone scripts for literacy coaches and teachers for use during online teaching, community awareness activities, monitoring visits, as well as a study on snacking habits to inform new SBCC strategy.

External Factors Affecting Results

159. School feeding is linked to the national social assistance framework and falls directly under the NSPC, which is located inside the Ministry of Economy and Finance (MEF). This increases the clarity on the structure for engagement at the national level. At the sub-national level, roles and responsibilities are clear as the hierarchy of school feeding committees at multiple levels is established. Commune councils (CCs) (who are represented on school management committees) can support school feeding through social protection funds in the absence of a specific funding post, and this has been done by many cases to pay the cooks' salaries. District Governors play an important role in CC engagement and are involved by the programme. As mentioned before, the personal characteristics and priorities of individuals at all levels are crucial factors in their actual engagement.

160. Overall, and as far as data collected by WFP enables analysis, females are benefitting from McGovern-Dole supported activities to at least the same extent as males. Recognizing that women are underrepresented in leadership roles, in 2021 WFP began advocating for greater female participation on community committees, particularly school management committees, setting a target for over 28 percent by the end of 2021, and over 30 percent by the end of the CSP. Results reported in the 2021 Annual Country Report show that both targets were surpassed, with 33 percent of school committee members being female. This evaluation corroborated this finding – although female committee members were in a minority, interviews found that they did play an active role in committee functions. The evaluation also found that the situation of no male cooks reported in the earlier gender assessment had changed – in several of the schools visited by the ET the cook was male. Low remuneration levels remain, however, and the post was often held by elderly individuals who were largely motivated by a sense of civic responsibility.

2.3. SUSTAINABILITY

161. This section covers EQs 3.1.-3.4. and 3.6. Evaluation question 3.5. (Sustainability of Benefits) and EQ 3.7. (Implications of USDA funding decisions), are better suited to guide the development of the conclusions as they are summative observations based on the findings described in the rest of this section.

EQ 3.1.: Handover of Schools¹³²

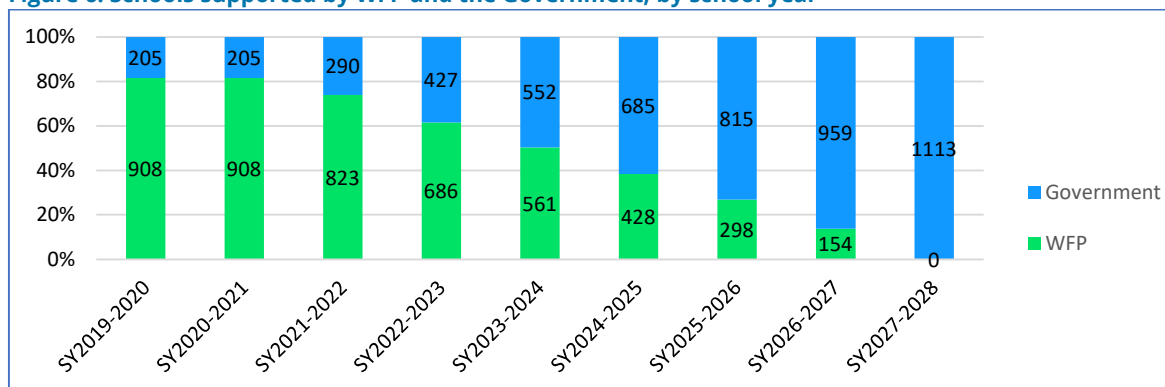
162. The USDA McGovern-Dole support is part of the wider CO school feeding programme. In SY 2019/2020, WFP handed over 205 of its school feeding schools to establish the NHGSP as shown in Figure 6. Of these, 63 were supported by the current McGovern-Dole programme, while the others had been supported through previous cycles of the programme. During the current SY 2021/2022, WFP and the Government have agreed the handover of an additional 85 schools, 46 of which are McGovern-Dole supported schools.¹³³ The

¹³² Evaluation Question 3.1.: "To what extent progress has been made against the overall handover process against the project plan and handover plan/strategy agreed with and endorsed by the Government?"

¹³³ In SY 2020/21, 522 schools remained in the programme, pending confirmation from the Government on handover of schools, including the pending 71 schools from SY 2020-21. Of the 85 schools the Government confirmed it would take over in SY 2021-22, 46 USDA supported schools were pending from SY 2020-21 (while WFP continued to support the remaining 25 schools with other donor resources). Hence, the total number of schools handed over to the Government for FY19 was 77 schools, but only 46 of these were USDA supported.

NHGSFP was suspended due to the pandemic school closures in March 2020 and only re-started in January 2022.

Figure 6: Schools supported by WFP and the Government, by school year



Source: WFP CO data, JTS

163. Table 13 shows the plans for handover of USDA McGovern-Dole schools, as well as the actual implementation to date. In January 2020 (school year 2019-20), 31 McGovern-Dole supported schools in Siem Reap province were handed over to the Government. These schools continued to receive WFP support until the end of 2019. While the original agreement was to hand over an additional 87 schools in the SY 2020-21, this was adjusted to 71 schools because of the pandemic. However, in reality the Government was not ready to take over any schools and WFP continued to support them using funds from other donors because these 71 schools had already been taken off the list of USDA support. The remaining 522 schools continued to receive support through the McGovern-Dole grant. In late 2021, the Government confirmed the takeover of 85 schools from WFP (including 46 USDA supported schools pending from SY 2020-2021). The “Total WFP” column in the table refers to the total number of schools supported by McGovern-Dole after the handover during that school year.

Table 13: Handover plans of McGovern-Dole supported schools

Handover plan McGovern-Dole supported schools according to agreement																
Province	SY 2019-20				SY 2020-21				SY 2021-22				SY 2022-23			
	SMP	HGSF-H	HO	Total WFP	SMP	HGSF-H	HO	Total WFP	SMP	HGSF-H	HO	Total WFP	SMP	HGSF-H	HO	Total WFP
KCG	0	71	0	71	0	71	0	71	0	42	29	42	0	0	42	0
KTM	77	145	0	222	77	83	62	160	0	139	30	139	0	139	0	139
SRP	243	63	0	306	218	63	25	281	0	204	77	204	0	158	46	158
Total	320	279	0	599	295	217	87	512	0	385	127	385	0	297	88	297
Handover of McGovern-Dole supported schools; implementation to date																
Province	SY 2019-20				SY 2020-21				SY 2021-22				SY 2022-23			
	SMP	HGSF-H	HO	Total WFP	SMP	HGSF-H	HO	Total WFP	SMP	HGSF-H	HO	Total WFP	SMP	HGSF-H	HO	Total WFP
KCG	46	61	0	107	0	97	0	97								
KTM	75	144	0	219	75	82	25	157								
SRP	208	90	31	267	151	117	46	268								
Total	329	295	31	593	226	296	71	522								

Key: KCG: Kampong Chhnang; KTM: Kampong Thom; SRP: Siem Reap; SMP: School meal programme; HGSF-H: Home grown school feeding - hybrid; HO: Handover

Source: WFP CO data

164. The data presented in this report were provided by the Country Office as of the time of data collection in June 2022. There are variations among the data in terms of handover schools because of how the data is tracked at the Strategic Outcome level of the CSP. For example, although a donor’s funding may allow for supporting a certain number of schools, the specific schools under that funding will shift over time as new

donors emerge or schools are transitioned, dropped, or re-allocated to new donors. As a result, discrepancies will emerge between numbers reported in donor-specific reporting in semi-annual reports compared with the overall school numbers managed within the CSP school feeding programme.

EQ 3.2: Sustainability Considerations for Handover¹³⁴

165. In March 2022, the JTS with the national level Government was signed. This document details the process of the transition of the school feeding programme from WFP to the Government. Under the JTS, the criteria for handover are the readiness of the schools in terms of presence of capacity, infrastructure, and equipment (with heavy emphasis on the latter two). Capacity is defined as 'years of experience with the HGSP programme' only and while this is important it does not capture the actual capacity to implement the programme. In addition, handover is structured at the district level to facilitate Government finance and management structures and processes, but this comes at the cost of not necessarily finding all schools at the same level of readiness.

166. The Government has shown a strong commitment for the NHGSFP, and they already contribute 1,500 MT rice towards the WFP programme. The MoEYS is the line ministry responsible for the NHGSFP management and oversight. The NSPC, whose role it is to oversee, monitor and evaluate all social protection programmes, including the NHGSFP, is strategically located within the MEF. The JTS aims to outline the remaining capacity strengthening that needs to be done to ensure the NHGSFP will be of high enough quality for the MoEYS to continue implementing SF when schools are handed over (full handover planned by 2028). This was important as there are competing pressures regarding the handover of schools. Although the discussions with MoEYS pre-date the current McGovern-Dole cycle, there was nevertheless a clear message heard from government officials, who perceived the initial handover of non-McGovern Dole schools as being abrupt because the handover happened prior to the finalization of the government policy and operational framework for managing the schools.

167. One area in need of further attention is that a post-handover technical assistance phase between WFP and MoEYS is missing in the transition process. Visits to two schools that had been handed over, and interviews with WFP and cooperating partner staff, showed a lack of mentoring and accompaniment after handover. Government staff expressed the desire for joint monitoring visits to observe school readiness and for a range of technical assistance in the management of the programme at the national, provincial, and district levels - beyond the provision of meals at the schools. Another area that needs further attention is the sub-national capacity development as interviews with district level Government staff revealed a lack of understanding of the handover mechanisms.

168. School level stakeholders expressed concern about the complexity of the school feeding programme management and requested continued capacity development for transition and additional support for information management and procurement systems. While many schools may have one computer as part of a government programme, many principals are not computer literate and are dependent on a (younger) teacher. But these staff are often on one-year contracts, which frequently leads to a loss of institutional capacity at the school level. In many cases, staff need to take turns to use the computer, or are dependent on the principal to log in. Hence, at the school level increased capacity development for transition and additional support are still needed for information management and procurement systems.

169. This is an important consideration as WFP has developed the SFIS to improve the Government's overall data management. While the SFIS is elegant, it requires wide availability of technology (both hardware (computers, internet access) and the skills and manpower to operate the system. Especially for the poorest schools this will be extremely challenging as in some areas, up to 30 percent of schools have no internet access.

170. It is not the intention of the MoEYS to implement a school feeding programme with the same level of complexity and data quality standards of the WFP-managed school feeding models. However, even with the assumed adaptation of the NHGSFP for MoEYS management, numerous informants from the CO and the Government expressed concern that the NHGSFP model may still be too demanding for the Government to implement well, as it is dependent on the availability of resources (human, administrative, and financial) that may not be feasible from the Government (in particular, those areas concerning the design and

¹³⁴ Evaluation Question 3.2.: "To what extent were the SFP implementation arrangements, including considerations for sustainability (handover to the Government) at national and local levels, communities, and other partners for all project components (school feeding, literacy, food safety, WASH, and hygiene etc) agreed with and endorsed by the Government and national stakeholders?"

implementation of the NHGSFP related to the menus and the reporting). Local procurement of food (see the parallel LRP evaluation report) has added variety to the menu and WFP, together with the MoEYS, have developed a cookbook with many recipes. However, if the Government decides to use unfortified rice in the NHGSFP, or is unable to procure fortified rice locally, this raises concerns that school meals will not meet children's micronutrient needs after schools are handed over to the Government.

171. Another issue to consider is that of remuneration of school cooks. The HGSF inter-ministerial sub-decree states that cooks should receive a monthly salary equivalent to US\$50 for 10 months of the year, but these funds are often expected to come from commune budgets or community contributions and key informants interviewed reported that the level actually paid is not always in line with the guidelines. Most cooks receive a salary of between US\$10 to US\$20 per month. As school meal preparation becomes more complicated with the introduction of locally produced fresh produce via the LRP, the pay issue will become increasingly important. Indeed, it will have to be addressed in order to attract staff in areas where other better paying work opportunities are available – in garment factories, for example. In many cases cooks are only continuing for altruistic reasons, requiring WFP area office and district education staff to spend time on motivation and encouragement.

EQ 3.3.a and EQ 3.3.b: National Level Engagement¹³⁵

172. Sustainability according to the SABER-SF dimensions (mentioned earlier) implies the presence of a sufficient policy framework, the institutional systems established for management of the programme, and adequate resourcing. Development of policies and institutional systems, as well as community engagement are in progress to different degrees. Based on the rubric of the category descriptions in the SABER-SF handbook¹³⁶ (latent, emerging, established, and advanced), the evaluation team produced a preliminary rating of the Government's capacity for managing the school feeding programme, as presented here in Figure 7.¹³⁷

Figure 7: Progress on SABER-SF dimensions

Pathway	Preliminary Rating
Policy Framework	Light Green
Institutional Systems	Orange
Programme Design and Implementation	Green
Budgeting	Orange
Community Engagement	Light Green

Key:
Green: Government pathway well established.
Light Green: Progress is underway, to be continued.
Orange: Progress beginning. To be a priority
Red: Progress still limited. To be an important point of priority.

Source: Evaluation Team

173. The green and light green ratings reflect advanced and established ratings. The two emerging dimensions of institutional capacity and resourcing remain to be further strengthened. The JTS does include steps to focus on these dimensions, including the contracting of a public finance management specialist, and there are plans to continue to strengthen these dimensions in the remainder of the programme cycle.

174. Public sector resourcing and accurate costing require more attention. WFP has done a costing analysis for the Government, but this was limited to the cost of the food and meal preparation at the school level, without including costs for management, monitoring, reporting and supervision of the programme. It is essential that a transparent and accurate costing analysis is performed prior to complete phase out as the absence of this information will jeopardize the Government's ability to sustain the school feeding programme.

¹³⁵ Evaluation question 3.3:a "To what extent progress has been made towards institutionalization of the measures planned as part of the technical assistance to the Government that is expected to support the sustainability of the intervention (including policy work, support to systems, institutional capacity etc.)? and EQ 3.3.b: "What progress has been made since the project design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting financial sustainability of the SFP beyond WFP's intervention to the extent it can be evaluated by the midterm evaluation (national budget for SFP and other funding sources)?"

¹³⁶ http://wbgfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/Background/SHN/SABER_SchoolFeeding_Manual.pdf

¹³⁷ It should be emphasized that a full SABER-SF analysis is a much more in-depth exercise.

175. While the inter-ministerial Prakas (official proclamation) between the MEF and MoEYS regarding the national school feeding is in place (endorsed in 2020), the sub-decree was still in its final stage of review by the Council of Ministers at the time of the midterm data collection, and is expected to be endorsed this year. This sub-decree, which facilitates the collaboration between multiple ministries and the formation of committees relevant to the NHGSFP, will serve as an interim measure that should help ease the concerns about premature handover of schools, until the School Feeding Policy – the overall strategy - is approved (expected in 2023).

176. Institutional systems have been set up at the sub-national level - school feeding committees are established at all levels although at varying levels of involvement by the committees (as discussed earlier). However, while national Government officials are fully aware of the programme and handover, this is not the case for all sub-national staff. Thus, while institutional systems have been set up at the decentralized level, they lack the overarching policy framework and the guaranteed resourcing at necessary levels. Moreover, informants at the national level were unanimous in stating the Government needs continued technical assistance after handover of the schools, in particular related to management of the programme.

177. The commune investment plan (CIP) is essential for payment of cooks, providing firewood and other expenses related to the food preparation. It is important for WFP staff to be actively involved in the processes leading up to the development and approval of the CIPs to ensure sufficient funds are allocated. Under the current Decentralization and Deconcentration (D&D) transition, local politics at the commune, district and provincial level may also impact the sustainability of the programme, either in a positive or negative direction.

EQ 3.4.: Engagement at sub-national authority and school community level¹³⁸

178. WFP has made efforts to engage sub-national Government staff, although there is an ongoing need for further capacity strengthening at this level. Communities are supportive of the programme, but the programme is still highly dependent on the cooperating partners and volunteers at community and school levels. At all levels from national through to the schools, WFP has supported the formation and training of school feeding committees. Indeed, the indicator of ‘Number of Parent-Teacher Associations (PTAs) or similar “school” governance structures supported as a result of USDA assistance for the full cycle period has already been surpassed (125 percent of midterm target). But while these committees have been established, the ET found large variations in the levels of involvement and understanding of the programme among the committee members. This appears to depend on the type of programme being implemented (with committees less involved in the traditional school meal programme compared to the hybrid model), as well as on individual characteristics.

179. Furthermore, the high turnover of Government staff, including schoolteachers on one-year contracts, remains a challenge for effective capacity building. In addition, accelerated handover to a government in transition to a decentralized system which is still being rolled out will likely pose major problems, as it is not yet defined to all involved how the programme will be embedded in the new structures.

180. Finally, individual schools, even those within a single district, are at different stages of readiness for handover, and care must be taken to ensure that each school and its staff are competent and ready for the increased challenges. More preparatory understanding of the schools’ readiness, and follow-up after handover, are required. WFP needs to consider the readiness for handover above simply meeting pre-set target numbers. This also applies to the Government levels – more institutional capacity building in the coming year (and beyond) will ensure a more realistic continuation of the activities once WFP and USDA withdraw.

EQ 3.6.: Factors influencing transition process¹³⁹

181. The transition process was positively influenced by high-level supporters for school feeding in the Government. While their engagement is very important, it does indicate the system is not strong enough to function without them. The position of the NSPC within the MEF supports well-functioning coordination between the various Government ministries and institutions involved. The NSPC has the authority to convene multiple stakeholders and to determine financial support for the programme. However, the decentralization process creates ambiguous and longer communication and resource allocation processes.

¹³⁸ Evaluation question 3.4.: “To what extent has SFP been successful in engaging Government and local communities (PTAs, farmers groups, etc) towards school feeding and education activities? Has the role of the communities and local stakeholders been institutionalized (as the Government policy, strategy and/or systems levels)?”

¹³⁹ Evaluation question 3.6.: “What were the major factors and/or programme interventions that have both positively and negatively influenced the transition process?”

182. One assumption of the JTS document was continued donor funding to provide ancillary support for school meal funding, and which would cover all costs beyond direct implementation at the school level. This raises a risk that if this funding is not secured, the handover processes would be negatively affected. This concern has been reduced, however, by USDA's confirmation to WFP¹⁴⁰ for another round of funding (US\$21 million for the period October 2022–September 2027) in support of the school feeding transition plan. This will allow WFP to ensure a better handover, not only of the schools, but also ensuring the systems and policies are in place for the Government to continue the implementation, as well as continued mentoring and co-management of schools after handover.

183. National Government budgets must be approved on an annual basis and these negotiations can require up to nine months, even for established and approved programmes. Competing priorities and political considerations may impede a national programme, even after it has been officially launched. The ongoing D&D process proves an additional challenge for the sub-national authorities: while previously, budgets from the district and provincial education offices were sent directly to the central level MoEYS, under the D&D these have to be approved by the district/provincial governor, even though the budget has been approved at the national level.

3. Conclusions and Recommendations

3.1. CONCLUSIONS

184. The following conclusions are oriented around three evaluation criteria – relevance, effectiveness, and sustainability. Evaluation sub-questions present under these categories are synthesized within the separate conclusions. Evaluation questions 3.5. and 3.7. and the General Questions (4.1 and 4.2) are summative questions addressed through the following paragraphs.¹⁴¹ [Annex 8](#) provides details of how the findings, conclusions and recommendations are connected.

Category 1: Relevance

185. **Conclusion 1.** The School Feeding Programme and the McGovern-Dole component within it remains highly relevant for the Cambodian context. It aligns well with beneficiaries' needs, national policies such as the School Feeding Policy, and with WFP Strategic Objectives, notably SO 1 (School Feeding) in the WFP Cambodia CSP, and SO1 (SDG 2) at WFP corporate level. The design is relevant to reach the McGovern-Dole SOs as it improves nutritional intake, school attendance and literacy education.

186. **Conclusion 2:** The McGovern-Dole programmatic framework allowed WFP to respond to the challenge of the pandemic promptly and effectively through its distribution of THRs. This action, under the social protection framework, was considered a positive contribution to the national COVID-19 response. Using the national poverty registry (*ID Poor*) for integrating WFP's assistance within the overall pandemic response also worked well, with a substantive drop-off in complaints compared to other cash-based programmes. This demonstrated WFP's comparative advantage in contributing to humanitarian action in Cambodia.

187. **Conclusion 3:** The programme design assumes that the school feeding programme equally impacts girls and boys, but adjustments could be made to enhance the gender mainstreaming in the programme. The first is ensuring that collection of gender disaggregated data continues through the SFIS, and that this data is used to inform programming. However, submission of data to the SFIS is currently affected by capacity gaps at

¹⁴⁰ As advised informally by WFP CO, 13 August 2022. Further details of the new agreement yet to be shared with the ET.

¹⁴¹ Evaluation question 3.5: "Based on the available evidence, to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries," and Evaluation question 3.7: "What are the likely and potential implications of a complete phase out of WFP's interventions implemented with USDA's funding to the National School Feeding Programme?" General Question 4.1: "Based on the available evidence, to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries?" and General Question 4.2: "What are the recommendations for mid-course corrections to improve the programme's relevance, efficiency, effectiveness, impact and/or sustainability?"

the school level, and lack of access to computers.¹⁴² It is possible that once the system is completely handed over to the Government, it is simplified to address these challenges - for example, by removing the need for gender disaggregated reporting. It will be important for WFP to continue to build capacity in the use of the SFIS, and to make the platform more accessible to users to minimize this risk.

188. Female representation on school committees is increasing in part because of WFP's advocacy efforts in this area. The main threat to this trend is female members failing to play an active role in committee functions: this can be mitigated by providing capacity building support to committees in general and female members in particular. Finding sufficient regular resources to pay a realistic wage to the school cooks – who are mostly women – is also an important step to take. Although these factors are important for gender mainstreaming of women's participation, the failure to integrate these factors does not assume that girl students themselves will be negatively affected in receiving the benefits of the school feeding programme as meals are distributed equitably among the students regardless of gender.

Category 2: Effectiveness

189. **Conclusion 4:** There has been progress in the McGovern-Dole programming since the baseline, although there are gaps in terms of progress towards the 2020 baseline recommendations. Of the five recommendations, two have been implemented, two are close, and one has not been implemented yet.

190. Table 14 summarizes the progress against the recommendations.

Table 14: Progress against 2020 baseline recommendations

#	Recommendation	Status
1	WFP CO should develop a Theory of Change and joint workplan for the programme, in close collaboration with MoEYS and other relevant ministries (MoH, MoI, MoSAVY and MEF), as well as other implementing partners.	Done
2	The WFP CO should put more focus on Government capacity building and strengthening.	Ongoing
3	WFP CO, the MoEYS and other ministries should consider incorporating specific indicators measuring the progress of the transition in the monitoring plan.	Done in JTS
4	WFP CO, together with USDA, and in consultation with the Ministry of Women's Affairs, should give greater emphasis on gender analysis to strengthen gender considerations in both design and implementation, by developing specific gender indicators to be integrated as part of the programme design (RFs).	Limited Progress. Important future consideration. Studies undertaken; gender indicators not yet integrated
5	The WFP CO should assess whether the targeting of the schools should be adjusted and harmonize/balance the support given (including the community contributions), based on a clear needs assessment.	Not done as schools were closed during pandemic

Source: 2020 Baseline study, McGovern-Dole School Feeding Programme.

191. Overall, there has been progress towards handover despite the delays caused by the COVID-19 disruptions, and many of the midterm indicators have been reached or surpassed. This was particularly true for indicators related to programme implementation. The presence of high-level advocates in the MoEYS and the location of the NSPC in the MEF contribute to improved coordination for the school feeding programme. The issuance of the JTS between WFP and MoEYS in March 2022 was a major milestone. WFP has thus established, and partially delivered, the plan for school transition to Government handover, although below set pre-COVID targets. However, the disruptions caused by the pandemic led to delays in the handover process including the delay of the introduction of the Home-grown School Feeding programme (see the LRP Midterm Evaluation Report for more details), and experience with this programme at the school and district levels is one of the criteria for readiness for handover to the Government.

192. **Conclusion 5:** There are policies and structures in place, but continued rollout of the NHGSFP still depends on the support of high-level advocates. There is widely recognized affirmation across different levels of national and sub-national Government regarding the benefits and achievements of the programme. Interest in school meals at the community level is high. However, the functionality of the system is still highly dependent on personal motivation by key high-level stakeholders to ensure implementation at lower levels; similarly, implementation at the school level is strongly determined by the commitment and management skills of the principal. Ongoing training, capacity building and mentoring will be required to establish and

¹⁴² In the majority of schools visited, the fact that only one computer is available in each school was mentioned. Often, this computer is located in the principal's office and staff require permission to use it. In some cases, only the principal is able to login to the computer.

maintain a system not dependent on key advocates. The governmental decentralization process provides an additional challenge at the sub-national level.

Category 3: Sustainability

193. **Conclusion 6:** It is very likely that the school feeding programme will be continued by the Government beyond WFP and USDA's support as the NHGSFP is a government priority with high-level champions within the MoEYS. However, the national version of the programme will be different from the current HGSF programme. The WFP HGSF programme design is sophisticated and complete but requires high capacity and resources to manage. Stakeholders in the national Government, as well as CO staff, are aware that the Government will likely implement an adjusted version of the programme rather than the full WFP package. There is strong Government buy in and budgets are in place. WFP has started handing over schools and MoEYS has started to implement the programme.

194. **Conclusion 7:** An important gap in the transition process is a post-transition technical assistance phase between WFP and MoEYS. While MoEYS is highly committed to the school feeding programme (policies are at an advanced stage of development and the budget has been requested from the MEF), officials made it clear that they need more time to take full ownership. Key stakeholders at sub-national and national levels expressed concern that they would not be able to manage the programme without ongoing technical assistance post-transition. Without this additional capacity strengthening the risk that the programme will not be sustained is very real.

195. Filling the capacity gaps with the sub-national level stakeholders requires more time and effort to allow application of newly learned knowledge and skills and the development of their respective roles. The additional workload for school stakeholders in HGSF transitioned schools has not yet been factored into existing school and government systems. The sub-national departments will also need to manage schools at different levels of readiness due to the handover of entire districts and the use of activity-based criteria versus capacity criteria.

196. **Conclusion 8:** The transition process is complicated by the ongoing decentralization of the Government which affects lines of command and financial flows. In addition, the system functionality is still highly dependent on personal motivation by key stakeholders to ensure implementation at sub-national levels. While it is encouraging that champions exist at all levels, the heavy dependence on them shows the system is not fully functional yet.

197. **Conclusion 9:** The current project cycle for the McGovern-Dole has prioritized the more concrete components of handover of schools, but there has been less progress towards the institutionalization elements to maintain the schools (systems and institutions). The implicit project approach in this cycle has been to get the schools ready for operationalizing HGSF in order for schools to be handed over to the Government. The elaboration of the JTS was a key milestone and a good use of the pandemic period (as well as advancement in the drafting of the sub-decree).

198. However, transition components, the establishment of the appropriate policy frameworks, systems, and resourcing commensurate with the SABER-SF dimensions, have not seen as much progress due to a variety of internal and external factors. This imbalance between the handover and transition components led to a significant number of schools being handed over to the Government despite some of the necessary transition components not being in place. The imbalance has been due partly to the factors affecting results and partly due to the greater time required for larger system building processes. The repurposing of activities during the pandemic response overshadowed the transition elements related to building national and local capacities. In addition, WFP's capacity to play an enabling role related to transition (as opposed to handover) was limited by its staffing profiles where the SF Team was tasked with an extended workload, the number of staff and limited expertise on national and local governance processes.

199. **Conclusion 10:** The programme has made progress towards handover, but the timeframe of the current cycle is too short to sufficiently prepare the Government to continue the programme. In particular, the transition to the HGSF modality, with the support from the LRP grant, was substantially delayed due to COVID (see LRP midterm evaluation report summary in [Annex 13](#)) and thus many schools have not had the benefit of applying the full programme, rendering them unready for handover under the agreed criteria in the JTS. The renewal of the USDA grant for another cycle provides opportunities to further develop the needed on institutional capacity.

200. **Conclusion 11:** The next steps for building sustainability in the next cycle should focus on three SABER-SF dimensions: the policy framework, resourcing, and institutional systems. Progress is observed in the degree of school readiness, guidelines are in place, and a set of programme design and processes have been elaborated. Schools are ready for handover but the appropriate systems to support the schools afterwards are not yet in place.

201. The country capacity strengthening part has not yet had sufficient attention and application. For transition to be complete, WFP would need to shift to longer term accompaniment and technical assistance for transition. Available resources have been allocated for handover but there is an ongoing need for further investments in transition support.

202. At the national level, the current financial model for the NHGSFP needs stabilizing through a more strategic funding approach guided by gaps and priorities identified in the management of the schools that have already been handed over. Districts have budget limitations: Government resources provided to schools as cash transfers are only to be used for the procurement of commodities, and do not cover administrative, monitoring, reporting or other costs involved, indicating that a broader and more flexible, predictable financing for non-food related costs needs to be developed during the technical assistance period of post-transition support.

3.2 LESSONS LEARNED

203. Lessons learned for individual programme components have been reflected throughout the narrative. There are lessons learned applicable to the procedures, particular implementation practices of the McGovern-Dole programme, and in monitoring or evaluation. Table 15 summarizes the key lessons learned emerging from the findings.

Table 15: Lessons learned by category

No.	Lessons
Handover	
1	WFP should integrate increased staffing for national staff with expertise in government procedures. Providing technical assistance to the Government will become increasingly core to WFP's presence as the organization moves away from direct implementation. The presence of preferably national staff who have a thorough understanding of the workings of the government is essential.
2	Finalize government management systems prior to school handover. In order to provide good management of schools, government personnel rely on the presence of clear policy frameworks and procurement systems in place to ensure programme sustainability.
3	The Government requires a complete costing analysis for supporting school meals that integrates all ancillary management costs. This will enable them to make realistic budget allocations to implement the national school feeding programme. This in turn will increase a sense of ownership of the programme and reduce dependence of external sources of funding.
Project Management	
4	Continuous socialization. Given the high turnover of personnel within the school and government systems, the diversity of donor projects for school feeding, and the relative complexity of the system, there is a need to develop a system of 'continuous socialization' to provide a standardized training and orientation approach to incoming personnel at different levels of government from schools and suppliers to Ministry level.
5	Management training for school principals has been shown to be an enhancing factor for the school feeding programme. Collaboration with other stakeholders who provide general management training can leverage the impact of the school feeding programme.
6	Implementation of SFIS using computers and web-based application is difficult in remote settings. The development of software in Khmer that can be used on smartphones could solve some of the issues.
7	Repurposing school meals to THR is feasible and improves food security of the most vulnerable households. Transparency regarding the targeting of the support and the use of established registers of poor is essential for community acceptance.
Monitoring and Evaluation	
8	Gender indicators. Developing outcome indicators specifically related to women's participation and empowerment would provide greater visibility and intentionality of gender sensitivity.

3.3. RECOMMENDATIONS

204. Based on the patterns in the findings and conclusions, this midterm evaluation presents seven recommendations (Table 16). Due to pandemic disruptions, two of the baseline recommendations (included for the midterm as numbers 1 and 7) are still relevant for continued consideration. A fuller mapping exercise was done to show the links between the findings and conclusions presented, leading to the recommendations made, and this can be found in [Annex 8](#).

Table 16: Table of Recommendations

#	Recommendation	Focus	Responsibility (lead office/entity)	Other contributing entities	Priority	By when
1	Recommendation 1: NHGSFP Review and Lessons Learned. In alignment with the baseline report recommendation, WFP should support the MoEYS to undertake a systematic review of the national school meals implementation in schools handed over since 2019. This review should draw on the five SABER-SF dimensions to identify the challenges that need to be addressed, key lessons learned, and an assessment of the systems (beyond school level stakeholders) are necessary for NHGSFP implementation.	Strategic	SF Unit	MOEYS, MAFF, MOH, NSPC, FAO	High	Quarter 1 2023
2	Recommendation 2: Joint post-transition accompaniment. Based on the lessons learned from the midterm evaluation and an NHGSFP review, WFP, in collaboration with the MoEYS and NSPC, should conduct a systematic adjustment to the school meal programme processes to identify what is feasible and possible within the existing Government systems, structures, policies, and resourcing. This may include the adjustment of the NHGSFP processes and systems, including procurement, implementation, monitoring, and reporting processes to match the national context (i.e. available resources and capacities). However, this process should also identify the areas for ongoing WFP technical assistance to Government after handover and transition and should include a dedicated time period for WFP to continue to accompany Government in the Government's implementation of its NHGSFP.	Strategic	SF Unit	MOEYS, NSPC	High	Quarter 1 2023
3	Recommendation 3: Focus on strengthening institutional capacity and policy. Building on the school level processes established, WFP, in collaboration with the MoEYS and NSPC, should develop a framework to strengthen the institutionalization of the NHGSFP prioritizing the next steps in policy development (sub-decrees and instructions), monitoring and reporting (institutionalization) and resourcing.	Strategic	SF Unit	MOEYS, NSPC	High	Quarter 1 2023

#	Recommendation	Focus	Responsibility (lead office/entity)	Other contributing entities	Priority	By when
4	Recommendation 4: Preparatory assessment of handover readiness at school and district level. WFP, together with MoEYS and NSPC, should construct and use a structured and transparent tool to assess subnational system readiness for transition. This includes the capacity to implement the SFP at the school and district level, to ensure through tailored capacity building that all schools (and districts) are fully ready for handover before this occurs.	Operational	SF Unit	MOEYS, Subnational Offices of Education	High	Quarter 4 2022
5	Recommendation 5: WFP staffing adjustments. For the remainder of the programme cycle, WFP should seek to review and fill its current staffing gaps and consider the necessity of expanding its staffing profiles in preparation for a focus on the country capacity strengthening elements in systems strengthening required post-transition. The SF Unit and AO should consider upgrading staff capacity to better understand the D&D process, to contribute towards continuing engagement in the Government's processes and provide a wider WFP ownership of a transition and technical assistance accompaniment role to government and governance.	Operational	CO Senior Management		High	Quarter 4 2022
6	Recommendation 6: Gender sensitive procedures. WFP, in consultation with MoEYS and the Ministry of Women's Affairs, should conduct a gender analysis to seek to integrate increased gender sensitivity into school meals processes	Strategic	SF Unit, CO Senior Management	Gender Focal Point, RBB, MoEYS, NSPC	High	Quarter 2 2023
7	Recommendation 7: Making more visible gender contributions. In alignment with the baseline report recommendation, WFP, together with USDA and in consultation with MoEYS and the Ministry of Women's Affairs, should seek to integrate and visibilize the McGovern-Dole SFP contributions to gender in the next programme cycle by improving gender visibility in the results framework. This would include the identification of gender indicators that not only measure gender participation but also gender transformative change.	Operational	SF Unit	Gender Focal Point, RBB	Medium	Quarter 4 2022

ANNEXES

Annex 1: Terms of Reference Addendum

The original Terms of Reference supplied by the WFP CO are retained as a separate file and are available if required. The following presents the Addendum to the original TOR updated to consider the adjustments to be integrated into the midterm evaluation.

Terms of Reference (Addendum)

**ACTIVITY EVALUATION of
USDA McGovern Dole Grants FFE-442-2019-013-00
and USDA Local and Regional Food Aid Procurement
LRP-442-2019-011-00
for WFP School Feeding in Cambodia from 2019 to 2023**

WFP Cambodia Country Office

Terms of Reference (Addendum)

1. Since the baseline evaluations, Cambodia has gone through a prolonged period of COVID-19 related disruptions, including school closures between March 2020 and November 2021. Although WFP, together with the government and other partners, was able to adapt the school meals programme to take-home rations for households affected by COVID and has continued the capacity strengthening activities, many of the activities outlined in the both the McGovern-Dole and LRP agreements have been implemented in full only since late 2021 with the full re-opening of schools.

2. Given these changes, the following modification on the mid-term evaluation scope and methodology (outlined in Section 4. Evaluation Approach of the original TOR) will be made :

3. Evaluation Scope and Criteria
 - a. The scope of the mid-term evaluations will be limited to the three evaluation criteria, effectiveness, relevance, sustainability.
 - b. The preliminary results of project indicators will be examined through a desk review of existing monitoring data and through a secondary literature review in light of the limited project implementation due to the school closures. The project effectiveness will measure to what extent the COVID-19 disruptions have affected the projects' ability to meet final targets and provide recommendations.
 - c. The relevance of the project will be examined specific to the interventions that continued during the evaluated project period, such as the COVID-19 repurposed activities (Take Home Rations) and the transition to the National School Feeding Programme.
 - d. The sustainability criteria will be thoroughly and rigorously evaluated qualitatively to inform the full transition of the school-feeding programme to national ownership scheduled in the near future. The evaluation will review the progress of the transition of the school-feeding programme to national ownership, including the development of a transition strategy and operational guidelines, on-going capacity strengthening to (sub)national counterparts on implementation support and programme monitoring as well as an M&E capacity needs assessment conducted by WFP among national education authorities.

4. Evaluation Questions
The evaluation questions will be revised to the following:

	Original Questions	Revised Questions
Relevance	<ul style="list-style-type: none"> • To what extent is the SFP appropriate to the needs of the target beneficiaries on men, women, boys and girls? To what extent has the design of capacity strengthening activities met the needs of the government? • To what extent is the SFP aligned with overall USDA objectives as well as strategies, policies and normative 	<ul style="list-style-type: none"> • To what extent were the programme adjustments, including the design of the re-purposed activities appropriate in reaching the relevant beneficiaries with the right assistance and quality at the right time? To which extent were the re-purposed activities designed and effective in complementing the Government's

	<p>guidance; and Government’s relevant stated national policies, including sector policies and strategies?</p> <ul style="list-style-type: none"> • To what extent is the SFP aligned with frameworks of UN agencies and relevant development partners? To what extent is it aligned with WFP's overall strategy and related guidance? • To what extent has the SFP sought complementarities with interventions of other donor-funded initiatives, as well as initiatives of humanitarian and development partners operational in the country? 	<p>alternative learning mechanisms (ex. remote learning)?</p> <ul style="list-style-type: none"> • To what extent has the design of capacity strengthening activities met the needs and priorities of the government? • How relevant are the activities designed as the Project's Foundational Results in achieving the projects’ Strategic Objectives ?
<p>Effectiveness</p>	<ul style="list-style-type: none"> • To what extent at the mid-term point progress has been made towards reaching the overall objectives of the SFP (outlined in attachment A of the Agreement) for various beneficiary groups (by gender where applicable) and by type of activity? • What were the major factors influencing the achievement or non-achievement of the objectives and outcomes of the SFP by the time of the mid-term evaluation? 	<ul style="list-style-type: none"> • To what extent has progress been made towards the achievement of results and targets despite COVID-19? Only indicators with available data will be reviewed. Annex 1 of the Addendum outlines the project indicators and their data source for desk reivew. The indicators without any data is also outlined. • How has the COVID-19 pandemic and its subsequent restrictions influenced the ability of the programme to meet expected results and targets by agreed timeline? What are the recommendations and strategic action points based on this analysis.? • What were the major internal factors that have influenced the progress of the programme by the time of the mid-term evaluation?
<p>Sustainability</p>	<ul style="list-style-type: none"> • To what extent progress has been made against the overall handover process against the project plan and handover plan/strategy agreed with and endorsed by the Government? • To what extent were the SFP implementation arrangements include considerations for sustainability (handover to the government) at national and local levels, communities and other partners for all project components (school feeding, literacy, Food safety, WASH and hygiene, etc) agreed with and 	<p>All evaluation questions from the original TOR and:</p> <ul style="list-style-type: none"> • What were the major factors and/or project interventions that have both positively and negatively influenced the transition process? • What are the likely and potential implications of a complete phase out of WFP's interventions implemented with USDA's funding

	<p>endorsed by the Government and national stakeholders?</p> <ul style="list-style-type: none"> • To what extent progress has been made towards institutionalization of the measures planned as part of the technical assistance to the Government that is expected to support the sustainability of the intervention (including policy work, support to systems, institutional capacity etc)? What progress has been made since the project design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting financial sustainability of the SFP beyond WFP's intervention to the extent it can be evaluated by the mid-term evaluation (national budget for SFP and other funding sources)? • To what extent has SFP been successful in engaging Government and local communities (PTAs, farmers groups, etc) towards school feeding and education activities? Has the role of the communities and local stakeholders been institutionalized (as the Government policy, strategy and/or systems levels)? • Based on available evidence to what extent are the benefits of the program likely to continue beyond WFP's intervention for the targeted beneficiaries? 	<p>to the National School Feeding Programme?</p>
<p>Efficiency</p>	<ul style="list-style-type: none"> • Were the activities implemented in line with the SFP implementation plan and in a timely manner? What factors impacted the delivery process (cost factors, WFP and partners performance, external factors)? • Were the activities undertaken as part of SFP cost-efficient? • What factors impacted the cost efficiency of the program implementation? What measures can support enhancement of the SFP efficiency for the remaining implementation period? • What extent have information supplied by the monitoring and Beneficiary/Stakeholder Complaint and Feedback mechanisms been utilized for the SFP corrective measures? 	<p>None</p>

General	<p>1. Based on available evidence to what extent are the benefits of the program likely to continue beyond WFP's intervention for the targeted beneficiaries?</p> <p>2. What are recommendations for mid-course corrections to improve the project's relevance, efficiency, effectiveness, impact, and/or sustainability?</p>	<ul style="list-style-type: none"> • Remains the same within the new scope of the evaluation
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5. Methodology

While a detailed methodology will be developed by the hired evaluations consultants during the inception stage, the methodology will generally include:

- i. Desk Review of WFP Cambodia's own monitoring data, secondary literature review, which include but is not restricted to:
 - a. School Feeding Programme output data (for only the periods when schools re-opened)
 - b. Commodities distribution data
 - c. Take Home Ration output and outcome monitoring data
 - d. School Reopening Readiness Self-Assessment data
 - e. COVID-19 Socio-economic Assessment data, where data from project target areas can be extracted to examine food security and nutrition outcomes
 - f. Ministry of Education's annual EMIS data
- ii. The limitations of using secondary data will be clearly outlined in the Inception Report.
- iii. Qualitative methods will include in-person FGDs and KIIs of an exhaustive list of all relevant stakeholders to be able to sufficiently answer the evaluation questions. Qualitative data will be collected until data saturation. The key respondents for primary qualitative data collection is outlined in Table 4 of the original TOR (Section 4.4. Methodology). The number of FGDs and KIIs is expected to resemble or exceed the baseline sample size, which was 81 at the national and 247 at the sub-national level.

6. Timeline

The duration of the data collection will be modified as below. A full updated timeline is attached as Annex 2 of the Addendum:

	Agreed timeline	Modified
Data Collection	10 June – 11 July	13 June – 1 July

Updated Evaluation Time

*New rows in this column are the adjusted timeline during baseline due to COVID-19

**Modified during mid-term evaluation TOR revision

	Phases, Deliverables and Timeline	Period	Timeline	Baselines	Mid-term	End-line(***)	Led By
	Phase 1 - Preparation						Up to 15 weeks
	Desk review, draft of TOR and quality assurance (QA) using ToR QC	3 weeks	Original	8 Nov 2019			EM & EC
			New*	N/A			
	Sharing drafted ToR with outsourced quality support service (DE QS) & ERG, RB, and relevant WFP Headquarters divisions for comments	2 weeks	Original	6 Dec 2019			EM & EC
			New*	N/A			
	(1) Reviewing and revising the draft ToR based on comments received, (2) submitting the revised TOR to the internal evaluation committee for approval and (3) sharing the revised TOR with key stakeholders	1 week	Original	6 Dec 2019			EM & EC
			New*	N/A			
	Sharing the revised TOR with USDA for comments	4 weeks	Original	3 January 2020			USDA
			New*	N/A			
	Selection and recruitment of evaluation team	2 weeks	Original	17 Jan 2020			WFP RBB and CO
			New	N/A			
	Planning/reconfirming the schedule of the exercises with the selected evaluation Team		Original		19 Mar 2021	17 March 2023	EM & ET
			New*		20 Mar 2022	18 Apr 2023	
	Provision of the data/electronic library to the Evaluation Team	3 weeks	Original	07 February 2020	9 April 2021	7 April 2023	EM & ET
			New*	N/A	07 April 2022	05 May 2023	

Phase 2 - Inception							Up to 10 weeks
Briefing TOR to evaluation team	1 day		10 Feb 2020				EM & EC
Remote desk review and submission of a draft inception report (IR)	3 weeks	Original	28 Feb 2020	30 Apr 2021	28 Apr 2023	ET	
		New*	N/A	29 April 2022	26 May 2023		
Sharing the draft IR with DE QS and ERG, RB, donor (as required/agreed with the donor) and relevant WFP Headquarters divisions for comments		Original	6 Mar 2020	7 May 2021	30 May 2023	EM & EC, ERG, DEQs, RB	
		New*	N/A	2-20 May 2022	02 Jun 2023		
Revise draft IR based on feedback received from DE QS and ERG, RB and submit final revised IR	1 week	Original	13 Mar 2020	14 May 2021	12 May 2023	EM & EC	
		New*	N/A	21-27 May 2022	09 Jun 2023		
Review final IR and submit to the evaluation committee for approval	1 week	Original	20 Mar 2020	21 May 2021	19 May 2023	ET	
		New*	N/A	May 30- 03 June 2022	16 Jun 2023		
Phase 3 - Data collection							Up to 7 weeks
Briefing of evaluation team at CO	1 day	Original	23 Mar2020	24 May 2021	22 May 2023	ET & WFP CO	
		New*	N/A	10 June 2022	20 Jun 2023		
Data collection	4 weeks	Original	10 Apr 2020	11 June 2021	9 June 2023	ET	
		New*	21 Sept 2020	13 June 2022**	07 Jul 2023		
Debriefing of evaluation team at CO	1 day	Original	10 Apr 2020	11 June 2021	12 June 2023	ET & WFP CO	
		New*	19 Oct. 2020	1 July 2022**	11 Jul 2023		
Phase 4 - Analyze data and report							Up to 16 weeks
Draft evaluation report (ER)	4 weeks	Original	1 May 2020	2 July 2021	30 June 2023	ET	
		New*	30 Oct 2020	10 Aug 2022	28 Jul 2023		

	Sharing the draft ER with DE QS and ERG, RB, and relevant WFP Headquarters divisions for comments	2 week	Original	8 May 2020	9 July 2021	7 July 2023	EM & EC
			New*	06 Nov 2020	11-24 Aug 2022	04 Aug 2023	
(1) Reviewing and revising the draft ER based on comments received, (2) submitting the revised ER to the internal evaluation committee for approval and (3) sharing the revised ER with key stakeholders	2 week	Original	15 May 2020	16 July 2021	14 July 2023	EM & EC	
		New*	13 Nov 2020	07 Sept 2022	11 Aug 2023		
Revise the drafted ER based on stakeholder comments	2 week	Original	22May 2020	23 July 2021	21 July 2023	ET	
		New*	20 Nov 2020	21 Sept 2022	18 Aug 2023		
Sharing the revised ER with USDA for comments	4 weeks	Original	19 Jun 2020	20 August 2021	18 August 2023	USDA	
		New*	18 Dec 2020	19 Oct 2022	15 Sept 2023		
Revision of the draft ER based on stakeholder comments	2 week	Original	26 Jun 2020	27 August 2021	25 August 2023	ET	
		New*	9 Apr 2021	02 Nov 2022	22 Sept 2023		
Phase 5 - Dissemination and follow-up (WFP only)							Up to 6 weeks
Prepare management response	4 weeks	Original	24 Jul 2020	24 Sept 2021	22 Sept 2021	EM, EC, WFP Program and Mgt	
		New*	9 Apr 2021	30 Nov 2022	20 Oct 2023		
Sharing final ER and management response with OEV for publication	2 weeks	Original	7 August 2020	8 Oct 2021	6 Oct 2023	EM & EC	
		New*	9 Apr 2021	14 Dec 2022	03 Nov 2023		

Annex 2: Timeline

Note: The overall timeline for the three phases of the evaluation is included in [Annex 1](#).

PLANNING	2022
Planning/reconfirming the schedule of the exercises with the selected evaluation Team	20-Mar-22
Provision of the data/electronic library to the Evaluation Team	7-Apr-22
INCEPTION	
Briefing TOR to evaluation team	
Remote desk review and submission of a draft inception report (IR)	29-Apr-22
Sharing the draft IR with DE QS and ERG, RB, donor (as required/agreed with the donor) and relevant WFP Headquarters divisions for comments	20-May-22
(1) Reviewing and revising the draft IR based on comments received, (2) submitting the revised IR to the internal evaluation committee for approval and (3) sharing the revised IR with key stakeholders	27-May-22
Revision of drafted IR based on stakeholder comments	3-Jun-22
FIELD / DATA GATHERING	
Briefing of evaluation team at CO	13-Jun-22
Data collection	13-30 June
Debriefing of evaluation team at CO and with external stakeholders	30 June & 1-Jul-22
ANALYSIS / REPORTING	
Draft evaluation report (ER)	10-Aug-22
Sharing the draft ER with DE QS and ERG, RB, and relevant WFP Headquarters divisions for comments	24-Aug-22
(1) Reviewing and revising the draft ER based on comments received, (2) submitting the revised ER to the internal evaluation committee for approval and (3) sharing the revised ER with key stakeholders	7-Sep-22
Revise the drafted ER based on stakeholder comment	21-Sep-22

Annex 3: Methodology

3.1. OVERVIEW OF METHODOLOGICAL PROCESS AND APPROACH

Per the Addendum to the ToR ([Annex 1](#)), Cambodia has experienced substantial COVID-19 related disruptions, including to the education systems. School closures over a 20-month period from March 2020 through October 2021 forced WFP and the Government to make adaptations to the school meals programme. The disruptions meant that many of the activities planned for the McGovern-Dole (and LRP) programming were delayed or reduced, with full implementation only since late 2021 after schools re-opened. Given the pandemic disruptions, it was determined that a midterm household, school, and supplier survey would not be productive and that instead, the preliminary results of programme indicators would be examined through a desk review of monitoring data and relevant secondary literature review.

Furthermore, at the time of the development of the TOR, the WFP CO had been informed by USDA that further support to this programme after the present agreement ends in October 2023 would not be forthcoming which led to the inclusion of an evaluation question related to the implications of no continued USDA funding. However, since then, the McGovern-Dole USDA grant has been renewed for another cycle which will affect how the sustainability evaluation questions are addressed.

Given these pandemic disruptions and funding decisions, the intended scope of the midterm evaluation has been modified from the original ToR to emphasize understanding of the mitigation measures taken during the pandemic, their effect on programming, and the progress towards handover and transition. Consequently, this evaluation will be focused on three evaluation criteria: relevance (especially of pandemic mitigation adaptations), effectiveness, and sustainability (with a focus on steps yet to be taken to ensure a smooth handover and transition by the end of the cycle). The following table describes the revised questions for this midterm evaluation.

Evaluation TOR Questions

Evaluation Criteria	Midterm ToR Questions
Relevance	<p>To what extent were the programme adjustments, including the design of the re-purposed activities appropriate in reaching the relevant beneficiaries with the right assistance and quality at the right time? To which extent were the re-purposed activities designed and effective in complementing the Government's alternative learning mechanisms (ex. remote learning)?</p> <p>To what extent has the design of capacity strengthening activities met the needs and priorities of the government?</p> <p>How relevant are the activities designed as the programme's Foundational Results in achieving the Strategic Objectives?</p>
Effectiveness	<p>To what extent has progress been made towards the achievement of results and targets despite COVID-19?¹⁴³</p> <p>Factors affecting results: How has the COVID-19 pandemic and its subsequent restrictions influenced the ability of the programme to meet expected results and targets by agreed timeline? What are the recommendations and strategic action points based on this analysis?</p> <p>Factors affecting results: What were the major internal factors that have influenced the progress of the programme by the time of the midterm evaluation?</p>
Evaluation Criteria	Midterm ToR Questions
Sustainability	<p>To what extent progress has been made against the overall handover process against the programme plan and handover plan/strategy agreed with and endorsed by the Government?</p> <p>To what extent were the SFP implementation arrangements include considerations for sustainability (handover to the government) at national and local levels, communities, and other partners for all programme components (school feeding, literacy, Food safety, WASH, and hygiene, etc) agreed with and endorsed by the Government and national stakeholders?</p>

¹⁴³ Only indicators with available data will be reviewed. [Annex 1](#) (Addendum) outlines the programme indicators and their data source for desk review. The indicators without any data are also outlined.

	<p>To what extent progress has been made towards institutionalization of the measures planned as part of the technical assistance to the Government that is expected to support the sustainability of the intervention (including policy work, support to systems, institutional capacity etc)? What progress has been made since the programme design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting financial sustainability of the SFP beyond WFP's intervention to the extent it can be evaluated by the midterm evaluation (national budget for SFP and other funding sources)?</p> <p>To what extent has SFP been successful in engaging Government and local communities (PTAs, farmers groups, etc) towards school feeding and education activities? Has the role of the communities and local stakeholders been institutionalized (as the Government policy, strategy and/or systems levels)?</p> <p>Based on available evidence to what extent are the benefits of the program likely to continue beyond WFP's intervention for the targeted beneficiaries?</p> <p>What were the major factors and/or programme interventions that have both positively and negatively influenced the transition process?</p> <p>What are the likely and potential implications of a complete phase out of WFP's interventions implemented with USDA's funding to the National School Feeding Programme?</p>
General	<p>Based on available evidence to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries?</p> <p>What are recommendations for mid-course corrections to improve the programme's relevance, efficiency, effectiveness, impact, and/or sustainability?</p>

Source: WFP Cambodia McGovern-Dole and LRP Evaluation ToR FY19 Addendum Final

The change in focus for the evaluation to readiness for handover (sustainability) shifted the midterm study to a mostly qualitative approach (with support of secondary data) and a quantitative survey was not undertaken. The evaluation used a theory-based, participatory, and gender-responsive evaluation approach. A theory-based evaluation¹⁴⁴ is appropriate since the programme is based on two theories of change (the Results Frameworks) explaining how the intervention is expected to produce its results. A theory-based approach will therefore enable the evaluation analysis to determine whether the theory of change (Results Frameworks) holds true.

Evaluation analysis involved the mapping of potential pathways from interventions to results to identify how WFP contributions have evolved over time and to what degree observed changes can be linked to WFP interventions or other externalities. This included understanding the interlinkages between the national level country capacity strengthening work with local level direct implementation and the decentralized capacity development. To effectively examine capacity strengthening, reference was made to WFP's corporate capacity strengthening framework, adapting it to the needs of this assignment.

The full evaluation series will aim to answer the evaluation questions as listed in the TOR and amended in the Addendum ([Annex 1](#)).¹⁴⁵ These questions are grouped under the key evaluation criteria developed by the Organisation for Economic Co-operation and Development's Development Assistance Committee:¹⁴⁶ relevance, coherence, effectiveness, efficiency, impact, and sustainability. These criteria are used to provide a standardised framework for addressing the objectives of accountability and learning, as outlined above. However, for this midterm evaluation, not all criteria were appropriate¹⁴⁷ as described in the scope of the evaluation, and the ET focused on the main evaluation criteria and questions of relevance, effectiveness, and sustainability. In particular, this midterm evaluation also focused on Government engagement and capacity building to manage and implement school feeding programmes.

The questions proposed in the TOR have been further expanded during the development of the Evaluation Matrix ([Annex 4](#)). This matrix formed the basis for the data collection in Phnom Penh (national level) and in the three target provinces (Siem Reap, Kampong Thom and Kampong Chhnang). The matrix added sub-questions relevant to each area, and traced a path from question to answer, providing the ET with information about how to answer the questions. It provides measures and indicators for the answers, sources of information likely to provide the answers, and how the ET were to collect and analyse the data as well as a brief note on the expected

¹⁴⁴ Theory based evaluation is an approach to evaluation (i.e., a conceptual analytical model) and not a specific method or technique. It is a way of structuring and undertaking analysis in an evaluation. A theory of change explains how an intervention is expected to produce its results.

¹⁴⁵ WFP Cambodia Country Office. Terms of Reference (Addendum) Activity Evaluation of USDA McGovern-Dole Grants FFE-442-2019-013-00 and USDA Local and Regional Food Aid Procurement LRP-442-2019-011-00 for WFP School Feeding in Cambodia from 2019 to 2023

¹⁴⁶ <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

¹⁴⁷ As per the amended evaluation questions, no information will be collected on efficiency and impact.

quality of the data. The matrix was based on the indicators from the Results Frameworks, against which to measure achievements. All subsequent tools and methodologies were based on the evaluation matrix.

While the overall evaluation series (baseline, midterm, and endline) will employ a quasi-experimental case-control (comparison) evaluation design, such as was used in the 2017-2019 baseline/endline evaluations, the midterm evaluation focused on the case schools due to time limitations and the context of the pandemic and its impact on the programme.^{148,149} The midterm evaluation methodology used mixed data collection methods and triangulate information from different methods and sources to enhance the validity of findings. The 2020 baseline study was used as context to assist with determining the attributability of midterm (and endline) results to the programme intervention and the pandemic.

The midterm methodology prioritized qualitative approaches to collect primary data, as well as a review of secondary data and documents provided by the CO, and other documentation gathered before and during the fieldwork. These included relevant programme documents, annual reports, monitoring reports, previous evaluation reports, various assessments that formed the basis for the programme design, WFP and Government policies and normative guidance.

Qualitative data was gathered through KIIs and FGDs with a range of key stakeholders at national, sub-national and school/community level (see [Annex 9](#)). The variety of stakeholders was intended to promote the participation of diverse groups, including beneficiaries such as parents, cooks, teachers, and other school staff, as well as other stakeholders at the national, provincial and district levels.

During the baseline, the ET had developed a rigorous sampling process to better track the contributions of the USDA-supported programme over the entire cycle. The school list for WFP's school feeding activities in the three provinces totals 522 institutions.¹⁵⁰ Based on the original design, 302 schools were to be supported by the USDA grants through the entire programme cycle while the others were gradually transitioned to government.¹⁵¹ There were three different modalities found among the schools: SMP (only rice and oil provided by WFP), SMP+Hybrid (rice and oil provided by WFP and cash transfers for obtaining meat and vegetables through local procurement) and HGSF (transferred to national government management of pure local procurement). To enable evaluation of the USDA-supported programme over the entire programme cycle, the sample for intervention schools was drawn from these USDA supported institutions that would be present throughout the cycle. From this list of schools, two different samples were taken. The one for the quantitative survey (not repeated in the midterm evaluation period) and another for the qualitative data collection.

Four main criteria were used to select the site visit schools at baseline: Information richness (are the schools (and stakeholders associated) sufficiently familiar with SMP activities to provide insights?), accessibility (can the schools be accessed by the evaluation team?), gender (does the mix of schools and stakeholders adequately represent gender diversity?), and diversity (does the mix of schools represent the diversity of SMP schools?). In addition, quality of performance was also included as a second level criteria selecting a mix of high performing and low performing schools. Based on these criteria and the selection of the specific project site visits, the final selection was made in consultation with WFP personnel during the baseline to ensure that the final selection represented the important stakeholder groups and the diversity of the schools affected by the interventions.

At the midterm evaluation, the sampling mimicked the baseline process. Due to the absence of a quantitative data collection component in the midterm evaluation, to better track changes over time in schools qualitatively, the ET chose to use a panel study approach for the school visits in the midterm evaluation. This meant that the ET again visited and interviewed the same sample of eight schools selected for qualitative interviews in the baseline. In addition, two additional schools were included that had been transferred to the government HGSF since the baseline. These were included to provide insights into the transition process and the sustainability of gains after transition at the school level. Thus, there were three different modalities found among the ten

¹⁴⁸ Dunn et al., 2017. Baseline Report for WFP Cambodia and the USDA/McGovern-Dole Food for Education Programme 2017-2019.

¹⁴⁹ Dunn et al., 2020. Endline Evaluation of United States Department of Agriculture (USDA) McGovern-Dole Grant Food for Education Programme for WFP Cambodia FY 2017-2019 FINAL Evaluation Report: Volume 1 – Main Report.

¹⁵⁰ Detailed school lists only provided for SY 2020-2021 onwards, not for 2019-2020. School list final 20-05-2020.xls, shared on 21 May 2020. Updated school list available for 2021-2022.

¹⁵¹ The targets for schools have been amended from the original design following the revision of transition targets in the Joint Transition Strategy. By the end of the programme cycle in 2023, 181 of these schools are expected to be handed over to the Government. Thus, the remaining 341 schools were to be supported by the USDA grants: HGSF-Hybrid (McGovern-Dole + LRP - 58 schools) and HGSF-Hybrid (McGovern-Dole + other donors - 283 schools).

schools (profiled in following table). For the key informant interviews, the same stakeholder classes were used as were identified during the baseline.

Schools Visited During Site Visits (Midterm Evaluation)

Province	District	Schools	Modality
Kampong Chhnang	Baribour	Chambak Raingsei	HGSF
Kampong Chhnang	Samaki Meanchey	Takeo	SMP+Hybrid
Kampong Chhnang	Samaki Meanchey	Meanok	SMP+ Hybrid
Kampong Thom	Santuk	Cheay Sbai	SMP
Kampong Thom	Baray	Banteay Chas	SMP+ Hybrid
Kampong Thom	Baray	Serei Sophoan	SMP+ Hybrid
Siem Reap	Soutnikom	Thnal Dach	SMP+ Hybrid
Siem Reap	Soutnikom	Trapeang Trom	SMP+ Hybrid
Siem Reap	Chikraeng	Thnal Kaeng	SMP
Siem Reap	Angkor Thom	Svay Chek	HGSF

For the qualitative work, the international team members travelled to Cambodia, and the entire ET was directly involved in the primary data collection (including face-to-face key informant interviews, field visits and observation). The data collection phase comprised a field mission of three weeks. The full ET visited Siem Reap province for three days, and then, due to time constraints, the full team split into two smaller teams to visit Kampong Thom and Kampong Chhnang. The smaller teams in each province represented members of the McGovern-Dole School Feeding evaluation team as well as the LRP evaluation team to collaborate in the data collection to ensure that information related to both evaluations was collected in all three provinces.

In the final days of the data collection phase, two exit briefings were held, one with WFP staff and one with external stakeholders, to present an overview of the preliminary findings and gather additional insights and inputs from the stakeholders. PowerPoint presentations of these summary findings were made available to WFP. These workshops were held virtually due to concerns over COVID-19.

Gender Considerations. Although the two results frameworks do not contain specific gender related outcomes, outputs, and indicators, the ET analysed the extent to which GEWE objectives and mainstreaming principles were included in the intervention design and aligned with the SDGs and other system-wide commitments enshrining gender rights. Gender equality and women's empowerment can potentially be evaluated and incorporated into activities in four ways, based on social criteria within a network of interconnected power structures (such as policies, laws, and the media): (i) adapting food assistance to the specific needs of men, women, girls, and boys; (ii) ensuring equal participation of women and men in food security and nutrition programmes; (iii) increasing women and girls' participation in household, community, and society decision-making; and (iv) a fundamental strategy that respects their right to ensure the safety, dignity, and integrity of women, men, girls, and boys.

Gender analysis assessed the extent to which different voices, vulnerabilities, capacities and priorities of women, men, girls, and boys are reflected in McGovern-Dole programme's design, selection, implementation, and monitoring – and how these distinct groups might benefit from the programme socially and materially. This detail was gathered through discussions and interviews with school administrators, teachers, parents, and other key stakeholders as part of qualitative data collection. Analysis included a review of SMP participation and feedback mechanisms to identify potential gender issues identified and to be addressed during implementation.

Complementary tools and data sources were used for this approach, building on the evaluation matrix to mainstream gender analysis in the tools developed for the evaluation ([Annex 6](#)). This was triangulated with secondary sources, including WFP monitoring data, direct observation and perceptions discussed with local authorities and WFP staff (especially women).

The ET ensured that the data collection process included active participation of women and men to inform a better understanding of the programme from their distinct perspectives at school, household, and government/WFP levels. This included timing the FGDs appropriately, recognising the distinct time obligations of different gender groups. Similar steps were taken to ensure all respondents felt that consultations were conducted in appropriate locations at appropriate times of day. During data analysis, the ET ensured that the perceptions and priorities of women and men were represented in the findings. Data disaggregation is included for all indicators as available.

The ET therefore: i) integrated a gender lens throughout all evaluation enquiry and analysis, led by the International Evaluator (Mike Brewin); ii) applied good practice in the collection, analysis, and reporting of gender sensitive and disaggregated data, both primary and secondary; iii) paid attention to appropriate timing, location, facilitation, and enumeration of all consultations, interviews, and focus groups; iv) sought to understand gendered impact on distinct stakeholder groups affected by the programme; v) sought to understand the programme's gender dimensions locally and how they relate to the national context, including other government and WFP policies and programmes; vi) assessed any ways that transition plans may threaten GEWE objectives; and vii) worked in ways that are appropriate to the socio-cultural context and in accordance with the UNEG Code of Conduct and Ethical Guidelines.¹⁵² Finally, to ensure that the evaluation employed a gender-sensitive lens, the methodology was guided by the UNEG guidance on gender (UNSWAP).

3.2. EVALUABILITY ASSESSMENT

Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible manner. During the inception phase, the ET identified several key evaluability challenges. The primary constraint to evaluability has been the disruptions in the planned programming due to the COVID-19 pandemic. This has had a cascade effect on multiple dimensions of the evaluation including limiting the degree to which programme activities have been implemented, limiting the utility of the implied theory of change in the results framework, and reducing the amount of time available for outcome level indicators to be affected. The ET identified mitigation measures that were applied to inform the selection of the data collection methods and their application. These mitigation measures are summarized in the following table. Despite the challenges, the ET considers the evaluability of the McGovern-Dole SMP to be good.

Summary Evaluability Challenges and Mitigation Measures

Evaluability Challenge	Methodological Mitigation
COVID-19 disruptions forced activity adaptations to respond to the pandemic delinking activities from original results framework.	Elaboration of a re-assessment of the results framework taking into account the adapted activities and tracing potential contributions through qualitative interviews. The combination of a re-assessment of modified activities within the results framework causal pathways and critical assumptions can be used to develop a plausible explanation regarding the degree to which WFP activities can be associated with contribution to strategic outcomes.
School closings led to delays in implementing targeted activities.	In addition to comparing activity and output achievements to established targets, identify mechanisms that were employed to overcome limitations to school closing and their potential relevance for ongoing implementation. This leads into the assessment of the remaining progress to be made and identification of aspects that need strengthening to enable objectives to be met.
Pandemic disruptions created delays in intended capacity development activities for handover and transition.	Inputs from qualitative interviews and document review combined with the application of the Country Capacity Strengthening (SABER-SF) process milestones from the Corporate SABER-SF framework to develop a post-facto assessment of progress.
Insufficient timeframe for outcome indicator changes to be reflected	Inputs from qualitative interviews and document review combined with the reconstructed contributions to results framework to assess potential future changes and cascade effects in outcome indicators.
GEWE issues not reflected in the Results Frameworks so internal WFP data on this may be thin or lacking	Although gender is not explicit in the Results Frameworks, the ET, through qualitative interviews, developed perceptions of the extent to which girls benefit from, and may continue to benefit from literacy, health, and dietary outcomes relative to their male counterparts. In addition, the ET paid special attention to assess the extent to which a gender lens is applied to the approach towards handover and sustainability.

At the time of the midterm evaluation, certain assumptions have been made with implications for evaluability: i) that the current travel rules in many countries will remain in place or be eased slightly in the coming months; ii) that current working possibilities within Cambodia – no restrictions on movement or meetings - will not be tightened; iii) that schools will remain open and that contact with communities and meetings with school and

¹⁵² Available at: <http://www.unevaluation.org/document/download/547> and <http://www.unevaluation.org/document/download/3625>

Government officials will remain possible with some advance planning. These assumptions held true throughout the data collection phase.

3.3. DATA COLLECTION INTERVIEWS AND ANALYSIS

Data Collection Tools: Three data collection methods were used to answer the evaluation questions: i) document review; ii) primary qualitative data collection through interviews, focus group discussions, and iii) project site visits and observations. The bulk of the tools designed fell under category ii. For understanding performance towards SABER-SF framework, a review of capacity development and technical assistance activities against the corporate SABER-SF dimensions was used to map intervention patterns. The data collection tools can be found in [Annex 6](#).

Document review. The ET reviewed relevant reports from secondary sources including both internal WFP documentation and external sources such as Government policies or publications. Monitoring data, assessments, studies, previous evaluations were all included. The review included the following documentation: i) programme proposals, programme budget and budget revisions, and progress reports, including from previous rounds of the McGovern-Dole programme; ii) donor agreements and reports; iii) assessment reports and previous evaluation reports; iv) Monitoring and Evaluation Unit reports and associated gender disaggregated data; v) Cooperating partners' programme monitoring reports and data; vi) WFP corporate policies and strategies on school feeding, education, nutrition, health, and gender; vii) strategic and annual plans and reports; viii) school level data and reports. [Annex 10](#) provides the complete document list.

Qualitative Data Collection. The qualitative data elicited stakeholder perceptions that addressed all the criteria and the main guiding questions, focusing on relevance, effectiveness, and sustainability. The ET members conducted the field mission together; translators were hired locally to assist the international ET members as needed. Detailed daily discussions among all ET members were used to guide the data collection and processing, culminating in a two-day internal ET workshop to synthesize key findings and patterns. The itinerary for the qualitative data collection and the final programme of meetings was arranged and managed in cooperation with the CO and the Siem Reap Area Office.

Qualitative information was gathered through KIIs with principal informants, formal and informal interviews with others, FGDs, observation and other means, with the following groups (List of interviewees is provided in [Annex 9](#)):

- Beneficiaries, particularly ensuring gender balance among the informants, including school administrators and teachers, school cooks, parent members of the School Supporting Committee;
- Local School Feeding Committee (LSFC) (men and women as possible);
- Local leaders and other significant community stakeholders, such as the Commune Council;
- National, provincial & local government officials, including representatives of relevant Government agencies & departments;
- Key WFP staff at different levels, including at the WFP Regional Bureau or Headquarters as necessary;
- Staff of implementing partner organizations;
- Staff of other relevant United Nations agencies, donors, and NGOs.

The ET used a semi-structured interview guide tailored to the expertise and relevance of each respondent group to ensure that all areas of interest are covered during an interview ([Annex 6](#)). The interview guides are based on the questions outlined in the Evaluation Matrix ([Annex 5](#)). The FGD guides were used to assist the facilitation of the discussions, and to ensure the opinions of the various stakeholders, both collectively and individually, were gathered. The qualitative data was analysed using a narrative thematic approach.

Daily team debriefs guided the data collection and adjustments were conducted as feasible. Evidence was verified and corroborated through systematic triangulation as described below. When contradictions were found between different data, the ET engaged with WFP staff and other informants to identify the reasons for contradictions between various sources. Details of reporting dates are found in [Annex 2](#).

In total, 425 persons (58 percent women) were interviewed through FGDs and KIIs ([Annex 9](#)) from national, provincial, district, and school levels.¹⁵³ The following table provides the summary by category of stakeholder. The schedule and map of site visits is provided in [Annex 7](#).

¹⁵³ Among these, 153 participated in Focus Group Discussions.

Persons Interviewed by Category

Category	Number	Percent Women
National Government	25	23%
Provincial and District Authorities	98	23%
NGOs (and implementing partners)	22	38%
School Stakeholders	103	62%
Parents	99	86%
Suppliers and Farmers	16	75%
WFP (CO and Internationally)	47	73%
United Nations Agencies and Donors	15	29%
Total	425	58%

Data Analysis: Each data collection method had its own analytical approach. Quantitative data collection relied on existing WFP-compiled quantitative information including the in-country databases, and semi-annual reports including indicator accomplishments. The quantitative data were analysed primarily through descriptive and frequency analysis with cross tabulation for indicators or criteria of interest.

The document review relied on thematic narrative analysis for highlighting key themes from the documents and connect them to the relevant points in the evaluation matrix. A review tool was used to organize analysis for a more systematic identification of themes and allow for comparison across document sources. To ensure data quality in the document review, the ET relied on triangulated comparisons of findings from multiple ET members referenced against the review tool.

Quantitative analysis was primarily descriptive statistics based on the targets and achievements reported in the semi-annual reports to USDA. While the data is accurate for individual six-month reporting periods, this leads to challenges when determining cumulative achievements. There are duplicates between individual reporting periods. This limits the degree to which cumulative achievements can be assessed against the end of cycle targets. The evaluation relied on the country office internal calculations for determining cumulative achievements. Based on discussions with the CO, two methods of calculation were used: For results related to student numbers, the result was calculated by taking the highest number reported in the semi-annual reports in any six-month period between October 2019 and March 2022, and adding that to a sixth of the total of student numbers reported for the other periods. All other results simply use the highest number reported in all of the semi-annual reports over the October 2019 - March 2022 reporting period.

Qualitative analysis was based on an iterative process of identifying key thought units related to each evaluation question from the KIIs, organizing these thought units into clusters and identifying the key themes within each cluster. The data sources for this analysis were the interview notes from the interviews conducted during the data collection phase by the ET. Data quality was assured through triangulation of interviewers, sources, and feedback sessions which relied on iterative qualitative analysis.

Since outcome level indicators in the programme are not sufficient to capture the range of potential WFP contributions to country capacity strengthening for handover and transition, the ET supplemented the available data with the adaptation of the dimensions from the SABER-SF Framework to map the range of WFP contributions to handover and transition across the five dimensions.

Sustainability analysis was used to combine the five dimensions highlighted in the evaluation matrix: i) policy framework; ii) institutional capacity and coordination; iii) program design and implementation; iv) financial capacity; and v) role of non-state actors. To assess progress towards sustainability, the SABER-SF uses a four-category rubric for each of the dimensions with four classifications: latent, emerging, established, and advanced. The full rubric is found in the SABER-SF manual:

http://wbgfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/Background/SHN/SABER_SchoolFeeding_Manual.pdf.

Additional analysis exercises included an ET-only analysis workshop at the end of the data collection phase, the presentation of key emerging findings at the end of the data collection mission, the presentation of preliminary findings to country office management and with Government stakeholders at the end of the data collection mission. These exercises were intended to not only present preliminary findings, but also to generate additional insights, triangulate patterns, and elicit feedback from stakeholders on patterns and conclusions.

3.4. ETHICAL CONSIDERATIONS, RISKS, AND MITIGATION MEASURES

WFP's decentralised evaluations must conform to WFP and UNEG ethical standards and norms. Accordingly, KonTerra is responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, but is not limited to, ensuring informed consent (including for recording of the interviews), protecting privacy, confidentiality, and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups), and ensuring that the evaluation results in no harm to participants or their communities.

Interviews were conducted in accordance with UNEG's 2008 Ethical Guidelines for Evaluation, notably to ensure that informants understand that their participation in the qualitative interviews was voluntary and that data collection from individuals would proceed on the basis of informed consent, anonymity, and confidentiality. Participants were informed of the purpose of the evaluation and how the information and perspectives they provide will be used. WFP staff did not take direct part in interviews or FGDs beyond introductions, unless they were themselves direct participants. All data collected was solely used for the purpose of this evaluation, and field notes remained confidential and were not to be turned over to public or private agencies, including WFP.

Procedures were in place in the case that unanticipated effects of the intervention on human rights or gender equality were identified. However, no such cases were identified during the field data collection, and these did not need to be activated.

The ET found that this midterm study encountered minimal limitations and risks. With the COVID-19 pandemic on the decline, access to schools and all stakeholders was no longer limited. The possibility of a flare-up due to new variants remained real but did not affect processes except for shifting the exit briefings to online format as a precaution. As the schools were reopened, data was readily available and of acceptable quality.

Commune level elections took place on 5 June 2022. The data collection took place after these were over and the process was therefore not affected. However, when planning the interviews, there were some challenges when newly elected individuals were not fully aware of the programme. Even when the stakeholders were new and unfamiliar with the programme, the ET conducted interviews to obtain perspectives of incoming stakeholders that would have implications for sustainability.

To minimize the risks of exposure to COVID-19, the ET paid particular attention to health guidelines in force, in accordance with WFP technical guidelines and CO practices.¹⁵⁴ The situation in Cambodia was closely monitored, and flexibility – or postponement – of the work was an option, although did not become necessary. The ET took periodic COVID-19 rapid tests throughout the data collection phase to monitor the likelihood of contraction. These were always negative. To mitigate time limitations, the McGovern-Dole ET and the LRP ET collaborated and split up so that data on both programmes could be collected in all three provinces within the available time, and national level interviews relevant to both were conducted simultaneously.

¹⁵⁴ WFP OEV. Technical Note for Planning and Conducting Evaluations during COVID-19. April 2020.

Annex 4: McGovern-Dole Results Frameworks

4.1. DESCRIPTION OF MCGOVERN-DOLE PROGRAMME LOGIC AND ACTIVITIES

1. Capacity Building

- WFP works in close collaboration with the MoEYS to strengthen institutional capacities in the ministry, its subnational authorities, and local communities to create an enabling environment for a national school feeding programme by focusing on targeted support across line ministries to support the establishment and/or institutionalization of sustainable mechanisms, guidelines, policies, and budgets.
- WFP in partnership with MoEYS will provide refresher training for implementers on school feeding implementation based on operational guidance developed in 2019. This training will focus on meal delivery and on the Home-Grown School Feeding (HGSF) systems.
- WFP will engage with communities, local authorities, and relevant national authorities to strengthen sub-national capacities to monitor and adjust the programme as it shifts to a national school meals program.
- WFP will collaborate with commune councils and school principals to promote the integration of school feeding into local development plans and support clarity of roles and responsibilities for the local management of the program. Commune councils will provide a platform for awareness campaigns targeting parents/ communities on the importance of education in general as well as school feeding, and the importance of community engagement in setting the stage for handover.
- WFP will work with MoEYS to expand the existing Platform for Real-time Information Systems (PRIS) information management system to further enhance information management in the school feeding program. This includes supporting the government to improve targeting and monitoring through WFP's Mobile Vulnerability and Mapping (mVAM) technologies and the consolidation of training and learning materials on school feeding through an online platform.
- WFP will continue the development of a school feeding programme information system to be embedded in and handed over to MoEYS.
- WFP will establish a web-based repository for all national school feeding standards, guidelines, operation manuals and standard operating procedures, linked to an on-line registration and certification system.
- WFP will also provide technical assistance to MoEYS at the national level through training and mentoring technical staff to support Early Grade Reading (EGR), utilizing the experiences and expertise gained through USAID-funded implementation.

2. Food distribution

- WFP, in collaboration with the MoEYS, provides a daily hot breakfast to 151,700 primary and pre-primary children initially in 599 schools. A combination of fully centrally procured school meals and a hybrid Home Grown School Feeding (HGSF) model will be implemented in USDA supported schools for the 2020-23 school years, in alignment with the agreed transition plan between WFP and the MoEYS. These school feeding approaches are as follows: (1) In 320 schools, students in primary and pre-primary school will receive a daily school breakfast consisting of 115g of fortified rice and 5g of fortified vegetable oil provided by USDA. (2) In 279 schools, students will receive a daily breakfast consisting of 115g of fortified rice and 5g of fortified vegetable oil provided by USDA, supplemented by 50g of fresh vegetables, 1g of iodized salt and 20g of animal protein. The supplemental protein, vegetables, and salt will be procured locally by schools (with support provided through USDA's Local and Regional Procurement (LRP) program).
- WFP will continue to work with the government, schools, and communities to shift to a home-grown model of school feeding, with the view to handover and nationalization at the end of the project.

3. Literacy

- WFP will partner with World Education Inc (WEI), the primary field implementer of USAID's All Children Reading-Cambodia (ACR-C) and All Children Learning (ACL) projects on literacy activities to ensure continuity and complementarity of U.S. Government funding. In close coordination with USAID, WFP and sub recipients will assist MoEYS in reaching its goal of rolling out its new Early Grade Learning (EGL) package in USDA schools in Kg Chhnang. WFP will provide follow-up mentoring and reinforcement of the EGL roll out in Kg Thom and Siem Reap.
- To guarantee capacity at central level for the full transition to MoEYS of roll-out across the country, WFP and sub-recipient will provide technical assistance in training delivery, planning and materials development, extending and reinforcing similar support provided through USAID's ACL programme until 2021.
- Teacher Professional Development. WFP will provide training for Grade 1 teachers in Kampong Chhnang on the new standard Khmer package of teaching and learning materials. School directors in the same province will receive training to provide orientation about the content of the new Government materials and the new methodologies, as well as training on how to support the teachers in their schools. In addition, WFP will provide technical training, mentoring, and coaching to teachers.
- Development of non-fiction books for Grade 2 students. WFP partners will work with MoEYS to develop two new low-cost, non-fiction books on nutrition and healthy eating for Grade 2 students to be distributed to schools in the 2021-22 school year in collaboration with other partners and MoEYS.

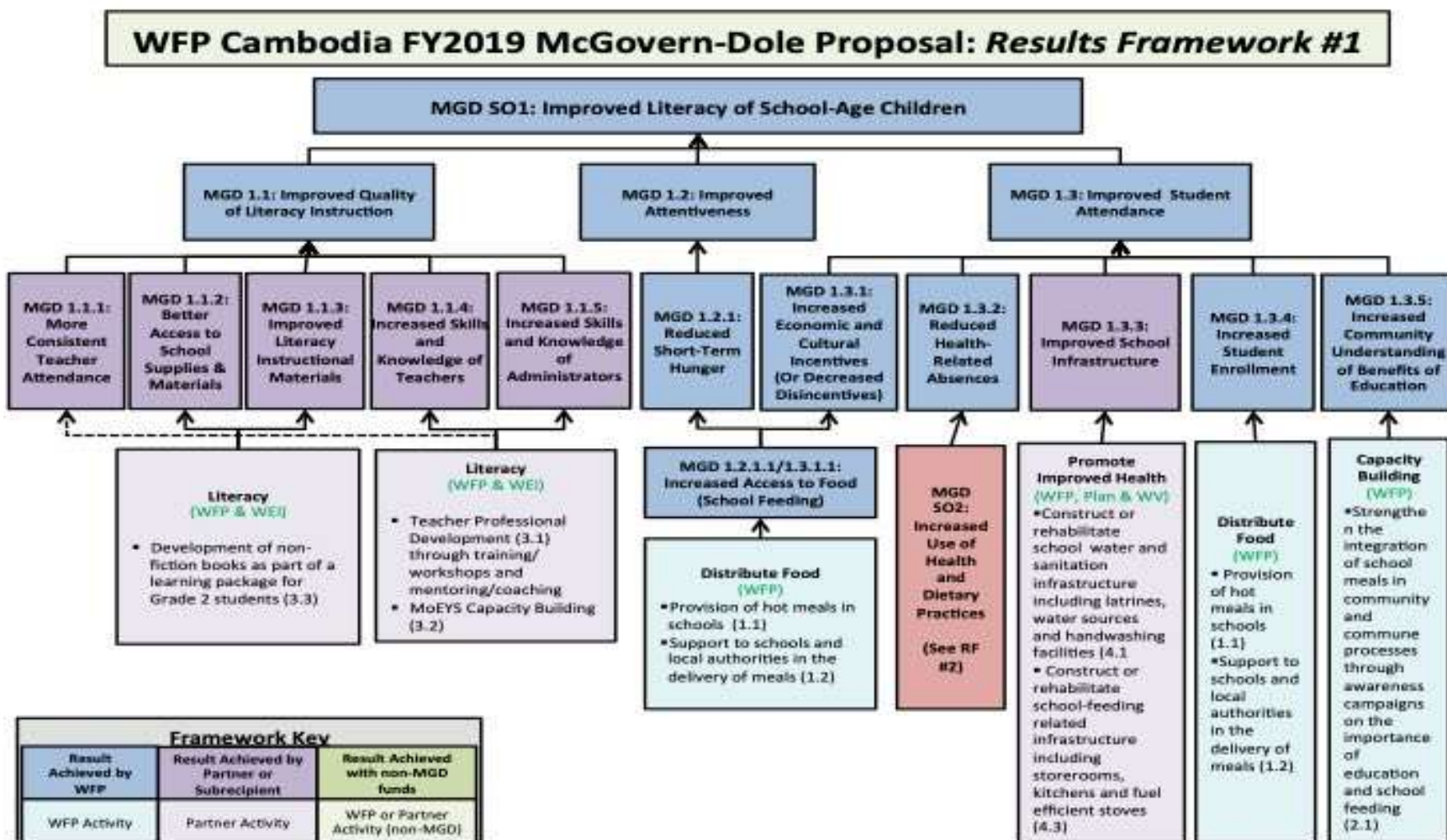
4. **Promote Improved Health**

- WFP will collaborate with partners to ensure that minimum standards of health and hygiene infrastructure and technical know-how such as training materials and trained personnel exist in as many schools as possible, as well as being embedded into national systems and institutions. This will include: (1) Promoting a healthy school environment through improving water system infrastructure and awareness on hygiene practices; (2) Awareness Campaigns; (3) Building storerooms and kitchens in schools, including ensuring clean water is available for food preparation; and (4) Training on Safe food preparation and serving to pre-primary and primary school children

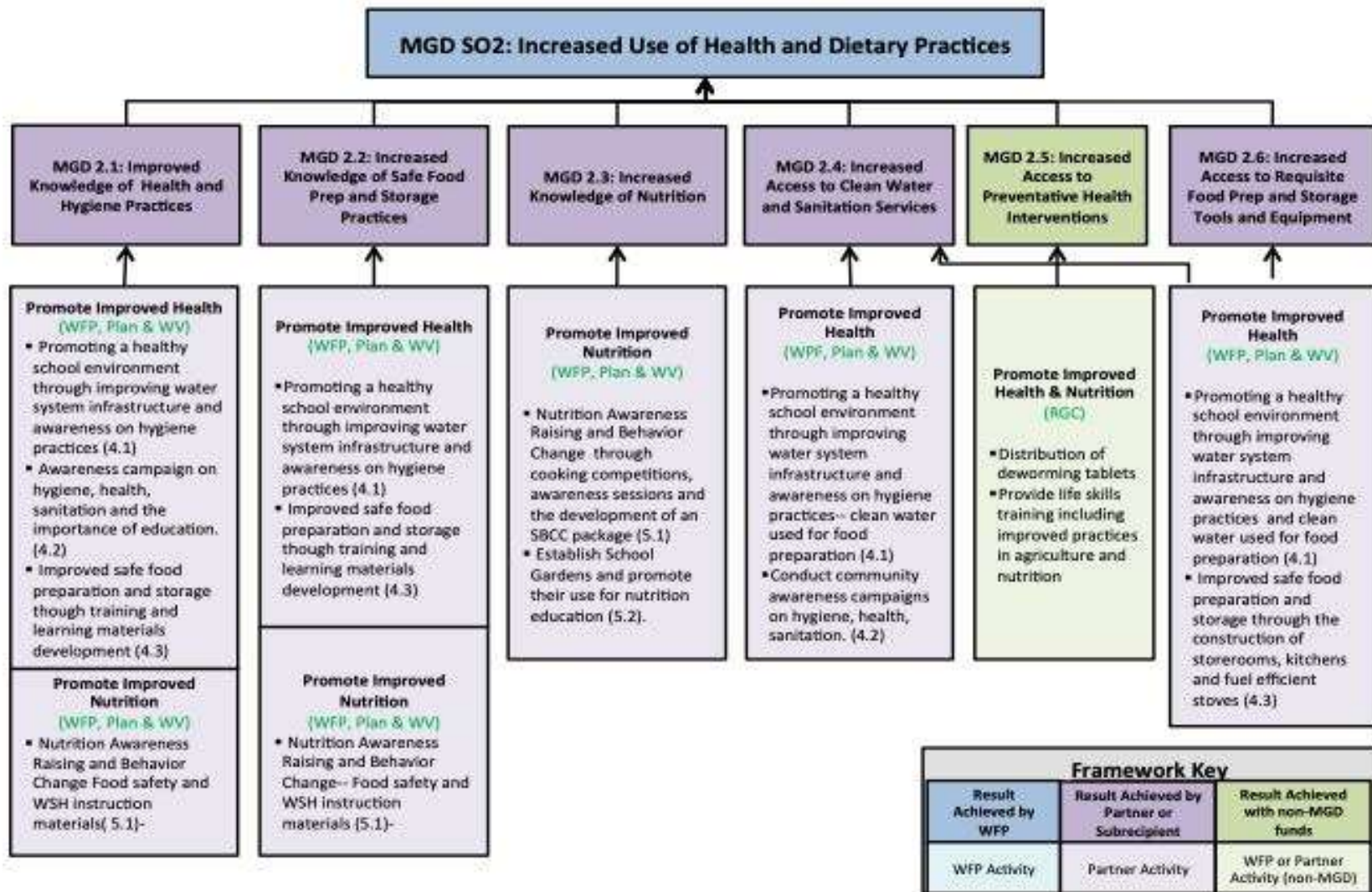
5. **Promote Improved Nutrition**

- **Nutrition Awareness Raising and Behaviour Change.** WFP in cooperation with POE and School Health Department (SHD)/ MoEYS will promote diverse nutritious meals and recognition of local cooks through an annual cooking/good kitchen competition. Instructional materials for school cooks focused on improving food safety and WASH practices in school, broader Social Behaviour Change Communication (SBCC) materials will be developed focusing on promoting healthy diets with specific messaging tailored to older and younger children within primary school (including any adolescents enrolled) and the caregivers of pre-primary school children.
- **Establish School Gardens.** WFP will work with MoEYS and partners to provide vegetable seeds to schools for school gardens. Each school year, schools will be selected for specific school gardening training. Technical support on the establishment of the vegetable gardens will be provided to school teachers.

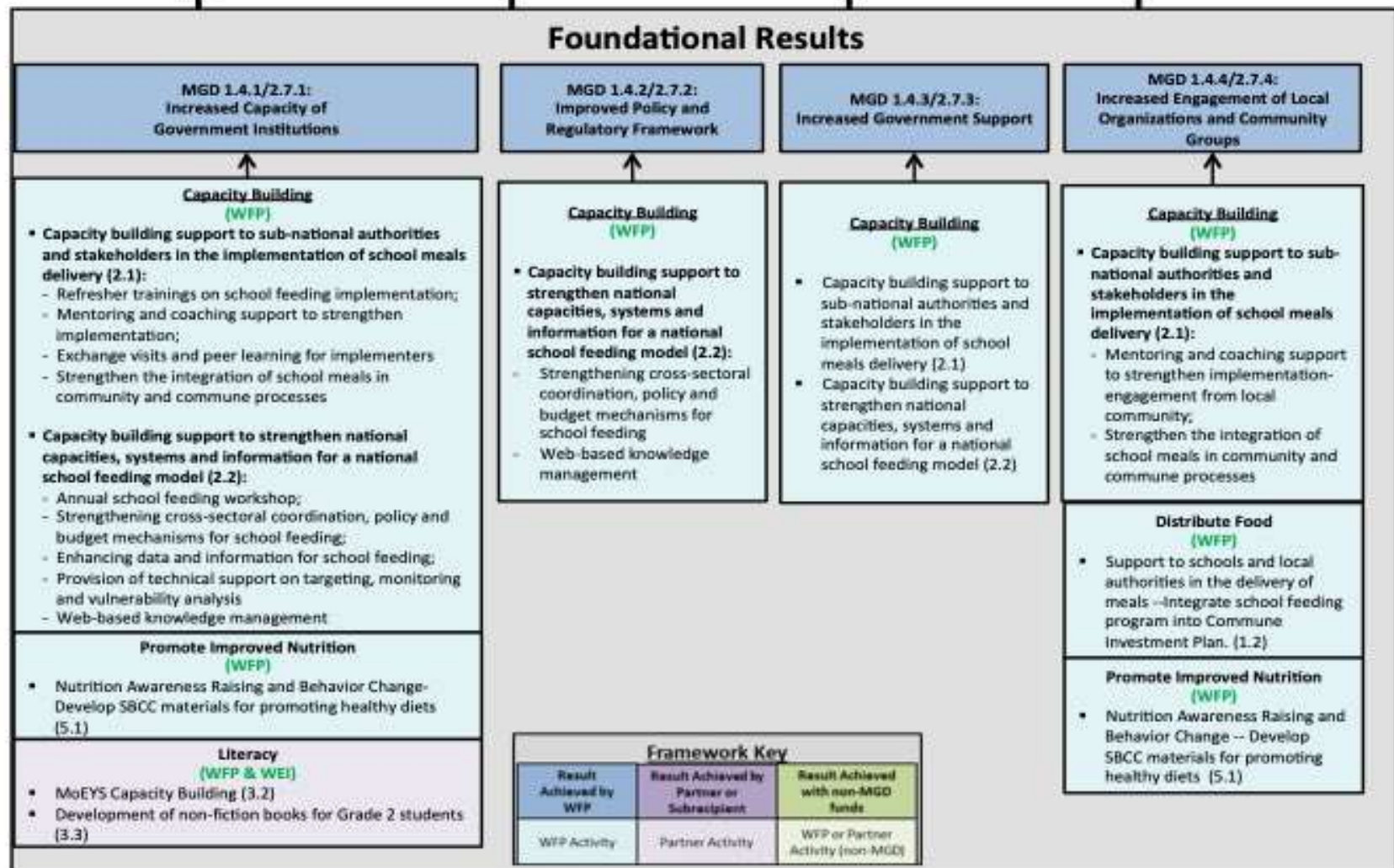
4.2. MCGOVERN-DOLE RESULTS FRAMEWORKS



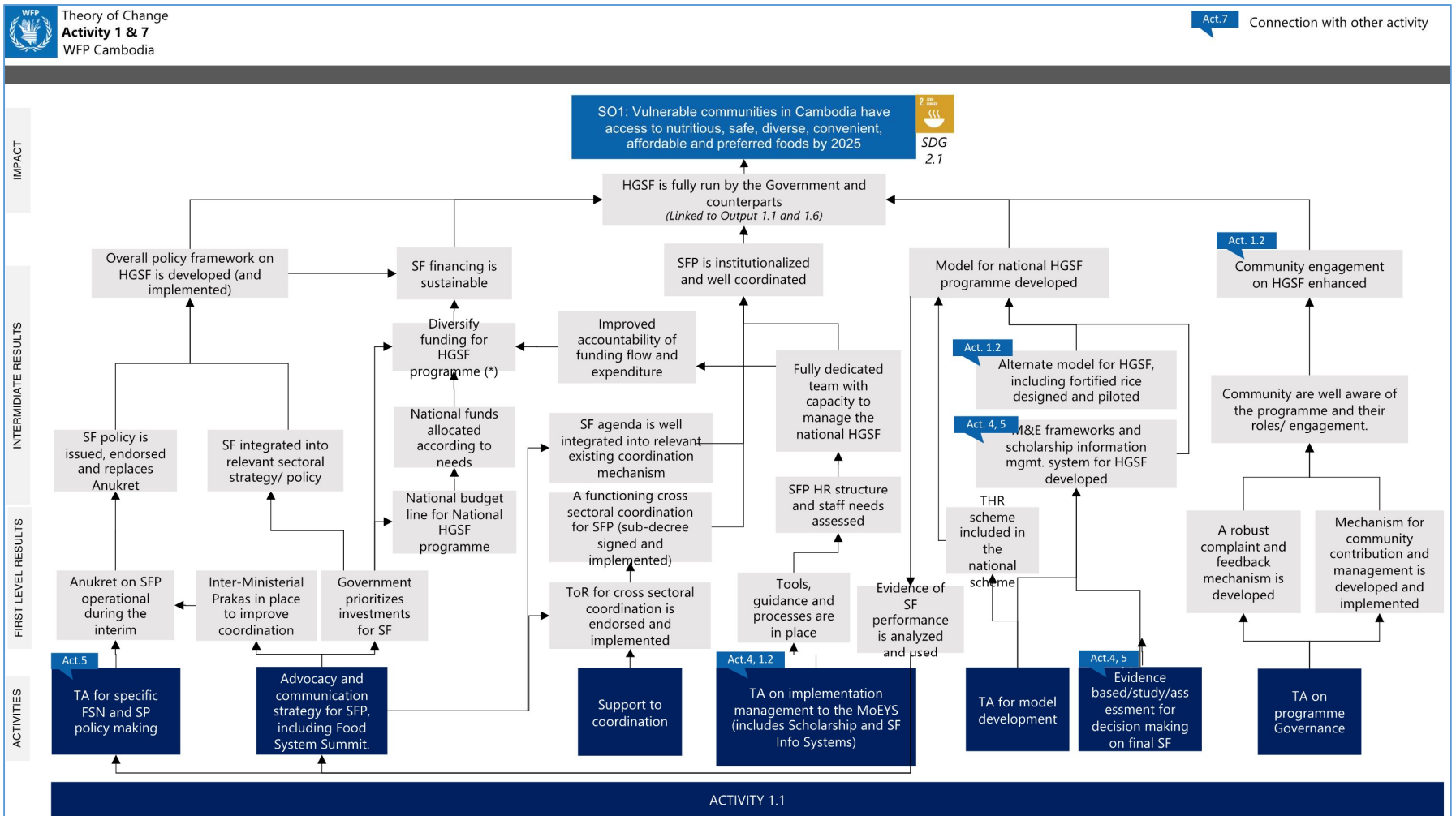
WFP Cambodia FY2019 McGovern-Dole Proposal: Results Framework #2

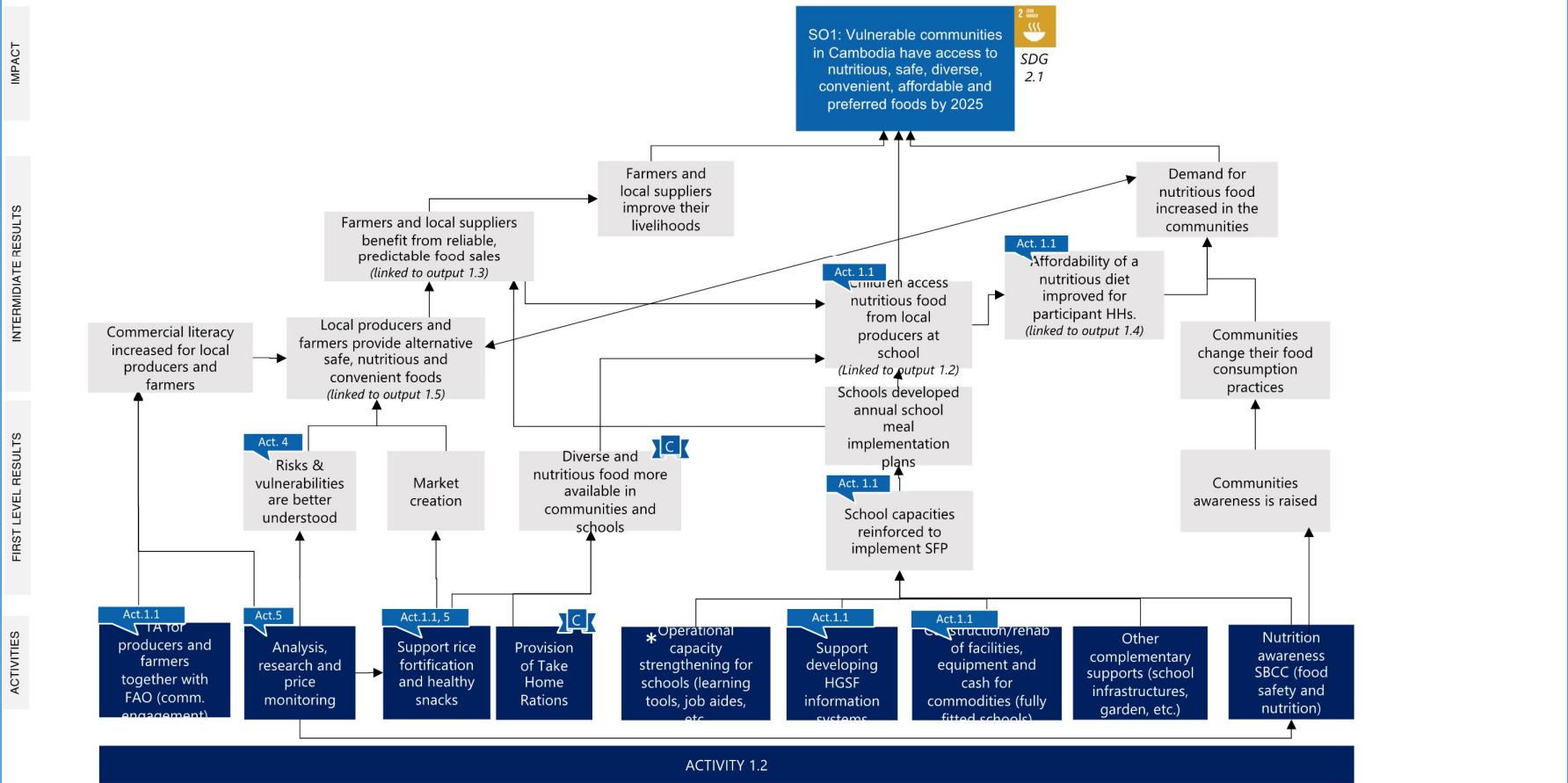


WFP Cambodia FY2019 McGovern-Dole Proposal: *Foundational Results*



Revised Theory of Change





WFP Cambodia FY2019 McGovern-Dole Proposal: *Critical Assumptions*

The Project-Level RF must be accompanied by narrative text that identifies critical assumptions and describes the project's theory of change, referring to existing research that supports the proposed causal linkages, where possible.

1. Political Assumptions:

- Continued and increasing levels of national commitment through budget and in-kind support to run a national school feeding program.
- Sufficient capacity of national and subnational bodies to increasingly take on and scale up a national program.

2. Environmental Assumptions: The impact of climate change, and other weather-related or economic shocks do not disrupt ongoing program activities.

3. Funding Assumptions: Funding availability from both international and domestic sources allows for the successful continuation of the transition of the school feeding program to government.

4. Programmatic Assumptions:

- Food price fluctuations are not significant to impact program planning and implementation.
- Existing controls for diversion, corruption and fraud are sufficient to ensure oversight of subnational management and decentralized procurement processes in HGSF.
- Food safety guidelines and supply chain mechanisms in place are sufficient to mitigate new/different food safety risks associated with the transition to home grown school meals, decentralized procurement and increased use of perishable products

5. Other Assumptions:

- Natural disasters and/or macro-economic shocks could effect the communities' abilities to contribute to the program
- Sufficient capacity of commune councils to effectively manage school feeding (especially HGSF) and integrate into local planning processes.

4.3. MCGOVERN-DOLE FRAMEWORK INDICATORS BY PROJECT RESULTS

Results	Indicators
Improved Literacy of School-age Children	Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text
	Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text (Male)
	Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text (Female)
	Number of individuals participating in USDA food security programs
	Number of individuals participating in USDA food security programs (Male)
	Number of individuals participating in USDA food security programs (Female)
	Number of individuals participating in USDA food security programs (New)
	Number of individuals participating in USDA food security programs (Continuing)
	Number of individuals benefiting indirectly from USDA-funded interventions
	Number of schools reached as a result of USDA assistance
	Number of schools reached as a result of USDA assistance (USDA-Traditional)
	Number of schools reached as a result of USDA assistance (USDA-Hybrid)
Improved Literacy of Instructional Material	Number of teaching and learning materials provided as a result of USDA assistance
Increased Skills and Knowledge of Teachers	Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance
	Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance
	Average teacher attendance rates
	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance
	Number of school administrators and officials trained or certified as a result of USDA assistance
Improved Student Attendance	Average student attendance rate in USDA supported classrooms/schools
	Average student attendance rate in USDA supported classrooms/schools (Male)
	Average student attendance rate in USDA supported classrooms/schools (Female)
Increased Student Enrolment	Number of students enrolled in school receiving USDA assistance
	Number of students enrolled in school receiving USDA assistance (Male)
	Number of students enrolled in school receiving USDA assistance (Female)
Increased Access to Food (School Feeding)	Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Male)
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Female)
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Primary students)
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Primary students)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance

	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Male)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Female)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (New)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Continuing)
Improved School Infrastructure	Number of educational facilities (i.e. school buildings, classrooms, improved water sources, and latrines) rehabilitated/constructed as a result of USDA assistance
	Number of water system built/rehabilitated
	Number of Hand washing stations built/rehabilitated
	Number of fuel-efficient stoves built/rehabilitated
	Number of storerooms and Kitchens built/rehabilitated
	Number of students benefitting from educational facilities (i.e. school buildings, classrooms and latrines, water infrastructure etc.) rehabilitated/ constructed as a result of UDSA assistance
	Number of students benefitting from educational facilities (i.e. school buildings, classrooms and latrines, water infrastructure etc.) rehabilitated/constructed as a result of UDSA assistance (Male)
Increased knowledge of Nutrition	Number of students benefitting from educational facilities (i.e. school buildings, classrooms and latrines, water infrastructure etc.) rehabilitated/constructed as a result of UDSA assistance (Female)
	Number of individuals trained in child health and nutrition as a result of USDA assistance
Increased Access to Clean Water and Sanitation Services	Number of people reached through interpersonal SBCC approaches
	Number of schools using an improved water source
Increased Access to Requisite Food Storage Tools and Equipment	Number of individuals trained in safe food preparation and storage as a result of USDA assistance
Increased Government Support	Value of new USG commitments, and new public and private sector investments leveraged by USDA to support food security and nutrition
Increased Engagement of Local Organization and Community Groups	Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance
Improved Policy and Regulation Framework	Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance
	Support in developing policy related to School Based Nutrition
	Support in developing HGSF transition strategy

4.4. MCGOVERN-DOLE INDICATORS BY PROJECT ACTIVITIES

Activity	Indicators
Food Distribution	Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance
	Number of individuals participating in USDA food security programs
	Number of individuals participating in USDA food security programs (Male)
	Number of individuals participating in USDA food security programs (Female)
	Number of individuals participating in USDA food security programs (New)
	Number of individuals participating in USDA food security programs (Continuing)
	Number of individuals benefiting indirectly from USDA-funded interventions
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Male)
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Female)
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Primary students)
	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Primary students)
	Total quantity of commodities (tons) provided for school meals as a result of USDA assistance
	Total quantity of commodities (tons) provided for school meals as a result of USDA assistance (boys)
	Total quantity of commodities (tons) provided for school meals as a result of USDA assistance (Girls)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Male)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Female)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (New)
	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Continuing)
	Number of students enrolled in school receiving USDA assistance
	Number of students enrolled in school receiving USDA assistance (Male)
	Number of students enrolled in school receiving USDA assistance (Female)
Number of students enrolled in school receiving USDA assistance (New)	
Number of students enrolled in school receiving USDA assistance (Continuing)	
Average number of school days missed by students due to illness	
Activity 2 - Capacity strengthening	Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance
	Support in developing policy related to School Based Nutrition
	Support in developing HGSF transition strategy

Activity 3- Literacy	Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text
	Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text (Male)
	Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text (Female)
	Number of teaching and learning materials provided as a result of USDA assistance
	Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance
	Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance (Male)
	Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance (Female)
	Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance
	Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance (Male)
	Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance (Female)
	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance
	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance (Male)
	Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance (Female)
	Number of school administrators and officials trained or certified as a result of USDA assistance
	Number of school administrators and officials trained or certified as a result of USDA assistance (Male)
Number of school administrators and officials trained or certified as a result of USDA assistance (Female)	
4. Promote Improved Health & Safe Food Preparation and Storage	Number of schools using an improved water source
	Percent of schools with soap and water at a hand washing station commonly used by students
	Number of target schools that have at least one month supply of soap (hand and dish soap)
	Number of educational facilities (i.e. school buildings, classrooms, improved water sources, and latrines) rehabilitated/constructed as a result of USDA assistance
	Number of water system built/rehabilitated
	Number of students benefitting from educational facilities (i.e. Water system as wells) rehabilitated/constructed as a result of USDA assistance
	Number of students benefitting from educational facilities (i.e. Water system as wells) rehabilitated/constructed as a result of USDA assistance (Male)
	Number of students benefitting from educational facilities (i.e. Water system as wells) rehabilitated/constructed as a result of USDA assistance (Female)
	Number of Hand washing stations built/rehabilitated
	Number of students benefitting from educational facilities (i.e. Hand washing station) rehabilitated/constructed as a result of USDA assistance
	Number of students benefitting from educational facilities (i.e. Hand washing station) rehabilitated/constructed as a result of USDA assistance (Male)
	Number of students benefitting from educational facilities (i.e. Hand washing stations) rehabilitated/constructed as a result of USDA assistance (Female)
	Number of fuel-efficient stoves built/rehabilitated

	Number of students benefitting from educational facilities (i.e. fuel-efficient stoves) rehabilitated/constructed as a result of USDA assistance
	Number of students benefitting from educational facilities (i.e. fuel-efficient stoves) rehabilitated/constructed as a result of USDA assistance (Male)
	Number of students benefitting from educational facilities (i.e. fuel-efficient stoves) rehabilitated/constructed as a result of USDA assistance (Female)
	<i>Number of storerooms and Kitchens built/rehabilitated</i>
	Number of students benefitting from educational facilities (i.e. storerooms and Kitchens) rehabilitated/constructed as a result of USDA assistance
	Number of students benefitting from educational facilities (i.e. storerooms and Kitchens) rehabilitated/constructed as a result of USDA assistance (Male)
	Number of students benefitting from educational facilities (i.e. storerooms and Kitchens) rehabilitated/constructed as a result of USDA assistance (Female)
	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance
	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance (Male)
	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance (Female)
	Number of individuals trained in safe food preparation and storage as a result of USDA assistance
	Number of individuals trained in safe food preparation and storage as a result of USDA assistance (Male)
	Number of individuals trained in safe food preparation and storage as a result of USDA assistance (Female)
	Activity 5- Promote improved nutrition
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance (Male)	
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance (Female)	
Number of individuals trained in child health and nutrition as a result of USDA assistance	
Number of individuals trained in child health and nutrition as a result of USDA assistance (Male)	
Number of individuals trained in child health and nutrition as a result of USDA assistance (Female)	
Number of school gardens at target schools rehabilitated or constructed	
Number of students benefitting from educational facilities (i.e. school garden) rehabilitated/constructed as a result of USDA assistance	
Number of students benefitting from educational facilities (i.e. school garden) rehabilitated/constructed as a result of USDA assistance (Male)	
Number of students benefitting from educational facilities (i.e. school garden) rehabilitated/constructed as a result of USDA assistance (Female)	
Number of people reached through interpersonal SBCC approaches	
Number of people reached through interpersonal SBCC approaches (Pre-primary and Primary students)	
Number of people reached through interpersonal SBCC approaches (Caregivers)	
Average number of school days per month on which multi-fortified or at least 4 food groups were provided	

4.5. MCGOVERN-DOLE INDICATOR ACHIEVEMENTS AND TARGETS

The following data are abstracted from the semi-annual reports as of March 2022. Disaggregated indicators do not have end of cycle (EOC) targets and cumulative achievements due to how data is reported across the semester reporting periods. The 2022-2023 reporting period not shown as it has not yet happened. It is not possible to generate unique numbers of disaggregated indicators, thus these are only presented against annual achievement rates.

Based on discussions with the CO, two methods of calculation were used: For results related to student numbers, the result was calculated by taking the highest number reported in the semi-annual reports in any six-month period between October 2019 and March 2022, and adding that to a sixth of the total of student numbers reported for the other periods. All other results simply use the highest number reported in all of the semi-annual reports over the October 2019 - March 2022 reporting period.

Percent of EOC targets achieved Activity Area 1: Distribution of Food

Performance Indicator	FY 20			FY 21			FY 22			Average Annual Achievement Rate	Achievement to Date	EOC Target	EOC Achievement
	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate				
Average student attendance rate in USDA supported classrooms/schools	80%	0	0%	85%	84%	99%	90%	90%	100%	66%	89.7%	95.00%	94%
Average student attendance rate in USDA supported classrooms/schools (Male)	80%	0	0%	85%	83.5%	98%	90%	87.6%	97%	65%			
Average student attendance rate in USDA supported classrooms/schools (Female)	80%	0	0%	85%	87.3%	103%	90%	91.4%	102%	68%			
Number of students enrolled in school receiving USDA assistance	151,787	0	0%	131,422	142,735	109%	96,332	136,460	142%	83%	165,478	201,763	82%
Number of students enrolled in school receiving USDA assistance (Male)	78,259	0	0%	68,149	72,369	106%	50,082	69,854	139%	82%			
Number of students enrolled in school receiving USDA assistance (Female)	73,528	0	0%	63,273	70,366	111%	46,250	66,606	144%	85%			

Number of students enrolled in school receiving USDA assistance (New)	151,787	0	0%	21,904	23,789	109%	16,055	21,113	132%	80%			
Number of students enrolled in school receiving USDA assistance (Continuing)	NA	NA	NA	109,518	118,946	109%	80,277	115,347	144%	126%			
Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance	7,416,667	0	0%	19,750,000	2,893,847	15%	14,416,667	5,197,041	36%	17%	8,090,888	52,333,333	15%
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance	151,787	0	0%	131,422	142,735	109%	96,332	136,460	142%	83%	165,478	201,673	82%
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Male)	78,259	0	0%	68,149	72,369	106%	50,082	69,854	139%	82%			
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Female)	73,528	0	0%	63,273	70,366	111%	46,250	66,606	144%	85%			
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Primary students)	135,961	0	0%	117,910	123,124	104%	87,699	120,259	137%	81%			
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Pre-primary students)	15,826	0	0%	13,512	19,611	145%	8,633	16,201	188%	111%			
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (New)	151,787	0	0%	21,904	23,789	109%	16,055	21,113	132%	80%			

Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (Continue)	0	0		109,518	118,946	109%	80,277	115,347	144%	126%			
Number of individuals receiving take home ration as a result of USDA assistance	NA	23,133	NA	NA	25,496	NA	NA	NA	NA	NA	25,496	36,621	70%
Number of individuals receiving take home ration as a result of USDA assistance (Male)	NA	11,335	NA	NA	11,474	NA	NA	NA	NA	NA			
Number of individuals receiving take home as a result of USDA assistance (Female)	NA	11,798	NA	NA	13,023	NA	NA	NA	NA	NA			
Number of individuals receiving take home as a result of USDA assistance (new)	NA	23,133	NA	NA	2,363	NA	NA	NA	NA	NA			
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance	151,787	23,133	15%	131,422	266,219	203%	96,332	136,460	142%	120%	292,818	201,673	145%
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Male)	78,259	11,335	14%	68,149	130,216	191%	50,082	69,854	139%	115%			
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Female)	73,528	11,798	16%	63,273	136,003	215%	46,250	66,606	144%	125%			
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (New)	151,787	23,133	15%	21,904	147,273	672%	16,055	21,113	132%	273%			
Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (Continuing)	NA	NA	NA	109,518	118,946	109%	80,277	115,347	144%	126%			

Number of individuals participating in USDA food security programmes	152,365	23,133	15%	132,966	144,723	109%	97,452	139,885	144%	89%	171,893	204,125	84%
Number of individuals participating in USDA food security programmes (Male)	78,553	11,335	14%	68,824	73,107	106%	50,647	71,752	142%	87%			
Number of individuals participating in USDA food security programmes (Female)	73,812	11,798	16%	64,142	71,616	112%	46,805	68,133	146%	91%			
Number of individuals participating in USDA food security programmes (New)	152,365	23,133	15%	22,161	25,646	116%	16,242	24,538	151%	94%			
Number of individuals participating in USDA food security programmes (Continuing)	0	0		110,805	118,946	107%	81,210	115,347	142%	125%			
Number of individuals benefiting indirectly from USDA-funded interventions	193,183	92,532	48%	167,264	182,933	109%	122,604	310,136	253%	137%	310,136	256,675	121%
Number of schools reached as a result of USDA assistance	599	298	50%	512	522	102%	385	522	136%	96%	522	599	87%
Average number of school days missed by students due to illness	7	NA	NA	6	0.5	100%	5	0.52	100%	100%	0.5	4	100%
Total quantity of commodities (tons) provided for school meals as a result of USDA assistance	890	NA	NA	2,370	800.4	34%	1,730	1,111	64%	49%	1,912	6,280	30%
Total quantity of commodities (tons) provided for school meals as a result of USDA assistance (Male)	459	NA	NA	1,229	416.2	34%	899	567	63%	48%			
Total quantity of commodities (tons) provided for school meals as a result of USDA assistance (Female)	431	NA	NA	1,141	384.2	34%	831	544	66%	50%			
Average number of school days per month on which multi-fortified or at least 4 food groups were provided	20	NA	NA	20	14	68%	20	16.75	84%	76%	16.75	20	84%

Quantity of take-home rations provided (in metric tons) as a result of USDA assistance	377	377	100%	1,212	885.89	73%	NA	NA	NA	87%	1,263	1,590	79%
Quantity of take-home rations provided (in metric tons) as a result of USDA assistance (male)	185	185	100%	1,170	442.96	38%	NA	NA	NA	69%			
Quantity of take-home rations provided (in metric tons) as a result of USDA assistance (female)	192	192	100%	430	442.96	103%	NA	NA	NA	102%			

Percent of EOC targets achieved Activity Area 2: Capacity building

Performance Indicator	FY 20			FY 21			FY 22			Average Annual Achievement Rate	Achievement to Date	EOC Target	EOC Achievement
	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate				
Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance	2	0	0%	2	2	100%	1	4	400%		4	2 including 1-stage 5	200%
Support in developing policy related to School Based Nutrition	1-stage1	1 stage 1	100%	1-stage 2	1 stage 2	100%	1-stage 3 -4	1- stage 2	0%	67%			
Support in developing HGSF transition strategy	1-stage1-4	0	0%	1-stage 5	1 stage 2	100%	NA	1- stage 4	100%	67%			
Support in developing HGSF sub-decree	NA	NA	NA	NA	NA	NA	NA	1 stage 3	100%	100%			
Support in developing HGSF M&E framework	NA	NA	NA	NA	NA	NA	NA	1 stage 1	100%	100%			
Value of new USG commitments, and new public and private sector	70,000	89,523	128%	60,000	630,179	1050%	51,000	219,237	430%	536%	938,939	218,000	431%

investments leveraged by USDA to support food security and nutrition													
Host Government	NA		NA							NA			
Public sector	NA	89,523	NA		343,335				219,237	NA			
Private sector	NA		NA							NA			
New USG commitments	NA		NA							NA			
Number of Parent-Teacher Associations (PTAs) or similar “school” governance structures supported as a result of USDA assistance	599	298	50%	512	522	102%	385	522	136%	96%	522	599	87%

Percent of EOC targets achieved Activity Area 3: Literacy

Performance Indicator	FY 20			FY 21			FY 22			Average Annual Achievement Rate	Achievement to Date	EOC Target	EOC Achievement Rate
	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate				
Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text	No Targets	1.04%	NA	No Targets	Not Measured	Not Measured	15% over baseline (same as USAID targets for ACR)	Not Measured	Not Measured	Not Measured	Not Measured	15% over baseline	Not Measured
Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text (Male)	No Targets	0.00%	NA	No Targets	Not Measured	Not Measured	No Targets	Not Measured	Not Measured	Not Measured			
Percent of students who, by the end of two grades of primary	No Targets	1.90%	NA	No Targets	Not Measured	Not Measured	No Targets	Not Measured	Not Measured	Not Measured			

schooling, demonstrate that they can read and understand the meaning of grade level text (Female)													
Number of teaching and learning materials provided as a result of USDA assistance	No Targets	0	0	No Targets	54,111	NA	837	NA	NA	NA	54,111	837	100%
Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance	No Targets	NA	NA	327	313	96%	79	808	1023%	559%	808	406	199%
Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance (Male)	No Targets	NA	NA	93	104	112%	23	273	1187%	649%			
Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools as a result of USDA assistance (Female)	No Targets	NA	NA	234	209	89%	56	535	955%	522%			
Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance	No Targets	NA	NA	837	777	93%	99	791	799%	446%	791	936	85%
Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance (Male)	No Targets	NA	NA	239	353	148%	28	269	961%	554%			
Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance (Female)	No Targets	NA	NA	598	424	71%	71	522	735%	403%			
Number of school administrators and officials in	No Targets	NA	NA	204	29	14%	57	45	79%	47%	74	406	18%

target schools who demonstrate use of new techniques or tools as a result of USDA assistance														
Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance (Male)	No Targets	NA	NA	169	22	13%	47	34	72%	43%				
Number of school administrators and officials in target schools who demonstrate use of new techniques or tools as a result of USDA assistance (Female)	No Targets	NA	NA	35	7	20%	10	11	110%	65%				
Number of school administrators and officials trained or certified as a result of USDA assistance	No Targets	NA	NA	255	73	29%	71	134	189%	109%	134	255	53%	
Number of school administrators and officials trained or certified as a result of USDA assistance (Male)	No Targets	NA	NA	206	64	31%	57	120	211%	121%				
Number of school administrators and officials trained or certified as a result of USDA assistance (Female)	No Targets	NA	NA	49	9	18%	14	14	100%	59%				
Average teacher attendance rates	95%	NA	NA	96%	94.5%	98%	97%	94.1%	97%	98%	94.5%	98%	96%	
Percent of students in target schools identified as attentive by their teachers	88%	NA	NA	89%	94.4%	106%	90%	94.9%	105%	106%	94.9%	91%	104%	

Percent of EOC targets achieved Activity Area 4: Promote improved health

Performance Indicator	FY 20			FY 21			FY 22			Average Annual Achievement Rate	Achievement to Date	EOC Target	EOC Achievement Rate
	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate				
Number of educational facilities (i.e. school buildings, classrooms, improved water sources, and latrines) rehabilitated/constructed as a result of USDA assistance	294	107	36%	349	1,109	318%	297	850	286%	213%	1,109	1,134	98%
Number of water system built/rehabilitated	27	14	52%	27	66	244%	26	0	0%	99%			
Number of Hand washing stations built/rehabilitated	170	74	44%	170	891	524%	160	758	474%	347%			
Number of fuel-efficient stoves built/rehabilitated	50	4	8%	59	20	34%	48	27	56%	33%			
Number of storerooms and Kitchens built/rehabilitated	47	15	32%	93	94	101%	63	65	103%	79%			
Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	391	0	0%	304	42	14%	652	NA	NA	7%	42	860	5%
Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance (Male)	195	0	0%	152	32	21%	326	NA	NA	11%			
Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance (Female)	195	0	0%	152	10	7%	326	NA	NA	3%			
Number of individuals who trained in safe food preparation and storage as a result of USDA	558	0	0%	434	60	14%	932	2,500	268%	94%	2,500	1,128	222%
Number of individuals trained in safe food preparation and storage as a result of USDA assistance (Male)	279	0	0%	217	46	21%	466	1,509	324%	115%			

Number of individuals trained in safe food preparation and storage as a result of USDA assistance (Female)	279	0	0%	217	14	6%	466	991	213%	73%			
Number of schools using an improved water source	521	0	0%	472	516	109%	361	515	143%	84%	516	599	86%
Percent of schools with soap and water at a hand washing station commonly used by students	80%	0	0%	85%	95%	112%	90%	98%	109%	74%	98%	95%	103%
Number of target schools that have at least one month supply of soap (hand and dish soap)	515	0	0%	440	479	109%	331	502	152%	87%	502	599	84%
Number of students benefitting from educational facilities (i.e. Water system as wells) rehabilitated/constructed as a result of USDA assistance	36,750	0	0%	43,625	135,060	310%	37,125	65,281	176%	162%	145,940	54,250	269%
Number of students benefitting from educational facilities (i.e. Water system as wells) rehabilitated/constructed as a result of USDA assistance (Male)	18,669	0	0%	22,162	58,348	263%	18,860	33,341	177%	147%			
Number of students benefitting from educational facilities (i.e. Water system as wells) rehabilitated/constructed as a result of USDA assistance (Female)	18,081	0	0%	21,464	54,442	254%	18,266	31,940	175%	143%			
Number of individuals reached through IEC materials as a result of USDA assistance	119,800	4,610	4%	102,400	18,528	18%	77,000	85,516	111%	44%	85,516	159,570	54%
Number of schools provided with kitchen utensils as a result of USDA assistance	100	161	161%	200	122	61%	164	216	132%	118%	216	273	79%

Percent of EOC targets achieved Activity Area 5: Promote improved nutrition

Performance Indicator	FY 20			FYn21			FY 22			Average Annual Achievement Rate	EOC		
	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate	Target	Achievement	Achievement Rate		Achievement to Date	EOC Target	EOC Achievement Rate
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance	14	0	0%	13	23	177%	13	Not Measured	NA	88%	23	23	100%
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance (Male)	11	0	0%	9	17	189%	9	Not Measured	NA	94%			
Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance (Female)	4	0	0%	3	6	200%	3	Not Measured	NA	100%			
Number of individuals trained in child health and nutrition as a result of USDA assistance	20	0	0%	18	393	2183%	18	0	0%	728%	393	33	1191%
Number of individuals trained in child health and nutrition as a result of USDA assistance (Male)	15	0	0%	13	223	1715%	13	0	0%	572%			
Number of individuals trained in child health and nutrition as a result of USDA assistance (Female)	5	0	0%	5	170	3400%	5	0	0%	1133%			
Number of school gardens at target schools rehabilitated or constructed	296	0	0%	265	287	108%	267	395	148%	85%	395	599	66%
Number of people reached through interpersonal SBCC approaches	220,781	0	0%	191,159	0	0%	140,119	70,568	50%	17%	70,568	293,342	24%

4.6. CRITERIA AND PLAN FOR SCHOOL HANDOVER

Background

Since 1999, WFP and the Royal Government of Cambodia have worked together to provide school meals to the most vulnerable schoolchildren in the country, as a tool to promote Cambodia's human capital development. School feeding in Cambodia aims to provide safe and healthy nutrition to Cambodian children to promote social protection, increase access to education services to contribute to the development of local economy, agricultural, and society. In 2022, 280,000 schoolchildren in 1,113 schools in 10 provinces receive school meals every school day.

The home-grown school feeding (HGSF) programme is an important social assistance intervention within the National Social Protection Policy Framework (NSPPF) (2016-2025) with its implementation being managed by the Ministry of Education, Youth and Sport (MoEYS). Schools have been used as the platform to deliver this critical intervention with multisectoral benefits which was first launched as a government funded and managed programme in 2019 in 205 schools with great potential to be scaled up, including a plan for gradual handover of schools WFP currently manages. However, when schools closed for most of the last two school years because of the COVID-19 pandemic, the timeline for the handover was delayed. An additional 85 schools were handed over in the school year 2021/2022, bringing the national HGSF programme to a total of 290 schools. Although this effort signals strong commitment from the government to a national programme, the handover rate is more conservative than anticipated prior to the pandemic.

In 2021, WFP and the MoEYS developed a transition strategy aiming to articulate the handover of all the WFP-supported schools to the National Home-Grown School Feeding Programme (NHGSFP), while building the capacity of the MoEYS to implement, manage and monitor the programme. To align the plans of both WFP and the government, and as part of the process to finalize the transition strategy, the MoEYS, WFP, NSPC and MEF held a workshop at the beginning of February. The objective was to agree on a process to identify schools that should be handed over. The participants agreed that schools would be handed over to the government only once they have achieved an appropriate readiness. The process would be a 3 staged approach: (1) define criteria to evaluate readiness, (2) assess the current readiness of schools following these criteria and (3) agree on a handover plan.

Step 1 – Define relevant criteria

WFP and the MoEYS have discussed key considerations for the readiness of schools to be handed over to the government. Three main criteria have been considered essential for the successful transition of schools:

1. The **capacity** of implementers. This criterion refers to the experience and knowledge of stakeholders (school directors, suppliers, commune council, cooks, storekeepers, school management committee members) to run the HGSF programme according to the national guidelines. The capacity of implementers is built through trainings, mentoring and coaching, and experience running the programme.
2. The **infrastructure**. This criterion refers to the necessary infrastructure required at school level to safely prepare meals for children and ensure adequate hygiene practices are adopted. It refers to water systems, kitchens (with fuel-efficient stoves), storerooms and hand-washing stations.
3. The **equipment**. Each school would be equipped with the necessary items for the safe preparation of meals, including cool boxes, scales, and a set of kitchen utensils.

Step 2 – Assess and rank schools' readiness for handover

Based on these 3 criteria, the MoEYS and WFP developed a scoring system (cf. [Annex 1](#)) to prioritize districts according to the readiness of schools. Each of the 823 schools receiving support from WFP received a score, which was then averaged by district. The data was retrieved from a school assessment conducted in 2019 and completed with data from WFP's tracking of trainings, infrastructure and equipment distributed to schools between 2019 and 2022. Every year, a self-assessment will be conducted to review the readiness of schools to be handed over and a process will be set up between WFP and the MoEYS to agree on actions to be taken.

Step 3 – Agree on a handover plan

A handover plan has been developed and is presented in the map below. It considers the above criteria for readiness, but also prioritizes commitments to donors to handover schools (USDA). Districts with an average score of >75 will be considered ready. In parallel, WFP will invest in districts that are not yet ready with a focus on capacity strengthening, infrastructure building, and providing equipment. For ease of programme management, all schools in a district are handed over at the same time.

It is important to note that WFP will continue to provide technical assistance even after schools have been handed over. A technical assistance roadmap will clarify the areas in which WFP can support the MoEYS programme.

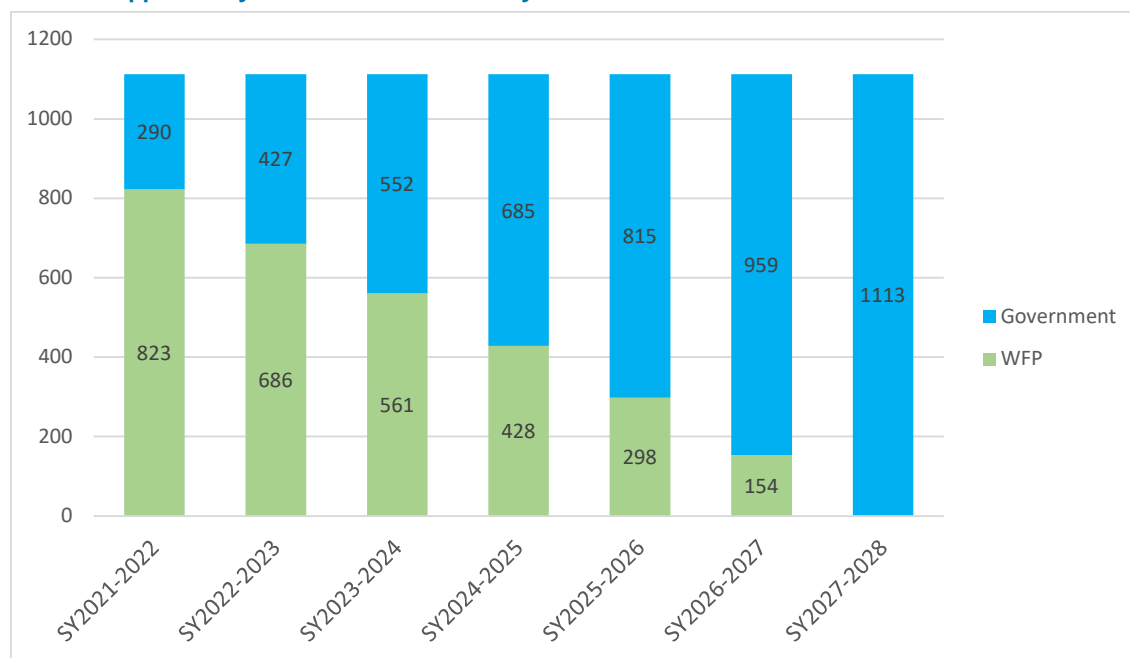
As WFP is a voluntarily funded organization, WFP is unable to commit on long-term funding to support the handover plan. WFP is nonetheless committed to undertake all reasonable efforts to raise the resources to continue supporting school feeding according to the handover plan.

Summary of School Handover Plan by Year

Summary hand over to the Government	Up to SY 21-22	SY 22-23	SY 23-24	SY 24-25	SY 25-26	SY 26-27	SY 27-28	Total
Number of districts	18	4	4	6	3	6	5	46
Number of schools	290	137	125	133	130	144	154	1,113
Number of children	72,678	33,507	30,240	31,483	38,357	34,355	38,573	279,193

Source: Criteria and Plan for Handover of WFP Supported School Meals to the National Home-Grown School Feeding Programme.

Schools Supported by WFP and Government by Year



Source: Criteria and Plan for Handover of WFP Supported School Meals to the National Home-Grown School Feeding Programme.

School Scoring System

Dimension	Description	Scoring
	Average Capacity, Infrastructure, and Equipment to implement School Feeding Programme	
Capacity	The capacity strengthening focuses on experience and knowledge of HGSF programme.	
	School with more than 3 years' experience with HGSF programme and received 4 core training courses	100
	School with more than 2-year experience with HGSF programme and received 3 core training courses	75-99
	School with a year experience with HGSF programme and received 2 core training courses	50-74
	School with experience with traditional SMP programme and received 1 core training course	25-49
	School without experience with any programme and not receive training course	0-24
Infrastructure	The infrastructure is the average of water system, hand washing station, fuel efficient stove, kitchen, and storeroom.	100
	Water system: school with available water source	100
	Water system: school with not available water source	0
	Hand washing station using ratio "Total students divided by # of hand washing station": < 50 students per hand washing station	100
	Hand washing station using ratio "Total students divided by # of hand washing station": 51 to 75 students per hand washing station	50
	Hand washing station using ratio "Total students divided by # of hand washing station": 76 to 100 students per hand washing station	25
	Hand washing station using ratio "Total students divided by # of hand washing station": > 100 students per hand washing station or no hand washing station	0
	Fuel-efficient stove: Have fuel-efficient stove available in school	100
	Fuel-efficient stove: Have not fuel-efficient stove available in school	0
	Kitchen: Build by WFP fund and the rest based on type of materials used to build the kitchen based on school assessment	100
	Kitchen: Build by Community fund and the rest some type of materials used to build the kitchen based on school assessment	50
	Kitchen: Have not kitchen building available in school	0
	Storeroom: Have storeroom available in school	100
	Storeroom: Have not storeroom available in school	0
	5 extra score for school with eating hall	
Equipment	The equipment refers to kitchen utensils and other materials used in the school kitchen.	□ 90
	school received full 14 items of kitchen utensils from WFP fund	90
	school received scale from WFP fund	5
	school received cool box from WFP fund	5
	school received food tray from WFP fund	5 extra
	For schools not received kitchen utensils from WFP fund, but reported under school assessment in 2019, the new scoring is provided as follows:	□ 75
	school with the report of having kitchen utensils for food preparation "Yes"	40
	school with the report of having kitchen utensils for food distribution "Yes"	40
	school with the report of having kitchen utensils for food preparation "There's some, but manageable"	20
	school with the report of having kitchen utensils for food distribution "There's some, but manageable"	20
	school with the report of having kitchen utensils for food preparation "No"	0
	school with the report of having kitchen utensils for food distribution "No"	0
	school received scale from WFP fund	5
	school received cool box from WFP fund	5
	school received food tray from WFP fund	5 extra

Source: Criteria and Plan for Handover of WFP Supported School Meals to the National Home-Grown School Feeding Programme.

Annex 5: Evaluation Matrix

To guide the complete evaluation process (baseline, midterm and endline evaluations), the Evaluation Matrix elaborates key questions within the six OECD-DAC criteria. **This midline evaluation is based on the revised evaluation questions which emphasize the dimensions of relevance, effectiveness, and sustainability.** The emphasis is on analysing what steps and systems have been established to mitigate the effects of the pandemic and progress towards handover and transition under sustainability. The reliability and validity of data will be assessed through triangulation (source, method, and investigator).

The TOR addendum includes two additional general evaluation questions which are summative in nature based on the findings from the OECD-DAC criteria questions:

- Based on available evidence to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries?
- What are recommendations for mid-course corrections to improve the project's relevance, effectiveness, and/or sustainability?

The first question is a summation of the set of questions found in the sustainability section. The second general question is a request for recommendations based on the findings described through the matrix.

Evaluation Matrix for McGovern-Dole programme

Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Evidence quality
1.0 RELEVANCE: to determine if the McGovern-Dole objectives and design respond to the needs of stakeholders and institutions.					
1.1a: To what extent were the programme adjustments, including the design of the repurposed activities, appropriate in reaching the relevant beneficiaries with the right assistance and quality at the right time?	<p>Number of McGovern-Dole FFE programme adjustments based on context analysis, and needs assessment</p> <p>Extent to which McGovern-Dole FFE programme adjustments targeted the identified gender-specific needs of target populations (schools, communities).</p> <p>Extent to which stakeholders perceived repurposed activities as appropriate for reaching relevant beneficiaries.</p> <p>Number of planned and repurposed activities targets that can be feasibly achieved by the end of the cycle.</p> <p>Attendance rate in targeted areas for boys and girls Drop-out rate in targeted areas for boys and girls</p>	<p>WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,</p> <p>MOEYS statistics (EMIS) WFP MERVAM surveys and reports WFP CO and MoEYS staff, POE, DOE staff, cooperating partners, WFP monitoring data.</p>	<p>Desk review In-depth interviews</p> <p>Key informant interviews with WFP CO and MoEYS staff, POE, DOE staff, cooperating partners</p>	<p>Qualitative analysis – secondary document review triangulated with key informant interviews</p> <p>Quantitative analysis of existing WFP monitoring data</p>	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p> <p>Programme indicators include listing of repurposed activities and targets.</p> <p>Activity level indicators are recorded from monitoring data but not all output level data is recorded as part of WFO monitoring processes</p>

	<p>Literacy rates in targeted areas for boys and girls (Reading capacity as per RF indicators)</p> <p>Adequate evidence of inclusion of education rates, poverty rates, etc.</p> <p>Number of revisions of CFSVA or similar surveys and changes introduced in SF targeting accordingly</p> <p>Gender analysis report for pandemic adjustments available</p> <p>Evidence of gender perspective in programme documents</p>				and outcome level indicators are only recorded at the end of the cycle – thus not available at this midterm evaluation.
1.1b: To which extent were the re-purposed activities designed and effective in complementing the Government's alternative learning mechanisms (ex. remote learning)?	<p>Number of McGovern-Dole FFE programme adjustments which identified government's alternative learning mechanisms in justification.</p> <p>Extent to which stakeholder perceptions regarding repurposed activities being complementarity to government measures.</p>	<p>WFP Reports, including assessment reports</p> <p>WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,</p>	<p>Desk review</p> <p>In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners</p>	<p>Qualitative analysis – secondary document review triangulated with key informant interviews</p>	As above
1.2: To what extent has the design of capacity strengthening activities met the needs and priorities of the government?	<p>Number of McGovern-Dole FFE programme adjustments which identified government's needs and priorities for capacity strengthening in justification.</p> <p>Extent to which stakeholder perceptions regard capacity strengthening measures as relevant for meeting government priorities.</p>	<p>WFP Reports, including assessment reports</p> <p>WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,</p>	<p>Desk review</p> <p>In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners</p>	<p>Qualitative analysis – secondary document review triangulated with key informant interviews</p>	As above
1.3. How relevant are the activities designed as the Project's Foundational Results in achieving the projects' Strategic Objectives?	<p>Number of McGovern-Dole FFE programme adjustment activities and output achievements that can feasibly contribute to achieving project strategic objectives and commensurate results in results framework.</p> <p>Extent to which stakeholders perceive activities as relevant for contributing to results and/or gaps in framework for achieving Strategic Objectives.</p>	<p>WFP Reports, including assessment reports</p> <p>WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports, MOEYS statistics (EMIS)</p> <p>WFP MERVAM surveys and reports</p> <p>WFP CO and MoEYS staff, POE, DOE staff, cooperating partners, WFP monitoring data.</p>	<p>Desk review</p> <p>In-depth interviews</p> <p>Key informant interviews with WFP CO and MoEYS staff, POE, DOE staff, cooperating partners</p>	<p>Qualitative analysis – secondary document review triangulated with key informant interviews</p> <p>Quantitative analysis of existing WFP monitoring data</p>	As above

2.0 EFFECTIVENESS: to determine if McGovern-Dole activities are likely to achieve objectives and results, including possible differences across groups or institutions					
<p>2.1. To what extent has progress been made towards the achievement of results and targets despite COVID-19?¹⁵⁵</p>	<ul style="list-style-type: none"> - Achievements by activities, indicators, and results (as appropriate, disaggregated by gender, geography, and strategic outcome, among others). - Number and percentage of indicators meeting targets. (as appropriate, disaggregated by gender, geography, and strategic outcome, among others). - Documentation evidence cites the extent to which implementation adjustments led to unexpected positive results. - Stakeholder perceptions regarding programme results as having been achieved and contributing to overall strategic objectives - Stakeholders are able to identify unintended positive outcomes from programme interventions or unintended outcomes are included in programme documentation. 	<p>WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,</p> <p>MOEYS statistics (EMIS) WFP MERVAM surveys and reports WFP CO and MoEYS staff, POE, DOE staff, cooperating partners, WFP monitoring data.</p>	<p>Desk review In-depth interviews</p> <p>Key informant interviews with WFP CO and MoEYS staff, POE, DOE staff, cooperating partners</p>	<p>Qualitative analysis – secondary document review triangulated with key informant interviews</p> <p>Quantitative analysis of existing WFP monitoring data</p>	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p> <p>Programme indicators include listing of repurposed activities and targets.</p> <p>Activity level indicators are recorded from monitoring data but not all output level data is recorded as part of WFO monitoring processes and outcome level indicators are only recorded at the end of the cycle – thus not available at this midterm evaluation</p>
<p>2.2a. <Factors affecting results> How has the COVID-19 pandemic and its subsequent restrictions influenced the ability of the programme to meet expected results and targets by agreed timeline?</p>	<ul style="list-style-type: none"> - Implementing partners are able to identify a range of factors from the pandemic influencing results and can cite mitigation measures taken to improve achievements. - Evidence from documentation citing political, economic, and security factors from the pandemic affecting implementation and describing mitigation measures taken. - Evidence of analysis of Government and local institutions in the targeted geographical areas for identifying factors brought about by the pandemic influencing results. 	<p>WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,</p>	<p>Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners</p>	<p>Qualitative analysis – secondary document review triangulated with key informant interviews</p>	<p>As above</p>

¹⁵⁵ Only indicators with available data will be reviewed per adjusted TOR addendum.

2.0 EFFECTIVENESS: to determine if McGovern-Dole activities are likely to achieve objectives and results, including possible differences across groups or institutions					
2.2b. What are the recommendations and strategic action points based on this analysis?	<p>Extent to which stakeholders cite potential mitigation measures for implementation</p> <p>Extent to which stakeholders identify gaps for continued focus in future programming</p> <p>Government and project documentation reflect lessons learned and identify recommendations for future actions.</p>	WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports	Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners	Qualitative analysis – secondary document review triangulated with key informant interviews	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p>
2.3. <Factors affecting results> What were the major internal factors that have influenced the progress of the programme by the time of the midterm evaluation?	<ul style="list-style-type: none"> - WFP staff are able to identify a range of internal factors influencing results and can cite mitigation measures taken to improve results achieved - Evidence in documentation of appropriateness of staff numbers and skill sets compared to intended results to be achieved. - Evidence in documentation of CO capacity for managing and ensuring quality of implementation through implementing partners – such as quality control mechanisms, monitoring reports, and quality data sets. 	WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,	Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners	Qualitative analysis – secondary document review triangulated with key informant interviews	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p>

3.0 SUSTAINABILITY: to determine if McGovern-Dole FFE programme results, benefits, and outcomes are likely to continue after the programme concludes					
3.1 To what extent progress has been made in the overall handover process against the project plan and handover plan/strategy agreed with and endorsed by the Government?	<p>Project documents include handover strategy with updates for progress against expected results.</p> <p>Extent to which stakeholders articulate the agreed upon handover plan and strategy and identify points of completion.</p> <p>Extent to which stakeholders perceive overall handover progress and identify gaps in handover plan to be addressed in updated strategy with government.</p>	WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,	Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners	Qualitative analysis – secondary document review triangulated with key informant interviews	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p>
3.2 To what extent did the SFP implementation arrangements include considerations for sustainability (handover to the government) at national and local levels, communities, and other partners for all project components (school feeding, literacy, food safety, WASH, and hygiene, etc) agreed with and endorsed by the Government and national stakeholders?	<p>Existence of an exit strategy outlining the timing, allocation of responsibilities on handover to the government and/or other agencies articulated in SFP implementation arrangements.</p> <p>Extent to which stakeholders identify sustainability consideration in national and sub-national implementation components.</p> <p>Extent to which stakeholders articulate how GEWE considerations have been factored into sustainability and handover plans</p>	WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,	Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners	Qualitative analysis – secondary document review triangulated with key informant interviews	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p>

3.0 SUSTAINABILITY: to determine if McGovern-Dole FFE programme results, benefits, and outcomes are likely to continue after the programme concludes

<p>3.3.a To what extent progress has been made towards institutionalization of the measures planned as part of the technical assistance to the Government that is expected to support the sustainability of the intervention (including policy work, support to systems, institutional capacity etc)?</p> <p>3.3.b. What progress has been made since the project design stage (through strategic engagement, advocacy and other efforts with Government and relevant stakeholders) in supporting financial sustainability of the SFP beyond WFP's intervention to the extent it can be evaluated by the midterm evaluation (national budget for SFP and other funding sources)?</p>	<p>Evidence exists from documentation citing technical capacity achievements according to Capacity Strengthening Framework progress milestones</p> <p>WFP, Government, and other key stakeholders' consensus perceptions regarding WFP contribution to strengthened Government capacity</p> <p>Evidence exists from documentation citing political will and ownership considerations compared against Capacity Strengthening Framework</p> <p>Existence of a SF line in the MoEYS budget</p> <p>Number of sustainable delivery models taken over by government</p>	<p>WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,</p> <p>WFP monitoring reports</p>	<p>Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners</p> <p>Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners</p>	<p>Qualitative analysis – secondary document review triangulated with key informant interviews</p> <p>Quantitative analysis of existing WFP monitoring data</p> <p>Qualitative analysis – secondary document review triangulated with key informant interviews</p>	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Government documentation has not yet been shared and may not be available for recording pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p> <p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Government documentation has not yet been shared and may not be available for recording pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p>
<p>3.4 To what extent has SFP been successful in engaging Government and local communities (PTAs, farmers groups, etc) towards school feeding and education activities? Has the role of the communities and local stakeholders been institutionalized (as the Government policy, strategy and/or systems levels)?</p>	<p>Evidence in documentation of effects on sub-national Government capacity through capacity strengthening approach including: PTAs, farmers, and local communities – disaggregated by capacity dimension (individual, institutional, and enabling environment) and gender</p> <p>Number and type of initiatives taken by PTAs and community at large to support SF activities, and the specific and relative roles of women in these actions</p>	<p>WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,</p> <p>WFP monitoring reports</p>	<p>Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners</p>	<p>Quantitative analysis of existing WFP monitoring data</p> <p>Qualitative analysis – secondary document review triangulated with key informant interviews</p>	<p>Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.</p> <p>Government documentation has not yet been shared and may not be available for recording pandemic adjustments.</p> <p>Stakeholders are available for qualitative interviews</p>

3.0 SUSTAINABILITY: to determine if McGovern-Dole FFE programme results, benefits, and outcomes are likely to continue after the programme concludes					
3.5 Based on available evidence to what extent are the benefits of the programme likely to continue beyond WFP's intervention for the targeted beneficiaries? To what extent will the benefits differ between boys and girls / men and women?	WFP, Government, and other key stakeholders' consensus perceptions regarding Government ownership, technical capacity, political will, resourcing, and integration into policy frameworks	WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,	Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners	Qualitative analysis – secondary document review triangulated with key informant interviews	Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments. Government documentation has not yet been shared and may not be available for recording pandemic adjustments.
3.6 What were the major factors and/or project interventions that have both positively and negatively influenced the transition process? ¹⁵⁶	WFP, Government, and other key stakeholders can identify factors affecting transition processes – both positively and negatively. Programme documentation outlines factors affecting results for transition including lessons learned and recommendations.	WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,	Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners	Qualitative analysis – secondary document review triangulated with key informant interviews	As above
3.7 What are the likely and potential implications of a complete phase out of WFP's interventions implemented with USDA's funding to the National School Feeding Programme?	WFP, Government, and other key stakeholders can identify implications of phase out affecting transition processes – both positively and negatively. Programme documentation outlines implications of phase out for affecting results for transition including lessons learned and recommendations, and possible impacts on GEWE.	WFP Reports, including assessment reports WFP CO, SFTF/ MOEYS and cooperating partners, annual and semi-annual reports,	Desk review In-depth interviews with WFP CO, SFTF/ MOEYS and cooperating partners	Qualitative analysis – secondary document review triangulated with key informant interviews	Project documentation and policies are available for design although fewer documents available for subsequent COVID pandemic adjustments.

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¹⁵⁶ This question overlaps somewhat with EQ 2.2 and 2.3. The differentiation will be that 2.2 and 2.3 focus on factors affecting WFP implementation while 3.6 will focus on factors influencing policy, resourcing, ownership, political will, and national technical capacity.

Annex 6: Data Collection Tools

These guides are designed to be a “semi-structured” interview guide. A semi-structured interview guide is one that is intended to provide some guidance to a conversation, but it is not intended to be read word for word nor followed exactly such as a fixed-response questionnaire.

A single guide has been developed which is to be tailored to each stakeholder group. All notes are recorded in a response matrix and all responses for a particular evaluation matrix theme will be analysed in combination at the end of the field phase to determine emergent themes and patterns across the responses.

In Semi-Structured guides, the interviewer has the discretion to re-phrase the questions to make them appropriate for their audiences. The interviewer can also omit questions if they are not relevant to the group or if they do not seem to be generating good data and responses. Semi-structured interview guides should be seen as general skeletons, but it is up to the interviewer to provide the “meat” to the conversation. A normal semi-structured guide is organized as follows:

- General, open-ended, questions that allow respondents to answer in whatever form comes to their mind first.
 - It is important to note what people say first and to allow them to express themselves in their own words.
- Underneath each open-ended question is a series of short checklists called “probes.”
 - These are not to be read as part of the question. Probes are intended to serve to remind the facilitator about items they may wish to inquire about more deeply as follow up.
 - It is important to elicit concrete examples or instances from respondents as much as possible to be able to later illustrate themes identified in the evaluation report.

Depending on the stakeholder and its knowledge/degree of engagement with the SMP, the interviewer should foresee about 1 hour on average for each KII interview.

The interviewer should introduce himself and clarify the purpose of the evaluation, as well as the confidentiality of the interview (i.e. when quoting KIIs, attribution will be made to categories of stakeholders, not individuals or organizations)

Sampling Criteria: The selection will depend on purposive sampling for the qualitative interviews and will focus on those key partners within agencies, ministries, and organizations most closely connected to WFP as indicated by the stakeholder analysis. Criteria for selecting individuals within each organization and entity include:

- Information richness (are the respondents sufficiently familiar with the activities to provide insights?),
- Accessibility (can the stakeholders be accessed by the evaluation team?),
- Gender (does the mix of stakeholders represent gender diversity?)
- Diversity (does the mix of stakeholders represent of the diversity of national and sub-national stakeholders?).

Based on these criteria, during the baseline study, a sample of Government stakeholders were identified at the national level, plus additional WFP stakeholders at National and Regional levels and stakeholders representing multi-lateral and regional entities, as well as stakeholders at sub-national level. The midterm replicated the same interviews and school visits to understand changes over time since the baseline.

Introduction (to be read at the beginning of each interview): We are members of an evaluation team commissioned by WFP to conduct a baseline study of WFP’s School Meal Programme.

The Evaluation: The purpose of this evaluation is to assess the progress, results, lessons learned, and recommendations for future improvement of WFP’s support through this programme for the Royal Government of Cambodia. We are asking you to participate in the evaluation because you are in a position to contribute a relevant and valuable perspective on the functioning of this programme so far. If you decide to participate, the interview may last an hour.

Participation is voluntary: Your participation in the interview is voluntary. You can withdraw from the interview after it has begun, for any reason, with no penalty.

Risks and benefits: This evaluation is designed to help improve future WFP programming in Cambodia by learning from the perspectives of everyone involved. None of your feedback will bear any negative consequences for future support from WFP, for your district, your community or yourself.

Confidentiality: The reports from this and the other meetings will collect and summarize the views and opinions of participants without connecting them to specific individuals and without using names at any time. Any report of this research will be presented in a way that makes it as difficult as possible for anyone to determine the identity of individuals participating in the evaluation.

If you have any questions, now or at any time in the future, you may call <insert agreed upon phone number of complaints mechanism>

Are you willing to be part of this interview? (verbal response only requested)

A sample introduction for interviews at subnational level is provided below:

My name is _____. I am a researcher contracted to support a company – KonTerra – that is conducting a midterm study of the work that WFP has done supporting the Royal Government of Cambodia in its School Meals Programme. We are talking with a number of people from different levels who are connected to the SMP to understand how the SMP is implemented. We will then analyse the information provided by all respondents.

We would like to collect your thoughts on this work which has supported <your school/the schools in your District/Province>. Your experience is very valuable, and your feedback will help WFP and the Royal Government of Cambodia – especially the MoEYS - improve their support to Schools in the future. WFP very much welcomes negative feedback as it will help the organization improve its support. And none of your feedback will bear any negative consequences for future support from WFP, for your district, your community or yourself.

If you agree to participate, at any moment you can stop participating without any penalty. The interview will last about 1-2 hours. Your participation is voluntary, you can refuse to join, or you can withdraw after it has begun with no penalty. Your participation in this discussion or not will not affect the benefits to the school, District, Province or elsewhere from the MoEYS or from WFP.

We will keep your inputs anonymous. Your inputs will be kept absolutely confidential.

This evaluation is designed to help improve the School Meals Programme programming by gathering opinions from everyone involved. You or your <school/community/District/Province> may not necessarily benefit personally from being in this discussion. If there are any problems with the way the facilitator has conducted the discussion, any problems should be reported to

If you have any questions, now or at any time in the future, you may call <insert agreed upon phone number of complaints mechanism>

Are you willing to be part of this interview? (verbal response only requested)

Interviewers should take care to note the date, time, location/institution, name, gender and position of the respondent, their contact information, and the identification of the interviewer for each interview.

National Stakeholders (WFP, Government, UN, Donors)

OPENING AND ROLE	
First of all, what is your relationship to, or the way you are connected to, this McGovern-Dole SMP? What is your role? How long have you been involved?	
GENERAL EFFECTS	
1.	Results: Thinking back to 2020 (or when you first became involved in this role) when this McGovern-Dole programme with WFP began, what do you see have been the major changes as a result of the McGovern-Dole programme activities? (Focus on any or all that are applicable to the stakeholder interviewed) <ul style="list-style-type: none"> a. Can you give an example of specific achievements?
2.	Successes: What, if anything, do you see as having been the most successful actions? Which have been the main shifts or outcomes in the McGovern-Dole from WFP support? (Focus on any or all that are applicable to the stakeholder interviewed)
3.	Challenges: What, if anything, have been some of the biggest challenges facing the McGovern-Dole programme towards successful implementation, empowerment of women, and successful handover to Government? <ul style="list-style-type: none"> a. How were these overcome? b. Which challenges still remain?
4.	Capacity Strengthening: What are your perceptions regarding how the capacity strengthening efforts at the national level and sub-national levels have gone? How effective , have the WFP McGovern-Dole activities been in creating national and sub-national capacity among the government stakeholders? What are some barriers to capacity strengthening? (Focus on the dimensions that are applicable to the stakeholder interviewed)
5.	In your experience, what would be WFP's comparative advantage in the context? <ul style="list-style-type: none"> a. What is the added value of WFP interventions in the McGovern-Dole?
6.	In your experience, how has the McGovern-Dole been able to adapt to changing contexts and emergent needs? What have been some of the bottlenecks for adaptation and flexibility?
7.	How have you seen gender considerations mainstreamed into the SMP?
8.	In your opinion, what is the quality of the partnerships of WFP with implementing partners regarding the SMP activities? Partnership with the Government? (ask for examples, evidence of meetings, agreements etc)?
9.	In your experience, what have been some of the unintended effects of the McGovern-Dole programming approach during this cycle? (positive and negative)
10.	In your experience, how do you see the funding situation? Is the entire programme funded? Are there gaps?
11.	In your experience, what efforts have been made towards the handover process with the government? Where do you see bottlenecks for handover yet?
12.	In your experience, have been some of the biggest challenges and programme adjustments made in response to the situation created by the COVID-19 pandemic ?
13.	In your experience, what do you foresee as being some of the challenges to sustainability of the SMP moving forward?
RELEVANCE	
14.	To what degree have you seen the programme adjustments and the design of the re-purposed activities appropriate and relevant for continued SMP implementation during the pandemic? <ul style="list-style-type: none"> a. Available evidence integrated into the adjustments? b. Complementing Government's alternative learning mechanisms? c. Relevant to the SMP foundation results and SMP strategic objectives?
15.	To what extent have the capacity strengthening activities that were implemented met the needs and priorities of the government?
EFFECTIVENESS (ask only if not already covered in general questions)	
16.	In your opinion, to what extent has progress been made towards the achievement of results despite the COVID-19 pandemic?
17.	How have you seen the COVID-19 pandemic and its subsequent restrictions influencing the ability of the programme to meet expected results and targets?
18.	What are major internal factors within WFP that have influenced the progress of the SMP by the midterm?
SUSTAINABILITY	
19.	In what way have the programme interventions contributed to ensure the sustainability of the SMP? What is missing yet? <ul style="list-style-type: none"> a. Alignment with Government priorities b. Resource availability c. Technical capacity development (individual, institutional, enabling environment) d. Policy environment e. Political will and ownership (Government) f. Others

20. Cascade: In what way have the programme interventions contributed to ensure the sustainability of the SMP at the sub-national levels? What is missing yet? <ol style="list-style-type: none"> District authorities and directorates Commune level stakeholders School stakeholders (Parents, PTAs, teachers, directors) Farmer groups
21. Exit and Transition: To what extent has progress been made against the overall handover process based on the agreed upon handover strategy endorsed with government?
22. What were the main factors that have both positively and negatively influenced the transition process?
23. What are the potential implications of a complete phase out of WFP's interventions in the SMP after this cycle? Can the gains be sustained?
RECOMMENDATIONS AND LESSONS LEARNED
24. In your opinion, what would you suggest for mid-course corrections to improve the SMP for the remainder of the cycle? <ol style="list-style-type: none"> Adjustments based on COVID-19 impacts to meet targets and results Sustainability and transition factors and gaps Key bottlenecks for transition and handover

Sub-National Stakeholders (Provincial, District, and Commune Levels)

Prior to the school visits, in each province it will be necessary to request one meeting with the Province Education administration, as well as with the District Education Office(s) relevant to the schools to visit. The meetings can provide opportunities to explore: the role of the Province and District administrations within the SMP, partnerships, achievements of programme results, recommendations and lessons learned.

Interviews should focus on the interview guide sections related to general effects and sustainability/transitions and wrap up with recommendations. If time permits, other details can be integrated as well.

OPENING AND ROLE
First of all, what is your relationship to, or the way you are connected to, this McGovern-Dole SMP? What is your role? How long have you been involved? Can you tell us more about the role of the Provincial/District Education Office in the McGovern-Dole SMP? Are other government institutions involved as well?
GENERAL EFFECTS
1. Results: Thinking back to 2020 (or when you first became involved in this role) when this McGovern-Dole with WFP began, what do you see have been the major changes as a result of the McGovern-Dole programme activities? (Focus on any or all that are applicable to the stakeholder interviewed) <ol style="list-style-type: none"> Can you give an example of specific achievements?
2. Successes: What, if anything, do you see as having been the most successful actions? Which have been the main shifts or outcomes in the McGovern-Dole from WFP support? (Focus on any or all that are applicable to the stakeholder interviewed)
3. Challenges: What, if anything, have been some of the biggest challenges facing the MCGOVERN-DOLE programme towards successful implementation, empowerment of women, and successful handover to Government? <ol style="list-style-type: none"> How were these overcome? Which challenges still remain?
4. Capacity Strengthening: What are your perceptions regarding how the capacity strengthening efforts at the national level and sub-national levels have gone? How effective , has the WFP McGovern-Dole activities been in creating capacity among the government stakeholders? What are some barriers to capacity strengthening? (Focus on the dimensions that are applicable to the stakeholder interviewed)
5. In your experience, what would be WFP's comparative advantage in the context? <ol style="list-style-type: none"> What is the added value of WFP interventions in the McGovern-Dole?
6. In your experience, how has the MCGOVERN-DOLE been able to adapt to changing contexts and emergent needs? What have been some of the bottlenecks for adaptation and flexibility? <ol style="list-style-type: none"> How have you seen gender considerations mainstreamed into the SMP?
7. In your opinion, what is the quality of the partnerships of WFP with implementing partners regarding the SMP activities? Partnership with the Government? (ask for examples, evidence of meetings, agreements etc)?

8. In your experience, what have been some of the unintended effects of the McGovern-Dole programming approach during this cycle?
9. In your experience, how do you see the funding situation? Is the entire programme funded? Are there gaps?
10. In your experience, what efforts have been made towards the handover process with the government? Where do you see bottlenecks for handover yet?
11. In your experience, have been some of the biggest challenges and programme adjustments made in response to the situation created by the COVID-19 pandemic ?
12. In your experience, what do you foresee as being some of the challenges to sustainability of the SMP moving forward?
RELEVANCE
13. To what degree have you seen the programme adjustments and the design of the re-purposed activities appropriate and relevant for continued SMP implementation during the pandemic? <ul style="list-style-type: none"> a. Available evidence integrated into the adjustments? b. Complementing Government's alternative learning mechanisms? c. Relevant to the SMP foundation results and SMP strategic objectives?
14. To what extent have the capacity strengthening activities that were implemented met the needs and priorities of the government?
EFFECTIVENESS (District stakeholders only)
15. How many primary schools are in the District? How many participate in the SMP? When did the SMP first come to the District?
16. How would you describe the overall goal of the McGovern-Dole SMP? What does the SMP do? <ul style="list-style-type: none"> a. What are the benefits of the SMP?
17. Is there a body/system at District level where stakeholders come together to discuss education issues? Are SMP issues covered there?
18. How have you seen the COVID-19 pandemic and its subsequent restrictions influencing the ability of the programme to meet expected results and targets?
MONITORING AND REPORTING
19. Did you receive an SMP training? When and what was covered?
20. If you participate in the reporting on SMP, what types of reporting do you do for SMP? (topics, rates of submission, who it is sent to, etc)
21. What are the main challenges or gaps you experience for monitoring and reporting on SMP?
22. How has the monitoring and complaints mechanism information been used , if at all, to address programme implementation bottlenecks or improve performance of delivery of activities? What might be improved?
SUSTAINABILITY
23. What are the potential implications of a complete phase out of WFP's interventions in the SMP after this cycle? Can the gains be sustained?
RECOMMENDATIONS AND LESSONS LEARNED
24. In your opinion, what would you suggest for mid-course corrections to improve the SMP for the remainder of the cycle? <ul style="list-style-type: none"> a. Adjustments based on COVID-19 impacts to meet targets and results b. Sustainability and transition factors and gaps c. Key bottlenecks for transition and handover

(Group) Interviews Guides at the schools

Group Interviews to be conducted with parents who are actively involved in the SMP.

Interviews with Parent members of SSC and LSFC, and Cooks (separate)

The guide below presents a set of questions that could be asked at school level during focus group discussions or group interviews with representatives of the parents. Based on the Systems Approach for Better Education Results (SABER) and although covering a broader scope, these questions will serve the main purpose of assessing the community participation and ownership in schools where the McGovern-Dole SMP is implemented.

To prevent possible bias, it will be made clear since the beginning that the principal and teachers do not attend the meeting with parents. The interview format will follow a standard introduction of the team and explanation of the evaluation purpose. The team's independence, neutrality and confidentiality of responses will be noted, as well as the approximate time (40-50 minutes) of the meeting/interview.

OPENING AND ROLE
First of all, what is your relationship to, or the way you are connected to, this McGovern-Dole SMP? What is your role? How long have you been involved? When did SMP activities start in the school?
GENERAL EFFECTS
1. In your own words, why would you say there is school feeding in this school?
2. To what extent have you been involved in deciding which commodities are provided?
3. Is there a LSFC in the school? a. Number of men, number of women b. Respective roles of men and women?
4. What kinds of activities do LSFC members do each day? Please describe a typical SF day (separate for men and women members)
5. Food delivery and Storage: When and by whom is food delivered to the school? What challenges are there with the deliveries?
6. How does the transporter know the quantity of food he should deliver to the school?
7. What is the process for unloading the truck? Who (position, gender) are involved and their roles?
8. Who (position, gender) controls the quantity of food delivered and signs the waybill?
9. Where is the food stored and who is responsible for it?
10. Is there a book to keep records of food storage and distributions? Who (position, gender) is responsible for it?
11. Can you tell us about parental contribution ? Are there any in kind or cash contributions? How often and how much? Are there any challenges?
12. According to you, what do you see as the main benefits of the SMP? (for children, families, teachers, etc)
13. Is there a need for improvement? What would you suggest?
14. What types of adjustments have you seen to take into account the effects of the COVID-19 pandemic? Were these adjustments useful? Relevant?
RELEVANCE
15. To what degree have you seen the programme adjustments and the design of the re-purposed activities appropriate and relevant for continued SMP implementation during the pandemic? a. Available evidence integrated into the adjustments? b. Complementing Government's alternative learning mechanisms? c. Relevant to the SMP foundation results and SMP strategic objectives?
16. To what extent have the capacity strengthening activities that were implemented met the needs and priorities of the government?
EFFECTIVENESS
17. How would you describe the overall goal of the McGovern-Dole SMP? What does the SMP do? a. What are the benefits of the SMP?
18. Is there a body/system at District level where stakeholders come together to discuss education issues? Are SMP issues covered there?
19. How have you seen the COVID-19 pandemic and its subsequent restrictions influencing the ability of the programme to meet expected results and targets?
MONITORING AND REPORTING
20. Did you receive an SMP training? When and what was covered?
21. If you participate in the reporting on SMP, what types of reporting do you do for SMP? (topics, rates of submission, who it is sent to, etc)
22. What are the main challenges or gaps you experience for monitoring and reporting on SMP?
23. How has the monitoring and complaints mechanism information been used , if at all, to address programme implementation bottlenecks or improve performance of delivery of activities? What might be improved?
SUSTAINABILITY
24. What are the potential implications of a complete phase out of WFP's interventions in the SMP after this cycle? Can the gains be sustained?
RECOMMENDATIONS AND LESSONS LEARNED

25. In your opinion, what would you suggest for mid-course corrections to improve the SMP for the remainder of the cycle?

Teachers

The guide below presents a set of questions that could be asked at school level during focus group discussions or group interviews with representatives of the teachers. Based on the SABER approach and although covering a broader scope, these questions will serve the main purpose of assessing the community participation and ownership in schools where the McGovern-Dole SMP is implemented.

To prevent possible bias, it will be made clear since the beginning that the evaluation team is independent and will not share their information with District stakeholders, or parents. The interview format will follow a standard introduction of the team and explanation of the evaluation purpose. The team's independence, neutrality and confidentiality of responses will be noted, as well as the approximate time (40-50 minutes) of the meeting/interview.

OPENING AND ROLE
First of all, what is your relationship to, or the way you are connected to, this McGovern-Dole SMP? What is your role? How long have you been involved? When did SMP activities start in the school?
GENERAL EFFECTS
1. In your own words, why would you say there is school feeding in this school?
2. To what extent have you been involved in deciding which commodities are provided?
3. Is there a LSFC in the school? a. Number of men, number of women b. Respective roles of men and women?
4. What kinds of activities do LSFC members do each day? Please describe a typical SF day (separate for men and women members)
5. Food delivery and Storage: When and by whom is food delivered to the school? What challenges are there with the deliveries?
6. How does the transporter know the quantity of food he should deliver to the school?
7. What is the process for unloading the truck? Who (position, gender) are involved and their roles?
8. Who (position, gender) controls the quantity of food delivered and signs the waybill?
9. Where is the food stored and who is responsible for it?
10. Is there a book to keep records of food storage and distributions? Who (position, gender) is responsible for it?
11. Can you tell us about parental contribution ? Are there any in kind or cash contributions? How often and how much? Are there any challenges?
12. According to you, what do you see as the main benefits of the SMP? (for children, families, teachers, etc)
13. Is there a need for improvement? What would you suggest?
14. What types of adjustments have you seen to take into account the effects of the COVID-19 pandemic? Were these adjustments useful? Relevant?
MONITORING AND REPORTING
15. What is your role or duties with the SMP activity in the school? What types of things do you do every day for example?
16. Did you receive an SMP training? When and what was covered?
17. Have you been provided with SMP monitoring tools? By whom? How were they used? (what is monitored, how often, what do you do with the results?)
18. If you participate in the reporting on SMP, what types of reporting do you do for SMP? (topics, rates of submission, who it is sent to, etc)
19. What are the main challenges or gaps you experience for monitoring and reporting on SMP? How often have you received refresher training?
20. How has the monitoring and complaints mechanism information been used , if at all, to address programme implementation bottlenecks or improve performance of delivery of activities? What might be improved?

Qualitative Data Analysis for Key Informant Interviews

Research texts typically make a distinction between data collection and analysis. For data collection based on surveys, standardized tests, and experimental designs, the lines are clear. However, the fluid and emergent nature of naturalistic inquiry makes the distinction between data gathering and analysis less absolute. In the course of fieldwork, ideas concerning directions for analysis will emerge. Patterns take shape, and additional possible themes are identified for further exploration. In general, the earlier stages of fieldwork tend to be

generative and emergent while later stages move towards confirmatory data collection – deepening insights into patterns and confirming or disconfirming trends. The data analysis depends on thick description and drawing out multiple voices among the stakeholders.

Raw field notes and transcripts constitute the raw material for developing context analysis. For qualitative analysis, the mechanical work of analysis involves coding the data into discrete thought units and identifying themes and patterns emerging from the collection of thought units. The ET will review their notes and code their notes into discrete units of thoughts.

Individual units of thoughts are then collected into clusters by looking for recurring regularities in the data. These regularities reveal patterns that are labelled as themes. The themes are then examined to develop categories. This process for classifying and coding qualitative data produces a framework for organizing and describing what was collected during the field phase. This descriptive analysis builds a foundation for the interpretive phase when meanings are extracted from the data and comparisons are made with conclusions drawn.

Validity and reliability are addressed through considerations of substantive significance of the conclusions and categories:

- *How solid, coherent, and consistent is the evidence in support of this category of findings?*
- *To what extent or in what ways do the findings in this category increase or deepen understanding of this aspect of the programme?*
- *To what extent are the findings consistent with other sources of data?*
- *To what extent are the findings useful?*

The evaluation team will work together to ensure consensual validation of the thought units, themes, patterns, categories, and conclusions generated to mitigate against subjectivity bias.

Document Review

The Document Review process is similar to the KII analysis, except that the raw data are the document narratives rather than raw notes or transcripts from interviews. The same processes of identifying discrete thought units, clustering to identify emergent themes, identifying patterns, and building categories for conclusions are followed. In both cases, the conclusions are generated against a review based on the evaluation matrix.

Annex 7: Fieldwork Agenda

The data collection schedule was an in-person field mission conducted from June 13-July 1, 2022, with the exit briefings on 30 June (internal) and 1 July (external). Field visits to sub-national sites were scheduled for the second full week of the mission. The following table provides descriptions of the specific activities each day and the following figure provides a map showing locations of evaluation team visits.

Fieldwork Daily Calendar

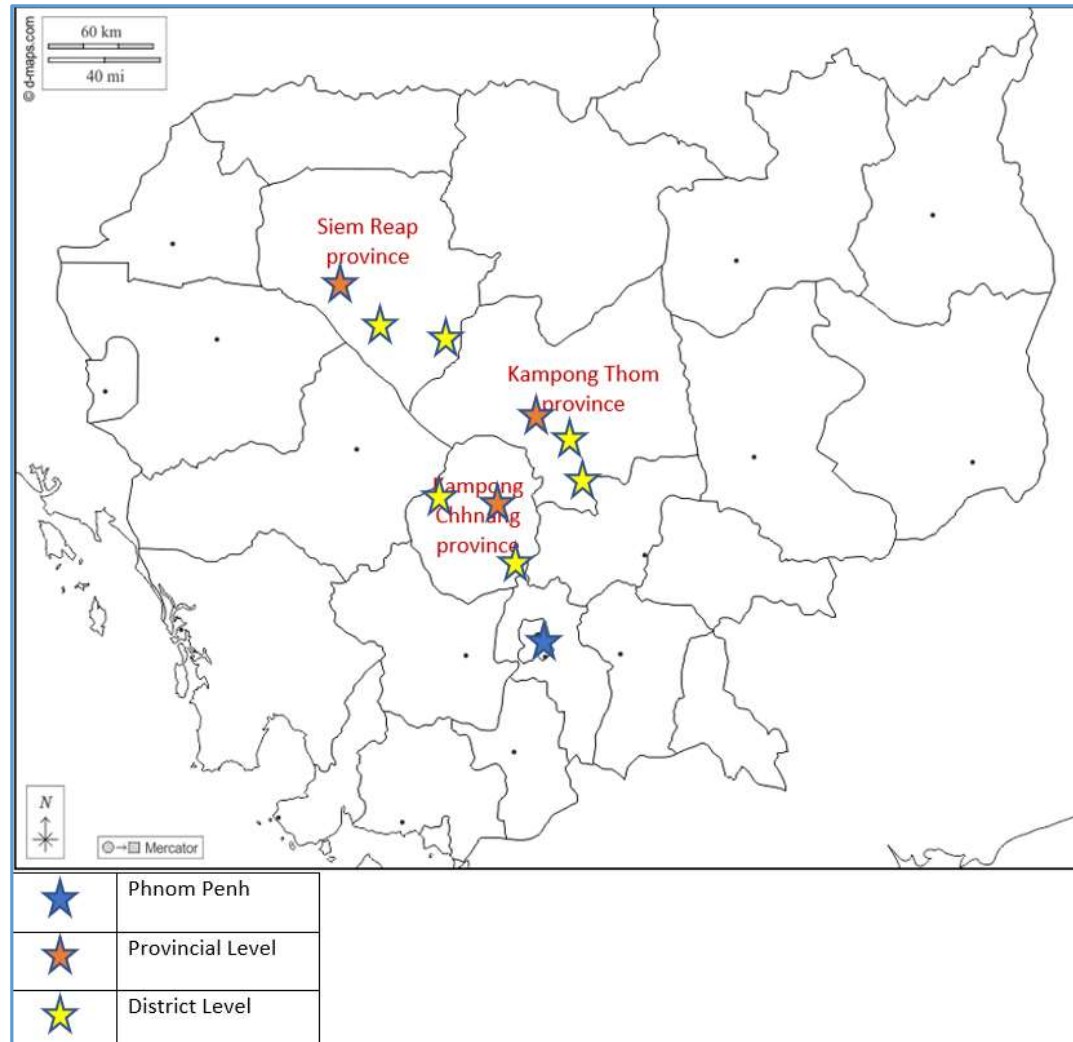
	Sunday	Monday	Tuesday	Weds	Thursday	Friday	Saturday
June	12	13	14	15	16	17	18
Evaluation Team (All)	Phnom Penh ET arrivals Evaluation Team Meeting (evening)	Phnom Penh WFP Internal Orientations, debriefings, and Interviews	Phnom Penh WFP Internal Interviews (in person and remote) Implementing partners	Phnom Penh Ministry of Education, Youth and Sport KII Donors WFP internal interviews (in person and remote)	Phnom Penh Ministry of Agriculture KII Ministry of Education, Youth and Sport KII NSPC KII CARD KII MOSAVY KII Implementing Partners	Phnom Penh Donors Implementing Partners UN agencies WFP Internal interviews (in person and remote)	Travel to Siem Reap
June	19	20	21	22	23	24	25
Evaluation Team #1¹⁵⁷	Siem Reap ET Debriefings and Analysis	Siem Reap WFP Orientations Provincial Stakeholders WFP Internal Interviews UN Agencies Implementing partners	Siem Reap School Visits Trapeang Trom	Siem Reap District Authorities and Stakeholders – Chikraeng	Siem Reap/Kampong Thom School Visit Thnal Kaeng – Soutnikom Travel to Kampong Thom Provincial authorities KII	Kampong Thom School visits – Serei Sophoan Provincial Authorities KII Implementing partners	Kampong Thom School Visits – Banteay Chas School Visits – Cheay Sbai District Authorities – Santuk District Authorities – Baray Travel to Phnom Penh

¹⁵⁷ Evaluation team split into two groups with representatives from both McGovern-Dole School Feeding and LRP evaluation teams in each sub-group

June	19	20	21	22	23	24	25
Evaluation Team #2 ¹⁵⁸	Siem Reap ET Debriefings and Analysis	WFP Orientations WFP Orientations Provincial Stakeholders WFP Internal Interviews UN Agencies Implementing partners	Siem Reap School Visits Thnal Dach School Visits Svay Chek (national)	Siem Reap District Authorities and Stakeholders – Soutnikom	Kampong Chhnang Travel to Kampong Chhnang Provincial Level KIIs	Kampong Chhnang School visits – Meanok Provincial Authorities KIIs	Kampong Chhnang School visits – Takeo School visits – Chambak Raingsei (national) District Authorities – Samaki Meanchey Travel to Phnom Penh
June/July	26	27	28	29	30	1	2
Evaluation Team (All)	Phnom Penh Team Debriefing and Analysis	Phnom Penh Ministry of Education, Youth and Sport KIIs WFP Internal KIIs (in person and remote)	Phnom Penh WFP Internal KIIs (in person and remote) Team Preliminary Findings Workshop	Phnom Penh Team Preliminary Findings Workshop Internal PPT construction	Phnom Penh Exit Briefing – Internal WFP Revisions to ppt	Phnom Penh Exit Briefing – External WFP Debriefing and lessons learned on evaluation process	ET Departure

¹⁵⁸ Evaluation team split into two groups with representatives from both McGovern-Dole School Feeding and LRP evaluation teams in each sub-group

Mapping of Site Visits (National, Provincial, and District)



Annex 8: Findings, Conclusions and Recommendations Mapping

Recommendations	Conclusions ¹⁵⁹	Findings – paragraph numbers (may be slight discrepancies with current file)
<p>Recommendation 1: NHGSFP Review and Lessons Learned. In alignment with the baseline report recommendation, WFP should support the MoEYS to undertake a systematic review of the national school meals implementation in schools handed over since 2019. This review should identify the challenges that need to be addressed, key lessons learned, and an assessment of the systems (beyond school level stakeholders) necessary for NHGSFP implementation. The review should incorporate the five pathways of change to ensure that these key elements can be monitored and institutionalized.</p>	<p>Conclusion 6: The school feeding programme will be continued by the Government, but the actual version of the programme will be different from the WFP supported HGSF programme.</p>	161-162, 165, 169
	<p>Conclusion 8: The transition process is complicated by the ongoing decentralization of the Government which affects lines of command and financial flows.</p>	158, 176, 180, 182
	<p>Conclusion 5: There are policies and structures in place, but continued rollout of the SFP still depends on the support of high-level advocates.</p>	88, 97, 107-108, 111, 154, 164, 174, 180
<p>Recommendation 2: Joint post-transition accompaniment. Based on the lessons learned from the midterm evaluation and an NHGSFP review, WFP, in collaboration with the MoEYS and NSPC, should conduct a systematic adjustment to the school meal programme processes to identify what is feasible and possible within the existing Government situation and resourcing. This may include the adjustment of the NHGSFP processes and systems, including procurement, implementation, monitoring, and reporting processes to match the national context (i.e. available resources and capacities). However, this process should also identify the areas for ongoing WFP technical assistance to Government after handover and transition and should include a dedicated time period for WFP to continue to accompany Government in the Government's implementation of its NHGSFP.</p>	<p>Conclusion 9: The current project cycle for the McGovern-Dole has prioritized the more concrete components of handover of schools but there has been less progress towards the institutionalization elements to maintain the schools (systems and institutions).</p>	148-151, 153-156
	<p>Conclusion 6: The school feeding programme will be continued by the Government, but the actual version of the programme will be different from the WFP supported HGSF programme.</p>	161-162, 165, 169
	<p>Conclusion 9: The current project cycle for the McGovern-Dole has prioritized the more concrete components of handover of schools but there has been less progress towards the institutionalization elements to maintain the schools (systems and institutions).</p>	148-151, 153-156

¹⁵⁹ Conclusions may be relevant to more than one recommendation. When this occurs, conclusion is cited twice.

<p>Recommendation 3: Focus on strengthening institutional capacity and policy. Building on the school level processes established, WFP, in collaboration with the MoEYS and NSPC, should develop a mechanism or framework to strengthen the institutionalization of the NHGSFP prioritizing the next steps in policy development (sub-decrees and instructions), monitoring and reporting (institutionalization) and resourcing.</p>	<p>Conclusion 10: Progress has been made, but the time available in the current cycle is not sufficient to prepare Government to manage the programme.</p>	98, 100-103, 110, 162, 164-173, 175, 181
	<p>Conclusion 11: The next steps for building sustainability should focus on three pathways of change: policy framework, resourcing, and institutional systems.</p>	
	<p>Conclusion 9: The current project cycle for the McGovern-Dole has prioritized the more concrete components of handover of schools but there has been less progress towards the institutionalization elements to maintain the schools (systems and institutions).</p>	148-151, 153-156
<p>Recommendation 4: Preparatory assessment of handover readiness at school and district level. WFP, together with MoEYS and NSPC, should construct and use a structured and transparent tool to assess subnational readiness for transition. This include the capacity to implement the SFP at the school and district level, to ensure through tailored capacity building that all schools (and districts) are fully ready for handover before this occurs.</p>	<p>Conclusion 8: The transition process is complicated by the ongoing decentralization of the Government which affects lines of command and financial flows.</p>	158, 176, 180, 182
	<p>Conclusion 7: An important gap in the transition process is a post-transition technical assistance phase between WFP and MoEYS.</p>	164, 166-173, 175
<p>Recommendation 5: WFP staffing adjustments. For the remainder of the programme cycle, WFP should seek to review and fill its current staffing gaps and consider the necessity of expanding its staffing profiles in preparation for a focus on the country capacity strengthening elements in systems strengthening required post-transition. The SF Unit and AO should consider upgrading staff capacity to better understand the D&D process, to contribute towards continuing engagement in the Government's processes and provide a wider WFP ownership of a transition and technical assistance accompaniment role to government and governance.</p>	<p>Conclusion 5: There are policies and structures in place, but continued rollout of the SFP still depends on the support of high-level advocates</p>	88, 97, 107-108, 111, 154, 164, 166-175, 177-181
	<p>Conclusion 7: An important gap in the transition process is a post-transition technical assistance phase between WFP and MoEYS.</p>	
	<p>Conclusion 9: The current project cycle for the McGovern-Dole has prioritized the more concrete components of handover of schools but there has been less progress towards the institutionalization elements to maintain the schools (systems and institutions).</p>	148-151, 153-156
<p>Recommendation 6: Gender sensitive procedures. WFP, in consultation with MoEYS and the Ministry of Women's Affairs, should conduct a gender analysis to seek to integrate increased gender sensitivity into school meals processes</p>	<p>Conclusion 3: The programme design assumes that the school feeding programme equally impacts girls and boys, but adjustments could be made to further visibilize gender in the programme.</p>	112-114, 117, 121-125, 134, 139, 159

<p>Recommendation 7: Visibilizing gender contributions. In alignment with the baseline report recommendation, WFP, together with USDA and in consultation with MoEYS and the Ministry of Women's Affairs, should seek to integrate and visibilize the LRP contributions to gender by improving gender visibility in the results framework. This would include the identification of gender indicators that not only measure gender participation but also gender transformative change.</p>	<p>Conclusion 3: The programme design assumes that the school feeding programme equally impacts girls and boys, but adjustments could be made to further visibilize gender in the programme.</p>	<p>112-114, 117, 121-125, 134, 139, 159</p>
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Annex 9: List of People Interviewed

Note: Per USDA guidance on personal identifiable information (PII), any information leading to being able to identify an interviewee is excluded from the list.

National and International Levels

No	Position	Organization
1	Redacted Personally Identifiable Information	WFP CO/ School Feeding Unit
2	Redacted Personally Identifiable Information	WFP CO/M&E Unit
3	Redacted Personally Identifiable Information	WFP CO/School Feeding Unit/Operation
4	Redacted Personally Identifiable Information	WFP CO/ School Feeding Unit
5	Redacted Personally Identifiable Information	WFP CO/ School Feeding Unit
6	Redacted Personally Identifiable Information	WFP CO/VAM
7	Redacted Personally Identifiable Information	WFP CO/VAM
8	Redacted Personally Identifiable Information	WFP CO/Food Systems Unit (SO2)
9	Redacted Personally Identifiable Information	WFP CO/RAM Unit
10	Redacted Personally Identifiable Information	WFP CO/M&E Unit
11	Redacted Personally Identifiable Information	WFP CO/M&E Unit
12	Redacted Personally Identifiable Information	WFP CO//M&E Unit
13	Redacted Personally Identifiable Information	WFP CO/School Feeding Unit
14	Redacted Personally Identifiable Information	WFP CO/ Supply Chain
15	Redacted Personally Identifiable Information	WFP CO/VAM
16	Redacted Personally Identifiable Information	WFP CO/VAM
17	Redacted Personally Identifiable Information	WFP CO/Nutrition
18	Redacted Personally Identifiable Information	WFP CO/ Finance unit
19	Redacted Personally Identifiable Information	WFP CO/Finance unit
20	Redacted Personally Identifiable Information	WFP CO
21	Redacted Personally Identifiable Information	WFP CO/management
22	Redacted Personally Identifiable Information	WFP CO/ Logistics
23	Redacted Personally Identifiable Information	WFP CO
24	Redacted Personally Identifiable Information	WFP CO
25	Redacted Personally Identifiable Information	WFP CO Area Office
26	Redacted Personally Identifiable Information	WFP CO Area Office
27	Redacted Personally Identifiable Information	WFP CO Area Office
28	Programme Monitoring Assistant	WFP CO Area Office
29	Programme Monitoring Assistant	WFP CO Area Office
30	Programme Monitoring Assistant	WFP CO Area Office
31	Programme Monitoring Assistant	WFP CO Area Office
32	Programme Monitoring Assistant	WFP CO Area Office
33	Programme Monitoring Assistant	WFP CO Area Office
34	Programme Monitoring Assistant	WFP CO Area Office
35	Programme Monitoring Assistant	WFP CO Area Office
36	Redacted Personally Identifiable Information	WFP RBB
37	Redacted Personally Identifiable Information	WFP RBB
38	Redacted Personally Identifiable Information	WFP RBB
39	Redacted Personally Identifiable Information	WFP RBB
40	Redacted Personally Identifiable Information	WFP RBB
41	Redacted Personally Identifiable Information	WFP RBB
42	Redacted Personally Identifiable Information	WFP RBB
43	Redacted Personally Identifiable Information	WFP RBB
44	Redacted Personally Identifiable Information	WFP RBB
45	Redacted Personally Identifiable Information	WFP HQ
46	Redacted Personally Identifiable Information	WFP HQ
47	Redacted Personally Identifiable Information	WFP – Washington Office
48	Redacted Personally Identifiable Information	Ministry of Planning
49	Redacted Personally Identifiable Information	MOEYS/Teacher Training Center
50	Redacted Personally Identifiable Information	MOEYS
51	Redacted Personally Identifiable Information	MOEYS
52	Redacted Personally Identifiable Information	MOEYS
53	Redacted Personally Identifiable Information	MOEYS

54	Redacted Personally Identifiable Information	MOEYS/ Education Quality Assurance
55	Redacted Personally Identifiable Information	MOEYS/ Education Quality Assurance
56	Redacted Personally Identifiable Information	MOEYS
57	Redacted Personally Identifiable Information	MOEYS
58	Redacted Personally Identifiable Information	NSPC (MEF)
59	Redacted Personally Identifiable Information	NSPC (MEF)
60	Redacted Personally Identifiable Information	Ministry of Agriculture, Forestry and Fisheries – General Director Agriculture
61	Redacted Personally Identifiable Information	MOI/CARD
62	Redacted Personally Identifiable Information	MOI/CARD
63	Director of Technical Development	Green Trade
64	Redacted Personally Identifiable Information	Green Trade
65	Redacted Personally Identifiable Information	Green Trade
66	Redacted Personally Identifiable Information	MoEYS
67	Quality Assurance	MoEYS
68	Curriculum Department	MoEYS
69	Redacted Personally Identifiable Information	MoEYS/ Teacher Department
70	Redacted Personally Identifiable Information	MoEYS/ School Health Department
71	Redacted Personally Identifiable Information	MoEYS
72	Redacted Personally Identifiable Information	MoEYS
73	Redacted Personally Identifiable Information	MoEYS
74	Redacted Personally Identifiable Information	MoEYS
75	Redacted Personally Identifiable Information	MoEYS
76	Redacted Personally Identifiable Information	MOSAVY
77	Programme Advisor	FAO
78	Redacted Personally Identifiable Information	UNICEF
79	Redacted Personally Identifiable Information	UNICEF
80	Redacted Personally Identifiable Information	UNICEF
81	Redacted Personally Identifiable Information	World Education
82	Specialist	World Education
83	M&E Unit	World Education
84	Redacted Personally Identifiable Information	GIZ
85	Redacted Personally Identifiable Information	GIZ
86	Redacted Personally Identifiable Information	Hellen Keller International
87	Redacted Personally Identifiable Information	PLAN International
88	Redacted Personally Identifiable Information	WVI
89	Redacted Personally Identifiable Information	WVI
90	Redacted Personally Identifiable Information	USDA
91	Project Officer	USDA
92	Redacted Personally Identifiable Information	USAID
93	Redacted Personally Identifiable Information	USAID
94	Redacted Personally Identifiable Information	USAID
95	Redacted Personally Identifiable Information	USAID
96	Redacted Personally Identifiable Information	Japanese Embassy
97	Redacted Personally Identifiable Information	KOICA
98	Redacted Personally Identifiable Information	KOICA

Sub-national Levels

No	Position	Organization
Siem Reap Province		
1	Redacted Personally Identifiable Information	POEYS
2	Officer, Primary Education	POEYS
3	Redacted Personally Identifiable Information	POEYS
4	Provincial Manager	PLAN International
5	Programme Officer	PLAN International
6	Programme Officer	PLAN International
7	Programme Officer	PLAN International
8	Programme Officer	PLAN International
9	Programme Officer	PLAN International
10	Redacted Personally Identifiable Information	UNICEF
11	Redacted Personally Identifiable Information	PDAFF
12	Vice Chief of Office	PDAFF

13	Redacted Personally Identifiable Information	Chikraeng District
14	Redacted Personally Identifiable Information	Chikraeng District Office of Education
15	Officer - School Feeding	Chikraeng District Office of Education
16	Officer - Administration	Chikraeng District Office of Education
17	Redacted Personally Identifiable Information	Chikraeng District Office of Agriculture
18	Deputy Head	Chikraeng District Office of Agriculture
19	Commune Chief	Chikraeng District
20	Commune Chief	Chikraeng District
21	Commune Chief	Chikraeng District
22	Commune Chief	Chikraeng District
23	Commune Chief	Chikraeng District
24	Commune Chief	Chikraeng District
25	Commune Chief	Chikraeng District
26	Commune Chief	Chikraeng District
27	Commune Chief	Chikraeng District
28	Commune Chief	Chikraeng District
29	Commune Chief	Chikraeng District
30	Commune Chief	Chikraeng District
31	Redacted Personally Identifiable Information	Soutnikom District
32	Redacted Personally Identifiable Information	Soutnikom District
33	Redacted Personally Identifiable Information	Soutnikom District
34	Redacted Personally Identifiable Information	Soutnikom District
35	Community chief	Soutnikom District
36	Commune Council Member	Soutnikom District
37	Commune Council Member	Soutnikom District
38	Commune Council Member	Soutnikom District
39	Commune Council Member	Soutnikom District
40	Commune Council Member	Soutnikom District
41	Commune Council Member	Soutnikom District
42	District School Meals Committee Member	Soutnikom District
43	District School Meals Committee Member	Soutnikom District
44	District School Meals Committee Member	Soutnikom District
45	District School Meals Committee Member	Soutnikom District
46	District School Meals Committee Member	Soutnikom District
47	District School Meals Committee Member	Soutnikom District
48	District School Meals Committee Member	Soutnikom District
49	District School Meals Committee Member	Soutnikom District
50	District School Meals Committee Member	Chikraeng District
51	District School Meals Committee Member	Chikraeng District
52	District School Meals Committee Member	Chikraeng District
53	District School Meals Committee Member	Chikraeng District
54	District School Meals Committee Member	Chikraeng District
Kampong Chhnang Province		
55	Redacted Personally Identifiable Information	Provincial Government
56	Redacted Personally Identifiable Information	Provincial Government
57	Redacted Personally Identifiable Information	Provincial Government
58	Redacted Personally Identifiable Information	Provincial Government
59	Redacted Personally Identifiable Information	POEYS
60	Redacted due to Personal Identifiable Information Policy	POEYS
61	Redacted due to Personal Identifiable Information Policy	POEYS
62	Officer of Primary Education Office	POEYS
63	Officer of Primary Education Office	POEYS
64	Redacted due to Personal Identifiable Information Policy	PDAFF
65	Vice Chief	PDAFF
66	Officer	PDAFF
67	Head	Kampong Chhnang Agricultural Cooperative
68	Redacted Personally Identifiable Information	Kampong Chhnang Agricultural Cooperative
69	leadership	Samaki Meanchey District
70	Redacted due to Personal Identifiable Information Policy	DOE - Samaki Meanchey District
71	Redacted Personally Identifiable Information	DOE - Samaki Meanchey District
72	Officer	DOE - Samaki Meanchey District

73	Redacted Personally Identifiable Information	Samaki Meanchey District
74	Commune Council Member	Samaki Meanchey District
75	Commune Council Member	Samaki Meanchey District
76	District Education Officer	DOE – Boribo District
Kampong Thom Province		
77	Provincial Manager	World Vision International
78	Programme Officer	World Vision International
79	Programme Officer	World Vision International
80	Programme Officer	World Vision International
81	Programme Officer	World Vision International
82	Programme Officer	World Vision International
83	Redacted Personally Identifiable Information	Provincial Government
84	Redacted Personally Identifiable Information	Provincial Government
85	Officer	Provincial Government
86	Redacted due to Personal Identifiable Information Policy	POEYS
87	Redacted Personally Identifiable Information	POEYS
88	Redacted Personally Identifiable Information	POA
89	Redacted Personally Identifiable Information	POA
9	Redacted Personally Identifiable Information	POA
91	Redacted Personally Identifiable Information	POA
92	Deputy Director	District Office of Education – Baray
93	Officer	District Office of Education - Baray
94	Commune Chiefs	Baray District
95	Commune Council Member	Baray District
96	Commune Council Member	Baray District
97	Commune Council Member	Baray District
98	Commune Council Member	Baray District
99	District School Meals Committee Member	Baray District
100	District School Meals Committee Member	Baray District
101	District School Meals Committee Member	Baray District
102	District School Meals Committee Member	Baray District
103	District School Meals Committee Member	Baray District
104	Vice Governor	Santuk District
105	Redacted due to Personal Identifiable Information Policy	District Office of Agriculture – Santuk District
106	Deputy Head	District Office of Agriculture – Santuk District
107	Commune Chief	Santuk District
108	Commune Council Member	Santuk District
109	Commune Council Member	Santuk District
110	Commune Council Member	Santuk District
111	Deputy Director	District Office of Education – Santuk
112	Officer	District Office of Education - Santuk
113	Officer	District Office of Education - Santuk

School Levels (including Farmers and Suppliers connected to the schools)

No	Position	Organization
Siem Reap Province		
1	Redacted due to Personal Identifiable Information Policy	Trapeang Trom School
2	Deputy Director	Trapeang Trom School
3	Teacher	Trapeang Trom School
4	Teacher	Trapeang Trom School
5	Teacher	Trapeang Trom School
6	Teacher/Storekeeper	Trapeang Trom School
7	LSFC Member	Trapeang Trom School
8	LSFC Member	Trapeang Trom School
9	LSFC Member	Trapeang Trom School
10	LSFC Member	Trapeang Trom School
11	LSFC Member	Trapeang Trom School
12	Supplier	Trapeang Trom School
13	Farmer	Trapeang Trom School
14	Farmer	Trapeang Trom School
15	Redacted due to Personal Identifiable Information Policy	Thnal Dach School
16	Teacher/Storekeeper	Thnal Dach School

17	Teacher	Thnal Dach School
18	Cook	Thnal Dach School
19	Cook	Thnal Dach School
20	Supplier	Thnal Dach School
21	Farmer	Thnal Dach School
22	LSFC Member	Thnal Dach School
23	LSFC Member	Thnal Dach School
24	LSFC Member	Thnal Dach School
25	LSFC Member	Thnal Dach School
26	Redacted due to Personal Identifiable Information Policy	Svay Check School
27	Storekeeper	Svay Check School
28	Deputy Director	Svay Check School
29	LSFC Member	Svay Check School
30	Redacted due to Personal Identifiable Information Policy	Thnal Kaeng School
31	Teacher/Storekeeper	Thnal Kaeng School
32	Teacher	Thnal Kaeng School
33	Teacher	Thnal Kaeng School
34	Teacher	Thnal Kaeng School
35	Teacher	Thnal Kaeng School
36	Teacher	Thnal Kaeng School
37	Teacher	Thnal Kaeng School
38	Teacher	Thnal Kaeng School
39	Cook	Thnal Kaeng School
40	LSFC Member	Thnal Kaeng School
41	LSFC Member	Thnal Kaeng School
42	LSFC Member	Thnal Kaeng School
Kampong Thom		
43	Redacted due to Personal Identifiable Information Policy	Serei Sophoan School
44	Teacher	Serei Sophoan School
45	Teacher	Serei Sophoan School
46	Teacher	Serei Sophoan School
47	Teacher/Storekeeper	Serei Sophoan School
48	Cook	Serei Sophoan School
49	Cook	Serei Sophoan School
50	LSFC Member	Serei Sophoan School
51	LSFC Member	Serei Sophoan School
52	LSFC Member	Serei Sophoan School
53	LSFC Member	Serei Sophoan School
54	LSFC Member	Serei Sophoan School
55	Redacted due to Personal Identifiable Information Policy	Banteay Chas School
56	Deputy Director	Banteay Chas School
57	Librarian	Banteay Chas School
58	Teacher	Banteay Chas School
59	Teacher	Banteay Chas School
60	Teacher	Banteay Chas School
61	Teacher	Banteay Chas School
62	Teacher	Banteay Chas School
63	Teacher	Banteay Chas School
64	Teacher	Banteay Chas School
65	Teacher	Banteay Chas School
66	Cook	Banteay Chas School
67	Cook	Banteay Chas School
68	Cook	Banteay Chas School
69	LSFC Member	Banteay Chas School
70	LSFC Member	Banteay Chas School
71	LSFC Member	Banteay Chas School
72	LSFC Member	Banteay Chas School
73	LSFC Member	Banteay Chas School
74	Supplier	Banteay Chas School
75	Farmer	Banteay Chas School
76	Farmer	Banteay Chas School

77	Redacted due to Personal Identifiable Information Policy	Cheay Sbai School
78	Teacher	Cheay Sbai School
79	Teacher	Cheay Sbai School
80	Teacher/Storekeeper	Cheay Sbai School
81	Cook	Cheay Sbai School
82	Commune Chief Assistant	Cheay Sbai School
83	Commune Council representative	Cheay Sbai School
84	LSFC Member	Cheay Sbai School
85	LSFC Member	Cheay Sbai School
86	LSFC Member	Cheay Sbai School
87	LSFC Member	Cheay Sbai School
	Kampong Chhnang Province	
88	Deputy director	Meanok Primary School
89	Storekeeper	Meanok Primary School
90	Cook	Meanok Primary School
91	Cook	Meanok Primary School
92	LSFC Member	Meanok Primary School
93	LSFC Member	Meanok Primary School
94	LSFC Member	Meanok Primary School
95	Supplier	Meanok Primary School
96	Farmer	Meanok Primary School
97	Farmer	Meanok Primary School
98	Redacted due to Personal Identifiable Information Policy	Takeo Primary School
99	Teacher	Takeo Primary School
100	Storekeeper	Takeo Primary School
101	LSFC Member	Takeo Primary School
102	LSFC Member	Takeo Primary School
103	LSFC Member	Takeo Primary School
104	LSFC Member	Takeo Primary School
105	LSFC Member	Takeo Primary School
106	LSFC Member	Takeo Primary School
107	LSFC Member	Takeo Primary School
108	LSFC Member	Takeo Primary School
109	LSFC Member	Takeo Primary School
110	Supplier	Takeo Primary School
111	Farmer	Takeo Primary School
112	Farmer	Takeo Primary School
113	Redacted due to Personal Identifiable Information Policy	Chambak Raingsei School
114	Storekeeper	Chambak Raingsei School
115	Cook	Chambak Raingsei School
116	Cook	Chambak Raingsei School
117	Cook	Chambak Raingsei School
118	LSFC Member	Chambak Raingsei School
119	LSFC Member	Chambak Raingsei School
120	LSFC Member	Chambak Raingsei School

(Grand)Parents FGDs

No	Position	Organization
1	4 Women	Trapeang Trom School
2	22 Women, 4 Men	Thnal Dach School
3	21 Women, 2 Men	Thnal Kaeng School
4	19 Women	Serei Sophoan School
5	8 Women, 2 Men	Banteay Chas School
6	4 Women	Meanok School
7	10 Women, 3 Men	Takeo School
Total	99 (86% women)	Total

Annex 10:

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Annex 11: List of Analytical Works

The following documents were used in the design of the project (e.g. needs assessments, research, past evaluations/reviews etc.).

Title
Cambodia Country Portfolio Evaluation Reports, 2011-2017
Baseline, Midterm, and Endline evaluation reports of the USDA McGovern-Dole FFE Programme, 2017-2019, including survey tools.
School Assessment Study Report, 2015-2016. (NB: Assessment in 2019-20 in drafting process at Baseline)
School Feeding Roadmap between WFP and MoEYS (signed in May 2015)
Midterm Strategic review of the NSFSN, 2014-2018 (Progress inventory 2016, situation update 2017, & strategic directions towards 2030).
Guideline on Food Safety in Schools-May 2019_Khmer version
HGSF supplier's consultation findings, 2018-19
Successes and Challenges of Implementing USDA McGovern-Dole Funded Food for Education Programmes in the Asia/Pacific Region (A review of key findings from WFP programme Evaluations in Bangladesh, Cambodia, Lao PDR, and Nepal during 2013-2018)
Take-home ration (THR) lesson learnt report (During Covid-19)
Cambodian Rice Landscape Analysis_Generic-20190618
Fill Nutrition Gap Cambodia
Micronutrient challenges and solutions 20190722
Anthropological WFP Cambodia summary report FINAL
Case Study _ HGSF and benefit pathways_Oct 17-V3
HGSF supplier assessment report 220620 final 1
Cambodia_Market_Update_JUNE-2020_final
Baseline_FFE_Kampong Chhnang Feb 6, 2020
UN Cambodia framework for the immediate socio-economic response to COVID-19 AUGUST 2020
Cambodia school feeding evaluation findings 2010-2020
LRP Evaluations: Kenya, Rwanda, Benin, Laos (reference samples)

Annex 12: School feeding transition and handover: Key concepts and definitions

The WFP Regional Bureau for Asia and Pacific (RBB) has recently developed a transition framework to provide WFP Country Offices (CO) in Asia and the Pacific Region with guidance on working with governments to establish and implement high quality, sustainable, national school feeding programmes (NSFP)¹⁶⁰.

The regional transition framework includes several concepts and definitions that are critical to understanding the work of strengthening national capacity in school feeding¹⁶¹.

SABER-School Feeding Approach

All WFP transition work is guided by the World Bank, World Food Programme, Partnership for Child Development (PCD) 2011 Systems Approach for Better Education Results – School Feeding (SABER-SF) assessment framework. The framework identifies five dimensions of national capacity that are important for sustainable national school feeding programmes. These five dimensions are referred to as “policy goals,” namely: **policy and regulatory frameworks, financial capacity, institutional capacity and coordination, design and implementation, and the roles of non-state actors.**

Building the government’s capacity in all five dimensions is the recommended approach to enabling the government to implement and manage a high quality, sustainable national school feeding programme.

SABER-SF was mainstreamed into the preparation of school feeding projects by the [2013 Revised School Feeding Policy](#), and is included in WFP’s Corporate Results Framework as a way to measure change in national school feeding capacities.

The SABER-SF framework also explains the significance of each parameter and provides a generic description of four different levels of capacity for each parameter, i.e., ‘latent,’ emerging,’ ‘established’ and ‘advanced’ against which national capacities can be assessed during a SABER-SF exercise.

Key concepts

- Transition focuses on improving the national school feeding programme, improving the quality of the programme, expanding coverage, and supporting sustainability.
- Transition will only be successful when national actors can ensure continuity of quality school feeding after WFP stops direct implementation of school feeding activities.
- To ensure national actors have sufficient capacity to continue school feeding after handover of WFP supported schools, capacity strengthening work should systematically consider all five policy goals outlined in SABER-SF.
- WFP’s role in the transition can take many different forms depending on the gaps in national capacity.

Definitions

National ownership	A school feeding programme is fully nationally owned when the government takes on all the roles and responsibilities for ensuring a sustainable school feeding programme (appropriate design, implementation, management, coordination, monitoring, evaluation, and funding).
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¹⁶⁰ Framework for transitioning WFP school feeding to national ownership: Supporting sustainability of school feeding, Regional Bureau for Asia and Pacific, July 2022.

¹⁶¹ See also the Glossary within the Joint Transition Strategy signed between the Ministry of Education, Youth and Sport and WFP on 17 March 2022.

	To ensure national ownership, WFP should involve government representatives in all aspects of school feeding. Capacity strengthening is required to enable government to take full ownership of a national school feeding programme.
Transition	<p>Transition of school feeding is the overall process through which WFP strengthens the capacity of the government to implement, manage and monitor a NSFP. At the same time, WFP's role changes from being an implementer, to being a technical partner to help the government scale up coverage, enhance programme quality where needed and resolve issues that could jeopardize the continuity of school feeding.</p> <p>Transition (of school feeding) is the comprehensive process of ensuring that all the functions and contributions of an externally supported and implemented school feeding programme are assumed by a nationally owned and funded school feeding programme that can sustain high-quality and diverse school meals that consider the specific nutritional needs of school age children and adolescents</p>
Handover <i>(of WFP supported schools)</i>	<p>Handover is an event or point in time after which a national school feeding programme takes over responsibility for a school feeding task or school instead of WFP and/or other implementers of school feeding.</p> <p>Handover is just one component of a comprehensive transition process. A successful handover is one where the handed over schools continue to provide school feeding in line with national school feeding standards, supported by government entities, and using domestic funding.</p>

The regional transition framework mentioned above includes several transition case studies among which one is devoted to [Cambodia: WFP technical assistance to the Ministry of Education, Youth and Sport in designing a National Home-Grown School feeding Programme](#).

Annex 13: LRP Evaluation Summary

Introduction and Background

This report presents the findings from the midterm evaluation of the United States Department of Agriculture's (USDA) Local and Regional Food Aid Procurement (LRP)¹⁶² programme for World Food Programme (WFP) School Feeding activities in Cambodia, covering the period 01 November 2019 to 30 September 2023.

This evaluation is the second of a series of three linked pieces of work¹⁶³ considering the USDA support to the WFP programme in the country. The series has been commissioned by the WFP Cambodia Country Office, based on the Terms of Reference (TOR) and a more recent Addendum which has slightly changed the focus of this current work to consider the effects of the pandemic on implementation. This work was conducted concurrently with an evaluation of the USDA-supported McGovern-Dole school feeding programme,¹⁶⁴ which will produce a complementary set of reports. This midterm evaluation was planned for mid-2021, but due to delays in the baseline and the school closures due to the COVID-19 pandemic, data collection was moved to June 2022.

The LRP has a budget of US\$4.7 million, with almost half of this allocated for cash transfers to schools to enable them to procure local food commodities, to provide a daily breakfast to children in 163 institutions¹⁶⁵ across three central provinces of Cambodia: Siem Reap, Kampong Thom and Kampong Chhnang. Other activities include stakeholders' capacity strengthening on procurement mechanisms; technical assistance on rural market engagement (addressed towards farmers and suppliers); and institutional capacity building (addressed towards school personnel and Government representatives at national and sub-national levels).

The programme objective is to improve the effectiveness of food assistance through local and regional procurement, to support the shift of target schools to a Home-Grown School Feeding (HGSF) model using locally produced commodities. There are three expected programme outcomes: improved cost-effectiveness, improved timeliness and better utilization of nutritious and culturally acceptable foods that meet quality standards.

This report aims to provide an independent assessment of the programme so far to enable WFP Cambodia, the Royal Government of Cambodia, and cooperating partners to feed its results and learning into the remainder of this programme and future programmes - in particular, the Government-led and managed National Home-Grown School Feeding Programme (NHGSFP) - while also contributing important information to the parallel McGovern-Dole School Feeding midterm evaluation.

Given the pandemic disruptions and funding decisions, the methodology developed for the midterm evaluation was modified from the original TOR to emphasize understanding of the mitigation measures taken during the pandemic, their effect on programming, and the progress towards handover and transition. Consequently, this evaluation focused on three evaluation criteria: relevance (especially of pandemic mitigation adaptations), effectiveness, and sustainability (with a focus on steps yet to be taken to ensure a smooth handover and transition by the end of the cycle).

Contextual Summary

In Cambodia, short-term hunger is a key factor affecting educational results, such as literacy, attendance, and concentration in schools.¹⁶⁶ The USDA McGovern-Dole programme aims to encourage students' enrolment, attendance, and completion of their primary education, as well as reduce short-term hunger and improve the children's concentration in the classroom. The LRP supports this through the procurement of local and nutritious food commodities of decent quality. The LRP has an ancillary impact in supporting rural development through the creation of a local market via school-level procurement.

WFP's school meals programme (SMP) started in Cambodia in 1999. In 2014, the Ministry of Education, Youth and Sports (MoEYS), in collaboration with WFP, piloted a HGSF model. The Government's NHGSFP has been subsequently developed with the expectation that WFP-supported schools will transition to the programme and

¹⁶² USDA Local and Regional Procurement (LRP-441-2019-011-00)

¹⁶³ The evaluation consists of a baseline (2020), midterm (originally planned for 2021) and endline assessment (2023).

¹⁶⁴ USDA McGovern-Dole programme FFE-442-2019-013-00

¹⁶⁵ All under the WFP Cambodia's USDA McGovern-Dole grant (FFE-442-2019/013-00) that will be implemented concurrently with LRP.

¹⁶⁶ WFP/USDA LRP Proposal FY2019.

be managed by the Government after transition. As of March 2022, the MoEYS and WFP elaborated a Joint School Feeding Transition Strategy that outlines the handover of further schools and the remaining capacity building to be done. Handover is programmed to be completed by 2028.

The COVID-19 pandemic had widespread impacts on socio-economic indicators, especially among poor households leading to increased poverty, inequality, and unemployment. Schools were closed between March 2020 and November 2021 with, inter alia, a temporary discontinuation of the school meals programme. The start of LRP activities was heavily impacted by the school closures, and certain programme sub-activities are yet to begin. During the closures WFP support continued through take-home rations (THRs) distributed to most vulnerable households, in conjunction with the Government's social protection programme,¹⁶⁷ and worked on health, hygiene and food safety issues with the MoEYS School Health Department.

Methodology

The evaluation included engagement with beneficiaries as key stakeholders in their work and was committed to gender equality and women's empowerment (GEWE), through the participation and consultation in the evaluation by women and men from diverse groups, and to the Humanitarian Principles.

A mixed methods approach was used, combining document review, analysis of secondary quantitative data, interviews with national and sub-national level stakeholders, observation, and focus group. No primary quantitative data was collected during this midterm work, although secondary quantitative data was extracted from WFP reports and databases.

The team visited six districts across three provinces and 10 schools that had different school feeding modalities, including eight schools visited during the 2020 baseline; two more were visited to identify post-handover comparisons. In total, 425 persons were interviewed (58 percent women).

The key midterm findings are summarized below, structured according to the main evaluation criteria.

Criteria 1 – Relevance

The LRP is relevant because it provides an avenue for WFP to support the change from a McGovern-Dole SMP modality (based on imported in-kind commodities) to the HGSP modality adopted by the Government, based on locally purchased food commodities. During the pandemic, the repurposing of the decentralized procurement through the school cash transfer component to support the distribution of THRs was relevant to the Government's emergency response approach to support the vulnerable populations, targeted via the official *IDPoor* system.

The LRP activities support the Government's capacity building needs and are integrated into the Joint School Feeding Transition Strategy. The programme appropriately prioritizes schools in areas with extreme poverty and low education outcomes that are reliant on smallholder agricultural production. This makes the use of cash for local commodity procurement highly appropriate as it offers opportunities to support rural livelihoods and incomes in the areas around the targeted schools.

Technical assistance activities are appropriate for all stakeholders involved in the tendering process, although complementarity between the procurement and production sectors could be strengthened, specifically between the contracted suppliers and the farmers who participate in the Government's technical assistance trainings.

Alongside local procurement by schools (Activity 1, 2, and 4), the LRP includes an agricultural development component (Activity 3) that seeks to strengthen the Government's capacity so that sub-national authorities are better positioned to transfer skills on improved agricultural production to farmers, specifically smallholders. These activities are relevant and appropriate to help ensure that smallholders in the LRP target provinces (and later the NHGSFP in the same areas) are trained and supported to contribute to the HGSP model, which in turn supports the local economic and agricultural development.

One of the objectives of NHGSFP is to partner with the Ministry of Agriculture, Forestry and Fisheries (MAFF), but there are various obstacles that may need consideration during the remaining life of the programme. The LRP's approach to include technical assistance for improved production is well aligned with the extension system adopted by the MAFF, but it lacks any strategic linkages to the ministry's activities - the LRP programme is aligned

¹⁶⁷ THR Round 1 (April 2020): WFP reached 80,767 IDPoor households with children and the Government programme reached 11,506. The same was repeated in Round 2 (August 2020).

with, but not embedded in, the agricultural sector's guiding strategies. Furthermore, there are gaps in the institutional arrangements for direct collaboration between the two key players, MoEYS and MAFF, because school feeding sits under the social protection framework, while food security (and MAFF) sit under a different framework. Consequently, because of its placement in the overall SFP/MoEYS education policy framework, the technical assistance contributions of the LRP programme are institutionally disconnected from both the social protection frameworks and the agricultural sector strategies.

Criteria 2 - Effectiveness

By mid-2022, the originally designed LRP activities had only been operational for six months. WFP CO reports indicate that 46 percent of LRP indicators are on track or doing better than expected at midterm, which is a positive achievement. Areas falling short, principally because of school closures, could improve significantly now that the LRP is operational. Although THR's were not foreseen in the programme design, 72 percent of the revised target numbers were reached, and WFP monitoring found that over 90 percent of the recipient households indicated acceptable levels of food consumption after distributions.

There is considerable variation among the four activity areas under the LRP, with Activity Area 1 (cash transfers) showing the most progress towards results with 84 percent of the indicators in the results framework on track or doing better than expected. In contrast, the technical assistance indicators under Activity Areas 2, 3, and 4 had less progress.

There have been improvements since the baseline in terms of local stakeholders' knowledge and familiarity with the LRP procurement processes and contracts. Despite the pandemic, about 45 percent of the midterm targets were still met in terms of training sub-national stakeholders, with plans to increase these numbers during the remaining time period of the current cycle. Monitoring data from WFP indicates that all LRP schools had signed their supplier contracts before the start of the school year. Technical assistance to farmers on agricultural production had not yet started at the time of the midterm due to contractual delays between WFP and FAO and the pandemic, but these activities are slated to now begin in remaining time period of the current cycle.

One consideration for effectiveness are the unintended outcomes to supply chain actors from the procurement processes. Although the LRP has an aspiration to prioritize smallholder engagement, requirements for pre-existing capital, price ceilings, and short timespans for responding to orders tends to exclude smaller suppliers from being able to fulfil contracts and leads to a procurement bias towards larger suppliers. Structural gaps within the national systems also still exist in terms of the access to market information and information management. There are also limitations around the successful procurement and utilization of fortified rice by schools for enhanced nutrition outcomes.

While the pandemic disruptions have had the largest effect on progress, there are other factors internal to WFP that have influenced the results. The Country Office staffing gaps at national and sub-national levels have affected the pace of activities, as well as affecting the institutional memory for the vision and approaches required to support transition, especially in the technical assistance activity areas. Regional Bureau resources, including technical manuals, strategies, guidance, and contracted experts, have helped mitigate the effects of these gaps, although not completely. Overall, with only one round of procurement (selection of suppliers) having occurred to date, a consequent reduction in being able to identify lessons learned for process improvement is noted.

Criteria 3 - Sustainability

The LRP is planned as a single-cycle programme in support of the school feeding activities. Given the multi-sectoral engagements of the HGSP model, the process of policy development and coordination is key to sustainability. The Joint Transition Strategy delineates roles and responsibilities of national stakeholders to enable implementation through multi-sectoral collaboration. Units within the MoEYS provide overall policy and strategy guidance which should include coordination across line ministries and with development partners, as well as advocacy for the NHGSP. WFP is supporting the MoEYS to develop a monitoring framework for the NHGSP, expected to be ready by the end of 2022.

Since the LRP resumed its original design activities, the CO has progressively increased the number of actions and engagements. At corporate level, WFP has used five SABER-SF dimensions of change to frame progress made by the COs towards complete transitioning to nationally owned and managed school feeding

programmes.¹⁶⁸ These are replicated in Cambodia's Joint Transition Strategy¹⁶⁹ which outlines the broad transition roadmap on national capacity building to implement, manage and monitor the NHGSFP.¹⁷⁰

While there has been an increase in activities across all five SABER-SF dimensions, those related to programme design and implementation have assumed the greatest prominence and gaps exist in the national institutional infrastructure with operational implications for the LRP. Without a framework that allows for an operational intersection between MAFF and MoEYS, WFP has nevertheless played an active convening role in bringing together the agricultural and school sectors. One critical LRP success factor is that it works with strong non-government organizations extended from, and financed by, the McGovern-Dole programme.

USDA has approved another McGovern-Dole programme cycle suggesting that continued capacity strengthening of national and sub-national stakeholders in NHGSFP processes can continue even though the LRP, as a stand-alone one-cycle programme will not continue. The McGovern-Dole support can provide continued support to linkages between farmers, suppliers, and school stakeholders, and strengthened inter-ministerial coordination required to support increased rural development and school feeding. One remaining consideration is how the next cycle will include the cash transfer component, possible from other funding sources, to sustain WFP-managed HGSF schools and build their capacity for receiving cash transfers and doing local procurement after full transition.

Conclusions

The following conclusions are oriented around three evaluation criteria: Relevance, Effectiveness, and Sustainability.

Category 1: Relevance

As a consequence of both WFP's country strategic plan structure and the LRP design, the integration of the expected LRP activities has only been partially achieved, with missed opportunities to improve synergies between the education and agriculture programme stakeholders.

The LRP narrative emphasizes the importance of supporting smallholder local production, but the operational parameters restrict the participation of smallholders.

For gender considerations, there is potential for enhanced women's empowerment through the LRP due to women's traditional roles in vegetable production and cooperative membership, but gender empowerment is not attributable to the programme within the LRP Results Framework.

Category 2: Effectiveness

There has been progress in the LRP programming since the baseline, although with greater progress in the demand-side components (schools and school procurement) compared to the supply-side components (farmers and local agricultural production).

The LRP programmatic framework allowed for a flexible response to humanitarian engagements during the pandemic. The LRP framework allowed WFP to respond to the challenge of the pandemic promptly and effectively through its distribution of THRs.

Despite progress since the baseline, there will be insufficient time to achieve all end of cycle programme targets by the end of this cycle particularly with respect to the integration of smallholders and suppliers into the local procurement processes.

Category 3: Sustainability

Sustainability considerations have shown progress, though activities have been prioritized towards the more concrete components of schools' handover (degree of school readiness, developed guidelines, elaborated programme design and processes). But the appropriate systems to support the schools afterwards are not yet

¹⁶⁸ These include a) Policy Framework; b) Institutional Capacity and coordination; c) Financial capacity (Public Sector Financing and resourcing); d) Programme Design and Implementation; and e) Engagement of non-state actors.

¹⁶⁹ The national home-grown school feeding programme aims to provide safe and healthy nutrition to Cambodian children to promote social protection, increase access to education services to contribute to the development of local economic and agricultural, and society.

¹⁷⁰ The capacity building actions outlined in this strategy draws on the global guidance on assessing national capacity on school feeding developed by WFP/World Bank Systems Approach to Better Education Results (SABER-SF)

in place, so there should be a strengthened focus on three areas: policy framework, financial capacity, and institutional capacity and coordination.

Progress has been achieved towards handover of schools although more time is needed for ensuring sustainability of the transition of systems to the Government. One focus area would be on strengthening the linkages with smallholder production in local procurement sustainably. A no-cost extension to utilize the unspent funds of the current LRP programme, combined with new activities including cash transfer components (from other funding sources), would help support sustainability and transition.

Lessons Learned

Applicable lessons learned fall into three categories: procurement procedures, programme management, and monitoring and evaluation.

Lessons	
Procedures	
1	Adjustment of procurement activities to align with producer's production calendar. The one-month procurement period for schools to distribute food orders does not allow for suppliers to take the most advantage of obtaining products from small farm providers, who would require more time to schedule planting seasons. A three-month procurement window would allow for more locally obtained produce from smallholders.
2	
3	Food fortification. Food fortification is relevant as an approach to improved nutritious food quality. However, rice fortification has limited demand for national scale-up and for the school meals programming, exploring other fortification approaches, such as sauce or fish, may have better opportunities for market expansion.
	Payment mechanisms. The current payment mechanisms discourage small suppliers' participation. In order to keep credibility of the local procurement as a viable smallholder market, adjustments may be required in the Government's local procurement procedures, to either be able to provide advance funding to small suppliers or more timely, or phased, payment methods.
Programme Management	
4	Strengthening the capacity of women small farmers. There is potential to expand women's roles in the school procurement processes given that they constitute the majority of vegetable small farm producers. Adapting programme management targets and adapting training activities to suit women's situations (such as time or day, location, or topics) would improve the gender sensitivity of this component.
5	Continuous socialization. Given the high turnover of personnel within the school and government systems, the diversity of donor programmes for school feeding, and the relative complexity of the system, there is a need to develop a system of 'continuous socialization' to provide a standardized training and orientation approach to incoming personnel at different levels of Government, from schools and suppliers up to the Ministry level.
Monitoring and Evaluation	
6	Gender indicators. Developing outcome indicators specifically related to women's participation and empowerment in the procurement programming would provide greater visibility and intentionality of gender sensitivity and small holder attention in the LRP.

Recommendations

Based on the patterns in the findings and conclusions, the following seven recommendations are presented. Due to pandemic disruptions, two of the baseline recommendations (numbers 2 and 6) are still relevant for continued consideration.

Recommendation 1: If there are unspent funds, request a no-cost extension of the current LRP to utilize these, combined with an activity including a cash transfer component from other donors, would strengthen smallholder linkages and local government cash transfer processes for procurement.

Recommendation 2: WFP should support the MoEYS to undertake a systematic review of the national school meals implementation in schools handed over since 2019.

Recommendation 3: WFP, in collaboration with the MoEYS and NSPC, should conduct a systematic adjustment to the LRP procurement processes to identify what is feasible and possible within the existing Government situation and resourcing.

Recommendation 4: WFP, in collaboration with the MoEYS, MAFF, and NSPC, should ensure that the formalization of the sub-decree for school feeding does support the development of a mechanism or framework to allow for MAFF and MoEYS to intersect more naturally, to replace the current convening role played by WFP.

Recommendation 5: WFP, in consultation with MAFF, MOEYS and the Ministry of Women's Affairs, should seek to conduct a gender analysis to integrate increased gender sensitivity into local and regional procurement processes for school meals in HGSF and NHGSFP schools to allow for the increased participation of smallholder women as suppliers.

Recommendation 6: WFP should seek to review and fill its current staffing gaps and consider the necessity of expanding its staffing profiles in preparation for a focus on the country capacity strengthening elements of the programme.

Recommendation 7: WFP, together with USDA and in consultation with MAFF, MoEYS and the Ministry of Women's Affairs, should seek to integrate and visibilize the LRP contributions to gender in the next McGovern-Dole programme cycle by improving gender visibility in the Results Framework.

Annex 14: Acronyms

CARD	Council for Agricultural and Rural Development
COVID-19	Coronavirus disease
CO	Country office
CSP	Country Strategic Plan
DEQAS	Decentralized evaluation quality assurance system
DHS	Cambodia Demographic and Health Survey
DoEYS	District Office of Education, Youth and Sport
EoC	End of cycle
ESP	Education strategic plan
ET	Evaluation team
FAO	Food and Agricultural Organization of the United Nations
FAS	Foreign Agricultural Service
FGD	Focus group discussion
GDI	Gender development index
GDP	Gross domestic product
GEWE	Gender equality and women's empowerment
GII	Gender inequality index
HDI	Human Development Index
HGSF	Home-grown school feeding
HQ	Headquarters
IR	Inception Report
JTS	Joint Transition Strategy
kg	kilogramme
KCG	Kampong Chhnang province
KII	Key informant interview
KTM	Kampong Thom province
LRP	Local and Regional Food Aid Procurement programme
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MDG(s)	Millennium Development Goals
MoEYS	Ministry of Education, Youth and Sport
MoH	Ministry of Health
Mol	Ministry of Interior
MoM	month-on-month
MoSAVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation

MoWA	Ministry of Women's Affairs
MT	metric tonne
NGO	Non-governmental organization
NHGSFP	National Home-Grown School Feeding Programme
NSFSN	The National Strategy for Food Security and Nutrition
NSPPF	National Social Protection Policy Framework
OEV	Office of Evaluation (WFP)
PDM	post-distribution monitoring
PoEYS	Provincial Office of Education, Youth and Sport
PTA	Parent-Teacher Association
QA	Quality assurance
RBB	Regional Bureau Bangkok (WFP)
RF	Results framework
SABER-SF	Systems Approach for Better Education Results - School Feeding
SDG(s)	Sustainable development goal(s)
SF(P)	School feeding (programme)
SFIS	School Feeding Information System
SFTF	School feeding task force
SMP	School meal programme
SO	Strategic objective
SRP	Siem Reap province
SY	School year
THR	Take home ration
ToR	Terms of reference
UNDP	The United Nations Development Programme
UNEG	The United Nations Evaluation Group
UNESCO	The United Nations Educational, Scientific and Cultural Organization
UNICEF	The United Nations Children's Fund
USDA	United States Department of Agriculture
US\$	United States dollar (currency)
WASH	Water, sanitation, and hygiene
WEI	World Education, Inc.
WFP	World Food Programme
WHO	World Health Organization
WVI	World Vision International
YoY	year-on-year

WFP Cambodia

<https://www.wfp.org/countries/cambodia>

World Food Programme

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