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**Executive Board  
Annual Session**

**Rome, 6–10 June 2011**

## **COUNTRY PROGRAMMES**

**Agenda item 9**

*For approval on a  
no-objection basis*

**E**

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## **COUNTRY PROGRAMME CAMBODIA 200202 (2011–2016)**

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval on a no-objection basis**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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## EXECUTIVE SUMMARY

Cambodia has achieved impressive economic growth since the mid 1990s and made solid progress in reducing national poverty. Nonetheless, the prevalence of food insecurity and undernutrition remains high, with 18 percent of the population living below the food poverty line and a chronic malnutrition rate of 40 percent among children under 5. Access to sufficient and diverse types of food remains a major concern for the most vulnerable. Yet Cambodia also faces opportunities to address these challenges: economic growth projections are optimistic, agricultural productivity is increasing and the food security policy platform is dynamic, with social protection a high national priority.

In support of government efforts to tackle food security challenges, the country programme focuses on food-based social safety nets in the sectors of education, nutrition, and productive assets/livelihoods support. These interventions will use WFP's experience and comparative advantage to attain more sustainable food-security outcomes through high-impact activities using traditional and innovative instruments based on more durable models. In this context, WFP will make three major transitions during the course of the country programme: from recovery to development; from food aid to food assistance; and from implementing to becoming an enabler of longer-term, nationally owned food-security solutions.

The objectives of the country programme are to: i) improve the food and nutrition security of the most vulnerable households and communities in ways that build longer-term social capital and physical assets; and ii) build models and strengthen capacities that promote the development of sustainable national food security systems. These objectives are consistent with the United Nations Development Assistance Framework outcomes.

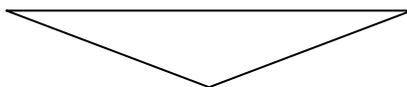
The country programme addresses WFP Strategic Objectives 2, 4 and 5.<sup>1</sup> It contributes to the Cambodia Millennium Development Goals 1, 2, 3, 4, 5, 6 and 7.<sup>2</sup>

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<sup>1</sup> Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation; Strategic Objective 4 – Reduce chronic hunger and undernutrition; Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

<sup>2</sup> Cambodia Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal nine-year primary education; 3 – Promote gender equality and empower women; 4 – Reduce child mortality; 5 – Improve maternal health; 6 – Combat HIV/AIDS, malaria and other diseases; and 7 – Ensure environmental sustainability.

## DRAFT DECISION\*



The Board approves on a no-objection basis country programme Cambodia 200202 (2011–2016) (WFP/EB.A/2011/9/1), for which the food requirement is 137,586 mt, at a total cost to WFP of US\$131.9 million.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## SITUATION ANALYSIS

1. After decades of conflict and instability, Cambodia has progressed since the mid-1990s from a fragile state to a dynamic emerging economy of the Association of Southeast Asian Nations (ASEAN). The country has achieved impressive annual economic growth of 8 percent on average since 1993, with a significant reduction in the national poverty rate from 47 percent in 1993 to 30 percent in 2007. However, during the same period inequalities increased,<sup>3</sup> with socio-economic disparities widening, notably between rural and urban areas. Cambodia is ranked 124<sup>th</sup> out of 169 on the United Nations Development Programme 2010 human development index.
2. Cambodia has made considerable progress towards achieving its Millennium Development Goals (MDGs) 4, 6 and 9.<sup>4</sup> Goals 2 and 3 still require much attention, and Goals 1, 5 and 7 are facing significant challenges and require major investments.<sup>5</sup>
3. Since the late 1990s, Cambodia has produced a rice surplus,<sup>6</sup> but food insecurity and undernutrition remain prevalent. The Government estimates that 18 percent of the population live below the food poverty line, while the Food and Agriculture Organization of the United Nations (FAO) estimates that 22 percent are undernourished.<sup>7</sup> A 2008 national household survey found stunting prevalence close to 40 percent and underweight prevalence near 30 percent.<sup>8</sup>

### Food Security and Livelihoods

4. Insufficient access to adequate and diverse food is a major cause of food insecurity and undernutrition in Cambodia. Other causes include inadequate infant and young child feeding and care practices, limited access to well-equipped health services, and poor access to water and sanitation. The 2009 United Nations Cambodia Common Country Assessment (CCA) found that despite a national rice surplus and functioning markets, household access to food remained challenging mainly due to low purchasing power. Rural households spend roughly 70 percent of their income on food.<sup>9</sup> Insufficient purchasing power leads households to adopt negative coping strategies to meet food requirements, such as modifying consumption patterns to consume less expensive and less nutritious food, reducing food intake, increasing seasonal migration and child labour, withdrawing students from school, increasing indebtedness and contributing to deforestation.<sup>9</sup>
5. WFP's 2008 comprehensive food security and vulnerability analysis (CFSVA) estimated that up to 18 percent of the population is food-insecure. The survey confirmed the correlation between food security, wealth, livelihood, assets ownership and household size. Food-insecure households are more likely to be landless or land poor (45 percent of rural households), tend to rely on agriculture alone (80 percent of agricultural production is rice

<sup>3</sup> The Gini coefficient of income distribution rose from 0.35 to 0.43 between 2004 and 2007.

<sup>4</sup> In 2003, Cambodia tailored its own MDGs and targets to better reflect the country's situation. Goal 9 – De-mining, unexploded ordnance (UXO) and victim assistance.

<sup>5</sup> Royal Government of Cambodia. Royal Government of Cambodia 2010 MDG Progress Update (draft). Phnom Penh.

<sup>6</sup> The Ministry of Agriculture, Forestry and Fisheries reported 3.1 million mt surplus of paddy rice production in 2009/10.

<sup>7</sup> FAO. 2010 Cambodia Country Profile (based on 2005–2007 data).

<sup>8</sup> Ministry of Planning. 2008. Cambodia Anthropometric Survey. Phnom Penh.

<sup>9</sup> WFP. 2008. Comprehensive Food Security and Vulnerability Analysis (CFSVA) in Cambodia.

and only 8 percent of crops are irrigated), and have few cash-earning employment opportunities, typically seasonal casual wage labour.

6. Food and nutrition insecurity in Cambodia is predominantly rural; 92 percent of food-insecure households live in the countryside. The geographic distribution of food and nutrition insecurity varies among provinces and ecological zones. The 2007 WFP/FAO Integrated Food Security and Humanitarian Phase Classification (IPC) categorized 10 of Cambodia's 24 provinces as chronically food-insecure.<sup>10</sup> The 2008 CFSVA identified the Tonle Sap and Plateau ecological zones as those most food-insecure. Of the 14 provinces in these two zones, 9 have a stunting prevalence of more than 40 percent.<sup>8</sup>
7. Cambodia is highly vulnerable to climate shocks and experiences regular flooding and droughts with negative economic and human development impacts. With more erratic and severe weather patterns predicted for the future, the frequency and intensity of natural disasters are likely to increase, with a potentially serious impact on food security.

## Health and Nutrition

8. Cambodia has a high child mortality rate with 83 deaths/1,000 live births, or 30,000 under-5 deaths per year. Undernutrition accounts for an estimated 35 percent of deaths in this age group.<sup>11</sup>
9. Undernutrition remains a major public health problem. Among children under 5, 39.5 percent are chronically malnourished (stunted), 28.8 percent underweight and 8.9 percent acutely malnourished (wasted).<sup>12</sup> Diets poor in vitamin A, iron, zinc and other essential micronutrients are common, with more than 65 percent of caloric intake provided by cereals, mainly polished white rice. The prevalence of anaemia is at severe levels in all population groups.<sup>13</sup> Maternal mortality is high at 472 deaths/100,000 live births.
10. Sentinel surveillance data show a steady decrease in HIV prevalence in the population aged 15 to 49 years, from 2 percent in 1998 to the 2009 level of 0.7 percent. In 2010, there were an estimated 58,000 people living with HIV (PLHIV), with 40,000 undergoing anti-retroviral treatment.

## Education

11. The Government has made significant progress towards achieving universal access to primary education, reaching an official national primary school net enrolment rate of 95 percent.<sup>14</sup> Progress has also been achieved to reduce the gender gap, with the girl-boy ratio improving from 0.87 in 2001 to 0.91 in 2010.
12. However, on average, only 6 out of 10 children entering primary school continue until grade 6; in rural remote areas the figure drops to 3 out of 10.<sup>14</sup> Cambodia has one of the

<sup>10</sup> Note: In 2008 the terminology "chronically food-insecure" was removed from the IPC and replaced by "moderately/borderline food insecure".

<sup>11</sup> Black, R.E., Allen, L.H., Bhutta, Z.A., Caulfield, L.E., de Onis, M., Ezzati, M., Mathers, C., Rivera, J., *et al.* for the Maternal and Child Undernutrition Study Group. 2008. Maternal and child undernutrition: global and regional exposures and health consequences. *The Lancet* 371 (9608): 243–260.

<sup>12</sup> Ministry of Planning, 2008. Cambodia Anthropometric Survey. According to the WHO classification, both stunting and underweight levels are therefore "serious" very close to "critical", with wasting levels "serious".

<sup>13</sup> 62 percent among children under 5, 47 percent of women of reproductive age, and 57 percent of pregnant women. Ministry of Planning. 2005. Cambodia Demographic and Health Survey (CDHS). Phnom Penh.

<sup>14</sup> Ministry of Education, Youth and Sport. 2010. Education Management Information System (EMIS), 2009-2010.

highest drop-out rates in East Asia<sup>15</sup> and the region's largest proportion of economically active children between 10 and 14 years old.<sup>16</sup>

13. The Cambodian primary school gross enrolment rate of 125 percent indicates a serious problem of over-aged children in the education system.<sup>14</sup> Almost 90 percent of all primary schoolchildren are over-aged with a main contributing factor being late school entry.<sup>17</sup> Over-aged schoolchildren are more likely to engage in labour activities, leading to a cycle of low attendance, high repetition and high drop-out.

### **Royal Government of Cambodia Policies**

14. Government policy has undergone comprehensive reform and prioritizes good governance and socio-economic development. The 2009–2013 National Strategic Development Plan (NSDP) articulates the Government's vision to achieve the Cambodia MDGs and reduce poverty. The NSDP proposes to address food security challenges with cross-sectoral investments to improve food access while prioritizing the creation of social safety nets, including some based on food. Government food security and nutrition policies are further articulated in the 2008–2012 Strategic Framework for Food Security and Nutrition (SFFSN) and the 2009–2015 National Nutrition Strategy (NNS). The National Social Protection Strategy (NSPS)<sup>18</sup> sets out the Government's new approach to harmonize and expand social safety net coverage, and to mainstream food insecurity and nutrition in many interventions.
15. Highly dependent on official development assistance (ODA) funding, the Government's annual budget for development-oriented social sectors remains stable, but below regional averages.<sup>19</sup> Few core resources are allocated to non-agricultural food security programmes or nutrition interventions. However, the Government welcomes international assistance to support the development of national capacities, models and systems that can lead to comprehensive and sustainable solutions to food insecurity and undernutrition.

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### **PAST COOPERATION AND LESSONS LEARNED**

16. WFP has been in Cambodia since 1979, and has acquired significant knowledge of household food security, accumulated extensive field experience and developed strong relationships with the Government and a range of other cooperating partners. These comparative advantages are complemented with reliable resource supply chains and solid knowledge of food markets.
17. Since the late 1990s WFP has provided assistance to an annual average of 1 million food-insecure Cambodians in highly food-insecure areas through school feeding; food for work (FFW); and support to vulnerable groups, including pregnant and lactating women, children under 2, households affected by HIV, and tuberculosis (TB) patients. It has always worked closely with national and local authorities, cooperating partners and the private sector.

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<sup>15</sup> United Nations Educational, Scientific and Cultural Organization (UNESCO). 2010. Education for All–Global Monitoring Report 2009. Paris.

<sup>16</sup> Inter-agency Study on the Impact of Rising Food Prices on Child Labour in Cambodia, May 2009.

<sup>17</sup> UNESCO. 2010. Education for All–Global Monitoring Report 2009. Paris, p. 68.

<sup>18</sup> Under approval.

<sup>19</sup> Ministry of Economy and Finance; World Development Indicators.

18. School feeding has benefited 500,000 students per year since 2008. A 2010 impact evaluation found that school feeding was an incentive for parents to send their children to school, reduced negative coping mechanisms through value transfer, and helped improve schoolchildren's nutritional status. Its recommendations included expanding the take-home ration (THR) programme aligned with the NSPS, continuing food fortification pilots that increased the nutritional value of the food basket, strengthening partnerships to ensure delivery of comprehensive support packages, and furthering efforts to develop national capacity and sustainable models.<sup>20</sup>
19. A 2010 mid-term evaluation of the mother-and-child health and nutrition (MCHN) programme found qualitative evidence of improved nutritional status of targeted children, increased attendance at antenatal clinics, higher number of deliveries in health centres, and faster post-delivery recovery of mothers where the programme operated. The intervention also catalysed community-based nutrition programmes, helping to link complementary inputs from non-governmental organization (NGO) cooperating partners with local health services. The evaluation recommended that opportunities for improved sustainability be sought through increased partnership, greater alignment with the national nutrition strategies, better linkages to social safety nets and the development of an affordable, locally produced fortified complementary food.
20. The food-for-work (FFW) activities beginning in the mid-1990s have built and rehabilitated rural community infrastructure, including over 10,000 km of feeder roads, more than a third of the national tertiary road network. WFP has also developed standards, work norms and management tools now used by the Government and other agencies for labour-intensive community works programmes. A 2010 FFW appraisal mission confirmed that WFP interventions functioned as a safety net and strengthened communities' resilience to shocks through asset creation. The mission noted the need to improve targeting and operational modalities to increase participation of the ultra-poor. It also recommended that the FFW portfolio be expanded to include more projects that addressed climate change.
21. Markets and the private sector have an important role in delivering services. By purchasing food in Cambodia through competitive tender, WFP supports local markets and directly benefits producers and traders. WFP's 2010 market assessments have shown that food markets are functional and well-integrated in most parts of the country. This means that cash or voucher modalities are increasingly relevant in Cambodia and should be tested.

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## STRATEGIC FOCUS OF THE COUNTRY PROGRAMME

### Goal and Purpose

22. The long-term vision of WFP is for all Cambodians to have access to sufficient and diverse food at all times to meet their nutritional needs. This requires integrated and cross-sectoral investments in robust food security systems that can be fully nationally owned by the Government, civil society, private sector and communities. With a particular emphasis on social protection for the most vulnerable, WFP's goal is to support the development of long-term food security systems while addressing immediate food security needs with sustainable models.

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<sup>20</sup> "Summary Report of the Impact Evaluation of School Feeding in Cambodia" (WFP/EB.1/2011/6-B).

23. The country programme (CP) has two objectives:
- **Beneficiary level:** To support and strengthen the food and nutrition security of the most vulnerable households and communities in ways that build long-term social capital and physical assets.
  - **Systems level:** To build models and strengthen capacities that promote the development of sustainable national food security systems.
24. The CP supports outcomes 1, 2 and 5 of the United Nations Development Assistance Framework (UNDAF) 2011–2015<sup>21</sup> and WFP’s Strategic Objectives 2, 4 and 5.
25. Building on WFP’s strengths and experience, and adapting to the dynamic Cambodia context, the CP will progressively reposition WFP through three transitions:
- i) **From recovery to development.** This first five-year CP follows years of relief and recovery programmes reflecting the level of stability and security achieved in the country.
  - ii) **From food aid to food assistance.** WFP will expand the modalities it uses to include cash and vouchers in addition to conventional in-kind food transfers.
  - iii) **From an implementer to an enabler of national ownership and capacity.** WFP will move toward enabling the development of long-term, more sustainable and nationally owned food-security solutions.

## Programme Components

26. The CP components are areas of recognized WFP strength: food-based social safety nets in the sectors of education, nutrition and productive assets/livelihoods support. They build on experience, incorporate lessons learned from evaluations and reflect consultations with the Government and partners. They seek to achieve both positive food security outcomes and broader development objectives.<sup>22</sup> The scale and scope of each component are guided by partners’ availability, supply chain efficiencies, opportunities for internal and external integration, WFP’s comparative value-added within each sector, and alignment with government and partner priorities and strategies.

TABLE 1: BENEFICIARIES BY COMPONENT			
Component	Men/boys	Women/girls	Total
1 – Education	966 717	953 027	*1 919 744
2 – Nutrition	98 638	150 042	248 680
3 – Productive assets and livelihood support	333 974	333 982	667 956
<b>TOTAL</b>	<b>1 399 329</b>	<b>1 437 051</b>	<b>*2 836 380</b>

\* Including 119,712 beneficiaries who will benefit from cash transfers

<sup>21</sup> UNDAF Outcome 1 – More people benefit from, and participate in, economic growth; Outcome 2 – More men, women, children and young people enjoy equitable access to health and education; Outcome 5 – More people, especially the poor and vulnerable, benefit from improved social safety net and social security programmes [...].

<sup>22</sup> For example, food scholarships reduce negative coping mechanisms of food-insecure households while promoting government priorities in education and social protection.

⇒ *Component 1 – Education*

27. Education leads to improved food security and nutrition and is one of the most successful long-term food security investments.<sup>23</sup> With WFP's impact evaluation confirming the positive outcomes of the school feeding programme in Cambodia, WFP will maintain education as the largest component in its portfolio.
28. The education component will promote food security and attendance through the provision of nutritious breakfasts and targeted food scholarships.<sup>24</sup> It will also support education priorities of the Government<sup>25</sup> to promote early childhood development and right-age enrolment, reduce drop-out rates and encourage completion of primary education.
29. A food scholarship programme will provide high-impact safety nets to children of vulnerable households in food-insecure areas. The CP will use education as an entry point for achieving food security objectives, under the NSPS.
30. WFP will continue to improve effectiveness, efficiency and alignment with national systems. It will work with domestic food suppliers and explore introducing locally produced fortified food products to improve children's access to micronutrients.
31. Building on the Government's scholarship model, WFP will pilot the use of cash in lieu of food scholarships. Findings from the evaluation of the cash pilot implemented by WFP and from other food- and cash-based modalities will inform government decisions concerning expansion of appropriate types of transfer schemes within the NSPS.
32. The education component will be implemented primarily by school authorities. It will complement the Government's Child-Friendly School Policy<sup>26</sup> to improve school environments. Where possible, WFP will encourage cooperation with communities and NGOs to provide additional inputs such as learning material, teacher training, water and sanitation facilities, school gardens, and education in health, nutrition and hygiene.

⇒ *Component 2 – Nutrition*

33. The National Nutrition Programme is developing intervention models to address undernutrition among mothers and young children with a view to establishing comprehensive nutrition services to be delivered through the health system and at the community level.<sup>27</sup> Rather than implementing a large-scale direct food assistance programme, this CP positions WFP in partnerships to develop sustainable food assistance models for promoting nutrition outcomes and to strengthen the evidence base needed for informing national policy.
34. Based on discussions with government counterparts, the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO), WFP will focus on MCHN to help prevent chronic undernutrition during the "1,000 days window of opportunity" from

<sup>23</sup> Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. and Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*, Chapter 3. Washington DC, WFP and World Bank.

<sup>24</sup> "Food scholarships" are take-home rations.

<sup>25</sup> Ministry of Education, Youth and Sport. Education Strategic Plan and Education Sector Support Plan. Phnom Penh.

<sup>26</sup> To be implemented with the technical support of UNICEF and NGOs.

<sup>27</sup> With the Government and five other United Nations Agencies, WFP will continue its engagement in the three-year MDG Fund "Joint Programme (JP) for Children, Food Security and Nutrition in Cambodia", targeting children under 2 with moderate acute undernutrition through a pilot curative, supplementary feeding programme in two provinces.

conception to 23 months. Community-based nutrition interventions, including preventive supplementary feeding, will be designed with partners to increase access to micronutrient-rich and energy-dense foods for pregnant and lactating women and children under 2. The nutrition component will also aim to promote positive behavioural change in infant and child feeding and care practices, and to encourage use of health care services, including antenatal and postnatal care.

35. WFP will work with partners to develop and evaluate approaches such as vouchers for locally fortified blended foods and locally produced nutritious food. WFP will continue with its food fortification projects, including an ongoing rice fortification pilot.
36. For PLHIV, WFP will transition during the CP from providing direct transfers through a food-based impact mitigation programme to increasing government and NGO capacity to provide comprehensive nutritional assessment, education, and counselling support within national care and treatment programmes.

⇒ *Component 3 – Productive assets and livelihood support*

37. Investments in agricultural productivity are of high priority for both government and development partners. Working at an operational intersection point of many of these investment strategies, WFP is well positioned to link food-insecure households with agricultural production schemes and food supply chain initiatives under a comprehensive asset and livelihood promotion approach. Through the Productive Assets and Livelihood Support (PALS) programme, WFP will connect local agricultural production with food consumption needs through a comprehensive asset and livelihood promotion approach.
38. Through PALS, WFP will develop a transfer system using a combination of food-for-assets (FFA) activities for food-insecure households and targeted vulnerable group feeding (VGF) for those people unable to participate in the FFA activities because of physical or social incapacity. Links to other partners' productive schemes (such as life-skills training, micro-credit and savings programmes and homestead food production) will offer opportunities for self-reliance.
39. The FFA interventions will provide off-season labour opportunities for food-insecure households to participate in creating community assets. Through a participatory process, communities will select assets that help generate higher agricultural productivity, increased access to markets and social infrastructure, and improved resilience to climate shocks. Community assets may include tertiary feeder roads, irrigation canals, small dams and dykes, fish ponds and trees. WFP will continue to ensure due diligence in minimizing the environmental impact of its FFA interventions.
40. Both FFA and VGF will be managed in collaboration with commune councils and integrated within the Government's National Program for Sub-National Democratic Development (2010–2019).<sup>28</sup> FFA design and processes are expected to inform a national public works programme (currently under development under the NSPS) which could eventually incorporate WFP's PALS component.

### **Targeting, Vulnerability Analysis and Rations**

41. On the basis of the 2008 CFSVA and IPC food security updates, WFP will concentrate its interventions in provinces with high prevalence of food insecurity and malnutrition.<sup>29</sup> Targeting at the district and commune levels will be based on statistical modelling

<sup>28</sup> Through the Commune Development Plans and Commune Investment Plans.

<sup>29</sup> WFP will initially focus on 12 provinces and could eventually work in other food-insecure provinces.

cross-referenced with the Cambodia Commune Database. At the household level, vulnerability analysis and mapping (VAM) will help to identify the most vulnerable people, in consultation with local authorities, community representatives and cooperating partners. WFP will align its targeting tools with the Government's Identification of Poor Households ("IDPoor") system.

42. In addition to providing critical information for WFP's decision-making, VAM will provide food security information to the Government, United Nations agencies and development partners. VAM will also support the Government's efforts to establish a national food security monitoring system and develop capacity to track fluctuations in food security levels.<sup>30</sup> VAM will help ensure shared understanding of food security issues and common priorities for action.

**TABLE 2: FOOD RATION/CASH TRANSFER BY COMPONENT**

	US\$	CSB	Sugar	Fortified noodles	Rice	Fish	Oil	Salt	Beans	Total	Total kcal/ day	% kcal from protein	% kcal from fat
<b>Component 1 – Education</b>													
School meals (g/person/day)					115	15	5	3	15	153	555	10.4	15.2
School meals (g/person/day)				90						90	560		
Pre-schools (g/person/day)				65						65	405		
Take-home rations (kg/person/month)					10					10			
Cash scholarships (US\$/person/month)	5									5			
Volunteers (cooks/storekeepers) (kg/person/month)					15					15			
<b>Component 2 – Nutrition</b>													
PLHIV/OVC* (kg/household/month)					25					25			
MCHN (children 6-24 months and pregnant and lactating women) (g/person/day)		200	25				10			235	1 077	13.4	26.7
<b>Component 3 – Productive assets and livelihood support</b>													
Excavation/fill/compaction (kg/m <sup>2</sup> )					3.5					3.5			
Grassing (kg/m <sup>2</sup> )					0.5					0.5			
Ponds (kg/m <sup>2</sup> )					4.5					4.5			
Tree planting (kg/tree)					1					1			
FFA Project Committee (for management)					3% of total FFA project								
VGF(kg/household/month)					25					25			

\* Orphans and other vulnerable children

<sup>30</sup> WFP will retain stand-by capacity for emergency response following shocks in case of a government appeal for such assistance.

43. The food items were selected in line with cultural food habits and WFP's guidelines and policies. The value of the cash scholarship reflects the local market value of the take-home ration.

**TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY COMPONENT (mt)**

	Component 1 – Education	Component 2 – Nutrition	Component 3 – Productive assets and livelihood support	Total
CSB		8 460		8 460
Sugar		1 058		1 058
Fortified noodles	1 126			1 126
Rice	90 476	4 770	20 039	115 285
Fish	4 435			4 435
Oil	1 477	423		1 900
Salt	887			887
Beans	4 435			4 435
Cash transfer (US\$)	2 940 000			2 940 000
<b>TOTAL</b>	<b>102 836</b>	<b>14 711</b>	<b>20 039</b>	<b>137 586</b>
<b>% of total requirements<sup>31</sup></b>	<b>75</b> (excl. cash transfers)	<b>11</b>	<b>15</b>	<b>100</b> (excl. cash transfers)

### Partnerships, Capacity Development and National Ownership

44. Social protection is a cross-cutting area to which WFP adds value by modeling and improving service delivery to food-insecure people. WFP's main government partners will include the ministries of education, health, and rural development. WFP will continue co-facilitating the Technical Working Group on Food Security and Nutrition chaired by the Council for Rural and Agricultural Development.
45. WFP will work with counterparts to strengthen national food-security systems and to increase institutional capacities needed for enhanced national ownership of hunger solutions; such efforts will be based on evidence and lessons from field work and monitoring and evaluation (M&E). The approach to WFP's Strategic Objective 5 will have four inter-related priorities:
- i) **Advocacy.** This is carried out to ensure adequate understanding of food insecurity facts, figures and causal dynamics. WFP will draw on food security analysis and evidence from its programme to inform counterparts and stakeholders about food insecurity and undernutrition. Activities will include training of counterparts, engagement at higher levels of Government, organization of consultations and seminars, high-level field missions, and participation in policy-making and strategy development.
  - ii) **Modeling.** WFP will establish evidence-based interventions that can be replicated and scaled up by counterparts. Examples include piloting cash scholarships for primary school students and evaluating cash versus food scholarships to build the evidence for

<sup>31</sup> Food allocated to each component as percentage of total food.

the most effective and efficient models; and supporting local production of fortified blended food that would initially supply WFP and government programmes through in-kind transfers or vouchers, and eventually be made more widely available.

- iii) **Institutional development.** WFP will help strengthen national structures for analysing, monitoring and addressing food insecurity. A capacity assessment of institutions will identify gaps that could be addressed by WFP capacity-development activities. WFP will train, share knowledge and outpost expertise to government agencies to help formulate food security and social protection policies and to implement relevant programmes. In line with government decentralization strategy, WFP capacity-development activities will include commune- and district-level institutions.
  - iv) **Hand-over.** Together with the Government, and taking into account the above three priorities, WFP will formulate component-specific hand-over strategies customized to the capacity of the respective counterparts. For example, some VAM activities will be the first to be handed over: the food price and wage tracking system is expected to be handed over by 2012.
46. As outlined in the UNDAF, WFP will collaborate with other United Nations agencies, developing new areas for operational and technical partnerships. WFP will seek collaboration with UNICEF to provide among other things comprehensive packages for education, health and nutrition, and will work with FAO to provide joint technical and financial support to the Government's Food Security and Nutrition Information System and to seek collaborative opportunities under PALS.

## PROGRAMME MANAGEMENT, MONITORING AND EVALUATION

- 47. WFP will support programme management and the resource supply chain, provide technical guidance, determine benchmarks and outcomes for each component, and ensure rigorous M&E. WFP's Enhanced Commitments to Women will continue to be mainstreamed.
- 48. Over the course of the CP, WFP will assess and report on the impact of food assistance in line with the corporate results-based management approach. Baseline and end-of-programme surveys for each component will be conducted by external consultants in consultation with the country office and regional bureau. There will be a mid-term evaluation.
- 49. The country office has developed an extensive output monitoring system. Over 8,000 monitoring visits are conducted annually to food distribution sites and beneficiary households for post-distribution spot-checks. It will continue to increase the ability of its staff and partners to demonstrate the effectiveness and efficiency of its assistance.
- 50. To help partners maximize the efficiency of deliveries, WFP will provide technical support and training in programme implementation, resource management and reporting, along with appropriate equipment.
- 51. Three sub-offices will share responsibility for programme implementation and monitoring. In line with the WFP Strategic Results Framework and outcome measurement strategy, a standardized M&E toolkit, with checklists for site visits and monthly reporting forms, has been developed for all programme components.
- 52. Over 75 percent of food requirements will be purchased locally and, whenever possible, from small farmers groups or cooperatives.

53. WFP's resource mobilization strategy will focus on building credibility through well-managed, accurately targeted joint monitoring activities with cooperating partners to demonstrate results. WFP will continue to rely on a variety of donors through directed and multilateral funding, and private-sector contributions. Strategies are in place to raise complementary resources from vertical funding sources or special thematic single/pooled donor accounts. On the basis of the UNDAF, WFP will continue to seek opportunities for joint funding.
54. As a supporter of WFP, the Government has provided annual contributions of rice with accompanying cash since 2007. WFP will seek renewed and increased financial support from the Government in line with its focus on strong partnership that works towards nationally owned solutions to fight food insecurity.

## ANNEX I-A

WFP PROJECT COST BREAKDOWN (US\$)				
	Component 1	Component 2	Component 3	Total
Food ( <i>mt</i> ) <sup>1</sup>	102 836	14 711	20 039	<b>137 586</b>
Food cost	58 045 762	7 429 320	10 075 978	<b>75 551 060</b>
Cash transfers	2 940 000			<b>2 940 000</b>
<b>Total food/cash, by component</b>	<b>60 985 762</b>	<b>7 429 320</b>	<b>10 075 978</b>	<b>78 491 060</b>
External transport				5 981 390
Landside transport storage and handling (total)				11 761 018
Landside transport storage and handling ( <i>per mt</i> )				85.48
<b>Other direct operational costs</b>				<b>7 256 920</b>
Total direct operational costs				103 490 388
Direct support costs <sup>2</sup>				19 789 195
Indirect support costs <sup>3</sup> (7.0 percent)				8 629 571
<b>TOTAL WFP COSTS<sup>4</sup></b>				<b>131 909 154</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

<sup>4</sup> An estimated US\$8.1 million has been earmarked under DSC and ODOC for SO5 related activities.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff-related costs</b>	
International professional staff	6 516 577
National officers	2 296 723
General service	3 034 313
Temporary assistance	1 613 103
International consultants	865 006
United Nations volunteers	224 875
Staff duty travel	2 076 278
<b>Subtotal</b>	<b>16 626 875</b>
<b>Recurring expenses</b>	
Rental of facility	413 400
Utilities	252 500
Office supplies and other consumables	150 000
Communications services	347 500
Equipment repair and maintenance	54 500
Vehicle running cost and maintenance	1 108 020
Office set-up and repairs	99 400
<b>Subtotal</b>	<b>2 425 320</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	357 000
Communications equipment	101 000
Local security costs	279 000
<b>Subtotal</b>	<b>737 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>19 789 195</b>

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<p><b>UNDAF Outcome 1</b></p> <p>By 2015, more people living in Cambodia benefit from, and participate in, increasingly equitable, green, diversified economic growth</p>	<p>1.5 Household food consumption score</p> <p>1.16 Percentage of breastfed children 6–23 months old receiving appropriate complementary feeding</p>	<p><b>Risks:</b></p> <p>Unpredictable economic fluctuations</p> <p>Uncertainty of the impact of external shocks such as macroeconomic natural disasters or health shocks on people's income</p> <p><b>Assumptions:</b></p> <p>Early recovery from the economic crisis; economic stability</p> <p>Significant progress achieved in developing social protection systems</p> <p>Sufficient government and donor resources committed for social protection reform measures</p>
<p><b>UNDAF Outcome 2</b></p> <p>By 2015, more men, women, children and young people enjoy equitable access to health and education</p>	<p>2.2 Prevalence of underweight (weight for age &lt; -2 SD) children &lt; 5 years of age</p> <p>2.19 Percentage of adults and children with advanced HIV infection receiving anti-retroviral therapy</p> <p>2.35 Net enrolment in early childhood education (state and community-based preschools)</p>	
<p><b>UNDAF Outcome 5</b></p> <p>By 2015, more people, especially the poor and vulnerable, benefit from improved social safety net and social security programmes as an integral part of a sustainable national social protection system</p>	<p>5.16 Percentage of poor/vulnerable people who benefit from social safety nets, disaggregated by: sex, age, rural/urban and socio-economic characteristics</p> <p>5.7 Percentage of government budget allocated to social protection</p> <p>5.9 Harmonized inter-agency targeting mechanisms</p>	
<b>COMPONENT 1: Education</b>		
<b>Strategic Objective 4: Reduce chronic hunger and undernutrition</b>		
<p><b>Outcome 1:</b> Increased access to education and human capital development in assisted schools</p>	<p>➤ Attendance rate: number of schooldays in which girls and boys attend classes in assisted schools as % of total number of schooldays</p> <p>Target: Attendance rate of 90% met or exceeded for 80% of assisted schools</p>	<p>Economic stability</p> <p>Strong government commitment</p> <p>Government and partners able to provide complementary resources</p> <p>Quality of education at community level adequate</p>



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<b>Outcome 2:</b> Decrease in school drop-out in assisted schools	<ul style="list-style-type: none"> <li>➤ Drop-out rate</li> </ul> Target: Drop-out rate is decreased by 5% in 80% of assisted schools	
<b>Outcome 3:</b> Increased right-age enrolment in assisted schools	<ul style="list-style-type: none"> <li>➤ Net admission rate: number of new grade 1 intakes at age 6 as % of total age-6 population</li> </ul> Target: Net admission rate is increased by 5% in 80% of assisted schools	
<b>Outputs 1.1/2.1/3.1:</b> Food and non-food items distributed in sufficient quantity and quality to target women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> <li>➤ Number of women, men, girls and boys receiving food and non-food items by category and as % of planned figures</li> <li>➤ Tonnage of food distributed by type as % of planned amount</li> </ul>	Performance and accountability at local level sufficient  Adequate capacity to implement at school and community levels
<b>Outputs 1.2/2.2/3.2:</b> Cash distributed in sufficient quantity to targeted women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> <li>➤ Number of women, men, girls and boys receiving cash by category and as % of planned figures</li> <li>➤ Amount of cash distributed as % of planned figures</li> </ul>	
<b>Outputs 1.3/2.3/3.3:</b> School feeding coverage aligned with programme of work	<ul style="list-style-type: none"> <li>➤ Number of schools assisted by WFP as % of planned number</li> </ul>	
<b>Strategic Objective 5: Strengthen the capacities of countries to reduce hunger including through hand-over strategies and local purchase</b>		
<b>Outcome 4:</b> Broader national policy frameworks incorporated hunger solutions	<ul style="list-style-type: none"> <li>➤ Percentage increase in government's funding for hunger solution tools in national plans of action</li> </ul>	Strong government commitment
<b>Outcome 5:</b> Delivery models nationally owned with WFP capacity development support	<ul style="list-style-type: none"> <li>➤ Number of delivery models nationally owned</li> </ul> Target: 1	Capacity of government to adapt models
<b>Output 4.1:</b> Capacity and awareness developed through WFP-organized actions/training	<ul style="list-style-type: none"> <li>➤ Number of hunger solution tools being funded under national plans of action</li> </ul>	Government budget sufficient
<b>Output 5.1:</b> Sustainable delivery models developed, tested and evaluated and lessons learned shared at national forums	<ul style="list-style-type: none"> <li>➤ Number of sustainable delivery models in place by type</li> </ul> Target: 1	Alternative model is cost effective and sustainable



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<b>COMPONENT 2: Nutrition</b>		
<b>Strategic Objective 4: Reduce chronic hunger and undernutrition</b>		
<b>Outcome 6:</b> Improved nutritional status of targeted women, girls and boys	<ul style="list-style-type: none"> <li>➤ Prevalence of stunting (% height-for-age below -2 Z-scores) among targeted children 6–23 months Target: 10% reduction per year</li> <li>➤ Prevalence of underweight (% weight-for-age below -2 Z-scores) among targeted children 6–23 months Target: 10% reduction per year</li> </ul>	Cooperating partners and technical expertise available to support implementation Availability of complementary assistance (non-food inputs) Pipeline stability Adequate linkages to health care and social services
<b>Outcome 7:</b> Adequate food consumption over assistance period for targeted households <sup>1</sup>	<ul style="list-style-type: none"> <li>➤ Household food consumption score Target: score exceeds threshold of 38.5 for 80% of targeted households</li> <li>➤ Coping strategy index Target: Reliance on negative coping mechanisms decreased for 80% of targeted communities</li> </ul>	
<b>Outputs 6.1/7.1:</b> Food and non-food items distributed in sufficient quantity and quality to target women, men, girls and boys	<ul style="list-style-type: none"> <li>➤ Number of women, men, girls and boys receiving food and non-food items by category and as % of planned figures</li> </ul>	Performance and accountability at local level sufficient Adequate capacity at community level to implement activities
<b>Outputs 6.2/7.2:</b> Food and non-food items distributed in sufficient quantity and quality to target women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> <li>➤ Tonnage of food distributed by type as % of planned distribution</li> </ul>	
<b>Strategic Objective 5: Strengthen the capacities of countries to reduce hunger including through hand-over strategies and local purchase</b>		
<b>Outcome 8:</b> Broader national policy frameworks incorporated hunger solutions	<ul style="list-style-type: none"> <li>➤ Percentage increase in Government's funding for hunger solution tools in national plans of action</li> </ul>	Strong government commitment
<b>Output 8.1:</b> Capacity and awareness developed through WFP-organized actions/training	<ul style="list-style-type: none"> <li>➤ Number of hunger solution tools being funded under national plans of action</li> </ul>	Government budget sufficient

<sup>1</sup> Corporate outcome indicator for food-based safety net programmes for PLHIV/OVCs; project-specific outcome indicator for MCHN programme.

<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Risks, assumptions</b>
<b>Outcome 9:</b> Delivery models nationally owned with WFP capacity development support	➤ Number of delivery models nationally owned Target: 1.	Capacity of Government to adapt models.
<b>Output 9.1:</b> Sustainable delivery models developed, tested and evaluated and lessons learned shared at national forums	➤ Number of sustainable delivery models in place by type Target: 1	Alternative model is cost effective and sustainable
<b>COMPONENT 3: Productive Assets and Livelihood Support</b>		
<b>Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures</b>		
<b>Outcome 10:</b> Hazard risk reduced at community level in targeted communities	➤ Household assets score Target: Risk reduction and disaster mitigation assets increased for 80% of targeted households ➤ Community assets score Target: Risk reduction and disaster mitigation assets increased for 80% of targeted communities	Number and severity of disasters Cooperating partners and expertise available to support implementation
<b>Outcome 11:</b> Adequate food consumption over assistance period for targeted households at risk of falling into acute hunger	➤ Household food consumption score Target: score exceeds threshold of 38.5 for 80% of targeted households ➤ Coping strategy index Target: Reliance on negative coping mechanisms decreased for 80% of targeted communities	
<b>Outputs 10.1/11.1:</b> Built or restored disaster mitigation assets by targeted communities	➤ Risk reduction and disaster mitigation assets created or restored by type and unit of measure	Commitment and ownership by community
<b>Outcome 12:</b> Early warning systems, contingency plans, food security monitoring systems in place and enhanced with WFP capacity development support	➤ Disaster preparedness index Target: Index equal to or greater than 7	Government commitment to and ownership of hunger information tools
<b>Output 12.1:</b> Disaster mitigation measures in place with WFP capacity development support	➤ Risk reduction and disaster preparedness and mitigation systems in place by type ➤ Number of government and counterpart staff members trained in food security monitoring systems	Human capacity sufficient Adequate support by government agencies



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<b>Strategic Objective 5: Strengthen the capacities of countries to reduce hunger including through hand-over strategies and local purchase</b>		
<b>Outcome 13:</b> Broader national policy frameworks incorporated hunger solutions	➤ Percentage increase in Government's funding for hunger solution tools in national plans of action	Strong government commitment
<b>Output 13.1:</b> Capacity and awareness developed through WFP-organized actions/training	➤ Number of hunger solution tools being funded under national plans of action	Government budget sufficient
<b>Outcome 14:</b> Delivery models nationally owned with WFP capacity development support	➤ Number of delivery models nationally owned Target: 1	Capacity of Government to adapt models
<b>Output 14.1:</b> Sustainable delivery models developed, tested and evaluated and lessons learned shared at national forums	➤ Number of sustainable delivery models in place by type Target: 1	Alternative model is cost effective and sustainable



# MAP OF CAMBODIA



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

## ACRONYMS USED IN THE DOCUMENT

ASEAN	Association of Southeast Asian Nations
CCA	(United Nations) common country assessment
CDHS	Cambodia Demographic and Health Survey
CDRI	Cambodia Development Resource Institute
CFSVA	comprehensive food security and vulnerability analysis
CP	country programme
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFW	food for work
IPC	Integrated Food Security and Humanitarian Phase Classification
JP	joint programme
MCHN	mother-and-child health and nutrition
MDG	Millennium Development Goal
NAPA	National Adaptation Programme of Action to Climate Change
NGO	non-governmental organization
NNP	National Nutrition Programme
NNS	National Nutrition Strategy
NSDP	National Strategic Development Plan
NSPS	National Social Protection Strategy for the Poor and Vulnerable
ODA	Official Development Assistance
OVC	orphans and other vulnerable children
PALS	Productive Assets and Livelihood Support
PLHIV	people living with HIV
TB	tuberculosis
THR	take-home ration
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
VGf	vulnerable group feeding
WHO	World Health Organization