

International Livestock Research Institute

## Safe Food, Fair Food for Cambodia Project

Theory of Change workshop report



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## Abbreviation and acronyms

ILRI	International Livestock Research Institute
LSIL	Future Innovation Lab for Livestock Systems
MAFF	Ministry of Agriculture, Forestry and Fisheries
MOC	Ministry of Commerce
MOT	Ministry of Tourism
PPE	Personal protective equipment
SFFF for Cambodia	Safe Food, Fair Food for Cambodia
SOPs	Standard operating procedures
TOC	Theory of Change
USAID	United States Agency for International Development

## Acknowledgements

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## Introduction

The Safe Food Fair Food (SFFF) for Cambodia project (2017-2021) funded by the United States Agency for International Development (USAID) under the Future Innovation Lab for Livestock Systems (LSIL) aims to reduce the burden of foodborne disease in informal, emerging formal, and niche markets and targeting small- and medium-scale producers. The project has five main objectives:

**Objective 1:** generate actionable evidence on the health and economic burden (gender-disaggregated) of foodborne diseases associated with animal-source foods in Cambodia.

**Objective 2:** develop, pilot and test a new approach to food safety, which relies on incentives (rewards) and light-touch interventions in close partnership with the private sector.

**Objective 3:** work with stakeholders to describe, plan, and monitor how evidence-based recommendations and the tested approach could contribute to the Feed the Future Innovation Lab for Livestock Systems (LSIL) theory of change.

**Objective 4:** make recommendations for enhanced engagement and benefit sharing for men and women in animal-source food value chains through improving understanding of gender aspects and the gender appropriateness of interventions and also by integrating nutrition and food safety.

**Objective 5:** build capacity in understanding food safety risk, its management, and effective communication among stakeholders.

The project's expected outcomes are:

- 1)** Greater understanding among policymakers, donors, and the private sector of the multiple burden of foodborne diseases and their implications for nutrition security.
- 2)** Increased openness to promising approaches to improve food safety equitably and sustainably.
- 3)** Agreement by Cambodian food safety stakeholders on what will be needed to take evidence and innovative approaches to greater scale guided by the LSIL theory of change.
- 4)** Improved knowledge and understanding of nutrition-gender dynamics in foodborne disease risks and viable options identified for increased gender equity in foodborne disease risk management.
- 5)** Improved understanding and communication of risks among academics, policymakers, private sector and media.
- 6)** Improved capacity in researchers, students, government, and non-governmental organization partners and value chain actors.

## Theory of Change workshop

To fulfill **Objective 3** of SFFF, a full-day workshop was held on 13 November 2019 at Hotel Cambodiana, Phnom Penh. It was co-led by Steven Lam (Independent Evaluation Consultant), Hung Nguyen-Viet (ILRI), and Fred Unger (ILRI). The workshop objectives were to: 1) co-develop a roadmap or pathway showing how safe food is achieved in Cambodia and how SFFF might contribute to it, and 2) co-develop a plan for SFFF monitoring and evaluation. Several days prior to the workshop, a 1-page brief was provided (**Appendix A**). The agenda is provided in **Appendix B**. There were 23 participants (8 women; 15 men) coming from government, international organizations, and academia (see **Appendix C** for the full list).

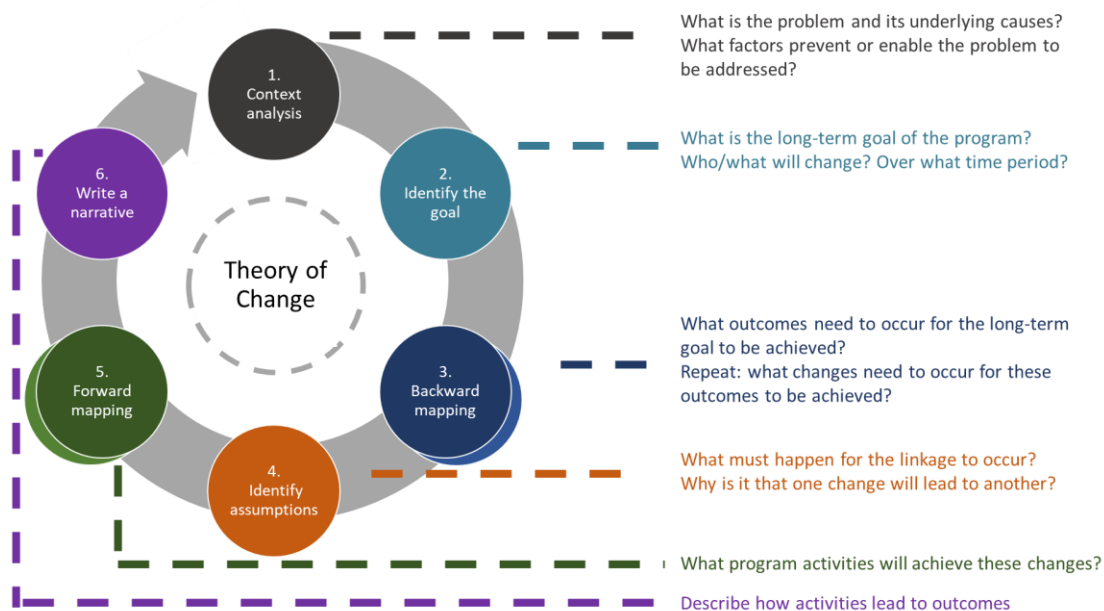
## What is a Theory of Change?

Theory of Change (ToC) is a tool that describes and shows how and why SFFF works. As everyone has different ideas, hypotheses, and assumptions ('theories') about how change happens, going through a ToC process helps make these theories explicit. In doing so, a ToC establishes a shared roadmap toward systems change, highlights where SFFF might contribute to systems change, and identifies areas for monitoring and evaluation. A ToC, however, does not tell us what indicators to monitor, how to monitor, or when to collect data; combining ToC with monitoring and evaluation frameworks (such as outcome mapping) enables SFFF to not only learn about its change process but also measure it.

## Approach

The ToC process involves 6 steps: context analysis, identifying the goal, backward mapping, identifying assumptions, forward mapping, and writing the narrative (**Figure 1**). A crucial component is the **assumptions** behind each causal link which explain *why* a project works. A ToC provides a unique way of thinking; by starting with the goals and outcomes, it puts a focus on the bigger picture (systems change) and how SFFF might contribute to it. And that assumptions are explicit (and therefore testable) makes ToC a valuable tool to support monitoring and evaluation.

Participants worked through this 6-step approach in two random groups; one worked on a roadmap toward food safety in Cambodia (**Figure 2**) while another worked on meat retailers, the main group of actors involved in SFFF light-touch interventions (**Figure 3**).



**Figure 1.** Theory of Change six step approach.

## Results

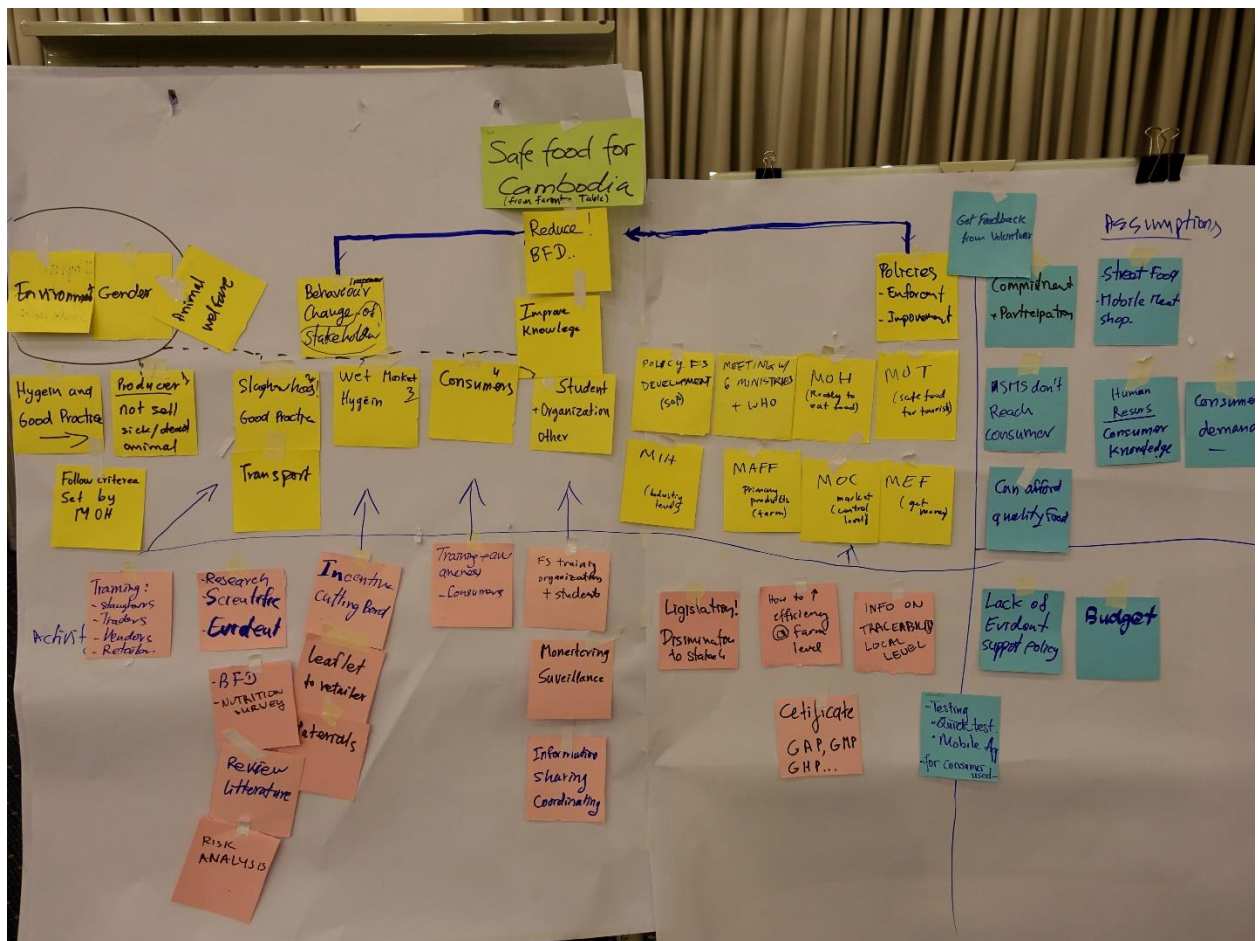
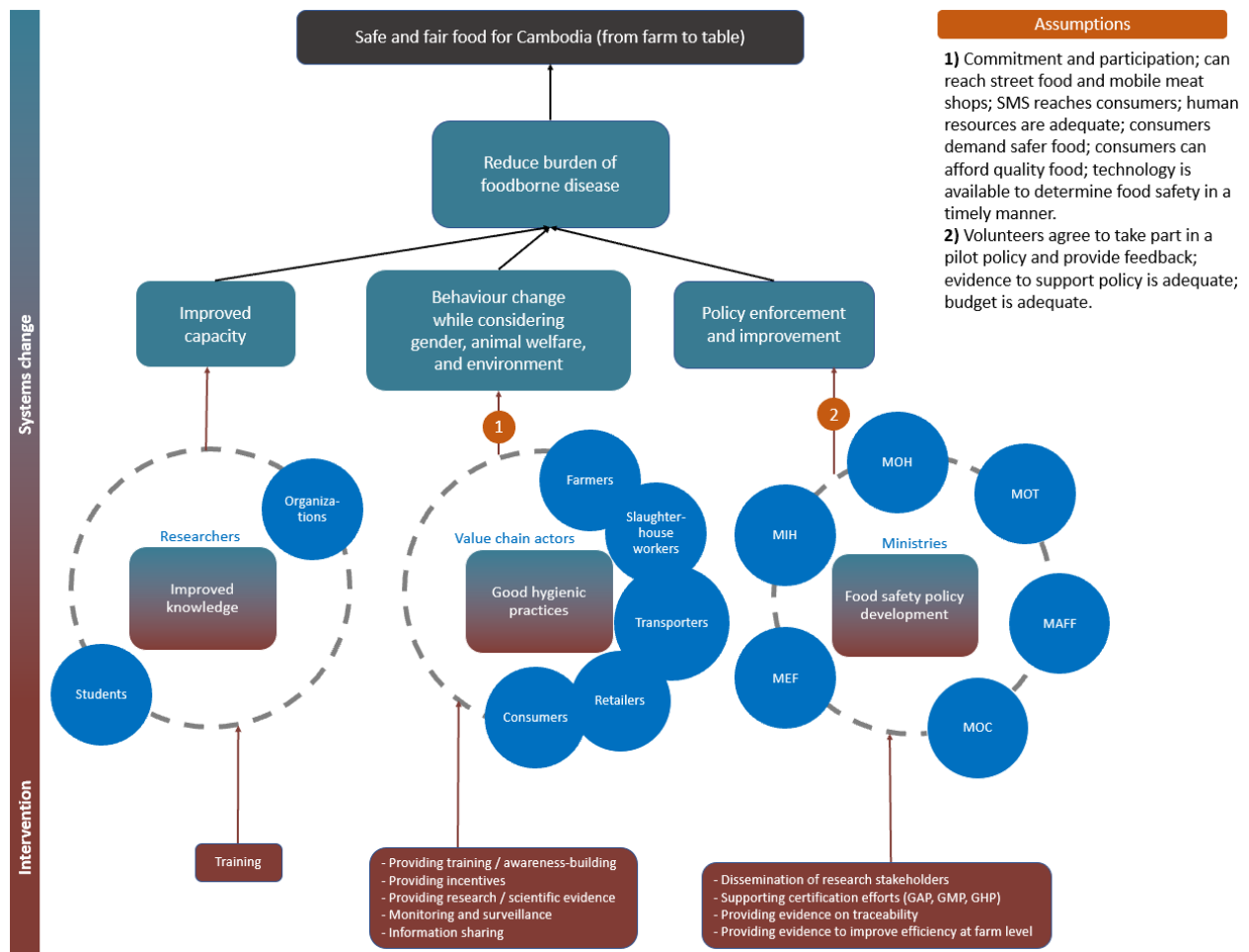


Figure 2. Roadmap for safer food in Cambodia.





**Figure 2 reproduced.** Roadmap for safer food in Cambodia.

For safer food to be achieved in Cambodia, the main pre-condition is the reduced burden of foodborne diseases. For this to happen, there needs to be improved capacity of researchers, behavioural change among value chain actors, and policy enforcement and improvement by policy-makers.

One way to support researchers is by provide food safety training. Through this, researchers improve their knowledge and capacity to address food safety concerns. To support the adoption of good hygienic practices among value chain actors, interventions include providing training, incentives, and scientific evidence. Furthermore, monitoring and surveillance and information sharing are important for ensuring quality of practices. For interventions to successfully promote practice change among value chain actors, several assumptions are made: actors are willing to participate in interventions and remain committed; street foods and mobile markets are reachable; SMS/awareness efforts reach consumers; and consumers demand safer food and can afford it.

Two main activities were proposed to support policy development among ministries, including dissemination of evidence (e.g. on foodborne disease burden, on traceability, on improving efficiency at the farm level) and supporting branding/certification requirements. Of note, the food safety system in Cambodia is complex with six ministries involved (Ministry of Health, Ministry of Agriculture, Forestry and Fisheries (MAFF), Ministry of Commerce, Ministry of Tourism, Ministry of Industry and Handicraft,

and Ministry of Economy and Finance). Each of the six ministries are responsible for different aspects of food safety (e.g. MOH for ready-to-eat foods; MAFF for primary production; MOT for tourists; MOC for raw food); as such, improved coordination among ministries is required to ensure food safety in Cambodia. Furthermore, the process of policy development involves introducing a pilot policy to volunteers; volunteers must be willing to provide feedback on the pilot policy in order for it to move forward.

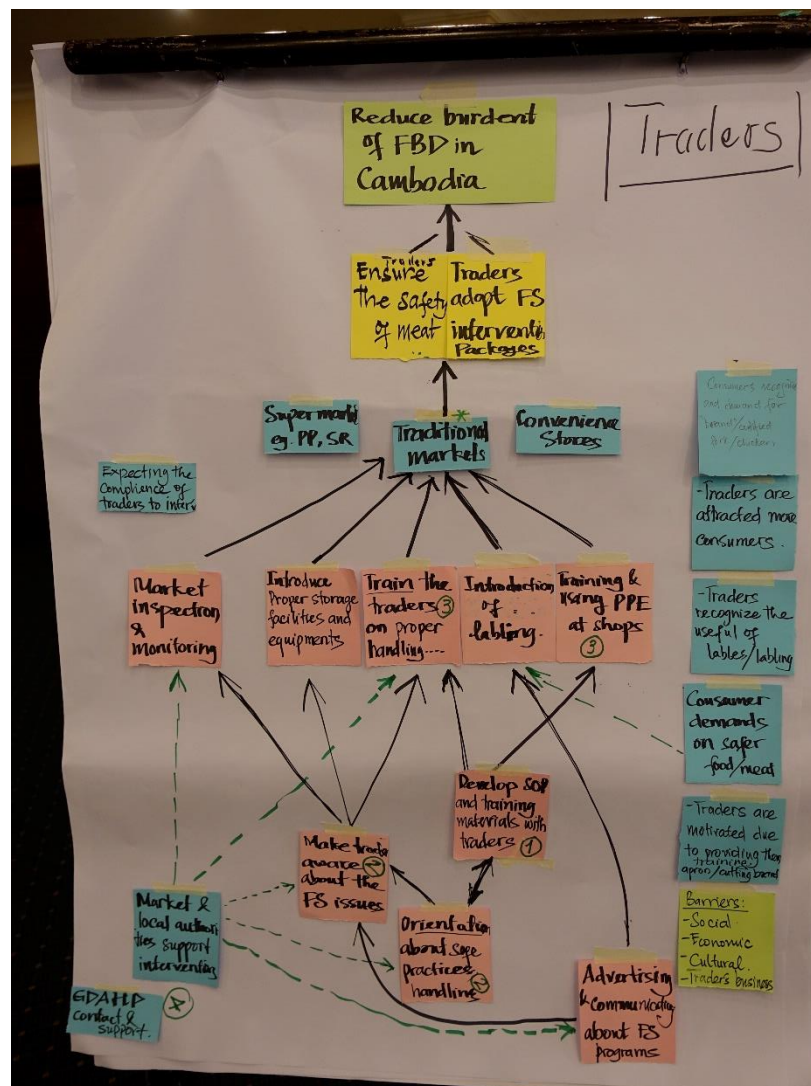
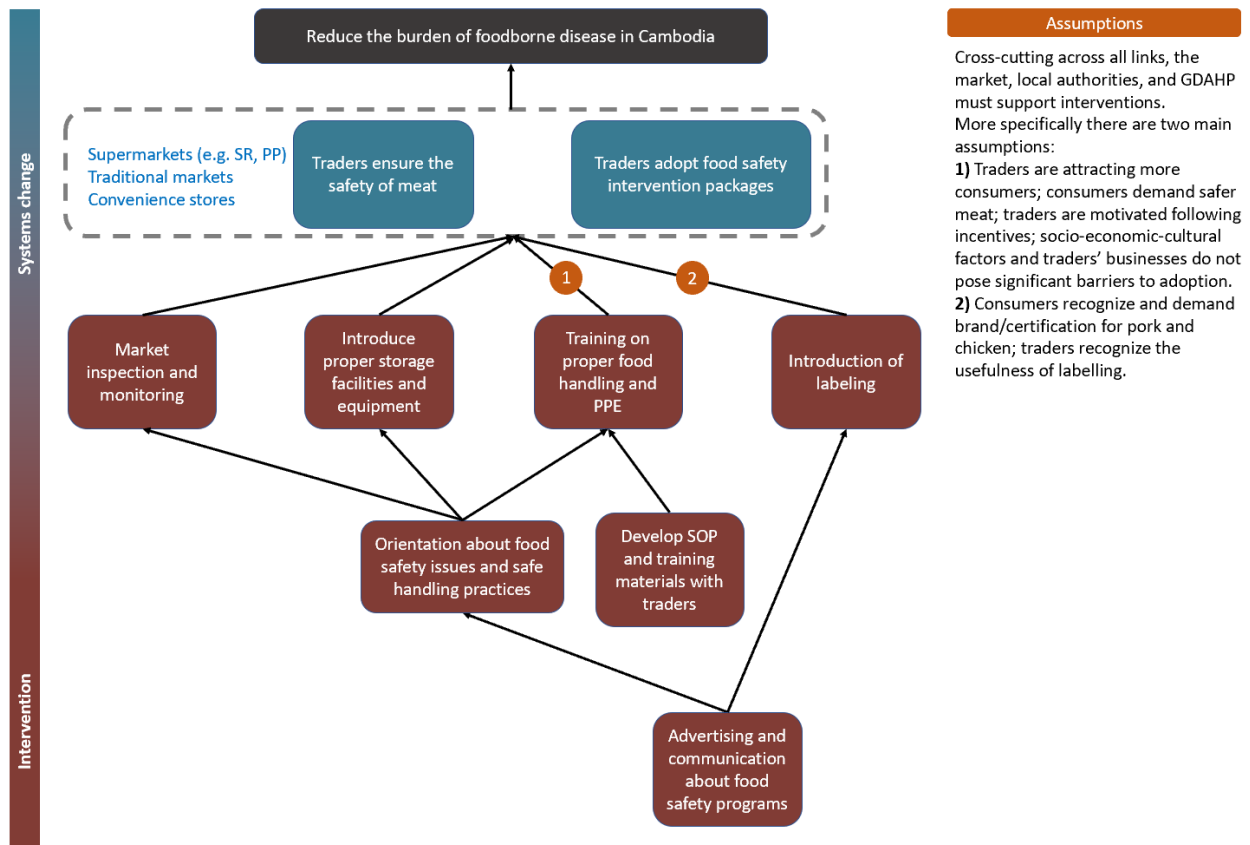


Figure 3. ToC for meat retailers.



**Figure 3 reproduced.** ToC for pork and chicken retailers.

The overall goal of SFFF is to reduce the burden of foodborne disease in Cambodia. Traders play a key role in achieving this goal by adopting food safety intervention packages. Five main interventions are required: market inspection and monitoring, introducing proper storage facilities and equipment, training on proper food handling, training and use of personal protective equipment (PPE) at shops, and introduction of labeling. Many of these interventions require initial activities including orientation about food safety issues and safe food handling practices as well as developing standard operating procedures (SOPs) and training materials with traders. Finally, advertising and communication about food safety programs are important, particularly in gaining support of labeling.

In order for these intervention packages to change practices, several conditions must be in place. Specifically for training efforts of traders, traders must be attracting enough consumers and consumers must be demanding safer meat. Traders should also be motivated to change practices following receiving incentives, and environmental factors (e.g. social, cultural, economic) must not pose significant barriers to intervention adoption. For labeling to be effectively implemented, consumers must recognize and demand branding/certification for meat products such as pork and chicken. And traders must see value in branding their products.

It is likely that SFFF may not deliver all possible interventions given the limited remaining timeframe and resources. Stakeholders prioritized several activities: orientation about safe handling practices, raising

awareness of food safety issues, training on PPE and proper food handling, and gaining support of the General Directorate of Animal Health and Production (GDAHP).

## Reflections

Participants were asked to share their reflections on the ToC workshop. One participant shared that it was often unclear what the difference was between logframes, impact pathways, and ToCs. The participant added that different funders tend to ask for different things; after attending the workshop, it is clearer what a ToC is. One participant said it encouraged them to think more broadly and that we have to be realistic on the activities SFFF can achieve now and which activities should be planned later.

Others highlighted that the workshop had brought together representatives from many organizations working on food safety, giving them opportunities for future collaborative efforts. The US-CDC, for example, offered to provide technical support for food safety strategies. Several participants highlighted that ToC is an important topic even though translation into Khmer is challenging; now they have more knowledge and information about the tool that they can use for future programming.

## What's next?

Now that we have roadmaps toward food safety for Cambodia generally, and for retailers specifically, we can use them to design a plan for monitoring and evaluation of SFFF. It is likely that SFFF will not achieve wide-scale adoption of intervention packages in supermarkets, traditional markets, and convenience stores during the duration of the project. However, it is important to demonstrate progress toward achieving this outcome. One way of doing this is by defining and measuring progress markers (from outcome mapping): expect to see (minimum one would expect to see as a response to project activities); like to see (what would be seen if the project performed well); and love to see (when the project was highly successful). The next step for SFFF is to define and track these progress markers for retailers.

Concurrently, SFFF will keep track of its strategies and reflect on how they contributed to the achievement of progress markers. Furthermore, SFFF will monitor its assumptions to help explain why the intervention worked (or did not work). Through systematically monitoring its strategies, outcomes, and assumptions, we become more confident that SFFF is contributing to safer food. As new information becomes available during intervention implementation, these roadmaps will be revisited and revised by stakeholders, thus ensuring that ToC remains a tool for continuous learning.

## Appendix A. ToC workshop overview brief

### Everyone has different ideas (theories) about how a program works.

Through a participatory process, a Theory of Change identifies a shared pathway to change. It does so by first identifying the challenge and then works backwards to identify the outcomes that must be in place for the challenge to be addressed. By making these linkages clear (and therefore testable), a Theory of Change becomes a valuable tool for explaining *how, why, and in what context* a program works.

#### Workshop objectives:

- 1) To co-develop a roadmap or pathway showing how safe food is achieved in Cambodia and how SFFF might contribute to it
- 2) To co-develop a plan for SFFF monitoring and evaluation

#### How will we do it? A six step process



#### What we hope to achieve

A picture and description showing and describing how, why, and in what context SFFF is expected to work (see a generic one to the right)

#### What do we do with the Theory of Change?



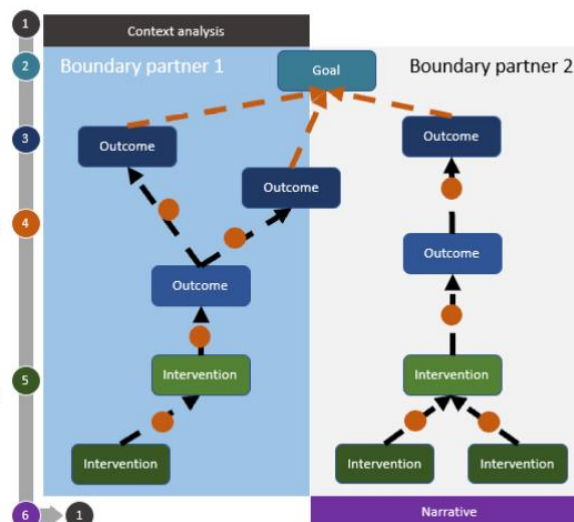
Now that we have an idea about how the SFFF is expected to work, we can test it. By examining whether the linkages hold true, we become more confident that the outcomes achieved are due to SFFF activities.

#### Evaluation planning



Ideally we would want to test each link. Realistically this is not always possible and priorities need to be set.

- Where should we prioritize our evaluation efforts?
- Are there indicators of progress we can measure?
- Who will collect the data? When?



## Appendix B. ToC workshop agenda

### Safe Food, Fair Food for Cambodia Project (SFFF) Theory of Change workshop

Phnom Penh, 28 November 2019  
Hotel Cambodiana  
313 Sisowath Quay, Phnom Penh, Kingdom of Cambodia

#### Objectives

- To co-develop a roadmap or pathway showing how safe food is achieved in Cambodia (via Theory of Change) and how SFFF might contribute to it
- To co-develop a plan for SFFF monitoring and evaluation

#### Agenda

Time	Contents	Person in charge
9:00 - 9:15	- Welcome remark - Objectives and round of introduction	Sothrya Tum, NAHPRI Hung Nguyen, ILRI
9:15 – 9:30	- Re-cap of outcome mapping activity from 3 Oct 2019 - Linking ToC to outcome mapping	Steven Lam, ILRI
<b><i>Theory of Change group activity</i></b>		
09:30 – 10:15	Group activity to develop a ToC (30 mins) Group presentations (15 mins) (2 groups)	All
10:15 – 10:40	- Revising the ToC to integrate gender - Map out planned evaluation activities to the ToC	“
<b><i>10:40 – 11:00</i></b>	<b><i>Coffee</i></b>	
11:00 – 11:45	- Group presentations of changes made to ToC (15 mins) - Consensus exercise toward one ToC (30 mins)	“
11:45 – 12:00	- Reflections on the ToC process	“
<b><i>12:00 – 13:00</i></b>	<b><i>Lunch</i></b>	
<b><i>Monitoring and evaluation planning</i></b>		
13:00 – 14:30	- Developing a monitoring and evaluation plan - Developing outcome challenges and progress markers	Steven Lam + Hung Nguyen
14:30 – 15:30	- Agreeing on the monitoring and evaluation plan - Indicators, timing, resources, and so on	“
15:30 – 16:00	- Revisiting the data collection system - Summary, reflections, and next steps	“



## Appendix C. List of participants

Name	Institution	Sector
Chhay Ty	LDC	NGO
Miech Phalla	LDC	NGO
Sothyra Tum	NAHPRI	Government
Rortana Chea	NAHPRI	Government
Sinh Dang Xuan	ILRI	International organization
Fred Unger	ILRI	International organization
Hung Nguyen Viet	ILRI	International organization
Steven Lam	ILRI	International organization
Teng Srey	Department of Communicable Disease Control, Ministry of Health	Government
Chan Vuthy	Department of Communicable Disease Control, Ministry of Health	Government
Aing Hoksrun	Department of Drugs and Food, Ministry of Health	Government
Nguon Sokha	Department of Drugs and Food, Ministry of Health	Government
Seng Sokerya	FAO	International organization
Bun Sreng	US CDC	Governments partner
Huoy Laingshun	Royal University of Phnom Penh	Academia
Fidero Kuok	Institute of Technology Cambodia	Academia
Kab Vannda	WHO Health Emergency Team	International organization
Phon Reno	Laboratory of Department of Agro-Industry (DAI)	Academia
Phnon Chansophal	Laboratory of Department of Prekleab National College of Agriculture	Academia
Roeuom Sophar	NAHPRI	Government
Tet Khuoch	NAHPRI	Government
Or Phraam	NAHPRI	Government
Eok Koam	NAHPRI	Government