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DECENTRALIZED EVALUATION FOR EVIDENCE-BASED DECISION MAKING

Decentralized Evaluation

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

January 2020
Commissioned by WFP Cambodia
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Acknowledgements

The evaluation team would like to thank all stakeholders who participated in this evaluation and gave their time and opinions. We gratefully acknowledge the input from representatives of several ministries within the Royal Government of Cambodia including the Ministry of Education, Youth and Sport at national, provincial and district levels, the Ministry of Economy and Finance, the Ministry of Agriculture and the Council of Agricultural and Rural Development. We also acknowledge the input from USDA and other donors, WFP Cambodia, the Plan International, World Vision, World Education and KAPE teams, the WFP Regional Bureau and all other stakeholders for their contribution towards the evaluation.

Special thanks to the World Food Programme in Cambodia for their time and effort in supporting the evaluation, including organizing all the key informant interviews. Our thanks are especially due to Chhe Bunthang who served as Evaluation Focal Point for this evaluation, and to Riguen Thorn for organizing all the secondary documentation and data. The evaluation team also extends special thanks to Kannitha Kong, Emma Conlan, Francesca Erdelmann, Um Nisith, and all the WFP Field Office Team for Battambang, Siem Reap and Kampong Thom for your ongoing support over the past two years.

Special thanks also go to Indochina Research Limited staff especially Chandara Gnim, Morina Heak, Pisei Im, and all the field supervisors and enumerators for their dedication to the survey. The evaluation surveys would not have been possible without your support.

Special thanks are also due to Kimhaeng Ong and Sovanrith Khull for their translation services during the qualitative field mission, and to Bunyeth Ho for his support during the quantitative survey.

Finally, the team gratefully acknowledges the community participants in the evaluation process – households, teachers, School Directors, school committee members, village chiefs, commune council members, cooks, parents and school children. We hope that this evaluation will contribute to improving the school environment and education outcomes for all children in Cambodia.

Disclaimer

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Executive Summary

1. This report is the endline evaluation of the United States Department of Agriculture (USDA) McGovern-Dole Grant Food for Education programme implemented by World Food Programme (WFP) and partners in Cambodia (FY 2017-2019) (FFE-442-2016/015-00). This activity evaluation is commissioned by the WFP Cambodia Country Office (CO) and is based on the Terms of Reference provided by WFP Cambodia (Annex 1). The endline evaluation covers the period from September 2016 to August 2019. The McGovern-Dole programme is a continuation of the previous phase (2013-2016), which was itself a continuation of support from 2010. The programme is implemented in three provinces of Cambodia: Battambang (BTB), Siem Reap (SRP) and Kampong Thom (KTM) all of which received support in the previous phase of the programme.

2. The purpose of the endline evaluation is to critically and objectively review the programme implementation since the 2017 baseline to assess whether targeted beneficiaries received services as expected, while assessing whether the project met its stated goals and objectives. The main objectives of the evaluation are:

- **Accountability:** To assess and report on the performance and results of all the McGovern-Dole grant funded activities as per the Performance Monitoring Plan (PMP).
- **Learning:** To determine the reasons why certain results occurred or not, to draw lessons, derive good practices and pointers for learning. It will also provide evidence-based findings to inform operational and strategic decision-making.

3. The main expected users for this evaluation report include USDA, the CO, its main implementing partner the Ministry of Education, Youth and Sport (MoEYS) and the other implementing partners World Vision (WV), Plan International (Plan), World Education Incorporated (WEI) and Kampuchean Action for Primary Education (KAPE).

4. As per the original design of the programme, during 2017-2019 WFP has continued to hand over the McGovern-Dole programme to the MoEYS as per the Roadmap of 2015, with a view to ensuring national ownership of the programme by 2021. This transition included moving away from the traditional school meals comprised mainly of USDA donated commodities, to a Home-Grown School Feeding (HGSF) model, including using a HGSF-hybrid model, using both locally purchased and externally sourced food. WFP is also reducing WFP's THR activities as planned as the government takes them over.

5. Cambodia has improved primary school enrolment and attendance in recent years and reducing gender disparities in education. The main challenge now is primary school completion. Although both repetition and dropout rates have steadily declined in the last five years,¹ they remain a key concern to MoEYS. Food security and undernutrition also remain important public health concerns, with a recent study² finding that the overall dietary intake of school children did not meet the local recommended dietary allowances.

Methodology

6. The evaluation was designed to assess the 2017-2019 McGovern-Dole programme against each of the OECD-DAC evaluation criteria, with a focus on effectiveness, impact and sustainability since this is an endline evaluation. The planned transition to government ownership means that this evaluation has a strong focus on the sustainability aspect to see whether the plans for government ownership are feasible. Similarly, the evaluation is interested in assessing the impact of the programme to provide evidence to the government that school feeding is a worthwhile investment.

¹ Final Draft Education Strategic Plan 2019-2023, MoEYS, May 2019.

² Horiuchi, Y et al (2019) Urban-rural differences in nutritional status and dietary intakes of school-aged children in Cambodia. *Nutrients*. 2019 Jan; 11(1):14.

The evaluation was designed to answer four main questions: How appropriate is the programme? What are the results of the programme? How and why has the programme achieved its results? And how sustainable is the programme?

7. In order to respond to these questions, the evaluation used a theory-based, gender-responsive and participatory approach, the same as used during the 2017 baseline. The evaluation design is quasi-experimental case-control (comparison) as per the baseline. The evaluation methodology used mixed methods, including secondary document review, qualitative interviews and focus group discussions with a range of stakeholders, and a quantitative endline survey to enable comparison of results against the baseline. The evaluation was conducted during July-August 2019.

Key Findings

Evaluation question 1: How appropriate is the programme?

8. The evaluation of the previous phase (2013-2016) established that the range of activities were appropriate, and that remains the case. The main issues that were highlighted during the baseline were that the modality of food procurement followed by WFP (food imported/donated from the US) was not sustainable once the government took over the implementation of the programme, and that food-based take-home rations did not align with the government's preference to provide cash-based support. To this end, over the 2017-2019 period, WFP has made substantial effort to work with the MoEYS to find a more appropriate SF model for government ownership.

9. WFP has continued to be instrumental in supporting policy development in Cambodia during this phase, on many relevant areas including food and nutrition security, social protection, school health and school feeding. The McGovern-Dole programme is therefore designed to align with government policies and strategies, and with WFP's own corporate guidance. The programme also aligns with several SDGs, most notably SDGs 2, 4 and 17. The literacy objective of McGovern-Dole also aligns well with the government's new Education Strategic Plan and with the new WFP Corporate Results Framework which aims to ensure that education quality (literacy) is improved.

Evaluation question 2: What are the results of the programme?

10. The main strategic objective (SO1) of the programme is to increase the number of children who at the end of Grade 2 are able to read grade level text. During 2017-2019, WEI and KAPE implemented several literacy-related activities and their end of programme assessment found that early grade reading improved from 23.8 percent in SY 2017/18 to 30.5 percent in SY 2018/19. This is a significant improvement over a short period. As well as being effective, the literacy activities have been implemented very efficiently, with a small number of WEI staff collaborating with the MoEYS at all levels to ensure that teacher training was completed with the appropriate materials, and then followed up in class.

11. The second programme SO is to improve the use of health and dietary practices. To do this, the programme provides infrastructure support to increase practices such as handwashing with soap, using clean latrines, and drinking clean water. The McGovern-Dole programme also includes training on good nutrition to help children and parents make sound dietary decisions. All these activities are intended to contribute to reducing health-related absence from school. The ET is confident that the provided training, along with a clean school environment are sound starting points for good health for the school children. Further, the continued support to infrastructure development during this phase was a good use of USDA resources, to ensure that all the USDA-supported schools provide children with an appropriate and healthy learning environment.

12. This phase has also seen improvement in school enrolment rates, and most stakeholders indicated that the presence of school meals plays a role in regular student attendance. MoEYS data indicates that dropout rates were lower in USDA-supported schools (4.9 percent vs. 6.0 percent) and completion rates were higher (81.3 percent vs. 80.1 percent) although these differences may not be

statistically significant. Girls in both categories of schools performed better than boys, with more girls being promoted, and less girls repeating grades or dropping out of school.

13. Aside from the above, the evaluation found that the McGovern-Dole programme has been effective at improving children's access to food, improving parental understanding on the benefits of primary education, improving school feeding related infrastructure in the USDA-supported schools and promoting parental/community engagement in the programme. The endline surveys were also able to establish other differences between USDA-supported schools and comparison schools, presumably as a result of the programme. These include reduced hunger in class and reduced inattentiveness (which are positively correlated). The evaluation also indicates that the programme saves parents time and money, enabling them to spend more time on livelihood activities. The ET also recognize that the McGovern-Dole programme promotes equal participation in the programme for boys and girls, by providing scholarships for both, ensuring gender separated latrines are present in schools, and providing all students with training on various topics. However, the issue of inadequate remuneration for the school cooks, almost all of whom are women, is an ongoing concern. Although both WFP and the MoEYS are aware of this issue, the gender transformative potential that the programme could bring to the cooks, is yet to be realized.

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

14. The evaluation identified several internal and external factors that have been instrumental to the achievement of the programme results, as shown below.

- **Internal factors:** Long term engagement between WFP and partners, strong programme management and technical capacity, strong logistic/supply chain support and technical support from RBB. High capacity of implementing partners, strong monitoring systems, and use of programme funds to support research, visits and workshops.
- **External factors:** Collaboration with MoEYS, Government commitment to school feeding and literacy programmes, support from other donors, capacity and turnover of MoEYS personnel, and unclear regulations on the use of Commune Development Funds.

Evaluation question 4: How sustainable is the programme moving forward?

15. During the 2017-2019 period, the MoEYS has undertaken several pieces of work with the support of WFP, to clarify its position on school feeding. As a result, the government is now clearly articulating its preference for cash-based programming (scholarships) and for a HGSM model as it benefits the local economy. The government is also now demonstrating a stronger commitment to build and own a national school meals programme. The evaluation identified a significant change in the lexicon of MoEYS representatives since baseline, with many representatives now recognising school feeding as an important social assistance instrument, especially for households in areas experiencing food insecurity and poor educational outcomes. This growing government commitment to school feeding, culminated in the government developing a concept note for MoEYS implementation of school feeding activities in 205 schools in six provinces³, including schools in two provinces where the USDA McGovern-Dole programme is currently implemented: SRP (31 schools) and BTB (32 schools). In total, the project will cost at least USD 2 million per year. This proposal was recently accepted by the Prime Minister's Office and MoEYS is now planning to start implementation at the start of the next school year (SY2019/20). Overall, the evaluation team estimates that capacity of the government to implement school feeding programmes has increased from SABER Level 1 (latent) at baseline to SABER level 2 (emerging).

3 Banteay Meanchey, Kampong Cham, Siem Reap, Battambang, Preah Vihear and Stoeung Traeng

Overall conclusions

16. **Relevance:** During this phase, the government clearly stated their preference for a HGSF approach and WFP has piloted several HGSF models to help the government decide which aspects they would like to continue in a nationally owned programme. WFP is now appropriately transitioning all the USDA-supported schools to a HGSF model to align with the government's preference and with the agreed national transition plan.

17. **Efficiency:** USDA provided USD 15 million in funding for this phase of programming, 25 percent less than the previous phase. This is indicative of the transition of the programme to national ownership and reduction in programme implementation requirements, and a greater focus on capacity strengthening activities, which generally require less funds. WFP and partners have implemented the majority of the planned activities, with some capacity building activities ongoing that will be completed during a no cost extension period to March 2020. Aside from those activities, all others have been completed in a timely manner.

18. **Effectiveness:** The programme has effectively improved school enrolment rates, and most stakeholders indicated that the presence of school meals plays a role in regular student attendance. MoEYS EMIS data indicates that dropout rates were lower in USDA-supported schools (4.9 percent vs. 6.0 percent) and completion rates were higher (81.3 percent vs. 80.1 percent). Girls in both types of schools performed better than boys, with more girls being promoted, and less girls repeating grades or dropping out of school. The programme has contributed to increased school enrolment, increased community engagement in school activities and increased access to food, reducing hunger and inattentiveness in class.

19. **Impact:** For each programme activity, outputs have contributed to expected outcomes and it is clear that SO1 - improved literacy - has been achieved, as the percentage of children able to read and comprehend grade level text has increased. Similarly, the effectiveness of the SO2 activities have contributed to producing a healthy and conducive learning environment in schools. The differences noted from the MoEYS EMIS data between USDA-supported and comparison schools in completion and dropout, and the improved literacy rates found by WEI indicate the potential of the McGovern-Dole programme to have long-term impacts on the level of education achieved by children in this programme. The evaluation also found a significant difference in hunger (reduced) and attentiveness (improved) in USDA-supported schools compared with the counterfactual. The evaluation also found that total inattentiveness in class was significantly positively correlated with total percent reported hungry in class.⁴ If the MoEYS take on all aspects of the programme, including the provision of school meals, and literacy activities and expand it to other areas, there is therefore great potential for improving the school standards and education outcomes for school children in Cambodia.

20. **Sustainability:** The evaluation commends WFP and MoEYS on the significant progress made during 2017-2019 on transitioning school feeding activities to national ownership. The upcoming implementation of the new McGovern-Dole Grant (FY2020-2024) and the new USDA Local and Regional Procurement grant over the same period, provides a more feasible time period (to 2025) for the MoEYS to take full ownership of the school meals programme and gain sufficient additional capacity in the HGSF model to implement the programme.

Recommendations

- **Strategic recommendations**

Recommendation 1: The Cambodia programme has shown that school feeding can provide a efficient and effective platform to support improvements in literacy, the ET therefore recommend that WFP

⁴ Correlation (r)=0.378 – a medium correlation, p<0.001 (two tailed)

Headquarters advocate for the expansion of literacy activities into non-McGovern-Dole school feeding programmes to align with the timeline of the new WFP CRF.

Recommendation 2: The new WFP Strategic Plan outlines a transition in role for WFP from project implementation to enabler. As such, WFP Headquarters should develop programming tools to guide Country Offices on how best to carry out this transition before the end of the timeline of the current Strategic Plan.

- **Operational recommendations**

Recommendation 3: WFP Cambodia, with support from WFP RBB and the WFP Office of School Feeding in headquarters as required, should continue to collaborate with MoEYS over the next phase to provide capacity building support for the implementation of a nationally owned HGSF programme.

Recommendation 4: WFP Cambodia, together with the MoEYS and MEF should undertake a comprehensive costing exercise within the next 12 months to obtain sufficient information to determine appropriate levels of national funding for school feeding.

Recommendation 5: WFP Cambodia together with the MoEYS, implementing partners and other stakeholders as appropriate should ensure that the transition plan is well documented and disseminated at sub-national level within the next 12 months.

Recommendation 6: WFP Cambodia and the MoEYS should continue to work together to ensure that the MoEYS's programme monitoring capacity is adequate in the programme locations targeted for government implementation by the end of the next phase of McGovern-Dole programming.

1 Introduction

1. This report is the endline evaluation of the United States Department of Agriculture (USDA) McGovern-Dole Grant Food for Education programme implemented by World Food Programme (WFP) and partners in Cambodia (FY 2017-2019) (FFE-442-2016/015-00). This activity evaluation is commissioned by the WFP Cambodia Country Office (CO) and is based on the Terms of Reference (ToR) provided by WFP Cambodia (Annex 1). The endline evaluation covers the period from September 2016 to August 2019.
2. This McGovern-Dole programme is a continuation of the previous phase (2013-2016), which was itself a continuation of support from 2010. The programme provides one school meal per day to pre-primary and primary school students in three provinces of Cambodia: Battambang (BTB), Siem Reap (SRP) and Kampong Thom (KTM). The programme also provides food scholarships (take home rations - THR) to girls and boys from vulnerable households as an incentive to keep them in school. Along with the provision of the school meal and THR, the programme includes several other activities to improve literacy of school children, improve the school environment, and educate parents and children in health and nutrition. The activities are described in more detail in the Section 1.2. The scope of the evaluation is all activities implemented through the McGovern-Dole programme including the provision of a school meals programme (SMP) and THR and the complementary activities outlined above in the programme overview. In addition, all the processes related to the design, implementation, resourcing, monitoring, evaluation, and reporting of these activities are included, as relevant, to answer the evaluation questions.
3. The main objectives of the evaluation are:
 - **Accountability:** To assess and report on the performance and results of all the McGovern-Dole grant funded activities as per the Performance Monitoring Plan (PMP).
 - **Learning:** To determine the reasons why certain results occurred or not, to draw lessons, derive good practices and pointers for learning. It will also provide evidence-based findings to inform operational and strategic decision-making.
4. The evaluation team (ET) has followed the performance of this programme since July 2017 when the endline for the previous phase and the baseline of the current phase were conducted at same time.⁵ The same ET then conducted the mid-term review (MTR) in 2018.⁶ The purpose of the endline evaluation is now to critically and objectively review the programme implementation since the baseline to assess whether targeted beneficiaries received services as expected, while assessing whether the project met its stated goals and objectives.
5. The evaluation is designed to answer four main questions:
 - How appropriate is the programme?
 - What are the results of the programme?
 - How and why has the programme achieved its results?
 - How sustainable is the programme?
6. There are many expected users for this final endline evaluation report including USDA, the CO, its main implementing partner the Ministry of Education, Youth and Sport (MoEYS) and the other implementing partners World Vision (WV), Plan International (Plan), World Education, Inc. (WEI) and Kampuchean Action for Primary Education (KAPE). Other government ministries and United Nations (UN) agencies that provide technical guidance or support to the programme in other ways will also be

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

6 Dunn, S., Silvéreano, J & Sin, S. (2018) Mid-term review of USDA McGovern-Dole Grant FFE-442-2016/015-00 for WFP School Feeding in Cambodia covering school years 2016/17 and 2017/18

interested in the evaluation findings as will USDA, other school feeding (SF) donors, other donors implementing literacy activities in Cambodia such as USAID and other WFP offices implementing similar programmes. Further description of evaluation users can be found in Annex 2.

7. WFP Cambodia has recently been awarded a new USDA McGovern-Dole grant for a further four-year period (2020-2023) as well as a USDA Local and Regional Procurement (LRP) programme grant for the same implementation period.

1.1 Overview of the Evaluation Subject

Timing

8. The 2017-2019 USDA McGovern-Dole funded programme is a continuation of the 2013-2016 programme. The grant being evaluated was approved in September 2016 and covers three school years over the period September 2016 to August 2019 i.e. SY 2016/17, SY 2017/18 and SY 2018/19.

Geographic scope

9. The McGovern-Dole programme is implemented in three provinces of Cambodia: Battambang (BTB), Siem Reap (SRP) and Kampong Thom (KTM) all of which received support in the previous phase of the programme.

Objectives and outcomes

10. The purpose of McGovern-Dole funding⁷ is to use food commodities and technical assistance to improve literacy and primary education of school-aged children in developing countries. Instead of a logical framework, the programme uses the two Results Frameworks (RF) developed by USDA's Foreign Agricultural Service (FAS). Each of these depicts the theory about how the two Strategic Objectives (SOs) of the programme (impacts) can be achieved, and it is this Theory of Change (ToC) that the evaluation is following. The programme has two SOs: 1. To improve literacy (measured by early grade reading) and 2. To improve the health and dietary practices. To achieve the SOs, several outcomes including improved quality of literacy instruction, improved student attendance and improved attentiveness need to be achieved, requiring multiple activities including providing school meals, training and school infrastructure are needed. Both RFs also show foundational results, including increased capacity of government institutions, improved policy frameworks, increased government support and increased engagement of local organizations and community groups. The pictorial representation of the RFs can be found in Annex 3.

11. FAS expects that the SOs of the two RFs can begin to be achieved in whole or in part within a four-to-six-year period. Since the period under evaluation is a continuation of the previous phase of the programme, determining whether the SOs have been achieved is a key component of this evaluation. In addition to the achievement of the two SOs, the current grant has a strong focus on capacity strengthening to support government management of the programme and assessing the government's readiness to manage the programme is another key element of the evaluation.

Outputs and activities

12. As per the original design, during 2017-2019 WFP has continued to hand over school meals to the MoEYS as per the Roadmap of 2015. This included moving away from the traditional school meals comprised mainly of USDA donated commodities, to a Home-Grown School Feeding (HGSF model, including using a HGSF-hybrid model, using both locally purchased and externally sourced food. WFP is also reducing WFP's THR activities as planned as the government takes them over. As a result, during this phase the USDA-supported schools are receiving support through five different modalities:

- Some schools receive a meal of food mainly provided by USDA (SMP)

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

- Some schools receive both SMP and THR (SMP+THR)
- Some schools use the hybrid HGSF model (HGSF-hybrid)
- Some schools use both the hybrid HGSF model plus THR (HGSF-hybrid + THR)
- Some schools received THR only (THR) although this is now discontinued.⁸

13. The school meals include USDA provided commodities: rice and oil, complemented by pulses, animal protein and salt from other donors. The new modality, HGSF-hybrid, provides USDA rice and oil and supports schools to purchase locally produced items as well. Since SY 2018/19, the majority of schools are implementing the HGSF-hybrid model. THR is provided to vulnerable children in grades 4 to 6 to support their progression to higher grades and support more equitable access to the government's scholarship programme for the poor in grades 7 to 9. Although originally only targeting girls, in some schools the THR is provided to vulnerable boys and girls. Children receiving the THR are provided with 10kg of rice and 0.91kg of oil twice a year as an incentive to regularly attend school.

14. The programme also works with school personnel to establish school gardens, provide training on commodity management and food preparation and storage practices, and establish activities to promote literacy. The programme also constructs or rehabilitates school infrastructure to ensure the target schools provide a healthy learning environment. In addition, the programme invests significantly in capacity building at the local, regional and national level to ensure sustainability and government ownership. All these project activities are described in more detail in Annex 4.

15. All the above activities are implemented in SRP and KTM. The programme in Battambang includes all activities except for the literacy component and support to school infrastructure development. This is because, since 2017, those activities were directly implemented by the Provincial Office of Education, Youth and Sport (PoE), with support from the SRP WFP Area Office.⁹ WFP Cambodia has recently been granted a no cost extension (NCE) until end March 2020 to complete a few ongoing activities. These are noted in the evaluation findings section ahead.

Planned beneficiaries

16. For the period FY2017-2019 the programme planned to reach 859 schools in BTB, SRP and KTM provinces while also supporting the complementary activities focused on improving literacy and health and dietary practices described above. As at SY 2018/19 WFP is supporting 585 schools to implement SMP and HGSF as the MoEYS has taken over implementation of the THR. A map of the programme locations can be found in Annex 5. The programme planned to reach 150,600 pre-school and primary school children with school meals (either through the SMP or the HGSF) and THR in 433 schools, providing 8,400 children from the poorest households with THRs, including 4,750 girls (56.5 percent).

Resource requirements and funding situation

17. The USDA McGovern-Dole grant to WFP Cambodia was signed between the two parties in September 2016 through which USDA allocated up to USD 15,212,698 for donations of commodities and funding of ocean transportation and other authorized expenses during US fiscal years FY 2017-2019. This is 25 percent less than the grant for the last phase (2013-2016).

Partners

18. The grant is implemented by WFP in partnership with several government ministries and NGOs. The key partner is the MoEYS which is responsible for the implementation of the programme in the schools. Within the MoEYS, WFP works closely with several departments including the Primary Education Department/ Scholarship Office (which supports the implementation and monitoring of the

⁸ THR only schools were discontinued in SY2017/18.

⁹ PLAN supported BTB during SY2016-17 after which PoE/DoE with support from WFP has directly implemented the programme.

programme), the School Health Department, and the Policy Department. From the end of 2016 the Teacher Training Department and the Curriculum Department of the MoEYS have also been involved in the literacy component which focuses on early grade reading (EGR). Other ministries involved include the Ministry of Health (MoH), Ministry of Economy and Finance (MEF), Ministry of Agriculture Forestry and Fisheries (MAFF), Ministry of Interior (Mol) and the Council of Agricultural and Rural Development (CARD).

19. The McGovern-Dole programme is implemented together with four NGO partners: Plan and WV for the majority of school-based activities and for the literacy component, WEI and their partner KAPE. WFP is responsible for directly implementing the activities that affect the foundational results, such as building the capacity of the government and supporting improved policy and regulatory frameworks. Several United Nations agencies also provide technical support to the school feeding programme including UNICEF, UNESCO, FAO, the World Bank and WHO. Each provides support in their own technical areas: Water, sanitation and hygiene (WASH), education, agriculture (schools gardens), social protection and health. WFP also has Memorandums of Understanding (MoU) with GIZ and UNICEF to improve the monitoring of school-based WASH programs by customizing mobile data collection tools.

Gender dimensions of the intervention

20. No specific gender analysis was conducted as baseline for this phase of programming, which limits gender analysis of the programme. However, WFP has shown increased commitment to gender equality and empowerment in Cambodia. In recent years the CO has undertaken several pieces of gender-related work in order to better understand the gender context. During this phase, additional gender-related work was done, including a review of gender in Cambodia's food security and nutrition policies,¹⁰ and a study into gender in household decision-making.¹¹ The findings of these pieces of work should be incorporated into the design of the programme and the section on evaluation findings describes whether gender dimensions have improved as a result.

1.1. Context

21. The most recent data from UNDP shows Cambodia's Human Development Index¹² (HDI) value of 0.582, ranking 146 out of 189 countries. Cambodia attained lower-middle-income country (LMIC) status in mid-2016, with a Gross Domestic Product (GDP) per capita of USD 1,384.42 in 2017.¹³ Economic growth remains robust at 6.8 percent in 2017, and 6.9 percent in both 2018 and 2019. This is projected to accelerate slightly in 2020, buoyed by a rebound in textile and apparel exports as well as tourism and agriculture.¹⁴ Over the past two decades, Cambodia has seen a significantly reduced poverty rate, dropping from 50 percent in 1992 to 47.8 percent in 2007, and then to 13.5 percent by 2014.¹⁵ However, although the official poverty rate has fallen dramatically, the poor have not risen very far above the poverty line. In 2017 the Multi-dimensional Poverty Index (MPI)¹⁶ remained high¹⁷ at 0.146 with 33 percent of the population affected.¹⁸

22. **Gender:** Despite progress in for gender equality in Cambodia in the last two decades, women continue to be largely underrepresented in politics and public decision making, tertiary education and

10 WFP (2016) Gendered nature of intra-household decision-making in Cambodia. WFP Cambodia. Phnom Penh.

11 Brody, A. (2017) Innovations from the Field: Gender mainstreaming from the ground up. Cambodia Mission Report

12 <http://hdr.undp.org/en/countries/profiles/KHM>

13 World Bank. World Bank Open Data: <http://data.worldbank.org/>

14 <https://www.worldbank.org/en/news/press-release/2018/05/10/high-growth-in-cambodia-expected-to-continue-world-bank>

15 Ministry of Planning. Poverty Estimate in 2014 in Cambodia

16 Multi-dimensional poverty takes into consideration three dimensions: health, education and standard of living.

17 Asian Development Bank (2014) Cambodia Country Poverty Analysis.

18 The index identifies deprivations across the same three dimensions as the HDI and shows the number of people who are multidimensionally poor (suffering deprivations in 33% or more of the weighted indicators) and the number of weighted deprivations with which poor households typically contend with.

formal employment. Traditional gender norms and social attitudes continue favouring men in both public and private spheres.¹⁹ Cambodia is ranked 116 out of the 160 countries on the most recent Gender Inequality Index²⁰ (GII = 0.473). The GI is essentially the loss in human development due to inequality between female and male achievements in the three GI dimensions: reproductive health, empowerment, and economic activity. Cambodia's low ranking indicates that gender inequality still exists. The 2017 Gender Development Index (GDI) results are better at 0.914 which puts it into Group 4 (second lowest), an improvement from being in the lowest category in previous years.^{21,22,23,24} Although the number of women working in the private sector is higher than men in many provinces²⁵ largely due to employment in the garment sector, women are typically employed at lower levels and paid less. It is estimated that on average women are paid thirty percent less than men for commensurate work.²⁶

23. **Education:** Cambodia has made good strides in improving primary education programs and reducing gender disparity in education in rural areas. The net school enrolment rate (NER) during SY2015/16 was high - 98.4 percent (99.3 percent for girls), a significant improvement from 81 percent in 2001. Although there is still a need to expand enrolment in primary schools and pre-schools in some locations, sustained efforts to globally expand access to school are less relevant than they once were. The main challenge now for primary school education is completion. Although both repetition and dropout rates have steadily declined in the last five years,²⁷ they remain a key concern to MoEYS. School dropout is most problematic at the end of the primary school cycle as students are more likely to leave school rather than repeat a year. School dropout is also more likely to happen in rural areas.²⁸ Boys and girls face different challenges remaining in school, with girls in rural areas dropping out mainly due to severe poverty then end up caring for younger siblings, working alongside their parents in the rice fields, or moving to urban centres to find work.²⁹ Boys are also sometimes pressured to leave school and find employment. National literacy rates for children finishing Grade 2 are not available. Additional figures on some key primary school indicators can be found in Annex 6.

24. **Food security and nutrition:** Despite the high economic growth and substantial poverty reductions in the last two decades, food security and undernutrition remain important public health concerns in Cambodia. The national objectives set for the Cambodia-specific Millennium Development Goal (MDG) 1 were not met³⁰ and the figures for malnutrition remain higher than most countries in the region.³¹ The new SDG indicators covering undernourishment and dietary diversity, suggest that 14 percent of households continue to consume less than the minimum dietary energy requirement, while 11.6 percent have inadequate dietary diversity.³² A recent study comparing the nutritional status

19 <https://www.kh.undp.org/content/cambodia/en/home/projects/partnership-for-gender-equity-phase-iii.html>

20 <http://hdr.undp.org/en/composite/GII>

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

22 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.

23 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).

24 Human Development Report, 2015, UNDP

25 Commune Database 2013, Ministry of Planning

26 CSO report on Cambodian gender issues. 2009

27 Final Draft Education Strategic Plan 2019-2023, MoEYS, May 2019.

28 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

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

30 Cambodia had an objective of reducing the prevalence of undernourished people to <10%.

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

32 Cambodia Socioeconomic Survey, 2014, National Institute of Statistics, Ministry of Planning; Available at: <https://www.unicef.org/cambodia/6.Maternal.pdf>

of school children in Cambodia with those in the South East Asian Nutrition Survey³³ (SEANUTS)³⁴ found the urban/rural difference in Cambodia to be similar to the SEANUTS survey results. Stunting rates were high (33.2%) and more prevalent in rural areas, and in boys aged 13-15 years, and the overall dietary intake of surveyed children did not meet the local recommended dietary allowances.

25. **School feeding:** SF is a major component of WFP Cambodia's ongoing Country Strategic Plan (CSP) and is currently implemented in 8 out of 25 provinces.³⁵ Recognizing the importance of sustainability of the SF programme, WFP's overarching vision is to oversee the transition from a WFP-led SF programme in Cambodia to a government-led programme, as outlined in the School Feeding Roadmap, agreed and signed between WFP and the MoEYS in May 2015.³⁶ The transition timeline has recently been revised from 2021 to 2025 to align with MoEYS's Education Strategic Plan (ESP) and the National Social Protection Policy Framework (NSPPF). WFP's strategy is to utilize USDA commodities and capacity building funds to increase the readiness of MoEYS to adopt a nationally owned SF programme. The Government has already confirmed the continued absorption of WFP's food and cash take-home ration beneficiaries into the national scholarship programme. To support this, since SY 2017/18, WFP has made some strategic adjustments to the school meals programme and scaled up the use of the HGFSF modality. This model is more coherent with the government's preference for a programme using local commodities. The school-feeding capacity development activities described in this report are implemented across the 11 WFP-supported provinces including the three with USDA programming.³⁷ This is in view of the focus for the 2017-2019 phase of implementation on the development of appropriate school feeding for national ownership by 2021.

26. **Other international assistance:** All of the implementing partners for this programme are engaged in other community development or literacy activities, both within the three McGovern-Dole targeted provinces and in other locations. Several other UN agencies work in Cambodia including UNICEF, FAO, UNESCO, UNDP, UNWomen and WHO, each programming to their areas of expertise and their mandates, and in line with the United Nations Development Assistance Framework (2019-2023)³⁸, and the new UNDAF is currently under development. The UNDAF focuses on three outcomes: inclusive growth and sustainable development; social development, social protection and human capital; and governance and human rights. WFP has been implementing programmes in Cambodia since 1979, including school feeding activities since 1999. Currently, WFP Cambodia implements activities under the CSP (2019-2023)³⁹ which highlights WFP's shift from activity implementation to strengthening national capacities and building scalable programme models.

1.2 Previous evaluation recommendations

27. The baseline and MTR found the McGovern-Dole programme to be well implemented. The main concern was the short time frame planned for the transition to national ownership. In addition, at baseline, the ET found that several USDA supported schools were lacking the full package of infrastructure (kitchens, energy efficient stoves, handwashing facilities etc). Both these areas were included as recommendations at baseline and then more detailed recommendations were made about the transition to national ownership during the MTR (Annex 7). In addition to objectives of the evaluation, the ET assessed whether the recommendations from both the baseline and MTR have been implemented.

33 SEANUTS was conducted in Indonesia, Malaysia, Thailand and Vietnam in 2011.

34 Horiuchi, Y et al (2019) Urban-rural differences in nutritional status and dietary intakes of school-aged children in Cambodia. *Nutrients*. 2019 Jan; 11(1):14.

35 Kampong Chhnang, Pursat, Battambang, Banteay Meanchey, Oddar Meanchey, Siem Reap, Kampong Thom, Preah Vihear, and Stung Treng

36 MoEYS/WFP School Feeding Roadmap. Signed 28 April 2015.

37 WFP is operational in 11 provinces (including the 3 USDA provinces), with an overlap of activities in Siem Reap.

38 <http://kh.one.un.org/content/unct/cambodia/en/home/what-we-do/undaf.html>

39 https://docs.wfp.org/api/documents/WFP-0000101923/download/?_ga=2.9809142.212291492.1569797484-633668376.1569186899

1.3 Stakeholder analysis

28. The evaluation included key informant interviews (KIIs) and focus group discussions (FGDs) with a range of internal and external stakeholders of the programme. The ToR provided a comprehensive list of stakeholders for this endline evaluation, essentially the same list as developed at baseline. The stakeholders come from multiple groups including WFP and MoEYS representatives (both government and school personnel), other government representatives, implementing partners, UN agencies, USDA and other donors. The detailed list of stakeholders and their role in the evaluation can be found in Annex 8. Since accountability to affected populations is a key WFP commitment, the evaluation also included interviews with beneficiary groups, including school children, parents, cooks, teachers, and School Directors. Evaluation approach and methodology

1.2. Evaluation Methodology and Limitations

1.3.1 Overall evaluation approach

29. This evaluation uses the same theory-based, gender-responsive and participatory approach used during the 2017 baseline, i.e. an approach that ensures that each of the components of the programme's ToC - the USDA RFs - are evaluated, it will also mainstream gender into the evaluation and assess whether gender dimensions change as a result of an intervention, and ensures that women's and girl's voices are prominent throughout the evaluation, and disaggregated quantitative data by sex where possible. The evaluation also ensures that a wide range of stakeholders are involved in the evaluation.

30. As per the evaluation ToR, the endline evaluation has used the internationally agreed OECD-DAC evaluation criteria⁴⁰ to evaluate the McGovern-Dole programme. A detailed breakdown of the key evaluation questions can be found in Annex 9 and the detailed Evaluation Matrix used by the ET is in Annex 10. The planned transition to government ownership means that this evaluation has a strong focus on the sustainability criteria to see whether the plans for government ownership are feasible. Similarly, the evaluation is interested in assessing the impact of the McGovern-Dole programme to provide evidence to the government that school feeding is a worthwhile investment. The four main evaluation questions are: How appropriate is the programme? What are the results of the programme? How and why has the programme achieved its results? And how sustainable is the programme?

31. From 2019, the United Nations Systems-Wide Action Plan (UNSWAP) 2.0⁴¹ is the gender accountability framework for all UN agencies. Since the McGovern-Dole programme hopes to achieve positive outcomes for school children, and girls in particular, several output variables are already monitored by WFP in gender disaggregated form. This data, together with gender disaggregated outcome data from the quantitative survey has enabled the ET to determine if the programme resulted in different outcomes for girls and boys. The United Nations Evaluation Group (UNEG) guidance on gender⁴² has also been used to shape the evaluation approach.

1.3.2 Evaluation Methodology

32. The evaluation was conducted during July-August 2019. The overall evaluation schedule and the detailed quantitative and qualitative field mission schedules can be found in Annexes 11 -13.

33. The evaluation approach consists of two principal components: **quantitative data collection** and a **qualitative field mission** to analyse the achievements of the programme. Both qualitative and quantitative data collection were conducted in all three provinces that received USDA support during

40 Relevance, effectiveness, efficiency, impact and sustainability

41 UNWomen (2018) UN-SWAP 2.0 Framework and Technical Guidance: Accountability framework for mainstreaming gender equality and the empowerment of women in United Nations entities. November 2018

42 <http://www.uneval.org/document/detail/2133>

2017-2019. The evaluation design is quasi-experimental case-control (comparison) as per the 2017 baseline. The sample selection of schools was driven by criteria agreed WFP during the inception phase which included: geographic scope of the programme (all three regions where the programme is implemented), comparability of data (schools where only THR was distributed were excluded), control group (non-USDA schools) and se-disaggregated data available and gender- relevant indicators had been tracked. The evaluation methodology used mixed methods, including secondary document review, qualitative interviews and focus group discussions with a range of stakeholders, and a quantitative endline survey to enable comparison of results against the 2017 baseline. The evaluation also used existing programme monitoring data from WFP, WV, PLAN and WEI to triangulate qualitative evaluation findings, and to understand the overall programme outputs. The qualitative and quantitative data collection was complemented with **secondary document review** including relevant project documents, assessments, WFP and government policies and normative guidance, as well as the baseline survey and mid-term review reports. Detailed information on the secondary data sources used can be found in Annex 14. The mixed data collection methods selected and applied generated a considerable volume of primary and secondary data which enabled thorough triangulation of data from different methods and sources. The rationale for selection of each method was as follows:

Secondary document review of relevant project documents, including assessment on which the programme was designed, Government policies and normative guidance, as well as the baseline survey and mid-term review reports. This method was applied systematically to verify and validate primary data collection across the five evaluation criteria, and was particularly valuable regarding appropriateness/ relevance, coherence, complementarity and coordination.

The **quantitative endline survey** has purposely followed the same methodology and will use the same tools as the 2017 baseline so that the results are directly comparable. The qualitative data elicited stakeholder perceptions that addressed all the criteria and the three main guiding questions, but was particularly valuable in regarding appropriateness/ relevance, complementarity, coherence and effectiveness.

The **qualitative field mission** examined the coherence and sustainability of the diverse school feeding activities and projects implemented by WFP Cambodia under the MGD agreement for 2017-2019. The qualitative data collection also generated primary data that was used to triangulate the quantitative data mentioned above. The field mission prioritized the collection of the qualitative information from KIIs, FGDs, and observations during project and school visits.

Qualitative field mission

34. The evaluation included key informant interviews and FGDs with stakeholders both in Cambodia and outside Cambodia.⁴³ In Cambodia, interviews were done in Phnom Penh and in all three of the target provinces, including in a sample of six USDA supported schools and districts. In total, the ET spoke with 277 key informants during the endline evaluation. The full list of key informants can be found in Annex 15. During the baseline and the MTR, the ET visited at least two schools per province, and the same methodology was repeated for the endline (Table 1).

Table 1: Number of USDA McGovern-Dole sites to be visited (qualitative field mission)

Province	Battambang	Siem Reap		Kampong Thom	
Interventions	HGSF-hybrid	SMP	SMP + THR	HGSF-hybrid	SMP + THR
USDA supported schools visited	Kouk Poum School Samrong School	Pongror School	Prasat Samloang School	Kouk Nguon School	Chimeak School
District level School Feeding Committees	Koas Krala District	Soutr Nikom District	Prasat Bakong District	Kampong Svay District	Santuk District

35. In total, over the implementation period, the ET visited 20 different schools, spending at least two hours in each with several school stakeholders: School Directors and Deputy Directors, teachers,

43 USDA Washington and Ho Chi Minh City, and representatives from the WFP Regional Bureau in Bangkok.

parents, school committee members, schoolchildren and cooks. The qualitative interviews also included interviews with district school feeding committees (DSFC). For the endline, the ET visited six schools covering each of the modalities as well as their accompanying DSFC (Table 1).

Quantitative data collection

36. The quantitative survey was conducted by Indochina Research Ltd (IRL), the same local research company that conducted the 2017 baseline. The survey was conducted in the same sample of schools used at baseline, using the same questionnaires, and largely the same enumeration team. The original sample of USDA-supported, and comparison schools was constructed for the baseline survey in 2017 through Propensity Score Matching (PSM). This was purposely done to enable a better understanding of differences at endline (now) through difference-in-means test. The sample construction enables quantification of change in key outcomes at endline, to better attribute results to the presence or absence of the school feeding interventions.

37. **USDA supported schools:** Selection of the USDA supported schools was done through random selection. Probability of cluster selection was not proportional to size so that small schools have equal chances of being included in the sample as bigger schools. Weighting was then applied on the household sample to make up for this. The intervention sample consists of schools in each of the three USDA supported provinces. The number of schools sampled per province is proportional to the number of schools supported by the programme in the provinces. Table 2 shows the locations of the sampled schools and households for the quantitative survey, with the majority being located in SRP. In total, 160 schools⁴⁴ were surveyed as well as 958 households. The households are of 479 boys' and 479 girl's households.

Table 2: Geographic breakdown of sampled schools and households for the quantitative survey

	Province				Total
	Battambang	Siem Reap	Kampong Thom	Non-USDA supported areas	
USDA supported schools	5	49	32	0	86
Comparison Schools	42	0	0	33	75
Households (6 per school)	30	292	192	444	958

38. The PSM process matched some comparison schools with multiple case schools which is why there are less comparison schools. The findings from the comparison schools were weighted to enable findings of 86 matched pairs of schools.

39. Over the course of this phase of programming, the modality of school meals in some schools has changed, as WFP began increasing the use of the HGSF-hybrid model in SY 2017/18. This means that not all schools in the sample are receiving the same intervention as at baseline. The analysis therefore compares all the SMP schools (both USDA commodities and HGSF-hybrid) against SMP+THR schools as per baseline. Any significant differences or potential change in results due to changing modalities are noted in the findings if evident. The full list of sample schools and interventions provided from baseline to present can be found in Annex 16.

40. **Comparison schools:** As per USDAs request at baseline, the ET selected comparison schools largely from non-USDA supported provinces and in areas where there were no school feeding activities funded by any donor. The ET was therefore unable to select schools from the immediately neighbouring districts due to the presence of school feeding programming in those districts funded by other donors. The comparison districts were selected together with WFP personnel at baseline, who helped the ET identify locations where there were no SMP programs, funded by USDA or others. As a

⁴⁴ One school was not able to be surveyed due to flood.

result, most comparison schools are outside the USDA-supported provinces except for BTB where many non-supported schools were available within the province. The full list of surveyed schools and their locations can be found in Annexes 17 and 18. Annex 19 contains detailed information on the methodology behind the initial selection of comparison schools. The 160 surveyed schools included over 40,000 students (48.6% girls), with an average of 236 students per school (Table 3). USDA supported schools were significantly smaller than the comparison schools. Additional information on the student makeup of the sampled schools can be found in Annex 20.

Table 3: School mapping information in the school year (SY2018/19)

	# Children (6-11-years old) in catchment area		# Students (6-11-years old)		# Students (over 11 years old)		Students per school
	Total	Girls	Total	Girls	Total	Girls	
All USDA schools	17,704	8,694	16,804	8,192	3,413	1,518	235
SMP only^	2,597	1,277	2,505	1,258	646	277	185
SMP + THR ^^	15,107	7,417	14,299	6,934	2,767	1,241	247
Comparison schools	22,645	10,903	21,060	10,439	4,134	1,802	296
TOTAL students	40,349	19,597	37,864	18,631	7,547	3,320	Average = 236

^ including HGSF Hybrid, ^^ including HGSF-Hybrid+ THR

41. **Survey respondents:** The quantitative data collection was made up of a survey of sampled schools including a questionnaire for the School Director, shorter questionnaire for teachers and an observation component about the school infrastructure. For the teachers' survey, up to three teachers were selected from each school when possible, ideally the teachers of Grades 2, 4 and 6. This is designed to capture outcomes of each of the three types of interventions, i.e. Grade 2 (SMP), Grade 4 (SMP + THR), and Grade 6 (THR). However, since some schools have only one or two teachers in total, selection of teachers by grade was not always possible. A gender balance of interviewees was maintained when possible.

42. In addition to the school survey, a questionnaire was done with six households connected to each school. The household interviews were conducted after the school interview and were primarily done with a household head and the mother of school child sample. Within each selected school, lists of SMP, SMP + THR and THR beneficiaries with children in Grades 1-6 were provided to determine the six households eligible for inclusion in the survey. Using beneficiary lists, systematic random sampling was conducted by programme type to select children/ households for inclusion. At this stage, gender balance was ensured by selecting an equal number (three) of girls and boys for inclusion.

1.3.3 Data collection tools

43. The **school assessment** includes basic information on the composition and performance of the school (number of children enrolled, attending, availability of advanced teaching materials, literacy testing success rates, etc.) as well as specific information on the school's infrastructure (latrines, water sources, kitchens, school gardens, etc.). The primary respondent was the school's principal or chief administrator. The school survey was adapted from a WFP school survey instrument with slight modifications. The questionnaire can be found in Annex 21.

44. The **teacher assessment** includes information on student attentiveness in class, and short-term hunger. This short survey was carried out in all case and comparison schools and answered by primary school teachers to collect data on estimated short-term hunger reduction and improved student attentiveness. The questionnaire can be found in Annex 22.

45. The **household survey** includes information on the composition and education level of the household members, household income and expenditure, food consumption and coping strategies. It also includes information on child health, parents' involvement in the McGovern-Dole programme, parental reasons for sending their children to school, and information on some of the effects of school feeding. The questionnaire can be found in Annex 23.

46. The qualitative data collection tools: the key informant interview guides and the focus group discussion guides can be found in Annexes 24 and 25.

1.3.4 Data collection, analysis and reporting

47. Quantitative data collection was performed from July 22 to August 10, 2019, and qualitative data collection from July 29 to August 17, 2019. The school and teacher assessments were collected through face-to-face interviews using a manual paper-based format and later entered into a CSPro database programme. The household survey was digitized in SurveytoGo, and the data was collected through a face-to-face interview. Both ways allowed for quality control. Prior to data collection, instruments were pre-tested with a number of schools and households around Phnom Penh.

48. A number of quality control procedures were applied. First, data collection⁴⁵ and data entry programs⁴⁶ were designed that allowed manual data collection and identification of data entry errors. Second, during data collection, an IRL survey team leader and a supervisor accompanied the interviewers and a supervisor checked responses from call back from about 15 percent of the respondents. In addition, the IRL Project Manager, Fieldwork Manager and Fieldwork Supervisors also randomly observed directly about 15 percent of the fieldwork. On top of this, an external consultant engaged by the ET visited 16 schools in three provinces and teachers and households of school children associated with those schools to verify data collection and check the quality of data collection.

49. Quantitative analysis of data was done by the KonTerra team using SPSS, SAS and Excel software wherever appropriate. After receiving the data from IRL, the data was cleaned and recoded for analysis. Descriptive statistics, as done at baseline were performed for case-control comparisons at endline as well as for baseline-endline comparisons. Wherever appropriate, difference in means tests were examined using independent t-test to compare the means. Similarly, a difference-in-difference (DID)⁴⁷ approach using regression technique was used to examine the effect of treatment on several outcomes using baseline-endline combined data.

Data availability and reliability

50. As part of the 2017 baseline evaluation, the ET assessed the data availability and verified various monitoring data provided by WFP and partners during school visits to establish data reliability. When no data gaps were noted after the baseline qualitative field mission, the ET used programme monitoring data from WFP and partners for the evaluation of literacy, and to assess programme outputs against targets. The updated monitoring data has been used again for this endline evaluation. Further verification of output monitoring data was done by the ET during the qualitative field mission and triangulated with the quantitative survey results. Data on the breakdown of the costs of implementing the McGovern-Dole programme was difficult to access due to WFP Cambodia's pooled system of funds. This has reduced the ETs capacity to fully evaluate the efficiency of the programme.

1.3.5 Ethics

51. Interviews were carried out in accordance with UNEG guidelines, notably to ensure that all key informants understood that their participation was voluntary, and that confidentiality would be respected. The field notes from the qualitative mission are confidential and will not be turned over to

45 Using a tablet for household survey

46 For school and teacher surveys

47 $Est(Y) = \beta_0 + \beta_1*POST + \beta_2*TR + \beta_3*POST*TR + \epsilon$

public or private agencies. In addition, steps were taken to ensure that men, women, boys and girls felt that interviews were conducted in appropriate locations so that they were able to freely express their views and concerns without fear of reprisal. Schools were notified in advance that they would be part of the survey, to give them time to pass the message to parents. Permission to interview children at school was sought from their teachers, and from parents during household interviews. Safeguarding principles were also adhered to, with children interviewed in groups, with no specific child required to answer any question if they didn't volunteer an answer. Children were also interviewed outdoors in full view of other evaluation team members and/or teachers, or interviewed inside with more than one team member present.

1.3.6 Limitations and risks

52. The potential risks and limitations of the evaluation was identified during the previous endline/baseline of the current phase and mitigated where possible during the endline evaluation. These risks included schools closing early for the end of school year before data collection could be completed, disruptions to the travel schedule due to the rainy season, poor quality data collection on some survey questions, and schools not being aware of the evaluation visits. Mitigating actions included having regular communication with the CO throughout the evaluation period, using professional translators, seeking early permission from the MoEYS to undertake the surveys, using an experienced local research company, and using KonTerra personnel to randomly conduct survey spot checks on the quantitative data collection. Each of these mitigation methods were utilized again at endline so the evaluation has proceeded smoothly. As described earlier, the evaluation was limited by the lack of available breakdown of the programme spending, which reduced the ability to fully evaluate the efficiency of the programme. Lastly, the quantitative field work was affected by flooding of roads preventing IRL from surveying one comparison school in Preah Vihear. This reduced the comparison sample from 75 schools to 74.

2 Evaluation Findings

2.1 Evaluation Question 1: How appropriate is the programme?

53. The baseline for this phase was conducted at the same time as the endline of the previous phase⁴⁸. At that time, this ET established that the targeting of the programme was appropriate. In 2013, when the schools under evaluation were first selected, WFP used a three-step targeting approach: geographic, school selection then household selection/THR beneficiary selection. All the schools supported during the 2017-2019 phase were supported in the previous phase as well so for the endline, the ET have not repeated the assessment of the targeting process.

2.1.1 Are the activities and transfers appropriate to the needs of the target population and communities?

54. The evaluation of the previous phase also established that the range of activities were appropriate. The main issues that were highlighted during the baseline were that the modality of food procurement followed by WFP (food imported/donated from the US) was not sustainable once the government took over the implementation of the programme, and that food-based THR did not align with the government's preference to provide cash-based support.

55. Over the 2017-2019 period, WFP has made substantial effort to work with the MoEYS to find a more appropriate SF model for government ownership. In 2017, USDA funding supported an MoEYS Feasibility Study on HGFS to help the government determine appropriateness and feasibility.

48 Dunn, S. et al (2017) Endline Evaluation of United States Department of Agriculture (USDA) McGovern-Dole Grant (MDG) Food for Education Programme for WFP Cambodia (2013-2016). Final report. The KonTerra Group.

Afterwards, the government declared its preference for the HGSF approach and since then WFP have implemented multiple modalities based on successful piloting of various models since 2015. Interviews with Government representatives from MoEYS indicated that WFP's support to HGSF research, and their readiness to provide additional information to help the government make a decision on the most appropriate model, and how to transition, has been much appreciated and has guided the overall government direction. Transitioning the USDA McGovern-Dole programme from the traditional model (SMP) of using imported food is therefore an appropriate approach, as the government is willing to take on a similar model. Since SY 2018/19, the majority of USDA-supported schools are implementing the HGSF-hybrid model, supplementing the USDA rice and oil by procuring animal protein and vegetables from local suppliers through the government procurement process using competitive bidding.

56. During this phase, WFP has also appropriately handed over almost all its THR activities to MoEYS, who will continue to provide scholarships through a cash-based modality. The evaluation found that all other aspects of the McGovern-Dole programme are appropriate for the context. In particular, the capacity strengthening of the government to implement school feeding activities, the literacy activities and the support to school infrastructure all came out positively during key informant interviews. The capacity strengthening activities are discussed in detail in Section 3.2.6

57. The 2017 Early Grade Reading Assessment (EGRA) conducted as the baseline⁴⁹ and the national learning assessments conducted by the MoEYS's Education Quality Assurance Department (EQAD)⁵⁰ have shown that a large proportion of children in Cambodia are not acquiring the basic proficiency of Khmer reading, writing and math skills, and that these difficulties start in early grades. As part of a package of interventions to address this, the **Education Strategic Plan (ESP)** indicates that the MoEYS "will prioritize extra support interventions for students struggling with reading and writing in at least all primary grades"⁵¹. While aiming to improve the literacy of school-aged children, the education objective of the McGovern-Dole programme is fully appropriate and will remain aligned with national education policies in the coming years.⁵² Putting increased emphasis on the achievement of literacy objectives during this phase was therefore appropriate.

58. The endline evaluation of the previous phase⁵³ found that not all USDA supported schools had a minimum package of infrastructure needed to implement a school meals programme.⁵⁴ It was therefore recommended that the current phase of programming continue with infrastructure support to ensure that all USDA-supported schools have sufficient infrastructure to implement a school feeding programme. The continuation of this activity was therefore appropriate, and the findings can be found ahead in Section 3.

2.1.2 Alignment with government policies and complementarity with other development actors

59. The baseline established that the McGovern-Dole programme aligned well with government policies and social protection direction during the programme design phase. The endline has therefore assessed whether the government's direction still holds by discussing the issue with government and other stakeholders and by reviewing new policies and strategies developed during the current phase.

60. At the highest strategic level, the government's long-term development aims are documented in **Vision 2030**, a roadmap towards upper-middle-income status. Vision 2030 is operationalized

49 Dunn, S. et al (2017) Baseline Report for WFP Cambodia and the USDA/McGovern Dole Food for Education Programme, WFP Cambodia, December 2017. The KonTerra Group

50 Grade Six Survey 2013: 2nd Draft, EQAD, MoEYS, March 2015.

51 Final Draft Education Strategic Plan 2019-2023, MoEYS, May 2019.

52 See Core Breakthrough Indicators (CBIs) in ESP 2019-2023.

53 Dunn, S. et al (2017) Endline Evaluation of United States Department of Agriculture (USDA) McGovern-Dole Grant (MDG) Food for Education Programme for WFP Cambodia (2013-2016). Final report. The KonTerra Group.

54 The minimum package recommended during the 2013-2016 evaluation includes a kitchen, energy-efficient stove, sufficient utensils for meal preparation, easy access to sufficient clean water, a food store, handwashing facilities and soap.

through two overarching development strategies: **The Rectangular Strategy**⁵⁵ and the **National Strategic Development Plan (NSDP)**,⁵⁶ which integrate the Sustainable Development Goals (SDGs) into the development priorities. Overall, the McGovern-Dole programme is aligned with all these documents and remains coherent with **SDG 2** which seeks to “*end hunger, achieve food security and improve nutrition and promote sustainable agriculture.*” In addition, since school feeding programmes are generally multi-sectoral in nature, engaging with multiple ministries on school feeding is therefore required and aligns with **SDG 17**: strengthening partnerships. The aim of improving literacy of school children is also fully aligned with **SDG 4**: Ensure inclusive and equitable quality education and promote lifelong opportunities for all. Under the Rectangular Strategy the Ministry of Women’s Affairs (MoWA), in partnership with relevant ministries/institutions and other partners, has developed the strategic plan Neary Rattanak IV (2014-2018) to continue the government’s efforts to meet SDG 5 and promote gender equality and the empowerment of women in Cambodia. The strategic plan focuses on increasing participation of women in the economy and their contribution to national goals.

61. The endline evaluation of the previous phase indicated that the McGovern-Dole programme was in line with the objectives of the **Education Strategic Plan (ESP)** (2014-2018) as it included a focus on strengthening basic education and quality, especially building reading and mathematics skills during the early grades of primary education. These objectives have been emphasised again in the new ESP (2019-2023)⁵⁷. The new ESP is also linked to the SDGs and includes a roadmap defining five policy priorities including that all girls and boys have access to quality early education and free and equitable basic education.⁵⁸ Still on education, the McGovern-Dole’s literacy activities align well with the framework of the USAID education strategy for the period 2016-2021: **All Children Reading Cambodia** (ACRC). The McGovern-Dole literacy partners, WEI and KAPE are both part of the USAID project as well, so the programme activities on EGR are harmonized with other actors working in literacy (EGR) in Cambodia such as UNESCO and **Room to Read**.

62. WFP has a strong relationship with the RGC and is a key stakeholder in supporting government’s policy direction, particularly in the areas of social protection, food and nutrition security and of course, school feeding. There are therefore several policies and strategies that have been developed with direct involvement from WFP. The **National Strategy for Food Security and Nutrition (NSFSN)** (2019-2023)⁵⁹ is one such policy, focusing on several areas relevant to school feeding including linking food security and nutrition to social protection to promote equity and access, nutrition-sensitive and safe food systems and improved nutrition and food security through small-scale farms. All WFP’s SF activities including the McGovern-Dole programme will therefore contribute to the implementation of this strategy.

63. The **National Social Protection Policy Framework (NSPPF)** (2016-2025)⁶⁰ aims to harmonize and strengthen existing social protection schemes. The transition to a nationally owned school feeding programme has been documented in the NSPPF and mentions SF as social assistance instrument. The NSPPF also includes the projected scale-up of scholarships and school meals by 2021 to help achieve the government’s development objectives. Interviews with government representatives from multiple ministries indicates that WFP was actively working with the government to ensure that school feeding was integrated into the NSPF, and to build the understanding of the government that school feeding is a social safety net. This in turn, has led to increased government interest in having a nationally owned school feeding programme. In addition to the NSPPF, MoEYS and CARD, together with the Social Protection Secretariat drafted a dedicated **HGSF Implementation Framework**.⁶¹ The

55 Royal Government of Cambodia (2017) Rectangular Strategy Phase IV, 2018-2023

56 Royal Government of Cambodia (2018) National Strategic Development Plan, 2019-2023

57 Royal Government of Cambodia (2018) Education Strategic Plan, 2019-2023

58 Primary and lower-secondary education

59 Royal Government of Cambodia (2018) National Strategy for Food Security and Nutrition, 2019-2023

60 Royal Government of Cambodia (2016) National Social Protection Policy Framework, 2016-2025

61 Unpublished. Work ongoing.

development of the HGSF Implementation Framework creates an opportunity to develop more comprehensive linkages for school health and nutrition, and to fully integrate HGSF into the NSPPF. Representatives from the MoEYS and from CARD reported that WFP has been instrumental in designing the new HGSF Guidelines for the MoEYS, with the Cambodia HGSF Guidelines based on the WFP/FAO **HGSF Resource Framework**⁶² and adapted for the Cambodian context including aligning implementation processes with existing government processes such as procurement.

64. The new **National Policy on School Health**⁶³ was approved in April 2019 and provides guidance on the practical implementation for the prevention of communicable diseases. The policy directly focuses on school feeding, aiming to strengthen safe food nutrition program in schools by encouraging students to take safe and healthy food choices. The experience of the USDA McGovern-Dole programme has contributed significantly to the development and implementation of this policy. The MoEYS provided a positive review of WFP's involvement and support to the development of this policy. Lastly, during this phase, WFP has been in discussion with the MoEYS on the need to have a national school feeding policy. This has now been agreed and the MoEYS is currently in the process of developing the policy with the support of WFP and other partners.

65. The McGovern-Dole programme also aligns well with the work of other development actors in Cambodia. The new **United Nations Development Assistance Framework (UNDAF) (2019-2023)**,⁶⁴ focuses on social protection, and nutrition to accelerate the successful implementation of the UNDAF and the achievement of the SDGs in Cambodia.⁶⁵ The programme aligns with outcome 2 - Social Development, Social Protection and Human Capital, which aims to provide more people with quality social services.

2.1.3 Are the activities and transfers aligned with WFP strategies, policies and normative guidance?

66. At baseline, the ET felt that there was a disconnect between the USDA McGovern-Dole objective of improving the quality of education (literacy) and the WFP school feeding objective of improving food and nutrition security. The increased support to literacy over this phase through the partnership with WEI and KAPE has helped to better align these objectives. Further, the new **WFP Corporate Results Framework (CRF)**⁶⁶ has brought new outcome indicators. In addition to the standard enrolment, attendance and graduation rates, the revised CRF recommends the use of a new outcome indicator, which is an exact replication of the existing USDA SO1 outcome indicator.⁶⁷ The new CRF makes clear that: *"School feeding activities can be designed to improve literacy as part of a holistic approach to ensure that school-age children are physically, nutritionally and cognitively fit to succeed in school"*. At endline, the ET found that although there is still a misalignment between the objectives of the McGovern-Dole programme in Cambodia and the other WFP Cambodia school feeding activities (non-USDA funded), the literacy objectives of McGovern-Dole and the new WFP CRF are more closely aligned. Literacy activities are also now well aligned with other actors work in Cambodia and with the direction of MoEYS.

67. Aside from the above issue, the McGovern-Dole programme aligns well with multiple WFP policies and strategies including the **WFP Strategic Plan (2017-2021)**⁶⁸ which focuses on achieving the SDGs, eliminating hunger and malnutrition, working in partnership and improving literacy, by direct implementation and/or by strengthening country response capacities. The programme is also a key

62 WFP, FAO et al (2018) Home-Grown School Feeding Resource Framework: Technical Document. Rome.

63 Royal Government of Cambodia (2018) National Policy on School Health, Ministry of Education, Youth and Sport

64 UNDP (2018) United Nations Development Assistance Framework 2019-2023, Cambodia. DRAFT 14 August 2018

65 The UNDAF has five priority areas: People – Expanding social opportunities; Prosperity – Expanding economic opportunities; Planet – Sustainable living; Peace – Participation and accountability; and Managing urbanization.

66 WFP (2018) Revised Corporate Results Framework (2017-2021), WFP/EB.2/2018/5-B/Rev.1.

67 Percentage of students who, by the end of two grades of primary schooling, demonstrate ability to read and understand grade level text.

68 WFP (2016) WFP Strategic Plan 2017-2021. WFP/EB.2/2016/4-A/1/Rev.2*

part of WFP Cambodia’s own CSP. The **WFP Revised School Feeding Policy (2013)**⁶⁹ increased the alignment between school feeding, nutrition and social protection, focusing on five objectives including strengthening national capacity for school feeding. The work that WFP is doing in Cambodia with the MoEYS and other ministries is very much in line with that areas of policy focus. Similarly, the **WFP Draft Nutrition Policy (2017-2021)**⁷⁰ reaffirms WFP’s commitment to prioritizing nutrition, by promoting healthy diets that meet nutrient requirements.

68. The **WFP Safety Net Policy (2012)**⁷¹ outlines priorities and implications for WFP engagement in providing technical support and practical expertise for safety nets, ensuring that food and nutrition security objectives are embedded in safety nets and supporting governments in building systems of safety nets. This is very much in line with WFPs work in Cambodia as the team supports the government to recognise school feeding as a social assistance instrument. Lastly, the **WFP Gender Policy (2015-2020)**⁷² aims to ensure that WFP’s programmes promote gender equality and women’s empowerment. The McGovern-Dole programme targets both girls and boys, with girls prioritized where gender differences in education still exist.

69. Overall, the evaluation found that the programme is appropriate and that it aligns well with government preferences (HGSF modality), with WFP’s own policies and strategies, and with the work of other actors. No negative feedback was received from stakeholders on this aspect of the programme.

2.2 Evaluation Question 2: What are the results of the programme?

70. The following section describes the results of the programme. The evaluation surveys have resulted in a significant volume of data, much of which is in the report annexes. The main body of the report describes some of the key findings, particularly areas which had changed significantly since baseline, or where there was a clear difference between USDA supported and comparison schools. The full table of programme monitoring indicators can be found in Annex 26. The following key is followed throughout the report:

Target achieved (or within 5%)	Target within 10% of being achieved	Target not achieved
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2.2.1 Achievement of Strategic Objective 1: Improved literacy (Early Grade Reading)

71. As described earlier, the USDA RF1 indicates that to achieve improved literacy, children must attend school, be attentive in class, and teachers must provide quality literacy instruction. The following section follows USDA RF1 (Annex 3), describing the results WFP and partners have achieved during the implementation of the relevant activities and determines whether funding has been efficiently utilized to implement effective activities to improve children’s literacy, measured through early grade reading levels.

Result stream 1: Improved attendance

72. The USDA McGovern-Dole Results Framework encourages enrolment through campaigns on the importance of education, and the daily provision of a school meal. Both awareness campaigns and school meals have been implemented in the USDA supported schools now for several years (some since 2011). At baseline, 65 percent of parents from both USDA-supported and comparison schools reported that the main reason they send their children to school was just because it was close to their home. Less than half the surveyed parents⁷³ said that they sent their children to school to get an education. At endline, these figures have improved considerably, with all parents (99.8-100%) from

69 WFP (2013) Revised School Feeding Policy: Promoting innovation to achieve national ownership. WFP/EB.2/2013/4-C

70 WFP (2017) Nutrition Policy. WFP/EB.1/2017/4-C

71 WFP (2012) Update on WFP’s Safety Nets Policy: The role of food assistance in social protection. WFP/EB.A/2012/5-A

72 WFP (2014) WFP Gender Policy 2015-2020.

73 49.3% of surveyed parents from USDA supported schools and 39.4% of parents from comparison schools

both USDA-supported and comparison schools reporting that the main reason they send their children to school was because of the good quality of education at that schools, along with good quality of school infrastructure, and their wish to improve the career prospects of their children. This aligns well with the high rate of primary school enrolment. Table 4 shows that more than 90 percent of parents in USDA-supported schools can name at least three benefits of primary education. This is significantly greater than parents in comparison schools.

Table 4: Percentage of parents who can name at least three benefits of primary education (n=958)

	Target (%)	All USDA schools (%) ⁷⁴	SMP only ⁶⁵	SMP +	Comparison (%)
Endline (SY 2018/19)	85	90.5***	94.0	89.6	83.6
Baseline (SY 2016/17)	85	83	89	79	88

Source: Endline evaluation

[^] including HGSF Hybrid, ^{^^} including HGSF-Hybrid+ THR

*** p<=.001; ** p<=.01; * p<.05;

73. At baseline, the net enrolment rate for children 6-11 years in the surveyed schools was 87.6 percent. This has now increased to 97.5 percent (Table 5). No significant difference was found in total or girl's enrolment rates in USDA and comparison schools.⁷⁵ However, the MoEYS Education Management Information System (EMIS) data shows that the USDA supported districts had higher net enrolment rates than non-assisted districts (99.6 percent versus 95.2 percent).⁷⁶ EMIS also indicates that 52 percent boys and 48 percent girls in Cambodia attend primary school. This is the same proportion in urban and rural area.⁷⁷

Table 5: Enrolment rate for children 6-11 years old in surveyed schools (SY 2018/19)

	Net enrolment rate (%)	
	Total	Girls
All USDA schools	96.7	96.5
SMP only [^]	96.5NS	98.4NS
SMP + THR ^{^^}	96.7	96.0
Comparison schools	98.4	99.4
All surveyed schools	97.5	98
Baseline (SY 2016/17) – All USDA supported schools	87.6	91.4

Source: Endline evaluation

*** t-test (two-tailed) p<=.001; ** p<=.01; * p<.05;

74. Once children are enrolled, it is important to keep them in school until at least the end of primary education. According to Cambodia's new ESP, drop out is of key concern, especially for over-aged children abandoning school. This is compounded by difficulties in reading and writing comprehension, which increasingly affects student's ability in all other subjects at the higher grades. A lack of higher grades in some schools also contributes to school dropout rates as children are unable to continue their studies without moving to other areas. Table 6 shows that the endline results are similar to the findings at baseline in that there is no statistically significant difference in promotion rates, repetition rates and dropout rates between USDA supported and comparison schools.⁷⁸

74 # independent sample t-test (two-tailed) for difference in means of USDA supported schools and comparison schools (significant) as well as between SMP and SMP + THR schools (not significant), p<=.001; ** p<=.01; * p<.05

75 T-test (two-tailed) for independent samples resulted in no significant difference between USDA-supported schools and comparison schools and also between SMP and SMP + THR schools.

76 MoEYS EMIS data SY 2017/18 and SY 2018/19

77 Terms of Reference, Activity Evaluation of USDA McGovern-Dole Grants FFE for WFP School Feeding in Cambodia from 2016 to 2019, WFP Cambodia Country Office.

78 Overall, t-test (two-tailed) for independent samples resulted in no significant difference between USDA and non-USDA schools. Significant differences were observed in total and girl's dropout rates between SMP only and SMP+THR schools only.

Table 6: Promotion, repetition and drop-out rates (SY 2018/19)

	Promotion rate (%)		Repetition rate (%)		Drop-out rate (%)	
	Total	Girls	Total	Girls	Total	Girls
All USDA schools	84.4	88.1	11.8	8.9	3.7	3.0
SMP only ^	80.8	85.1	12.4	9.8	6.8**	5.0*
SMP + THR^^	85.3	88.8	11.7	8.7	3.0	3.0
Comparison schools	84.9	88.2	11.5	8.6	3.6	3.2
Baseline (SY 2016/17) – All USDA supported schools	85.2	88.8	10.7	7.9	6.1	4.8

Source: Endline evaluation

^ including HGSF Hybrid, ^^ including HGSF-Hybrid+ THR

*** p<=.001; ** p<=.01; * p<.05

75. This is also supported by the results of difference-in-difference regression results (not shown), which are statistically not significant, suggesting no impact of the McGovern-Dole programme during this phase on these indicators. However, the MoEYS EMIS data which includes all schools in the country indicates that dropout rate was lower in USDA-supported schools (4.9 percent vs. 6.0 percent) and completion rate was higher in USDA-supported schools (81.3 percent vs. 80.1 percent). Girls in both types of schools performed better than boys, with more girls being promoted, and less girls repeating grades or dropping out of school.

76. EMIS data also indicates that the retention rate in USDA-supported schools was almost ten percent higher than the target for 2018.⁷⁹ These results are particularly commendable since the schools participating in the meals programme are generally located in more remote, vulnerable districts and initially showed poorer education performance than non-supported schools. WFP monitoring data indicates the number of children regularly attending school⁸⁰ has been more than targeted throughout this phase of programming (Table 7).

Table 7: Regular attendance rate SY 2016/17 – SY 2018/19

	Target	Baseline	MTR	Endline
Number of students regularly (80%) attending USDA supported schools	127,600	195,400	167,600	192,723
Achievement towards target each school year		153%	131%	151%

Source: WFP Monitoring data

2.2.2 Improved school infrastructure

77. The McGovern-Dole programme includes support to schools to construct or rehabilitate key school feeding-related infrastructure: kitchens, food storerooms, and energy-efficient stoves. The endline evaluation of the previous phase⁸¹ recommended that WFP and partners continue this work to ensure that all the USDA supported schools had adequate infrastructure when the government took over the programme. The results found now at endline are therefore a culmination of the work done over multiple programme phases.

78. The percentage of USDA-supported schools with the required infrastructure has increased since baseline. This is especially noted in the increased percentage of schools using energy-efficient stoves (Table 8), and a significant improvement in school storing food off the ground.⁸² The CO also

79 WFP (2018) WFP Cambodia Annual Country Report 2018.

80 Attending class more than 80% of school days

81 Dunn, S. et al (2017) Endline Evaluation of United States Department of Agriculture (USDA) McGovern-Dole Grant (MDG) Food for Education Programme for WFP Cambodia (2013-2016). Final report. The KonTerra Group.

82 Overall, t-test for independent samples between baseline and endline resulted in no significant difference between USDA-supported schools and comparison schools except the storing off the ground food (where pallets have been used for food storage).

put in considerable effort during this period to rehabilitate school kitchens. Interviews with school personnel, parents and MoEYS all provided positive feedback on the infrastructure development work done through this project. Water and sanitation infrastructure (water, latrines and handwashing facilities) are discussed under SO2.

Table 8: Summary of available school feeding-related infrastructure

	USDA schools (%)		Comparison schools (%)
	Baseline (SY 2016/17)	Endline (SY 2018/19)	Endline
Kitchen	95	98	1.2 (n=1)
Food storeroom	74.4	70.5	0
Food stored off the ground	65.6***	88	0
Energy efficient stoves	60.5	72.1	0

Source: Endline evaluation

Note: Only one comparison school has a kitchen. The school reported that the school lacks kitchen utensils and leaking roof.

*** p<=.001; ** p<=.01; * p<.05;

79. Two issues were raised by evaluation stakeholders about the infrastructure support to schools. Firstly, there is a lack of guidance on school infrastructure construction, which results in limited uniformity in school infrastructure construction, particularly on kitchens. WFP is aware of this issue and have included kitchen construction guidance in the new HGSF Guidelines. Secondly, some stakeholders are concerned that the MoEYS does not provide schools with sufficient school budget for infrastructure maintenance and regular provision of school feeding related materials such as kitchen equipment. The issue of infrastructure maintenance was assessed during the school surveys with enumerators observing the condition of kitchens, food stores, and latrines. The survey found that 57 percent of USDA supported schools lacked kitchen utensils, and some kitchens and stoves require minor repairs. In general, however, the endline evaluation found that existing school infrastructure in USDA-supported schools to be well constructed and well maintained. Additional information on the school infrastructure including the condition at the time of the endline survey, can be found in Annex 27.

2.2.3 Increased economic and cultural incentives

80. To help improve access, attendance, retention and completion of primary education of poor students in schools, and other vulnerable, marginalized and disadvantaged children, the MoEYS launched a primary scholarship programme in SY2012/13, with external support from the Global Partnership for Education (GPE) and the WFP.

81. Food scholarships (THR) of 10kgs of rice and 0.91kg of vegetable oil per student per month were provided three times per year as part of the McGovern-Dole programme to help students facing economic or cultural obstacles to attend school and prevent dropout. Since 2015, the THR has been gradually integrated into the MoEYS's national cash scholarship programme⁸³ During 2017-2019, WFP's THR activities have been progressively handed over to the MoEYS Scholarship Office and the MoEYS is now fully operating the scholarships in the USDA supported provinces. The primary scholarship programme is exclusively funded by the national budget and fully institutionalized.⁸⁴ During 2017-2019 the scholarship office provided scholarships to vulnerable boys and girls in Grades 4-6 to enable smooth transition to the existing government scholarships for lower secondary and then secondary grades. In 2019, the MoEYS approved the expansion of the scholarship programme to Grades 1-3 so from SY 2019/20 the Scholarship Office will provide cash-based scholarships to

83 In 2019, the government approved cash scholarship from Grade 1 to 3. Grade 1 to 9 will get 60 USD per year and Grade 10 to 12 will get 90 USD per year.

84 Royal Government of Cambodia (2019) Equity-focused Primary Scholarship Framework 2019-2023, MoEYS, May 2019.

vulnerable boys and girls from Grade 1-12. Overall, WFP provided more than 28,000 children with THR during this period, 128 percent of the planned target (Table 9).

Table 9: Provision of THR by WFP (2017-2019)

	Target	Baseline	Midline	Endline	Achievement
Number of individuals receiving THR as a result of USDA assistance	22,500	0	15,004	28,855	128%

Source: WFP Monitoring data

82. A recent evaluation of the scholarships provided by the MoEYS⁸⁵ found that there is clear evidence that the scholarships contributed to recipients staying in school longer. The evaluation also found that there is clear evidence that scholarships were spent on educational material or expenses, or food.

Result stream 2: Improved attentiveness

83. Once children have enrolled in school, the school environment must be such that they can concentrate on their studies. The provision of a daily school meal therefore plays a key role in ensuring that all children eat before class, enabling them to concentrate.

2.2.4 Increased access to food

84. In total, the programme planned to provide approximately 5,900 metric tons (MT) of fortified rice and 330 MT of vegetable oil over the three-year period. During 2017-2019 WFP received a total of 6,455.3 MT of USDA rice and oil for the McGovern-Dole programme (Table 10) which was slightly more than planned due to cheaper prices of commodities at the time of purchase. As most of the USDA commodities have been utilized and distributed to schools during the implementation period as planned, around 200MT of food, mainly oil, remains at school level to be utilized next school year. USDA has agreed to an NCE until 31 March 2020 to use the remaining commodities.

Table 10: Planned vs. actual USDA food commodities distributed (MT)

	Planned	Received	Actual	Achievement
Rice	5,900	6,047.6	5,865.31	99.4%
Oil	330	397.77	372.17	113%
TOTAL	6,230 MT	6445.4MT	6,237.5MT	100%

Source: WFP Supply Chain data

85. These attendance variances also mean that WFP has not met their target for the number of school meals provided (Table 11). WFP output monitoring data indicates that since SY 2016/17 more than 150,000 children have received daily school meals each year. This is a total of over 32 million school meals during 2017-2019.

Table 11: Provision of daily school meals 2017-2019

	Target	Baseline	MTR	Endline	Achievement
Number of daily school meals (breakfast, snack, lunch) provided as a result of USDA assistance	38,397,000	0	14,887,000	32,895,842	85.7%
Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance)	189,600	0	150,570	175,397	92.5%

Source: WFP Monitoring data

85 MacAuslan, I. et al (2019) Country-led evaluation of the National Education Scholarship Programmes of the Ministry of Education, Youth and Sport in Cambodia, 2015-2018. Final Report – Volume 1. UNICEF, Phnom Penh

86. The provision of the school meal at school level is well implemented and managed. Interviews with school children indicate they are happy with the taste of the meal, and they enjoy coming to school to eat breakfast with their friends. Many children indicated they also had food at home before coming to schools, so the meal at schools appears to be additional food for many children while for some it is there only breakfast.

“I eat at home but when I come to school and smell food, I feel hungry again.”

“The food at school is better than at home because it is mixed with vegetable and meat like lunch.”⁸⁶

87. Table 12 shows the teacher’s estimations of the number of school children who are hungry in class. In USDA-supported schools, 6.4 percent of children were reported to be hungry in class on a daily basis, compared to 13.7 percent in comparison schools. Similarly, in total, 14.4 percent of children in USDA-supported schools were reported to be hungry (daily or sometimes), compared to 26.6 percent in comparison schools. Both of these differences are statistically significant, indicating the positive role that the school meal has in reducing hunger. The survey also found a statistically significant reduction in girls reporting hunger in class – from 20.3 percent at baseline, to 14.1 percent at endline.

Table 12: Percent of students in target schools who indicate that they are “hungry” or “very hungry” during the school day

		Target	All USDA schools	SMP only [^]	SMP + THR ^{^^}	Comparison schools
Percentage of total students reported to be hungry in class	Daily	≤10%	6.4***	2.5**	7.4	13.7
	Sometimes		8.0***	8.0NS	8.2	13.0
	Total	≤10%	14.4***	10.7NS	15.3	26.6
	Girls		14.1***	9.6NS	15.2	26.3
Baseline (SY 2016/17)	Total	≤10%	20.9	20.8	21.1	34.4
	Girls		20.3	19	22.8	31.4

Source: Endline evaluation

[^] including HGSF Hybrid, ^{^^} including HGSF-Hybrid+ THR

*** t-test (two tailed) p<=.001; ** p<=.01; * p<.05; NS Statistically not significant

88. The survey with teachers also found a reduction in inattentiveness of students in USDA supported schools, from 11.3 percent at baseline, to 9 percent at endline (Table 13).

Table 13: Reported inattentiveness of students

		Target	All USDA	SMP only [^]	SMP + THR ^{^^}	Comparison schools
Percentage of children who are inattentive (sleepy, inactive) during classes	Everyday	≤10%	2.8**	2.8	6.0	4.7
	Sometimes		6.2***	5.6	5.0	8.7
	Total		9.0***	8.7	9.1	13.3
	Girls		5.4**	7.2	5.0	8.0
Baseline (SY 2016/17)	Total	≤10%	11.3	11.6	10.8	14.8
	Girls		7.4	7.2	7.8	9.4

Source: Endline evaluation

[^] including HGSF Hybrid, ^{^^} including HGSF-Hybrid+ THR

*** t-test (two tailed) p<=.001; ** p<=.01; * p<.05;

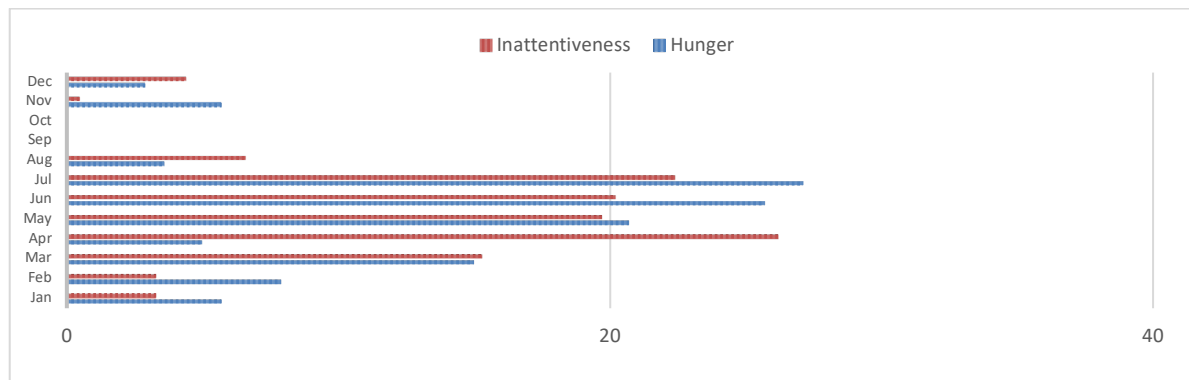
89. Teachers in comparison schools estimated 13.3 percent inattentiveness at endline. Overall, the percentage of inattentive students were significantly lower in USDA-supported schools compared

86 Quotes from interviews with school children during endline evaluation

with comparison schools.⁸⁷ In addition, the survey found that total inattentiveness in class is significantly positively correlated with total percentage of students reported hungry in class.⁸⁸

90. Teachers were asked to report the months in which they felt that hunger was an issue. In both USDA-supported and comparison schools, the period May-July was nominated as having with highest rates of hunger, with an estimate of 20 percent of children or more reported to be hungry (Figure 1). This is the rice planting season, before the harvest. Teachers in comparison schools also reported high rates of hunger during January and March, when USDA supported schools did not. Further, teachers in both USDA-supported (57.3%) and comparison schools (73.3%) reported that children in the morning shift⁸⁹ are more likely to be hungry when they come to school as they often go to school without eating at home. This is understandable for the USDA-supported schools since parents know that their children will receive a meal at school. Children in the afternoon shift have usually eaten either/ both breakfast and lunch at home before coming to school and therefore do not benefit from WFP school feeding. Children rotate which shift they attend on a monthly basis – one month attending morning shift, the next month in afternoon shift. Data from the household survey indicates that 83 percent of parents from comparison schools reported that their children usually eat breakfast.

Figure 1: Percentage of teachers reporting child hunger and inattentiveness in USDA supported schools



Source: Endline evaluation

Result stream 3: Improved quality of literacy instruction

91. Results streams 1 and 2 provide the supportive environment to make schools a safe and conducive environment for learning. The third result stream under this SO directly supports improved literacy of school-age children but improving the quality of literacy instruction in schools. To achieve improvement in literacy rates, significant effort is needed from the MoEYS through supporting teachers to learn and implement quality literacy instruction. Since literacy is not a core area of expertise for WFP, in SY2016/17 they established a partnership with WEI and KAPE to ensure achievement of RF1. Literacy activities were implemented in USDA-supported schools in SRP and KTM only because schools in BTB was already almost handed over the government. The MTR noted this partnership resulted in rapid progress in the literacy arena in both SRP and KTM.

92. National Assessment Systems subject tests of Grades 3, 6, 8 in Khmer language and Math were instituted by MoEYS in 2006 and later followed in 2010. The 2010 EGRA conducted for 24,000 students in grade 1-6 found that 33 percent could not read at all, while 47 percent could not comprehend what

⁸⁷ In comparison schools, teachers estimated 13.3% inattentiveness compared to 9% inattentive in USDA supported schools. No significant difference was found between SMP only[^] and SMP+THR^{^^} schools.

⁸⁸ Correlation (r)=0.378 – a medium correlation, p<0.001 (two tailed)

⁸⁹ Double-shift teaching is a strategy used to address the shortage of teachers. Teachers teach one group in the morning and another in the afternoon.

they had read⁹⁰. In response to these low national literacy scores among primary education children, the MoEYS developed new textbooks for Grades 1-3. As part of the implementation of the McGovern-Dole programme, WEI has supported MoEYS in its implementation of the new curricula and contributed to national efforts to improve EGR outcomes. Along with this new text book and curricula for Grades 1-3, WEI also designed an integrated approach to EGR instructions that includes the development of reading benchmarks; literacy coaches; and a Rapid Response System consisting of parental engagement, reading games, materials, and an mLearning app in Khmer that is connected to the national curriculum. According to WEI, students have developed better reading skills and the MoEYS has approved and adopted the model, charting a clear path for replication at a far greater scale.

93. Activities developed by WEI and KAPE in cooperation with staff from relevant departments within MoEYS (notably Curriculum, Teacher Training, Education Quality Assurance departments) include a school-based Teacher Professional Development strategy to help teachers apply EGR techniques into their classroom practice and to engage the school management and leadership capacities of school directors in the process. Using USDA funds in support of the new MoEYS national EGR package WEI and KAPE trainers, Provincial Teacher Training Colleges (PTTC) staff, District Training and Monitoring Teams (DTMT) trained under the McGovern-Dole programme, and Provincial Department of Education (PDoEs) staff were actively engaged in both training of trainers and trainings with Grade 1 teachers and schools directors across Kampong Thom and Siem Reap provinces. Through applying new skills and knowledge, trained teachers and school directors were expected to enable significant improvements in children's reading skills in the early grades. Table 14 shows that WEI and KAPE have achieved all their output training targets for this phase of the programme.

Table 14: Literacy training activities for school administrators and teachers

	Target	Kampong Thom	Siem Reap	Total Achievement	
Number of school administrators and officials trained or certified as a result of USDA assistance	591	271	443	714	121%
Number of school administrators in targeted schools who demonstrate use of new techniques or tools	413	198	286	484	118%
Number of teachers/educators/teaching assistants trained or certified as a result of USDA assistance	2,200	1,115	2,097	3,212	146%
Number of teachers/educators/teaching assistants in target schools who demonstrate use of new and quality, teaching techniques or tools	1,540	681	1,018	1,699	110%

Source: WEI Quarterly Report - Year 3 Quarter 3: April 1, 2019 – June 31, 2019.

94. In addition, WEI developed a set of materials to address student's low skills in comprehension and reading fluency. These teaching and learning materials have been provided to all target schools during the second year of implementation of the programme (Table 15). Teachers received additional teaching materials including colour paper, flip charts, markers, and tape the following year. These items enable teachers to make additional learning materials and games for their students. Table 15 shows that a significantly greater proportion of USDA-supported schools received learning materials and stationery materials is significantly higher than in comparison schools during SY 2018/19⁹¹.

90 World Bank (2012) Implementation Completion and Results Reports: Cambodia Education Sector Support Project.

91 t-test (two-tailed) for independent samples show that the percentage of USDA supported schools that reported receiving learning package and stationery materials was significantly greater than those in comparison schools. No statistically significant difference was found between SMP only and SMP+THR schools.

Table 15: Number of schools receiving learning materials and stationery packages (SY 2018/19)

	# of schools received learning package		# of schools received stationery materials		% of schools received learning package	% of school received stationery materials
	Yes	No	Yes	No		
All USDA schools	85	1	85	1	98.8*	98.8**
SMP only^	16	1	17	0	94.1	100.0
SMP+THR ^^	69	0	68	1	100.0	98.6
Comparison schools	77	8	76	9	90.6	89.4

Source: Endline evaluation

^ including HGSF Hybrid; ^^ including HGSF-Hybrid+ THR

*** t-test (two tailed) $p < .001$; ** $p < .01$; * $p < .05$

95. As part of activities implemented to promote literacy the programme used popular social media and network platforms, such as Facebook and Telegram, to disseminate resources, reinforce key messages, send reminders and channel targeted content to participants and stakeholders. During the 2018 WEI created a Facebook group called [Khmer Literacy Resources](#) with the aim of disseminating Khmer literacy resources, to motivate teachers and programme participants, to build an online community of practice, to provide a platform of exchange and support between participants and trainers. WEI have provided teachers who cannot access online content with Micro SD cards with all the programme’s digital resources. The card also includes *SmartBooks*, an application created by KAPE, which allows students access to electronic books.

96. WEI’s *Aan Khmer* mobile app is an educational game for Grade 1 and Grade 2 students based on the five key reading skills: Phonemic Awareness, Alphabet Principle, Reading Fluency, Vocabulary and Reading Comprehension. The contents have been adapted from MoEYS textbook. This app was recently upgraded to function better on smartphones and is [already available for free download on Google Play](#).

97. WEI plans to leverage the *Let’s Read!* Digital Library app developed by The Asia Foundation. The app contains over 200 stories and books in Khmer which can be accessed at no cost. Children can access the additional learning content through a parental mobile device or mobile device operated by the school; this content can help children improve their reading comprehension skills.

98. In addition to equipping schools and trainers with materials, WEI cooperated with Plan International to provide key messages on how parents and community members can take a more active role in their children’s literacy development. These messages were disseminated during Food Events sessions developed by Plan International.

99. The ET noted some constraints hampering the scope of WEI’s intervention. Firstly, cooperation with staff from the national EQAD was limited as they were invited more as observers than as active participants into the EGRA conducted by WEI. Also, during field visits, some school directors stressed that the implementation of the McGovern-Dole programme in their school created new and additional responsibilities and tasks for them. Many felt overworked for the implementation of the programme, and this was confirmed by WEI who found there was limited commitment of School Directors to do regular teacher literacy coaching follow-up.

100. During the last quarter of SY2018/19, 517 teacher visits were carried out in USDA supported schools by teams composed of WEI trainers, DTMTs/PDoEs and PTTCs staff. Only 21 School Directors joined the teams to observe teachers teaching in the classroom and filled their digital teacher observation⁹². WEI underlined that this trend has been prevailing throughout the three years of programme implementation. This drawback appears more as a symptom of a system issue than

92 World Education (2019) World Education Quarterly Report to WFP Cambodia, Year 3 Quarter 3: April 1, 2019 – June 31, 2019.

specific to USDA McGovern-Dole implementation: a previous World Bank-commissioned study had already revealed a teacher training system that is not very dynamic. The study highlighted some key issues, notably “*very little observation, support and supervision of trainer activities in classes by school directors and personnel from MoEYS department*”⁹³

101. Lastly, high turnover of trained personnel requires regular follow up/coaching and training of new staff. Significant flux in the Grades 1-3 teaching staff at target schools has resulted in more teachers having been trained than initially planned, as shown in Table 14.

2.2.5 Overall achievement of Strategic Objective 1: Improved literacy of school-age children

102. The main objective of the programme (SO1) is to increase the number of children who at the end of Grade 2 are able to read grade level text. During 2017-2019, WEI and KAPE conducted three EGRA in USDA supported schools. The baseline EGRA surveyed children already studying in Grade 3 (instead of Grade 2). For this reason, it has been agreed not to use it for comparison with the present endline. Table 16 shows that at endline 30 percent of children at the end of Grade 2 are able to read and understand grade level text.

Table 16: Demonstrated reading and comprehension - Grade 2⁹⁴

	Target	Baseline	MTR	Endline
Percent of students who, by the end of two grades of primary schools, demonstrate that they can read and understand the meaning of grade level text.	55%	N/A ⁹⁵	23.8%	30%

Source: WEI Quarterly Report - Year 3 Quarter 3: April 1, 2019 – June 31, 2019.

103. The previous phase of the McGovern-Dole programme (FY2013-2016) focused on literacy of Grade 6 students while the present phase focused on EGR (Grades 1-3) to align with the SY2016/17 introduction of new National Reading Standards (benchmarks) and associated assessment workbooks for Grades 1 and 2, and Guidelines for Grade 3. The EGR rates reported in the previous phase are therefore not comparable to the present figures.

104. The result presented in Table 16 show a strong improvement over a short period of time. However, the improvement does not come close to meeting the programme target of 55 percent. The overambitious target was already identified by the ET during the MTR because of the limited human resource capacity of WEI and the short time frame. The level of improvement is encouraging and shows the high capacity of WEI and KAPE. The ET note however that although there is a correlation between outcomes and results, establishing a causality is out of reach for the present evaluation. This is mainly because the WEI baseline lacks a comparison group from non-USDA-supported schools.

105. Overall, the implementation of literacy related activities and the activities that contribute to improved literacy have been implemented very efficiently, with a small number of WEI staff collaborating with the MoEYS at all levels to ensure that teacher training was completed with the appropriate materials, and then followed up in class. The results indicate that this is both an efficient and effective way to support improvements in literacy.

2.2.6 Achievement of Strategic Objective 2: Improved health and dietary practices

106. This section follows USDA RF2 (Annex 3), describing the results WFP and partners have achieved during the implementation of the relevant activities. The McGovern-Dole programme includes several activities to improve the health and dietary practices of school children, parents and school personnel including training, school garden construction/ rehabilitation, provision of clean

93 World Bank (2012) Implementation Completion and Results Reports: Cambodia Education Sector Support Project, 2012.

94 Comprehension is the purpose of reading. Once a child learns the sound-letter relationship (alphabetic principle) and becomes able to decode and read with automaticity, he or she becomes increasingly able to understand the meaning of a text.

95 A 16.1 percent score at baseline has been communicated to the ET. For methodological reason, this figure cannot be used for comparison. Nevertheless, this percentage provides an indication about the level of performance at the starting point of the programme.

water, latrines and handwashing facilities and ensuring that children in schools receive deworming treatment from the MoH. All of these activities contribute to children being healthy. This phase, as the programme transitions to the HGSF model, increasing the dietary diversity of the school meals, the programme has also incorporated additional nutrition and food safety instruction. At MTR the ET recommended that the school meals/ HGSF guidelines be revised and ready for use if/when the MoEYS HGSF proposal is funded. Since then, the CO revised the guidelines and they were endorsed by the MoEYS in March 2019.

Improved knowledge of health, hygiene, nutrition, safe food preparation and storage practices

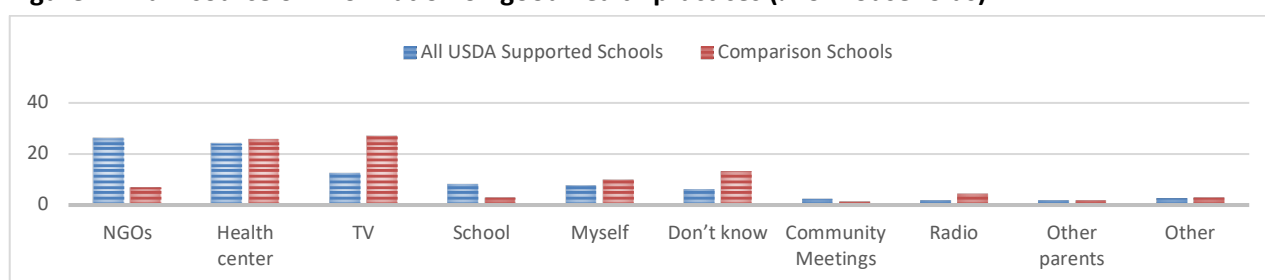
107. Table 17 shows that the McGovern-Dole programme has supported more than 4,000 individuals, including teachers, School Directors, parents and cooks by providing training in child health and nutrition. This is supported by Figure 2 showing that a quarter of all households surveyed reported that NGOs (mainly Plan and WV) were their main source of information on good health practices.

Table 17: Number of people trained in child health and nutrition (2017-2019)

	Target	Baseline	MTR	Endline	Achievement
Number of individuals trained in child health and nutrition as a result of USDA assistance	3,600	0	2,370	4,392	122%

Source: WFP Monitoring data

Figure 2: Main source of information on good health practices (% of households)



Source: Endline evaluation

108. In addition to the nutrition training provided for school personnel, school children and parents, WFP has supported School Nutrition Days, which provide an opportunity for the community to come together at the school, share a meal, play games, receive nutrition-related social behaviour change communication (SBCC) messages and learn more about nutrition in a less formal way.

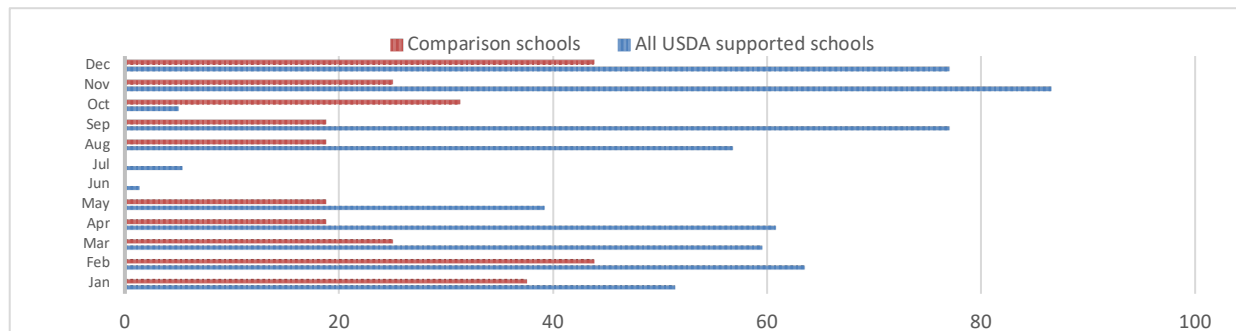
109. **School gardens:** In addition to formal training, the McGovern-Dole supports schools to utilize school gardens for nutrition education. Some schools also use the produce from the garden in their school meals. Overall, 86 percent of the USDA-supported schools had school gardens, of which 95 percent were in use at the time of the survey. Only 19 percent of comparison schools had gardens. Most of the USDA-supported schools reported receiving their seeds from their own school budget (88%), from WFP (30%) or from Plan/WV (7%).

110. More than half the surveyed School Directors in USDA-supported schools reported using the school gardens throughout the year (Figure 3) except during school holidays⁹⁶. School gardens are maintained by the school children under the supervision of their teachers. Some schools reported that they did not have sufficient water to utilize the gardens to their full potential. More information

⁹⁶ The long school holidays are during September/October

on the issue of water in schools can be found ahead in the section on “increased access to clean water and sanitation services”. Annex 28 provides more details on the survey findings about school gardens.

Figure 3: Month of year when school gardens are utilized (Percent)



Source: Endline evaluation

Increased access to requisite food preparation and storage tools and equipment

111. The training provided by WFP and implementing partners on safe food preparation should help cooks and school personnel provide a hygienic cooking and eating environment for the children. However, the evaluation survey found only half the USDA-supported schools were using clean cooking and eating equipment in line with WFP guidance (Table 18). This is an improvement on baseline but indicates that more work needs to be done to promote food safety.

Table 18: Percentage of schools using clean cooking and eating equipment

	Baseline	Endline
Percentage of USDA-supported school that use clean cooking and eating equipment	28	49

Source: Endline evaluation

112. Given that the new HGSF model introduces fresh produce into the school meals including animal proteins (meat and eggs), the CO has sought technical expertise from the RBB to develop guidance for schools to avert potential threats to food safety. The Cambodia CO, together with the WFP Regional Bureau in Bangkok (RBB) and Sodexo,⁹⁷ jointly supported an in-country baseline assessment of food safety practices in HGSF systems in 2017, and then supported the development of the MoEYS Guidelines on Food Safety in Schools.⁹⁸ These country specific guidelines, include gender specific issues such as *Listeria* and pregnancy, and includes a set of posters, booklets and pamphlets on basic steps to improve the quality and safety of school meals. This food safety work is especially important given the lack of refrigeration in schools for storing fresh foods, and the fact that the school children are responsible for helping with many activities in the school including both the cleaning of the latrines and the school grounds, and the serving of the school meals.

113. The ET note that some of the food safety related activities planned for this phase have not yet been completed due to delays in printing the materials. The no-cost extension until March 2020 will therefore include the continuation of some key nutrition and food safety activities including the roll out and dissemination of a food safety training package for school cooks and supporting the design of a standard kitchen model to be used under the national HGSF program.

Increased access to clean water and sanitation services

114. In USDA supported schools the McGovern-Dole programme provides funds for the construction and maintenance of water sources, latrines and handwashing facilities. The survey found

97 Sodexo is a French food services and facilities management company, one of the world's largest multinational corporations.
98 Royal Government of Cambodia (2019) Guidelines on food safety in schools. MoEYS, May 2019

that most schools (92%) now have separate latrines for boys and girls that are well maintained, with handwashing facilities and soap nearby (Table 19). This compared with 77 percent at baseline.

Table 19: Summary of availability of school water and sanitation infrastructure

	USDA supported schools (%)		Comparison schools (%)
	Baseline	Endline	Endline
Year-round access to clean water	64	66	68
Functioning latrines (percent)	90	90	87
Separate latrines for boys and girls	77	92	57***
Latrines available for disabled students	43	27	11**
Hand washing facilities	86	99	92*
Soap at handwashing station	89.5	100	92**

Source: Endline evaluation

*** p<=.001; ** p<=.01; * p<.05 (comparison between endline USDA-supported schools and comparison schools)

115. The latrines are cleaned regularly, usually by students on a rota system. USDA supported schools are also more likely to have toilets for disabled students,⁹⁹ than in comparison schools. Some USDA supported schools had a few latrines that were non-functional, requiring maintenance – the reasons were the door was broken, the pit was full, or the commode was broken.

116. The main concerns of evaluation stakeholders on the water and sanitation related infrastructure was lack of school budget for maintenance, as with other school infrastructure, and that clean water is not available all year round. At endline only 66 percent of USDA supported schools reported year-round access to clean water from their school grounds (Table 19). This is mainly because existing water sources dry up during the dry season and this year, Cambodia had a prolonged dry season due to El Niño. When that happens, children bring water from home to enable the cooks to prepare the school meal. Additional findings regarding water and sanitation services in schools, including the condition of related infrastructure at the time of the endline survey can be found in Annex 29.

Increased access to preventative health interventions

117. Schools serve as a platform for the delivery of other services including the regular deworming treatment provided by the MoH with support from the World Health Organization (WHO) and Johnson and Johnson. The endline survey found that 83 percent of children in USDA supported schools received deworming treatment in SY 2018/19, compared with 67 percent in comparison schools. Additional findings from the school survey can be found in Annex 30.

2.2.7 Overall achievement of Strategic Objective 2: Improved use of health and dietary practices

118. All the activities implemented under SO2 contribute to the improved health of school children. The RF shows that improved health should translate to reduced health related absence, helping ensure that children attend the majority of their classes. Table 20 shows that overall, there was no significant difference¹⁰⁰ in absence between USDA-supported and comparison schools, with students missing 8-10 days per year on average.

Table 20: Absence in class (SY 2018/19)

		All USDA supported schools	SMP only [^]	SMP + THR ^{^^}	Comparison schools
Percent of absent students	Total	9.8	10.2	9.7	7.8
	Girls	7.8	11.0	7.0	6.2

99 Toilets with greater width, with ramp, and with an easy to open door handle

100 t-test (two-tailed) for independent samples show that the percentage of students absent (both total and for females) in class are not significantly different for USDA-supported and comparison schools as well as between USDA supported schools.

Source: Endline evaluation

^ including HGSF Hybrid, ^^ including HGSF-Hybrid+ THR

*** t-test (two tailed) $p < .001$; ** $p < .01$; * $p < .05$; NS Statistically not significant

119. In Cambodia, it is difficult to attribute these activities to health-related absence as most schools do not collect the reason for student absence so there is no data from the baseline survey. Teachers highlighted that children are absent for many reasons, only some of which are due to illness. Table 21 shows that on average, children in USDA-supported schools missed only 2 days of the year due to illness, which meets the programme target.

Table 21: Number of days missed due to illness

	Target	Baseline	Endline
Average number of school days missed due to illness	≤12	No data ¹⁰¹	2.1

Source: WFP monitoring data

120. Regardless of the lack of health-related absence from comparison schools, the evaluation findings show positive results in other aspects of the programme for RF2. Interviews with parents, teachers and children indicate that the training implemented under SO2 has contributed to knowledge of good health and dietary practices, including healthy diets, food safety, and WASH. This training, along with a clean school environment through the provision of infrastructure are sound starting points for good health for the school children. The continued support to infrastructure development during this phase was a good use of USDA resources, to ensure that all the USDA-supported schools provide children with an appropriate, healthy learning environment.

2.2.8 Effectiveness of the programme to achieve other outcomes

121. In addition to the above results that are all intended under the USDA RFs, the evaluation found several other results from the programme, some intentional, some not, and most not actively monitored.

Community engagement

122. WFP has been encouraging community engagement in the school feeding activities for many years. This includes parents and other community members participating in Parent-Teacher Associations (PTAs), Local School Feeding Committees (LSFCs), and School Support Committees (SSCs). The SSCs are composed of school directors, commune council members, village chiefs, teachers, and parents that act as a liaison between the school and community. Almost all (99%) of USDA-supported schools have PTAs or similar governance structures in place. Both the SSCs and the LSFCs meet monthly and are responsible for community contributions to the school, either for meals such as requesting vegetables, firewood, salt, and financial contributions to pay the cook (LSFCs) or for fundraising for school infrastructure and maintenance of the school grounds (SSCs). Table 22 shows that this engagement with parents is significantly stronger in USDA-supported schools than in comparison schools, with more parents sitting on committees and visiting the school more often (not including dropping or picking their children from school).

Table 22: Parental membership of school committees (SY 2018/19)

	PTA!	LSFC!	SSC!	Mothers' Committee!	Number of visits to school#
All USDA supported schools	11.3*	6.2***	2.7*	9.5*	2.35***
SMP only^	10.0	5.0	3.0	11.0	2
SMP+THR ^^	11.6	6.5	2.7	9.2	2.1
Comparison schools	7.0	1.8	0.7	5.4	1.1

101 The ET were unable to determine the number of days missed due to illness, as schools do not keep that information. After the baseline, the CO included this variable as part of their regular monitoring in some schools to ensure a figure would be available for endline.

Source: Endline evaluation

^ including HGSF Hybrid, ^^ including HGSF-Hybrid+ THR

! Chi-square test of association between literacy and USDA-supported schools and comparison schools *** p<=.001; ** p<=.01; * p<.05; NS Statistically not significant

t-test (two tailed) *** p<=.001; ** p<=.01; * p<.05; NS Statistically not significant

123. Evaluation interviews found that although parents and community members sit on school committees, their participation in decision making and project management is limited, with the School Director and the Storekeeper taking the majority of decisions. In addition, although there is usually a good gender balance in the committee, a gender assessment¹⁰² found that gender expectations and norms are often reinforced, with men taking leadership roles and women taking on other tasks such as financial management (treasury). The assessment found that WFP and partners did not have a strategy for achieving a gender balance within the committee. Despite this, FGDs during the evaluation field mission found that committee members generally felt informed about programme implementation and they were willing and able to help out in any way they could. The ET noted an increased understanding from local authorities (village chiefs and commune councils) since baseline on their roles and responsibilities and the support they can provide. The recent change in modality to HGSF mean the local authorities have a greater role to play now, to support the supplier bidding process.

124. Since baseline, the ET has commended the community participation in the project, with parents providing firewood, water and vegetables for the school meals as required. In some schools, parents are also asked to provide financial contributions to purchase condiments for the school meal, and to support the payment of the cook. For some households this contribution is not possible due to their financial circumstance, however all parents interviewed said they were happy to provide whatever they could.

125. The other contribution the community makes to the school feeding activities is the cook. The school cooks are members of the local community, usually a parent or grandparent who volunteers their time to come to school and cook the meal each day. The low level of incentive received by the cooks has been perhaps the biggest complaint about the programme since baseline and continues to be so. In previous phases, WFP paid the cook, but this was discontinued in SY 2015/16 at which stage the communities were asked to take over the payment. Since then communities have struggled to pay the cook a regular amount, commensurate with the work done. Since baseline, WFP and partners have been working hard to correct this issue, engaging the local commune councils in the discussion and advocating for Commune Development Funds (CDF) (from MoI) to be used to pay the cook USD 25 per month. Interviews with school directors, cooks and commune councils indicate that this payment is rarely received with some cooks receiving rice only, some receiving a mix of rice and cash, and some receiving cash, most around USD 10-15 per month, and many not on a regular basis. The CDF has been increased recently by the MoI, but the focus of investment is still heavily on rural infrastructure and less allocation to support social activities such as school infrastructure and cooks.

126. WFP successfully advocated for the MoEYS to include payment for the cook of USD 25 per month in their proposal to implement school meals in some schools from SY 2019/20.

Gender equality and empowerment of women (GEEW)

127. School feeding provides an opportunity for women's empowerment given that women play several roles in the programme including as teachers, School Directors, school community members, commune council members, and as school cooks. All stakeholders recognized in particular, the important role that the school cook plays in the implementation of the programme. Inadequate payment of the cook's incentive was therefore raised by several stakeholders as a missed opportunity for gender transformation.

102 Brody, A. (2017) Innovations from the Field: Gender mainstreaming from the ground up. Cambodia Mission Report

128. The gender assessment done in 2017¹⁰³ confirmed that school cooks do a lot of work for insufficient payment. The change to HGSF means that cooks now need to do more work often involving waking up at 3am to go to school, meet the supplier delivering fresh meat, eggs or vegetables, then prepare the school meal. This is sometimes done before she undertakes farming or other types of work on their return home, as well as unpaid carer responsibilities. At the time of the gender assessment there were no official male cooks, although the ET noted in several schools that the cook's husband often helps her out (with no additional payment).

129. The gender assessment also highlighted the need for WFP and partners to actively involve women suppliers in the delivery of the HGSF model. The new model provides an opportunity to increase the income of local women, potentially reducing the need for migration in search of work. In 2018, the pilot Interagency Social Protection Assessment (ISPA)¹⁰⁴ done by FAO found that the HGSF presents no clear evidence of active promotion of women's economic empowerment. Addressing the issue of standardized and appropriate payment for the cooks would be a good starting point.

130. WFP introduced cooking competitions for school cooks as a national-wide means of promoting their value while also disseminating messages about food safety. While this is also a positive step, without sufficient incentive however, it will more difficult to recruit and keep cooks for the programme. The ET therefore commends WFP and MoEYS for ensuring that the cook's salary was included in the HGSF proposal for government implementation for SY 2019/20. However, more work needs to be done to ensure that cooks in all USDA supported school received remuneration commensurate with their workload.

131. On a more positive note, stakeholders felt that the McGovern-Dole programme provides equal opportunities for boys and girls to be part of the programme, and commended WFP and MoEYS for providing scholarships to both boys and girls.

Household food and nutrition security

132. The household survey assessed if any changes had occurred at household level during 2017-2019. This included looking at food and nutrition security indicators as well as a range of other topics about the household members. Since the survey sample was done by matching USDA-supported and comparison schools on the basis of household poverty, it is not surprising that the survey results indicate little difference in the socio-economic characteristics of the surveyed households. Both groups of households were primarily farmers, earning an average income of USD 11-19 per day.

133. The survey did find significant differences in household expenditure patterns, with USDA-supported households spending a lesser percentage of their income on food, less on education, and more on non-food items. USDA-supported households also made a larger proportion of their expenditure using credit (Annex 31). The endline evaluation also found no difference in the eating patterns of households, with both USDA-supported and comparison households averaging between 2-3 meals per day. Children in both types of households consumed about three meals a day. However, the average number of meals consumed by children in USDA-supported households was significantly greater than those in comparison school households. The households were also similar in terms of overall diet patterns with almost all households consuming rice, protein, and vegetables on a daily basis. The Reduced Coping Strategies Index (rCSI) results also found no significant difference between USDA-supported and comparison households at endline (Annex 32).

134. As part of the household survey parents were also asked to indicate the main benefits of school feeding for their children, and for the household. This was to evaluate whether the programme had any other benefits, aside from the ones that are regularly monitored by WFP and partners. At

103 Brody, A. (2017) Innovations from the Field: Gender mainstreaming from the ground up. Cambodia Mission Report

104 Royal Government of Cambodia (2018) Report on a pilot application for the ISPA-FSN tool for the Home-Grown School Feeding Programme in Cambodia. Inter-Agency Social Protection Assessment for Food Security and Nutrition.

baseline, most parents reported that the benefits were that their children received food which makes them healthier and able to learn better. At endline, the main reasons remained the same, but with a larger percentage of parents also reporting the benefits of being more attentive in class and having more opportunities in their future.

135. Parents also reported that school feeding saves food and money to the household, and saves time for the parents, including saving their time to cook in the morning. Those parents who reported that they saved time, generally used the saved time in household chores (between 40-45% households). Around 20 percent of households used the saved time for farming/livestock work or other income generating activities.

136. Both male and female household members saved time as a result of school feeding and/or children’s school attendance. However, it was women’s time that was primarily saved as women are generally the ones responsible for preparing morning meal. Additional information on the benefits of school feeding as reported by parents can be found in Annex 31 and more general findings from the household survey can be found in Annex 32.

2.2.9 MoEYS capacity to manage school feeding moving forward

137. WFP does not have any corporate guidelines to help COs build the capacity of government’s on school feeding. Despite this, WFP has been working hard over the last several years to build the capacity of the MoEYS in school feeding implementation, and to incorporate school feeding into relevant government policies and strategies as mentioned earlier. This includes supporting the development of the National School Health Policy which was endorsed by the Council Ministry in April 2019, and the ESP with school meals and HSGF incorporated. Both these documents are now at Stage 5 (approved and being implemented) (Table 23). WEI has also developed three EGR standards (Grades 1-3).

Table 23: Number of policies developed as a result of USDA assistance (2017-2019)

	Target	Baseline	Endline
Number of children health and nutrition policies, regulations or administrative procedures in development as a result of USDA assistance	1	1 (Stage 5)	1 (Stage 5)
Number of educational policies, regulations or administrative procedures in development as a result of USDA assistance	4	0	1 (Stage 5) & 3 EGR standards developed

Source: WFP monitoring data

138. Despite WFP’s strong policy development support, there had been some key stumbling blocks to national ownership identified during the baseline. These included lack of confirmation of the government’s preferred model of school feeding, lack of government financial commitment to the programme, and a lack of clear decision-making about which provinces the government wanted to prioritize for a nationally owned model. During the 2017-2019 period, the MoEYS has undertaken several pieces of work with the support of WFP, to clarify its position on school feeding. The research findings and the capacity gaps identified within them have helped WFP identify the steps required to build government capacity to eventually manage the programme.

139. The feasibility study¹⁰⁵ on the implementation of school feeding conducted by the MoEYS in 2017 was mentioned earlier under appropriateness. The study found that the HGSF model was a successful approach for gaining longer term benefits across several sectors including education, livelihoods health and nutrition. Following this study, the government confirmed that the HGSF was their preferred school feeding model. Since then, WFP has been working with the government to

105 Ham, K., Kunthea, K & Chhe, B (2017) The Feasibility of the Implementation of School Feeding Programs in Primary School by the Ministry of Education, Youth and Sport, Department of Policy, MoEYS.

expand HGSF, while supporting the development of operational and institutional capacity. The implementation of the HGSF-hybrid model¹⁰⁶ that is currently being implemented in many USDA supported schools, has proven a successful interim step towards full HGSF.¹⁰⁷ The interim model has enabled WFP and partners to focus on capacity building: training School Directors, LSFCs, commune councils, and community members on the required procurement processes for HGSF and build relationships with local suppliers and farmers.

140. In June 2018, MoEYS organized an inter-ministerial stakeholder consultation workshop on the school meals programme which aimed to identify key benchmarks for the continued transition of the programme to government ownership. Participants from all 25 provinces and counterparts from various ministries, NGO partners, and other relevant development partners participated in the workshop which was supported by the WFP Centre of Excellence against Hunger in Brazil and WFP regional school feeding experts. The consultation included a study visit undertaken to schools in the Siem Reap area with a focus on HGSF. This consultation helped solidify the government's interest in HGSF and school feeding as a social protection instrument. As a follow up to that meeting, MoEYS was requested by the Prime Minister's Office to submit a 3-year concept note for HGSF to MEF. The workshop also saw a commitment from CARD to integrate HSGF as part of the NSFSN and the NSDP.

141. In February 2019, MoEYS and MEF organized a trip to Preah Vihear and Siem Reap Provinces as a joint learning mission to familiarize MEF officials on the school meals/home grown school feeding implementation process and to facilitate strategic and operational discussions between the two ministries on the linkages to the ESP and the NSPPF. WFP also participated in the mission which formed a step in the appraisal process of HGSF being financed by national budget through MoEYS and MEF. A concept note was then prepared by MoEYS for their implementation of school feeding activities in 205 schools in six provinces,¹⁰⁸ from SY 2019/20 at a cost USD 2 million annually for the next three years. This costing was done rapidly by MoEYS and MEF based on rapid calculations from WFP on the cost of their meal. The proposal has been accepted and MoEYS is now planned to start implementation at the start of the SY2019/20. This is in addition to the 2000MT of rice that the government already provides to WFP each year to support SF activities.

142. Furthermore, the MoEYS has already demonstrated their capacity to manage the scholarship programme having successfully taken over the implementation of WFP's THR programme and incorporated it into the existing government cash scholarship programme, which already has a dedicated budget line, policy and management structure within the Department of Primary Education.

143. While awaiting approval of the above budget for the 205-school proposal, in March 2019, MEF invited WFP to discuss the transition strategy to a nationally owned programme focusing on WFP's commitment to provide technical assistance and capacity strengthening support. The Annual WFP School Feeding Workshop conducted in March 2019 was devoted to review overall programme achievements, challenges, solutions and lessons learned. The WFP CSP and the MoEYS transition plan of school meals/home grown school feeding were shared with further discussion on priority targeted areas and possible options for local resource mobilization, and other task required for immediate action to move forward the national school meals programme.

144. Several key government representatives also attended the 20th Annual Global Child Nutrition Forum (GCNF) in Tunisia, with support from WFP. The forum is organized by the Global Child Nutrition Foundation (and the WFP Centre of Excellence against Hunger, a learning exchange and technical assistance conference to support countries in the development and implementation of sustainable

106 The HGSF-hybrid model uses USDA donated commodities (rice and oil) and locally procured animal protein, vegetables and salt.

107 The full HGSF model is currently implemented by WFP as part of the school meals activities in non-USDA supported schools with support from other donors.

108 Banteay Meanchey, Kampong Cham, Siem Reap, Battambang, Preah Vihear and Stoeung Traeng

school feeding programmes. The forum provided yet another opportunity for the government to commit to school feeding as an avenue for improving the nutritional status of school children.

145. As a result of all the above activities, the government is now clearly articulating its preference for cash-based programming (scholarships) and for the HGFSF model as it benefits the local economy. The government is also now demonstrating a strong commitment to build and own a national school meals programme. Key informant interviews identified a significant change in the lexicon of MoEYS representatives, now increasingly recognising school feeding as an important social assistance instrument, especially for households in areas experiencing food insecurity and poor educational outcomes. Further, the next GCNF will be hosted by Cambodia in December 2019. This will be the first time the Forum will be held in the Southeast Asia Region.

Does the government have adequate institutional and HR capacity to assume responsibility for future school meals and scholarship activities?

146. The MoEYS has a department dedicated to the management of school meals and scholarships - the Scholarships Office within the Department of Primary Education. In addition, the MoEYS has a national Programme Coordination Committee (PCC) and School Feeding Task Force (SFTF) providing overall policy and strategy guidance on SF management including coordination across line ministries and development partners, and advocacy for funding support on SF from government. The SFTF carries out day-to-day activities such as providing technical support, guidance and monitoring to sub-national School Feeding Committees to strengthen their capacity for SFP implementation and management on the ground, then regularly updating relevant info to the PCC.

147. At sub-national levels, Provincial School Feeding Programme Committees (PSFC) and DSFCs manage overall planning, implementation, monitoring and reporting of the programme at school level (including onsite coaching/mentoring), and providing technical support to the SFCs to ensure implementation runs smoothly. The committees also have a role in ensuring that SF is integrated in provincial, district and school strategic/development plans and smooth coordination with NGO partners to arrange capacity development activities to schools, local authorities and community.

148. The SFCs directly implement the SF activities at school level, including daily food management and preparation, provision of breakfast to children, reporting on the programme, closely working with local authorities and communities on resource mobilization to SFP (in kind or cash), promoting sanitation and hygiene practices at schools, organizing education campaigns, coordinating THR beneficiary selection and THR food distribution.

149. Local authorities (village and commune chief) lead on local resource mobilization activities for SM/HGFSF, including cook incentives, kitchen utensils, feeding shelters, etc.; integrate SM/HGFSF into Commune Investment Plan/Commune Development Plan (CIP/CDP); take lead on Quarterly Coordination meetings at the commune level or coordinate ad hoc meetings where necessary; monitor the programme at schools to ensure that the activities run smoothly and transparently.

150. The ET found that the cooperation and support from DSFCs and all implementing partners has improved since baseline. All five districts visited by the ET have shown progress of their understanding of the roles of and responsibilities of the DSFC since baseline. This includes an understanding of the need for them to support the payment of the cook's incentive. The inclusion of the District Governor and the District Education Officer on the DSFCs bring together the MoEYS and the Mol and this will help ensure that commune councils receive appropriate guidance on utilization of the commune budgets for school feeding activities.

151. MoEYS sub-national capacity is affected by the high turnover of staff. Stakeholders cited numerous examples of trained personnel leaving their position, or moving to other locations, resulting in lost knowledge of the programme. To address this problem, the MoEYS is planned to establish a pool of trainers at provincial level to ensure new MoEYS personnel can be trained on SF

implementation without support from WFP. The MoEYS also has a group of trainers in the Provincial Teacher Training centres who can support training/coaching on EGR teaching techniques.

152. Although school feeding using USDA commodities has been implemented by WFP for several years now, the introduction of HGSF models are relatively new. To date, the implementation of the HGSF model has not yet been evaluated and implementation guidance and training on the same have only been started during this phase of programming. Therefore, although the MoEYS has built up considerable institutional capacity for implementing school meals in general, the implementation of the HGSF model requires ongoing support. The HGSF model requires building/strengthening the capacity of schools and the local, regional and national procurement and supply chains capacities. This is particularly important for Commune Council members and for School Directors who will be ultimately responsible for the implementation and procurement of school meals at local level. There is a need for WFP’s expertise and continued technical assistance in this area, particularly on the required procurement processes which involve establishing relationships with local suppliers and farmers.

153. During this phase, WFP has invested significant resources on research to help provide information to improve the implementation of the HGSF modality and support government ownership. These include formative research on adolescent programming,¹⁰⁹ identification of micronutrient gaps,¹¹⁰ a Fill the Nutrient Gap Analysis¹¹¹ and a landscape analysis to assist the government to supply fortified rice to the HGSF.¹¹² WFP is also currently supporting a local rice fortification pilot (purchase of kernels for blending government rice contribution) which should be completed during the no-cost extension period. The results of this research, together with the recent awarding of the USDA Local and Regional Food Aid Procurement (LRP) Programme to Cambodia should help address some of the MoEYS’s capacity gaps on HGSF during the next phase of programming.

154. Overall, the ET is satisfied that the MoEYS’s current capacity for implementing school meals has improved since baseline. At baseline, the ET rated the capacity of the MoEYS on school feeding as Systems Approach for Better Education Results (SABER) Level 1. At endline, the ET determined that the capacity had increased to the next level (emerging) but confirmation of this would require a full SABER assessment (Table 24).

Table 24: Progress on the achievement of the SABER quality standards

SABER Standards	Baseline	Endline
Strong policy frameworks	Latent	Emerging
Strong institutional structure and coordination	Latent	Emerging
Stable funding and budgeting	Latent	Latent
Sound programme design and implementation, including evaluation	Emerging	SMP and Scholarships: Emerging HGSF implementation: Latent
Strong community participation and ownership	Emerging	Emerging
Overall	SABER Level 1	SABER Level 2

Source: Evaluation Team’s own assessment

Is there a functioning government reporting and M&E system?

155. To improve programme impact and value-for-money, WFP started work on a more efficient outcome monitoring system in 2015: Platforms for Real-time Information Systems (PRISM). The system includes mobile data collection devices for routine monitoring and assessment. During the current phase, WFP has put considerable work into the PRISM system to not only finalize its

109 Anthrologica & WFP (2018) Formative research to inform adolescent programming in Cambodia: Engagement for health, nutrition and sustainable development. Summary Report – February 2018

110 WFP (2018) Micronutrient Challenges and Solutions: A stock take. March 2018

111 WFP (2018) Fill the Nutrient Gap – Cambodia Summary Report. October 2018

112 WFP (2018) Cambodian Rice Landscape Analysis: Opportunities in the rice value chain to support rice fortification. December 2018

development but also to adjust the system for the MoEYS for monitoring and reporting scholarship implementation. The resulting system is now called the National Cash Scholarship Information System. WFP also supported GIZ, UNICEF and MoEYS to improve monitoring of school-based WASH programs by customizing mobile data collection tools and web-based mapping applications, leveraging PRISM.

156. The transfer of knowledge to MoEYS has included providing training to staff and supplying equipment (screens) in the three USDA provinces. This included a training of conducted with 78 education officials at both national and sub-national levels. Through this approach, 1,801 school directors and administrators in the three USDA supported provinces were trained and will directly use the system to digitalize information for their individual schools.¹¹³

157. The transition from a paper-based monitoring system to a digital platform has greatly improved the efficiency of scholarship monitoring for both WFP and for MoEYS, with data now being available in a more timely manner. However, there is still more work to be done to ensure the system is appropriate for SF implementation. WFP's implementing partners highlighted the need for continued capacity building for MoEYS staff regarding data management. This was confirmed by the 2019 ISPA that found that after the HGSF is adopted by the government, PRISM may not be utilized due to lack of technical capacity.¹¹⁴ With additional capacity support at sub-national levels over the next phase of programming, the new monitoring system has huge potential to improve the efficiency of school feeding programme monitoring as well as the scholarship monitoring.

158. The MTR noted that despite the advances in monitoring technology, the current coverage of the USDA programme means that it is difficult to monitor all the schools without full-time personnel. It has been difficult to determine whether MoEYS has a monitoring and results framework with clear output and outcome indicators that are being tracked. The system of information flow from the schools to MoEYS faces some challenges such as depending on NGO's support for reporting; some schools are still using paper-based monitoring and reporting because they lack computers and because of communication difficulties between schools, provincial level, departmental levels and national MoEYS. There is also a lack of adequate resources for MoEYS personnel to carry out visits to schools. As a result, some areas are not monitored due to difficult access and lack of resources from the District Offices of Education (DOE) and PDoEs.

159. In addition to the overall programme monitoring system, WFP has established a complaints/feedback mechanism: an automated telephone answering service where people leave voice message and their phone number and are then called back by WFP personnel to discuss the issue. Since 2016 the system has only received ten calls regarding implementation issues, most of which were related to the cook being absent and/or the school not providing meals, and more recently, two complaints about the amount of paperwork involved in the HGSF activities.

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

2.3.1 Internal factors

160. **Long term engagement between WFP and partners:** WFP has had partnerships or collaborations with several programme stakeholders over an extended period, well beyond the current phase of McGovern-Dole implementation. This includes in particular, the MoEYS, with whom WFP has worked for more than a decade. The strong relationship between them has been critical for the positive results during 2017-2019, and especially for building the interest and commitment from

113 WFP semi-annual report October 2018-March 2019.

114 Royal Government of Cambodia (2018) Report on a pilot application for the ISPA-FSN tool for the Home-Grown School Feeding Programme in Cambodia. Inter-Agency Social Protection Assessment for Food Security and Nutrition.

the MoEYS to take on the implementation of the programme moving forward. Overall, stakeholders recognized WFP Cambodia as a well-managed, technically strong, innovative and flexible office.

161. **Strong WFP programme management and technical capacity:** The WFP Cambodia personnel are highly experienced programme implementers. They have strong technical expertise in critical programme sectors such as education, food and nutrition security, and social protection. This expertise has been essential for designing and implementing an appropriate programme, and also for supporting the work of others in these areas. There are also strong capacity building skills within the team, mainly focused with the management team personnel. The CO is currently going through a Capacity Needs Assessment to determine where their own capacity gaps lie.

162. **Strong logistic/supply chain support:** All evaluation stakeholders acknowledged WFP as a leader in commodity management and transportation, and positively reviewed their procurement, storage and delivery of food commodities, including their operational guidance to support their logistics systems, and strict quality standards. Overall, the WFP logistics system has enabled the provision of high-quality food to be delivered to the USDA-supported schools in a timely manner with no complaints.

163. **High capacity of implementing partners:** The McGovern-Dole programme has successfully achieved most of the planned outputs largely as a result of the strong field implementation by the MoEYS particularly at school level, and by Plan International, WV, WEI, KAPE, with monitoring by WFP field assistants. Plan and WV are both long term partners of WFP and are highly experienced in programme management. As a result, the McGovern-Dole programme has been well implemented and monitored. Plan and WV have also conducted multiple community mobilization exercises and have documented key lessons learned. These lessons will be useful when transitioning the programme to national ownership when local authorities and communities take on more responsibilities. In addition, the high level of competency of WEI and KAPE has been recognized by all stakeholders including MoEYS, USAID and agencies managing the GPE's grant.

164. **Strong monitoring systems:** WFP's development of the PRISM system has helped WFP and partners comprehensively monitor the programme. Integrating PRISM into the MoEYS Scholarship Office has also enabled improved monitoring at sub-national level. In addition, WFP have supported the digitization of tools for storekeepers to be able to monitor and report food stocks on their phones. This provides WFP CO with real-time information on school level food requirements.

165. **Technical support from WFP RBB and Headquarters:** The RBB and the Office of School Feeding (OSF) in WFP Headquarters have provided technical support to the CO on food safety, SBCC and nutrition during this phase has enabled the programme to expand their work in these areas and better align with the government's preferred model of HGsf and with the priority areas identified in the School Health Policy. Support to the programme has also been provided by the WFP Centre of Excellence against Hunger in Brazil for school feeding stakeholders in Cambodia to participate in the Asian Meeting on School Feeding.

166. **WFP financial support to research, visits and workshops:** WFP has supported several pieces of research this phase to inform programming decisions for the transition. This includes the nutrition and food safety work, the ISPA, and multiple gender studies with IDS. The workshop aimed to identify key benchmarks for the continued transition of the programme to government ownership and included a study visit to schools in the Siem Reap area with focus on HGsf. This support has been invaluable for the MoEYS in establishing their position on school feeding and for their transition planning.

2.3.2 External factors

167. **Collaboration with MoEYS:** Support from the MoEYS is critical to the success of the McGovern-Dole programme as they are responsible for all the infrastructure and personnel connected to the schools. Cooperation with relevant technical departments within MoEYS, notably the Primary

Education, Curriculum, Teacher Training, EQAD and School Health Departments, as well as with decentralized MoEYS personnel (within PTTCs, DTMTs, PDoEs, DOEs) has been key for the successful implementation of McGovern-Dole programme activities.

168. **Government’s commitment to school feeding:** Aside from the MoEYS, several other government ministries/entities were involved in school feeding related decision-making during the evaluation period. This includes MEF, MoP, MoI, MAFF, CARD and national school feeding committees at provincial, district, commune and school levels. The Technical Working Group on Food Security and Nutrition coordinated by CARD is an effective structure for open partnership dialogues between WFP and other stakeholders involved in school feeding. WFP uses this forum to work collaboratively towards information and experience sharing, informing policy and decision makers, and the transition to national ownership. This inter-ministerial engagement has been important for supporting cross-sectoral school-feeding-related policy development and deciding programme direction. The government only confirmed their preferred model of school feeding (HGSF) in 2018. This and the lack of government financial commitment to the programme until later that same year, has made it difficult for WFP to adhere to the timeline for handover mentioned in the 2015 RoadMap.

169. **Commitment of agencies supporting MoEYS on literacy:** As part of support to the Cambodian education sector for the period 2016-2021, the USAID funded ACRC project has assisted MoEYS to harmonize EGR and teaching approaches in Cambodia. WEI’s partnership with both USAID and WFP contributed to a strategic synchronization of USAID’s and USDA’s literacy work. More recently, in line with the MoEYS EGL programme and associated five-year plan (2019-2023), USAID has developed an All Children Learning project. While implementing the EGR package in USDA-supported schools, WEI contributes to the EGL roll-out.¹¹⁵

170. **Support from other donors:** For this phase of the McGovern-Dole programme, USDA has provided only rice and oil for the school meals. This means that commodities donated by other donors, such as the tinned fish provided by the Government of Japan, and the yellow split peas purchased using private donor funds have been invaluable. These commodities are supplemented by communities providing salt and vegetables when available. Together, the commodities make up a nutritionally balanced food basket.

171. **Capacity and turnover of MoEYS personnel:** The turnover of MoEYS staff, particularly in schools and at sub-national level has reduced the effectiveness of capacity building efforts by WFP and implanting partners.

172. **Unclear regulations on the allowable use of Commune Development Funds:** The ongoing issue of the insufficient payment of the school cooks by the community and commune councils is partially due to unclear regulations on the allowable use of the CDF. There is debate about the amount and standardization of this payment, and the responsibility for it. While the CDF is generally acknowledged to be for infrastructure work and support for community activities within each commune, it is unclear if this includes schools, and programmes within schools such as school feeding.

2.4 Evaluation Question 4: How sustainable is the programme moving forward?

2.4.1 Is there an exit strategy outlining the timing, allocation of responsibilities on handover to the government and/or other agencies?

173. Since this is the endline of the programme phase, the qualitative mission had a focus on sustainability of the programme. As such, this section is largely based on qualitative interview evidence, rather than on quantitative data as per Evaluation Question 2.

¹¹⁵ In order to harmonize interventions covering the overall Early Grade Learning (EGL) package, it was agreed that USAID would be in charge of the Early Grade Reading (EGR) aspect while UNESCO and partners would oversee the Early Grade Mathematics (EGM) component.

174. WFP's overarching vision is to oversee the transition from a WFP-led school feeding programme in Cambodia to a government-led programme. The transition to national ownership was agreed in May 2015 with the signing of a School Feeding Roadmap between MoEYS and WFP. The Roadmap specifies a move away from external support, to the government taking full responsibility for a comprehensive, nationally owned approach to school feeding by 2021. At the core of this transition is a strategy that includes approaches and tools that strengthen the Government's institutional capacity to design, finance and manage the programme over time. The Roadmap is organized according to a set of short- (2015-2016), medium- (2017-2020) and long-term (2021 onward) activities and aligns with the five quality standards of the SABER approach.

175. At the end of the previous phase of the McGovern-Dole programme, the ET noted that most of the short-term activities had been completed, with the exception of the establishment of a school feeding budget. Key informant interviews indicated that the lack of an operational school feeding budget line and a School Feeding Policy were critical barriers to national ownership. At the time, there was ongoing debate on the need for a stand-alone policy since the 2017 NSPS and the School Health Policy, which was under development, already included school meals and scholarships. Interviews with the MoEYS Policy Department indicates that they are now engaged in the formulation of the School Feeding Policy, the first draft of which should be available at the end of 2019. This is a significant step forward towards government ownership and the sustainability of the programme. Further, MEF has recently approved USD 2 million annually for the next three years as part of the Education Budget is also a significant step forward. However, the relatively late declaration by the MoEYS of a preference for the HGSF model and the subsequent requirement for additional capacity support on this model, means that the current end date of the RoadMap is unlikely to be achieved.

176. The ET found a variation in capacities at school level to implement the HGSF programme. Some USDA-supported schools are still using the old SMP model, some have been using the HGSF-hybrid for two school years, and other only started the HGSF-hybrid model during the last school year. Interviews with school personnel and with members of the DSFCs indicate different capacities with HGSF implementation, with some likely to require significant levels of support from WFP during the next phase.

177. The ongoing transition to national ownership using a HGSF model is now being planned over the next five years to 2025. During this period the MoEYS is expected to initially implement HGSF in 205 schools in 6 provinces¹¹⁶ in SY2019/20, including in 31 USDA-supported schools in Siem Reap and 32 USDA-supported schools in Battambang. This will gradually be scaled up to approximately 650 schools by SY 2024/25. The schedule, and number of schools to be handed over, will be reviewed regularly by WFP and the government over the next five years.

178. WFP has recently been awarded a new USDA McGovern-Dole grant for a further four-year period (2020-2023). The ET notes that the design of the new programme is appropriate, including the ongoing support for the new five-year MoEYS EGL programme in line with both USDA's objectives and with the new WFP CRF. The new phase also includes an expansion of nutrition activities to help meet SDG 2, and several activities to support national ownership such as facilitating the establishment of school feeding budget line and supporting government budgetary management.

179. Implementation of this additional grant, together with the new USDA LRP grant over almost the same period, provides the opportunity to finalize the transition to national ownership over a more feasible time period so that MoEYS can take full ownership of the school meals programme and gain sufficient additional capacity in the HGSF model to implement the programme.

¹¹⁶ Banteay Meanchey, Kampong Cham, Siem Reap, Battambang, Preah Vihear and Stoeung Traeng

To what extent are programme activities and local structures likely to be sustained after the completion of donor-funding?

180. This evaluation has established that several of the current McGovern-Dole programme activities are likely to be sustained into the next phase of programming, and possibly even once donor funding ends. The transition to the MoEYS and therefore the sustainability of the school feeding-related activities and the transition to HGSF model is documented above in Section 3.4.1, with confirmation during interviews that MoEYS is ready to start implementing the HGSF model in schools in SY 2019/20. The MoEYS has already taken over the implementation of the scholarship activity (THR) and expanding the scholarships to reach children from grade 1-12.

181. In addition to those activities, the literacy (EGR) activities implemented by WEI and KAPE are currently being scaled-up into the new EGL (Math and Khmer) programme adopted by MoEYS in 2018 with a 5-year plan to reach national coverage. WEI is well placed to complement existing USAID efforts as it is already implementing the first stage of the national roll out with MoEYS under a number of subcontracts on USAID's ACRC (2017-2020) and expanded All Children Learning projects. WEI is also assisting GPE in Siem Reap with EGR training implementation. Lastly, after successful implementation of literacy activities for the McGovern-Dole programme and their collaboration with other literacy actors, WEI is well placed to be assigned a major role in building the capacity of central MoEYS to plan, implement and manage the EGR training roll out in the remaining provinces across Cambodia.

182. The sustainability of the complementary McGovern-Dole activities such as the promotion of nutrition, hygiene and safe food preparation are all included in the new HGSF Guidelines that will be rolled out during the NCE period to March 2020. Further, the infrastructure development work done by Plan and WV is likely to be continued with the support of the communities under the guidance of the SSC's.

3 Conclusions and Recommendations

1.3. Overall Assessment/Conclusions

183. **Relevance:** School feeding programmes, including the McGovern-Dole, align with several government policies and strategies, and with WFP's own corporate guidance. The programme also clearly aligns with several SDGs, most notably SDGs 2, 4 and 17. The literacy objective of McGovern-Dole also aligns well with the new ESP and with the new WFP CRF which aims to ensure that education quality is improved (literacy). WFP has been instrumental in supporting policy development in Cambodia on many relevant areas including food and nutrition security, social protection, school health and school feeding. These policies have helped form the government's position that school feeding is an important social assistance instrument, which also provides a strong platform for other activities such as literacy, infrastructure support and teacher training. The McGovern-Dole programme is also coherent with other development actors who provide support to schools and with agencies who support literacy, food security and nutrition programmes in Cambodia.

184. During this phase, the government clearly stated their preference for a HGSF approach and WFP has piloted several HGSF models to help the government decide which aspects they would like to continue in a nationally owned programme. WFP is now appropriately transitioning all the USDA-supported schools to a HGSF model to align with the government's preference and with the agreed national transition plan. No negative feedback was received from stakeholders on this aspect of the programme.

185. **Efficiency:** USDA provided USD 15 million in funding for this phase of programming, 25 percent less than the previous phase. This is indicative of the transition of the programme to national ownership and reduction in programme implementation requirements, and a greater focus on

capacity strengthening activities, which generally require less funds. WFP and partners have implemented the majority of the planned activities, with some capacity building activities ongoing that will be completed during the NCE period to March 2020. Aside from those activities, all others have been completed in a timely manner. The grants funds have therefore been sufficient to implement an effective programme, as seen by the results.

186. The use of the PRISM system has markedly improved the efficiency of programme monitoring for WFP and for partners, most notably for the MoEYS. The transition from a paper-based scholarship monitoring system to a digital platform is a major step forward. However, there is still more work to be done to ensure the system is appropriate for SF implementation. WFP's implementing partners highlighted the need for continued capacity building for MoEYS staff regarding data management. This was confirmed by the 2019 ISPA that found that after the HGSF is adopted by the government, PRISM may not be utilized due to lack of technical capacity.¹¹⁷

187. **Effectiveness:** This phase of programming has seen improvement in school enrolment rates, and most stakeholders indicated that the presence of school meals plays a role in regular student attendance. MoEYS EMIS data indicates that dropout rates were lower in USDA-supported schools (4.9 percent vs. 6.0 percent) and completion rates were higher (81.3 percent vs. 80.1 percent). Girls in both types of schools performed better than boys, with more girls being promoted, and less girls repeating grades or dropping out of school. These findings indicate that girls generally perform better at school than the boys.

188. Aside from the above, the evaluation survey results show that the McGovern-Dole programme has been effective at improving children's access to food, improving parental understanding on the benefits of primary education, improving school feeding related infrastructure in the USDA-supported schools and promoting parental/community engagement in the programme. The McGovern-Dole programme also acts as an effective platform for preventative health interventions that include using of clean drinking water, promoting regular handwashing with soap, and deworming. Additional work will be required in the next phase to ensure that USDA-supported schools provide a sufficiently food safe environment as new schools' transition to the HGSF model.

189. The endline evaluation surveys were also able to establish other differences between USDA-supported schools and comparison schools, presumably as a result of the programme. These include reduced hunger in class and reduced inattentiveness (which are positively correlated), and improved community engagement. The evaluation results also indicate that the programme saves parents time and money, enabling them to spend more time on livelihood activities.

190. The ET recognize that the McGovern-Dole programme promotes equal participation in the programme for boys and girls, by providing scholarships for both, ensuring gender separated latrines are present in schools, and providing all students with training on various topics. However, the issue of inadequate remuneration for the school cooks, almost all of whom are women, is an ongoing concern. Although both WFP and the MoEYS are aware of this issue, the gender transformative potential that the programme could bring to the cooks, is yet to be realized.

191. **Impact:** As per the USDA RFs, there are two intended impacts of the programme: improved literacy and reduced health-related school absence. For each activity, outputs have contributed to expected outcomes and it is clear that SO1 - improved literacy - has been achieved, as the percentage of children able to read and comprehend grade level text has increased. Similarly, the effectiveness of the SO2 activities have contributed to producing a healthy and conducive learning environment in schools. However, the evaluation was unable to determine if they contributed to reduced health-

117 Royal Government of Cambodia (2018) Report on a pilot application for the ISPA-FSN tool for the Home-Grown School Feeding Programme in Cambodia. Inter-Agency Social Protection Assessment for Food Security and Nutrition.

related absences. While this is likely, most schools do not have data on the reason for absence to be able to make a definitive statement.

192. The differences noted from the MoEYS EMIS data between USDA-supported and non-USDA-supported schools in completion and dropout, and the improved literacy rates found by WEI indicate the potential of the McGovern-Dole programme to have long-term impacts on the level of education achieved by children in this programme. The evaluation also found a significant difference in hunger (reduced) and attentiveness (improved) in USDA-supported schools compared with the counterfactual. The evaluation also found that total inattentiveness in class was significantly positively correlated with total percent reported hungry in class.¹¹⁸

193. **Sustainability:** The evaluation commends WFP and MoEYS on the significant progress made during 2017-2019 on transitioning school feeding activities to national ownership. This includes the transition of USDA-supported schools to the HGSF-hybrid model and handing over of the food based THR activities to the government's scholarship programme.

194. The declaration by the MoEYS of their preference for the HGSF model in 2018 requires that in the next phase of programming, WFP shift further away from direct implementation and focus more on capacity strengthening, i.e. transferring knowledge to MoEYS and other stakeholders on HGSF implementation, including providing technical support to policies and operational guidelines, strengthening coordination mechanisms between school feeding stakeholders and ensuring government's school feeding management structures are in place. All these elements are rightfully already included in the new USDA McGovern-Dole programme.

195. The upcoming implementation of the new McGovern-Dole Grant and the new USDA LRP grant over the same period, provides a more feasible time period (to 2025) for the MoEYS to take full ownership of the school meals programme and gain sufficient additional capacity in the HGSF model to implement the programme.

3.3. Recommendations

3.1.1 Strategic recommendations

Recommendation 1: The Cambodia programme has shown that school feeding can provide a efficient and effective platform to support improvements in literacy and health. The ET therefore recommends that WFP Headquarters advocate for the expansion of literacy activities into non-McGovern-Dole school feeding programmes to align with the timeline of the new WFP CRF.

Recommendation 2: The new WFP Strategic Plan outlines a change in role for WFP from project implementer to enabler. As such, WFP Headquarters should develop programming tools to guide Country Offices on how best to carry out this transition before the end of the timeline of the current Strategic Plan.

3.1.2 Operational recommendations

Recommendation 3: WFP Cambodia, with support from WFP RBB and OSF as required, should continue to collaborate with MoEYS over the next phase to provide capacity building support to MoEYS personnel at central and subnational levels for the implementation of a nationally owned HGSF programme.

- This should entail the immediate roll out of the HGSF Guidelines in all the programme locations (already planned), and a continued focus on nutrition and food safety to ensure that

118 Correlation (r)=0.378 – a medium correlation, p<0.001 (two tailed)

adequate procurement, storage and food handling procedures are in place before the end of the next programming phase.

- WFP should also conduct a capacity assessment of the MoEYS and other government bodies as appropriate within the next 12 months, to ensure that all the stakeholders with key roles and responsibilities in school feeding have sufficient capacity to implement the HGSF programme.

Recommendation 4: WFP Cambodia in collaboration with MoEYS and MEF should undertake a comprehensive costing exercise within the next 12 months to obtain sufficient information to determine appropriate levels of national funding for school feeding. Key components of the costing exercise should include internal government costs: staffing, transaction costs, materials travel etc.

- This should include an adequate budget for the procurement of local commodities for HGSF over the year considering seasonality/availability and changing food prices to ensure that adequate food can be provided throughout the school year.
- The costing should include the maintenance of school-feeding related school infrastructure and all other aspects of the programme.
- The costing should include the regular payment of cooks at a level appropriate for the workload to help realize the gender transformative potential for the programme by the end of the next phase of McGovern-Dole programming.
- WFP Cambodia should continue to facilitate discussions with MoEYS and MoI at national and sub-national levels to find an agreement on the responsibilities for payment of the cook's incentive under national ownership by the end of the next phase of McGovern-Dole programming.

Recommendation 5: WFP Cambodia together with the MoEYS, implementing partners and other stakeholders should ensure that the transition plan is well documented and disseminated at sub-national level within the next 12 months.

- The plan should be sufficiently detailed to show the timeline, benchmarks, roles and responsibilities of all stakeholders, as well as the locations and schools that will be implemented by the MoEYS during the next phase of programming.

Recommendation 6: WFP Cambodia and the MoEYS should continue to work together to ensure that the MoEYS's programme monitoring capacity is adequate in the programme locations targeted for government implementation, by the end of the next phase of McGovern-Dole programming.

- This will entail WFP training MoEYS personnel at all levels (central and sub-national) on the use of the new school feeding monitoring system once it's finalized, ensuring the targeted locations have adequate physical digital monitoring equipment (tablets and access to internet), and ensuring that information flows efficiently from schools to relevant MoEYS personnel.

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6 List of Acronyms

ACRC	All Children Reading Cambodia
BTB	Battambang Province
CARD	Council for Agriculture and Rural Development
CDF	Commune Development Fund
CIP	Commune Investment Plan
CDP	Commune Development Plan
CO	(WFP) Country Office
CP	Country Programme
CRF	Corporate Results Framework
CSP	Country Strategic Plan
DAC	(OECD) Development Assistance Committee
DEQAS	(WFP) Decentralized Evaluation Quality Assurance System
DID	Difference-in-difference
DOE	District Office of Education
DSFC	District School Feeding Committee
DTMT	District Training and Monitoring Teams
EGR	Early Grade Reading
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
EQAD	Education Quality Assurance Department
ESP	Education Strategic Plan
ET	Evaluation Team
FAO	(United Nations) Food and Agriculture Organization
FAS	Foreign Agricultural Service
FGD	Focus Group Discussion
FY	Financial Year

GCNF	Global Child Nutrition Forum
GDI	Gender Development Index
GDP	Gross Domestic Product
GEEW	Gender empowerment and equality of women
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPE	Global Partnership for Education
HDI	Human Development Index
HGSF	Home-grown school feeding
HQ	(WFP) Headquarters
IDS	Institute of Development Studies
IRL	Indochina Research Limited
ISPA	Inter-agency Social Protection Assessment
KAPE	Kampuchean Action for Primary Education
KII	Key Informant Interview
KTM	Kampong Thom Province
LMIC	Lower-Middle-Income Country
LRP	Local and Regional Procurement
LSFC	Local School Feeding Committee
MAFF	Ministry of Agriculture, Forestry and Fisheries
MDG	Millennium Development Goal
MEF	Ministry of Economy and Finance
MGD	McGovern-Dole
MoEYS	Ministry of Education, Youth and Sport
MoH	Ministry of Health
Mol	Ministry of Interior
MoU	Memorandum of Understanding

MoWA	Ministry of Women’s Affairs
MPI	Multi-dimensional Poverty Index
MT	Metric ton
MTR	Mid-term Review
NCE	No Cost Extension
NER	Net Enrolment Rate
NGO	Non-Governmental Organization
NSFP	National Strategic Development Plan
NSFSN	National Strategy for Food Security and Nutrition
NSPPF	National Social Protection Policy Framework
OECD	Organization for Economic Cooperation and Development
PCC	Programme Coordination Committee
PMP	Performance Monitoring Plan
PDoE	Provincial Department of Education
PRISM	Platforms for Real-time Information Systems
PSFC	Provincial School Feeding Committee
PSM	Propensity Score Matching
PTA	Parents and Teachers Association
PTTC	Provincial Teacher Training College
RBB	(WFP) Regional Bureau in Bangkok
rCSI	Reduced Coping Strategies Index
RF	Results Framework
RS	Rectangular Strategy
SABER	Systems Approach for Better Education Results
SBCC	Social Behaviour Change Communication
SDG	Sustainable Development Goal
SEANUTS	South East Asian Nutrition Survey

SF	School Feeding
SFTF	School Feeding Taskforce
SMP	School Meal Programme
SO	Strategic Objective
SRP	Siem Reap Province
SSC	School Support Committee
SY	School Year
THR	Take Home Ration
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
UNSWAP	United Nations Systems-Wide Action Plan
USD	United States Dollar (currency)
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
WASH	Water, sanitation and hygiene
WEI	World Education, Inc.
WFP	World Food Programme
WHO	(United Nations) World Health Organization
WV	World Vision

[Cambodia, September 2019
<https://docs.wfp.org/api/documents/cdcb4be57914c65b0dbcbcd201196abb6/download>
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