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Distribution: General

Agenda item X

Date: 10 July 2023

WFP/EB.2/2023/X-X/DRAFT

Original: English

Operational matters – Country strategic plans

For approval

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## Draft Cambodia country strategic plan (2024–2028)

Duration	1 January 2024–31 December 2028
Total cost to WFP	USD 63,378,500
Gender and age marker*	4

\* <https://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

### Executive summary

Cambodia has achieved significant success in poverty reduction and human development. However, a substantial share of the population remains vulnerable to poverty, food insecurity, malnutrition and shocks. The coronavirus disease 2019 pandemic, the global food and fuel crisis and recent climate shocks have worsened an already precarious situation for many people, particularly in marginalized groups.

Human capital development, access to healthy diets and an end to malnutrition are ambitions on the national agenda that have yet to be achieved, impairing people's ability to engage actively as productive members of society. These issues need to be addressed for Cambodia to achieve its ambitious goal of reaching upper-middle-income country status by 2030.

To that end, WFP will adopt an integrated approach across the mutually reinforcing systems of social protection, food systems and disaster management, promoting healthy diets through nutrition-sensitive approaches in tandem with other investments, including in climate adaptation, that will reinforce food and nutrition security.

WFP will consolidate its enabling role and invest in evidence-based systems strengthening at the national and, increasingly, the subnational level, with a focus on supporting policy formulation and implementation, institutional effectiveness and financing for improved service delivery.

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This country strategic plan is aligned with government priorities and the priorities and guiding principles of the United Nations. Its formulation has been informed by evaluations, assessments and consultations aimed at ensuring that WFP focuses on its areas of comparative advantage as part of concerted efforts.

The country strategic plan will contribute to Sustainable Development Goals 2 and 17 and strategic outcomes 1 and 4 of WFP's strategic plan through the following three country strategic plan outcomes:

- *Outcome 1:* By 2028, systems are strengthened for people in Cambodia, particularly women and others most at risk of being left behind, to benefit from improved nutrition, education and social protection.
- *Outcome 2:* By 2028, food systems and disaster management systems in Cambodia are strengthened to better support the livelihoods, climate adaptive capability and ability to manage shocks of people in hazard-prone areas.
- *Outcome 3:* Crisis-affected populations in Cambodia are able to meet their food, nutrition and other essential needs during and after crises.

Outcome 1 focuses on WFP's contribution to human capital development; outcome 2 supports climate change adaptation by enhancing the resilience of food systems and of people exposed to shocks and stressors; and outcome 3 represents a contingency plan for crisis response and will be activated only if needed.

WFP will achieve these outcomes in partnership with the Royal Government of Cambodia at the national, subnational and local levels; United Nations partners including the other Rome-based agencies; research partners; communities and crisis-affected people; donors; and the private sector.

## **Draft decision\***

The Board approves the Cambodia country strategic plan (2024–2028) (WFP/EB.2/2023/X-X/X) at a total cost to WFP of USD 63,378,500.

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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.

## 1. Country analysis

### 1.1 Country context

1. Over the two decades that preceded the coronavirus disease 2019 (COVID-19) pandemic, Cambodia had one of the fastest growing national economies in the world. In 2021, the country met the criteria for graduating from least-developed country status, with full graduation expected in 2027.<sup>1</sup> Cambodia aspires to be an upper-middle-income country by 2030 and a high-income one by 2050.<sup>2</sup>
2. Driven mainly by wage earnings in the garment manufacturing, tourism and construction sectors, which underpinned economic growth, poverty fell by 1.6 percent per year from 2000, reaching 17.8 percent in 2019. However, rates vary considerably by locations. Poverty is lowest in Phnom Penh (4.2 percent) and other urban centres (12.6 percent) and highest in rural areas (22.8 percent),<sup>3</sup> where 60.6 percent of the population still reside, despite growing urbanization.<sup>4</sup>
3. A substantial share of the population (15 percent) remains near-poor and are at risk of falling into poverty or indebtedness when affected by shocks.<sup>5</sup> The size of the informal economy – in which 88.3 percent of workers are engaged, notably women<sup>6</sup> – compounds this situation. Six in ten households have one or more loans and many are trapped in a debt spiral.<sup>7</sup>
4. The pandemic, the global food and fuel crisis and significant climate shocks have worsened the situation for many people, notably those in traditionally marginalized and vulnerable population groups, including women, children, persons with disabilities, older persons, persons working in informal sectors and members of ethnic minorities. People who face intersecting inequalities fare even worse.<sup>8</sup>
5. Despite government support, which included cash transfers delivered to 2.7 million individuals (17 percent of the population), through expanded social protection systems, the economy and households suffered from the pandemic. In 2020, the economy contracted by 3 percent and the poverty rate rose for the first time by an estimated 2.8 percentage points.<sup>9</sup>
6. Education faces challenges. It is significantly under-resourced with a low teacher–pupil ratio. Enrolment in secondary schools (at 47 percent for lower secondary school and 28 percent for upper), learning outcomes and educational attainment remain low. Human capital indicators lag behind those of peer countries. Children born in Cambodia in 2020 are expected to be only 49 percent as productive when adults as they could be if they enjoyed full, good-quality education, good health and proper nutrition during childhood.<sup>10</sup>
7. Cambodia is highly exposed to climate change and related stressors and shocks are increasing in severity. The country ranks 14 of the 180 countries on the Climate Risk Index for 2000–2019.<sup>11</sup> Climate-related risks include rising heat stress and hydro-meteorological

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<sup>1</sup> United Nations. Department of Economic and Social Affairs. 2021. [Least Developed Country Category: Cambodia Profile](#).

<sup>2</sup> Government of Cambodia. 2018. [Rectangular strategy](#).

<sup>3</sup> World Bank Group. 2022. [Cambodia Poverty Assessment. Toward a more inclusive and resilient Cambodia](#).

<sup>4</sup> National Institute of Statistics. 2020. [General Population Census of the Kingdom of Cambodia 2019. National Report on Final Census Results](#).

<sup>5</sup> The daily per capita consumption of these people falls between the poverty line and 1.25 times the poverty line. World Bank Group. 2022. [Cambodia Poverty Assessment. Toward A More Inclusive and Resilient Cambodia](#).

<sup>6</sup> National Institute of Statistics. 2021. [Report on the Cambodia Labour Force Survey 2019](#).

<sup>7</sup> International Monetary Fund. 2022. [IMF Staff Completes 2022 Article IV Mission to Cambodia](#).

<sup>8</sup> Development Pathways. 2023. [Leave No-one Behind and Inclusion Analysis – WFP Cambodia](#) (draft report).

<sup>9</sup> World Bank Group. 2022. [Cambodia Poverty Assessment. Toward a more inclusive and resilient Cambodia](#).

<sup>10</sup> *Ibid.*

<sup>11</sup> Germanwatch. 2021. [Global Climate Risk Index 2021](#).

hazards, particularly floods and droughts, which occasionally lead to extreme events with loss of life and livelihoods. Cambodia is also highly vulnerable because of its demographic trends, socioeconomic features and limited capacity to adapt at all levels.

## 1.2 Progress towards the 2030 Agenda for Sustainable Development

8. The Cambodia Sustainable Development Goals (SDGs) localize the 2030 Agenda for Sustainable Development, aligning it with the national priorities embodied in the “rectangular strategy” and the national strategic development plan. Data and statistics systems are insufficiently advanced to adequately monitor progress towards SDG targets.
9. The United Nations common country analysis<sup>12</sup> notes significant progress in health outcomes, early childhood development and primary education in rural areas, which have enhanced life opportunities for young people.
10. However, the COVID-19 pandemic slowed progress towards the SDGs. It affected people’s livelihoods and access to basic services, threatening progress in human capital development, widening inequalities and increasing the vulnerability gap for people and communities at risk of being “left behind”. The pandemic’s socioeconomic aftermath, compounded by climate change and natural resource exploitation, has revealed Cambodia’s vulnerability to economic, social and climate shocks.
11. The common country analysis recommends reforms and sustained efforts to build human capital. Key measures include improving access to and the quality of public services; supporting inclusive, equitable and sustainable growth; protecting the environment; and addressing harmful social norms so as to create a more gender-equitable and inclusive society underpinned by accountable, responsive public institutions and adequate civic space.

## 1.3 Progress towards Sustainable Development Goals 2 and 17

### *Progress on Sustainable Development Goal 2 targets*

12. *Access to food.* Similar to poverty, the prevalence of vulnerability to food insecurity increased by 5 percentage points between 2019 and 2021, reaching 27.5 percent in its first increase for decades. Vulnerability to food insecurity is lowest in Phnom Penh (16.7 percent) and other urban areas (20.4 percent), and highest in rural areas (32.8 percent).<sup>13</sup> It is as high as 35.5 percent in the flood-prone areas of Tonle Sap and close to 32 percent in the Plateau region.<sup>14</sup>
13. In 2017, one in five people could not afford the least-expensive nutritious diet.<sup>15</sup> That proportion is likely to have increased with price inflation throughout 2021–2022,<sup>16</sup> resulting in the consumption of less nutritious but more affordable commodities.<sup>17</sup> Intra-household food distribution typically favours men and children over women, and persons with disabilities are also disadvantaged by intra-household power dynamics.<sup>18</sup>

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<sup>12</sup> United Nations in Cambodia. 2023. *Common Country Analysis – Building Forward Better Towards Transformative Growth and Development* (unpublished).

<sup>13</sup> WFP. 2023. *The Consolidated Approach for Reporting Indicators of Food Security (CARI) applied to the 2021 Cambodia socioeconomic survey* (unpublished).

<sup>14</sup> *Ibid.*

<sup>15</sup> WFP and Council for Agricultural and Rural Development. 2017. *Fill the Nutrient Gap: Cambodia*.

<sup>16</sup> WFP. 2022. *Market & Seasonal Monitoring Update*.

<sup>17</sup> Asian Development Bank, United Nations Children’s Fund and WFP. 2022. *Cambodia Socio-Economic Impact Assessment. Wave 11, September/October 2022* (unpublished).

<sup>18</sup> Development Pathways. 2023. *Leave No-one Behind and Inclusion Analysis – WFP Cambodia* (draft report).

14. *End malnutrition.* The prevalence of stunting (22 percent) and wasting (10 percent) among children under 5 years of age is “high” according to World Health Organization (WHO) thresholds. While stunting has declined by 10 percentage points since 2014, outpacing national targets, wasting prevalence has stagnated and is unlikely to meet the World Health Assembly targets by 2025.<sup>19</sup> Wasting prevalence is highest in rural areas (10.3 percent against 8.4 percent in urban areas) and among the poorest households.<sup>20</sup>
15. Cambodia is a priority country for the United Nations global action plan on wasting, which aims to address the key determinants of wasting including limited access to services, age-inappropriate feeding practices and hygiene, and inadequate dietary diversity. WFP will support several actions to tackle wasting, with a focus on prevention.
16. Micronutrient deficiencies are highly prevalent. In 2014, 81 percent of children under 5 and women and girls of reproductive age were considered deficient in at least one “sentinel” micronutrient and 93 percent of school-age children were considered zinc-deficient and 51 percent iron-deficient.<sup>21</sup> Obesity, overweight and non-communicable diet-related diseases are steadily increasing, contributing to a rising triple burden of malnutrition.
17. *Smallholder agriculture and food systems.* Agriculture’s share in gross domestic product is steadily decreasing (to 22 percent in 2020) but 57 percent of households are still engaged in agriculture. Of the country’s nearly 3 million smallholder farmers, a third possess less than 1 hectare of land. Owing to limited knowledge of market trends and demand, smallholders tend to focus on rice cultivation, employing largely traditional methods, with yields and quality that are vulnerable to climate shocks and limited internal control systems and traceability.
18. The agriculture sector suffered extensive crop and infrastructure losses during recent floods and droughts. Stressors such as natural resource degradation and price fluctuations, compounded by shocks, reduce smallholders’ adaptive capacities: 63 percent of agricultural households affected by droughts and floods in 2019–2020 had not recovered by 2021, and 75 percent had no coping strategies in case of repeated shocks.<sup>22</sup>
19. While food systems can play a critical role in improving resilience, reducing poverty, strengthening livelihoods and securing access to healthy diets, challenges remain. Some are at the farm level, such as poor water management and limited access to inputs, credit and knowledge, but many relate to post-harvest issues linked to low food processing capacity and poor food safety. High supply chain costs are transmitted along the value chain, reducing the affordability of more nutritious choices. A systems approach is needed to support the multiple drivers that contribute positively to food security and nutrition outcomes and leverage their co-benefits while limiting trade-offs.
20. Cambodia’s road map for food systems for sustainable development<sup>23</sup> (the “food systems road map”) sets out a vision of food systems that break the intergenerational cycle of malnutrition, strengthen local production and trade opportunities and strengthen systems for greater resilience to climate change and other shocks.

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<sup>19</sup> WFP, United Nations Children’s Fund and Association of Southeast Asian Nations. 2022. [ASEAN Food and Nutrition Security Report 2021](#).

<sup>20</sup> National Institute of Statistics, Directorate General for Health and ICF. 2023. [Cambodia Demographic and Health Survey 2021–22](#).

<sup>21</sup> National Institute of Statistics, Directorate General for Health and ICF International. 2015. [Cambodia Demographic and Health Survey 2014](#).

<sup>22</sup> National Institute of Statistics. 2022. [Cambodia Agriculture Survey 2020](#).

<sup>23</sup> Government of Cambodia. 2021. [Cambodia’s Roadmap for Food Systems for Sustainable Development 2030](#).

### **Progress on Sustainable Development Goal 17 targets**

21. *Capacity strengthening.* The capacity of government institutions is limited, contributing to low adoption of modern technologies and significant gaps in available data that hamper policy making and the tracking of progress towards the SDGs. The priorities of the Government include digital transformation and the strengthening of institutional capacity at the subnational and local levels as the country increasingly decentralizes its government.
22. *Policy coherence.* Government institutions struggle to address overlapping institutional mandates. Insufficient coordination among ministries and agencies and a mismatch between mandates and resources have slowed progress under the 2030 Agenda.
23. *Financing.* While Cambodia's fiscal capacity is improving, it still faces challenges, especially as financial resources were diverted to cope with the pandemic. International donors provide substantial resources, and official development assistance has grown steadily since 2000, reaching USD 1.3 billion in 2020.<sup>24</sup>

### **1.4 Hunger gaps and challenges**

24. *Institutional framework and capacities.* The agenda for achieving SDG 2 remains unfinished despite Cambodia's ambition to become a middle-income country. Systems, capacity, policy coherence and financing for the delivery of social protection, education, resilient food systems and disaster risk management must be strengthened in order to achieve SDG 2 and ensure that no one is left behind. While multisectoral coordination is well established at the national level, the following areas require furthering strengthening:<sup>25</sup>
  - technical and functional capacity at the national and subnational levels;
  - functional coherence to address the poor alignment of plans and policies;
  - operationalization of sector policies;
  - convergence of multisectoral service delivery at the subnational level to bring co-benefits for food security and nutrition;
  - budget allocations for the implementation of nutrition-sensitive interventions across sectors (in particular social protection, agriculture and education); and
  - good-quality data and analytical capacities to better inform policy and operational decisions.
25. *Healthy diets.* Demand for and consumption of healthy and nutritious diets remain sub-optimal with particularly low consumption of fruits and vegetables. With as much as 65 percent<sup>26</sup> of daily energy derived from rice, which is low in micronutrients and is not fortified, diets lack diversity. Only 51 percent of young children consume a minimally acceptable diet in terms of diversity;<sup>27</sup> the equivalent share among women and girls of reproductive age recently dropped to 23 percent.<sup>28</sup> The consumption of unhealthy foods and beverages is growing.<sup>29</sup>

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<sup>24</sup> World Bank. 2021. [Net official development assistance received \(current USD\) – Cambodia](#).

<sup>25</sup> These areas are identified on the basis of the Government of Cambodia's voluntary national review (forthcoming in 2023), capacity needs assessments conducted by WFP for key ministries and consultations that informed the formulation of this country strategic plan.

<sup>26</sup> National Institute of Statistics. 2020. [Report of Cambodia Socio-Economic Survey 2019/20](#).

<sup>27</sup> National Institute of Statistics, Directorate General for Health and ICF. 2023. [Cambodia Demographic and Health Survey 2021–22](#).

<sup>28</sup> Asian Development Bank, United Nations Children's Fund and WFP. 2022. [Cambodia Socio-Economic Impact Assessment, Wave 11, September/October 2022](#) (unpublished).

<sup>29</sup> *Ibid.*

26. Structural factors in the food system contribute to this situation and include insufficient year-round production of diverse food crops, particularly fruits and vegetables, the high cost of healthy foods, a proliferation of affordable unhealthy foods and a lack of fortified foods. Climate-related shocks and stressors also play a role, with adverse effects on food availability, quality (nutrition and food safety) and affordability (disrupting market access and price stability), weakening household and community resilience. Sociocultural norms and a lack of knowledge are also barriers to behavioural change.
27. Social protection has grown significantly since 2020 and has gained prominence in national development plans and expenditures. Cash transfers provided valuable income support to poor households during the pandemic, facilitated access to food and curbed the increase in poverty and inequality. However, Cambodia's social protection system requires strengthening to ensure equitable coverage, the quality of delivery, shock-responsiveness and nutritional impact.
28. Significant gaps in coverage remain, with only 12 percent of children, 15 percent of persons with disabilities and 9 percent of older people covered.<sup>30</sup> Social protection is fragmented among multiple programmes, and linkages between cash transfer programmes and complementary services have been limited. Social and behaviour change initiatives have been inconsistently integrated and transfer values may be too low to support positive nutrition outcomes.
29. At the nexus of disaster management and social protection, shock-responsive social protection has gained momentum, but the related policy framework requires finalization and operationalization. It is particularly important that the framework is put into practice as a large number of people are "at risk", constituting a "missing middle" of mostly low-wage informal workers who are not covered by either poverty-targeting or social insurance schemes. The framework is also key in supporting food security and nutrition given that people living in disaster-prone areas fare worse on related indicators because of the negative impacts of repeated climate stressors and shocks.
30. *Shocks and stressors.* While the national strategy for disaster risk reduction provides a general framework for cross-sectoral coordination, there are gaps in its operationalization related to actors' readiness and the coordination of the operational response. The principles of the Sendai Framework for Disaster Risk Reduction 2015–2030 relating to women, young people and persons with disabilities require further integration.
31. *Gender inequality.* Women are at risk of being left behind. Their vulnerability derives from gendered stereotypes, the normalization of male superiority and the limited availability of economic opportunities and corresponding poverty, especially in rural areas. Patriarchal social norms discriminating against women and girls affect all aspects of their lives. Despite more equal school enrolment rates for boys and girls, women are still 5 percent less likely than men to be literate, leading to unequal job opportunities and less economic mobility and stability. Women experience unequal intra-household power dynamics, with husbands estimated to perform only one tenth of domestic and care work. Women are also more likely to be married early in life. These factors influence a woman's ability to contribute equally to society outside the home. One in five Cambodian women report facing gender-based violence in their lifetimes.<sup>31</sup>

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<sup>30</sup> National social protection policy framework mid-term review, 2021 (unpublished).

<sup>31</sup> United Nations Cambodia. 2021. [Cambodia Common Country Analysis: Towards an Inclusive, Equitable and Sustainable Recovery](#).

## 2. Strategic implications for WFP

### 2.1 Achievements, lessons learned and strategic changes for WFP

32. *Alignment and repositioning.* As social protection gained momentum during the pandemic, WFP successfully positioned itself to play a leading role in the development of a shock-responsive social protection framework. WFP's support for community resilience was well conceptualized and progressive and included activities with a strong focus on climate adaptation. WFP's support for food security and nutrition governance and coordination was significant, contributing to the development of national road maps for food systems and wasting reduction. The addition of a crisis component in the CSP for 2019–2023 enabled the provision of support to individuals at risk of being left behind at a time of heightened need. The previous country strategic plan (CSP) was fully funded, indicating donor support for WFP's strategic direction and work.<sup>32</sup>
33. The gradual reframing of the CSP for 2019–2023 around the three pillars of social protection, integrated risk management and food security and nutrition served to improve the linkages between the various CSP objectives and the coherence of WFP's portfolio, underpinning WFP's strategic orientation.
34. *Grounded in evidence.* High-quality data and analyses ensure that policies, strategies and programmes are data-driven and evidence-based. One of WFP's main contributions is, and will continue to be, its capacity to gather, analyse and share high-quality information, disaggregated by age, sex and disability, for developing effective interventions with both the Government and partners.
35. *Shift away from implementation.* WFP's gradual shift in role from direct implementation to the provision of technical assistance to the Government on policies and programmes during the CSP for 2019–2023 was aligned with government priorities and needs. The launch of the national home-grown school feeding (HGSE) programme in 2020 and the Government's ongoing gradual takeover of the WFP-supported programme are significant milestones. However, measuring the impact of capacity strengthening efforts has been challenging given the weaknesses in WFP's current measurement frameworks.
36. *Cross-cutting issues.* There is a need to enhance gender mainstreaming, making it a core focus of the CSP. More work is also required on cross-cutting issues including the environment, social accountability and inclusion.

### 2.2 Alignment with national development plans, the United Nations sustainable development cooperation framework and other frameworks

37. WFP's strategic direction stems from and is aligned with the following:
- National priorities, including those of the “rectangular strategy” which guides the country's overall development: the priorities of the rectangular strategy phase IV include human resource development, economic diversification, private sector and job development, and inclusive and sustainable development.
  - Relevant policy frameworks, including the national strategy for food security and nutrition for 2019–2023, the national social protection policy framework for 2016–2025, the 2021 food systems road map, the Cambodia climate change strategic plan for 2014–2023 and the national action plan for disaster risk reduction.

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<sup>32</sup> WFP. 2023. *Evaluation of Cambodia WFP country strategic plan 2019–2023. Evaluation report – draft 1* (unpublished).



- The United Nations sustainable development cooperation framework (UNSDCF) priorities, which are articulated around four outcomes to which WFP will contribute. The outcomes state that by 2028 people in Cambodia, especially the most vulnerable, are healthier and benefit from improved education and social protection; Cambodia's economy is more productive, formalized, inclusive, low-carbon and climate-adapted; people in Cambodia benefit from a healthier environment; and all people in Cambodia live in an increasingly gender-equitable and inclusive society with active civic space and enjoy more effective and accountable institutions.

### 2.3 Engagement with key stakeholders

38. WFP contributed to the development of the UNSDCF through technical and strategic consultations with the United Nations country team, the Government, civil society, the private sector and development partners. Those consultations also contributed to the formulation and validation of WFP's CSP.
39. WFP engaged separately with the Government, donors and development partners and representatives of women, young people, older people, persons with disabilities and indigenous people with a view to understanding needs, gaps, partnership opportunities and funding trends.

## 3. WFP strategic portfolio

### 3.1 Direction, focus and intended impacts

40. This CSP is based on three interlinked and mutually reinforcing outcomes and predicated on the following theory of change:
  - *Given* significant success in poverty reduction and human development, the Government's intention to address unfinished agendas that challenge Cambodia's ambition to become an upper-middle-income country by 2030, and the increasing emphasis on policy implementation at the subnational level, *if WFP*:
    - adopts a systems approach that maximizes the co-benefits of improving nutrition, social protection, food systems and disaster risk management;
    - continues to produce and make available high-quality evidence while improving national evidence generation and utilization;
    - strengthens national systems, in particular policy, institutional effectiveness and financing, as part of concerted, cross-sectoral efforts to improve service delivery and increase resilience to climate shocks and stressors;
    - extends its enabling role to the subnational level so as to support the localization and convergence of sectoral efforts that address the intersecting vulnerabilities and drivers of food insecurity and malnutrition; and
    - emphasizes gender equality, women's empowerment and rights-based approaches in its work and influences others to do the same;
  - *then* national capacity to plan, deliver and monitor actions that enhance food security and nutrition will increase, contributing to healthier and more prosperous, productive and resilient people, especially among those at risk of being left behind. WFP will adopt an integrated approach across the mutually reinforcing systems of social protection (CSP outcome 1), food systems and disaster management (CSP outcomes 2 and 3) in order to promote healthy diets through nutrition-sensitive approaches. This will be done in tandem with other investments, including in climate adaptation, that reinforce food and nutrition security.

41. WFP's actions will bring together evidence generation, policy work and technical support at the national and subnational levels to improve the availability, accessibility and consumption of healthy foods through school feeding, rice fortification, value chain improvements, anticipatory action and shock-responsive social protection, complemented by social and behaviour change initiatives, thus supporting the convergence of outcomes and generating joint impact on nutrition.
42. Gender equality, women's empowerment, inclusion, protection and accountability to affected populations are central to the CSP design and implementation. Support for digital transformation will be integrated into WFP's work as a cross-cutting priority.

### **3.2 Country strategic plan outcomes, WFP strategic outcomes, focus areas, expected outputs and key activities**

#### ***Country strategic plan outcome 1: By 2028, systems are strengthened for people in Cambodia, particularly women and others most at risk of being left behind, to benefit from improved nutrition, education and social protection***

43. Centred on promoting the building blocks of human capital development, this outcome involves two mutually reinforcing workstreams on nutrition and social protection, with an emphasis on school feeding. The outcome builds on the achievements and lessons learned from the previous CSP and focuses on WFP's areas of comparative advantage (including its school feeding expertise and operational experience) within a broader coalition of public and private actors.
44. This outcome contributes to SDG target 17.9.

#### ***WFP strategic outcome***

45. CSP outcome 1 is aligned with WFP strategic outcome 4: National programmes and systems are strengthened.

#### ***Focus area***

46. The focus area of CSP outcome 1 is root causes.

#### ***Alignment with national priorities***

47. CSP outcome 1 is aligned with UNSDCF outcome 1, notably output 1.2 on better protection against all forms of malnutrition and output 1.4 on enhanced and expanded social protection systems that increase the resilience of people to life-cycle socioeconomic risks and shocks.

#### ***Expected outputs***

48. The following outputs will contribute to the achievement of CSP outcome 1:
  - Output 1.1: Public and private actors have increased capacity to deliver evidence-based policies, strategies and programmes to reduce all forms of malnutrition.
  - Output 1.2: Public and private actors have increased capacity to improve the enabling environment and supply and demand for fortified rice.
  - Output 2.1: The Government and other key stakeholders have increased capacity to deliver more accessible, inclusive and nutrition-sensitive social protection.
  - Output 2.2: National and subnational stakeholders have increased capacity to ensure that the national home-grown school feeding programme is sustainable, gender-responsive and nutrition-sensitive.

- Output 2.3: The WFP-supported school feeding programme is implemented to enable a gradual transition to the national programme that is gender-responsive and nutrition-sensitive.

### **Key activities**

*Activity 1: Provide technical support, facilitate coordination and generate evidence for public and private actors towards reducing all forms of malnutrition*

49. WFP will strengthen the capacity of national, subnational and local actors to design, implement, coordinate and monitor effective food security and nutrition interventions. Through research, analysis and monitoring, WFP will support the development of food security and nutrition strategies, programmes and guidelines aimed at preventing all forms of malnutrition. Cognizant of stagnating wasting levels, WFP will support the development of national guidelines on the management of acute malnutrition, in line with the road map for the United Nations global action plan on wasting for Cambodia.
50. By maintaining an active role in the national Scaling Up Nutrition (SUN) movement through the United Nations Nutrition Network and the SUN Business Network, WFP will help to coordinate a multi-sectoral approach to nutrition improvement and the mobilization of the private sector in support of public-private partnerships for nutrition.
51. At the subnational level, WFP will help to localize the implementation of interventions by supporting provincial working groups for food security and nutrition and will engage with district councils to advocate greater investment in nutrition.
52. *Rice fortification.* To help reduce micronutrient deficiencies, WFP will support rice fortification and promote transformative interventions in the enabling environment and supply and demand. WFP will bring together public and private actors and generate evidence to inform advocacy and the development of regulatory frameworks and standards. While strengthening the private sector's capacity to produce fortified rice locally, WFP will work to integrate the use of fortified rice in social assistance programmes including the national HGSF programme, under which modalities for the procurement of fortified rice for the school meals food basket will be tested. WFP will carry out social marketing and social and behaviour change interventions aimed at increasing market demand for fortified rice.

*Activity 2: Provide technical support, facilitate coordination and generate evidence for national and subnational authorities to strengthen the social protection system, with a focus on the transition to the national home-grown school feeding programme*

53. WFP will contribute to the goals of the national social protection policy framework with a view to enhancing food and nutrition security through social protection. WFP will support the development of more efficient, effective, inclusive, nutrition-sensitive and gender-transformative social protection systems that contribute to human capital development and resilience to shocks and stressors (linking to activity 4).
54. Evidence will underpin WFP's approach to social protection system strengthening and will guide the organization's inputs into the national social protection policy framework update. WFP will support the generation of evidence on the types and combinations of interventions that maximize positive nutrition outcomes; use analytical tools, including the minimum expenditure basket, to support the calculation of transfer values that enable inclusive access to healthy diets; and use climate and nutrition vulnerability analysis to inform targeting processes. As relevant, WFP will also support enhancements to delivery mechanisms, including cash transfers and digital financial inclusion for women.
55. *Support for the national HGSF programme.* School feeding plays a central role in the national social protection framework given its contribution to human capital development as one of only two programmes targeting children. Launched in 2020, the national HGSF programme is gradually taking over from the WFP-managed school feeding programme and covers

- 38 percent of all the schools with a feeding programme in 2023. In line with the 2022 joint transition strategy, full nationalization of the programme is expected by 2027.<sup>33</sup>
56. In completing the handover to the Government, WFP will seek to ensure that the national school feeding programme remains efficient, effective and sustainable. It will provide advocacy and technical assistance for the growing national programme in key areas, enabling the Government to:
- update, operationalize and integrate the national school feeding policy into sectoral policies and strategies;
  - improve the design of the national programme based on lessons learned;
  - promote food safety, food quality, cost-efficient supply chains and nutrition-sensitivity, including via the use of fortified rice in the national HGSF programme;
  - develop sustainable financing strategies based on analyses of costs and returns on investment;
  - ensure functional inter-ministerial coordination structures at the national and subnational levels;
  - ensure effective monitoring of the national HGSF programme; and
  - facilitate regional and cross-country learning via a peer-to-peer community of practice.
57. WFP will also continue to support the Government in the implementation of its commitments under the School Meals Coalition so as to accelerate the transformative effects of school feeding on education, nutrition and food systems.
58. *Phasing out direct implementation.* Initially covering five provinces, WFP-managed school feeding will be gradually phased out. Until the planned handover takes effect, WFP will provide nutrient-optimized school meals and support the improvement of nutrition, hygiene practices and early-years reading skills in partnership with specialized non-governmental organization (NGO) partners. During the transition period, WFP will prepare schools for the planned handover by strengthening their capacity to implement the school feeding programme and improving infrastructure, in line with the handover criteria of the joint transition strategy.
59. *Social and behaviour change.* As schools can play a key role as platforms for nutrition education and behaviour change, WFP will work with the Ministry of Education, Youth and Sport to develop and implement the nutrition-related components of the 2019 school health policy and the associated school health action plan for 2021–2030. In schools, social and behaviour change priorities will include promoting healthy diets and positive nutrition behaviours among schoolchildren, caregivers and educational staff. WFP will explore the opportunities for integrating or enhancing social and behaviour change for nutrition and gender equality in other national social protection programmes.

### **Partnerships**

60. *Nutrition.* WFP will continue to support and invest in the capacity of the national council for agriculture and rural development, as the coordinating body for food security and nutrition, and support the SUN movement. It will also strengthen its relationships with the Ministry of Health and the subcommittee on food fortification under the Ministry of Planning.

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<sup>33</sup> Ministry of Education, Youth and Sport and WFP. 2022. *Joint Transition Strategy Towards a Nationally Owned Home-Grown School Feeding Programme.*

61. WFP will further deepen its longstanding partnerships with the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO) and WHO, as core members of the United Nations Nutrition Network and with the convenors of the SUN donor and civil society networks. As co-convenor of the SUN Business Network, WFP will engage with the private sector and bring together public and private sector actors to help drive business action for healthy diets and to support the enabling environment.
62. *Social protection.* WFP will further its partnerships with the national social protection council, which acts as the social protection regulator and plays an advisory and oversight function for the national HGSF programme; the Ministry of Social Affairs, Veterans and Youth Rehabilitation, notably the newly established national social assistance fund; and the Ministry of Education, Youth and Sport, which is responsible for the design, implementation and monitoring of the national HGSF programme and for coordination with other ministries.
63. Partnerships with UNICEF, the United Nations Development Programme and the International Labour Organization will be deepened to increase the coherence of approaches to social protection enhancement. Longstanding partnerships with specialized NGOs will continue to enhance child literacy and the gender- and nutrition-sensitivity of WFP-supported school feeding interventions.

### **Assumptions**

64. The Government continues to prioritize efforts to end all forms of malnutrition; the private and public sectors maintain an interest in creating an enabling environment for rice fortification; and the Government's commitment, including its financial commitment, to enhancing and expanding social protection programmes, including the national HGSF programme, is sustained.

### **Transition/handover strategy**

65. Activity 2 constitutes the last stage of the handover to the Government of the WFP-managed school feeding programme that started under previous CSPs. By 2028, WFP's role in school feeding will focus exclusively on the provision of technical assistance (as detailed in paragraph 55) for the continued enhancement of the quality, scale and coverage of the national programme and to facilitate the exchange of experience and knowledge with other countries.

### **Country strategic plan outcome 2: By 2028, food systems and disaster management systems in Cambodia are strengthened to better support the livelihoods, climate adaptive capacity and ability to manage shocks of people in hazard-prone areas**

66. Centred on supporting climate change adaptation, this outcome involves two mutually reinforcing workstreams on enhancing the resilience of food systems that generate co-benefits (and minimize trade-offs) in livelihoods improvement, climate adaptation and the delivery of healthy diets; and strengthening disaster risk management to reduce and mitigate the impacts of shocks, thereby protecting the food security and nutrition of at-risk and affected populations.
67. WFP will adopt an integrated, risk-informed approach and will deploy interventions at the national, subnational, community and individual levels that promote an understanding of risks and vulnerabilities, build systems and capacities and strengthen the local adaptation of food systems.
68. This outcome has a strong focus on gender equality, women's empowerment and inclusion, with activities focused on the interests and practical needs of women and men, including those who face intersecting dimensions of inequality.
69. This outcome contributes to SDG target 17.9.

**WFP strategic outcome**

70. CSP outcome 2 is aligned with WFP strategic outcome 4: National programmes and systems are strengthened.

**Focus area**

71. The focus area of CSP outcome 2 is resilience building.

**Alignment with national priorities**

72. CSP outcome 2 is aligned with UNSDCF outcome 2, notably output 2.1 “agrifood systems are more efficient, climate-adapted, inclusive, formalized and safer”, and UNSDCF outcome 3, notably output 3.4 “the adaptive capacity of systems and communities to disasters is strengthened”.

**Expected outputs**

73. The following outputs will contribute to the achievement of CSP outcome 2:
- Output 3.1: National and subnational institutions have increased capacity to deliver evidence-based policies, strategies and programmes for making food systems resilient.
  - Output 3.2: Communities and value chain actors, particularly women, vulnerable to climate change have enhanced capacity to respond to stresses in the food system and contribute to strengthening value chains.
  - Output 4.1: National and subnational institutions and communities have increased capacity to understand, anticipate, manage and respond to climate risks.
  - Output 4.2: National and subnational institutions and communities have increased capacity to operationalize the shock-responsive social protection framework.

**Key activities**

*Activity 3: Provide technical assistance to, and generate evidence for, institutions and value chain actors, particularly women, to strengthen food systems resilience to climate change*

74. *Food systems.* Resilient food systems, “from farm to fork”, are critical to the delivery of affordable healthy diets throughout the year. Together with its partners, WFP will capacitate relevant institutions to implement the food systems road map, notably priority 3 on resilient livelihoods and food systems, and will help to localize it.
75. At the national and subnational levels, WFP will support multisector coordination of food systems transformation, contribute analytics for advocacy and decision-making, help to strengthen the policy environment and assist with the translation of policy objectives into action.
76. At the local level, WFP will work with district authorities and value chain actors, including smallholders, on enhancing their capacity to promote the production of diverse and nutritious foods, reduce post-harvest losses, improve food safety and enhance market linkages, including with the HGSF programme.
77. *Climate adaptation.* WFP will promote the adaptation of local food systems to climate change by supporting value chain actors in introducing climate-smart practices into farming, aggregation and post-harvest handling, as relevant. WFP will also strengthen the capacity of district authorities to integrate climate adaptation actions into local development plans and may sponsor the construction or restoration of community assets for water resource management or value chains so as to encourage further investments in climate adaptation.

78. *Cross-sectoral approach.* WFP's support will focus primarily on communities with HGSF activities, using school meals as a platform for food systems transformation and enhancing the intended links to and benefits for local communities, as anticipated in the food systems road map and recommended in recent school feeding evaluations. WFP will adopt a modular approach and, depending on local circumstances and the complementary activities of other actors, will target community-level producer associations or individuals for its interventions, as relevant.
79. Interventions will be designed to promote women's empowerment, respond to the diverse needs and preferences of men and women and, where possible, bring men and women together to address harmful gender norms (such as through "gender dialogue clubs"). Concurrent social and behaviour change efforts will promote healthy diets and the demand for locally produced nutritious food.

*Activity 4: Provide national and subnational authorities and communities with technical support, coordination and evidence generation services relevant to disaster risk management and shock-responsive social protection*

80. *Evidence-based disaster management.* Understanding climate risks and their potential impacts is essential for effective disaster risk management. Together with its partners, WFP will strengthen the capacity of key stakeholders to assess and map climate hazard risks and vulnerability in order to inform decision-making, including for updates of the national action plan for disaster risk reduction and its operationalization. WFP will also support the continued development of related digital tools such as PRISM<sup>34</sup> and their adoption at all levels of government.
81. *Anticipatory action.* WFP will strengthen the capacity of the Government at the national, subnational and local levels to design and implement anticipatory actions before climate hazards turn into disasters. This will involve establishing thresholds, triggers and anticipatory or early action protocols for priority hazards and strengthening early warning capacity. To enhance the accessibility of risk information at the community level, WFP will analyse how the information currently reaches people and will explore whether adjustments are needed to address the diverse needs of people including women and persons with disabilities.
82. *Shock-responsive social protection.* WFP and its partners will work with national institutions involved in disaster risk management, climate and disaster risk financing and social protection to operationalize the national shock-responsive social protection framework. WFP will focus on supporting national efforts in evidence generation – including through operational learning – and coordination aimed at enhancing the links between and complementarity of data, systems and actions for social protection and anticipatory action. As relevant, WFP may support the design, piloting and evaluation of bespoke schemes and the development of guidelines.
83. *Coordination of emergency preparedness and response.* WFP will work with the national committee for disaster management in enhancing its systems and capacity for the coordination of emergency preparedness and response among government institutions and with humanitarian partners, in accordance with the humanitarian–development nexus approach. Examples of WFP support will include strengthening the capacity for contingency planning, advocacy for disaster preparedness, monitoring and evaluation, and supply chain management. WFP will also continue to engage closely with the Cambodia Humanitarian

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<sup>34</sup> WFP. 2022. PRISM | WFP Innovation Accelerator.

Response Forum<sup>35</sup> with a view to enhancing the coordination of humanitarian actors in preparedness and response.

84. Consideration of gender and disability inclusion will be mainstreamed throughout this work.

### **Partnerships**

85. *Resilient food systems.* WFP will support the council for agriculture and rural development in using emerging evidence to inform the operationalization of the food systems road map and will engage closely with the ministries responsible for agriculture, forestry, fisheries and the environment on aligning the objectives of climate change and food security and nutrition policy.
86. To accelerate progress at the subnational level, WFP will work with the secretariat of the national committee for subnational democratic development, district administrations and community councils to leverage investments that maximize the co-benefits of climate change adaptation, economic development and nutrition.
87. Engagement with the private sector, mainly through producer organizations, will serve to strengthen capacities, support market linkages and leverage price and market information. WFP will partner with NGOs on social and behaviour change initiatives to promote improvements in production and consumption, from farm to fork. Rome-based agency partnerships will be critical for joint advocacy on food systems transformation.
88. *Disaster risk management.* WFP will continue to collaborate with the national committee for disaster management on strengthening disaster risk management systems at the national and subnational levels and promoting cross-sectoral collaboration and systems linkages with the Ministry of Water Resources and Meteorology, the national social protection council and the Ministry of Social Affairs, Veterans and Youth Rehabilitation with a view to enhancing access to climate risk information, understanding of risks, anticipatory action and the operationalization of shock-responsive social protection.
89. WFP will use geospatial and disaster risk management expertise from partner institutions including the Royal University of Phnom Penh, People in Need and the Asian Disaster Preparedness Center and will collaborate with initiatives of the United Nations, the World Bank and donors on collectively strengthening disaster risk management systems in Cambodia.

### **Assumptions**

90. The national commitment to and investment in food systems, climate adaptation and disaster risk management is sustained and strategic partnerships between WFP and the Government continue in these areas.

### **Transition/handover strategy**

91. WFP's support aims to enhance awareness of climate risks and encourage action to manage these risks using the recently expanded financing options, thus contributing to greater national ownership and ability to continue such actions independently. In addition, WFP's support for linking markets and value chain actors will ensure that the latter are integrated into wider market dynamics during and after the CSP.

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<sup>35</sup> The forum has 60 members from United Nations entities and international NGOs working in six sectors: food security and nutrition; water, sanitation and hygiene; shelter; education; protection; and health.



***Country strategic plan outcome 3: Crisis-affected populations in Cambodia are able to meet their food, nutrition and other essential needs during and after crises***

92. Government capacity to respond to disasters has improved in recent years and is likely to strengthen further thanks to the coordinated actions of WFP (under activity 4) and other disaster risk management stakeholders. As a result, emergency response is unlikely to necessitate external assistance during the CSP period. However, a large-scale disaster that exceeds the Government's capacity to respond remains a risk given historical trends and Cambodia's shock profile.
93. CSP outcome 3 therefore serves as a contingency plan that would enable WFP, at the Government's request, to start a timely response while assessments are conducted and provisions made for a larger response.
94. CSP outcome 3 contributes to SDG target 2.1.

***WFP strategic outcome***

95. CSP outcome 3 is aligned with WFP strategic outcome 1: People are better able to meet their urgent food and nutrition needs.

***Focus area***

96. The focus area for CSP outcome 3 is crisis response.

***Alignment with national priorities***

97. CSP outcome 3 is aligned with UNSDCF outcome 3, notably output 3.4 on adaptive capacities for responding to disasters.

***Expected output***

98. The following output will contribute to the achievement of CSP outcome 3:
  - Output 5.1: Women, men, girls and boys receive assistance to meet their food, nutrition and other essential needs in the event of crises.

***Key activities***

*Activity 5: Provide nutrition-sensitive food assistance to crisis-affected populations*

99. In the event of a large shock leading to a government request for external assistance, WFP would complement the national response by providing food assistance for affected populations.
100. WFP's response would focus on ensuring equitable assistance for women, men, girls and boys, meeting their essential food security and nutrition needs and taking into account the needs of persons with disabilities. WFP would focus initially on cash-based transfer (CBT) distributions (budgeted under the CSP) – where possible relying on national systems and delivery mechanisms – while assessments are conducted to define the parameters of a broader intervention (which would require a CSP revision). As appropriate, WFP response will include social and behaviour change interventions that promote healthy dietary practices, especially among the population groups identified as nutritionally vulnerable.

***Partnerships***

101. WFP would partner with the national committee for disaster management, which coordinates the Government's emergency assistance, the United Nations humanitarian country team and the Humanitarian Response Forum, while also leading the coordination of the food security sector.

***Assumptions***

102. Within the CSP period, a large-scale disaster occurs for which external support is requested.

### ***Transition/handover strategy***

103. Given WFP's work on strengthening national capacity in anticipatory action, emergency preparedness and shock-responsive social protection under CSP outcome 2, complemented by the actions of its disaster risk management partners, the need for direct emergency support from WFP, including in response to large-scale disasters, is likely to decrease further by 2028.

## **4. Implementation arrangements**

### **4.1 Beneficiary analysis**

104. With WFP progressively increasing its focus on the provision of technical assistance, most beneficiaries under this CSP will be in tier 3 – the wider population that benefits indirectly from changes to policies, systems and national programmes. Direct beneficiaries (tier 1) under CSP outcome 1 will include 188,808 pre-primary and primary schoolchildren under the WFP-supported school feeding programme. Beneficiary figures will decrease over time, in line with the planned handover to the Government.
105. WFP's direct implementation of interventions under CSP outcome 2 will target smallholder farmers and value chain actors, particularly women, with the aim of enhancing their roles in nutrition-sensitive value chains. Under CSP outcome 3, WFP will provide unconditional assistance to crisis-affected populations as needed.
106. Most interventions will be in the areas covered by school feeding interventions, which were initially targeted based on poverty, food security and education indicators. Those areas are still the most prone to climate shocks and have the highest levels of vulnerability to food insecurity.<sup>36</sup>
107. To ensure that no one is left behind, WFP will reach and include the people and communities most at risk of exclusion from social protection programmes and benefits by providing school meals to children in food-insecure areas (CSP outcome 1), promoting sustainable food production by smallholders, particularly women (CSP outcome 2) and providing emergency assistance to people without adaptive capacities or in the absence of adequate social safety nets (CSP outcome 3).

### **4.2 Transfers**

108. The main transfer modalities under the CSP are food and CBTs linked to school feeding. Incrementally capacity strengthening is the preferred modality with no food or CBTs at the end of the CSP other than for contingencies in the event of a large-scale crisis. This approach is justified by the progress that Cambodia has achieved in terms of food security and nutrition, the increased capacity of government institutions and increased demand from the Government for WFP's systems strengthening interventions to enhance the effectiveness and efficiency of government programmes.
109. Activities 1, 3 and 4 will focus exclusively on capacity strengthening for national and subnational actors through the provision of technical support, coordination and evidence generation.
110. School feeding (activity 2) will shift from a hybrid HGSP model, providing schools with in-kind food and cash for the local procurement of food, to a full HGSP model, with schools procuring all the commodities they need for the meals. School meal menus and guidelines are in line with the operational manual for the national school feeding programme, meeting

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<sup>36</sup> WFP and The KonTerra Group. 2023. *Midterm Activity Evaluation of USDA McGovern-Dole Grant (FFE-442-2019-013-00) for WFP School Feeding in Cambodia*.

key macro- and micronutrient needs and ensuring age-appropriate serving sizes. By 2028, on completion of the handover, activity 2 will focus exclusively on capacity strengthening.

111. Activity 5 is expected to use CBTs, with the integration of social and behaviour change activities as appropriate.

### **4.3 Country office capacity and profile**

112. The CSP places technical assistance and evidence generation at the core of WFP's contribution, with a heightened emphasis on cross-cutting issues, particularly gender- and rights-based approaches. Success will depend largely on deploying the right expertise to support capacity strengthening for the Government at the national and, increasingly, the subnational and local levels.
113. WFP will continue to adapt the skills of its staff accordingly, paying attention to gender parity and the provision of opportunities for persons with disabilities in recruitment processes. WFP will conduct periodic reviews of its capacity and staffing structure to ensure continued alignment with programme shifts and the resourcing outlook.
114. WFP will aim to strike a balance between in-house expertise and the use of contracted external technical expertise, prioritizing local capacities and leveraging the complementary skills available in the United Nations country team or specialized civil society organizations.

### **4.4 Partnerships**

115. WFP will continue to engage in technical working groups and coordination forums with government institutions, development partners and humanitarian actors, enhancing linkages and synergies with the actions of other stakeholders as part of multisectoral approaches. Aligned with UNSDCF priorities, WFP will also seek joint advocacy and programming opportunities with other United Nations entities, notably the other Rome-based agencies,<sup>37</sup> and international financial institutions. When relevant, WFP will leverage its global presence in South-South exchanges and its centres of excellence. This approach will be reflected in WFP's partnership strategy.
116. In line with the objectives of the CSP, partnerships will evolve in three ways:
- In accordance with the decentralization reform, WFP will use its field presence to deepen its engagement with subnational- and district-level authorities in targeted areas.
  - To facilitate gender equality and women's economic empowerment, WFP will develop partnerships with the Ministry of Women's Affairs, the United Nations Population Fund and specialized NGOs. WFP will also strengthen its partnerships with affected populations through community engagement, social accountability and partnerships with diverse civil society organizations working at the community level. Demonstrating its commitment to social accountability, WFP designed this CSP taking into consideration the voices of those left behind, engaging with women's representatives, persons with disabilities, older persons, indigenous people and young people.
  - WFP will increasingly work with the private sector as agents of change, strengthening the participation of private sector entities in and their contribution to nutrition-sensitive and resilient food systems and innovative food security solutions, which are central to sustainability.

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<sup>37</sup> In particular FAO, building on the existing strong collaboration on the school-based programme.

## **5. Performance management and evaluation**

### **5.1 Monitoring and evaluation arrangements**

117. Guided by WFP's corporate results framework and UNSDCF indicators, WFP will develop a monitoring, review and evaluation plan that ensures the regular monitoring of the CSP results chain and the generation of timely, credible and relevant evidence for programme adjustments, learning and accountability. The plan will include a CSP mid-term review in 2026 and a final evaluation in 2027 along with six decentralized evaluations of the school feeding programme – two in 2024, two in 2025 and two in 2027.
118. In line with the recommendations from the evaluation of the previous CSP and the updated corporate policy on country capacity strengthening, WFP will enhance the monitoring of its capacity strengthening activities using the updated corporate indicators, including country-specific process milestones, to capture the contribution of its activities to the CSP strategic objectives of strengthened systems and institutional capacity. Contributions will be captured along the five pathways of WFP's country capacity strengthening framework.
119. WFP will also help to strengthen national monitoring and evaluation systems, focusing on the national food security and nutrition policy, the national school feeding programme and the disaster risk management action plan. The monitoring and evaluation approach will adhere to WFP's ethical guidelines and ensure cultural sensitivity by engaging with affected populations. WFP will promote gender-responsive monitoring and the disaggregation of data by age, sex and disability.

### **5.2 Risk management**

#### ***Strategic risks***

120. Recent gains in food and nutrition security are fragile. Many Cambodians remain vulnerable to shocks and risk falling into poverty and debt with adverse effects on their food and nutrition status. Sustained food and nutrition gains will depend on political stability and economic reform and recovery, along with reforms and the prioritization of the limited fiscal resources for nutrition, social protection, the climate adaptation of food systems and disaster risk management.
121. WFP will monitor risks including climate hazards, political instability, economic volatility and resistance to social transformation, with a focus on gender inequality. Mitigation measures will include continued advocacy with the Government and development partners and joint initiatives with the United Nations country team to maximize impact and expand the donor base.

#### ***Operational risks***

122. Cambodia has limited good-quality data, including data disaggregated by sex, age and disability status, and weak monitoring and evaluation of national policies and programmes, which hampers decision-making, targeting and prioritization. WFP's support under the CSP includes a focus on evidence generation and the building of government capacity for evidence-based decision-making and data disaggregation.
123. WFP is committed to protection in all aspects of its operations and implementation. In line with its policy of zero tolerance for sexual exploitation and abuse, WFP will strive to strengthen internal reporting and referral procedures, training and sensitization for its own and partners' staff. It will also contribute to inter-agency efforts aimed at enhancing accountability and strengthening timely and safe prevention and response mechanisms.

***Fiduciary risks***

124. The security situation presents low risk to staff and partners, but a generally weak healthcare system requires WFP to maintain particular attention to medical options and evacuation procedures.
125. Given the prevalence of corruption, WFP will pay particular attention to fraud prevention in its operations, sensitizing and training staff and rigorously monitoring the resources transferred to other entities.

**5.3 Social and environmental safeguards**

126. WFP will assess environmental and social risks during the design, implementation and adjustment of its activities in consultation with affected populations, communities and government stakeholders and will screen its activities using the corporate environmental and social safeguards framework.
127. WFP will support United Nations-led working groups on gender, protection from sexual exploitation and abuse, and human rights and will participate in related efforts in social transformation and social accountability.
128. In its own programmes, WFP will seek to address risks related to discrimination, power structures, vulnerability, age and gender. It will embed such considerations in its technical support for the Government on national policies and programmes with a view to contributing more effectively to gender equality, women's empowerment, inclusion and accessibility for persons with disabilities.
129. WFP will analyse its contribution to gender equality and protection regularly and will partner with the United Nations Population Fund and civil society organizations as part of its social transformation work.

**6. Resources for results****6.1 Country portfolio budget**

130. Most of the CSP budget is allocated to CSP outcome 1 and linked to the continued implementation of school feeding. The reduction in this allocation over time reflects the planned gradual handover of school feeding interventions to the Government, in line with the transition strategy. By 2027, WFP will focus exclusively on technical assistance.
131. The allocation to CSP outcome 3 represents a contingency plan for crisis response and will allow WFP to receive initial contributions for an immediate response while it prepares a CSP budget revision that reflects emerging requirements.
132. In line with corporate requirements, 14 percent of the budget is allocated to gender equality activities. Given the importance of accessibility for all, targeted expenditures for specific accessibility needs will also be prioritized.

<b>COUNTRY PORTFOLIO BUDGET (USD)</b>							
<b>Country strategic plan outcome</b>	<b>Activity</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>Total</b>
1	1	1 149 996	970 870	1 068 849	840 337	789 688	<b>4 819 740</b>
	2	13 845 010	12 167 928	8 898 079	5 322 764	1 975 703	<b>42 209 484</b>
2	3	1 437 441	1 766 651	1 486 007	1 072 816	957 405	<b>6 720 320</b>
	4	2 258 519	2 030 901	1 813 140	1 582 341	1 404 189	<b>9 089 090</b>
3	5					539 865	<b>539 865</b>
<b>Total</b>		<b>18 690 966</b>	<b>16 936 350</b>	<b>13 266 076</b>	<b>8 818 259</b>	<b>5 666 850</b>	<b>63 378 500</b>

## **6.2 Resourcing outlook and strategy**

133. The CSP for 2019–2023 received USD 80.4 million, reflecting WFP’s ability to broaden its donor base as it shifts to an enabling role. Donors also supported WFP’s crisis response efforts following large-scale floods in 2020.
134. The resources for this CSP, notably for CSP outcomes 1 and 2, reflect realistic funding projections based on confirmed multi-year contributions (48 percent of the total CSP), historical trends, knowledge of donor priorities and the partnerships established. WFP expects that CSP outcome 3 will be funded only in the event of a crisis in which WFP is called on to augment the Government’s response.
135. The resourcing strategy will focus on sustaining outreach to a diverse range of partners and donors, including the host government, and exploring opportunities to expand the funding base through multilateral and thematic funds (including for climate change). It will also emphasize multi-year funding and joint thematic programming with United Nations partners, notably the other Rome-based agencies.

**ANNEX I****LOGICAL FRAMEWORK CAMBODIA COUNTRY STRATEGIC PLAN (2024–2028)****SDG 2: Zero hunger****SDG target 1: Access to food**

**Country strategic plan outcome 3: Crisis-affected populations in Cambodia are able to meet their food, nutrition and other essential needs during and after crises**

WFP strategic outcome 1: People are better able to meet their urgent food and nutrition needs

Focus area: crisis response

**Assumptions**

This outcome assumes the likely occurrence of a large-scale disaster requiring external support within the CSP timeframe.

**Outcome indicators**

Consumption-based coping strategy index, reduced CSI

Economic capacity to meet essential needs

Food consumption score

Food consumption score – nutrition

Livelihood coping strategies for essential needs

Minimum diet diversity for women and girls of reproductive age

Proportion of children 6-23 months of age who receive a minimum acceptable diet

## Activities and outputs

### 5. Provide nutrition-sensitive food assistance to crisis-affected populations (URT-1.2: Unconditional resource transfer)

5.1. Women, men, girls and boys receive assistance to meet their food, nutrition and other essential needs in the event of crises (tier 1) (Output category A: Resources transferred, Standard output 1.1: Food insecure and crisis-affected populations have access to nutritious food and cash-based assistance, restored assets and services to meet their urgent needs)

5.1. Women, men, girls and boys receive assistance to meet their food, nutrition and other essential needs in the event of crises (tier 1) (Output category E: Social and behaviour change communication (SBCC) provided, Standard output 1.1: Food insecure and crisis-affected populations have access to nutritious food and cash-based assistance, restored assets and services to meet their urgent needs)

## SDG 17: Partnerships for the goals

### SDG target 9: Capacity building

**Country strategic plan outcome 1: By 2028, systems are strengthened for people in Cambodia, particularly women and others most at risk of being left behind, to benefit from improved nutrition, education and social protection**

WFP strategic outcome 4: National programmes and systems are strengthened

Nutrition-sensitive

Focus area: root causes

## Assumptions

This outcome assumes increased engagement and commitment of Government to end all forms of malnutrition as well as interest by both the private and public sector in creating the enabling environment for rice fortification. It also assumes sustained Government commitment to further strengthen social protection and its ownership of the national school feeding programme.

## Outcome indicators

Annual change in enrolment

Attendance rate

Graduation rate

Number of complementary school health and nutrition interventions delivered alongside school feeding delivered by WFP



Number of national policies, strategies, programmes and other system components contributing to zero hunger and other SDGs enhanced with WFP capacity strengthening support

Number of national policies, strategies, programmes and other system components relating to school health and nutrition/including school feeding enhanced/developed with WFP capacity strengthening support and/or advocacy

Number of people covered (WFP indirect beneficiaries) by national social protection systems or programmes to which WFP provided technical support

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

Retention rate, by grade

SABER school feeding index

Transition strategy for school health and nutrition/including school feeding developed with WFP support

## **Activities and outputs**

### **1. Provide technical support, facilitate coordination and generate evidence for public and private actors towards reducing all forms of malnutrition (NPA-1.3: Malnutrition prevention programme)**

1.1. Public and private actors have increased capacity to deliver evidence-based policies, strategies and programmes to reduce all forms of malnutrition (tier 3) (Output category C: Capacity development and technical support provided, Standard output 4.1: National actors have increased capacity and knowledge to enhance policies, strategies, processes and programmes, contributing to the achievement of zero hunger and other SDGs)

1.2. Public and private actors have increased capacity to improve the enabling environment and supply and demand for fortified rice (tier 3) (Output category C: Capacity development and technical support provided, Standard output 4.1: National actors have increased capacity and knowledge to enhance policies, strategies, processes and programmes, contributing to the achievement of zero hunger and other SDGs)

### **2. Provide technical support, facilitate coordination and generate evidence for national and subnational authorities to strengthen the social protection system, with a focus on the transition to the national home-grown school feeding programme (SPS-1.10: Social protection sector support)**

2.1. The Government and other key stakeholders have increased capacity to deliver more accessible, inclusive and nutrition-sensitive social protection (tier 3) (Output category C: Capacity development and technical support provided, Standard output 4.1: National actors have increased capacity and knowledge to enhance policies, strategies, processes and programmes, contributing to the achievement of zero hunger and other SDGs)

2.2. National and subnational stakeholders have increased capacity to ensure that the national home-grown school feeding programme is sustainable, gender-responsive and nutrition-sensitive (tier 3) (Output category C: Capacity development and technical support provided, Standard output 4.1: National actors have increased capacity and knowledge to enhance policies, strategies, processes and programmes, contributing to the achievement of zero hunger and other SDGs)

2.3. The WFP-supported school feeding programme is implemented to enable a gradual transition to the national programme that is gender-responsive and nutrition-sensitive (tiers 1 and 3) (Output category A: Resources transferred, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

2.3. The WFP-supported school feeding programme is implemented to enable a gradual transition to the national programme that is gender-responsive and nutrition-sensitive (tiers 1 and 3) (Output category B: Nutritious food provided, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

2.3. The WFP-supported school feeding programme is implemented to enable a gradual transition to the national programme that is gender-responsive and nutrition-sensitive (tiers 1 and 3) (Output category C: Capacity development and technical support provided, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

2.3. The WFP-supported school feeding programme is implemented to enable a gradual transition to the national programme that is gender-responsive and nutrition-sensitive (tiers 1 and 3) (Output category N: School feeding provided, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

**Country strategic plan outcome 2: By 2028, food systems and disaster management systems in Cambodia are strengthened to better support the livelihoods, climate adaptive capacity and ability to manage shocks of people in hazard-prone areas**

WFP strategic outcome 4: National programmes and systems are strengthened

Focus area: resilience building

### Assumptions

This outcome assumes sustained national commitment and investment in food systems, climate adaptation and disaster risk management as well as continued strategic partnerships between WFP and the Government and requests for WFP's technical support in these areas.

### Outcome indicators

Average percentage of smallholder post-harvest losses at the storage stage

Climate resilience capacity score

Economic capacity to meet essential needs

Livelihood coping strategies for essential needs

Minimum diet diversity for women and girls of reproductive age

Number of national policies, strategies, programmes and other system components contributing to zero hunger and other SDGs enhanced with WFP capacity strengthening support

Number of people covered (WFP indirect beneficiaries) by national social protection systems or programmes to which WFP provided technical support

Percentage of targeted smallholders selling through WFP-supported farmer aggregation systems

Proportion of children 6-23 months of age who receive a minimum acceptable diet

### Activities and outputs

#### **3. Provide technical assistance to, and generate evidence for, institutions and value chain actors, particularly women, to strengthen food systems resilience to climate change (SMS-1.8: Smallholder agricultural market support programmes)**

3.1. National and subnational institutions have increased capacity to deliver evidence-based policies, strategies and programmes for making food systems resilient (tier 3) (Output category C: Capacity development and technical support provided, Standard output 4.1: National actors have increased capacity and knowledge to enhance policies, strategies, processes and programmes, contributing to the achievement of zero hunger and other SDGs)

3.2. Communities and value chain actors, particularly women, vulnerable to climate change have enhanced capacity to respond to stresses in the food system and contribute to strengthening value chains (tier 1-capacity strengthening, tiers 2 and 3) (Output category A: Resources transferred, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

3.2. Communities and value chain actors, particularly women, vulnerable to climate change have enhanced capacity to respond to stresses in the food system and contribute to strengthening value chains (tier 1-capacity strengthening, tiers 2 and 3) (Output category C: Capacity development and technical support provided, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

3.2. Communities and value chain actors, particularly women, vulnerable to climate change have enhanced capacity to respond to stresses in the food system and contribute to strengthening value chains (tier 1-capacity strengthening, tiers 2 and 3) (Output category E: Social and behaviour change communication (SBCC) provided, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

3.2. Communities and value chain actors, particularly women, vulnerable to climate change have enhanced capacity to respond to stresses in the food system and contribute to strengthening value chains (tier 1-capacity strengthening, tiers 2 and 3) (Output category F: Smallholder farmers supported, Standard output 4.2: Components of national emergency preparedness and response, social protection and food systems are strengthened)

**4. Provide national and subnational authorities and communities with technical support, coordination and evidence generation services relevant to disaster risk management and shock-responsive social protection (CAR-1.9: Actions to protect against climate shocks)**

4.1. National and subnational institutions and communities have increased capacity to understand, anticipate, manage and respond to climate risks (tier 3)  
(Output category C: Capacity development and technical support provided, Standard output 4.1: National actors have increased capacity and knowledge to enhance policies, strategies, processes and programmes, contributing to the achievement of zero hunger and other SDGs)

4.2. National and subnational institutions and communities have increased capacity to operationalize the shock-responsive social protection framework (tier 3)  
(Output category C: Capacity development and technical support provided, Standard output 4.1: National actors have increased capacity and knowledge to enhance policies, strategies, processes and programmes, contributing to the achievement of zero hunger and other SDGs)

## **SDG 17: Partnerships for the goals**

### **CC.1. Protection**

#### **Cross-cutting indicators**

CC.1.1: Percentage of beneficiaries reporting no safety concerns experienced as a result of their engagement in WFP programmes

CC.1.2: Percentage of beneficiaries who report they experienced no barriers to accessing food and nutrition assistance

CC.1.3: Percentage of beneficiaries who report being treated with respect as a result of their engagement in programmes

CC.1.4: Number of women, men, boys and girls with disabilities accessing food/cash-based transfers/commodity vouchers/capacity strengthening services

CC.1.5: Country office meets or exceeds UNDIS entity accountability framework standards concerning accessibility (QCPR)

### **CC.2. Accountability**

#### **Cross-cutting indicators**

CC.2.1: Percentage of beneficiaries reporting they were provided with accessible information about WFP programmes, including PSEA

CC.2.2: Country office meets or exceeds United Nations Disability Inclusion Strategy (UNDIS) standards on consulting organizations of persons with disabilities (QCPR)

CC.2.3: Country office has a functioning community feedback mechanism

CC.2.4: Country office has an action plan on community engagement

CC.2.5: Number of children and adults who have access to a safe and accessible channel to report sexual exploitation and abuse by humanitarian, development, protection and/or other personnel who provide assistance to affected populations (IOM, OHCHR, UNDP)

### **CC.3. Gender equality and women's empowerment**

#### **Cross-cutting indicators**

CC.3.2: Percentage of food assistance decision making entity members who are women

CC.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex, age and type of activity

**CC.4. Environmental sustainability****Cross-cutting indicators**

CC.4.1: Proportion of field-level agreements (FLAs)/memorandums of understanding (MOUs)/construction contracts (CCs) for CSP activities screened for environmental and social risks

**CC.5. Nutrition integration****Cross-cutting indicators**

CC.5.1: Percentage of people supported by WFP operations and services who are able to meet their nutritional needs through an effective combination of fortified food, specialized nutritious products and actions to support diet diversification

CC.5.2: Percentage of WFP beneficiaries who benefit from a nutrition-sensitive programme component

## **SDG 2: Zero hunger**

### **CC.1. Protection**

#### **Cross-cutting indicators**

CC.1.1: Percentage of beneficiaries reporting no safety concerns experienced as a result of their engagement in WFP programmes

CC.1.2: Percentage of beneficiaries who report they experienced no barriers to accessing food and nutrition assistance

CC.1.3: Percentage of beneficiaries who report being treated with respect as a result of their engagement in programmes

CC.1.4: Number of women, men, boys and girls with disabilities accessing food/cash-based transfers/commodity vouchers/capacity strengthening services

CC.1.5: Country office meets or exceeds UNDIS entity accountability framework standards concerning accessibility (QCPR)

### **CC.2. Accountability**

#### **Cross-cutting indicators**

CC.2.1: Percentage of beneficiaries reporting they were provided with accessible information about WFP programmes, including PSEA

CC.2.2: Country office meets or exceeds United Nations Disability Inclusion Strategy (UNDIS) standards on consulting organizations of persons with disabilities (QCPR)

CC.2.3: Country office has a functioning community feedback mechanism

CC.2.4: Country office has an action plan on community engagement

CC.2.5: Number of children and adults who have access to a safe and accessible channel to report sexual exploitation and abuse by humanitarian, development, protection and/or other personnel who provide assistance to affected populations (IOM, OHCHR, UNDP)

### **CC.3. Gender equality and women's empowerment**

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CC.3.2: Percentage of food assistance decision making entity members who are women

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CC.4.1: Proportion of field-level agreements (FLAs)/memorandums of understanding (MOUs)/construction contracts (CCs) for CSP activities screened for environmental and social risks

**CC.5. Nutrition integration****Cross-cutting indicators**

CC.5.1: Percentage of people supported by WFP operations and services who are able to meet their nutritional needs through an effective combination of fortified food, specialized nutritious products and actions to support diet diversification

CC.5.2: Percentage of WFP beneficiaries who benefit from a nutrition-sensitive programme component



## ANNEX II

BENEFICIARIES BY COUNTRY STRATEGIC PLAN OUTCOME, OUTPUT AND ACTIVITY (ALL YEARS)									
Country strategic plan outcome	Output	Activity	Beneficiary group	2024	2025	2026	2027	2028	Total
1	2.3	2	Girls	73 791	57 008	37 585	20 345		<b>92 870</b>
			Boys	76 228	58 890	38 826	21 018		<b>95 938</b>
			<b>Total</b>	<b>150 019</b>	<b>115 898</b>	<b>76 411</b>	<b>41 363</b>		<b>188 808</b>
2	3.2	3	Women	2 288	1 653	1 860	1 033	1 033	<b>4 768</b>
			Men	2 142	1 547	1 740	967	967	<b>4 462</b>
			<b>Total</b>	<b>4 430</b>	<b>3 200</b>	<b>3 600</b>	<b>2 000</b>	<b>2 000</b>	<b>9 230</b>
3	5.1	5	Girls					9 482	<b>9 482</b>
			Boys					9 828	<b>9 828</b>
			Women					19 726	<b>19 726</b>
			Men					18 464	<b>18 464</b>
			<b>Total</b>					<b>57 500</b>	<b>57 500</b>
<b>Total (without overlap)</b>				<b>154 449</b>	<b>119 098</b>	<b>80 011</b>	<b>43 363</b>	<b>59 500</b>	<b>255 538</b>

## ANNEX III

FOOD RATIONS ( <i>g/person/day</i> ) AND CASH-BASED TRANSFER VALUES ( <i>USD/person/day</i> ) BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY						
	Country strategic plan outcome 1				Country strategic plan outcome 3	
	Activity 2 (social protection sector support)				Activity 5	
	HGSF (hybrid model 1)		HGSF (hybrid model 2)		HGSF (full)	Cash-based assistance
Beneficiary type	Schoolchildren (2–11 years)		Schoolchildren (2–11 years)		Schoolchildren (2–11 years)	Crisis-affected people
Modality	Food	CBTs	Food	CBTs	CBTs	CBTs
Rice (fortified)	115		115			
Canned fish	21.25					
Vegetable oil (fortified)	5		5			
Total ( <i>food</i> )	141.25		120			
Total kcal/day*	540		502			
% kcal from protein	11.4		9.4			
Cash-based transfers ( <i>USD/person/day</i> )		0.093		0.130	0.200	0.207**
Number of feeding days per year	200		200		200	30

\* Based on the food provided by WFP and that purchased directly by schools using CBTs.

\*\* Based on the minimum expenditure basket defined by the Humanitarian Response Forum for CBTs that cover food needs (USD 6.2/person/month, five members per household).

**ANNEX IV**

<b>TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUES</b>		
<b>Food type/cash-based transfer</b>	<b>Total (mt)</b>	<b>Total (USD)</b>
Rice	4 178	2 328 267
Canned fish	182	432 251
Vegetable oil	568	1 516 435
<b>Total (food)</b>	<b>4 928</b>	<b>4 276 953</b>
Cash-based transfers		7 741 276
<b>Total (food and cash-based transfer value)</b>	<b>4 928</b>	<b>12 018 229</b>

**ANNEX V**

<b>INDICATIVE COST BREAKDOWN BY COUNTRY STRATEGIC PLAN OUTCOME (USD)</b>				
	<b>SDG target 17.9/WFP strategic outcome 4</b>	<b>SDG target 17.9/WFP strategic outcome 4</b>	<b>SDG 2 target 2.1/WFP strategic outcome 1</b>	<b>Total</b>
	<b>CSP outcome 1</b>	<b>CSP outcome 1</b>	<b>CSP outcome 3</b>	
<b>Focus area</b>	<b>Root causes</b>	<b>Resilience building</b>	<b>Crisis response</b>	
Transfers	31 434 856	10 985 960	391 362	<b>42 812 178</b>
Implementation	7 970 503	2 125 828	30 000	<b>10 126 331</b>
Adjusted direct support costs	4 753 538	1 732 729	85 554	<b>6 571 820</b>
<b>Subtotal</b>	44 158 896	14 844 517	506 916	<b>59 510 329</b>
Indirect support costs (6.5 percent)	2 870 328	964 894	32 950	<b>3 868 171</b>
<b>Total</b>	<b>47 029 225</b>	<b>15 809 410</b>	<b>539 865</b>	<b>63 378 500</b>

## Acronyms

CBT	cash-based transfer
COVID-19	coronavirus disease 2019
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
HGSF	home-grown school feeding
NGO	non-governmental organization
SDG	Sustainable Development Goal
SUN	Scaling Up Nutrition
UNICEF	United Nations Children's Fund
UNSDCF	United Nations sustainable development cooperation framework
WHO	World Health Organization