

Midterm and Final Activity Evaluations of the KOICA supported Home Grown School Feeding Programme in Cambodia in Kampong Thom, Kampong Chhnang and Pursat Provinces from 2020 to 2024

Decentralized Evaluation Terms of Reference

WFP Cambodia



July 2022

Table of Contents

1. Background.....	1
1.1. Introduction	1
1.2. Context	1
2. Reasons for the evaluation	4
Rationale	4
Objectives	5
Stakeholder Analysis	5
3. Subject of the evaluation	7
Subject of the Evaluation	7
3.2. Scope of the Evaluation	9
4. Evaluation approach, methodology and ethical considerations.....	10
4.1. Evaluation Questions and Criteria	10
4.2. Evaluation Approach and Methodology.....	1
4.3. Evaluability assessment	2
4.4. Ethical Considerations.....	2
4.5. Quality Assurance.....	2
5. Organization of the evaluation.....	4
5.1. Phases and Deliverables	4
5.2. Evaluation Team Composition	4
5.3. Roles and Responsibilities	5
5.4. Security Considerations	6
5.5. Communication	7
5.6. Budget.....	7
Annex 1: Map.....	8
Annex 2: Timeline	9
Annex 3: Role and Composition of the Evaluation Committee.....	11
Annex 4: Role and Composition of the Evaluation Reference Group.....	12
Annex 5: Communication and Knowledge Management Plan.....	14
Annex 6: Bibliography	Error! Bookmark not defined.

1. Background

1.1. INTRODUCTION

1. These terms of references (ToR) are for the midterm and final activity evaluations of the Home-Grown School Feeding Programme (HGSFP) in Cambodia supported by the Korea International Cooperation Agency (KOICA) and the Royal Government of Cambodia Ministry of Education, Youth and Sport (MoEYS) from 2020 to 2024¹. The TOR was prepared by WFP Cambodia based upon a review of the project proposal, baseline report, project reports and consultation with stakeholders. The purpose of these terms of reference is to provide key information to stakeholders about the evaluation, to guide the evaluation team and to specify expectations during the various phases of the evaluation.
2. The KOICA-funded HGSFP is conducted in three target provinces, Kampong Thom, Kampong Chhnang and Pursat between 1st January 2020 to 31st October 2024. The project aims to link school feeding to improved nutrition, wellbeing and rural development by stimulating agricultural growth and increased food security through the purchase and use of locally produced food in the preparation of daily school meals, thereby benefiting both school children and local suppliers. The project is managed by WFP and implemented in partnership with MoEYS and cooperation from non-government organizations, including World Vision where appropriate.
3. The TOR describes the evaluation context, rationale, purpose and scope, including key evaluation questions, methodology, the selection of the evaluation team, key audience, timeline and dissemination plan. The TOR covers two deliverables: a mid-term and a final activity evaluations. All deliverables will preferably be undertaken in a single assignment/contract. The specific deliverables (timeframes mentioned are subject to change) are outlined in Table 1.

Table 1: Evaluation exercises for the KOICA project

Evaluation exercise	Date	Status
Baseline assessment	Dec 2020	Completed
Mid-term evaluation	Aug-Dec 2022	Guided by this ToR
Endline evaluation	Aug-Dec 2024	Guided by this ToR

1.2. CONTEXT

4. The Royal Government of Cambodia has established impressive economic growth over the past 20 years, bringing the country to lower middle-income status in 2016 with a Gross Domestic Product (GDP) per capita of US\$1,730 in 2021.² The GDP per capita for 2022 is expected to be US\$1,842.³ The high economic growth rate has been sustained above seven percent for over a decade,⁴ most recently at 7.5 percent in 2018 and 7.1 percent in 2019,⁵ making Cambodia one of the fastest growing economies in the world. However, this growth rate has recently been seriously impacted by the global COVID-19 pandemic, and the Ministry of Economy and Finance (MoEF) projects that the economic growth rate will decline to 2.4 percent in 2022.⁶

¹ WFP is implementing a five-year USD18.6 million HGSF in three provinces, Kampong Thom, Kampong Chhnang, and Pursat funded by KOICA, MoEYS and complementary resources mobilized by WFP.

² <https://mef.gov.kh/documents-category/publication/budget-in-brief/>

³ *ibid.*

⁴ <https://www.adb.org/countries/cambodia/economy>.

⁵ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

⁶ <https://mef.gov.kh/documents-category/publication/budget-in-brief/>

5. **Poverty:** Fast economic growth in Cambodia has been accompanied by a significant reduction in poverty.⁷ The country has an estimated population of over 17.2 million (2022⁸) that is predominantly young with a median age of 25 years. The poverty indicators declined steadily with 1.6 percentage points per year between 2009 and 2019/20.⁹ The national poverty line in Cambodia was adjusted in the most recent Cambodia Socio-Economic Survey for 2019/20, based on the cost of basic needs and a common basket approach. It is now Cambodian Riel (KHR) 10,951 or approximately US\$2.7 per person per day.¹⁰ Based on this definition, about 18 percent of the population is identified as poor. Poverty rates vary from 4.2 percent in Phnom Penh to 22.8 percent in rural areas.¹¹
6. Three-quarters of the population resides in rural areas where approximately 90 percent of the country's poor live.¹² These households mostly live on a small margin of poverty and are vulnerable to natural hazards, environmental or individual shocks. Estimates suggest that a loss in daily income of US\$0.30 per capita would double the poverty rate.¹³ There remains a limited social safety net system in the country. However, the National Social Protection Policy Framework (NSPPF) 2016-2025 places a strong emphasis on human capital development, and the collaboration with WFP on school feeding through the MoEYS and planned nationwide rollout is an integral part of the Government's efforts.¹⁴
7. **Food security and nutrition** remain important public health concerns in Cambodia.¹⁵ The national objectives set for the Cambodia-specific Millennium Development Goals were not met¹⁶ and malnutrition rates remain higher than most countries in the region.¹⁷ The new SDG indicators covering undernourishment and dietary diversity (Goal 2) suggest that 14 percent of households continue to consume less than the minimum dietary energy requirement, while 11.6 percent have inadequate dietary diversity.¹⁸ The Government has had several policies and programmes developed to end hunger and improve nutrition, including: i) the National Fast Track Roadmap for Improving Nutrition (2014-2020);¹⁹ ii) The Second National Strategy for Food Security and Nutrition (NSFSN, 2019-2023); iii) the National Action Plan for Zero Hunger Challenge in Cambodia (2016-2025)²⁰ and iv) Cambodia's Roadmap for Food Systems for Sustainable Development 2030 v) the 2019 National School Health Policy". Undernutrition is most prevalent in rural areas. Preliminary results from the 2021-22 Cambodia Demographic Health Survey (CDHS) reported that 22 percent of children under the age of five years were stunted, 10 percent were wasted, and 16 percent were underweight.²¹ Furthermore, the 2014 CDHS indicated that among women aged 15-49, 14 percent were underweight, while the rate of overweight and obesity in this population tripled between 2000 and 2014, contributing to the growing triple burden of malnutrition in Cambodia.²² COVID-19 had a detrimental impact on food security for the most vulnerable groups, which deteriorated along key dimensions in 2021, largely due to affordability issues resulting from households' income loss. However, even prior to COVID-19, one in five Cambodian households could not afford the most basic nutritious diet.²³

⁷ The World Bank. (2019). World Bank Open Data. Retrieved from http://data.worldbank.org/https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

⁸ <https://www.macrotrends.net/countries/KHM/cambodia/population>

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

¹⁰ Exchange rate of KHR 4,000 = US\$1.00

¹¹ <https://www.worldbank.org/en/country/cambodia/overview#1> Last Updated: Mar 29, 2022

¹² <https://www.worldbank.org/en/country/cambodia/overview>

¹³ World Bank Policy Note on Poverty Monitoring and Analysis, October 2013.

¹⁴ <http://inndec.com/library/docs/SPPF%20English%20-%20Final%20Ver.pdf>

¹⁵ https://docs.wfp.org/api/documents/WFP-0000112436/download/?_ga=2.113129794.71101732.1589421801-1848541966.1586381573

¹⁶ Cambodia had an objective of reducing the prevalence of undernourished people to <10%.

¹⁷ <https://opendevlopmentcambodia.net/topics/sdg-2-zero-hunger//>

¹⁸ Cambodia Socioeconomic Survey, 2014, National Institute of Statistics, Ministry of Planning; Available at: <https://www.nis.gov.kh/nis/CSES/Final%20Report%20CSES%202014.pdf>

¹⁹ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

²⁰ http://ocm.gov.kh/ocmwinwin20/wp-content/uploads/2018/12/6-National_Action_Plan_for_the_Zero.pdf

²¹ <https://dhsprogram.com/pubs/pdf/FR312/FR312.pdf>

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

²³ WFP. 2017. Fill the Nutrient Gap Cambodia. Summary Report. <https://docs.wfp.org/api/documents/WFP-0000070325/download/>

8. **Gender** inequality persists in Cambodia, which ranked 116 out of the 160 countries in the Gender Inequality Index (GII) at 0.475²⁴ and ranked 89 out of 153 countries in the Global Gender Gap Index 2020.²⁵ Cambodia's relative position in the index has been declining in recent years, indicating its progress towards gender equality falls behind that of other countries.
9. The SDG targets on gender equality in education and literacy (Goal 5) have been achieved at the primary school level.²⁶ However, gender disparity is higher for secondary education as only 40 percent of girls complete secondary schooling. Girls in rural areas are at higher risk than boys of dropout due to poverty, to care for younger siblings, helping their parents or move to urban areas to work.²⁷
10. **In education**, Cambodia has made positive strides in improving primary education and in reducing gender disparity in schools, particularly in rural areas. The Education Strategic Plan (ESP) (2019-2023) and other national strategies indicate a strong commitment to improving educational standards. Over the last two decades, the net primary school enrolment has risen from 81 percent (2001) to 98 percent (2019). The school completion rate is the bigger challenge for primary education today, and more so in rural areas.²⁸ While repetition and dropout rates have steadily declined over the last five years,²⁹ school dropout remains problematic. Students are more likely to leave school than repeat a year if they do not qualify to pass at the end of the primary school cycle. In 2018, the national secondary education net enrolment rate was 55.21 percent.³⁰ The COVID-19 pandemic caused a decrease in enrolment rates: in 2022, net enrolment rates for primary, lower secondary, and upper secondary sub-sectors were 81.8 percent, 43.6 percent, and 26.3 percent respectively.³¹
11. **School Meals.** The school meals programme (SMP) started in Cambodia in 1999, with WFP as the implementer, using an imported food model, with internationally sourced, rice, oil, yellow split peas and iodized salt being used for the school meal. In 2014, the MoEYS in collaboration with WFP, piloted the 'Home-Grown School Feeding' (HGSF) model sourcing food from within Cambodia, supporting the local economy and agriculture and improving children's diets by providing greater diversity of food items, including vegetables, meat, fish and egg.
12. In May 2015, the government entered into an agreement with WFP to establish at the National Home-Grown School Feeding Programme (NHGSFP), with the expectation that WFP starts reducing its operational coverage and schools are handed over to the NHGSFP. The transition to a NHGSFP is coherent with the 2019-2023 Education Strategic Plan and the 2016-2025 National Social Protection Policy Framework.
13. From school year (SY) 2019-2020, MoEYS allocated official budget for the NHGSFP and took over the management of xx schools with HGSFP. As of March 2022, the MoEYS and WFP elaborated a Joint School Feeding Transition Strategy that outlines the hand-over plan with specific roles and responsibilities between all relevant ministries and stakeholders. Handover is projected to be completed by 2028.
14. **National Impacts from COVID-19.** The COVID-19 pandemic led to the closure of schools in Cambodia and therefore the temporary discontinuation of the school meal programme between March 2020 and November 2021.³² According to a July 2021 report, the COVID-19 pandemic had widespread impacts on

²⁴ <http://hdr.undp.org/en/composite/GII>; Ratio of women to men HDI values. Gender Development Index scores range from 0 to 1 with a score of 1 indicating equality between men and women.

²⁵ World Economic Forum. Global Gender Gap Report 2020. https://www3.weforum.org/docs/WEF_GGGR_2020.pdf

²⁶ https://sustainabledevelopment.un.org/content/documents/23603Cambodia_VNR_PublishingHLPF.pdf

²⁷ UNESCO/UNICEF (2012) Asia Pacific: End of Decade Notes on Education for All – EFA Goal #5 Gender Equity. Bangkok: UNESCO & UNICEF

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 Education Strategic Plan 2019-2023, MoEYS, May 2019

³⁰ <https://tradingeconomics.com/cambodia/net-enrolment-rate-lower-secondary-both-sexes-percent-wb-data.html>

³¹ EMIS 2021-2022 data.

³² The MoEYS mandated reopening of the schools from 1 November using a hybrid method of instruction (online and face-to-face with limited numbers of students on site). Schools reopened at full capacity nationwide starting the beginning of the 2021-2022 school year on 10 January 2022.

socio-economic indicators, especially among poor households.³³ After a decade of steadily declining poverty rates, the COVID-19 pandemic led to increased poverty and inequality. The Government's scale-up of social assistance to poor and vulnerable households (including take home rations (THRs) under the SMP), launched in June 2020, has moderated income losses due to the pandemic. Due to this intervention, the increase in the poverty rate in 2020 was limited to 2.8 percentage points.³⁴ The school closures during the pandemic have led to learning loss for school children, with potential long-term socio-economic consequences.

2. Reasons for the evaluation

2.1. RATIONALE

15. WFP Cambodia is commissioning the midterm and final evaluations to provide an evidence-based, independent assessment of project performance to evaluate its progress towards achieving results, ensure accountability, and generate lessons learned.
16. The mid-term evaluation will be conducted at mid-point of project implementation to assess the progress towards project objectives and targets and inform course correction for the remainder of the project, as necessary. Furthermore, as no primary quantitative data was collected during the project's baseline evaluation due to COVID-19 restrictions, the mid-term evaluation will establish an accurate status of project's performance that can be measured against the end-of-project results. The final evaluation will be commissioned to assess whether or not the project has succeeded in achieving KOICA's project goal and investigate the project's overall impact and likelihood to sustain.
17. As a utilization-focused evaluation, the evaluation results will, first and foremost, be used by the Country Office as evidence to show-case the impact and effectiveness of the HGSP to current and future donors during funding opportunities. The evidence will also be utilised to advocate for the necessary government budget needed to sustain and roll-out the NHGSP as per the agreed Joint Transition Strategy.
18. The findings and lessons learnt from the evaluations will inform and benefit all relevant government ministries that implement and contribute towards the NHGSP. In particular, the MoEYS and National Social Protection Council (NSPC), as the managing body of the NHGSP, will utilize the evaluation results for the following: (1) to inform the state of the transition during annual Systems Approach for Better Education Results (SABER) workshops/reviews and make informed decision on future priorities and investment; (2) to adapt NHGSP's implementation plan during annual learning workshops and inter-ministerial coordination meetings based on the evaluation's findings and lessons learned; (3) inform the redesign of the NHGSP Theory of Change during regular transition workshops (4) commission technical assistance for NHGSP based on the gaps identified during evaluations.
19. Internally within WFP, the evaluation results will be used by the Cambodia Country Office, Regional Bureau, and key headquarters Divisions (School Feeding Division, the Performance Management and Monitoring Division, and the Office of Evaluation among others) for evidence synthesis and learning. Specifically, WFP Cambodia will utilise the evaluation results for the following: (1) adapt the project design and implementation plan based on the lessons learned to reach project targets; (2) utilise the generated evidence to advocate for further government initiative or cooperation for the NHGSP as needed; (3) develop technical assistance packages to the NHGSP based on the gaps identified in the evaluation.
20. The full communication and knowledge management plan can be found in Annex 5.

³³ WFP-UNFPA-UN Women-UNAIDS-UNICEF. COVID-19 Socio-economic impact assessment. July 2021

³⁴ <https://www.worldbank.org/en/country/cambodia/overview#1> Last Updated: Mar 29, 2022

2.2. OBJECTIVES

21. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning. These activity evaluations are conducted for accountability purposes to KOICA while carrying a learning purpose for WFP and key government partners to take forward as they assume full management of the program through a NHGSFP.
- **Accountability** – The evaluation processes will assess and report on the performance and results of the KOICA-funded activities during the funding period. For accountability, the evaluations assess whether targeted beneficiaries have received services as expected, if the programs are on track to meeting their stated goals and objectives aligned with the results frameworks and assumptions. The evaluation will generate evidence on the long-term outcomes and changes made by the HGSFP, both intended and unintended. The intended change will be measured against the set project targets
 - **Learning** – The evaluation processes will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. They will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated, and lessons will be incorporated into relevant lesson sharing systems.
22. In line with the evaluation rationale, the evaluations will have a stronger emphasis on the Accountability criteria as the primary purpose of the evaluation is to utilise the evidence collected to show-case the HGSFP's impact and advocate for further funding both from donors and the national governments. The evaluation is also accountable to the rights-holders, who are the direct and indirect beneficiaries influenced by the programme's interventions.
23. The learning objectives will inform in/external stakeholders for the purposes outlined in paragraph 18 and 19. Human rights and gender considerations will be effectively mainstreamed in the evaluation design to fulfil the learning objectives.

2.3. STAKEHOLDER ANALYSIS

24. The evaluation will seek the views of, and be useful to, a broad range of WFP internal and external stakeholders. A number of stakeholders will be asked to play a role in the evaluation process in light of their expected interest in the results of the evaluation and relative power to influence the results of the programme being evaluated. *Table 1* provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the inception phase.
25. Accountability to affected populations, is tied to WFP commitments to include beneficiaries as key stakeholders in WFP work. WFP is committed to ensuring gender equality, equity, and inclusion in the evaluation process, with participation and consultation in the evaluation of women, men, boys, and girls from different groups (including persons with disabilities, the elderly, and persons with other diversities such as ethnic and linguistic).

Table 1. Stakeholder Analysis

Stakeholders	Right-holders or duty-bearers	Interest and involvement in the evaluation
Internal (WFP) stakeholders		
WFP Country Office (CO) and Area	Duty-bearers	Key informant and primary stakeholder - Responsible for the planning and implementation of WFP interventions at country level. The country office has an interest in learning from experience to inform decision-making. It is also called upon to

Office (AO) in Cambodia		account internally as well as to its beneficiaries and partners for performance and results of its programmes. The country office will be involved in using evaluation findings for programme implementation, designing/informing technical assistance packages to the national programme, and making informed decision on the next programme/partnerships.
Regional Bureau Bangkok (RBB)	Duty-bearers	Key informant and primary stakeholder - Responsible for both oversight of country offices and technical guidance and support, the regional bureau management has an interest in an independent/impartial account of operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. The regional bureau is expected to use the review findings to provide strategic guidance, programme support, oversight, and to extract lessons for sharing across the region. The regional evaluation officers support country office/regional bureau management to ensure quality, credible and useful decentralized evaluations.
WFP HQ divisions	Duty-bearers	Key informant and primary stakeholder - WFP headquarters divisions are responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities, and modalities, as well as of overarching corporate policies and strategies. They have an interest in the lessons that emerge from reviews, particularly as they relate to WFP strategies, policies, thematic areas, or delivery modality with wider relevance to WFP programming.
WFP Office of Evaluation (OEV)	Duty-bearers	Primary stakeholder – The Office of Evaluation has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralized evaluation stakeholders as identified in the evaluation policy. It may use the evaluation findings, as appropriate, to feed into centralized evaluations, evaluation syntheses or other learning products.
WFP Executive Board (EB)	Duty-bearers	Primary stakeholder – the Executive Board provides final oversight of WFP programmes and guidance to programmes. The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Executive Board, but its findings may feed into

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_31650

