



# Decentralized Evaluation

## WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Rwanda 2016-2020 Evaluation Report: Midterm Evaluation

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## Executive Summary

- 1. Overview.** This is an independent midterm evaluation of World Food Programme (WFP) Rwanda's Home-Grown School Feeding (HGSF) Program 2016-2020, which is funded primarily by the United States Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition Program.<sup>1</sup> The evaluation was commissioned by WFP Rwanda and conducted by TANGO International. With the dual objectives of accountability and learning, the evaluation aims to (1) assess the program against OECD-DAC criteria: relevance, effectiveness, efficiency, impact, and sustainability, (2) collect performance indicator data for strategic objectives and higher-level results, (3) assess whether the program is on track to meet targets, and (4) review the results framework and theory of change. This report provides evidence-based findings to inform operational and strategic decision-making and identify mid-course corrections for action by WFP Rwanda and its partners.
2. The evaluation also reports and examines indicators required by McGovern Dole. The main evaluation questions, as indicated in the Terms of Reference, are:
  - *Have literacy rates of school-age children improved over the duration of the program?*
  - *Has the use of health and dietary practices increased?*
  - *What is the level of community-level involvement and participation in decision-making in school governance mechanisms?*
  - *What are the key institutions and governance structures required to effectively deliver, implement, and sustain school meal interventions?*
3. The Evaluation Team (ET) has also paid special attention to the WFP Country Office's interests in gaining insight into the status of capacity development efforts with the national government and how it can work more strategically in this respect.
4. The evaluation covers activities from program start in January 2016 through June 2018, and spans all four districts of implementation.
5. The intended primary users of the evaluation are the WFP Rwanda Country Office (CO), implementing partners World Vision, Gardens for Health International (GHI), and Rwanda Biomedical Centre, to understand program performance to date and obtain insights to inform adjustments; the Rwanda Ministry of Education (MINEDUC), and the Ministry of Agriculture and Animal Resources (MINAGRI) to check program alignment with government priorities, especially around transition and sustainability; donors USDA and MasterCard, to learn about program results and inform future investments in Rwanda and beyond; and WFP Regional Bureau Nairobi, headquarters, Office of Evaluation, and Executive Board, for wider organisational learning and accountability.
6. The evaluation used a mixed-methods approach incorporating primary and secondary data at national, subnational and school levels. This included a desk review, head teacher survey, Early Grade Reading Assessment (EGRA) survey, qualitative fieldwork with key informants and focus groups, direct observation of program activities, and examination and triangulation of quantitative data from WFP and partner monitoring reports and databases. Quantitative EGRA data were statistically powered to provide accurate point estimates of student literacy and

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<sup>1</sup> The program in Rwanda is hereafter referred to as the "McGovern-Dole Program."

water, sanitation and hygiene (WASH) data points. Limitations included challenges with baseline and midterm data comparability, the absence of established benchmarks for reading and comprehension skills, and the inability to conduct a systematic parent survey (which was also a limitation at baseline). Measures were taken to mitigate these limitations as far as possible, including re-estimation of midterm values based on EGRA baseline data, triangulation using qualitative data, reference to provisional literacy standards from similar studies, and incorporation of questions on parent indicators in interviews with school personnel and with parents interviewed with respect to their other roles in the program (e.g., cooks, farmer cooperative members).

7. **Country Context.** The McGovern-Dole Program targets districts in the south and west of Rwanda with some of the highest rates of poverty and extreme poverty in the country (based on 2014 figures).<sup>2</sup> These areas are also characterized by severe food insecurity and high stunting rates. Primary school enrolment is high, though the quality of education in rural areas is generally poor and mean years of schooling is 3.8, which is categorized on the SDG dashboard as “stagnating.”<sup>3</sup> Women’s empowerment and gender equality have improved in recent years, including high rates of girls’ primary school enrolment.
8. **Program Overview.** The McGovern-Dole Program, implemented in 104 schools, provides daily hot meals to 40,000 primary school children in Nyamagabe and Nyaruguru districts, Southern Province, and 43,000 in Karongi and Rutsiro districts, Western Province. The meals are intended to fulfil a significant portion of daily nutritional requirements, reduce micronutrient deficiencies, and improve iron uptake when combined with de-worming medications. The food commodities are sourced as in-kind food commodity transfers from the United States and local and regional purchase. The aims of the WFP-implemented McGovern-Dole Program are to support the government in strengthening its national school feeding program and build government capacity to incorporate some or all of the McGovern-Dole Program activities into its national program by 2020. The program is funded by USDA McGovern Dole for US\$25 million over the life of the program (2016-2020), with additional funding from MasterCard, Feed and Caterpillar foundations.
9. **Relevance and Coherence.** The McGovern-Dole Program design is aligned with national policies and direction, WFP corporate strategic objectives, and United-Nations-wide, system-wide commitments and other ongoing WFP operations, specifically, SDG 2 Zero Hunger; SDG 4 Quality Education; SDG 17 Partnerships for Goals; and the Government of Rwanda’s Vision 2020; School Health and Nutrition Policy; Social Protection Sector Strategy, Education Sector Strategy, among others. The program supports WFP’s Gender Policy but the original design does not include a specific approach to address gender equality and women’s empowerment; the inclusion of a GEEW approach in the program has been discussed but has not yet been implemented.
10. **Results of the Operation.** Progress on program targets for component interventions is on track.
11. **Literacy and Teaching Methods.** World Vision utilizes the Literacy Boost instruction methodology. At midterm, about 60 percent (against the 69 percent endline goal) of the students demonstrate the reading and comprehension

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<sup>2</sup> NISR. 2015. Rwanda Poverty Profile Report 2013/14.

<sup>3</sup> SDG Center for Africa and Sustainable Development Solutions Network. 2018.

competencies tested by the EGRA, and the percentage of students who are able to read and comprehend grade level text has increased to over half of the endline target. The main contributing factors to reading improvements noted by students, teachers and administrators were the print-rich classroom environments and stronger teacher expertise to work with both slow and fast learners using a wide range of teaching aids promoted by the program. Indicators for administrators, officials, teachers, and educators (in all 104 schools) have been exceeded by over double the target number of individuals demonstrating new tools and techniques at midterm. Similarly, all parents who had children enrolled in community reading clubs were trained on the importance of literacy, exceeding the target number by 4,710.

12. ***Health and Dietary Practices.*** At midterm, students have shown minimal progress on their ability to name three target health and hygiene practices. Drinking water, latrine facilities, and school gardens were present at all schools, though the quality and usage of the water and garden components was mixed. Rainwater harvesting tanks have been installed to improve water access, though a reliable year-round availability of water remains a challenge for many schools. The latrines installed by World Vision and approved by the government were of better quality than those built prior to the program, and include gender-specific facilities and separate toilets for disabled students.
13. ***Community Participation and School Governance.*** Parent appreciation of the value of education is estimated to have increased. This is important as under the program model, communities are expected to contribute cash, fuel, labour, and food. The ET observed that while this contribution model was operating, it is facing challenges as only 40 – 50 percent of the requested cash contribution is being met. Some of the reasons for the shortfall cited by school heads include: many parents see school feeding as the responsibility of the school or of WFP, some distrust the school's management of the money, and some households find it difficult to contribute when they have several children in school.
14. ***Capacity of Local Institutions.*** In terms of implementation of the McGovern-Dole Program, there is strong support from program partners and others for the components of its integrated approach to HGSF. Current local institutional capacity to oversee and implement is generally good. There is healthy support in program schools for core elements of an enabling learning environment. This support comes predominantly from WFP and its partners, including World Vision, Government of Rwanda, MINEDUC, UNICEF, GHI, and MINISANTE. At national level, the policy framework for school feeding is in process, and greater capacity to manage the planned expansion of the national school feeding program can be strengthened though government capacity to finance such a program is unclear.
15. ***Factors Affecting the Results.*** Among the internal factors contributing to the success of the McGovern-Dole Program is WFP's selection of partners with strong technical and implementation capacity. All partners reported that they were satisfied with WFP management of the program. There is regular interaction between WFP, partners and schools. Local coordination with the District Education Officers is good, and coordination and communication between WFP and other stakeholders at the district and local level is strong. Staffing levels are sufficient at operational level but insufficient at national level. The government and WFP are in the process of defining local procurement options for school feeding, which is key to scaling up the national school feeding program and informing McGovern-Dole support to this process. A local procurement strategy is being examined by a multi-sectoral task force



consisting of MINAGRI, MINEDUC, MINECOM and WFP. Among the external factors contributing to McGovern-Dole Program performance is that schools are generally well organized with regular support from district officials. A good enabling policy environment exists as school feeding is endorsed in the strategic plans of MINEDUC and MINAGRI, and MINISANTE's strategic plan supports school activities on sanitation, hygiene, and nutrition education. However, at the time of the MTE, the government had yet to approve the school feeding policy and strategic plan, which have been pending for two years. The ET was told by MINEDUC that a new policy to scale up school feeding was pending approval by the Cabinet. Government capacity at the subnational level to manage and monitor the McGovern-Dole Program is strong, with good systems and communications between district education officials and schools. However, the capacity of the government at national level to manage both the McGovern-Dole Program and the national school feeding program is weak, and there are no operational monitoring and evaluation and communication systems between schools, districts and the national level.

16. **Relevance, Effectiveness, Efficiency, Impact, Sustainability.** The McGovern-Dole Program is highly relevant. It is consistent with and aligned with government and WFP policies and priorities. It is targeted to the most food insecure districts and at midpoint is demonstrating effectiveness. The program design assumes effective and efficient coordination between government levels, which interviews show is not always present. The program design assumes that parent contributions will play a significant part in supporting the costs of this school feeding model. During the qualitative survey, school heads reported that they are struggling to raise funds from parents, and that parents are not contributing to the extent expected by the program. The majority of schools have not faced food delivery or food shortage issues. Stock management and storage activities in schools were in line with WFP standard operating procedures, and WFP field monitors successfully managed food quality and minimized waste. WFP's assistance to farmer cooperatives to develop improved agricultural and business practices is an important contribution to the sustainability of the McGovern-Dole Program. Sustainability will also depend on government readiness and capacity to scale up the existing national program for secondary schools to include primary schools by 2024. The incorporation of the McGovern-Dole Program components into a scale-up of the national school feeding program presents a budgetary challenge for the government. It may entail WFP support for school feeding in the most food insecure areas for five to seven more years before the government has the funding and capacity to incorporate some or all of the activities that are currently supported by USDA.
17. **Conclusion.** The McGovern-Dole Program has made a good start in establishing consistent, integrated, and collaborative operations and in successfully implementing and monitoring a multi-faceted program. At midpoint, WFP and the government are building the systems and linkages needed for a successful and sustainable program. The McGovern-Dole Program's integrated activities are appropriate to local needs. Progress on program targets for component interventions is on track. It will take another five-year phase to establish the systems, capacities and resources necessary for government to integrate some or all of the McGovern-Dole Program activities into the national HGSF program. The USDA model is different from the government school feeding program and it has yet to be determined what components of the McGovern-Dole Program will eventually transition to government. Evidence from the program can provide useful lessons and insights as the government scales up its national school feeding program. The program now needs to move forward to develop a sustainability

strategy for the selected activities with the government, financed and fully managed by the government. This requires, in addition to a strategy, a road map that lays out specific responsibilities and targets for stakeholders.

### **Operational Recommendations (2019 – 2020)**

18. **Recommendation 1: Strengthen WFP management, role clarity and staff capacity for functions related to the McGovern-Dole program.** This includes strengthening current management oversight and senior manager engagement in advocacy on relevant McGovern-Dole Program elements to support the government’s school feeding expansion.

- *High priority; short term (2019 first quarter); CO responsible*

19. **Recommendation 2: Organize reflection meetings to inform knowledge management, advocacy, and strategic thinking.** The meetings should focus on how the McGovern-Dole Program can best contribute to the expansion of the national school feeding program.

- *High priority; short term (begin first quarter 2019); CO responsible*

20. **Recommendation 3: Contribute to the development of a school kitchen model that integrates primary and secondary school kitchen infrastructure and can still be supported by parent and community contributions.**

- *Medium priority; medium term (by end 2020); CO responsible*

### **Strategic Recommendations (2019 and beyond)**

21. **Recommendation 4: Initiate a structured transition or continuation planning process with the Government.** Based on the results of this process, WFP can initiate a transition of relevant McGovern-Dole Program elements into the national program at the end of the current McGovern-Dole Program in 2020, and/or engage with Government to design a Phase 2 to the current McGovern-Dole Program that provides tailored support to the school feeding expansion process.

- *High priority; short term to end of program (2019 first quarter); CO responsible*

## 1. Introduction

1. This is the report of an independent midterm evaluation of World Food Programme (WFP) Rwanda's Home-Grown School Feeding (HGSF) Program 2016-2020, which is funded primarily by the United States Department of Agriculture (USDA) McGovern-Dole International Food for Education and Child Nutrition Program.<sup>4,5</sup> The evaluation was commissioned by WFP Rwanda to provide evidence and an independent assessment of the program's performance. It has the dual objectives of accountability – to assess and report on program performance and results, and learning – to determine why certain results occurred, and to draw lessons and derive good practices for learning. The evaluation was conducted by TANGO International.
2. The MTE aims to (1) review program relevance, effectiveness, efficiency, impact, and sustainability, (2) collect performance indicator data for strategic objectives and higher-level results, (3) assess whether the program is on track to meet targets, and (4) review the results framework and theory of change. It will provide evidence-based findings to inform operational and strategic decision-making, and identify any mid-course corrections for action by WFP Rwanda and its partners. Findings will be disseminated and lessons incorporated into relevant information-sharing systems.
3. The stakeholders and intended users of the MTE are as follows:
  - *WFP Rwanda Country Office (CO), and its implementing partners World Vision, Gardens for Health International (GHI), and Rwanda Biomedical Centre – to adjust course as necessary for the remainder of the program term;*
  - *Ministry of Education (MINEDUC) and Ministry of Agriculture and Animal Resources (MINAGRI) – to learn whether the program is performing well and is aligned with their priorities, particularly in terms of capacity development, handover and sustainability.*
  - *United States Department of Agriculture (USDA) (main donor) – to learn whether the program is performing well. USDA may use findings and lessons to inform McGovern-Dole program funding, design, and implementation decisions.*
  - *MasterCard (donor) – may use the findings to inform its decision on the best models of school feeding to help target its funding.*
  - *WFP Regional Bureau (RB) Nairobi – to provide strategic guidance, program support, and oversight.*
  - *WFP headquarters (HQ) and the Office of Evaluation (OEV) – may use the evaluation for wider organisational learning and accountability.*
  - *WFP OEV may use the evaluation findings to feed into evaluation syntheses and for annual reporting to the Executive Board.*
4. The MTE is timed midway through the program, from its start in January 2016 through June 2018, and covers all four districts where the program is implemented.

### 1.1 Overview of the Evaluation Subject

5. WFP Rwanda has been implementing the HGSF program funded by the United States Department of Agriculture McGovern Dole (hereafter referred to as “McGovern-Dole

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<sup>4</sup> USDA McGovern-Dole Grant FFE-696-2015/007-00

<sup>5</sup> The program in Rwanda is hereafter referred to as the “McGovern-Dole Program.”

Program) since October 2015. WFP provides a midday meal to 40,000 children in grades 1 to 6 in Nyamagabe and Nyaruguru districts in Southern Province consisting of 120 grams (g) of maize, 30g beans, 15g vitamin A fortified vegetable oil, and 3g iodised salt. In Karongi and Rutsiro districts in Western Province, a different meal consisting of 120g of Supercereal and 15g of sugar is provided to 43,000 primary school students. The food commodities selected for the program are intended to fulfil a significant portion of each student’s daily nutritional requirements, reduce micronutrient deficiencies, and improve iron uptake when combined with deworming medications, as there is a high prevalence of anaemia among school children in Rwanda.

6. HGSF is a modality for school feeding used by WFP that provides food produced and purchased within a country to the extent possible. The McGovern-Dole International Food for Education and Child Nutrition Program (McGovern-Dole) is a USDA program administered by the Foreign Agricultural Service (FAS) that delivers international school feeding using donated in-kind commodities, usually supplied by the United States, and also delivers financial and technical assistance. This McGovern-Dole Program in Rwanda, implemented by WFP, uses both modalities for procurement to deliver school meals. USDA awarded a Local and Regional Procurement (LRP) agreement to WFP in FY16 meant to complement the McGovern-Dole Program; the latter LRP project is not the subject of this evaluation, though local and regional procurement approaches, more broadly speaking, are discussed.
7. WFP is implementing the McGovern-Dole Program with the aims of supporting the government in developing a national school feeding program and building government capacity for complete handover of activities by 2020. Table 1 provides a program overview. Annex 2 lists the activities for each objective.

**Table 1: McGovern-Dole Program overview**

<b>Operation:</b> McGovern-Dole Program overview	<b>Approval date:</b> Proposal submitted FY 2015
<b>Duration:</b> 1 October 2015 – 30 September 2020	<b>Budget:</b> USDA McGovern Dole: US\$25 million over five years (US\$5,281,900 in FY16 and \$4,929,525 in each subsequent year through FY20); <sup>6</sup> additional funding from MasterCard, Feed and Caterpillar Foundation
<b>Geographic areas:</b> 104 schools (target: 83,106 primary school students) in Nyaruguru and Nyamagabe districts (daily hot meals) and Rutsiro and Karongi districts (daily porridge meals) <sup>7</sup> (map, Annex 3)	
<b>Thematic areas:</b> School feeding & education, WASH, health & dietary practices, national capacity building	
<b>Transfer modality:</b> In-kind food transfers: US food commodities and local and regional food purchase	

<sup>6</sup> The programme received from MasterCard US\$2 million for Years 1 and 2 and an additional US\$1.25 million for Year 3, and small donations from Feed and Caterpillar Foundation in Year 1 totalling <US\$200,000. Budget figures reported for USDA, MasterCard, Feed and Caterpillar Foundation are from email correspondence with the CO (8 Aug 2018). We note minor discrepancies between those figures and budget documentation. The WFP Rwanda FY 2015 McGovern-Dole proposal specifies a life-of-project budget of US\$26,931,200. The WFP Programme Cost Sheet for HGSF for FY 2015 indicates a total programme cost of US\$22,576,643; the Programme Cost Sheet for Year 2 indicates a total programme cost of US\$38,519,927.

<sup>7</sup> These are two food baskets: the hot meal uses maize, beans, salt and fortified oil; the porridge meal uses Supercereal (CSB+) and sugar.) Some schools occasionally provide locally grown vegetables to enrich the meals.

### Key partners

#### Government of Rwanda:

-- MINEDUC; MINAGRI; MINALOC; Ministry of Health (MINISANTE); Rwanda Biomedical Centre (RBC) (deworming)

#### United Nations:

--UNICEF coordination: educational standards and national guidelines

--UNDAP coordination: increasing access to quality education, health, nutrition, WASH

#### NGOs:

--World Vision: sub-recipient on literacy, health, WASH

--Adventist Development and Relief Association (ADRA): building kitchens, storerooms and fuel-efficient stoves in the supported schools (ADRA was only a partner during Phase I of kitchen construction in schools in the Western Province)

Gardens for Health International (GHI): school gardens

--WFP-supported smallholder farmer cooperatives trained to increase their marketable surplus and link to McGovern-Dole Program

8. **Partners.** Various government ministries play significant roles in the design and implementation of the HGSF. Most fundamentally, MINEDUC leads the education sector including policy formulation, planning, coordination, regulation, monitoring and evaluation.<sup>8</sup> It works closely with the semi-autonomous Rwanda Education Board (REB), which oversees the coordination and implementation of pre-primary, primary and secondary education activities (see discussion at para. 60). The Ministry of Local Government (MINALOC) oversees schools and teachers and also has an oversight role in the government social protection and poverty reduction initiative, the Vision 2020 *Umurenge* Programme (VUP), which targets schools in the poorest areas (details in Table 20). In addition, the McGovern-Dole Program works with the Ministry of Health (MINISANTE), which has complementary programs to reduce primary dropout rates of girls and promote community-based environmental health, which is central to water, sanitation and hygiene (WASH) activities. The program partners with MINAGRI on its work with 24 smallholder agricultural cooperatives,<sup>9</sup> where farmers are given training in developing business plans and coached on cooperative governance, financial management and access to markets.
9. WFP works with non-governmental organisations (NGO) for specialised program components. World Vision Rwanda, the largest NGO in Rwanda, focuses on literacy, health and WASH. Along with MINEDUC and Save the Children, World Vision piloted the Literacy Boost literacy instruction methodology (see para. 79) and is globally recognised for its education programming. Other implementing partners are GHI for school gardens, and Rwanda Biomedical Centre, which distributes deworming medicine.
10. The program's main United Nations agency partner is UNICEF, whose Child-Friendly School standards Rwanda has adopted as quality guidelines for school infrastructure and software inputs; UNICEF also supported the Learning Achievement in Rwandan Schools Assessment to improve the quality of education and measure learning outcomes in literacy and numeracy.<sup>10</sup> The McGovern-Dole Program is also considered in the joint UN Development Assistance Programme (UNDAP) 2018-2023, which focuses on increased and equitable access to quality education, health, nutrition and WASH services.

<sup>8</sup> Evaluation ToR.

<sup>9</sup> WFP. 2018b. McGovern-Dole Programme Semi-Annual Report Narrative, October 1, 2017 – March 31, 2018.

<sup>10</sup> Evaluation ToR.

11. Annex 5 contains information on other (non-USDA-funded) relevant programs implemented by these partners and others.
12. **Changes in program design.** WFP's implementation of the program is consistent with the original program design. The ET notes that the program had initially planned to install lower-cost kitchen facilities to allow for the construction of a greater number of kitchens. However, the design did not consider the need for maintenance and training on maintenance. When quality problems arose in the lower-cost kitchens, the program opted for a revised design at higher cost. See also, relevant discussions at para. 98 and para. 117.
13. **Relevant issues from past evaluations.** The ET had access to two evaluations, the 2013-2016 Common Country Programme (CCP) evaluation<sup>11</sup> and the McGovern-Dole Program baseline.<sup>12</sup> Though the CCP evaluation was carried out while the McGovern-Dole Program was relatively new, two of the recommendations are relevant to this evaluation. First, it recommended that the CO draft a capacity development strategy for portfolio activities to guide implementation (Recommendation 1) and feed into the next Country Strategic Plan (CSP). While the CCP recommendation does not specifically address the McGovern-Dole Program, the ET did identify a need for WFP to undertake capacity development of government partners as part of a longer-term strategy for sustainability. Recommendation 6 in the CCP was to carry out a systematic analysis of key areas of learning to inform choices around approach and strategies for the next CSP. The current evaluations makes a similar point, but specific to the McGovern-Dole Program, recommending that the CO assess strengths and shortcomings in the approach and prioritise what is working well. In terms of operational issues, the baseline concluded that most of the targeted schools have access to an improved water source, but that the water supply was unreliable. While provision of water has expanded under the McGovern-Dole Program, the same finding applies in the MTE (see para. 51 and para. 126). The ET notes that WFP and MINEDUC have advocated for an improved water supply to primary schools and that the Ministry of Infrastructure (MININFRA) has committed to prioritizing connecting McGovern-Dole Program schools to the main water grid.<sup>13</sup>
14. **Gender.** The Education Sector Strategic Plan 2013-2018 emphasises access to learning for disadvantaged students such as girls, the poor and disabled.<sup>14</sup> Primary school enrolment is high, and gender equity has been largely achieved in primary and secondary schools. In 2016, the net enrolment rate for girls was 98.0 percent and 97.3 percent for boys. Girls comprised 50.1 percent of enrolled primary school students and boys accounted for 49.9 percent in 2016. The primary school completion rate in 2016 was higher for girls than boys, at 71.1 percent and 59.3 percent, respectively. The number of female students is higher in pre-primary, primary and secondary levels but shifts at higher levels, with male students predominating at tertiary level (60.6 percent males, 44.6 percent females).<sup>15</sup> The education sector plan also states that there is a

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<sup>11</sup> WFP. 2017c. Operation Evaluation. Rwanda Common Country Programme 200539, Mid-Term Evaluation (2013-2016). Evaluation Report. Prepared by IRAM.

<sup>12</sup> Ipsos, Inc. 2016. Baseline Study: Home Grown School Feeding Program 2016-2020. July. Report authors P. Mukiri and A. Kaburu.

<sup>13</sup> WFP. 2018b.

<sup>14</sup> Republic of Rwanda, Ministry of Education. 2013. Education Sector Strategic Plan, 2013/14 – 2017/18

<sup>15</sup> Republic of Rwanda, Ministry of Education. 2016 Education Statistical Yearbook.

dedicated budget line item to address education barriers for girls, including the provision of gender-sensitive water and sanitation facilities.

15. The McGovern-Dole Program is guided by the WFP 2009 Gender Policy (later subsumed by the WFP 2015-20 Gender Policy).<sup>16</sup> The program promotes the participation of girls and indicators data are disaggregated by gender. However, the program proposal does not include a specific approach to Gender Equality and Women's Empowerment (GEEW) or sexual and gender-based violence as noted in the 2009 policy; including a GEEW approach in the program was discussed in 2017 but has not yet been implemented. World Vision is working with district governments to improve latrine coverage in primary schools, which supports increased access to clean water, improved sanitation, and improved hygiene of all school-aged children with an emphasis on hygiene issues affecting girls (MGD 2.4).<sup>17</sup>

## 1.2 Context

### Poverty and food security in relation to the subject of the evaluation

16. Rwanda has made substantial progress toward development goals and reducing poverty since the 1994 genocide. It was ranked 159th out of 188 countries in the 2015 Human Development Index with a value of 0.498, placing it in the low human development category.<sup>18</sup> Poverty decreased between 2011 and 2014 from almost 45 percent to just over 39 percent;<sup>19</sup> extreme poverty declined from 24.1 to 16.3 percent.<sup>20</sup> In 2014, districts in the south and west had the highest rates of poverty and extreme poverty. Districts targeted in this program—Karongi, Rutsiro, Nyaruguru and Nyamagabe—had some of the highest poverty levels. From 2011 – 2014, poverty declined in three of the districts but increased in Rutsiro from 46.8 to 51 percent; extreme poverty decreased in all four districts with the largest decrease in Nyamagabe, from 34.6 percent to 13.3 percent.
17. The government has set the goal of moving from low-income to lower-middle-income status by 2020 and to upper-income status by 2050. Through its Social Protection Sector Strategy (2018-2024), the government has committed to providing a life-cycle approach to social protection systems. Income inequality is decreasing as the economy grows, which strengthens the possibility that the government will achieve its goals and self-finance social protection, including access to education and food security safety nets for all. Rwanda hosts over 150,000 refugees from the Democratic Republic and Congo and Burundi, who either reside in camps or in urban areas, primarily Kigali;<sup>21</sup> the government committed in 2016 to integrate refugees into national health insurance, education, and documentation systems.<sup>22</sup> Good governance and strong institutions are important prerequisites for government leadership in the area of school feeding, and this can guide future WFP country strategy toward stronger capacity development.

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<sup>16</sup> Evaluation TOR.

<sup>17</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

<sup>18</sup> UNDP. 2016. Human Development Report 2016: Human Development for Everyone.

<sup>19</sup> National Institute of Statistics Rwanda (NISR). 2015. Rwanda Poverty Profile Report 2013/14 – Results of Integrated Household Living Conditions Survey (EICV4).

<sup>20</sup> NISR. 2015. Rwanda Poverty Profile Report 2013/14.

<sup>21</sup> UNHCR. 2018. Operational Update: Rwanda, August 2018.

<sup>22</sup> UNHCR. ND. Operations Plan: Rwanda 2018.



18. The 2015 Comprehensive Food Security and Vulnerability Analysis (CFSVA) found that 20 percent of households were food insecure (473,847 households).<sup>23</sup> Among those, 13 percent or 63,696 of households were severely food insecure. The highest incidence of food insecurity was in western and northern Rwanda, and stunting rates were highest in the West (46 percent). The four districts targeted by the McGovern-Dole Program are among those with the highest percentages of food insecure households: Rutsiro (57 percent), Nyamagabe (42 percent), Nyaruguru (37 percent) and Karongi (35 percent).

### Key data and trends related to relevant SDGs

19. **SDG 2 – Zero hunger.** Rwanda is maintaining progress toward SDG targets for wasting (3.0 percent) and obesity (5.4 percent).<sup>24</sup> Undernourishment and stunting rates are severe, at 41.1 percent and 44.3 percent, respectively, and the SDG dashboard shows stunting as “moderately increasing.” Between 2012 and 2014, annual crop production increased by 5.7 percent, higher than the population growth rate (2.5 percent).<sup>25</sup>
20. **SDG 4 – Quality education.** Net primary enrolment in Rwanda is 95.9 percent.<sup>26</sup> Mean years of schooling is 3.8, an indicator value characterized in the SDG dashboard as “stagnating” and indicating major challenges. The literacy rate for 15-24 year olds, both sexes, is 82.3 percent.
21. **SDG 17 – Partnerships for the goals.** Rwanda has made progress or achieved two of three applicable indicators for SDG 17: Government Health and Education spending (12.7 percent of GDP) and the Tax Haven Score of zero, which is the best possible.<sup>27</sup> Tax revenue, at 19.3 percent of GDP, is moderately increasing.<sup>28</sup>

### Gender and health dimensions of the context and the evaluation subject

22. Gender-based poverty is a characteristic of poor rural households in Rwanda. Female-headed households in Rwanda, comprising 27 percent of households, are more likely to be food insecure than those headed by men.<sup>29</sup> In two of the districts targeted by the McGovern-Dole Program, Nyamagabe and Nyaruguru, 29 percent of households are female-headed. Women tend to engage in low-paid or unpaid work such as subsistence agriculture or household labour, and it is common for female household heads to be widowed and less educated than men. Factors that increase the risk of stunting in children include mothers who are stunted, have low levels of education, and do not receive antenatal care. Fortunately, as of 2015, only three percent of women were stunted, and 96 percent of pregnant women received antenatal care. Anaemia affects 19 percent of women. Moreover, 18 percent of women of reproductive age do not have any education – a characteristic that is likely to change given the high rates of primary and secondary enrolment and completion for girls.

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<sup>23</sup> MINAGRI, NISR, WFP. 2015. Rwanda Comprehensive Food Security and Vulnerability Analysis. March 2016.

<sup>24</sup> SDG Center for Africa and Sustainable Development Solutions Network. 2018. Africa SDG Index and Dashboards Report. July.

<sup>25</sup> NISR. 2015. Rwanda Poverty Profile Report 2013/14--Results of Integrated Household Living Conditions Survey (EICV4).

<sup>26</sup> SDG Center for Africa and Sustainable Development Solutions Network. 2018.

<sup>27</sup> Sachs, J., et al. 2018. SDG Index and Dashboards Report 2018.

<sup>28</sup> SDG Center for Africa and Sustainable Development Solutions Network. 2018.

<sup>29</sup> MINAGRI, NISR, WFP. 2015.



23. Nationally, stunting is steadily decreasing; it dropped from 43 percent in 2012 to 37 percent in 2015.<sup>30</sup> Diets tend to be low in nutrients and protein, and only 15 percent of children aged 6 to 23 months have a minimum acceptable diet. Stunting is more prevalent among boys under age five (41 percent) than girls (33 percent). Poor access to safe water, sanitation, and health services underlay the high level of malnutrition.
24. A reliable supply of potable water is essential to good health and normal growth among children, who are especially vulnerable to illness from unsafe water and poor sanitation. Nationally, 25 percent of Rwandans do not have access to safe drinking water for their households, especially in rural areas. As of 2016, only 28.8 percent of all primary schools in Western province had access to tap water and 40.7 percent have access to seasonal rain water harvesting, which poses challenges during the dry season. In Southern province, 30.8 percent of all primary schools had access to tap water and 45.9 percent have access to rain water harvesting systems. The Education Sector Strategic Plan 2013-2018 includes school health initiatives to promote good hygiene, to strengthen school nutrition programs to address poverty-driven hunger, and prioritises providing schools with access to electricity and water.
25. At national levels, women's empowerment and gender equality have improved in recent years, as evidenced by the high level of representation by women in Parliament, the high rate of girls' enrolment in primary school, enactment of gender-sensitive policies, and reductions in maternal mortality rates. However, low levels of women's representation in local government bring into question whether gender equality programming by development actors is fully supported.<sup>31</sup> Rwanda's Gender Inequality Index (GII)<sup>32</sup> value of 0.383 ranks 84th out of 159 countries.

### Government policies and priorities related to food security

26. The McGovern-Dole Program in Rwanda is consistent with relevant national government frameworks such as Vision 2020, which describes the country's development vision for modernizing agriculture and for becoming a middle-income country, and the Multi-Sectoral Food and Nutrition Policy and Strategic Plan. See related discussions in paragraphs 8 and 58, and Annex 7, Table 20 for a detailed description of these and other relevant government food security policies.

### Other international assistance in Rwanda

27. See Annex 8 for an overview of international assistance to Rwanda as relevant to the evaluation subject.

## 1.3 Evaluation Methodology and Limitations

28. The main evaluation questions, as indicated in the Terms of Reference, are:

- *Have literacy rates of school-age children improved over the duration of the program? If so, how and why? For example, are students able to read grade-level text? Are teachers demonstrating new methods of teaching?*

<sup>30</sup> WFP 2017e. Country Programme Standard Project Report 2017.

<sup>31</sup> Evaluation TOR.

<sup>32</sup> The GII captures inequality in reproductive health, education, political representation and economic activity, with scores from zero to 1, where 1 indicates higher inequality. UNDP. 2016. Human Development Report 2016: Human Development for Everyone.

- *Has the use of health and dietary practices increased? If so, how? Has illness-related absence decreased? Are students washing their hands? Are schools and school kitchens clean? How are school gardens being used?*
- *What is the level of community-level involvement and participation in decision-making in school governance mechanisms (PTAs and School Management Committees (SMCs))? Particularly, what is the level of involvement and participation of women? Also, what is the level and sustained continuity of community contributions in cash and in kind?*
- *What are the key institutions (i.e., international, national, provincial/district and local) and governance structures required to effectively deliver, implement, and sustain school meal interventions? What relationship structures among these institutions yield the most successful and effective school meal programs? Is WFP's capacity support to smallholder farmers and key line ministries appropriate/sufficient to effectively facilitate national ownership? Has the provided capacity support increased the government's capacity to own and sustain a national school meals program?*

29. The MTE was designed to address these questions and assess the McGovern-Dole Program against OECD-DAC criteria: relevance, effectiveness, efficiency, impact, and sustainability. As appropriate to an MTE, the ET has given roughly equal weight to all DAC criteria, though with the importance of sustaining impacts and an eye toward supporting government expansion of the school feeding program, we have viewed all criteria through the lens of sustainability. Table 2 presents the key evaluation criteria and corresponding questions:

**Table 2: Criteria and evaluation questions**

<b>Criteria</b>	<b>Evaluation Questions</b>
Relevance	To what extent is the program in line with the needs of beneficiaries (boys and girls) and partners, including government? To what extent is the activity aligned with WFP, partner, UN agency, and donor policies and priorities? To what extent is the intervention based on a sound gender analysis? To what extent is the design and implementation of the intervention gender-sensitive?
Effectiveness	To what extent are the outcomes or objectives of the intervention likely to be achieved? What are the major factors influencing progress in achievement or non-achievement of the outcomes/objectives of the intervention? To what extent does the intervention deliver results for boys and girls?
Efficiency	Is the program implemented in a timely way? Are the activities cost-efficient? Is the program implemented in the most efficient way compared to alternatives? Were the program strategies efficient in terms of financial and human resource inputs as compared to outputs? Does the monitoring system efficiently meet the needs and requirements of the program?
Impact	What are the medium-term effects on beneficiaries' lives? What are the gender-specific medium term impacts? Did the intervention influence the gender context?
Sustainability	To what extent is the government taking ownership of the program (e.g. demonstrated commitment and contributions)? What is the demonstrated capacity at central and sub-national levels to manage the program?

	<p>Are local communities (PTAs, farmers' groups, etc.) fully involved in and contributing toward school feeding and education activities?</p> <p>Has the policy framework supporting the HGSF been strengthened within the program period?</p> <p>What are the major factors influencing the achievement or non-achievement of sustainability of the program?</p>
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30. The ET further developed the evaluation questions and sub-questions in an evaluation matrix (Annex 9), which tailors the OECD-DAC criteria to the country context and operating environment. The evaluation questions and matrix were reviewed and validated by WFP in the inception phase and finalized before fieldwork. To orient the reader to the evaluation methodology, the report outline follows the standard WFP template that logically sequences the DAC criteria along expected pathways of change, starting with design decisions and ending with an assessment of overall progress against expected impact and sustainability. The lines of inquiry further focus on “unpacking” factors that affect performance against program indicators. This provides a practical approach for the reader to understand the challenges and opportunities of a complex program at its midpoint, and the recommendations going forward.
31. The mixed-methods evaluation used secondary and primary data to assess program performance against targets and factors affecting performance. The approach included a desk review;<sup>33</sup> a head teacher survey; a student Early Grade Reading Assessment (EGRA) survey; qualitative fieldwork including semi-structured interviews with key informants and focus groups (see list in Annex 10 and topical outlines in Annex 11) and observation of program activities at schools;<sup>34</sup> and examination and triangulation of quantitative data from WFP and partner monitoring reports and databases. A GEEW approach was integrated at all stages, as noted in the methodology discussion.
32. Quantitative EGRA data were statistically powered to provide accurate point estimates of student literacy and WASH data points. The confidence interval for all EGRA indicators is presented for the midterm analysis and the “re-estimated” baseline EGRA indicators (see para. 38). The confidence interval reflects the range that there is 95 percent confidence the actual population value will fall. The confidence interval across the EGRA indicators is relatively small. In other words, there is not a lot of variance across the third-grade student population(s), and the reader can ascertain that there is a high probability that the actual population values fall within these intervals. The sample of school children for the EGRA survey was stratified by gender, allowing statistically valid comparisons of results for boys and girls.
33. The EGRA survey team visited 20 schools and administered the EGRA to 220 boys and 221 girls (Annex 13, Table 22), ensuring equal gender representation in the EGRA. Gender-disaggregated data for the EGRA and other key indicators are presented in Section 2.2 and Annex 14. Replicating the baseline approach, the EGRA survey team also administered the head teacher survey to the relevant staff in these 20 schools.<sup>35</sup>

<sup>33</sup> The only past evaluation/review of the current project is per its inclusion in the WFP Operation Evaluation: Rwanda, Common Country Programme, 200539, Mid-term Evaluation (2013-2016).

<sup>34</sup> Direct observation will be employed where possible without disruption to normal activities of classrooms, cooking, distribution of meals, etc.

<sup>35</sup> In most cases the team interviewed the head teacher, whose position is typically equivalent to that of school administrator. In the few cases where the head teacher was not available or this specific position did not apply, the

Primary quantitative data from the EGRA and head teacher survey were triangulated with quarterly and annual program data and with qualitative results. In all, the quantitative and qualitative work encompassed 96 interviews (55 with men and 41 with women) and eight focus groups (with 24 male participants and 21 female participants). The ET ensured that it interviewed males and females at each school, separately where possible, to obtain the viewpoints of both men and women. During interviews with the farmer cooperatives, the ET ensured that women as well as men were given the opportunity to discuss the program, and that women were full participants in the discussion. The final fieldwork schedule is at Annex 12.

34. The ET collected data at national, subnational and school levels. National and subnational lines of qualitative inquiry focused on the enabling environment and the potential for continuation and eventual handover of HGSP activities. School-level data collection focused on assessing and validating progress toward targets and quality of activities, outputs and outcomes. The ET was comprised of one female team and one male team, which facilitated the gender-sensitive collection of qualitative data.
35. See Annex 13 for a fully detailed description of methodology, sampling and limitations.
36. WFP's decentralised evaluations must conform to WFP and UNEG ethical standards and norms. The evaluators are responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.
37. Annex 13 describes the ethical issues considered for the design, data collection, data analysis, reporting and dissemination of the evaluation, and the safeguards and measures to manage these issues. The ET followed the safeguards described in Annex 13, Table 27 and no ethical issues arose during the survey or any other component of the evaluation process. While no institutional clearances were required, the survey team was introduced to schools with advance communication from the CO and a formal letter explaining the purpose of their visit.
38. The ET encountered the following methodological limitations:
39. **Limitation 1:** The ET requested WFP to share the baseline data in order to undertake unpaired longitudinal statistical tests of EGRA indicators. For this report, TANGO has provided “re-estimated” values based on the baseline data shared by WFP (see Annex 13, Table 25 and Table 26). The presence of non-response data within the reading comprehension questions in Section 5 in the baseline reduces the comparability the indicator *Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text from baseline to endline*. For comparability purposes, TANGO based the “comprehension” portion of this indicator on the correct response to comprehension questions 1 and 2 (out of 5 questions). This presents a substantial limitation to the comparability of baseline data with the midterm data; however the ET feels this assumption is

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team interviewed a staff member in a comparable role with adequate institutional knowledge to respond to the survey questions. The number and type of head teacher survey respondents are detailed in Annex 13, Table 23,

conservative (i.e., the baseline value may be higher than the “re-estimated” point estimate, but it is unlikely to be lower).

40. **Limitation 2:** TANGO tried to replicate the baseline findings for the EGRA data and was unable to, as discussed above and in additional detail in Annex 13-H. Because of this, the ET advises that as preparation for the endline, a more thorough review of baseline data should be carried out than is typically done for a midterm or endline evaluation, focusing on required indicators. The endline evaluation should include retroactive questions and questions focused on the perception of change over the past five years to mitigate potentially unreliable baseline data. The existing data should also be assessed to determine readiness for required assessment of GEEW. Regardless of the quality of the baseline data, the methodology applied at the MTE is valid and appropriate.
41. **Limitation 3:** The content and comprehension questions on the EGRA tool were modified with World Vision input (see para. 262); as a result they differ from the baseline tool. This was not a limitation per se, but we note it for the sake of transparency. The adjustment is consistent with the process followed at baseline, when education partners in Rwanda recommended “that the tool go through an adaptation process to ensure that the students have no prior exposure to the content.”<sup>36</sup> This adjustment guards against students preparing for specific content and thus skewing the results. The results are considered comparable because the midterm assessment was designed to align with the third-grade reading level, also used at baseline.
42. **Limitation 4:** Because the head teacher survey is perception-based, findings reflect the extent to which head teachers are aware of those activities, which may vary based on program application across sampled schools. Findings from perception-based survey questions do not definitively suggest that the program is achieving (or not achieving) expectations relating to program activity coverage or quality.
43. **Limitation 5:** Some indicator targets are expressed as counts, rather than percentages, e.g., number of head teachers. Midterm values for these indicators were computed by extrapolating from the sample data. This is deemed an acceptable practice because the sample was representative.
44. **Limitation 6:** The program, and the country of Rwanda, do not have performance benchmarks for reading and comprehension. The World Vision literacy team noted that Rwanda is still in the process of establishing national standards, but shared a 2016 literacy assessment report supplied by MINEDUC that has some benchmarks that the ET used to put the EGRA results in context.<sup>37</sup>
45. **Limitation 7:** The monitoring data, such as in the semi-annual reports, contain errors in addition (e.g., some male and female targets do not sum to the overall target). The Excel reporting template does not make use of formulas, making it difficult to determine how cumulative figures are calculated and whether the calculations are correct, and not all quarters are individually reported (e.g., Oct-Dec and Jan-Mar quarters are presented as a sum). Data accuracy and cross-checking would be improved by using embedded Excel formulas to compute sums and thus ensure mathematical accuracy, and showing quarter-by-quarter accounting of data for each indicator (rather than grouping

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<sup>36</sup> Ipsos, Inc. 2016. Page 16.

<sup>37</sup> EDC. 2016. Early-Grade Literacy in Rwanda: Taking Stock in 2016.

quarters). We have addressed these limitations by cross-checking data across monitoring documents, triangulating results with those of the midterm survey conducted by the ET, and consultation with the CO on specific data questions.

46. **Limitation 8:** WFP indicators are tracked October – March and April – September based on the US fiscal year. However, the Rwandan academic year starts in January. Therefore, for student enrolment numbers, the October – March period totals are not an accurate reflection of the reality: for October, November and December, the totals still include graduating sixth-grade students, while January, February and March no longer include the graduating class but do include incoming first-grade students. The CO understands that this was discussed with USDA at the beginning of the program and that USDA directed WFP to continue reporting based on the US fiscal year; WFP notes that the April – September numbers are a more accurate reflection of each academic year versus the previous period.<sup>38</sup> The ability to accurately calculate achievement with respect to number of meals distributed is also affected by this non-standard reporting practice; see Annex 14, Table 37.
47. **Limitation 9:** The baseline did not establish a value for the McGovern-Dole indicator, *Percent of parents in target communities who can name at least three benefits of primary education*. The report noted that parent data could not be collected via a household survey, which would require approval by the National Institute of Statistics in Rwanda (typically a three-month process). A parent survey had been planned for 2016 but was not carried out. The MTE faced the same limitation to conducting a parent survey but added a question on this indicator in the head teacher survey to report progress based on head teachers' estimates. The team also collected qualitative information on this topic via interviews with PTA members and took the opportunity to ask cooks and members of farmer coops about their children's participation in reading groups.
48. **Limitation 10:** Staff turnover resulted in a lack of historical knowledge (see also para. 122). This limitation was mitigated by interviewing former staff.

## 2. Evaluation Findings

49. The evaluation findings for the McGovern-Dole Program in Rwanda and the evidence to substantiate them are presented below, structured as responses to each evaluation question.

### 2.1 Relevance of the Operation

#### Results framework/ theory of change

50. The results framework and foundational results are presented in Annex 6. The program design follows the McGovern-Dole Results Framework. Activities have been planned, sequenced and implemented to ensure achievement of Strategic Objective 1, *Improved Literacy of School-Age Children*. Activities have also been aligned with the objectives of SO2, *Increased Use of Health and Dietary Practices*, to ensure that the broad range of interventions that support improved student attendance (MGD 1.3) are achieved. Both show a logical causal chain. The foundational results incorporate the actions that the McGovern-Dole initiative considers critical to the development of a sustainable, government-financed and -managed HGSF program for primary schools. This includes

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<sup>38</sup> Email communication with CO, 29 Nov 2018.

increased capacity of government institutions, which has been built in terms of implementing a WFP-assisted program. More time and focus on capacity strengthening are required to build an improved policy and regulatory framework, parts of which are in place. Similarly while community groups and local organisations are engaged with the program, there is a need to foster their increased engagement. An expanded school feeding program will require an increased financial commitment by government. The WFP Rwanda FY 2015 McGovern-Dole proposal (p.15) recognises that the McGovern-Dole Program for primary schools will not be incorporated into the government's national school feeding program by 2020 due to financial, institutional, and agricultural challenges. The ET finds this assumption realistic, based on the time required to transition school feeding in other countries. In addition, the CO will need to revisit expectations and timing for the envisaged transition based on a redesign of the program that includes the shift from the development of a national program.

51. Several implicit assumptions underlying the program theory of change do not hold true. First, water is a prerequisite for the WASH interventions, but in reality, water resources at many schools are unreliable (see discussion at para. 126). In fact, the ET learned that communities use washing practices that do not require water. Second, the program design depends on consistent and adequate parent contributions to maintain school meal activities, such as helping fund cooks' salaries and providing fuel wood. The program proposal notes the limited resources of the poorest families and communities as a constraint to local support, and the findings of this evaluation indicate that relying on parent contributions is not a valid assumption, given variable family resources and different perceptions on who should bear the responsibility to support school-based services (see in-depth discussions in para. 107, para. 108 and para. 131). Further operational research is recommended to assess the feasibility of community/parent contributions and identify a model that is sustainable.
52. Another design assumption was made regarding the local purchase model to sustain school feeding over the longer term. The program proposal defined the model in terms of proximity of farmers and farmer cooperatives, which initially appeared reasonable given the Rwandan context – a small country with extensive regional trade relationships. Program staff and government representatives interviewed by the ET stated that linking smallholder farmers with the structured demand created by school feeding was assumed to be a preferred local purchase model, whereby local cooperatives would be selected for capacity-strengthening support based on their proximity to program schools.<sup>39</sup>
53. However, this assumption was made with limited analysis or stakeholder consultation. After the program started, it became clear to WFP, mainly through consultation with government, that a local purchase model in Rwanda could take many forms. At program midpoint, WFP management decided to explore a more comprehensive range of options for local purchase by initiating a sector study that included review of national and regional purchasing models. Interviews with WFP staff indicated that the study results will be used to inform further consultation with the government on the optimal local purchase model. No decision has yet been taken on this question, and until the study results are available, the ET does not recommend a particular model. While we view the

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<sup>39</sup> Also indicated in WFP Rwanda FY 2015 McGovern-Dole proposal, Section 4.3 Capacity Building.



local purchase model as a good initiative, it is not yet thoroughly tested in terms of meeting the demands of a HGSF activity; we agree that the Rwanda context would indeed allow a range of options and that the study scope is appropriate.

### Relevance to needs

54. WFP's targeting of the most food insecure districts is appropriate to geographic needs and to the needs of primary schools in some of the poorest areas in those districts. The schools were selected by District Education Officers (DEOs), local mayors, and World Vision, and verified by WFP, MINEDUC, and World Vision. Teachers, DEOs, and WFP staff cited school meals as having increased regular attendance and reduced dropouts. Retention rates are high for both girls and boys and well above WFP targets. The program does not distinguish between girls and boys in terms of the school meal contents or portion, which the ET views as a positive attribute as it reflects gender equity in food allocation. It also does not distinguish between men and women in terms of targeting agricultural cooperatives; the ET notes that Rwanda's National Cooperative Policy promotes membership for women and gender equality in cooperatives.<sup>40</sup>
55. Synergies with partners have been highly relevant to needs. Building reading skills and encouraging reading outside of school are major challenges to education; through the partnership with World Vision, literacy groups (also called reading groups or reading clubs) are functioning and students are attending. These groups add value because many parents are non-literate and the opportunity for boys and girls to obtain additional help in reading outside of school is relevant to reinforcing the value of education. School infrastructure, particularly substandard kitchens, inadequate latrines, and poor water storage, has been a challenge in these districts. This infrastructure is being upgraded through the construction of new kitchens, separate latrines for girls and disabled students, and water storage tanks in many schools. Separate latrines benefit girls in particular, allowing them to address their hygiene needs and reducing absenteeism. World Vision is responsible for the WASH component; handwashing stations have been established outside of classrooms and schools are supplied with water purification tablets for drinking water. A partnership with ADRA to build kitchens was dropped due to problems with the quality of the construction. WFP is in the process of coordinating construction with private construction firms and is directly managing the completion of remaining kitchens. School gardens are supported by GHI and are intended to provide practical nutrition education. FAO was part of the initial design but did not participate due to budgetary limitations. This delayed the start of school garden activities until recently. Gardens were present at all schools visited by the ET.
56. The McGovern-Dole Program is relevant to local needs, where rural schools in food insecure areas lack basic infrastructure, including WASH facilities, and students have limited access to reading material and few resources for reading outside of school. During interviews with MINEDUC and district officials, respondents stated that there was a noticeable improvement in test scores in schools supported by the McGovern-Dole

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<sup>40</sup> Republic of Rwanda, Ministry of Education. 2014. National School Health Policy, Kigali 2014. Republic of Rwanda. National Cooperative Policy in Rwanda Toward Private Cooperative Enterprises and Business Entities for Socio-Economic Transformation. Revised version [1]. Kigali, January 15, 2018.



Program, which was credited to the school meals and the literacy activities;<sup>41</sup> MINEDUC sees the McGovern-Dole Program as very important to the retention and health of primary school students. The mobilization of community support for school feeding is relevant to create greater ownership and interest among parents in the components of the McGovern-Dole Program and their importance to a quality education. There is a question of whether the design is appropriate to local capacity. For example, each school must pay cooks, purchase firewood, buy soap and utensils, and pay for water. Schools depend in part on contributions from the community to meet these costs, and parents may donate firewood or vegetables if unable to provide cash. Most of the schools visited by the ET were struggling to cover these expenses as community contributions fall short of targets by more than half.

### Coherence with national policies

57. WFP Rwanda's McGovern-Dole Program is aligned with the government's policy direction and intention to expand school feeding. The WFP Rwanda FY 2015 McGovern-Dole proposal states that the program was designed to support the government's Home-Grown School Feeding program (also abbreviated here as HGSF), and that the McGovern-Dole Program would contribute to the continued development and sustainability of the national HGSF program. The government's HGSF policy endorses a school feeding program based on local purchase of commodities with a view to eventual nationwide implementation without external support. The government operates two other school feeding programs, the One Cup of Milk per Child program and a midday meal program for full-day secondary school students, while the McGovern-Dole Program targets primary schools in the most vulnerable districts. The Education Sector Strategic Plan 2013-2018 and the National School Health Policy 2013 mention the government's intention to create a national HGSF program. Interviews confirm the view among senior government officials that the McGovern-Dole Program is an important catalyst for further developing the national program. The focus on primary school aligns closely with the government initiative to expand its secondary-school-level feeding program into primary schools, starting with primary grade 6 and progressively expanding to one additional grade level each year to include all primary school students by 2024.
58. Vision 2020 is Rwanda's development plan to reach lower-middle-income status and to reduce poverty and aid dependency. Rwanda met most MDGs by 2015 and continues to make progress on development indicators.<sup>42</sup> Economic growth in recent years has been possible due to the country's political stability. This is particularly relevant to this evaluation as the McGovern-Dole Program aims to contribute to national development goals on education and food security, and is working toward national capacity building and a program transition. Thus there is a strong coherence with government policies and plans, including increasing the literacy rate to 100 percent by 2020.
59. Interviews show that the program was designed to align with government-led initiatives to expand access to safe water and sanitation services, including with partners such as UNICEF and WaterAid. Program resources are insufficient to provide water access to all schools that need it. Schools that receive direct support are selected in coordination with

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<sup>41</sup> National literacy testing is done in grades 6, 9 and 12, so comparable test score data are not available to corroborate these statements.

<sup>42</sup> World Bank Group. 2018. Rwanda Overview.

MINEDUC and MINALOC at district level, taking into account geographic focus of other water access initiatives that can potentially support the other schools.

60. A recent study by the Education Development Center states that one of the challenges to improving literacy instruction is that the two main bodies responsible for education, MINEDUC/REB and MINALOC, are not institutionally connected. MINEDUC/REB is responsible for improving the quality of instruction in schools, while MINALOC manages schools and teachers. The REB functions at the national level and is responsible for the delivery of materials, training, assessment, and other resources. MINALOC operates through local directors of education, sector education officers, head teachers, and teachers. The report states that literacy instruction may not be a priority for mayors amidst more urgent demands and limited funding. It notes that the government is addressing these issues but that “more needs to be done in cooperation between MINEDUC and MINALOC at each level of the governance system.”<sup>43</sup>

### **Coherence with WFP strategies, policies and normative guidance**

61. The McGovern-Dole Program aligns with WFP corporate strategic objective (SO) 1: Support countries to achieve zero hunger. Despite Rwanda’s economic progress, one-fifth of households are food insecure in the four targeted districts. Since Rwanda is a soon-to-be middle-income country, the McGovern-Dole Program aligns with WFP’s strategic concern about assisting vulnerable populations within middle-income countries. It further aligns with the Education Sector Strategic Plan (2013-2018), School Health and Nutrition Policy 2014, National Strategy for Transformation 2017-2024, Strategic Plan for Agriculture Transformation 4 (2018-2024).
62. WFP’s support to government in building capacity for the national school feeding program is highly coherent with WFP’s shift to an upstream role and its global strategic focus on helping countries to strengthen national policies and systems.<sup>44</sup> It is aligned with WFP’s School Feeding Policy (2013) focus on helping to establish and maintain government-led school feeding programs through technical support and capacity development, and to develop links with smallholder agricultural producers to supply schools, support livelihoods, and strengthen market linkages. This approach is relevant to Rwanda’s policy direction and is a good opportunity for WFP to support the government’s process. As a first step in this process, WFP provided technical assistance to MINEDUC to develop the draft national school feeding policy and strategy.<sup>45</sup>
63. WFP’s approach of supporting embedded staff in MINEDUC and MINAGRI to coordinate USDA partners and track implementation aligns with corporate SO 5 to partner for SDG results and is a useful way to foster collaboration, ensure alignment of policies and strategies, and build government capacity for school feeding. The selection of technically skilled partners to implement the literacy, WASH, and nutrition components is aligned with SO 4 to partner to support implementation of SDG results. The McGovern-Dole Program includes a component to develop the capacity of smallholder cooperatives to eventually supply commodities for school feeding. This is aligned with SO 3, to achieve food security. The ET notes that the USDA requirement to use imported food is not

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<sup>43</sup> EDC, 2016.

<sup>44</sup> WFP 2017a. WFP Strategic Plan (2017-2021).

<sup>45</sup> WFP. 2016b. Food and Safety Net Assistance to Refugee Camp Residents and Returning Rwandan Refugees. Standard Project Report 2016.

aligned with WFP's policy supporting local procurement. The ET notes that this is a temporary misalignment, and that the McGovern-Dole Program is developing the capacity of local smallholder cooperatives to eventually support local production of vegetable oil and CSB+. WFP is also investing in comprehensive research to provide relevant options for HGSF commodities.

64. **Gender.** The McGovern-Dole Program is guided by the WFP 2015-20 Gender Policy;<sup>46</sup> it promotes the participation of girls and indicator data are disaggregated by gender. The program provides for the construction of gender-sensitive toilet facilities for girls (as well separate, non-gendered toilets for disabled students) but does not include a specific approach to address gender equality and women's empowerment or sexual and gender-based violence. The ET noted that the majority of cooks at the schools visited were male, while cleaners were female. The reason given is that men have the physical strength required to handle the cooking. This point was also noted by in the 2016 CP evaluation, with the suggestion that strategies for ensuring a better gender balance could be employed.<sup>47</sup> The proportion of women in leadership positions in program management committees is slowly increasing (37 percent) but is below the target of 50 percent. WFP is working with government, partners, and stakeholders to identify ways to increase women's representation in program management at the local level.<sup>48</sup>
65. **Effective partnerships.** The main coordination mechanisms between program partners are Semi-Annual Steering Committee meetings led by MINEDUC; Quarterly Coordination meetings, led by MINEDUC and WFP, which focus on operational issues; Quarterly Technical meetings with all stakeholders at district level; and regular monitoring meetings, also at district level. Interviews with partner and government staff showed that MINEDUC, which is the main education counterpart for the McGovern-Dole Program, has varying degrees of coordination with MINALOC at local level, though coordination is quite close on school infrastructure and water access. MINALOC is less involved on issues related to education quality and student performance. This has resulted in a lower level of understanding among MINALOC senior officials such as the mayor and vice-mayor. Interviews showed that the role of the mayor, in particular, is crucial in bridging the divide between national and subnational (district) governments with the aim of institutionalizing HGSF results.
66. Interviews with government representatives indicate that REB is not closely engaged in the McGovern-Dole Program at either national or subnational level, which appears to contrast with other literacy programs that do have formal partnership with REB. REB does participate in the HGSF Steering Committee meetings but to date, this is the extent of their engagement in the program. The formal program partnership with MINEDUC does not automatically translate into coordination with REB, as REB has its own mandate within the larger MINEDUC organization. Feedback further indicates that this could present a challenge for scaling up Literacy Boost activities, given the leading role REB plays in curriculum development. At the national level, efforts to establish closer coordination with REB are underway through the steering committee meetings.

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<sup>46</sup> Initially the WFP 2009 policy, later subsumed by the WFP 2015-20 Gender Policy. Evaluation TOR.

<sup>47</sup> WFP 2016b.

<sup>48</sup> WFP Rwanda 2017e.

67. World Vision works with district governments to improve latrine coverage in primary schools. It has constructed or rehabilitated 39 ventilated improved pit latrine blocks; this number was determined by a needs assessment and will ensure that by the end of the program, all 104 schools have new or improved latrines (others will be constructed through other initiatives). World Vision is also building or enhancing water collection systems; it has fully achieved the FY 2018 target of installing 15 water tanks).<sup>49</sup> This supports increased access to clean water and improved sanitation and improved hygiene of school-age children with an emphasis on hygiene issues affecting girls (MGD 2.4).<sup>50</sup> World Vision will also initiate new menstrual hygiene management systems in schools. PTAs will be trained on the importance of menstrual hygiene education. While these measures are very important to encouraging regular attendance by girls, there is otherwise limited explicit consideration of gender in the program.

### Relevance to USDA policy

68. The program seeks to achieve MGD SO1: *improved literacy of school-age children*, and MGD SO2: *increased use of health and dietary practices in the targeted areas*. The program aims to achieve McGovern-Dole Foundational Results<sup>51</sup> in several important ways. For example, the program supports the foundational result of increased capacity of government institutions by strengthening the government national school feeding program and by building capacity at national, district and school levels to eventually integrate the McGovern-Dole Program, as well as by strengthening literacy and good health and hygiene practices among students and school personnel. It supports the foundational results of increased engagement of local organizations and community groups by building the capacity of local agricultural cooperatives to eventually supply food to school feeding programs.
69. The McGovern-Dole Program is also consistent with the United States FAS Strategic Plan, specifically Goal 4, Objective 4.1: Implement non trade-focused congressionally mandated programs.<sup>52</sup>
70. The program contributes to FAS' sustainability goal by strengthening government capacity to implement a national school feeding program and to assume full management of the school meals activity implemented under the McGovern-Dole Program, although on a more limited scale. By helping local agricultural cooperatives build their capacity to supply food for school meals, the McGovern-Dole Program is helping to ensure a sustainable source of supply for school feeding programs that will also help communities to develop new markets and greater resilience.<sup>53, 54</sup>

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<sup>49</sup> WFP. 2018b.

<sup>50</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

<sup>51</sup> The Foundational Results include increasing the capacity of government institutions (MGD 1.4.1/2.7.1), improving the policy and regulatory framework (MGD 1.4.2/2.7.2), increasing government support (MGD 1.4.3/2.7.3) and increasing the engagement of local organizations and community groups (MGD 1.4.4/2.7.4). WFP Rwanda. 2015. Results Framework. PowerPoint. ("Foundational Results" diagram).

<sup>52</sup> United States Department of Agriculture, Foreign Agricultural Service. NDa. Foreign Agricultural Service Strategic Plan (2019-2022).

<sup>53</sup> United States Department of Agriculture, Foreign Agricultural Service. NDb. FY 2019 Food Assistance Proposal Guidance and Request for Applications.

<sup>54</sup> See also the discussion on impact and sustainability in Section 3.1

## Coherence with relevant UN-wide system-wide commitments

71. **United Nations Agencies.** Rwanda is one of eight pilot countries in which United Nations agencies coordinate closely through One UN. The agencies coordinate their activities for economic and social transformation and transformational governance through the United Nations Development Assistance Programme (UNDAP).<sup>55</sup> As of April 2018, the 2018-2023 UNDAP was still being finalised. United Nations inter-agency collaboration includes WFP and UNHCR's joint work on refugee issues and WFP, UNICEF and UNESCO collaboration on education activities such as creating Child-Friendly School standards and assessing literacy and numeracy. WFP and FAO have collaborated on Purchase for Progress (P4P) agricultural support activities to support smallholder farmers to access markets, though FAO does not collaborate on school gardens as in other countries. Since 2011, the government has integrated lessons learned from that program to create Common P4P (CP4P), which purchases food from smallholder cooperatives for the National Strategic Reserve.<sup>56</sup>

### Synergy with other WFP ongoing operations

72. WFP Rwanda also implements Protracted Relief and Recovery Operation (PRRO), *Food and Nutrition Assistance to Refugees and Returnees (2016-2018)* (budget: US\$119.4 million), and a Country Programme: *Enhancing National Capacity to Develop, Design and Manage Nationally Owned Hunger Solutions in Rwanda (2013-2018)* (budget US\$51.8 million).<sup>57</sup> WFP promotes internal program synergies by training smallholder cooperatives to increase their production for market under the framework of the USDA-funded LRP project.<sup>58</sup>

#### Key Findings and Conclusions – Relevance

- The McGovern-Dole Program is aligned with government, WFP and UN policies and priorities.
- WFP's support to government in strengthening capacity for the national school feeding program is highly coherent with WFP's shift to an upstream role.
- The program's integrated activities are appropriate to local needs.
- Progress on program targets for component interventions is on track.
- A challenge to improving literacy instruction is that the two main government bodies responsible for education are not institutionally connected.

## 2.2 Results of the Operation

### Outputs

73. WFP planned to reach 83,106 students annually in grades 1-6.<sup>59</sup> At midterm, consistent with previous quarters, performance for this output exceeds or is very close to targets for boys, girls, and overall. As shown in Table 3, the program reached 99 percent of planned student beneficiaries in 2016, 103 percent in 2017, and 101 percent in 2018. The

<sup>55</sup> United Nations Rwanda. 2018. UNDAP 2018-2023 for Rwanda. Signed 31 July 2018.

<sup>56</sup> WFP. 2014. Purchase for Progress - P4P Rwanda.

<sup>57</sup> WFP. 2018a. WFP Rwanda Country Brief. March 2018.

<sup>58</sup> World Food Programme. 2018c. Country Programme Standard Project Report 2018 (Rwanda).

<sup>59</sup> The official duration and ages for primary school in Rwanda are 6 years, ages 7-12. Education and Policy Data Center, FHI 360. 2014. Rwanda Education Profile. 2014 Update.



2018 percentage is based on the two quarters spanning 1 April – 30 September, which the CO indicates is the most accurate reflection of beneficiary numbers (see Limitations, para 38, for a discussion of measurement challenges with reporting based on FY quarters that do not correspond with the school year).

**Table 3: McGovern-Dole Program beneficiary output indicators<sup>a</sup>**

Indicator	2016 Actual/Planned	% Achieved	2017 Actual/Planned	% Achieved	Actual 1 Oct 2017 – 31 Mar 2018 <sup>b</sup>	Actual 1 Apr – 30 Sep 2018	2018 Actual/Planned	% Achieved
Total student beneficiaries	82,360/83,106	99%	85,513/83,106	103%	84,992	83,590	83,590/83,106	101%
Total male beneficiaries	41,703/39,890	105%	43,612/39,890	109%	43,296	42,712	42,712/39,890	107%
Total female beneficiaries	40,657/43,215	94%	41,901/43,215	97%	41,696	40,878	40,878/43,215	95%

Source: SPR 2016, SPR 2017, semi-annual reports April and October FY 2018.

<sup>a</sup> While the overall annual target is stated as 83,106, the sum of male and female beneficiary targets is 83,105, a difference of one beneficiary. The CO confirmed (email 27 Dec 2018) that these are the targets stated in the signed agreement. We have computed the percentage achievement using the stated targets but acknowledge that these contain this minor error.

<sup>b</sup> Values given for reference only. Per the CO, the 1 Apr – 30 Sep period is the more accurate figure to use in assessing performance against target. We have therefore used this figure to compute percent achievement.

74. In the 1 April – 30 September period in 2018, targets for providing school meals in FY 2018 have been nearly met for girls (95 percent), and exceeded for boys (107 percent) (Annex 14, Table 37). There is substantial underachievement for the number of new students receiving meals (6 percent of target), even while the overall combined target for new and continuing students is exceeded (101 percent).
75. Table 4 reports school attendance. In the 1 April – 30 September period in 2018, attendance targets for FY 2018 have been largely met for girls (91 percent), and exceeded for boys (101 percent).

**Table 4: Attendance, actual vs planned, FY 2018**

Indicator	1 Oct 2017 – 31 Mar 2018 Actual <sup>a</sup>	Actual 1 Apr – 30 Sep 2018	FY 2018 Planned	% Achieved (actual/planned)
Number of students regularly (80%) attending USDA supported classrooms/schools (overall)	81,707	79,931	83,106 <sup>b</sup>	96%
Number of students regularly (80%) attending USDA supported classrooms/schools (females)	41,455	39,473	43,215	91%
Number of students regularly (80%) attending USDA supported classrooms/schools (males)	40,252	40,458	39,890	101%

Source: Semi-annual reports for April and October FY 2018.

<sup>a</sup> Values given for reference only. Per the CO, the 1 Apr – 30 Sep period is the more accurate figure to use in assessing performance against target. We have therefore used this figure to compute percent achievement. This is the target listed in the semi-annual reports and the signed agreement.

76. The distribution of literacy starter kits was completed in Year 2; this is a change from the original program design, which called for a progressive distribution of starter kits each year, reaching all 104 schools by the end of the program. World Vision revised this activity to distribute all kits during the first half of the program so that schools could benefit sooner.<sup>60</sup> At midterm, administrators and officials in all 104 schools have received training in new tools and techniques; about double the target number are demonstrating the use of new tools and techniques (181 against a FY 2018 target of 93).<sup>61</sup> The corresponding indicator for teachers and educators was also exceeded, with 949 individuals demonstrating new tools and techniques against a FY 2018 target of 272. Because the program decided to train all parents who had children enrolled in community reading clubs, the target for training parents on the importance of literacy was also exceeded: 6,166 parents were trained, against a FY 2018 target of 1,456.
77. Over the program cycle, WFP plans to use 4,657 MT of SuperCereal (CSB+) and 540 MT of vegetable oil.<sup>62, 63</sup> Annex 14, Table 38 shows the commodities distributed from FY 2016 Q1 through FY 2018 Q3. The life-of-program vegetable oil target has been exceeded (101 percent); the life-of-program CSB+ distribution has met 71 percent of target. Deliveries to schools are made every three months (one time per term) to minimize delays in the rainy season. The FY 2018 Q3 report notes delivery delays for both commodities owing to challenges such as limited access to schools during the rainy season and is working with the government to resolve this. The other main logistics challenge is poor rural road infrastructure, which is a disincentive to private transport companies to pursue delivery contracts. The majority of schools visited by the ET reported no issues with delivery or with running out of food. WFP is able to purchase sufficient amounts of maize and beans at national level to supply the McGovern-Dole Program, with funding provided by MasterCard. Overall, stock management and storage activities at schools were in line with WFP standard operating procedures, as promoted through storekeeper trainings and regular refreshers. The ET also observed WFP field monitors managing food quality by transferring commodities among schools to ensure that food with best-before use dates were evenly distributed, thus preventing waste due to expired commodities.

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<sup>60</sup> Email communication with CO, 28 Nov 2018.

<sup>61</sup> Source: Rwanda(MGD15)\_Semi Annual Report April 1 2018\_ September 30 2018 final. Officials are reported to include head teachers, sector and district education officers, SBMs, DoS. (The latter two acronyms are not spelled out in the report and neither the ET nor the CO could not identify what positions they refer to.)

<sup>62</sup> WFP Rwanda FY 2015 McGovern-Dole proposal. Note that reporting is in net metric tons (NMT). One NMT is equal to 2,000 pounds (0.907 MT or 907.18 kg).

<sup>63</sup> Maize, beans, salt and sugar are non-USDA commodities and are purchased with other funds.

## Outcomes

78. Table 5 shows the latest data available for the USDA outcome indicators and additional requested midterm indicators.

**Table 5: USDA outcome indicators**

Outcome Indicator <sup>1</sup>	End Target <sup>1</sup>	Baseline (Jun 2016) <sup>1, 2</sup>	2016 (Dec) <sup>1</sup>	2017 (Dec) <sup>1</sup>	FY 2018 (Q1-Q2) <sup>3</sup>	Midterm (Oct 2018) <sup>4</sup>
<b>Outcome: Increased equitable access to and utilization of education</b>						
<i>Student-level</i>						
Retention rate of girls in WFP-assisted primary schools	>85%	98.9%	95.6%	99.0%	No data	No data
Retention rate of boys in WFP-assisted primary schools	>85%	98.4%	95.7%	95.0%	No data	No data
% of students who, by the end of two grades of primary, demonstrate that they can read and understand the meaning of grade level text	69%	41.5% <sup>10</sup>	No data: Follow up at midterm and endline			59.0% <sup>11</sup>
% of female students who demonstrate the above	77%	43.3% <sup>10</sup>				62.9% <sup>11</sup>
% of male students who demonstrate the above	62%	39.8% <sup>10</sup>				56.8% <sup>11</sup>
<i>School-level</i>						
% of students in classrooms identified as attentive by their teachers	80%	60.0%	No data: Follow up at midterm and endline			57.4 <sup>6</sup>
% of parents in target communities who can name at least three benefits of primary education	90%	No data				69.8 <sup>6</sup>
# of schools using an improved water source	104	62				99 <sup>6</sup>
<b>Outcome: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</b>						
# of school administrators and officials in target schools who demonstrate use of new techniques or tools	93	0	No data	18	93	18 <sup>17</sup>
# of teachers/ educators/ teaching assistants in target schools who demonstrate use of new and quality teaching techniques or tools	984	0	No data	28	326	94 <sup>97</sup>
# of educational policies, regulations and/or administrative procedures in each stage of development <sup>5</sup>	1	0	No data	0	0 (draft policy in Stage 2)	0 <sup>8</sup>
# of child health and nutrition policies, regulations, or administrative procedures in each stage of development <sup>5</sup>	1	0	No data	0	0 (activity has not started)	0 <sup>9</sup>
Colour code key:	End target achieved		End target not achieved		No data	



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<sup>1</sup>As reported by WFP in the SPR corresponding to the year indicated in the column heading. Targets reflect revised targets given in *USDA indicators - revised targets – 070817*.

<sup>2</sup> With the exception of the base values for the retention rate indicators, which are drawn from a WFP survey of October 2013.

<sup>3</sup> Source: Semi-annual Apr 2018 data.

<sup>4</sup> Source: Midterm survey unless otherwise noted.

<sup>5</sup> Stage 1: Analysed Stage 2: Drafted and presented for public/stakeholder consultation Stage 3: Presented for legislation/deGREE Stage 4: Passed/Approved Stage 5: Passed for which implementation has begun

<sup>6</sup> Value extrapolated from sample data

<sup>7</sup> Source: Rwanda(MGD15)\_Semi Annual Report April 1 2018\_ September 30 2018 final

<sup>8</sup> This activity has not yet begun. Source: Rwanda(MGD15)\_Semi Annual Report April 1 2018\_ September 30 2018 final

<sup>9</sup> School feeding policy is still in draft form; validation by the cabinet is pending. Source: Rwanda(MGD15)\_Semi Annual Report April 1 2018\_ September 30 2018 final

<sup>10</sup> Re-estimated from baseline data. See Annex 13 for explanation.

<sup>11</sup> These are point estimates. For this data, differences between estimated baseline data and midterm data are statistically significant at the 1 percent (\*\*\*) level.

### Evaluation Question 1: Literacy and Teaching Methods<sup>64</sup>

79. World Vision implements the program's literacy component. It applies the Literacy Boost instruction methodology, which focuses on improving children's reading abilities. USDA support has enabled the scale-up of World Vision's existing program.<sup>65</sup> World Vision employs a Literacy Specialist, based in Kigali, who oversees an Education Manager and two Literacy Boost coordinators in each district who lead field-level activities, which include teacher training, reading clubs, fostering print-rich classrooms, and promoting reading in small groups (in school) and clubs (outside school). World Vision trains teachers and head teachers on literacy instruction and on improved teaching techniques, with annual refresher training. The methodology used by World Vision follows the methods used by MINEDUC for teacher training and supervision, making it feasible for MINEDUC to eventually absorb the activity if it chooses.
80. As shown in Table 5 above,<sup>66</sup> students' reading and comprehension in Kinyarwanda show that progress is on-track relative to target. At midterm, 59 percent of the students demonstrate the reading and comprehension competencies tested by the EGRA, an increase of 17.5 percentage points over baseline; there are no statistically significant differences between boys and girls. Midway through the program, this indicates good progress toward achieving program's 2020 target of 69 percent of students able to read and comprehend grade-level text. District-wise, performance is best in Nyaruguru (58.2 percent demonstrate the required competencies) and lowest in Karongi (41.8 percent) (see Annex 14, Table 30).
81. Table 6 presents the results of testing students' oral reading fluency and their comprehension of a short story that they read aloud if able, or that was read to them if they were not able to read it themselves.<sup>67</sup> The first measure, percent of students to read short story, refers to students who complete the reading of a short story aloud, regardless of the number of reading errors. No time restrictions were placed on this exercise; the measure is based on the number of students who complete reading the

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<sup>64</sup> *Have literacy rates of school-age children improved over the duration of the programme? If so, how and why? For example, are students able to read grade-level text? Are teachers demonstrating new methods of teaching?*

<sup>65</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

<sup>66</sup> Sample size 441 (220 boys, 221 girls). See Annex 13, Table 22.

<sup>67</sup> The project does not specify targets for this indicator.

story. However, the assessors were instructed to adjust the exercise to reading to the student if the student was not able to correctly read aloud at least three of the first five words of the story. The results show that almost two-thirds of students (64.6 percent) were able to read the complete short story aloud; a little more than one-third could not read three of the initial words in the passage. There was a small but statistically significant difference in girls' performance on this task, with 68.8 percent of girls able to read the story aloud, versus 60.5 percent of boys.

**Table 6: Reading, listening and comprehension of short story at midterm**

	Total	Male	Female
Percent of students to read short story <sup>1</sup>	64.6	60.5*	68.8
Percent of students to fully comprehend the short story (regardless if they read or listened)	82.8	82.4	83.2
<i>n</i>	441	220	221

Source: Midterm EGRA survey

Difference between male and female students at midterm is statistically significant at 10% (\*), 5% (\*\*) or 1% (\*\*\*) level

<sup>1</sup> No time restrictions were placed on the students for this exercise, however the 60-second point is tracked in the data. This measure includes students who complete the story (regardless of time taken) with minimal errors.

82. A recent report on literacy in Rwanda notes, “The design and focus of EGRA and other tests of fluency and comprehension are based on the theory that a minimum level of reading speed is essential to comprehension. The body of research most often used to support EGRA and similar tests holds that to understand a simple passage, given the capacity of short-term memory, students should read a minimum of 45–60 words per minute.”<sup>68</sup> The report also states that in 2012, a Rwanda National Standards Committee defined third-grade Kinyarwanda reading fluency as 33-47 words correct per minute (WCPM).<sup>69</sup> As shown in Table 7, approximately one-third of the midterm sample (16.1 percent + 18.8 percent) is reading at or above this WCPM range.
83. Notably, almost one in five students (18.4 percent) could not read any words at all. As shown in Annex 14, Table 29, the inability to read is most prevalent in Rutsiro (24.5 percent), followed by Nyamagabe (20.9 percent), Karongi (14.9 percent) and Nyaruguru (13.6 percent). Karongi has the highest percentage in the highest WCPM range (41-56 WCPM; 30.9 percent), and leads the other districts in the proportion of students reading at 31 or more WCPM. Head teachers were given immediate feedback on EGRA results by the quantitative team. In at least one instance, teachers in a poor-performing school told the qualitative ET that school officials had met to discuss why reading scores were low.

<sup>68</sup> EDC 2016, citing Abadzi, H. 2011. Reading fluency measurements in EFA FTI partner countries: Outcomes and improvement prospects. Washington, DC: Global Partnership for Education Series on Learning, #1. Page 4.

<sup>69</sup> EDC 2016, citing Clark-Chiarelli. 2012. Proposed National Reading Standards, Kinyarwanda and English, P3 & P5. The proposed standard is lower than WCPM in English because Kinyarwanda, as an agglutinating language, has longer, more multi-syllabic words.

**Table 7: Words correct per minute (detailed), third grade**

WCPM	% of students in WCPM range		
	Overall	Males	Females
0	18.4	25.0***	11.8
1 to 15	14.3	8.6	19.9
16 to 30	32.4	25.5**	39.3
31 to 40	16.1	16.8	15.4
41 to 56	18.8	24.1**	13.6
<i>n</i>	441	220	221

Sources: Midterm EGRA survey; EDC 2011.

Difference between male and female students at midterm is statistically significant at 10% (\*), 5% (\*\*) or 1% (\*\*\*) level

84. Table 7 also shows notable statistical differences in boys' and girls' performance at certain ranges of WCPM, with a quarter of the male sample reading no words at all compared to 11.8 percent of females. Girls also outperform boys at the 16-30 WCPM range, but this trend reverses at the highest WCPM range, with nearly a quarter of boys reading 41-56 WCPM but just 13.6 percent of girls.

85. In the midterm EGRA, after reading the story (or, for those with low reading performance, having listened to it), students are asked five questions to gauge their understanding of the passage. These are "locator" or recall questions, which do not require inference or interpretation. In 2012, the National Standards Committee proposed comprehension standards as follows: 0-44 percent correct answers do not meet standards, 46 [sic] -69 percent correct meets standards, and 70+ percent exceeds standards.<sup>70</sup> The program has not set targets for this task. The following tables present the findings both as number of correct answers and as percentages to enable comparison of the results against the 2012 proposed national standards. Table 8 shows how the groups of students who read and who listened performed on the comprehension task in terms of number of questions answered correctly. Summing the percentages of students in each rating, for the sample as a whole, 17.3 percent rate below standard on comprehension, and 82.8 percent meet or exceed standard.

**Table 8: Reading comprehension, third grade (all students to read and/or listen)**

Total correct answers to comprehension questions	Rating (aligned to 2012 NSC proposal) <sup>1</sup>	% of students to achieve	Total %
0 (0% of total questions)	<i>Does not meet standard (0-44% correct)</i>	4.3	17.3
1 (20%)	<i>Does not meet standard (0-44% correct)</i>	3.2	
2 (40%)	<i>Does not meet standard (0-44% correct)</i>	9.8	
3 (60%)	<i>Meets standard (45-69% correct)</i>	27.7	27.7
4 (80%)	<i>Exceeds standard (70+% correct)</i>	37.6	55.1
5 (100%)		17.5	
		<i>n = 441</i>	

Source: Midterm EGRA survey

<sup>1</sup>NSC = National Standards Committee

<sup>70</sup> EDC. 2016. Early-Grade Literacy in Rwanda: Taking Stock in 2016.

86. Table 9 isolates the results to students with low oral fluency, who listened to the story as read by the assessor, and Table 10 reports findings for the students who could complete the reading on their own. The findings show that students who could read aloud have much better comprehension ratings: 92.6 percent (Table 10) meet or exceed standard compared to 64.8 percent (Table 9) of those with lower oral fluency. The difference is even more marked when comparing the percentages in the *exceeds* category: 65.6 percent of students who read on their own answered 4-5 comprehension questions correctly (Table 10) compared to 35.9 percent of those who listened to the story (Table 9). The finding that students perform better on comprehension when they read a passage on their own rather than hear it read to them, underlines the importance of students having physical reading materials.

**Table 9: Reading comprehension, third grade (only students to NOT complete reading; passage read to them)**

Total correct answers to comprehension questions	Rating (aligned to 2012 NSC proposal) <sup>1</sup>	% of students to achieve	Total %
0 (0% of total questions)	<i>Does not meet standard (0-44% correct)</i>	12.2	35.3
1 (20%)	<i>Does not meet standard (0-44% correct)</i>	7.1	
2 (40%)	<i>Does not meet standard (0-44% correct)</i>	16.0	
3 (60%)	<i>Meets standard (45-69% correct)</i>	28.9	28.9
4 (80%)	<i>Exceeds standard (70+% correct)</i>	24.4	35.9
5 (100%)		11.5	
		<i>n= 156</i>	

Source: Midterm EGRA survey  
<sup>1</sup>NSC = National Standards Committee

**Table 10: Reading comprehension, third grade (only students to complete reading passage)**

Total correct answers to comprehension questions	Rating (aligned to 2012 NSC proposal) <sup>1</sup>	% of students to achieve	Total %
0 (0% of total questions)	<i>Does not meet standard (0-44% correct)</i>	0.0	7.4
1 (20%)	<i>Does not meet standard (0-44% correct)</i>	1.1	
2 (40%)	<i>Does not meet standard (0-44% correct)</i>	6.3	
3 (60%)	<i>Meets standard (45-69% correct)</i>	27.0	27.0
4 (80%)	<i>Exceeds standard (70+% correct)</i>	44.9	65.6
5 (100%)		20.7	
		<i>n= 285</i>	

Source: Midterm EGRA survey; EDC 2016.  
<sup>1</sup>NSC = National Standards Committee  
 \*Third-grade *n* not reported. The FARS total sample was 1799 students in grades 1, 2 and 3.

87. Table 11 shows results for specific subtask measures of reading performance.<sup>71</sup> The program does not set targets for these subtasks, nor do we find established benchmarks or comparable studies for Rwanda. Rwandan students tested read 49 letter-sounds per minute.<sup>72</sup>
88. The main contributing factors to reading improvements noted in interviews and focus groups with students, teachers and administrators were the print-rich classroom environments and stronger teacher expertise to work with both slow and fast learners using a wide range of teaching aids promoted by the program. As part of their regular monitoring both WFP and World Vision staff observe teachers in the classroom to ensure they are using the new techniques promoted by the program, and provide feedback to the DEO on underperforming schools.

**Table 11: Reading performance for third-grade students at midterm**

Indicator	Baseline					Midterm			
	Reported	Re-estimated <sup>a</sup>	<i>Confidence Lower Bound</i>	<i>Interval Upper Bound</i>	# of Tasks	Mean per Minute	<i>Confidence Lower Bound</i>	<i>Interval Upper Bound</i>	# of Tasks
Reading letter-sounds	11.0	16.4	15.6	17.3	100	49.0***	46.6	51.5	95
Reading syllables	25.0	45.6	42.5	48.7	100	55.8***	53.3	58.3	100
Familiar words	11.0	21.1	19.5	22.7	50	29.9***	28.7	31.1	50
Unfamiliar words	7.0	14.8	13.5	16.0	50	33.7***	32.7	34.6	50
Correct words in text/story	10.0	20.1	18.5	21.8	65	22.8**	21.3	24.4	56
<i>n</i>	<i>n/a</i>	402				441			

Source: Baseline and midterm EGRA surveys

Differences between re-estimated baseline data and midterm data are statistically significant at the 10 percent (\*), 5 percent (\*\*) or 1 percent (\*\*\*) level.

<sup>71</sup> The project does not specify targets for this indicator.

<sup>72</sup> We recognize the debate regarding whether it is feasible to compare reading fluency across languages, as outlined for example in Abadzi 2012: Developing Cross-Language Metrics for Reading Fluency Measurement: Some Issues and Options. Global Partnership for Education Working Paper Series on Learning No. 6.

89. As shown in Table 12, about 60 percent of students report reading outside of school, a practice shown to significantly contribute to improved literacy. Teachers told the ET that they have observed students reading more at school since joining the literacy groups. Focus groups of third- and fourth-grade students interviewed by the ET reported attending literacy groups, though some occasionally missed sessions. Of those who do not read outside of school, the main reasons given in the quantitative survey are too much work, no materials and no time.<sup>73</sup> The qualitative research found that common reasons for having no time for reading were: students cannot attend reading groups because parents require them to do household chores<sup>74</sup> (and some parents do not see the point of reading groups outside of school); some students are sent to the market, to look for firewood or to fetch water; some babysit or do farm work; other children prefer to play instead of attend reading groups. Nevertheless, as shown in Annex 14, Table 31, 88 percent of students state that they have enough time to study and do homework and that their parents help them with their homework and reading (83.2 percent).
90. Parents met at the schools and in farmer cooperatives by the ET confirmed that they help their children in grades 1-3 with reading in Kinyarwanda, though they cannot help older children who study in English. Interviews with teachers and administrators indicated that the introduction of English and Kinyarwanda reading at the same time was problematic for children in grades 1-3 and caused confusion around pronunciation. School staff said that it would be better to focus on Kinyarwanda first and introduce English when basic literacy in Kinyarwanda was achieved, from fourth grade onwards.
91. The ET found that support for the community-based literacy groups is high among educators, parents, and government officials. Parents and teachers told the ET that their children have improved in reading since joining the groups. Community-based literacy groups are operating regularly, though the support and oversight is limited in some areas. At each school, World Vision trains one teacher, administrators and three facilitators in the approach, provides reading materials, and helps to establish three reading groups around each school in the McGovern-Dole Program. Partner staff in Southern Province reportedly visit the groups on a regular basis. However, in Western Province, World Vision has not adequately addressed transport needs; WFP provided World Vision with eight motorcycles for Literacy Boost coordinators, but to date only three of the coordinators have obtained driving licenses. The result is that literacy staff share a vehicle with other staff and can visit only one school per week out of 50 schools, which is not adequate to maintain quality in that district.
92. Interviews with teachers and administrators showed that the trained teachers attempt to meet with the club facilitators on a weekly basis, usually on a Friday, to coordinate school and club activities. Curiously, several head teachers and assistant head teachers told the ET that they had never visited a reading group. In general, facilitators, teachers and administrators indicated that many clubs are too large, or mix students of different grade levels, which had a negative effect on the reading activities. This was confirmed by students who stated that some club activities were at times unorganised and that most activities centred on the facilitator reading to the group. These issues were attributed mainly to either too few facilitators for the number of children attending, or the absence

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<sup>73</sup> Students were read each of the listed options and asked whether each given option applied to them (yes/no).

<sup>74</sup> E.g., cooking, fetching water, washing clothes

of one or more facilitators at some sessions. Staff interviews showed that 2019 planning will explore whether additional facilitators could be trained to enable smaller groups.

93. While the percentage of students reading outside of schools is an achievement for the program, the sustainability of community-based literacy groups in the short term is a challenge. The program trains teachers, monitors community volunteers who act as literacy group facilitators, and supplies reading material for students to take home on a rotating basis. This approach is expected to generate community-level demand for greater reading material in the future. However, MINEDUC and school budgets for books are small (and children are not allowed to take them home from school), and cash support from parents buy books face the same challenge as the support for school feeding, so the source of future support to literacy groups is unclear.

**Table 12: Reading outside of school (third grade) at midterm**

Indicator	Point Estimate
Percent of students to read outside of school in last week	59.6
Male students	58.6
Female students	60.6
<i>n</i>	441
Reasons for not reading outside of school (multiple response)	
Too much work	30.9
No materials	20.8
No time	19.1
Not interested	2.2
No reading area	1.1
No light	0.6
<i>n</i>	178

Source: Midterm EGRA survey

94. The head teacher survey collected teachers' perspectives on student attentiveness, by grade (Annex 14, Table 32).<sup>75</sup> Overall about 57 percent of students are considered attentive, and attentiveness declines with each higher grade (the highest estimate is for first grade, 66.0 percent; the lowest is for sixth grade, 50.9 percent).
95. As shown in Annex 14, Table 33, the program has exceeded the target for number of head teachers/ school officials who received trainings or certifications as a result of USDA assistance: 99<sup>76</sup> versus a target of 93.

### Evaluation Question 2: Health and Dietary Practices<sup>77</sup>

96. As shown in Table 13, students have shown minimal progress on their ability to name three target health and hygiene practices.<sup>78</sup> Performance on this indicator is lowest in Rutsiro District (40.5 percent) and highest in Nyaruguru (60.9 percent) (Annex 14, Table 34). While the majority of students interviewed were not able to name the target practices (e.g., handwashing with soap after visiting toilet; handwashing before eating),

<sup>75</sup> Values estimated as follows: in the head teacher survey, teachers for each grade estimate what percent of their students are attentive. This total is weighted using the reported number of students in each classroom.

<sup>76</sup> Extrapolated value

<sup>77</sup> *Has the use of health and dietary practices increased? If so, how? Has illness-related absence decreased? Are students washing their hands? Are schools and school kitchens clean? How are school gardens being used?*

<sup>78</sup> Annex 14, Table 35 shows results for individual practices.



they were able to name practices that are part of their daily lives at school, such as keeping hair short and washing their uniforms. Among all students, when asked what health and hygiene practices they used regularly, 91.4 percent said they practice “other personal hygiene” (e.g., bathing) regularly and 42.0 percent said they wash hands with soap after visiting the toilet. The lower percentage of those washing their hands after visiting the toilet may be due to broken water buckets at some schools, or buckets that lack water and/or soap, as observed by the ET. Additional emphasis on this topic is needed to achieve the target of 80 percent. It bears noting that there is a teacher in charge of hygiene at each school, whose duties include making sure that hand washing taps and soap are available and used, that students are organized to clean the latrines on a regular basis, and that students transfer hygiene practices to home and talk to parents about what they learned. The ET interviewed the teachers in charge of hygiene at each school. Teachers stated that students were learning the practices and that personal hygiene of students in particular had improved, but noted that schools and homes faced challenges with adequate water supply.

97. The ET observed that schools and kitchens were generally clean but many handwashing stations were empty of water by midday, and that not all students used them. Head teachers said that deworming is carried out regularly, and at one school the ET observed deworming medicine being administered to students by a community volunteer from the government health centre.
98. The ET observed several ADRA-built kitchens had poor smoke ventilation and breaks in the concrete flooring. WFP has taken over construction of new kitchens, using private contractors. In its interview with the ET, ADRA staff stated that quality was constrained by budget limitations and that kitchens suffered damage in part due to a lack of training and awareness on maintenance; WFP notes that the budget for kitchen construction was accepted by ADRA, which has considerable experience constructing kitchens. The new kitchens are being constructed according to a revised design and cost approximately 30 percent more to build than the ADRA kitchens. It remains to be seen if the WFP-constructed kitchens are affected by the same maintenance issues. The ET observed that where primary schools and secondary schools are co-located, their respective kitchens and stores are separate, including the newly constructed ones. While there may be donor constraints and concerns about low quality in most secondary school kitchens in this respect, the government is emphasising the integration of school facilities for greater cost efficiency and efficiency of use.
99. Drinking water was generally supplied by a combination of water brought from home and from local water points. Drinking water stations were often observed empty, with too few stations for the number of students. Responsibility to refill these stations resided mainly with the students and in some schools with the WASH focal point. Teachers indicated that students could ask for water to be refilled but this practice was rarely observed during the several hours spent at schools by the ET. The schools receive water purification tablets from World Vision for the drinking water stations, and schools are also supposed to contribute to the supply of tablets. At least two schools visited had run out of the tablets and were waiting for a new supply.
100. The schools visited had either older, government-built latrines, latrines built by World Vision under the McGovern-Dole Program and in a few cases, latrines built with



community support. The USDA latrines were of better quality than the others, in terms of building material (baked bricks instead of mud, quality of the slabs, ventilation, and accessibility). Students are required to clean the latrines during the school day. The ET also observed that some non-program latrines are not ventilated and emit a very strong odour and not all latrines were separated by gender; in some schools, they are divided by grade. Administrators cited insufficient latrines as the main reason for this.

**Table 13: Student health and hygiene knowledge, baseline and midterm**

Indicator	Point Estimate			n
	Baseline	Midterm	Target	
Percent of students who can identify at least 3 key health and hygiene practices (female)	n/a	49.2	80.0	441
Male students	48.0	48.6	80.0	220
Female students	47.0	49.8	80.0	221

Source: Midterm EGRA survey

No significant difference between male and female students at midterm is observed at a  $p < 0.05$  level or lower.

101. Table 14 shows schools' water sources and water availability, based on responses to the head teacher survey.<sup>79</sup> We note that data collection was conducted at the start of the rainy season, which may have influenced responses. Nearly all schools (95 percent, extrapolated to 99 of the 104 schools in the program) report having access to an improved water source – primarily piped water.<sup>80</sup> In some cases, this refers to a piped water point in the school; in others cases it refers to community water points in proximity of the school. Most schools visited by the ET have some type of access to piped water and also use rainwater harvesting tanks as improved water sources. However, qualitative findings also showed that access to piped water did not mean reliable availability of water. Due to a general water shortage, water is distributed across the grid and schools receive water to their piped water point on selected days of the week. Most head teachers interviewed reported access for three to four days per week when it was their turn to receive water. This is consistent with the survey data in Table 14, which show that 75 percent of schools reported water available from the primary source for more than four days per week. Head teachers stated that during the rainy season, shortages could be met by using the rainwater harvesting tanks; during the dry season, schools relied on piped water only, and several schools reported water shortages. Several of the most remote schools visited lack a piped water source; the main reason for this cited by head teachers is the high cost of the infrastructure required to provide piped water to remote locations.

<sup>79</sup> See para. 42 for a description of limitations of the perception-based head teacher survey.

<sup>80</sup> This survey question was designed to replicate the baseline question, and as such only allows one response. Therefore it is possible that schools use more than one improved water source, at the same or different times of year; enumerators directed respondents to answer in terms of access at the time of the interview. Nuances regarding water sources were explored in qualitative work and are explained further in this paragraph.

**Table 14: School water source and availability at midterm**

	% of Schools	Target	# of Schools <sup>a</sup>
Schools using an improved water source	95.0	104	99 <sup>b</sup>
Piped water (improved)	80.0	n/a	83
Protected spring (improved)	10.0	n/a	10
Rainwater (improved)	5.0	n/a	5
Unprotected spring (not improved)	5.0	n/a	5
Water is available from primary water source 4+ days per school week	75.0	n/a	78
n	20		104

Source: Midterm head teacher survey

<sup>a</sup> Values extrapolated from sample data

<sup>b</sup> There is a small discrepancy in the midterm value for this indicator as found in the MTE survey data (value: 99) and the 2018 semi-annual report (value: 104). The midterm survey finds that 95% of the sample has an improved water source, which was determined by enumerator observation, which suggests that at least one school was observed to lack an improved water source. In an email communication (28 Nov 2018), the CO stated that at baseline, 62 of the 104 schools already had an improved water source (this is consistent with earlier documentation) and that since the baseline, World Vision has supplied 55 schools with rainwater harvesting tanks “meaning that all 104 schools now have an ‘improved water source.’” A possible explanation for this discrepancy is a possible difference in how improved water source was defined at baseline and midline and/or interpreted by the respondents.

102. School gardens are a standard feature of WFP’s school feeding programs, with an educational purpose to improve nutrition knowledge and education among families with malnourished children. The gardens function as demonstration plots to help students, school staff and families make the connection between growing food and good diets, develop life skills and increase environmental awareness. In cases where the gardens have some production, this produce can be added to school meals. GHI, which joined the McGovern-Dole Program in 2017, has so far focused on training school administrators and teacher representatives, including on garden strategy, compost making and agriculture tools for school demonstration plots in each district. The size of the plots was determined in consultation with the schools and depended on school commitment and resources. Schools organize student garden clubs to manage the gardens. Labour for garden maintenance differs per school and can be based on a combination of parents, school staff and students involved in the clubs. Some schools reported that parents also provided inputs for the gardens.
103. Qualitative findings indicated several challenges to the adoption of school gardens, including land availability at schools, damage by animals, resources to purchase garden inputs, and unreliable rainfall. The gardens are mostly cultivated in the rainy season. The ET’s visit was after a prolonged dry season and at the very beginning of the rainy season; at this time, the majority of school gardens observed were not well maintained and had not yet been prepared for cultivation. As a result, the ET was not able to properly assess gardening techniques. The qualitative findings show that so far student and parent interest in the gardening activities has been low. Another challenge is that non-trained teachers do not fully understand and support the garden activities, partly due to their misperception that trained teachers receive incentives to help maintain the gardens. GHI plans to evaluate the uptake of its interventions in 2019 to inform its activities in years 4 and 5, which will focus more strongly on nutrition education.
104. Table 15 presents findings from the head teacher survey regarding sources of food for school meals. WFP is working with local agricultural cooperatives to build their

capacity to eventually supply food to schools but the cooperatives have not yet started to produce food for the McGovern-Dole Program. While the objective of the school gardens is not to contribute to the school meals, about half of the sampled schools reported using food from school gardens for school meals. Qualitative findings indicate that the meal contributions from the gardens are generally very small and seasonal, mainly consisting of leafy greens when available. In some schools, qualitative findings showed that garden produce was also sold or given away to teachers and students.

**Table 15: Sources of food for school meals, at midterm**

	% of Schools	# of Schools <sup>a</sup>
Partnership with local farmer groups	0	0
Source of food for schoolchildren:		
NGOs provided <sup>b</sup>	100	104
School garden	50	52
Local markets	40	42
Parents provided	5	5
<i>n</i>	20	104

Source: Midterm head teacher survey

<sup>a</sup> Extrapolated from sample data

<sup>b</sup> The survey question is *Where is the food for the children obtained?* This response option is worded *NGOs provided*; there is no response option for WFP. NGOs include WFP, and there are no agencies providing food to the schools.

### Evaluation Question 3: Community Participation in School Governance Mechanisms<sup>81</sup>

105. Because a parent survey was not possible,<sup>82</sup> the head teacher module of the school survey included a question asking head teachers to estimate parents' appreciation of the value of education. The teachers estimated that about 70 percent of parents (target: 90 percent) were able to name three or more benefits of education (Annex 14, Table 36).<sup>83</sup>
106. The head teacher survey also included a question asking head teachers to estimate what percent of cooks and storekeepers could identify three or more safe food preparation and storage practices. The survey finding for this indicator is 85 percent (target: 95 percent); WFP staff believes this is an overestimation.<sup>84</sup> While it is difficult to validate a quantified estimate of cooks' and storekeepers' ability to verbalize food storage and safety techniques, based on direct observation<sup>85</sup> and on interviews with teachers, administrators, cooks and storekeepers, the ET observed that the majority of schools were practicing safe food preparation and storage practices. Project performance indicators show that 459 of 520 cooks and storekeepers (88 percent) were trained on food preparation and storage practices as of September 2018.<sup>86</sup> The ET

<sup>81</sup> *What is the level of community-level involvement and participation in decision-making in school governance mechanisms (PTAs and School Management Committees)? Particularly, what is the level of involvement and participation of women? What is the level and sustained continuity of community contributions in cash and in kind?*

<sup>82</sup> A parent survey was not feasible within the evaluation timeframe because it would have required approval by the National Institute of Statistics in Rwanda, typically a 3-month process. See paragraphs 47 and 260.

<sup>83</sup> No further details are available on what benefits parents named. This question was added to the head teacher survey as a means of obtaining a general estimate of the parent populations' knowledge around this group of concepts (not each one individually).

<sup>84</sup> Based on CO comment (row 99) on an earlier report draft. Filename *Comments on final report from EC\_21.12.2018*

<sup>85</sup> The ET used WFP Rwanda training guidelines for food preparation and safe storage as the standard for visual assessment.

<sup>86</sup> WFP Rwanda McGovern-Dole Semi Annual Report April 1 2018 to September 30 2018 final.

acknowledges that knowledge does not always translate into consistent practice and some schools have water and infrastructure challenges; however as noted the staff at the schools visited by the qualitative team were using safe practices such as ensuring food was well cooked, utensils were washed after use, and kitchen items were washed after use and stored in a clean area of the kitchen. The ET also observed wall posters about safe food handling and storage in the kitchens.

107. The WFP Rwanda FY 2015 McGovern-Dole proposal sees engaging local communities as a means of engendering support for school feeding and, in line with government policy, helping ensure that local communities will by 2018 begin contributing to the McGovern-Dole Program through donations of food, fuel, labour and where they are able, cash donations.<sup>87</sup> The proposal further states a 2020 goal of 75 schools contributing up to 30 percent of the school feeding basket through cash and in-kind contributions, though it notes that previous efforts to involve communities were not successful. The community contribution under the USDA model is a contribution by parents of approximately Rwf 200 (US \$0.23) per child per month primarily to pay cooks and cleaners and to provide firewood to cook school meals. In some schools, students bring firewood from home. If parents are unable to provide a cash contribution, they can provide equivalent value in-kind materials or, in special cases, they are exempted by the head teacher from contributing. In such cases, children are still allowed to participate in the school meal program, although some parents questioned the fairness of this. Community contributions (often referred to as parent contributions) to school feeding and involvement in the design and monitoring of the McGovern-Dole Program are key to its transition strategy.<sup>88</sup> The approach is used in many WFP school feeding programs in a number of countries.

108. At midpoint, the parent contribution model was operating, but facing challenges in the schools visited by the ET, despite frequent sensitisation. District education authorities, local cell representatives, NGO partners, school head teachers and others have been involved in sensitising parents to the importance of supporting the program. Less than a year into the planned parent cash contribution phase, the majority of schools visited by the ET were receiving less than 50 percent of the requested contribution. KIs told the ET that many parents see school feeding as the responsibility of the school or WFP, distrust the school's management of the money, or find it difficult to contribute when they have several children in school.<sup>89</sup> Feedback from school staff, parents and local government representatives was consistent across all schools that it was generally the poorer households in the community who were unable or unwilling to provide cash contributions. The shortfall in cash contributions means that salaries for cooks are often delayed, schools have fewer cooks than they need and cooks need to work longer to compensate, and schools are forced to tap other school funds. The contribution of firewood is similarly low, again forcing schools to find alternate ways to obtain fuel for the stoves. Several stakeholders noted similar problems with the parent contribution to secondary school meals. While most key stakeholders say that continued sensitisation is the solution, the assumption that parent contributions will provide

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<sup>87</sup> WFP Rwanda FY 2015 McGovern-Dole proposal. Page 5.

<sup>88</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

<sup>89</sup> Parents with students in secondary school are also expected to provide a cash contribution to support the government's secondary school feeding programme.

critical financial inputs to the McGovern-Dole Program needs to be examined. A question regarding the feasibility of the parent contribution was also raised in the 2017 WFP Country Programme evaluation.<sup>90</sup>

109. Table 16 presents descriptive data about Parent Teacher Associations (PTA) and their activities, as reported by head teachers. On average, each school has 1.5 PTAs or similar groups. A PTA commonly consists of parents, teachers and the school administrator.<sup>91</sup> PTA meetings are led by the school administrator and in some cases community leaders also participate. PTAs monitor attendance and school meals, and assist with awareness-raising around health and nutrition, and support the reading clubs and school gardens. WFP and World Vision are building the capacity of PTAs to monitor school feeding, and the majority of PTAs have received trainings on a variety of topics related to health, nutrition, and governance. Only about one-third received training on school infrastructure, though discussions with the ET indicate that there is a need to provide more training and monitoring on the care and maintenance of the school kitchens. World Vision has introduced its social accountability approach, Citizen Voice and Action (CVA), to help raise awareness among community members on government responsibilities around education, health, WASH and school feeding, and the community's rights to monitor the delivery of quality services. ET interviews with field staff indicated that parents of school children are now showing up for meetings and asking questions, and have become more engaged in the program since the introduction of the CVA approach.

**Table 16: School PTA engagement at midterm**

	Point Estimate
Mean number of schools with PTA (or similar group) per school	1.5
Mean number of active PTA members	9.6
Mean number of PTA meetings per year	3.8
Percent of PTAs to have available meeting minutes	100.0
Percent of PTAs to receive training	100.0
Percent of PTAs to receive type of training:	
Nutrition / school feeding	90.0
School garden	85.0
Improved school management	80.0
School governance	65.0
Health	60.0
School infrastructure	30.0
<i>n</i>	20

Source: Midterm head teacher survey

<sup>90</sup> WFP. 2017c. Operation Evaluation. Rwanda Common Country Programme 200539, Mid-Term Evaluation (2013-2016). Evaluation Report. Prepared by IRAM.

<sup>91</sup> Typically the school administrator is the head teacher; these terms are used interchangeably.

#### Evaluation Question 4: Capacity of Local Institutions<sup>92</sup>

110. There are two topics around the capacity of local institutions: the ability to implement the McGovern-Dole Program, and the capacity to eventually incorporate some or all of the McGovern-Dole Program components into the national school feeding program independent of WFP assistance. In terms of McGovern-Dole Program implementation, there is strong support from partners and others for the components of the integrated approach.
111. Table 17 presents the types of external support that schools receive, as found in the head teacher survey and discussions around this topic.<sup>93, 94</sup> The survey findings suggest substantial external support for most activities included in the survey question, with 80 to 100 percent of sample schools (perceived as) receiving given types of support. The exception is that only 55 percent of schools are perceived as having external support for health education. Regarding this unexpectedly low finding, the qualitative data indicate that many head teachers were aware of activities such as sanitation/WASH training, deworming activities, nutrition activities, and water purifying tablets; others mentioned that most health education is provided to communities, not directly to schools. MINISANTE was viewed as the main source of health activity support. Nevertheless, given the minimal progress on students' health and hygiene knowledge (see discussion at para. 12) health education may be an area for further investment.
112. According to discussions with head teachers, about 90 percent of the external support comes from WFP. Table 17 lists the organizations named by head teachers as providing each type of support. These findings suggest that while there is healthy support in program schools for core elements of an enabling learning environment, this support comes predominantly from WFP and USDA partners, which is a factor to be considered in a sustainability strategy for an integrated program.

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<sup>92</sup> What are the key institutions (i.e., international, national, provincial/district and local) and governance structures required to effectively deliver, implement, and sustain school meal interventions? What relationship structures among these institutions yield the most successful and effective school meal programmes? Is WFP's capacity support to smallholder farmers and key line ministries appropriate/sufficient to effectively facilitate national ownership? Has the provided capacity support increased the government's capacity to own and sustain a national school meals programme?

<sup>93</sup> The project does not specify targets for this indicator.

<sup>94</sup> See para. 42 for a description of limitations of the perception-based head teacher survey.



**Table 17: External support to schools at midterm**

	% of Schools	# of Schools <sup>a</sup>	Sources of Support
Receiving external support for:			
School feeding	100	104	WFP
Training of teachers	100	104	WFP, World Vision
Deworming	95	99	Government
Provision of school materials, textbooks, books	95	99	MINEDUC, World Vision
Renovation/construction of infrastructure in school, e.g., classes, kitchens, stores	95	99	WFP, MINEDUC
Sanitation (water and toilets)	85	88	Plan International, World Vision, UNICEF
School governance	85	88	WFP, MINEDUC
Other nutrition activities	80	83	GHI
Health education	55	57	MINISANTE
<i>n</i>	20	104	

Source: Midterm head teacher survey

<sup>a</sup> Values extrapolated from sample data

113. Current local institutional capacity to oversee and to implement the integrated McGovern-Dole Program components is generally good. At the district level, there is regularisation of monitoring and oversight activities among MINEDUC district staff funded by the McGovern-Dole Program, sector level officials, local mayors, and other stakeholders. There is regular coordination of stakeholders with monthly technical committee meetings on the McGovern-Dole Program attended by the DEO, local mayor, WFP and partners. After realising that program partners were not coordinating adequately, in 2017 WFP, WV and GHI field staff began monitoring school participation together. Schools found to be struggling with implementation are reported to sector heads and the DEO for follow-up.
114. The staff knowledge and capacity at ministerial level is strong and progress on inter-ministerial coordination has been made by establishment of the inter-ministerial steering group for USDA, which is supported by the program. However, institutional capacity at both national and decentralized level to plan, manage and scale up relevant elements of the McGovern-Dole Program is not yet robust. At national level, there are still challenges associated with budget availability and role clarity among government departments in a scaled-up school feeding program. At the district level, DEOs and school administrators are able to monitor and implement the program but lack the capacity to take over responsibility for managing and implementing a USDA-style HGSP program with multiple components in their districts.
115. As of 2017, WFP procured all food for the McGovern-Dole Program locally (though a temporary quality-related problem with a local supplier required a regional purchase in 2018). There is presently no mechanism to directly link the farmer cooperatives and the schools. WFP's long-term objective is to create sustainable connections between farmers and private sector buyers, or with government procurement services for the McGovern-Dole Program. WFP is also assisting smallholder agricultural cooperatives in Southern Province and Western Province to improve production with the goal of enabling local, small-scale producers to supply commodities to the McGovern-Dole Program, and eventually to the government's national HGSP. WFP trains cooperative members in improved methods including basic



agronomy, post-harvest storage and handling, quality standards, business management and marketing. To date, WFP has found that small improvements have a large impact on increasing production, though the farmer cooperatives in Western Province presently have weaker capacity than those in Southern Province. One KI noted that all cooperatives nationally have issues with governance, leadership, and management, and these are key areas that WFP could help strengthen. Cooperative members interviewed by the ET said they are motivated to participate in the program in order to expand their markets and incomes, and because WFP is helping them by feeding their children at school.

116. One of the key questions around the McGovern-Dole Program that WFP and the government are working on is a definition of what “home-grown” means in Rwanda and whether in the future the government’s national HGSP program will rely on nationally or locally-sourced commodities. A government HGSP program that relies on local sources for commodities would require that district offices, and particularly DEOs, have expanded budgets and additional capacity to undertake local procurement. The considerable logistics required for the McGovern-Dole Program are presently managed centrally by WFP. One KI states that government does not presently have the capacity, funding, skills or systems to undertake these logistics. The skills and infrastructure for this would need to be built over the medium term (five to seven years), with training and additional staff to take responsibility for procurement (including liaison with local cooperatives), logistics, transport, and quality control. The ET views this as feasible, given the necessary financial, staff and training resources.

### Unintended Results

117. The McGovern-Dole Program has yielded a few unintended results:
- *While the McGovern-Dole Program is designed for primary schools, the program is serving as a model for all schools who wish to implement school feeding.*
  - *The original kitchen model had a small modern stove that decreased cooking time. The stoves that were installed use larger cooking pots that require longer cooking time and more stirring. The unintended effect is that this favours male cooks, who tend to have more physical strength; the initial model was easier for women to use.*

### Key Findings and Conclusions – Results

- Testing of students in the McGovern-Dole Program show a substantial improvement in reading scores over students tested before the program.
- In the McGovern-Dole Program, school feeding is seen by many parents as the school’s responsibility, and fewer than 50 percent of parents are contributing to the costs of cooks, fuel and water.
- School gardens are proving problematic due to limited inputs, lack of water and socialization among parents.
- Little progress from baseline has been made with respect to uptake of key health and hygiene messages
- Time and workload are potentially as, or more, important than availability of reading materials in determining if a student reads outside the classroom.

## 2.3 Factors Affecting the Results

### Internal Factors

118. **Partners' capacity.** Strong technical and implementation capacity has contributed to the strength of the program. World Vision has contracted expert literacy and education staff to support the program. WFP itself has extensive experience in school feeding programs. GHI is a new partner as of 2017, with over a decade of experience of providing agricultural solutions to reduce child malnutrition in Rwanda. The partnership with ADRA for kitchen construction was the exception, and WFP has replaced ADRA with private contractors for kitchen construction.
119. **Program management.** All partners reported that they were satisfied with WFP management of the program. Local coordination among WFP, NGO partners, and McGovern-Dole Program managers in MINEDUC and MINAGRI is good, with stakeholders reporting that they are in regular contact through formal and informal mechanisms. Coordination and communication between WFP and other stakeholders at the district and local level is strong. WFP supports four USDA HGSF District Coordinators who have offices in district-level MINEDUC offices to ensure regular interaction. There is regular interaction between program partners and schools. Interviews show a strong emphasis on school activity monitoring at all field position levels but also indicate that there may be duplication in monitoring focus with insufficient sharing of information among program partners, and with government.
120. One area for improvement noted by partners was that WFP should strengthen its evidence building, communications and advocacy for the program as a whole. To date, WFP visibility and advocacy actions have focused mainly on the school feeding activities, which are WFP's traditional strength. Interviews with program staff and government representatives indicate that coordination for activity planning is strong but that internal reflection on strategic and technical issues is at times lacking, particularly for the education activities. For example, awareness of WFP staff on the results, challenges and opportunities of the Literacy Boost activities is not consistent, particularly at the national-office level. Similarly, interviews show that internal WFP coordination among technical functions such as nutrition, logistics, and GEEW is still at a low level, although the ET notes that this is improving as a result of recent management changes and better role clarity. This has allowed staff to focus on specific McGovern-Dole Program management and technical functions, as opposed to being spread too thinly across a range of WFP activities.
121. **Program staffing capacity.** Staffing levels are sufficient at operational level but insufficient at national level. At district level, the McGovern-Dole Program benefits from enough implementing and technical staff among all partners, including MINEDUC and MINAGRI. All partners indicated that budgets allocated to staffing are sufficient to complete the program activities. However, at national level, the senior staffing positions are not adequately resourced. Interviews indicate a staffing deficit since the start of the program and emphasize a current need still exists for improved staffing of knowledge management and advocacy functions, stronger support and activity direction for the embedded staff at MINEDUC and MINAGRI, and a stronger leadership structure with sufficient seniority to (1) manage activities across the WFP internal technical units and

the broader partnership, and (2) to engage directly with government stakeholders at senior level.

122. **Staff turnover within WFP.** Efficiency was hampered by a lack of clarity around roles and responsibilities of WFP staff associated with the McGovern-Dole Program, in part due to changes in staffing over the past year. This has been a challenge in terms of historical knowledge of the approach. At the time of the MTE, there were knowledge gaps and reliance on former staff to understand how certain decisions (food basket, selection of cooperatives) were made and what intended next steps were (e.g., relating to advocacy and government engagement). While turnover was not particularly higher for the McGovern-Dole Program than for other WFP programs, the timing of turnover of the McGovern-Dole Program Manager coincided with changes in senior CO management at a critical time. Interviews with past and present WFP staff indicated that many of the ET observations were shared by previous staff, which indicated positive intent for adaptive management, but that these individuals had left before a concerted effort to institutionalize associated activities into the program could take place.
123. **Procurement model.** Information for strategic decisions around local purchasing models was not available in the early stages of the program. The resulting lack of clarity around the procurement strategy has caused confusion and differing expectations around key program interventions such as the parent contribution, linkages with local cooperatives and discussion with government on continuation and integration of the USDA-supported activities with the government school feeding program.
124. The ET acknowledges that WFP is currently in the process of supporting government to define the local procurement strategy, through a multi-sectoral task force consisting of MINAGRI, MINEDUC, MINECOM and WFP. Having this strategy in place would enable the McGovern-Dole Program to better align with government needs and priorities. However, this research will only be completed in Year 4. This is likely too late for the McGovern-Dole Program to realign support for the development of the local procurement strategy (and) to inform the Government strategy for scaling up school feeding. In particular, the lack of clear strategic direction in the first half of the program has limited the role of the staff embedded at national and subnational levels who are well-positioned – but lack sufficient direction – to engage constructively in government planning and budgeting processes.
125. **Literacy initiative planning.** The McGovern-Dole Program has not yet undertaken a multi-stakeholder initiative to explore the possibility of linking Literacy Boost-type activities with similar initiatives undertaken by government in partnership with other organizations, and to assess whether there is interest and opportunity for specific elements of literacy boost to be integrated into the government education activities. There was limited focus on strategic sector engagement in the first half of the program. This has restricted the effectiveness of program efforts at subnational and national levels to promote awareness of Literacy Boost results and contribute lessons from the McGovern-Dole Program experience, both of which the government could draw on in its efforts to improve early literacy. This strategic engagement is needed to lay the ground for a USDA HGSF continuation strategy and to inform any future role of partners in supporting government education planning and budgeting.

126. **WASH infrastructure.** The availability of a reliable, year-round water supply is critical to achieving the program’s health and hygiene objectives. The ET finds that the program is working toward this but is not yet fully on track to ensure reliable water availability in all program schools. As discussed in para. 101, several schools visited indicated periods without a reliable water supply, especially in the dry season. The ET also observed that in the most remote schools, infrastructure for piped water that can provide year-round water access is often poorly maintained or located too far from the school to allow convenient access. The McGovern-Dole Program baseline also noted this challenge, and stated that the program needs to ensure that clean water is available to the schools. We reiterate this prerequisite as an internal factor but, as water supply is a joint responsibility of WFP and the government, it is a shared constraint. The ET notes that WFP and the government have acknowledged the need for better water access in schools, and WFP is in the process of addressing this constraint by shifting additional resources into linking with external water initiatives.

### External Factors

127. **Support from school system.** An external factor contributing to program performance is that schools are generally well organized with regular support from district officials, and most of those visited by the ET have the basic infrastructure needed to carry out the program components. Head teachers and teachers are familiar with McGovern-Dole Program goals and activities, and are well acquainted with having to meet performance targets. However, several teachers and administrators reported feeling pressure over government performance targets to promote students to the next grade before they were ready. This compromised program results in the Literacy Boost activities which are focused on grades 1-3 only; those who were graduated into fourth grade before they were ready lost the support of in-school literacy boost activities.

128. **Supportive national policies.** A supportive policy environment exists and the government’s commitment to expand school feeding is reflected in mainstream government documents such as the Education Sector Strategic Plan 2013-2018 and the National School Health Policy 2013. At the time of the evaluation, the government’s school feeding policy and strategic plan had been pending for two years; a new policy to scale up school feeding was pending approval by the Cabinet and the government is planning to expand its school feeding as part of the phased elimination of the double shift in schools between 2018 and 2024.

129. **Government capacity.** Government capacity to manage and monitor the McGovern-Dole Program at the subnational level is strong, with good systems and communications between district education officials and schools. However, there are no operational M&E and communication systems between schools, districts and the national level, and government capacity to monitor the national program is weak. Limitations to government budget and capacity at the national level to scale up the national school feeding program over the next few years, including addressing key issues such as water access for schools and the possibility of incorporating elements from the McGovern-Dole Program, are significant factors affecting McGovern-Dole Program sustainability. Interviews with government officials indicated that the planned national expansion of the current school feeding program from secondary to primary schools already presents a significant budgetary challenge, and that USDA support for school

feeding in the most food insecure areas will be necessary for at least five more years before the government has the funding and capacity to support it. The CCP recommendation that WFP prioritise a capacity development strategy for CCP activities also applies to the McGovern-Dole Program, where the ET also finds a need for WFP to undertake greater capacity development of government partners as part of a longer-term strategy for program transition and sustainability.

130. **Communication and coordination.** The program faces challenges related to a communication and coordination gap between national and subnational levels. The program design, particularly the two-pronged strategy to embed McGovern-Dole Program staff at the national and district level, presumes effective and efficient coordination between these two government levels. MTE interviews show that this is not necessarily the case. The main bridge between districts and central government are the mayors, who are already overcommitted due to their role in government decentralization processes. In addition, mayors are generally not targeted by McGovern-Dole Program activities, which instead have greater involvement of the vice mayors as the highest-level representation from the district. The positive progress made in schools supported by USDA, including potential implications for government planning and budgeting, is highly visible at district level but not communicated to the national level. As a result, the clear mandate from national government to district officials to more formally engage in McGovern-Dole Program continuation and integration activities is lacking. Interviews with program staff and government representatives show extensive coordination and monitoring efforts of McGovern-Dole Program activities, but more limited purpose in working towards government systems strengthening that can sustain McGovern-Dole Program activities.

131. **Parent contributions.** The program design is based on the assumption that parent contributions will play a large part in covering the costs of a government-led school feeding model. This stems from the current system where parents contribute funds to the secondary school feeding program and the common practice by district officials and school administrators to approach parents to request co-financing for most local infrastructure projects. As noted, school administrators in all schools reported that they are already struggling to raise the funds from parents to cover the salaries of the cooks and the cost of firewood and water. Interviews with parents, school staff and district officials indicate that most parents should be able to provide these financial contributions and even support higher-cost items such as food purchasing in the future. However, parents are not contributing to the extent expected by the program. For this to change, other community basic needs such as road and water infrastructure will need to be met first, and more sensitisation with parents is required to prioritize education expenditure. Thus far, the parent contribution model is not providing the expected inputs and it is unlikely this will change in the short- to medium term.

#### **Key Findings and Conclusions – Factors Affecting the Results**

- Partner capacity and coordination for activity planning is strong.
- Under-capacity and staff turnover at national level, and limitations to senior staff oversight at the national level, are constraints to the program.
- WFP and government are still in the process of defining the options for the local procurement strategy, which is key to scaling up the national school

feeding program and informing USDA support to this process.

- Schools are generally well organised, supported by district officials, and have the infrastructure to implement the program.
- Government capacity to manage and monitor the program at the subnational level is strong. However, budget and capacity to scale up the national program and to integrate elements of the McGovern-Dole Program in the next few years are significant factors for sustainability.
- There is good policy and infrastructure support from the government for the McGovern-Dole Program, although there is room for improvement in setting a national policy and strategy for scaling up school feeding, and for linking with key sectors such as WASH.
- There is a communication and coordination gap between national and subnational levels of government in the program.

### **3. Conclusions and Recommendations**

#### **3.1 Overall Assessment/Conclusions**

132. This section presents the evaluation’s main conclusions, organized by OECD-DAC criteria.

##### **Relevance**

133. The McGovern-Dole Program is aligned with the government’s education and health policies and priorities. It is relevant to the food security and educational needs of targeted schools to provide a healthy, good-quality learning environment for girls, boys, students with disabilities, and children from poor families. The program provides the same meal to girls and boys, ensuring that girls have equal access to nutritious food and supporting gender equality in educational opportunity. The program is also relevant to community needs and interests, as attested by teachers with and school officials with regard to high enrolment and low dropout rates, and to the interests of smallholder agricultural cooperatives to connect to new markets. Partners’ technical and implementation capacities are appropriate to achieving program objectives. WFP Rwanda’s role as school feeding implementer is shifting to an upstream role of providing specialised technical support and guidance to strengthen national capacity, which is consistent with WFP’s global strategic direction.

134. The focus on primary schools aligns closely with the government commitment to expand its secondary-school-level feeding program into primary schools. The expansion in school feeding complements the shift from half-day to full-day classes in primary schools. The national school feeding program expansion will start with primary grade 6 and progressively expand to one additional grade level each year to include all primary school students by 2024.

##### **Effectiveness**

135. The McGovern-Dole Program represents the first pairing in Rwanda of in-school meals and community-based reading groups to boost early-grade literacy. While the MTE did not include a control group for schools, the results at midterm for reading improvement in the USDA-supported schools are encouraging. Education officials also report increased attendance and reduced dropout. Retention rates for both girls and



boys are well above target levels. Students' reading and comprehension in Kinyarwanda show that progress is on-track relative to target, and there are no statistically significant differences between boys and girls. The parity in reading skills between girls and boys indicates that the program is effective in helping ensure equitable access to education for girls. By the endline in 2020, the program should have generated evidence that this pairing, along with high-quality health, nutrition and WASH interventions, and parent and community support, is an effective way to improve early-grade reading skills.

136. WFP is working closely with partners at the district level and local collaboration is strong. For two years, WFP Rwanda has been collaborating at the national level through steering committee meetings with MINEDUC and the REB. The key government institutions required to effectively implement the program are involved, though the program would benefit from greater inclusion and involvement of the REB. For the McGovern-Dole Program to be more effective over its remaining life, it is important for WFP to advocate with government to bridge the gap between national and decentralized government and ensure that district governments are communicating with national government stakeholders, a critical vertical linkage that is not present now.
137. There were problems regarding the quality of kitchens constructed by ADRA in USDA-supported schools, which ADRA attributed to budget constraints and a lack of training and awareness on maintenance – though WFP notes that kitchens constructed by ADRA started deteriorating within three months of construction. WFP ended the partnership with ADRA and improved the kitchen design; it is now using private contractors and a revised, higher-cost design to construct higher-quality kitchens. As noted, due to the design of the kitchen stoves, schools mainly hire male cooks while women are employed as cleaners, which affects equity in employment for women.
138. Effectiveness of the school garden activities and training in strengthening nutrition awareness under the McGovern-Dole Program is low. This is mainly due to the later start of the garden activities, as well as low interest and capacity at school level to maintain the gardens and the associated nutrition education activities. In contrast, the inclusion of nutrition into the school classroom curricula is more effective.

### Efficiency

139. A cost-benefit analysis conducted in 2017 concluded that every dollar invested in school meals in Rwanda can generate a return of US\$4.80 and US\$5.60 for home-grown and in-kind modalities, respectively, over a child's lifetime.<sup>95</sup> The calculation involves attributing a dollar value to the following assumed benefits of the intervention: *value transfer* (which comes entirely from the food value transfer), *return on investment*, *improved education and increased productivity*, *healthier life*, and *gender equality*. The benefits are monetized based on assumptions about program impacts and indicate good value for money. In the study cited, the majority of the benefit (72 percent) is derived from improved education and increased productivity. The latter is measured in terms of projected increases in income derived from wages due to better

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<sup>95</sup> MasterCard. 2017. The School Feeding Investment Case: Cost-Benefit Analysis in Rwanda. Report prepared by MasterCard for World Food Programme. The report uses "in-kind" to refer to the USDA-supported CSB+ and sugar package distributed in the Western Province, and "home-grown" to refer to the locally purchased maize meal, sugar, vegetable oil and salt package distributed in Southern Province.



education and cognition. The ET agrees that both the in-kind and home-grown modalities offer clear benefits to school children, and the CBA provides a valuable tool for advocacy with government about the positive return on investment to the country. Interviews with program partners and sector stakeholders indicate that overall value for money of the McGovern-Dole Program is high considering total budget with results achieved so far. This is the case both in terms of changes at school and community level and the potential contributions of the USDA model – or elements of this model – to the government expansion of the national school feeding program.

140. Qualitative findings and a review of progress reports indicate that the program has been implemented in a timely manner, with only some delay in the school garden activity (see para. 55). Program management of activity roll-out, and activity and output monitoring, has been efficient. Staff efforts translated directly into effective activity roll-out without unnecessary time spent on iteration, coordination and decision-making processes; planning meetings are generally efficient. One hindrance to efficiency, based on the qualitative findings, is that multiple program stakeholders are undertaking similar activities at school level, such as various forms of reading tests, including the EGRA. School staff and students report this is time consuming and that they do not receive clear feedback based on these monitoring activities; in their opinion, having duplicative reading tests conducted by WFP, World Vision and government staff is not an efficient use of school time. There are also some improvements that can be made to the management function in the second half of the program, as the program shifts its focus to making a more strategic contribution to the government school feeding expansion. This is further discussed under *Factors Affecting Results*. Findings also indicate that the selection of the Literacy Boost method – and its adaptation to the Rwanda context– to achieve the literacy results was based on global evidence at the time of program conceptualization and is generally considered an efficient approach. No specific study was undertaken by the program to compare Literacy Boost to other literacy models.
141. There are areas where efficiency gains could be made in terms of program design and aspects of implementation, specifically for the gardens and kitchen activities. The later start of the school garden activities, combined with the limited interest at school level, raise a question whether continuing resource allocation to this activity in the last two years will lead to the expected results related to nutrition education. Through the experience with the garden activities so far, the McGovern-Dole Program has an opportunity to contribute to the sector discussion on whether school gardens are an effective and efficient nutrition education intervention, and what the implications are for school gardens as an explicit element of school feeding program design.
142. The McGovern-Dole Program attempted to develop a cost-effective model for school kitchens. However, limited resource allocation to construction quality, specifically durability of materials, needs to be accompanied by increased efforts in maintenance awareness and capacity. In the absence of this, the more cost-effective kitchens will damage quickly and rehabilitation costs will negate the initial investment savings, as is currently the case in the McGovern-Dole Program.

## Impact and Sustainability

143. The WFP Rwanda FY 2015 McGovern-Dole proposal envisioned a progressive transition to national funding and implementation between 2020 and 2025, given stable multi-year funding from the government. While McGovern-Dole Program components are functioning well and outputs are on track, WFP needs to put greater focus on developing a comprehensive transition process and strategy with the government. WFP notes that the government will not assume all McGovern-Dole Program components; rather, the program proposal describes the second component of transition to government as supporting and encouraging communities to contribute to school feeding, literacy and hygiene activities.<sup>96</sup>
144. The McGovern-Dole Program's support to farmer cooperatives to develop improved agricultural and business practices is an important contribution to the sustainability of school feeding in Western and Southern provinces, as the aim is for the cooperatives to eventually supply commodities to the McGovern-Dole Program. The McGovern-Dole Program effort to support the government in defining options for a local procurement strategy is a critical step for scaling up of the national school feeding program and is a key sustainability factor for the McGovern-Dole Program. However, the two years left in the program do not allow sufficient time for these efforts to be reflected in government policy development, planning and budgeting for school feeding; the ET anticipates that a second phase of USDA support will be required to maximize the contribution of the McGovern-Dole Program results to an expanded government school feeding program.
145. The community contribution model, an important part of the USDA model and of the government model for a sustainable national school feeding program, is not a sustainable financing option in its current form. A major challenge is that the wide range of parent contributions, and factors that affect parents' decision-making – especially among poorer female-headed households – is not yet fully understood. A more structured approach to documenting and validating the factors affecting parent contributions to different household and community needs is required. This will enable an informed approach to leveraging household and community resources to support sustainability.
146. At the time of the midterm evaluation, the McGovern-Dole Program had not yet initiated a multi-stakeholder dialogue with government and other, similar, literacy initiatives to inform the program continuation and the possibility of a government integration strategy for literacy activities. This has restricted the effectiveness of McGovern-Dole Program efforts at subnational and national levels to promote awareness of the Literacy Boost results and their relevance to government literacy investments. Government understanding of the Literacy Boost process and literacy results, and government support to incorporating relevant elements into education planning and budgeting, are critical factors for continuation of this McGovern-Dole Program element, to the extent that it can strengthen existing literacy initiatives and meets a government need.

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<sup>96</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

## Summary Assessment

147. WFP's School Feeding policy states that three factors are critical for the transition from a WFP-supported to a nationally-owned school feeding program: (1) an appropriate policy or legal framework; (2) the institutional capacity to implement a program; and (3) the financial capacity to fund it. It further states that the move from low-income to lower-middle income country status is the strongest indicator of readiness to finance a school feeding program.<sup>97</sup> The first two factors are in process with the support of WFP. With respect to the third factor, the government has stated its intention to support a national program, including primary schools, but acknowledges that the financial commitment has not yet been completed.
148. The McGovern-Dole Program has made a good start in establishing consistent, integrated, and collaborative operations and in successfully implementing and monitoring a multi-faceted program. At midpoint, WFP and the government are building the systems and linkages needed for a successful and sustainable program. It will take another five-year phase to establish the systems, capacities and resources necessary for government to integrate some or all of the McGovern-Dole Program activities into the national HGSF program. Discussions are currently underway within the WFP/ McGovern-Dole partnership to support the government to develop a roadmap that clarifies which elements of the McGovern-Dole Program align with government priorities and the extent that these can be integrated into government planning.

### Key Findings and Conclusions – Overall Assessment

- The McGovern-Dole Program is relevant to, and consistent with, existing policies.
- It should generate, by its end, data showing that a model linking in-school meals and literacy boost type activities is effective and can provide useful lessons and insights to a national school feeding program.
- The program will need additional time past 2020 to establish the necessary systems, staffing, logistics, and financing for a sustainable national program. Envisaged transition milestones are unlikely to be reached by 2020.

## 3.2 Recommendations

149. The following operational and strategic recommendations are based on the evaluation findings and conclusions. They are presented by priority within operational and strategic categories, with suggested implementation timelines and responsible parties. As there are only two years remaining in the program, which contains much promise and much yet to do, most of the recommendations are high priority and should begin in the short term. Ultimately, WFP and government capacity to undertake the work required to move forward and assist government in its scale-up of the national school feeding program for primary schools will determine the priority and sequencing of actions.

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<sup>97</sup> WFP, 2013.

## Operational Recommendations (2019 – 2020)

150. **Recommendation 1: Strengthen WFP management, role clarity and staff capacity for functions related to the McGovern-Dole Program.** (*High priority; short term [2019 first quarter]; CO responsible.*) This includes strengthening current management oversight and senior manager engagement in advocacy on relevant McGovern-Dole Program elements to support the government’s school feeding expansion. The engagement of senior management is also critical to guide transition planning, which includes exploring – with government and sector partners – a potential Phase 2 of the McGovern-Dole Program; such a phase would focus on providing tailored support to the government’s school feeding expansion and literacy investments. Establish more regular and structured technical coordination with WFP units like nutrition, logistics, M&E and gender, and with the technical experts and units of the McGovern-Dole Program partners.
151. Improving the organization of the multiple functions required for the McGovern-Dole Program can be done by establishing either (1) an overarching school feeding subunit, which would provide a high level of structure to clarify roles and responsibilities of existing staff, or (1) a less structured working group with strong engagement of senior management. The selection and design of either option needs to be further explored by WFP, taking into account national portfolio priorities and workload. In any case, it is recommended to update TORs for the remaining life of the program, to reflect roles and responsibilities of McGovern-Dole Program staff and coordination structures.
152. One recommended step to enhance current McGovern-Dole Program staff capacity is to add a knowledge management and advocacy staff position, and to initiate a process to integrate this function into district-level TORs as well. This position/function will be critical to provide dedicated support to continuing and transitioning McGovern-Dole Program activities, including guiding engagement with the government to support to the national school feeding program expansion.
153. **Recommendation 2: Organize reflection meetings to inform knowledge management, advocacy and strategic thinking.** (*High priority; short term [begin first quarter 2019]; CO responsible.*) The meetings should focus on how the McGovern-Dole Program can best contribute to the expansion of the national school feeding program. The reflection meetings should include national and district staff and be held on a semi-annual basis. These meetings are not meant to duplicate coordination around activity planning, which is already taking place. These are strategic and technical reflection meetings to ask: *What is the evidence telling us about the strength of our approach? What should be considered for inclusion in an expanded national school feeding program?* Such reflection will contribute to internal assessment of what is working well – especially related to evolving government needs – and inform decisions around what activities should be prioritized over others.
154. **Recommendation 3: Contribute to the development of a school kitchen model that integrates primary and secondary school kitchen infrastructure and can still be supported by parent and community contributions.** (*Medium priority; medium term [by end 2020]; CO responsible.*)

Primary and secondary schools typically are on separate campuses, and their kitchen facilities and stores are thus currently separate. This follows the government's approach, which already emphasizes the integration of facilities. In some schools, where the national secondary school feeding program and the McGovern-Dole Program in primary schools operate in parallel, good school-led practices are already emerging on how to integrate these school feeding activities using parent contributions to develop common infrastructure, which takes into account the higher-quality construction introduced by USDA. Defining this model will involve examining how to ensure quality given limitations to infrastructure budgets, specifically by strengthening staff training and kitchen maintenance practices. The model would serve as a demonstration for the national government's integrated school feeding in the future.

### **Strategic Recommendations (2019 and beyond)**

155. **Recommendation 4: Initiate a structured transition or continuation planning process with the government.** *(High priority; short term to end of program [2019 first quarter]; CO responsible.)* Based on the results of this process, WFP can initiate a transition of relevant McGovern-Dole Program elements into the national program at the end of the current McGovern-Dole Program in 2020, and/or engage with the government to design a Phase 2 to the current McGovern-Dole Program that provides tailored support to the school feeding expansion process. For both options, it is essential that WFP and government co-lead a planning process so that roles and expectations going forward are clear to USDA and government partners. This requires developing a comprehensive process and strategy with the government that brings all partners together to map out their needs, capacities, and potential contributions and responsibilities going forward.
156. One option to support implementation of this recommendation is for WFP to advocate the establishment of an intersectoral working group/platform, led by the government with backstopping from WFP as necessary, that focuses on the school feeding and education nexus. In this way, the proposed planning process could also be linked to the preparation for an updated Systems Approach for Better Education Results (SABER) activity. A SABER activity would produce comparative data and knowledge on education policies and institutions that would provide input to the government on ways to systematically strengthen their education system, and is a good practice in school feeding transition planning. Such a platform would ensure that national embedded staff play pivotal roles in moving the development of the national school feeding program forward.

**Annexes**

**Annex 1: Terms of Reference**

**Terms of Reference**

**MIDTERM AND ENDLINE EVALUATIONS of**

**WFP Rwanda's Home Grown School Feeding Programme 2016-2020  
(USDA McGovern Dole Grant FFE-696-2015/007-00)**

**in 2018 and 2020 for WFP Rwanda**

*(TOR original table of contents and annexes omitted)*

## **Table of Acronyms**

CBEHPP	Community-based Environmental Health Promotion Program
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CHAI	Clinton Health Access Initiative
CHW	Community Health Workers
CO	Country Office
CSR	Country Strategic Review of Food Security and Nutrition
DDP	District Development Plans
DEO	District Education Officers
DEQAS	Decentralized Evaluation Quality Assurance System
DFID	Department for International Development
EB	Executive Board
EC	Evaluation Committee
ERG	Evaluation Reference Group
ESSP	Education Sector Strategic Plan
EQAS	Evaluation Quality Assurance System
FAS	Foreign Agricultural Service
GEWE	Gender Equality and Women's Empowerment
HGSF	Home Grown School Feeding
LRP	Local and Regional Procurement
MDG	Millennium Development Goal(s)
MGD	McGovern Dole
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Affairs
MINEDUC	Ministry of Education
MINESANTE	Ministry of Health
MININFRA	Ministry of Infrastructure
NST	National Strategy for Transformation
OEV	WFP Office of Evaluation
PTA	Parent-Teacher Association
RB(N)	Regional Bureau (Nairobi)
REB	Rwanda Education Board
SDG	Sustainable Development Goal(s)
SEO	Sector Education Officers
SMC	School Management Committees
SPR	Standard Project Report
WFP	World Food Programme
UN CCA	UN Common Country Analysis
UNDAP	UN Development Assistance Plan
UNDSS	UN Department of Safety and Security
UNHDI	UN Human Development Index
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
WASAC	Water and Sanitation Corporation



## 1. Introduction

157. This Terms of Reference (TOR) is for the midterm and endline evaluations of WFP Rwanda's Home Grown School Feeding (HGSF) Programme 2016-2020 (USDA McGovern Dole (MGD) Grant FFE-696-2015/007-00) in Rwanda. These two activity evaluations are commissioned by WFP Rwanda and will take place from June/July to December 2018 and July to November 2020, respectively.
158. The TOR was prepared by WFP Rwanda based upon an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold. Firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process. Secondly, it provides key information to stakeholders about the proposed evaluations.
159. The HGSF Programme supports around 85,000 primary students annually across 104 schools in Rwanda's poorest and most food insecure districts – Nyaruguru and Nyamagabe in the south and Rutsiro and Karongi in the west (see map in Annex 3). Children in the south receive a daily hot meal whereas students in the western province are provided a porridge meal. As a contribution to the project, some schools occasionally provide locally-grown vegetables to enrich the meals. The programme also undertakes activities to improve student literacy outcomes, increased use of health and dietary practices, including WASH, setting up school gardens, providing deworming medication and supporting the strengthening of government staff capacities.

## 2. Reasons for the evaluations

### 2.1 Rationale

160. The midterm evaluation is being commissioned to provide an evidence-based, independent assessment of the project's performance so that WFP Rwanda and its project partners, World Vision and Gardens for Health International, can adjust course as necessary for the remainder of the project term.
161. The endline evaluation is being commissioned to provide an evidence-based, independent assessment of the project to evaluate its success, ensure accountability, and generate lessons learned.

### 2.2 Objectives

162. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning.
- **Accountability** – *The midterm and endline evaluations will assess and report on the performance and results of WFP Rwanda's Home Grown School Feeding (HGSF) Programme 2016-2020.*
  - **Learning** – *The evaluations will determine the reasons why certain results occurred, to draw lessons and derive good practices for learning. It will also provide evidence-based findings to inform operational and strategic decision-*

*making. Findings will be actively disseminated and lessons will be incorporated into relevant information-sharing systems.*

163. Specifically, the midterm evaluation will i) review the project’s relevance, effectiveness, efficiency, impact, and sustainability, ii) collect performance indicator data for strategic objectives and higher-level results, iii) assess whether the project is on track to meet the results and targets, iv) review the results frameworks and theory of change, and v) identify any necessary mid-course corrections. Hence, more weight is given to learning as can be expected for a midterm evaluation.

164. Specifically, the endline evaluation will i) review the project’s relevance, effectiveness and efficiency, impact, and sustainability, ii) collect performance indicator data for strategic objectives and higher-level results, iii) assess whether the project has succeeded in achieving McGovern Dole’s two strategic objectives, iv) investigate the project’s overall impact, and v) identify meaningful lessons learned that WFP, USDA, and other stakeholders can apply to future programming. Hence, about equal weight is given to learning and accountability.

### **2.3 Stakeholders and users**

165. Several stakeholders both inside and outside of WFP have interests in the results of the evaluations and some of them will be asked to play a role in the evaluation processes. Table 1 below provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the inception phase.

166. Accountability to affected populations is tied to WFP’s commitments to include beneficiaries as key stakeholders in WFP’s work. As such, WFP is committed to ensuring gender equality and women’s empowerment (GEWE) in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups.

**Table 1: Preliminary stakeholders’ analysis**

<b>Stakeholders</b>	<b>Interest in the evaluations and likely use of evaluation reports for this stakeholder</b>
<b>WFP STAKEHOLDERS</b>	
<b>Country Office (CO) Rwanda</b>	Responsible for the country level planning and operations implementation, WFP Rwanda has a direct stake in the evaluations and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation.
<b>Regional Bureau (RB) Nairobi</b>	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. The Regional Evaluation Officers supports CO/RB management to ensure quality, credible and useful decentralized evaluations.

<b>Office of Evaluation (OEV)</b>	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralised evaluation stakeholders as identified in the evaluation policy.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. These evaluations will not be presented to the Board but their findings may feed into thematic and/or regional syntheses and corporate learning processes.
<b>OTHER STAKEHOLDERS</b>	
<b>Beneficiaries</b>	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. Consequently, students, teachers, and Parent-Teacher Associations (PTAs) are considered key stakeholders. The level of participation of women and men, boys and girls in the evaluations through interviews, surveys and focus-group discussions in the evaluations and their perspectives will be sought. Available data will be disaggregated by sex and age when relevant.
<b>Government</b>	As WFP is implementing the HGSP Programme to support the government in setting up a national school feeding programme, the Ministry of Education (MINEDUC), the Ministry of Agriculture (MINAGRI), the Ministry of Infrastructure (MININFRA), Ministry of Local Affairs (MINALOC) and the Ministry of Gender and Family Promotion (MIGEPROF) as well as the four implementing districts have a direct interest in knowing whether activities are aligned with its priorities, harmonised with the actions of other partners, and meet the expected results. Issues related to capacity development, handover and sustainability will be of interest.
<b>Main donor</b> USDA	USDA funds WFP’s HGSP Programme through a McGovern Dole Grant (FFE-696-2015/007-00) and so has a strong interest in knowing whether their funds have been spent efficiently and if WFP’s work has been effective and contributed to their own strategies and programmes.
<b>Other donors</b>	Additionally, MasterCard funds some of the food commodities used in the programme, and contributed to overall implementation of complementary activities.
<b>UN Country Team</b>	The UNDP 2018-23 contributes to the national goal of “developing Rwandans into a capable and skilled people with quality standards of living and a stable and secure society” through Outcome 3 which reads as follows: By 2023 people in Rwanda, particularly the most vulnerable, enjoy increased and equitable access to quality education, health, nutrition and WASH services. The UNCT therefore has a shared interest in the evaluation findings, particularly UNICEF, UNESCO, WHO, FAO, UNFPA and UNHCR whose work in this area is interconnected with that of WFP.
<b>Other partners</b>	NGOs are WFP’s partners for the implementation of some activities

World Vision, Gardens for Health International, and Rwanda Biomedical Centre	while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. World Vision is a sub-grantee focusing on literacy and health. Gardens for Health International and Rwanda Biomedical Centre are key implementing partners.
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167. The primary users of the midterm evaluation will be:

- *WFP Rwanda and its partners World Vision, Gardens for Health International, and Rwanda Biomedical Centre to adjust course as necessary for the remainder of the project term;*
- *MINEDUC and MINAGRI to learn whether the programme is performing well and is aligned with its priorities, particularly in terms of capacity development, handover and sustainability;*
- *USDA as the primary funder of the HGSF Programme to learn whether the programme is performing well. USDA may use findings and lessons learned to inform McGovern Dole programme funding, design, and implementation decisions;*
- *MasterCard as a funder of the HGSF programme may use the findings to inform its decision on the best models of school feeding as well as to target its funding;*
- *Given the core functions of the Regional Bureau Nairobi (RBN), it is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight;*
- *WFP HQ may use the evaluation for wider organizational learning and accountability;*
- *OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board.*

168. The primary users of the endline evaluation will be:

- *WFP Rwanda and its partners World Vision, Gardens for Health International, and Rwanda Biomedical Centre to learn from programme implementation;*
- *MINEDUC and MINAGRI to learn whether the programme performed well and aligned with its priorities, particularly in terms of capacity development, handover and sustainability;*
- *USDA as the primary funder of the HGSF Programme to learn whether the programme is performing well. USDA may use findings and lessons learned to inform McGovern Dole programme funding, design, and implementation decisions;*
- *MasterCard as a funder of the HGSF programme may use the findings to inform its decision on the best models of school feeding as well as to target its funding;*

169. Given the core functions of the Regional Bureau Nairobi (RBN), it is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight;

170. WFP HQ may use the evaluation for wider organizational learning and accountability;

171. OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board.

### **3. Context and subject of the evaluations**

#### **3.1 Context**

172. Rwanda is a densely populated, low-income country with a total population of about 12 million people, ranked 159 of 188 countries in human development (2016 UNHDI). Since the 1994 genocide, the Government of Rwanda has consistently and rather successfully pursued development objectives. Rwanda made significant progress in implementing the MDGs and is well placed to continue within the SDG framework (UNDAP 2013-18). An annual GDP growth rate of 7.2 percent since 2010 has been accompanied by decreasing income inequality, although still among the highest in Africa (UN CCA 2017).
173. Moreover, 4.8 million or 41 percent of Rwandans are undernourished and over one fifth of the population considered food insecure (SDG 2.1.1) (CFSVA 2015). Stunting among children under five years has declined but remains high at 38 percent, with significant regional variation, peaking at 60 percent in certain areas in the northwest (SDG 2.2.1). Stunting is more common among children with mothers who are young, did not complete secondary education, or are stunted themselves and have an unbalanced dietary intake. 9 percent of children under five are underweight (low weight for age) and 2.2 percent are acutely malnourished (low weight for height) (CSR).
174. Micronutrient deficiencies are also a public health concern; 37 percent of children under five and 19 percent of women of reproductive age are anemic. The most common causes of anemia are lack of iron in the diet, and intestinal worms, preventing the absorption of micronutrients and minerals such as iron. Worm infections affect 65 percent of the population in Rwanda, and school-aged children are particularly affected. Main drivers for malnutrition are poor access to quality water, health services and sanitation (WASH) as well as poor care practices such as not receiving antenatal care, even among those who can access a nutritional, balanced diet (UN CCA 2017).
175. At 98 percent, Rwanda's primary enrolment rate is among the highest in sub-Saharan Africa. Girls and boys show very similar numbers, but equitable access is an issue among vulnerable populations such as children with disabilities. Worryingly, primary school completion has considerably dropped from 73 percent in 2012 to 65 percent (boys 59 percent, girls 71 percent) in 2016, indicating a high dropout rate. The student-to-teacher ratio is high at 62:1, leaving little time for teachers to interact with students. The extent of limited delivery of quality education is evidenced by low competencies in literacy and numeracy among primary-school-going children. Overall, less than half of students in public schools, especially in rural areas, achieve the required literacy and numeracy competency levels to move on to the next grade (UN CCA 2017). (In Rwanda, 65 percent of adult women are literate whereas the figure is 76 percent for men.) The average primary school has one toilet for every 75 students. The national target is 40:1 for boys and 30:1 for girls. MINEDUC estimates that menstrual management alone

accounts for an average of 50 days/girl/year in absences. While some steps have been taken to improve the situation, menstrual management continues to negatively affect girls, especially girls in the poorest districts (UN CCA 2017). In addition, only 36 percent of schools in Rwanda have access to piped tap water (33 percent in the western province and 32 percent in the southern province).

176. The social protection system has evolved in the last decade, moving from a host of fragmented, uncoordinated and often underfunded programmes to increasingly coordinated, government-owned programmes operating at scale. Thus, great strides were made regarding poverty reduction and vulnerability, mainly with households being the primary targeting unit (UN CCA 2017). The forthcoming *Social Protection Sector Strategy 2018-24* is expected to take this further by adopting a life-cycle approach and promoting universal access to social security and protection for all Rwandans, whether poor or not. Quite a radical shift, and appropriate given the country's vision to reach upper income status by 2050.
177. Rwanda has made commendable progress in ensuring gender equality however glaring challenges still exist between males and females. While Rwanda has the highest percentage of women in parliament in the world (64 percent) and female representation in high also in other positions of power (41 percent of the cabinet, 43 percent of Supreme Court Justices), gender balance in local government leadership has not yet been fully addressed as most positions continue to be dominated by men, raising concerns around effective implementation of all gender equality related programmes. Similar observations and arguments suggest that there is a critical gap in the quality of overall participation and specifically women's participation in these platforms as there is limited evidence to suggest otherwise.
178. The HGSF Programme supports students in Rwanda's poorest and most food insecure districts: Nyaruguru and Nyamagabe in the southern province and Rutsiro and Karongi in the western province (see map in Annex 3). Nyaruguru and Nyamagabe districts have particularly high numbers of households led by women and people with disabilities, compounding vulnerability. The 104 programme schools were selected from sectors with the highest poverty levels per the government's household poverty classification (UBUDEHE), also considering each school's capacity and willingness to implement activities.<sup>98</sup>
179. WFP is implementing the HGSF Programme to support the government in setting up a national school feeding programme, with a view to build capacity and complete a full handover of activities by 2020. At least since 2017, the Minister of Education has stressed the government's desire to expand the HGSF model countrywide, including eventual ownership – an important step towards universal and sustainable school feeding in Rwanda (HGSF semi-annual report Nov 2017). Since its establishment in 2017, MINEDUC and WFP co-chair the HGSF National Steering Committee which is bringing together key stakeholders to coordinate the programme and ensure sustainability.

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<sup>98</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

180. The Government of Rwanda's mid- to long-term outlook is guided by the national development plan *Vision 2020* and its new iteration *Vision 2050* (forthcoming), which together envision Rwanda transforming from an agrarian to a knowledge-based economy, attaining upper middle-income country status by 2035 and high-income status by 2050. To help achieve this, the country's key poverty reduction strategy, the National Strategy for Transformation (NST), focuses on three pillars, of which the social transformation pillar has a priority area to ensure quality of education for all, aiming at building a knowledge-based economy (UN CCA 2017).
181. As the lead of the education sector, MINEDUC heads policy formulation, planning, coordination, regulation, monitoring and evaluation of the entire education sector (UN CCA 2017). The ministry works closely with the semi-autonomous Rwanda Education Board (REB) which provides national oversight for coordinating and implementing education activities at pre-primary, primary and secondary level.
182. Under the Local Government Act (2013) District Administrations have responsibility for the delivery of education services. The extent to which MINEDUC and REB have influence at the district level is determined by the level of interest and priority afforded to education by the District Executives. District Development Plans (DDPs) determine district priorities and where resources are allocated. District Education Officers (DEOs) are employed by the Ministry of Local Government (MINALOC) and managed by their District Administrations. DEOs are actively involved in the planning, delivery and monitoring of education in their districts. Below the DEOs are sector education officers (SEOs) responsible for overseeing delivery of education services and running of schools.
183. Guided by the Education Sector Strategic Plan (ESSP), now in its fourth cycle, Rwanda has invested significant resources towards improving the quality and coverage of all levels of education, as well as towards implementing policies that aim to achieve universal and equitable access to basic education for all Rwandan children. The provision of universal, compulsory and free nine years of basic education for children aged seven to 15 years has had a significant impact on increasing access, and this is now being expanded to 12 years. The curriculum has undergone a major reform, with a new competence-based curriculum being phased in from January 2016 (UN CCA 2017).
184. MINEDUC, Save the Children, and World Vision are implementing Literacy Boost, a proven literacy instruction methodology focused on improving children's reading abilities. Literacy Boost is improving the literacy of 195,000 children in grades 1-3 in 280 primary schools in central Rwanda and was scaled up using MGD resources. MINEDUC also worked with USAID's Literacy, Language, and Learning (L3) project 2012-2016 on improving the quality of education.<sup>99</sup>
185. In support of school health, the Ministry of Health (MINESANTE) has a '12+ Programme', supported by the Nike Foundation and PSI, targeting 114,500 girls between the ages of 10-12 years in primary schools across Rwanda, funded by DFID, with the objective of reducing drop-out of girls by

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<sup>99</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.



creating safe spaces in schools for girls. World Vision also has a cost-sharing partnership with Rwanda's Water and Sanitation Corporation (WASAC) through its Ubuzima WASH project partnering with MINESANTE, training Community Health Workers (CHWs) and school-based volunteers through the Community-based Environmental Health Promotion Programme (CBEHPP). CBEHPP is MINESANTE's approved methodology of working with communities to help them identify and solve their own health and hygiene issues. World Vision is Rwanda's largest implementer of CBEHPP and outside of the MGD project is supporting MINESANTE in training 45,000 CHWs in 15,000 villages to reduce hygiene-related diseases in communities and within schools.<sup>100</sup>

186. UNICEF has supported modelling and scaling-up Child-Friendly School standards, which were adopted as the national quality guidelines for school infrastructure and software inputs. The Learning Achievement in Rwandan Schools (LARS) Assessment was supported by UNICEF to improve the quality of education and measure learning outcomes in literacy and numeracy. The joint UN Development Assistance Programme (UNDAP) 2018-2023 is focusing on increased and equitable access to quality education, health, nutrition and WASH services.

187. The Clinton Health Access Initiative (CHAI) has been implementing a programme with the government since 2013 to work with food producers to combat malnutrition. CHAI is assisting the government to reduce chronic malnutrition among infants and pregnant and lactating women.<sup>101</sup> CHAI is supporting the Africa Improved Foods (AIF) on sourcing local agricultural produce to use in its factory which produces nutritious fortified blended foods that can be distributed throughout the country.

### **3.2. Subject of the evaluations**

188. This is an activity evaluation of a USD 25 million grant to improve literacy and increase the use of health and dietary practices. The midterm evaluation will take place in 2018, while the endline will be completed in 2020. The midterm evaluation will cover the 2016-2018 (second quarter included) timeframe, while the endline evaluation will cover the entire implementation period (2016-2020).

189. The HGSF Programme supports students across 104 schools in Rwanda's poorest and most food insecure districts – Nyaruguru and Nyamagabe in the south and Rutsiro and Karongi in the west (see map in Annex 3). Children in the south receive a daily hot meal whereas students in the western province are provided a porridge meal. The programme started in October 2015 and is anticipated to conclude in late 2020.

190. WFP has planned to reach 83,000 students annually in grades 1-6, and reached 99 percent in 2016 and 103 percent in 2017, with similar numbers of boys and girls. Over the programme cycle, WFP plans to use 4,657 metric tonnes of SuperCereal and 540 metric tonnes of vegetable oil. Additionally,

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<sup>100</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

<sup>101</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

maize, beans, salt and sugar are non-USDA commodities and as such purchased from other mobilized funds.<sup>102</sup>

191. The HGSF Programme aims to achieve the McGovern-Dole strategic goals of improved literacy of school-age children (MGD SO1) and increased use of health and dietary practices (MGD SO2) in the targeted areas through a set of interconnected activities, with a view to supporting the government in establishing a national school feeding programme, including building capacity at national, district and school levels to facilitate a future handover (see results frame in annex).
192. WFP, together with its implementing government partners MINEDUC and MINAGRI as well key implementing NGO partners, is carrying out activities to achieve MGD SO1 by: promoting teacher attendance and recognition; distributing school supplies and materials; improving literacy instruction materials; increasing the skills and knowledge of teachers and administrators; providing school meals; developing partnerships with farmer groups to supply food to schools; establishing and maintaining school gardens; increasing use of health and dietary practices; raising awareness on the importance of education; and reducing health-related absenteeism at schools.
193. WFP and partners carry out activities to achieve MGD SO2 by: raising awareness on good hygiene practices; enhancing food preparation and cooking practices; building and rehabilitating latrines and water collection systems; distributing deworming medication; and building/rehabilitating kitchens, cooking areas and storerooms, and providing fuel-efficient stoves.
194. To ensure the development of a nationally-owned, sustainable school feeding programme, WFP and partners carry out activities to achieve MGD foundational results by: increasing the capacity of government institutions (1.4.1/2.7.1), improving the policy and regulatory framework (1.4.2/2.7.2), and increasing government support (1.4.3/2.7.3). To increase engagement of local organizations and community groups (1.4.4/2.7.4), WFP and partners train PTAs, raise awareness on the importance of education, develop partnerships with farmer groups and local cooperatives to supply food to schools, engage parents and communities through the establishment and maintenance of school gardens, and strengthen school health clubs through training and awareness on good health and hygiene practices.
195. The McGovern Dole grant for the five-year programme is USD 25 million. WFP estimates that the total value of contributions mobilized for this project outside of McGovern Dole resources will be around USD 12,1 million. These resources have enabled the full implementation of the programme, including locally procuring maize and beans with funding from MasterCard.
196. The HGSF baseline study report from July 2016 focused on indicators that could be measured before project implementation. Some indicators could not be measured because their definition is linked to the implementation of project activities. Baseline values for each indicator measured against its corresponding target, as per the project document, were summarized (see baseline report in annex). Following the baseline study, the report continues,

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<sup>102</sup> WFP Rwanda FY 2015 McGovern-Dole proposal.

it is essential that WFP reviews and realigns the targets. In preparation for the midterm and endline evaluations, there is also a need for a strong programme monitoring component that collects and compiles data from each of the beneficiary school and related activities on a regular basis. All indicators, including policy-related indicators, require specific project records.

197. The centralized midterm evaluation of WFP Rwanda's Country Programme (June 2017) noted that although the McGovern Dole grant provided much-needed funding for HGFSF, it has also led to some unalignment with WFP as well as national priorities. The MGD intervention saw a return to providing (for part of the beneficiaries) food imported from the U.S. – a condition which was clearly required by the donor. This modality is in contradiction with the Government of Rwanda's own expressed preference but also with the logic promoted by WFP's School Feeding Policy of giving priority to helping countries establish and maintain nationally owned programmes linked to local agricultural production. However, WFP has sought to address this by designing the project in such a way that it will support the local production of vegetable oil and CSB+ and contribute to the development of a national strategy that if successful will sustain the benefits of USDA support beyond the life of the project. The report says that it was too soon to measure sustainability/handover in 2016.
198. The evaluation report concludes that HGFSF activities are "completely" integrated in government planning and monitoring at local level, with officials participating in all steps of the process. The programme promotes the participation of girls and the baseline allows monitoring against gender indicators as advised by the WFP 2009 Gender Policy (later subsumed by the WFP 2015-20 Gender Policy), the report continues. The programme does not, however, include a specific approach to address Gender Equality and Women's Empowerment (GEWE) or Sexual and Gender-based Violence (GBV) as foreseen in the 2009 policy.
199. A cost-benefit analysis conducted by WFP in collaboration with MasterCard in November 2017 concluded that every dollar invested in school meals in Rwanda can generate a return of USD 4.8 and 5.6 for home-grown and in-kind modalities, respectively, over a child's lifetime. Finally, the midterm and endline evaluations will be guided by the WFP Evaluation Policy 2016-2021 and the USDA Monitoring and Evaluation Policy 2013.

## **4. Evaluation approach**

### **4.1 Scope**

200. WFP Rwanda is looking to assign one contract for both a midterm and endline evaluation of the 2016-2020 McGovern Dole grant. The programme started in late 2015 with the goal of supporting school feeding in 104 schools in four districts: Nyaruguru, Nyamagabe, Rutsiro and Karongi in Rwanda (see map in Annex 1).
201. This is an activity evaluation of a USD 25 million grant to improve literacy and increase the use of health and dietary practices. The programme provides U.S. produced agricultural commodities and financial assistance, and supports capacity development and enhanced monitoring and reporting, with a key emphasis on sustainability and government ownership. In addition to

USDA-provided commodities, WFP procures maize and beans locally through additional funds raised separately through private donors, such as MasterCard.

202. The midterm evaluation will take place in 2018, while the endline will be completed in 2020. The midterm evaluation will cover the 2016-2018 (second quarter included) timeframe, while the endline evaluation will cover the entire implementation period (2016-2020).
203. The beneficiaries of the programme are 85,000 primary school students per year, grades 1-6. Of these, 49 percent are female. Other stakeholders who get access to capacity building activities are Parent-Teacher Associations (PTAs), School Management Committees (SMCs), teachers and head teachers, storekeepers and cooks.

## 4.2 Evaluation criteria and questions

204. **Evaluation Criteria.** The evaluations will address all five OECD-DAC criteria (relevance, effectiveness, efficiency, impact and sustainability), as per USDA Monitoring and Evaluation policy.
205. **Evaluation Questions.** Aligned with the evaluation criteria, the evaluations will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the evaluation questions aim at highlighting the key lessons and performance of the HGSP Programme, which could inform future strategic and operational decisions. The four key questions that need to be investigated are:
- a) Have literacy rates of school age children improved over the duration of the programme? If so, how and why? For example, are students able to read grade-level text? Are teachers demonstrating new methods of teaching?
  - b) Has the use of health and dietary practices increased? If so, how? Has illness-related absence decreased? Are students washing their hands and are schools and school kitchens clean? How are school gardens being used?
  - c) What is the level of community-level involvement and participation in decision-making in school governance mechanisms (PTAs and SMCs)? Particularly, what is the level of involvement and participation of men? Also, what is the level and sustained continuity of community contributions in cash and in kind?
  - d) What are the key institutions (i.e. international, national, provincial/district and local stakeholders) and governance structures required to effectively deliver, implement, and sustain school meal interventions? What relationship structures among these institutions yield the most successful and effective school meal programmes? Is WFP's capacity support to smallholder farmers and key line ministries appropriate/sufficient to effectively facilitate national ownership? Has the provided capacity support increased the government's capacity to own and sustain a national school meals programme?
206. The evaluation questions will be reviewed within the course of the inception period, and there will be some differentiation between midterm and endline questions. For example, the midterm will also include achievement of outputs rather than only outcomes and objectives, whereas the endline will focus more on impact.

207. Gender equality and empowerment of women should be mainstreamed throughout the evaluation, including disaggregation of all data and considering whether gender has been integrated in design, planning, implementation and results. Reflecting UNDAP concern on gender equality “Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life”, the evaluators are specifically required to investigate gender aspects in question c. above.

208. Table 2 below presents key evaluation criteria and corresponding questions:

**Table 2: Criteria and evaluation questions**

<b>Criteria</b>	<b>Evaluation Questions</b>
Relevance	<p>To what extent is the programme in line with the needs of beneficiaries (boys and girls) and partners, including government?</p> <p>To what extent is the activity aligned with community, local government, and national government policies and priorities?</p> <p>To what extent is the intervention based on a sound gender analysis? To what extent is the design and implementation of the intervention gender-sensitive?</p>
Effectiveness	<p>To what extent are the outcomes or objectives of the intervention likely to be achieved?</p> <p>What are the major factors influencing progress in achievement or non-achievement of the outcomes/objectives of the intervention?</p> <p>To what extent does the intervention deliver results for boys and girls?</p>
Efficiency	<p>Is the programme implemented in a timely way? Are the activities cost-efficient? Is the programme implemented in the most efficient way compared to alternatives? Were the project strategies efficient in terms of financial and human resource inputs as compared to outputs?</p> <p>Does the monitoring system efficiently meet the needs and requirements of the project?</p>
Impact	<p>What are the medium-term effects on beneficiaries’ lives?</p> <p>What are the gender-specific medium term impacts? Did the intervention influence the gender context?</p>
Sustainability	<p>To what extent is the government taking ownership of the programme (e.g. demonstrated commitment and contributions)?</p> <p>What is the demonstrated capacity at central and sub-national levels to manage the programme?</p> <p>Are local communities (PTAs, farmers’ groups, etc.) fully involved in and contributing toward school feeding and education activities?</p> <p>Has the policy framework supporting the HGSF been strengthened within the project period?</p>

	What are the major factors influencing the achievement or non-achievement of sustainability of the program?
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### 4.3 Data availability

209. The evaluations will entail qualitative and quantitative primary data collection that the evaluation team will be responsible for. In addition, the following is a list of background data and/or information available for the evaluation team. It is expected that the team will expand this at inception phase.

- *Baseline report for WFP's USDA McGovern Dole HGSF Programme 2016-2020, including data collection tools;*
- *School feeding handbook;*
- *WFP School feeding policy;*
- *2016 and 2017 Standard Project Reports (SPRs);*
- *WFP HGSF semi-annual reports to USDA;*
- *USDA commitment letter for Agreement;*
- *Evaluation Plan;*
- *USDA Monitoring and Evaluation Policy;*
- *USDA McGovern-Dole Indicators and Definitions Handbook;*
- *Other government education data/policies as applicable.*

210. The evaluation team responsible for the baseline assessment warned about the availability and usability of certain data sets. Following the recommendations of the baseline team, WFP and its partners have improved data collection tools to provide the level of granularity required by the donor and to answer most of the evaluations questions. For instance, school records now provide attendance information per individual child and teacher, records are revised monthly and are subject to random checks. However, during the inception phase, the evaluation team will be responsible for controlling the quality and reliability of data sets and formulate alternative strategies to fill potential data gaps.

211. The evaluation team is expected to explore key questions c. (gender) and d. (institutional preparedness for hand-over) largely through qualitative data (although some quantitative data on gender parity is also expected). Key question d. will require an analysis of similar experiences in other countries and a comparison with the situation in Rwanda.

212. Even though, at this point, WFP does not envision the use of such data collection tools, the evaluation team should also bear in mind that the Government of Rwanda requires formal approval of household surveys three months before the field phase takes place.

213. Concerning data and information, the evaluation team should:

- *Assess availability, validity and reliability as part of the inception phase of the midterm evaluation expanding on the information provided in section 4. This assessment will inform the data collection;*

- *Systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.*

#### 4.4. Methodology

214. The independent evaluation team is responsible for developing the full methodology during the inception phase. In this stage, the ET should validate the methodological approach followed during the baseline assessment and propose improvements where required.
215. Question a. (literacy) will be answered using data collected through the EGRA standard test. To conduct the EGRA and adapt it to the local context, the selected evaluator should reference the EGRA toolkit<sup>103</sup>
216. Question b. (health and dietary practices), is likely to be based on data collected through school and student surveys, direct observation and key informant interviews.
217. Key questions c. and d. were not explicitly included in the baseline assessment and will require the team to develop an appropriate methodological approach at this stage.
218. Midterm findings on key question d. will inform the development of a hand-over strategy from WFP to the Government of Rwanda. It is expected that the evaluation team formulates clear recommendations that could help a smooth transition to a country-owned home grown school feeding programme. At endline, the evaluation team should concentrate on assessing the progress made in handing over the activities.
219. The team should identify potential risks of the approach and mitigation measures. The following should be considered and included by the evaluation team:
  - *Firstly, confirm and define specific evaluation questions that are answered, and record them in the WFP Evaluation Matrix;*
  - *Include description of sample categories and identify appropriate sample sizes (margin of error 5%, confidence level 95%);*
  - *Design credible data collection instruments;*
  - *Use mixed methods in the evaluation design and data collection (including quantitative and qualitative) to ensure a comprehensive design, and the reasons for the changes in indicators can be explained. This can include triangulation of information through a variety of means, or different evaluation questions being answered through different methods and types of data. The use of mixed methods should be documented in the inception report;*
  - *To the extent possible, ensure that data collection tools are consistent with baseline tools to ensure comparability;*
  - *WFP anticipates that the consultants will recommend a methodology that will likely include carrying out key informant interviews and focus group discussions (list of interviews to be agreed upon at inception phase). The qualitative data collection will gather information on gender equality, capacity strengthening and changes in the institutional context. However,*

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<sup>103</sup> RTI International. 2016. EGRA Toolkit, Second Edition.



*bidding companies should also propose a wider variety of methods (including, but not limited to most significant change, outcome harvesting, etc.) whenever they feel these could be useful in enriching the evaluation products;*

- *Ensure the evaluation design considers ways to ensure that the voices of women, girls, men and boys are heard and documented;*
- *Ensure the methodology and evaluation implementation are ethical and conform to the UNEG Ethical Guidelines for Evaluation.*

220. The following mechanisms for independence and impartiality are employed:

- *Appointment of an Evaluation Manager with no previous involvement with the HGSF programme (Daniel Svanlund, WFP M&E Officer);*
- *Establishment of an Evaluation Committee;*
- *Establishment of an Evaluation Reference Group.*

221. The main risk identified that could affect the methodology proposed for the midterm and endline is the weakness of the baseline study (the sample size of students was small; some data sets had to be reconstructed due to the unavailability of reliable data, e.g. teachers' attendance). As a mitigating measure, the evaluation team should highlight the strength of the evidence underlying the findings in the midterm and endline.

#### **4.5 Quality assurance and assessment**

222. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.

223. DEQAS will be systematically applied to these evaluations. The WFP Evaluation Manager will be responsible for ensuring that the evaluations progress as per the DEQAS Process Guide and for conducting a rigorous quality control of the evaluations' products ahead of their finalization.

224. WFP has developed a set of Quality Assurance Checklists for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.

225. To enhance the quality and credibility of these evaluations, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on draft TOR), and provide:

- *systematic feedback from an evaluation perspective, on the quality of the draft inception/midterm/endline evaluation report;*
- *recommendations on how to improve the quality of the final inception/midterm/endline evaluation report.*

226. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/ evaluation report. To ensure transparency and credibility of the process in line with the [UNEG norms and standards](#),<sup>104</sup> a rationale should be provided for any recommendations that the team does not consider when finalising the report.
227. This quality assurance process as outlined above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.
228. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in [WFP's Directive CP2010/001](#) on Information Disclosure.
229. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

## 5. Phases and deliverables

230. The evaluation will be conducted in two stages: a midterm evaluation to be conducted between June/July and December 2018, and an endline evaluation that will take place between July and November 2020. Although the two phases are interconnected steps of the same evaluative exercise, their objectives are slightly different as outlined in the following sections.
231. The deliverables and deadlines for each phase are as follows:

**Figure 1: Summary Process Map**



### 5.1 Midterm evaluation

232. The objective of the midterm evaluation is to provide an evidence-based, independent assessment of performance of the project so that WFP and its project partners can adjust course as necessary for the remainder of the project term. Specifically, the midterm evaluation will (1) review the project's relevance, effectiveness, efficiency, impact, and sustainability, (2) collect performance indicator data for strategic objectives and higher-level results,

<sup>104</sup> Norm #7 states “that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability.”

(3) assess whether the project is on track to meet the results and targets, (4) review the results frameworks and theory of change, and (5) identify any necessary mid-course corrections. The evaluation will rely on the Baseline Study for baseline data and critical context necessary to evaluate the project at interim.

233. The evaluation firm selected for this assignment will develop the methodological approach following the indications provided in *4.2 Evaluation Questions* and *4.4 Methodology*. The evaluators should also validate or revise the assumptions and risk analysis underlying the project design.

234. The main deliverables of the midterm evaluation are the following:

- *Inception report. It must be written following WFP recommended template. The evaluators must validate the methodology utilized in the baseline phase and/or propose alternative methods to measure the same indicators. This means setting out a full study design including what data is being collected and for what purpose, how sampling is done (to be determined by the evaluation team), how the data is being analysed and triangulated. The inception report must also include a data quality assurance plan, and how the evaluators will manage and safeguard ethics during the life of the evaluation. Annexed to the inception report, the evaluation team should include a detailed work plan including, timeline and activities.*
- *Midterm report, including a first draft, where the final approach, methodology and data collection tools are clearly recorded, including their limitations and mitigations measures. The report must record all standard and custom indicator baseline and midterm values.*
- *Clean data sets, including quantitative data sets in Excel, statistical software code, and transcripts and/or notes from focus group discussions and key informant interviews.*
- *Prepare and present a PowerPoint presentation of main findings and conclusions to debrief WFP Rwanda management and other relevant staff*
- *2-page brief containing findings, conclusions and recommendations.*

**Table 3: Midterm evaluation deliverables**

<b>Dates</b>	<b>Deliverables</b>
<b>June/July – August 2018</b>	<ul style="list-style-type: none"> <li>• Desk review of key project documents</li> <li>• Create a data quality assurance plan</li> <li>• Review baseline methodology; confirm and finalise evaluation questions and evaluation design and methodology (including sampling strategy), and draft an inception report for agreement</li> <li>• Finalize inception report with the inclusion of Evaluation Reference Group’s comments</li> <li>• Data collection instruments</li> <li>• Arrange field visits</li> </ul>
<b>September – October 2018</b>	<ul style="list-style-type: none"> <li>• Conduct field visits</li> <li>• Conduct key stakeholder focus groups and key informant interviews and collect data with other suggested methods</li> <li>• Enter, clean, and analyse data</li> </ul>
<b>October – early December 2018</b>	<ul style="list-style-type: none"> <li>• Draft midterm report</li> <li>• Seek Evaluation Reference Group’s comments on the draft midterm report</li> <li>• Finalize midterm report</li> </ul>

	<ul style="list-style-type: none"> <li>• Prepare and present a PowerPoint presentation of main findings and conclusions to debrief WFP Rwanda management and other relevant staff</li> <li>• Prepare and share a 2-page brief with key stakeholders</li> </ul>
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## 5.2 Endline evaluation

235. The objective of the final evaluation is to provide an evidence-based, independent assessment of the performance of the project to evaluate the project's success, ensure accountability, and generate lessons learned. Specifically, the final evaluation will: (1) use the same methodology developed for the midterm to measure key indicators, (2) analyses data to compare results before and after the intervention, and (3) identify meaningful lessons learned that WFP, USDA, and other relevant stakeholders can apply to future programming.

236. WFP anticipates carrying out the final evaluation during the final year of the USDA-MGD grant between July and November 2020.

237. The main deliverables of the endline are the following:

- *Inception report. It must be written following WFP recommended template. The evaluators must validate the methodology utilized in the baseline phase and/or propose alternative methods to measure the same indicators. This means setting out a full study design including what data is being collected and for what purpose, how sampling is done (to be determined by the evaluation team), how the data is being analysed and triangulated. The inception report must also include a data quality assurance plan, and how the evaluators will manage and safeguard ethics during the life of the evaluation. Annexed to the inception report, the evaluation team should include a detailed work plan including, timeline and activities.*
- *Endline report, including a first draft, using WFP recommended template. It must set out a detailed methodology section, study design, and any limitations or where the study design was compromised. Should detail how data was collected, validated and analysed, and how conclusions were drawn. How different types of methods were brought together in the analysis. Annexes to the final report include but are not limited to a copy of the final ToR, bibliography, detailed sampling methodology, maps, a list of all meetings and participants, final survey instruments, table of all standard and custom indicator with baseline, midterm and endline values, list of supported schools.*
- *Clean data sets, including quantitative data sets in Excel, statistical software code, and transcripts and/or notes from focus group discussions and key informant interviews.*
- *PowerPoint presentation of main findings and conclusions for de-briefing and purposes.*
- *2-4 page brief containing findings, conclusions and recommendations written for a nontechnical audience that includes photos and graphs or charts.*
- *Conduct a 1-day workshop to share evaluation findings with key stakeholders.*

**Table 4: Endline evaluation deliverables**

Dates	Deliverables
<b>July – August 2020</b>	<ul style="list-style-type: none"> <li>• Finalise updated evaluation questions and evaluation design and methodology (including sampling strategy), and draft an inception report for agreement</li> <li>• Finalize inception report with the inclusion of Evaluation Reference Group’s comments</li> <li>• Update data collection instruments</li> <li>• Arrange field visits</li> </ul>
<b>September – October 2020</b>	<ul style="list-style-type: none"> <li>• Conduct field visits</li> <li>• Conduct key stakeholder focus groups and key informant interviews and collect data with other suggested methods</li> <li>• Enter, clean, and analyse data</li> </ul>
<b>October – early December 2020</b>	<ul style="list-style-type: none"> <li>• Draft endline report</li> <li>• Seek Evaluation Reference Group’s comments on the draft endline report</li> <li>• Finalize endline report</li> <li>• Prepare and present a PowerPoint presentation of main findings and conclusions to debrief WFP Rwanda management and other relevant staff</li> <li>• Prepare and share a 2-4 page brief with key stakeholders</li> <li>• Conduct a 1-day workshop to share evaluation findings with key stakeholders</li> </ul>

## 6. Organization of the evaluation

### 6.1 Evaluation conduct

238. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the WFP Evaluation Manager. The team will be hired following agreement with WFP on its composition. All communication between the evaluation team and stakeholders should go through or include the evaluation manager.

239. The evaluation team will draw its own conclusions free from political influence or organization pressure. The evaluation team will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the code of conduct of the evaluation profession. The Evaluation Manager has not been part of the project’s implementation.

240. Specifically, evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented. Evaluators shall make themselves aware of and comply with legal codes (whether international or national) governing, for example, interviewing children and young people.

241. The evaluation team should also guarantee the right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source (right to confidentiality).
242. Evaluators shall act to minimise risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings (avoidance of harm).

## **6.2 Team composition and competencies**

243. The Team Leader should be a senior evaluator with at least 15 years of experience in research and/or evaluation with demonstrated expertise in managing multidisciplinary and mixed quantitative and qualitative method evaluations, and additional significant experience in other development and management positions. In addition, the team leader should also have prior experience evaluating school meals programs, ideally USDA-funded McGovern-Dole grants.
244. The Team leader will also have expertise in designing methodology and data collection tools. She/he will also have leadership and communication skills, including a track record of excellent writing and presentation skills. Her/his primary responsibilities will be: i) design the approach and methodology; ii) guiding and managing the team; iii) leading the field missions and representing the baseline team; iv) drafting and revising, as required, the inception report, the end of field work i.e. (exit) debriefing presentation midterm and endline reports.
245. The team must include strong demonstrated knowledge of qualitative and quantitative data and statistical analysis will be required. It should include both women and men and at least one team member should be familiar with WFP's operations (preferably school feeding).
246. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
- *School Feeding;*
  - *WASH;*
  - *Primary Education (with a strong knowledge of early primary school reading process);*
  - *Food security;*
  - *Gender expertise;*
  - *Some expertise in smallholder farmer support is desirable;*
  - *All team members should have strong analytical and communication skills, evaluation experience and some familiarity with Rwanda;*
  - *The team should have knowledge of English and Kinyarwanda. The required language of both the midterm and endline reports is English.*
247. Team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
248. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate

in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

### 6.3 Security considerations

249. **Security clearance** where required is to be obtained.

250. As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.

251. Consultants hired independently are covered by the UN Department of Safety & Security (UNDSS) system for UN personnel which cover WFP staff and consultants contracted directly by WFP. Independent consultants must obtain UNDSS security clearance for travelling to be obtained from designated duty station and complete the UN system’s Basic and Advance Security in the Field courses in advance, print out their certificates and take them with them.<sup>105</sup>

252. However, to avoid any security incidents, the WFP Rwanda Evaluation Manager is requested to facilitate that:

- The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
- The team members observe applicable UN security rules and regulations – e.g. curfews, child protection protocols.

## 7. Roles and responsibilities of stakeholders

a- WFP Rwanda:

**The WFP Rwanda Deputy Director** will take responsibility to:

- *Assign an Evaluation Manager for the evaluation: Daniel Svanlund, M&E Officer.*
- *Compose the internal Evaluation Committee and the Evaluation Reference Group (see below).*
- *Approve the final TOR, inception and evaluation reports.*
- *Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group (see below and TN on Independence and Impartiality).*
- *Participate in discussions on the evaluation design and subject, its performance and results with the Evaluation Manager and the evaluation team.*
- *Participate in debriefing(s).*
- *Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations.*

The Evaluation Manager:

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<sup>105</sup> Field Courses: Basic; Advanced



- *Manages the evaluation process through all phases including drafting this TOR.*
- *Ensures quality assurance mechanisms are operational.*
- *Consolidates and shares comments on draft TOR, inception and evaluation reports with the evaluation team.*
- *Ensures expected use of quality assurance mechanisms (checklists, quality support).*
- *Ensures that the team has access to all documentation and information necessary to the evaluations; facilitates the team's contacts with local stakeholders; sets up meetings, field visits; and provides logistic support during the fieldwork.*
- *Organises security briefings for the evaluation team and provides any materials as required.*

b- **An internal Evaluation Committee** has been formed as part of ensuring the independence and impartiality of the evaluation (see EC TOR in annex).

c- **USDA**, as the main funder of the programme, will be given the opportunity to review and comment on the key evaluation products. USDA will also participate in the evaluation as a key informant prior to the start of in-country fieldwork.

d- **The Regional Bureau:** When not the Commissioning Office, the RB will take responsibility to:

- *Advise the Evaluation Manager and provide support to the evaluation process where appropriate.*
- *Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as relevant, as required.*
- *Provide comments on the draft TOR, Inception and Evaluation reports*
- *Support the Management Response to the evaluation and track the implementation of the recommendations.*
- *While the Regional Evaluation Officer Roberto Borlini will perform most of the above responsibilities, other RB relevant technical staff may participate in the Evaluation Reference Group and/or comment on evaluation products as appropriate.*

e- Relevant WFP Headquarters divisions will take responsibility to:

- *Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation.*
- *Comment on the evaluation TOR, inception and evaluation reports, as required.*

f- **Other stakeholders (government, NGOs)** will review and comment on key evaluation deliverables as experts in an advisory capacity (see ERG TOR in annex).

g- **The Office of Evaluation (OEV).** OEV, through the Regional Evaluation Officer, will advise the Evaluation Manager and provide support to the evaluation process when required. It is responsible for providing access to the outsourced quality support service reviewing draft ToR, inception and evaluation reports from an evaluation perspective. It also ensures a help desk function upon request.

## **8. Communication and budget**

### **8.1 Communication**

253. To ensure a smooth and efficient process and enhance the learning from these evaluations, the evaluation team should place emphasis on transparent and open communication with key stakeholders. This will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders. All communication between the evaluation team and stakeholders should go through or include the evaluation manager.
254. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available. Following the final approval of the evaluation reports, findings and recommendations shall be shared in various ways, including through discussions with WFP senior management and staff (primarily to enhance strategic and operational aspects) as well as with key partners including USDA, MINEDUC and MINAGRI, as well as World Vision, ADRA and relevant UN agencies. WFP will publish both the reports and the management responses. The published versions of the evaluation reports must be free from proprietary and personal identifying information.
255. The evaluation team is requested to prepare and present PowerPoint presentations (to debrief WFP management to inform strategic and operational decision-making) and 2-page briefs on the midterm and endline reports, both of which will be published on the WFP website and shared with national stakeholders and other WFP country offices currently receiving USDA grants. The evaluation team will also organize a one-day workshop at WFP Rwanda premises to share the findings and recommendations from the endline evaluation with key stakeholders. WFP and the evaluation team may discuss further the detailed communication/dissemination plan.

## **8.2 Budget**

256. For this evaluation, the budget will:

- *Be based on procurement through Long-term Agreements. Rates are guided by pre-agreed rates.*
- *As detailed in the project's Evaluation Plan, the total combined budget for this contract will not exceed USD 300,000.*
- *Travel/subsistence/other direct expenses should be accounted for as instructed in the WFP budget template.*

Please send any queries to the Evaluation Manager, Daniel Svanlund, M&E Officer, WFP Rwanda at [daniel.svanlund@wfp.org](mailto:daniel.svanlund@wfp.org).

## Annex 2: McGovern-Dole Program Objectives and Activities

Some activities repeat across objectives due to the interconnected nature of the results.

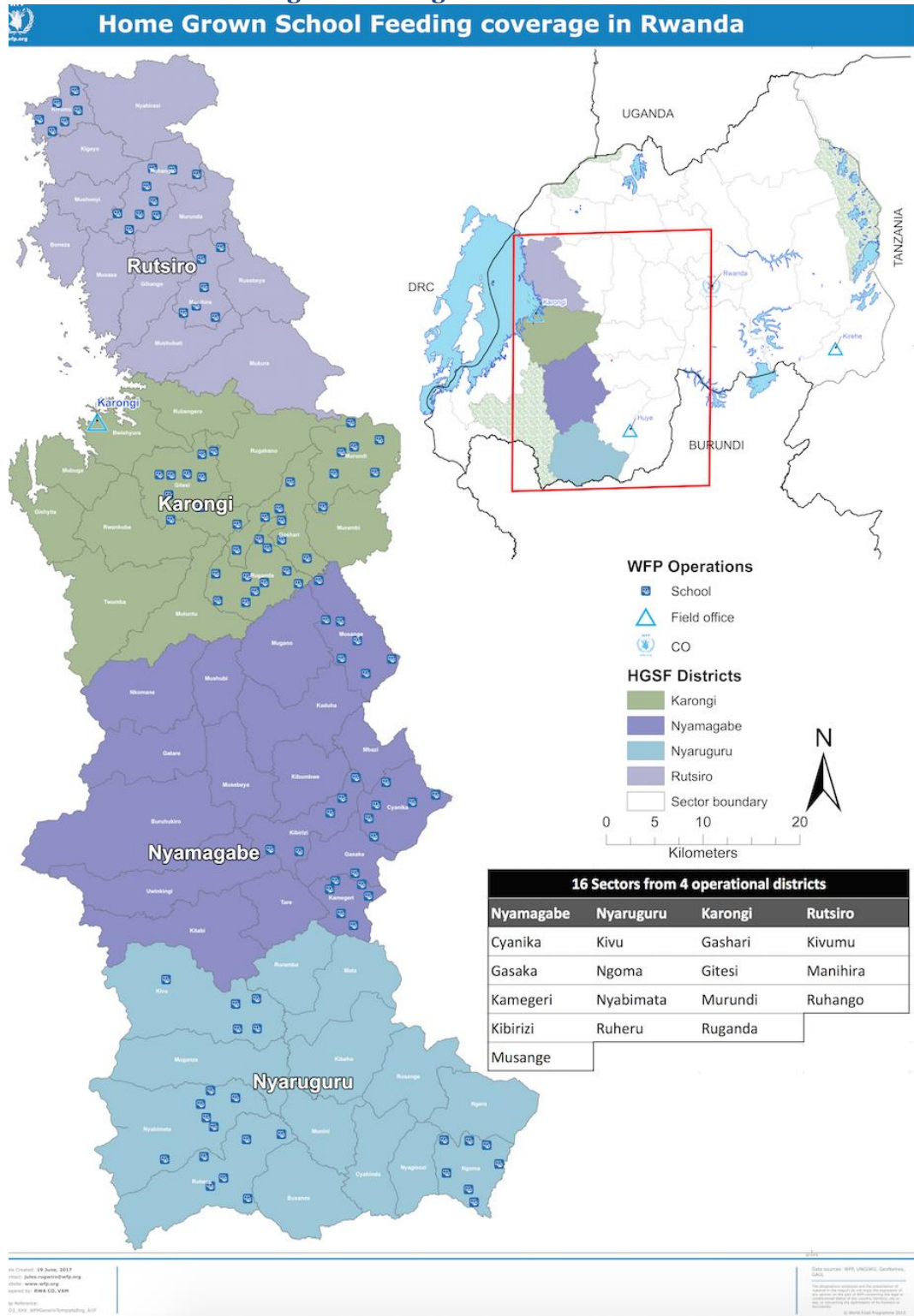
**Table 18: McGovern-Dole Program objectives and activities**

MGD SO1: Literacy	MGD SO2: Health and Dietary Practices	Foundation Results
<b>Interconnected Activities</b>		
Promoting teacher attendance and recognition	Enhancing food preparation, storage, and cooking practices	
Distributing school supplies and materials	Building and rehabilitating latrines and water collection systems	
Improving literacy instruction materials;	Distributing deworming medication	
Establishing literacy promotion activities	Building/rehabilitating kitchens, cooking areas, and storerooms	
Providing fuel-efficient stoves		
Developing partnerships with farmer groups to supply food to schools	--	Develop partnerships with farmer groups and local cooperatives to supply food to schools
Training teachers and administrators	--	Conduct capacity building at all levels
Raising awareness on the importance of education	--	Raise awareness on the importance of education
Providing school meals	--	Support the implementation of the national HGSF program
--	Raising awareness on good hygiene practices	Strengthen school health clubs through training and awareness on good health and hygiene practices
Establishing and maintaining school gardens		Engage parents and communities through the establishment and maintenance of school gardens
Training PTAs		

Sources: (1) Evaluation TOR. (2) WFP Rwanda. 2015. Results Framework. PowerPoint.

# Annex 3: Map

Figure 1: McGovern-Dole Program coverage in Rwanda



## Annex 4: Stakeholder Analysis

Table 19: Stakeholder analysis and mapping

Stakeholder	Interest in the McGovern-Dole Program	Involvement in evaluation; likely use	Who
Internal (WFP) stakeholders			
<b>Rwanda CO</b>	Responsible for the country level planning and operations implementation, WFP Rwanda has a direct stake in the evaluations and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation.	Provide input on the scope of the evaluations, evaluation questions and strategies. Provide data and documentation and facilitate implementation of the evaluation. Participate in discussions on the evaluation design and subject. Participate in debriefing(s). Support the ET's contacts with local stakeholders; sets up meetings, field visits; and provides logistic support during the fieldwork. WFP key staff will participate in KIIs. Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations. Organise security briefings for the ET and provide any materials as required. Ensures quality assurance mechanisms are operational. Approve final inception and evaluation reports.	WFP Rwanda Deputy Director Daniel Svanlund, M&E Officer Evaluation Committee Evaluation Reference Group HGSF Project Manager
<b>RB Nairobi</b>	Responsible for both oversight of COs and technical guidance and support, RB management has an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. The Regional Evaluation Officers support CO/RB management to ensure quality, credible and useful decentralized evaluations.	Advise the Evaluation Manager and provide support to the evaluation process where appropriate. Participate in discussions with the ET on the evaluation design and on the evaluation subject as relevant, as required. Provide comments on the draft Inception and Evaluation reports. Support the Management Response to the evaluation and track the implementation of the recommendations.	Regional Evaluation Officer, Roberto Borlini will perform most of the responsibilities. Additionally, other RB relevant technical staff may participate in the ERG and/or comment on evaluation products where appropriate.
<b>OEV</b>	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various	OEV, through the Regional Evaluation Officer, will advise the Evaluation Manager and provide support to the evaluation process when required. It is responsible for providing access to the	Evaluation Officer

	decentralised evaluation stakeholders as identified in the evaluation policy.	outsourced quality support service reviewing draft inception and evaluation reports from an evaluation perspective. It also ensures a help desk function upon request.	
<b>Executive Board</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP programs.	This evaluation will not be presented to the Board but the findings may feed into thematic and/or regional syntheses and corporate learning processes.	The EB is made up of 36 State members.
<b>Partners: World Vision, Gardens for Health Int'l, Rwanda Biomedical Centre</b>	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. World Vision is a sub-grantee focusing on literacy, health and WASH. Gardens for Health International and Rwanda Biomedical Centre are key implementing partners.	Review and comment on key evaluation deliverables as experts in an advisory capacity. Key staff from partners will participate in KIIs	World Vision Gardens for Health International Rwanda Biomedical Centre

## Annex 5: Additional Relevant Interventions (non-USDA-funded)

Implementer	Intervention	Notes
<b>Literacy</b>		
USAID	<b>Literacy, Language, and Learning (L3)</b> (2012-2016): improving the quality of education <sup>1</sup>	Partners with MINEDUC
<b>Health and Nutrition</b>		
MINESANTE	<b>12+ Program:</b> targets 114,500 girls between the ages of 10-12 years in primary schools across Rwanda, with the objective of reducing girl drop-out rates by creating safe spaces in schools for girls.	Supported by DFID, Nike Foundation, and PSI
Clinton Health Access Initiative (CHAI)	Since 2013, CHAI has been implementing a program with the government to work with food producers to combat malnutrition. CHAI assists the government to reduce chronic malnutrition among infants and pregnant and lactating women. CHAI supports the Africa Improved Foods on sourcing local agricultural produce to use in its factory which produces nutritious fortified blended foods that can be distributed throughout the country. <sup>1</sup>	This partnership was included in the program proposal but did not come to fruition
<b>WASH</b>		
Rwanda's Water and Sanitation Corporation (WASAC)	<b>Ubuzima WASH project:</b> trains Community Health Workers and school-based volunteers through the Community-based Environmental Health Promotion Programme (CBEHPP). CBEHPP is MINESANTE's approved methodology of working with communities to help them identify and solve their own health and hygiene issues. World Vision is Rwanda's largest implementer of CBEHPP and outside of the McGovern-Dole Program is supporting MINESANTE in training 45,000 CHWs in 15,000 villages to reduce hygiene-related diseases in communities and within schools. <sup>1</sup>	Cost-sharing partnership between World Vision and WASAC, partnering with MINESANTE

<sup>1</sup> WFP Rwanda FY 2015 McGovern-Dole proposal

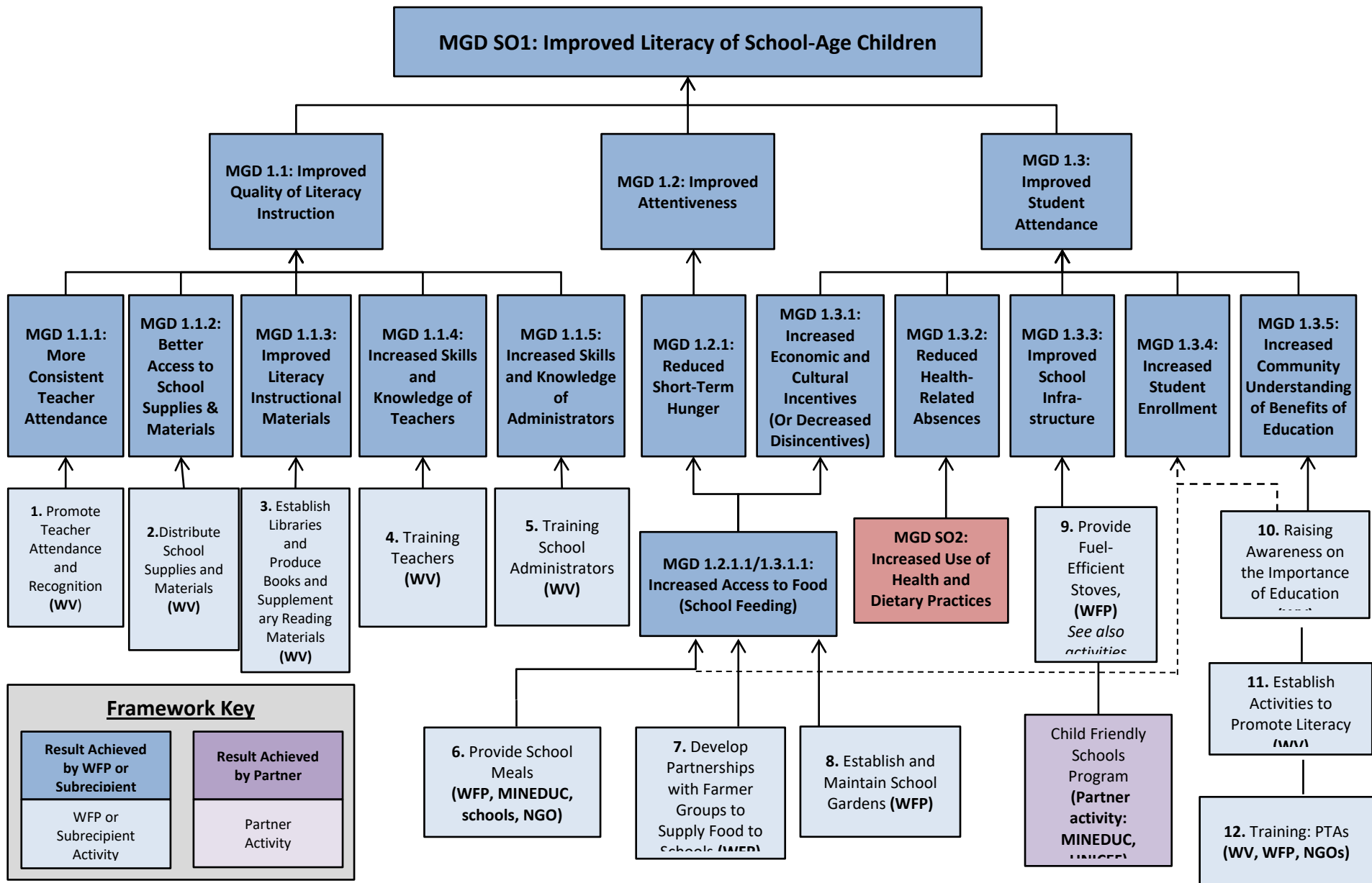


## **Annex 6: Results Framework and Foundational Results**

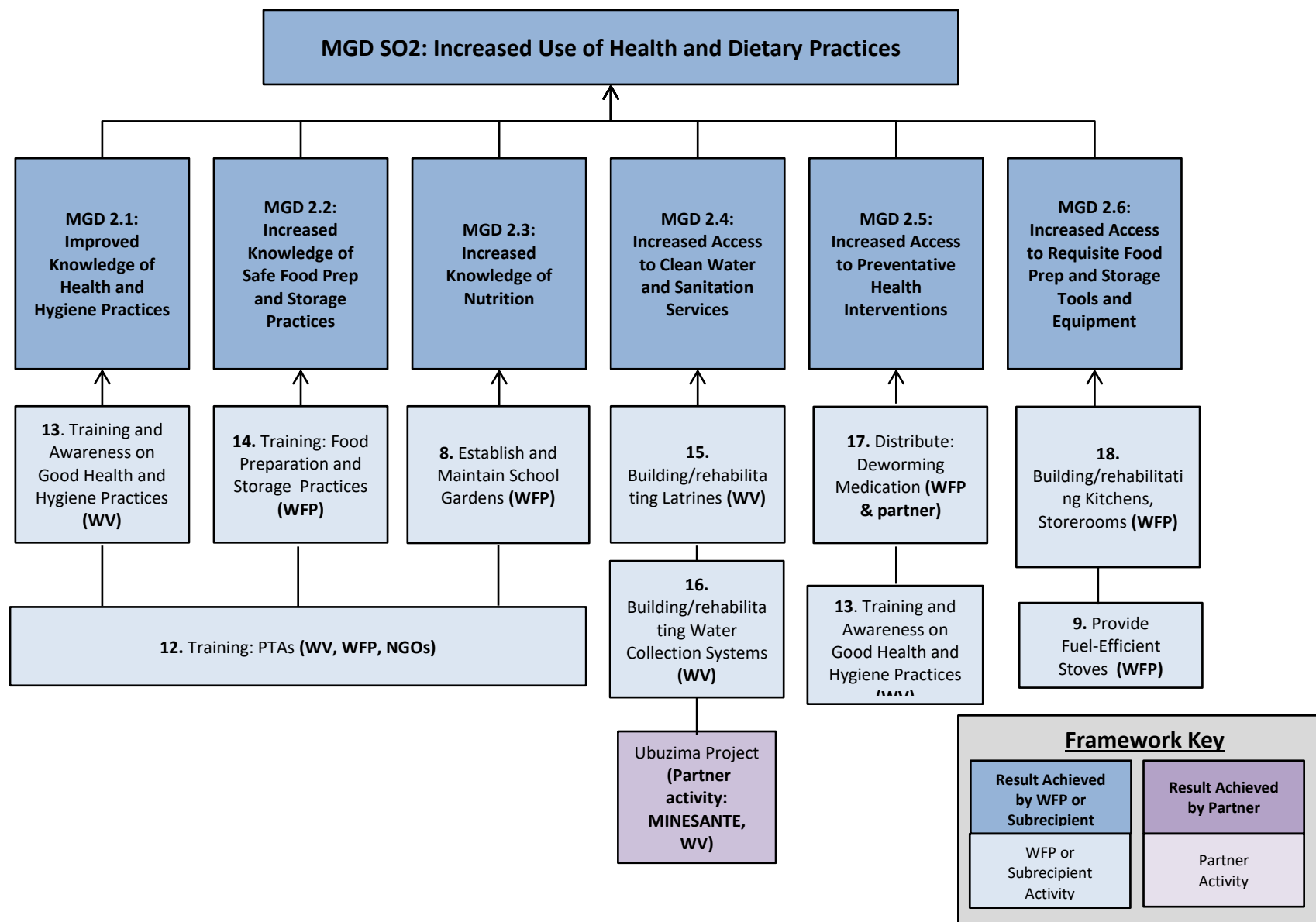
Source: WFP Rwanda. 2015. Results Framework. PowerPoint. (“Foundational Results” diagram).

(see next three pages)

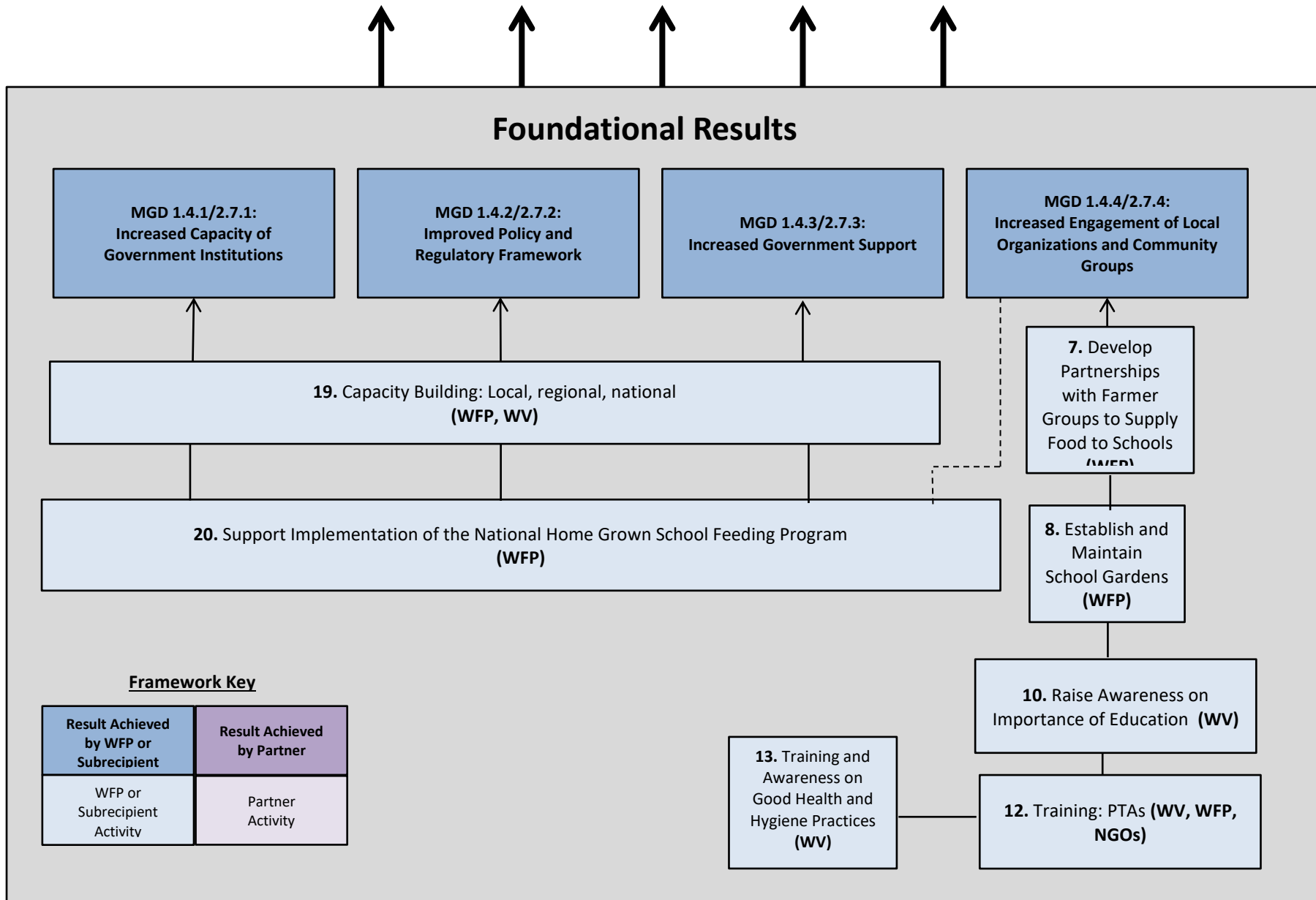
# Rwanda FY2015 McGovern-Dole Proposal: *Results Framework #1*



# Rwanda FY2015 McGovern-Dole Proposal: Results Framework #2



# Rwanda FY2015 McGovern-Dole Proposal: *Foundational Results*



## Annex 7: Government policies and priorities related to food security, social protection and education

**Table 20: Government policies and priorities related to food security, social protection and education**

Vision 2020	Vision 2020 is the main policy framing Rwanda’s development priorities. It seeks to modernise agriculture and increase productivity, <sup>106</sup> and transform Rwanda into a middle-income country with healthier, educated and more prosperous Rwandans by 2020.
Multi-Sectoral Food and Nutrition Policy and Strategic Plan (2013–2018)	This plan addresses stunting through multi-sectoral nutrition activities, including nutrition screening of children under age five. <sup>107</sup> A more recent strategic plan for agriculture investment (PSTA IV 2018–2023) aims to mainstream food security and nutrition throughout strategic programs. Multi-stakeholder platforms such as the Inter-Ministerial Coordination Committee have been established to expand nutrition activities jointly implemented by government and development partners.
National Social Protection Strategy (2011)	The NSPS prioritises development of the social protection sector to ensure that all poor and vulnerable people are guaranteed a minimum income and access to core public services. The Vision 2020 Umurenge Programme (VUP) is a large-scale government social protection program that aims to eradicate extreme poverty by 2020. <sup>108</sup> Implemented by the Local Administrative Entities Development Agency (LODA) under the Ministry of Local Government (MINALOC), VUP targets schools in the poorest areas. It is part of the Economic Development and Poverty Reduction Strategy (EDPRS 2), which includes indicators and targets to reduce chronic malnutrition among children under two, reduce poverty, and create employment, exports, and 11.5 percent economic growth. <sup>109</sup>
National Strategy for Transformation	Rwanda’s key poverty reduction strategy focuses on three pillars, of which the social transformation pillar has a priority area to ensure quality of education for all, aiming at building a knowledge-based economy (UN CCA 2017, cited in Evaluation Terms of Reference).
Education Sector Strategic Plan (ESSP) (2010-2015)	The ESSP aims to improve the quality of education. It prioritises school feeding as a key component of school health and nutrition. The Rwanda Education Board (REB) supports the ESSP and works to build teachers’ capacities. The Competence-Based-Curriculum developed by the REB and MINEDUC establishes specific descriptors for literacy relevant to McGovern-Dole Program goals. <sup>110</sup>  Guided by the ESSP, now in its fourth cycle, Rwanda has invested significant resources toward improving the quality and coverage of all levels of education, as well as toward implementing policies that aim to achieve universal and equitable access to basic education for all Rwandan children. The provision of universal, compulsory and free nine years of basic education for children aged seven to 15 years has had a significant impact on increasing access, and this is now being expanded to 12 years. The curriculum has undergone a major reform, with a new competence-based curriculum being phased in from January 2016 (UN CCA 2017, cited in Evaluation Terms of Reference).

<sup>106</sup> Government of Rwanda. 2004. Rwanda Vision 2020.

<sup>107</sup> USAID. 2018. Rwanda: Nutrition Profile.

<sup>108</sup> NISR. 2018. Vision 2020 Umurenge Program (VUP) - Baseline Survey.

<sup>109</sup> Government of Rwanda. 2013. Economic Development and Poverty Reduction Strategy 2013 – 2018.

<sup>110</sup> (1) Read a variety of texts accurately and fast; (2) Express ideas, messages and events through writing legible texts in good hand-writing with correctly spelt words; (3) Communicate ideas effectively through speaking using correct phonetics of words; and (4) Listen carefully for understanding and seeking clarification when necessary. REB/MINEDUC. 2015. Competence-Based Curriculum: Summary of Curriculum Framework Pre-primary to Upper Secondary 2015.

School Health and Nutrition (2013) policy	This policy states, “all Rwandan schoolchildren shall achieve their full development potential by studying in a healthy environment in child-friendly schools.” It includes capacity building for teachers and students on school health and nutrition; school health clubs help disseminate knowledge.
Social Protection Sector Strategy (2018-2024)	The government has set the ambitious goal of moving from low-income status to upper-income status by year 2050, and through the forthcoming Social Protection Sector Strategy (2018-2024), has made a commitment to provide a life-cycle approach to social protection systems. The economy is growing and income inequality is decreasing, which strengthens the possibility that the government will indeed move toward its goals and self-finance social protection, including access to education and food insecurity safety nets for all.

## **Annex 8: International Assistance to Rwanda**

257. **United Nations collaboration.** WFP has worked in Rwanda since 1975.<sup>111</sup> Rwanda is one of eight pilot countries in which United Nations agencies coordinate closely through One UN. United Nations agencies coordinate their activities toward economic and social transformation and transformational governance through the United Nations Development Assistance Programme (UNDAP).<sup>112</sup> As of April 2018, the 2018-2023 UNDAP was still being finalised. United Nations inter-agency collaboration includes WFP and UNHCR's joint assistance to Congolese and Burundian refugees in Rwanda and WFP, UNICEF and UNESCO collaboration on education activities such as creating Child-Friendly School standards and assessing literacy and numeracy. WFP and FAO have collaborated on Purchase for Progress (P4P) agricultural support activities to support smallholder farmers to access markets. Since 2011, the government has integrated lessons learned from that program to create Common P4P (CP4P), which purchases food from smallholder cooperatives for the National Strategic Reserve.<sup>113</sup>
258. **Assistance to the education sector.** MINEDUC, Save the Children and World Vision Rwanda are partnering with WFP on Literacy Boost, a school feeding and literacy program to improve the literacy of 195,000 children in grades 1-3 in 280 primary schools in central Rwanda.<sup>114</sup> MINEDUC also worked with the US Agency for International Development (USAID) Literacy, Language and Learning (L3) project 2012-2016 on improving the quality of education.<sup>115</sup>
259. **Assistance to the health/nutrition sector.** USAID Rwanda's Feed the Future current multi-year strategy works to improve infrastructure, agricultural market linkages, nutrition, innovation, and policy through multiple activities.<sup>116</sup> Since 2013, the Clinton Health Access Initiative (CHAI) has partnered with the government to work with food producers to produce fortified blended foods to reduce malnutrition among infants and pregnant and lactating women.<sup>117</sup> CHAI is supporting Africa Improved Foods on sourcing local agricultural produce to use in its factory which produces nutritious fortified blended foods that can be distributed throughout the country. USAID also supports programming in Rwanda under the President's Emergency Plan for AIDS Relief (PEPFAR), the President's Malaria Initiative, and the Global Climate Change initiative.<sup>118</sup>

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<sup>111</sup> WFP. 2017d. WFP Rwanda Country Brief. November 2017.

<sup>112</sup> UN Rwanda. 2018. UNDAP 2018-2023 for Rwanda. Signed 31 July 2018.

<sup>113</sup> WFP. 2014. Purchase for Progress - P4P Rwanda.

<sup>114</sup> (1) Evaluation TOR. (2) World Vision. 2016. Rwanda Annual Report 2016.

<sup>115</sup> Evaluation TOR.

<sup>116</sup> USAID. 2018. Rwanda: Nutrition Profile.

<sup>117</sup> Evaluation TOR; WFP. 2015. WFP Rwanda FY 2015 McGovern-Dole proposal.

<sup>118</sup> History of USAID Rwanda. Accessed at <https://www.usaid.gov/history-usaidrwanda>



## Annex 9: Evaluation Matrix

	Sub-question	Evaluation Criteria	Analysis/Indicators	Data Sources	Triangulation
<b>Key Question 1: How appropriate is the operation?</b>					
1.1	<p>To what extent are the objectives, targeting, activities and transfer modalities... ...coherent with/relevant to the needs of the food-insecure population, and have they remained relevant?</p> <p>(Consider the distinct needs of women, men, boys and girls from different groups and geographical areas.)</p>	Relevance	<ul style="list-style-type: none"> <li>• Level of access to education and retention at program design stage and over time</li> <li>• Prevalence of poverty and food insecurity by district</li> <li>• Indications of the role that school feeding can play in improving access to education</li> <li>• Extent to which beneficiary and geographical targeting are in line with the spatial pattern of food insecurity and address inclusion / exclusion error</li> <li>• Coherence with recommendations from past assessments, analyses, evaluations</li> <li>• Extent to which problem analysis and previous assessments were used to guide program design</li> <li>• Extent that analysis was done to identify (1) differentiated needs of targeted groups and (2) objectives and components designed to respond to those needs</li> <li>• Extent to which local stakeholders were consulted and involved in program design</li> <li>• Level of ownership and responsibility accorded to stakeholders at program design stage</li> <li>• Analysis of program results framework</li> </ul>	<p>Assessments, analyses of the target population (e.g., baseline, midterm quant survey, outside assessments)</p> <p>Perspectives of target population (via FGDs, KIs)</p> <p>Opinions of KIs (gov't, partners)</p> <p>Programme documents, incl. results framework</p>	<p>Compare program design and results framework against recommendations of past assessments, analyses, evaluations</p> <p>Compare perspectives among KIs</p> <p>Compare perspectives of KIs and target population</p>

	<b>Sub-question</b>	<b>Evaluation Criteria</b>	<b>Analysis/Indicators</b>	<b>Data Sources</b>	<b>Triangulation</b>
1.2	To what extent are the objectives, targeting, activities and transfer modalities...  ...coherent with/relevant to national policies and strategies, including education, food security, nutrition, and gender?	Relevance Sustainability	<ul style="list-style-type: none"> <li>• Alignment of objectives, targeting, activities and transfer modalities with relevant national policies/strategies</li> <li>• Extent to which the handover strategy is in line with the conditions/constraints in terms of human and financial capacity at the moment that the program was conceived</li> <li>• Extent to which lessons from other school feeding handover situations were taken into account in program design</li> </ul>	National policies/strategies  WFP corporate and program documentation  Opinions of KIs (gov't, NGO partners)	Compare perspectives among KIs
1.3	To what extent are the objectives, targeting, activities and transfer modalities...  ...complementary to the policies, priorities, and interventions of donors, relevant government entities, and NGO partners?	Relevance Sustainability	<ul style="list-style-type: none"> <li>• Coherence of the objectives and activities with those of partners; synergies with other projects and with related sectors (e.g., health)</li> <li>• Degree of consultation between WFP and other actors in relevant areas</li> <li>• Degree of understanding of the program demonstrated by other actors who work in the same area</li> <li>• Existence of memoranda of understanding and their relevance to program objectives/activities</li> </ul>	KIs with gov't and implementing partners  Documentation of gov't, donor, and partner strategies and programs	Compare perspectives among KIs, esp. gov't and NGO partners
1.4	To what extent are the objectives, targeting, activities and transfer modalities ...  ...coherent with/relevant to relevant WFP and UN-wide system strategies, policies and normative guidance?	Relevance Sustainability	<ul style="list-style-type: none"> <li>• Coherence of the objectives and activities with WFP and UN-wide strategies, policies, and normative guidance, e.g., regarding: education/school feeding, food security, nutrition, capacity development, gender</li> </ul>	UN and WFP corporate policies as indicated  Program documentation	Compare perspectives among KIs, esp. WFP staff and UN partners

	<b>Sub-question</b>	<b>Evaluation Criteria</b>	<b>Analysis/Indicators</b>	<b>Data Sources</b>	<b>Triangulation</b>
1.5	To what extent is the overall approach (combining direct assistance and capacity development) to support the transition toward full gov't management and implementation of a national school feeding program, appropriate?	Relevance Sustainability Impact	<ul style="list-style-type: none"> <li>• Appropriateness and extent to which WFP has supported the gov't in selecting a school feeding model that best fits with government institutions, processes and policy frameworks structures and policies</li> <li>• Quality of the capacity analysis that took place at the time of program design and degree to which the needs of different institutions/key actors was taken into account</li> <li>• Coherence between the identified needs , budgeting in the project document, and actual expenditure in areas related to capacity development and handover</li> <li>• Degree to which issues around financial sustainability were taken into account in the design and implementation of the project</li> <li>• Extent to which a cost analysis approach was employed at the moment when decisions were taken about program transitioning and the extent to which this has continued to be considered</li> <li>• Extent to which the technical capacity needs of WFP were taken into account to adequately support a transition process, and were reviewed/adjusted over time</li> </ul>	KIs with gov't ministries (national and sub-national levels)  Program documents  Budget documents	Compare perspectives among KIs, esp. WFP staff, gov't ministries (national and sub-national levels)

	Sub-question	Evaluation Criteria	Analysis/Indicators	Data Sources	Triangulation
<b>Key Question 2: What are the results of the operation?</b>					
2.1	<p>What is the level of attainment of planned results and performance? (gender-disaggregated, as data permit)</p> <p><i>This Q incorporates these key Qs from the TOR:</i></p> <p>--Have literacy rates of school-age children improved over the duration of the program? If so, how and why?</p> <p>--Are students able to read grade-level text?</p> <p>--Are teachers demonstrating new methods of teaching?</p> <p>--Has the use of health and dietary practices increased? If so, how?</p> <p>--Has illness-related absence decreased?</p> <p>--Are students washing their hands?</p> <p>--Are schools and school kitchens clean?</p> <p>--How are school gardens being used?</p>	<p>Effectiveness (some indicators/Qs are also impact)</p>	<ul style="list-style-type: none"> <li>• Comparison of midterm survey data against baseline; focus on USDA McGovern-Dole indicators</li> <li>• Attention to gender-disaggregated data, where available</li> </ul>	<p>Baseline data (EGRA and school survey)</p> <p>Midterm data (EGRA and school survey) (incl. data on health and dietary practices)</p> <p>Observation</p> <p>Interviews with informants for survey modules</p>	<p>Follow-up all self-reported midterm school survey data with in-person interviews to elaborate data and conduct spot checks against school-level documentation</p>

	<b>Sub-question</b>	<b>Evaluation Criteria</b>	<b>Analysis/Indicators</b>	<b>Data Sources</b>	<b>Triangulation</b>
2.2	<p>What is the level of community-level involvement and participation in decision-making in PTAs and SMCs? (key Q from TOR)</p> <p>--Particularly, what is the level of involvement and participation of men? (key Q from TOR)</p> <p>--Also, what is the level and sustained continuity of community contributions in cash and in kind?</p>	Effectiveness Sustainability Impact	<ul style="list-style-type: none"> <li>• Qualitative analysis of PTA and SMC structure, composition, and processes</li> <li>• Qualitative analysis of the influence of PTAs and SMCs on school feeding policies and practices</li> <li>• Extent of involvement and participation of women and men; qualitative analysis of any gender dynamics that affect representation and decisionmaking</li> </ul>	<p>Focus groups with PTAs and SMCs</p> <p>KIs with school-level actors and other stakeholders who have first-hand knowledge of this issue</p> <p>Observation</p>	Compare KII findings, FGD findings, and observation
2.3	<p>To what extent has the program <b>addressed</b> gender equality and protection issues?</p> <p>To what extent has the program <b>influenced</b> gender equality and protection?</p>	Effectiveness Sustainability Impact	<ul style="list-style-type: none"> <li>• Qualitative analysis of WFP, gov't, UNICEF, and partner perspectives on how the program has addressed gender and protection</li> <li>• Focus groups with students, PTAs, SMCs on gender and protection issues that affect them and how the program has handled them</li> <li>• KIIs with stakeholders with knowledge of how the program has addressed gender and protection</li> </ul>	<p>Baseline data (EGRA and school survey)</p> <p>Midterm data (EGRA and school survey)</p> <p>KIIs and FGDs</p> <p>Observation</p>	Compare WFP perspectives on gender and protection with those of program participants and non-WFP stakeholders
2.4	How efficient is the program in achieving results to date?	Efficiency	<ul style="list-style-type: none"> <li>• Timing and timeliness of implementation; adherence to implementation schedule</li> <li>• Cost-efficiency of activities relative to alternatives</li> <li>• Efficiency of program strategies in terms of financial and human resource inputs vs outputs</li> <li>• Adequacy of monitoring system relative to program needs and requirements</li> </ul>	<p>Program documentation, incl. budget documentation</p> <p>Midterm data (EGRA and school survey)</p> <p>KIIs with WFP management, financial and M&amp;E staff</p>	Compare assessments by KIIs with performance data

	Sub-question	Evaluation Criteria	Analysis/Indicators	Data Sources	Triangulation
<b>Key Question 3: Why and how has the operation produced the observed results?</b>					
3.1	What are the key WFP-internal factors contributing to achievement or non-achievement of desired results?	Effectiveness Efficiency Sustainability Impact	<ul style="list-style-type: none"> <li>Quality and effectiveness of WFP-internal context and processes, including but not limited to: <ul style="list-style-type: none"> <li>Staff level</li> <li>Staff capacity</li> <li>Financial resources</li> <li>Supply chain/ pipeline management</li> <li>Quality, timeliness and use of monitoring data</li> <li>Quality, timeliness, and processes for internal communication and decisionmaking (HQ-RB-CO-field)</li> <li>Technical backstopping from HQ-RB</li> <li>Knowledge management</li> <li>GEEW</li> </ul> </li> </ul>	Program documents  KIs with WFP staff and external stakeholders  Observation	Comparison of assessment of contributing factors by internal and external KIs
3.2	<p>What are the key external factors contributing to achievement or non-achievement of desired results?</p> <p><i>This Q incorporates these key Qs from the TOR:</i></p> <p>--What are the key institutions (i.e., international, national, provincial/district and local) and governance structures required to effectively deliver, implement, and sustain school meal interventions?</p> <p>--What relationship structures among these institutions yield the most successful and effective school meal programs?</p> <p>--Has the provided capacity support increased the government's capacity to own and sustain a national school meals program?</p>	Effectiveness Efficiency Sustainability Impact	<ul style="list-style-type: none"> <li>Quality and effectiveness of external context, relationships/partnerships, and processes, including but not limited to: <ul style="list-style-type: none"> <li>Communication, information-sharing, and coordination with partners</li> <li>Are the right partners on board – is anyone excluded</li> <li>Extent of systematization of cooperative arrangements</li> </ul> </li> <li>Capacity strengths and weaknesses of institutional partners</li> <li>Financial resource opportunities and constraints of institutional partners</li> <li>Country/regional context: policy framework, politics, governance, civil infrastructure, business, markets, natural hazards</li> <li>Factors inherent to serving remote communities</li> <li>GEEW</li> </ul>	Program documents  Country/regional context information  KIs with WFP staff and external stakeholders  Observation	<p>Comparison of assessment of contributing factors by internal and external KIs</p> <p>Comparison of subjective and objective information</p>

	<b>Sub-question</b>	<b>Evaluation Criteria</b>	<b>Analysis/Indicators</b>	<b>Data Sources</b>	<b>Triangulation</b>
3-3	Has the program yielded any unintended results, positive or negative?	Effectiveness Impact	<ul style="list-style-type: none"> <li>• Existence/identification of positive results not anticipated in the results framework; exploration of the extent to which these results can be attributed to the program</li> <li>• Existence/identification of unintended negative results; exploration of the extent to which these results can be attributed to the program</li> <li>• GEEW</li> </ul>	Focus groups  KIs  Program documents, incl. results framework  Observation	Comparison of data from all sources; exploration with the CO

Key Question 4: To what extent does the operation's implementation strategy include considerations for sustainability?				
<p>4.1 How effective are efforts to date to build government capacity to fully hand over school feeding?</p> <p><i>This Q incorporates these priorities identified in the TOR:</i></p> <p>Is WFP's capacity support to smallholder farmers and key line ministries appropriate/sufficient to effectively facilitate national ownership? (key Q from TOR)</p> <p><i>This Q incorporates these priorities identified by the CO in the inception phase:</i></p> <p>--How WFP can work more strategically in its capacity development efforts with government?</p> <p>--What is the progress and status of capacity development?</p> <p>--What capacity development approaches/ activities are working/not working?</p> <p>--To what extent is the program on track for handover readiness and government ownership?</p>	<p>Relevance Effectiveness Sustainability Impact</p>	<ul style="list-style-type: none"> <li>• Analysis of program documentation regarding steps taken and steps planned toward capacity development of smallholders and gov't</li> <li>• Assessment of the existence, rationale and quality of capacity development plans</li> <li>• WFP perspectives (national and sub-national) on gov't readiness for handover</li> <li>• Gov't perspectives (national and sub-national) on gov't readiness for handover</li> <li>• Perceptions of staff and stakeholders on efficiency (cost, systems, staff, alternatives, etc.).</li> <li>• Extent to which resources (human, physical, financial, organizational and functional) were optimally used in program implementation</li> <li>• Quality of processes (e.g., supply chain management), relevance of the division of responsibilities in the management of the operation at different levels</li> <li>• Existence and quality of coordination that has been put in place with partners to optimise resources</li> </ul>	<p>Program documents</p> <p>KIIs – both national and sub-national level</p>	<p>Compare perspectives of WFP and gov't</p>



## Annex 10: List of Persons Interviewed and Focus Groups

### Key Informant Interviews

Name	Title	M/F	Location	Date	Interviewer
<b>WFP Rwanda</b>					
Daniel Svanlund	M&E Officer	M	Kigali	Multiple	Jeanne/Bruce
Amy Blauman	Program Manager, HGSF	F	Kigali	Multiple	Jeanne/Bruce
Marie Claire Gatera	Manager, School Feeding	F	Kigali	multiple	Jeanne/Bruce
Masae Shimomura	Head of Program	F	Kigali		Jeanne/Bruce
Robert Ackatia-Armah	Head, Nutrition	M	Kigali		Bruce
Damien Fontaine		M	Kigali		Jeanne/Bruce
Nikhila Gill	Former HGSF Manager	F			Jeanne/Bruce
Habiyambere Jean Philippe	HGSF Coordinator	M	Rutsiro District	4/10/18	Bruce/Justin
Mwizerwa Dieudonne	HGSF Coordinator	M	Nyamagabe District	8/10/18	Jeanne/Justin
Mwizerwa Dieudonne	HGSF Coordinator	M	Nyamagabe District	9/10/18	Bruce/Justin
Vianney	HGSF Monitoring Assistant	M	Nyaruguru	11/10/18	Jeanne/Daria
Charlotte	HGSF Monitoring Assistant	F	Nyaruguru	11.10.18	Jeanne/Daria
Jean de Dieu	HGSF Coordinator	M	Nyaruguru	11/10/18	Jeanne/Daria
Mugabonake Abdul	HGSF Coordinator	M	Karongi district	15/10/18	Bruce/Justin
	Subtotal	9M/5F			
<b>School - based</b>					
Mushimiyimana Paulin	Head teacher	M	Kivumu Primary School (Rutsiro/Kivumu)	3/10/18	Bruce/Jeanne/Justin/Daria
Mukandera Louise	P.3 Kinyarwanda Teacher	F	Kivumu Primary School (Rutsiro/Kivumu)	3/10/18	Bruce/Justin
IkimanimpayeCansilde	P.2 Kinyarwanda/Math Teacher	F	Kivumu Primary School (Rutsiro/Kivumu)	3/10/18	Bruce/Justin
Thacien	Teacher/Storekeeper	M	Kivumu Primary School (Rutsiro/Kivumu)	3/10/18	Jeanne/Daria
Nkundabagenzi Jean Damascene	Teacher/Storekeeper	M	Rutsiro/Ruhango Primary School	4/10/18	Jeanne/Daria
Jean Marie Vianney	Kinyarwanda Teacher	M	Rutsiro/Ruhango Primary School	4/10/18	Jeanne/Daria
Dorcella. U	Teacher/Literacy Boost reading groups	F	Rutsiro/Ruhango Primary School	4/10/18	Jeanne/Daria
--	PTA member	M	Rutsiro/ Ruhango Primary School	4/10/18	Jeanne/Daria
Nyaminani Boniface	Head teacher	M	Groupe Scolaire Rwamiko	4/10/18	Bruce/Justin
UsabyemariyaDrocella	Teacher/school hygiene	F	Groupe Scolaire Rwamiko	4/10/18	Bruce/Justin
Dushimimana Rachel	Teacher/Literacy Boost	F	Groupe Scolaire Rwamiko	4/10/18	Bruce/Justin
Ngenzirabona Jean de Dieu	Teacher/Literacy Boost	M	Groupe Scolaire Rwamiko	4/10/18	Bruce/Justin

Ndahayo Damien	Teacher/ Storekeeper	M	Groupe Scolaire Rwamiko	4/10/18	Bruce/Justin
Muhire Ladislas	School Administrator	M	Rugogwe Primary School	8/10/18	Bruce/Daria
NtirushwaFrancois	Teacher/ Storekeeper	M	Rugogwe Primary School	8/10/18	Bruce/Daria
--	PTC member/ Hygiene	F	Rugogwe Primary School	8/10/18	Bruce/Daria
MukarurangwaEliada	Kinyarwanda Teacher	F	Rugogwe Primary School	8/10/18	Bruce/Daria
Mukamurigo Faith	Kinyarwanda Teacher	F	Rugogwe Primary School	8/10/18	Bruce/Daria
--	Reading group facilitator (Literacy Boost)	F	Rugogwe Primary School	8/10/18	Bruce/Daria
Mukamuhirwa Vincente	Teacher/ Storekeeper	F	Musange Primary School	8/10/18	Jeanne/Justin
Ntawumvayabo Jean Nepomescene	Deputy Head Teacher / Teacher	M	Musange Primary School	8/10/18	Jeanne/Justin
Nkurunziza Coltilde	Teacher/Hygiene	F	Musange Primary School	8/10/18	Jeanne/Justin
Mukaneza Violette	Teacher/reading group facilitator /Literacy Boost	F	Musange Primary School	8/10/18	Jeanne/Justin
--	Health Facilitator (deworming)	M	Musange Primary School	8/10/18	Jeanne/Justin
--	PTA Head	M	Gihemvu Primary School	10/10/18	Jeanne/Daria
--	Reading group facilitator	M	Gihemvu Primary School	10/10/18	Jeanne/Daria
--	Reading group facilitator	M	Gihemvu Primary School	10/10/18	Jeanne/Daria
Mushimiyimana Christine	Head teacher	F	Gihemvu Primary School	10/10/18	Jeanne/Daria
Nunguyubundi Desire	Teacher/Literacy boost	F	Groupe Scolaire Remera	10/10/18	Bruce/Justin
--	PTA Advisor	F	Groupe Scolaire Remera	10/10/18	Bruce/Justin
--	PTA Vice President	F	Groupe Scolaire Remera	10/10/18	Bruce/Justin
Munyaneza Charles	Head teacher	M	Groupe Scolaire Remera	10/10/18	Bruce/Justin
--	Reading group facilitator	M	Groupe Scolaire Remera/ Gitwa site	10/10/18	Bruce/Justin
--	Reading group facilitator	M	Groupe Scolaire Remera/ Cyanzu site	10/10/18	Bruce/Justin
Uwambajimana Valentine	Teacher/Literacy boost	F	Groupe Scolaire Kiyonza	11/10/18	Bruce/Justin
Musabyemariya Patricia	Kinyarwanda teacher	F	Groupe Scolaire Kiyonza	11/10/18	Bruce/Justin
Kubwimana Oswald	Head teacher	F	Groupe Scolaire Kiyonza	11/10/18	Bruce/Justin
Mukarwigema Mary	Head teacher	F	Buganamana Primary School	15/10/18	Jeanne/Daria
NyiransaguyeDrocella	Teacher/Literacy boost	F	Buganamana Primary School	15/10/18	Jeanne/Daria
Uwambajimana Deborah	Teacher/WASH	F	Buganamana Primary School	15/10/18	Jeanne/Daria

Fabien	Teacher/Home garden	M	Buganamana Primary School	15/10/18	Jeanne/Daria
--	Storekeeper	F	Buganamana Primary School	15/10/18	Jeanne/Daria
Uwizera Ndaberetse Jacqueline	Kinyarwanda teacher	F	Mujyojyo Primary School	15/10/18	Bruce/Justin
Dominique	Teacher/Hygiene	M	Mujyojyo Primary School	15/10/18	Bruce/Justin
Kubwimana Francois Xavier	Teacher/Storekeeper	M	Mujyojyo Primary School	15/10/18	Bruce/Justin
Munyabarame Evariste	Head Teacher	M	Mujyojyo Primary School	15/10/18	Bruce/Justin
Mukarwigema Mary	Head Teacher	F	Buganamana Primary School	15/10/18	Jeanne/Daria
--	Storekeeper	F	Buganamana Primary School	15/10/18	Jeanne/Daria
--	Cook	M	Buganamana Primary School	15/10/18	Jeanne/Daria
--	Cook	M	Buganamana Primary School	15/10/18	Jeanne/Daria
Nyiransaguye Dorcella	Teacher/Literacy boost	F	Buganamana Primary School	15/10/18	Jeanne/Daria
Uwambajimana Deborah	Teacher/WASH	F	Buganamana Primary School	15/10/18	Jeanne/Daria
Fabien	Teacher/Gardens for health	M	Buganamana Primary School	15/10/18	Jeanne/Daria
	Subtotal	25M/ 28F			
<b>Government Staff – Field-based</b>					
Munyeshema Valens	Social Economic & Development Officer (Cell level)	M	Rutsiro District/Ruhango sector/Rugesa Cell	4/10/18	Jeanne/Daria
Nsanzabeza Venuste	Executive Secretary (Rugesa Cell)	M	Rutsiro/Ruhango/Rugesa	4/10/18	Jeanne/Daria
Reberaho Raphael	District Education Officer	M	Rutsiro District	4/10/18	Bruce/Justin
Barahira Willy John	Sector Education Officer	M	Nyamagabe/Musanze Sector	9/10/18	Bruce/Justin
Muberuka Charles	Sector Education Officer	M	Nyamagabe/Kamegeri Sector	9/10/18	Bruce/Justin
Bigirimana Jean Baptiste	Sector Education Officer	M	Nyamagabe/Cyanika Sector	9/10/18	Bruce/Justin
Gakwaya Charles	District Education Officer	M	Nyaruguru District	11/10/18	Jeanne/Daria
Hitumukiza Robert	District Education Officer	M	Karongi District	15/10/18	Bruce/Justin
	Subtotal	8M/oF			
<b>Cooperatives</b>					
--	Coop President	M	URUMURI-MUSHISHITO/Nyamagabe District	9/10/18	Jeanne/Daria
--	Coop Vice President	F	URUMURI-MUSHISHITO/Nyamagabe District	9/10/18	Jeanne/Daria
--	Coop Accountant	F	URUMURI-MUSHISHITO/Nyamagabe District	9/10/18	Jeanne/Daria
--	Coop Secretary	F	URUMURI-	9/10/18	Jeanne/Daria

			MUSHISHITO/ Nyamagabe District		
--	Coop President	F	Twitezimbere Kiyonza/ Nyaruguru district	11/10/18	Bruce/Justin
--	Coop Vice President	M	Twitezimbere Kiyonza/ Nyaruguru district	11/10/18	Bruce/Justin
--	Coop Secretary	M	Twitezimbere Kiyonza/ Nyaruguru district	11/10/18	Bruce/Justin
--	Coop Accountant	M	Twitezimbere Kiyonza/ Nyaruguru district	11/10/18	Bruce/Justin
--	Coop Advisor	F	Twitezimbere Kiyonza/ Nyaruguru district	11/10/18	Bruce/Justin
--	Coop Advisor	M	Twitezimbere Kiyonza/ Nyaruguru district	11/10/18	Bruce/Justin
	Subtotal	5M/5F			
<b>Partners</b>					
Dez Byamukama	Deputy Chief of Party, World Vision	M	Kigali		Jeanne/Bruce
Mary Kulabako	Literacy Boost Coordinator, World Vision	F	Kigali		Jeanne/Bruce
Godfrey Gatete	Gardens for Health International Agriculture Manager	M	Kigali	17/10/18	Jeanne/Bruce
Magnus Intwali	Literacy Boost Coordinator/ World Vision	M	Nyamagabe District	8/10/18	Bruce/Daria
Mediatrice Uwera	Literacy Boost Coordinator/ World Vision	F	Nyaruguru District	8/10/18	Bruce/Daria
Christelle	Health & Hygiene Coordinator/ World Vision	F	Southern Province	8/10/18	Bruce/Daria
Joseph	CVA Coordinator	M	Southern Province	8/10/18	Bruce/Daria
Abumukiza Delmas	Gardens for Health District Coordinator	M	Nyamagabe/Nyaruguru Districts	9/10/18	Bruce/Justin
Jean Bosco	World Vision/ Health and Hygiene Coordinator	M	Karongi / Rutsiro districts	16/10/18	Jeanne/Daria/ Justin
Alphonse Nshimiyimana	World Vision/ Literacy Boost Coordinator	M	Karongi district	16/10/18	Jeanne/Daria/ Justin
Byiringiro Jean Pierre	World Vision/ Literacy Boost Coordinator	M	Rutsiro district	16/10/18	Jeanne/Daria/ Justin
	Subtotal	8M/3F			

## Focus Groups

Focus Group Type	#M	#F	District/sector	School/other	Date	Interviewer
Cooks	3	1	Rutsiro/ Manihira	Groupe Scolaire Rwamiko	4/10/18	Bruce/Justin
Cooks	2	1	Rutsiro/ Ruhango	Ruhango Primary School	4/10/18	Jeanne/Daria
Students	5	5	Nyamagabe/ Cyanika	Rugogwe Primary School	8/10/18	Bruce/Daria
Cooks	2	1	Nyamagabe/ Cyanika	Rugogwe Primary School	8/10/18	Bruce/Daria
Cooks	1	1	Nyamagabe/ Musange	Musange Primary School	8/10/18	Jeanne/Justin
Students	3	3	Nyamagabe/ Musange	Musange Primary School	8/10/18	Jeanne/Justin
Coop members	6	8	Nyamagabe/ Kibirizi	Coop Urumuri-Mushishito	8/10/18	Jeanne/Daria
Cooks	2	1	Rutsiro	Buganamana Primary School	15/10/18	Jeanne/Daria
<b>TOTAL</b>	<b>24</b>	<b>21</b>				

## **Annex 11: Topical Outlines**

### **WFP Country Office**

*Illustrative list of interviewees: HGSF Program Team, M&E Team, Health/Nutrition Officer, Admin/Finance Officer, Logistics Team, Gender Focal Point, Deputy Country Director*

1. How the operation was designed? What factors affected/contributed to the quality of the design? (probe: analytical work, involvement of counterparts)
2. To what extent was an enabling framework in place for school feeding (national law, policies, strategies and priorities)? To what extent is the HGSF program in line with national policies and priorities?
3. Do HGSF activities correspond to the needs of the target groups? Any changes since design stage?
4. Complementarity between the WFP's work on HGSF and the work of other partners?
5. What issues were identified as needing to be addressed for successful transition to government ownership? e.g., financial needs, capacity gaps, institutional weaknesses, logistical capacity, partnerships with other government ministries, awareness/communication with specific partners including parents and communities, monitoring capacity)? What actions were designed to address these and how effective are these?
6. Main results of the operation to date? Any unexpected results, positive or negative?
7. What capacity development strategy has been put in place? Status of implementation? Opportunities and constraints to capacity development?
8. Strengths of the HGSF program to date? What has worked well?
9. Constraints/ challenges in implementing HGSF? How have these been addressed?
10. Main external factors that have influenced achievement/ non-achievement of results?
11. Main internal factors that have influenced achievement/ non-achievement of results?
12. What analysis has been done regarding the cost-efficiency and cost-effectiveness of the program? What are your impressions of cost-efficiency and cost-effectiveness?
13. Nature and quality of support for HGSF from within WFP (RB, HQ)? Influence of this support on efficiency and effectiveness?
14. Level of collaboration between UN and government as part of UNDAF/ Delivering as One? What has WFP done to ensure synergies between HGSF and programs of other UN agencies?
15. What partner activities complement HGSF to enhance prospects for longer-term sustainability? Are these sufficient?
16. Extent of partnerships with the private sector to address sustainability?

17. To what extent does the HGSF link with other social safety nets in Rwanda?
18. How are gender issues mainstreamed into the program? Is the knowledge on implementation of those policies sufficient among WFP staff and partners?
19. How are HGSF activities perceived by government, ministries, NGOs and the general public?
20. How does the WFP CO communicate with its stakeholders? Who communicates with beneficiaries? Suggested improvements?
21. What should be the priorities for the remainder of the program period? Suggestions on how to improve the program?

## **Ministry of Education – National Level**

*Topical outline may also be used for donor interviews*

1. How has MINEDUC collaborated with the McGovern-Dole Program?
2. To what extent are HGSE activities aligned with national education policy? Has the WFP HGSE work fed into national policy development?
3. How was MINEDUC involved in the design of HGSE activities? Is the design relevant and realistic?
4. How have gender issues been taken into account in the program? Is this approach appropriate and effective?
5. What is your assessment of the performance of the WFP Rwanda CO and sub-national offices?
6. What are the communication and information-sharing processes between WFP and MINEDUC? How effective are these processes for coordination and decision-making?
7. Extent to which WFP has considered and addressed national and local capacity opportunities and constraints (probe: design phase, implementation, capacity development/handover plan)?
8. What analysis has been done regarding the cost-efficiency and cost-effectiveness of the program? What are your impressions of cost-efficiency and cost-effectiveness?
9. What capacity development support has WFP provided? Relevance and quality of support? Examples of changes as a result of that support?
10. Strengths of the McGovern-Dole Program to date? What has worked well?
11. Constraints/ challenges of the McGovern-Dole Program to date? How have these been addressed?
12. What factors have influenced achievement/ non-achievement of results?
13. Are the resources and expertise WFP has mobilized, adequate to implement HGSE?
14. Do you see any further opportunities for cooperation with governmental and non-governmental partners (e.g., in health, education, gender equity)?
15. To what extent has WFP supported partnerships with the private sector to address sustainability?
16. What are MINEDUC's needs and concerns around sustainability and full government ownership of the McGovern-Dole Program?
17. What should be the priorities for the remainder of the program period? Suggestions on how to improve the program?



## **Ministry of Education – Sub-national Level**

1. What do you see as the purpose of the McGovern-Dole Program?
2. What changes have you noted in the schools or students since the program started? Differences between boys and girls?
3. Describe any positive or negative impact of the program on:
  - a. the school?
  - b. wider community?
  - c. the people who prepare the meals?
  - d. local farmers/producers?
4. How/to what extent does the McGovern-Dole Program complement other educational and social protection initiatives?
5. What capacity development support has WFP provided? Relevance and quality of support? Examples of changes as a result of that support?
6. What are the communication and information-sharing processes between WFP and MINEDUC at sub-national level? How effective are these processes for coordination and decision-making?
7. Strengths of the McGovern-Dole Program to date? What has worked well?
8. Constraints/ challenges of the McGovern-Dole Program to date? (probe: logistics, human resources, capacity)? How have these been addressed?
9. What factors have influenced achievement/ non-achievement of results?
10. How have gender issues been taken into account in the program? Is this approach appropriate and effective?
11. What should be the priorities for the remainder of the program period? Suggestions on how to improve the program?

## Other Ministries

### General Questions

1. How has your institution collaborated with the McGovern-Dole Program?
2. How did the design of HGFSF activities take place? What was your institution's involvement? Is the design relevant and realistic?
3. To what extent are HGFSF activities aligned with the policies and priorities of your institution?
4. What is your assessment of the performance of the WFP Rwanda CO and sub-national offices?
5. What are the communication and information-sharing processes between WFP and your institution? How effective are these processes for coordination and decision-making?
6. What are your institution's needs and concerns around sustainability and full government ownership of the McGovern-Dole Program?
7. Are activities by other partners or other agencies sufficient to complement the McGovern-Dole Program to enhance sustainability? What additional partnerships could be explored?
8. Strengths of the McGovern-Dole Program to date? What has worked well?
9. Constraints/ challenges of the McGovern-Dole Program to date? How have these been addressed?
10. What factors have influenced achievement/ non-achievement of results?
11. What should be the priorities for the remainder of the program period? Suggestions on how to improve the program?

### Ministry-specific Topics

<b>Ministry</b>	<b>Additional/Specific Line of Inquiry</b>
Ministry of Agriculture (MINAGRI)	--Alignment with PSTA4 --Role the ministry plays with smallholder farmers
Ministry of Infrastructure (MININFRA)	
Ministry of Local Affairs (MINALOC)	Seek MINALOC perspective on how the implementation of the program is involving the local authorities as key stakeholders
Ministry of Gender and Family Promotion (MIGEPROF)	--Alignment of HGFSF with nutrition guideline/ policy/ strategy -- How have gender issues been taken into account in the program? Is this approach appropriate and effective?

## **Implementing Partners, UNICEF**

*Interviewees: World Vision, Gardens for Health International, Rwanda Biomedical Centre, UNICEF<sup>119</sup>*

1. How has your organization collaborated with the McGovern-Dole Program?
2. How was your organization involved in the design of HGSF activities? Is the design relevant and realistic?
3. What are the communication and information-sharing processes between WFP and your institution? How effective are these processes for coordination and decision-making?
4. What factors have influenced the performance of the collaboration during this period (positively or negatively)?
5. What additional opportunities exist for collaboration/synergies with your own organization?
6. Do you see any further opportunities for cooperation with governmental and non-governmental partners (e.g., in health, education, gender equity)?
7. What analysis has been done regarding the cost-efficiency and cost-effectiveness of the program? What are your impressions of cost-efficiency and cost-effectiveness?
8. Strengths of the McGovern-Dole Program to date? What has worked well?
9. Constraints/ challenges of the McGovern-Dole Program to date? How have these been addressed?
10. How have gender issues been taken into account in the program? Is this approach appropriate and effective?
11. What should be the priorities for the remainder of the program period? Suggestions on how to improve the program?

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<sup>119</sup> UNICEF supported modelling and scaling up Child-Friendly School standards, which were adopted as the national quality guidelines for school infrastructure and software inputs. UNICEF also supported the Learning Achievement in Rwandan Schools (LARS) Assessment to improve the quality of education and measure learning outcomes in literacy and numeracy.

## **School Administration and Teachers**

*Illustrative list of interviewees: Administrators, head teachers, teachers*

1. What do you see as the purpose of the McGovern-Dole Program?
2. What records are kept on (1) administration of meals and (2) student attendance? (ask to see records; check if gender-disaggregated)
3. What changes have you noted in the school or students since the program started? Differences between boys and girls?
4. Describe any positive or negative impact of the program on:
  - a. the school?
  - b. wider community?
  - c. the people who prepare the meals?
  - d. local farmers/producers?
5. Strengths of the McGovern-Dole Program to date? What has worked well? (probe: logistics, relationship with the community)
6. Constraints/ challenges of the McGovern-Dole Program to date? How have these been addressed?
7. What factors have influenced achievement/ non-achievement of results?
8. Have deliveries during the last year been regular and complete (all items received in the requested amounts)?
9. Has the school had to interrupt feeding for any extended periods during the last year? Why?
10. Does the school follow the official ration scale and number and timing of meals per day? If not, why not?
11. Are there any other health activities in the school (deworming, malaria prevention)? Who implements them? Quality and effectiveness?
12. Suggestions on how to improve the program?

## **Parent-Teacher Associations and School Management Committees**

1. What do you see as the purpose of the McGovern-Dole Program?
2. What is the role of the [PTA/SMC] in the program?
3. Do parents contribute to the meals (probe: fresh vegetables, condiments, fuel; level of participation, difficulties)
4. What changes have you seen in the students since the program started? Differences between boys and girls?
5. Describe any positive or negative impact of the program on:
  - a. the school?
  - b. wider community?
  - c. the people who prepare the meals?
  - d. local farmers/producers?
6. What has worked well?
7. Constraints and challenges? How have these been addressed?
8. Suggestions on how to improve the program?

## **Cooks**

1. What do you see as the purpose of the McGovern-Dole Program?
2. What is your role in the program?
3. What changes have you noted in the school or students since the program started? Differences between boys and girls?
4. Is the food sufficient?
5. Do parents contribute to the meals (fresh vegetables, condiments, fuel, work)?
6. Who decides on the composition of the meals?
7. Have deliveries during the last year been regular and complete (all items received in the requested amounts)? If not, why not?
8. Has the school had to interrupt feeding for any extended periods during the last year? Why?
9. Does the school follow the official ration scale and number and timing of meals per day? If not, why not?
10. Has the initiative had an impact on your lives? Has it affected how you are seen/treated by the school or by the community? Describe.
11. Suggestions on how to improve the program?

### **Students (Grade 5 and Higher)**

1. What do you like most about the school meals?
2. What do you like least about the school meals?
3. Has the McGovern-Dole Program changed anything for you? (probe: concentration, attendance, one extra meal a day, one less meal at home per day, extra burden of in-kind or cash contribution)
4. On the days that there are no meals, do you still come to school? Do other children come to school?
5. If you could change something about the school meals, what would that be?

### **Farmer Groups, Local Cooperatives, Storekeepers**

1. What do you see as the purpose of the McGovern-Dole Program?
2. What is your role in the program?
3. Benefits/advantages to your of participating in the program (probe: benefits to group/cooperative; individual/personal benefits)? What has worked well?
4. Constraints/challenges of participating in the program? How have these been addressed?
5. What training or support have you received from WFP (or partners)? Relevance and quality of training/support? Examples of changes you've made as a result of that support?
6. Do you plan to continue participating in the McGovern-Dole Program? Why or why not?
7. Suggestions on how to improve the program?

## Annex 12: Field Schedule

<b>Week 1 - QUANTITATIVE SURVEY PHASE 1 STARTS</b>		
<b>Date</b>	<b>District/Sector</b>	<b>School</b>
Mon 10 Sep	Karongi/Gashari	Mwendo Groupe Scolaire
Tue 11 Sep	Karongi/Gitesi	Kanunga Primary School
Wed 12 Sep	Karongi/Murundi	Nyamabuye Primary School
Thu 13 Sep	Rutsiro/Manihira	Rwamiko Groupe Scholaire
Fri 14 Sep	Rutsiro/Kivumu	Buganamana Primary School
<b>Week 2 - QUANTITATIVE SURVEY</b>		
Mon 17 Sep	Nyamagabe/Cyanika	Kiyumba Primary School
Tue 18 Sep	Nyamagabe/Cyanika	Rugogwe Primary School
Wed 19 Sep	Nyamagabe/Musange	Musange Primary School
Thu 20 Sep	Nyaruguru/Ruheru	Remera Primary School
Fri 21 Sep	Nyaruguru/Nyabimata	Gihemvu Primary School
<b>Week 3 - QUANTITATIVE SURVEY</b>		
Mon 24 Sep	Nyaruguru/Ngoma	Groupe Scolaire Kiyonza
Tue 25 Sep	Rutsiro/Ruhango	Ruhango Primary School
Wed 26 Sep	Rutsiro/Kivumu	Groupe Scolaire Kivumu
Thu 27 Sep	Karongi/Murundi	Mujyoyyo Primary School
Fri 28 Sep	Rutsiro/Manihira	Kabeza Primary School

<b>Week 4 - QUALITATIVE SURVEY STARTS</b>			
<b>Date</b>	<b>Team</b>	<b>District/Sector</b>	<b>School</b>
Mon 1 Oct	Team 1 & 2	Kigali	In-brief wi WFP KIIs - Stakeholder interviews
Tue 2 Oct	Team 1 & 2	Kigali	KIIs - Stakeholder interviews
Wed 3 Oct	Team 1 & 2	Rutsiro/Kivumu	Kivumu Groupe Scolaire
Thu 4 Oct	Team 1	Rutsiro/Manihira	Rwamiko Groupe Scolare
		Rutsiro/Ruhango	Ruhango Primary School
Fri 5 Oct		Return to Kigali	

<b>Week 5: QUALITATIVE SURVEY</b>			
<b>Date</b>	<b>Team</b>	<b>District/Sector</b>	<b>School/District Official/ Coop</b>
Mon 8 Oct	Team 1	Nyamagabe/Cyanika	Rugogwe Primary School
	Team 2	Nyamagabe/Musange	Musange Primary School
Tue 9 Oct	Team 1	Nyamagabe District	District/sector offices, other KII
	Team 2	Nyamagabe	COOP – URUMURI MUSHISHITO
Wed 10 Oct	Team 1	Nyaruguru/Nyabimata	Gihemvu Primary School
	Team 2	Nyaruguru/Ruheru	Remera Primary School
Thu 11 Oct	Team 1	Nyaruguru/Ngoma	COOP - Twitezimbere Kiyonza & District/sector offices
	Team 2	Nyaruguru/Ngoma	Groupe Scolaire Kiyonza
Fri 12		Kigali	Notes/Data Analysis
<b>Week 6 - QUALITATIVE SURVEY</b>			
Mon 15 Oct	Team 1	Karongi/Gashari	Mwendo Primary School
	Team 2	Rutsiro/Kivumu	Buganamana Primary School
Tue 16 Oct	Team 1 & 2	Karongi	KII – Stake holder interviews
Wed 17 Oct		Kigali	Follow-up interviews if needed; debriefing preparation
Thu 18 Oct		Kigali	Internal debrief WFP External debrief WFP
Fri 19 Oct		Return to Kigali	

<b>Week 7: QUANTITATIVE SURVEY – PHASE 2</b>		
<b>Date</b>	<b>District/Sector</b>	<b>School</b>
Mon 22 Oct	Nyaruguru/Kivu	Rugerero Primary School
Tue 23 Oct	Nyaruguru/Nyabimata	Nyabimata Primary School
Wed 24 Oct	Nyamagabe/Kibirizi	Kiraro Protestant Primary School
Thu 25 Oct	Nyamagabe/Kamegeri	Kirehe Primary School
Fri 26 Oct	Karongi/Ruganda	Nyamugwagwa Primary School



## Annex 13: Methodology

### A. Data collection methods and tools

Table 21 summarizes the data collection tools.

**Table 21: Overview of main data collection tools**

Data collection method(s)	Type of data to be collected	Comments
School administrator /head teacher survey (ODK)	USDA McGovern-Dole indicators	--Survey completed by face-to-face interviews with head teachers and a review of school records to validate responses. --Additional qualitative data collected from KIs and/or focus groups <sup>1</sup> with head teachers, teachers, students, cooks, storekeepers, PTAs and SMCs. --Focus groups disaggregated by gender where feasible.
EGRA tool	USDA McGovern-Dole indicators	Administered the EGRA (literacy + WASH questions) to third-graders.
Topical outlines	Qualitative data on all evaluation questions and to validate and help interpret indicator data	Topical outlines for: --WFP Kigali and field staff --Government ministries --District government (District Education Officials) --Implementing Partners (World Vision, Gardens for Health International, Rwanda Biomedical Centre) --United Nations Agency Partners (UNICEF) --Schools (Head teachers, teachers, Parent-Teacher Association, School Meal Committee)

<sup>1</sup> Focus groups disaggregated by gender where feasible.

260. The baseline did not establish a value for the McGovern-Dole indicator, *Percent of parents in target communities who can name at least three benefits of primary education*. The report noted that parent data could not be collected via a household survey, which would require approval by the National Institute of Statistics in Rwanda (typically a 3-month process). The MTE followed the approach of the baseline study to access parent knowledge, attitudes and practices and perspectives via focus groups with PTAs and interviews with PTA members. We also included a question in the head teacher survey to ask their perception of parent knowledge of the benefits of primary education.
261. See the evaluation matrix (Annex 9) for a detailed description of data sources and data collection tools and how these link to evaluation sub-questions. The evaluation questions are translated into data collection tools: topical outlines for interviews and focus groups, the EGRA tool, and a head teacher survey. The EGRA and head teacher survey tools were pre-tested in schools/students outside the sample before commencing data collection. The tools were adjusted based on reviewer comments and pre-test results before being finalized and deployed.
262. Quantitative data (EGRA results and head teacher survey data) were collected on Android tablets using Open Data Kit (ODK) and Tangerine (RTI) data collection software. Final versions of the tools were coded for application onto the Android devices and translated into Kinyarwanda. At any time, the tool questions and

responses were viewable on the tablets in Kinyarwanda or in English for quality and content review.

263. The EGRA tool in Kinyarwanda was adapted from the baseline tool. As in the baseline, the tool was modified to ensure that the students had no prior exposure to the content. It adopted the same standard as in the baseline and was administered to third-graders to ensure comparability of results. The ET worked closely with World Vision’s early literacy team and WFP to identify experts to adapt the EGRA tool and train the team members who will administer it. In addition, the EGRA tool was augmented with the required questions needed to collect data for WASH indicators.
264. TANGO analyst and survey specialist Lloyd Banwart collaborated with World Vision to lead the design, programming and training on tablets and software for the head teacher survey and EGRA quantitative tools. He travelled to Kigali in September for training and technical support and supervision: EGRA training (two days), EGRA testing (one day), and training on the head teacher survey tool (two days). National team members Justin Tuyiringire, Daria Mutetere and Juventine Mujawase participated in all training activities and administered the tools.
265. Quality control included daily updates to TANGO by the field team. Data were uploaded to TANGO twice per week at minimum. TANGO reviewed the data and provided feedback on data quality and survey progress to the entire team, and had regular virtual consultations with the researchers to troubleshoot data issues while the team was still in the field, enabling prompt and efficient resolution of the issues.
266. TANGO concluded the qualitative field mission with a debrief that served as an informal validation of preliminary findings.

## B. Sample selection

267. Two kinds of quantitative data were collected from all students in the sample: (1) data from applying the EGRA, to assess any changes in reading levels, and (2) data to inform the indicator, *Percent of students who can identify at least three key health and hygiene practices*, to assess any changes in health and nutrition practices.
268. We applied the formula below to arrive at the minimum sample size of students to assure statistical accuracy in comparisons across subsamples or survey rounds:

$$n = \text{Deff} * [(Z\alpha + Z\beta)^2 * (P1*(1-P1) + P2*(1-P2) / (P2 - P1)^2] * NR$$

where:

Variable	Assumed value	Description
n =		
Deff =	2	Design effect for complex sample design (assumed to be = 2)
Zα =	1.282	Z value associated with desired significance level for confidence (90%, one-tailed)
Zβ =	0.842	Z value associated with desired significance level for power (80%, one-tailed)
P1 =	50.0%	estimated level of an indicator measured as a proportion at the time of the first survey or within a comparison group
P2 =	65.0%	expected level of the indicator either at a later survey round or different comparison group. (P2 - P1) is the magnitude of change or difference across subgroups that the sample is powered to detect (in this case, a difference of 30%, or 15 percentage points).
NR	10.0%	Non-response rate

269. This formula computes a minimum required sample size of 210 students to enable statistically accurate comparisons for a single stratum. The McGovern-Dole indicators are program-wide, i.e., based on students in all four districts where HGSF is implemented. While it is possible to stratify the sample by grade and achieve statistical accuracy, this would require a sample of 210 students in each grade of interest (i.e., 210 students in first grade, 210 students in second grade, etc.). Likewise, stratifying by district would require samples of 210 students per district. Given that the McGovern-Dole indicators are whole-program and that significant additional resources would be required to make statistically robust comparisons across grades or districts, we used only two strata, stratifying by gender only. Such disaggregation is important to be able to make statistically valid comparisons of results for boys and girls. As statistically representative gender-disaggregated data are not available for the baseline, stratifying at midterm allows us to establish statistically representative data points for boys and girls and thus allow meaningful comparisons at endline. This requires a minimum sample size of 210 male students and 210 female students; we rounded up the sample size to 220 males and 220 females for logistical ease – where 11 male and 11 female third-grade students are interviewed in 20 schools.

270. Noting the CO's interest in disaggregating results to enable exploring the possible reasons for any differences, we (1) disaggregated key results by district – with the understanding that these results are indicative, not statistically representative; and (2) used the preliminary disaggregated results to inform qualitative lines of inquiry, to better understand why some districts may be achieving different results than others.

### **C. Student sampling frame**

271. All 220 male students and all 220 female students were administered the EGRA and the health/WASH questions added to the end of EGRA tool. The sampling frame is third-grade students. The process for defining the student sampling frame mirrored the systematic random sampling method used in the baseline. The first stage of the sample selected 20 schools from the 104 schools receiving support using probability-proportional-to-size (PPS) systematic random sampling. The second-stage sample selection and sampling frame was developed and completed upon arrival in the school using the attendance register for that day. In each third-grade class one sampling frame was developed for girls and one for boys. Then 11 students were randomly selected from each sampling frame. We note that resources did not allow for collecting data from a control group/counterfactual for impact.

### **D. School selection and school-level survey**

272. As discussed above, 220 boys and 220 girls were interviewed for two sampling strata, totalling 440 students. The number of schools visited for the school surveys (20) was a function of how many EGRAs and school surveys the ET estimated could be completed in a day. The EGRA/school survey team consisted of three national evaluators. We estimated that in one day, one interviewer can administer the EGRA to 11 students and conduct the survey in one school; therefore, in one day, three interviewers in one school can interview 22 students and collaborate in administering the school survey. For the sample of 440 students, this equates to approximately 20 days needed for interviews (440 students/20 schools = 20 days). These assumptions held for quantitative fieldwork, which was completed in 20 days.

273. In the first stage of the two-stage clustered sample, we drew a sample of 20 schools using PPS method. To define the school sampling frame, the ET used a CO-provided list of all 104 program schools showing how many girls and boys in each school's third-grade class. Before drawing the sample, the CO eliminated from the list any schools considered too difficult for the ET to access in the time available for fieldwork.<sup>120</sup> While the margin of error corresponding to the EGRA and WASH data from the two student samples (girls and boys) remains 10 percent, the margin of error for the data from the multi-module school surveys is 17 percent. We find the latter margin of error reasonable given the survey budget. A lower margin of error would require a larger sample for the school surveys, and this is not achievable with the current budget.

274. Table 22 shows the schools visited and the number of student respondents, by sex.

**Table 22: Schools visited and number of third-grade respondents at midterm**

School	Boys	Girls	Total
Buganamana Primary School	11	12	23
Gihemvu Primary School	11	11	22
Groupe Scolaire Kiyonza	11	11	22
Kabeza Groupe Scolaire	11	11	22
Kanunga Primary School	11	11	22
Kiraro Protestant Primary School	11	11	22
Kirehe Primary School	11	11	22
Kivumu Groupe Scolaire	11	11	22
Kiyumba Primary School	11	11	22
Mujyojyo Primary School	11	11	22
Musange Primary School	11	11	22
Mwendo Groupe Scolaire	11	11	22
Nyabimata Primary School	11	11	22
Nyamabuye Primary School	11	11	22
Nyamugwagwa Primary School	11	11	22
Remera Primary School	11	11	22
Rugerero Primary School	11	11	22
Rugogwe Primary School	11	11	22
Ruhango Primary School	11	11	22
Rwamiko Groupe Scolaire	11	11	22
<i>Total</i>	<i>220</i>	<i>221</i>	<i>441</i>

<sup>120</sup> The project determined “difficult-to-access schools” based on school proximity to a main road and general condition of secondary/dirt roads. The ET balanced its sample between accessible and difficult-to-access schools using a mix of random and purposive selection: the first selection was random, and this selection was refined using a range of criteria to ensure the sample was a cross-section of schools and a mix of remote and more accessible schools. The selection was discussed with WFP. The ET did visit a number of difficult-to-access schools and only had to omit a few schools from the final sample due to localized road conditions that did not allow for safe travel.

276. The students in each selected school were administered the EGRA+WASH tool. In addition, the EGRA/school survey team administered a school-level quantitative survey to head teachers in sample schools to assess progress on school-level indicators.
277. The draft Word version was sent to WFP/USDA for review and then returned to TANGO for finalization in Word and ODK. The EGRA/school survey team completed a pre-test of the tools with age-appropriate children after the EGRA workshop and before the start of fieldwork. Minor revisions were made to integrate needed adjustments indicated by the pre-test to finalize the tool for fieldwork. This was done in close collaboration with World Vision’s Early Reading program team.
278. The survey team administered the school survey to the head teachers upon their arrival at each school. In most cases the team interviewed the head teacher, who typically fulfills the role of headmaster/ school administrator. In the few cases where the head teacher was not available, the team interviewed a staff member in a comparable role with adequate institutional knowledge to respond to the survey questions (see details in Table 23).

**Table 23: Head teacher survey respondents**

Position of School-level Respondent	# Interviewed
Head teacher	15
Deputy head teacher	3
Teacher	1
School administrator	1
<i>Total</i>	<i>20</i>

Source: Midterm head teacher survey

279. While the other team administered the EGRA to students, the head teacher reviewed the tool and prepared the data necessary to complete the survey in the presence of the survey team.
280. Preliminary results from EGRA and the school survey were provided to the qualitative team prior to the October fieldwork in order to help shape qualitative inquiry. The EGRA/school survey team conducted their work in two stages: Stage 1 in September, pausing in October to join the full ET for qualitative work, and resuming on Stage 2 after the end of the qualitative mission.

**E. Administration of EGRA**

281. The EGRA was administered by the three Rwandan ET members (the EGRA/school survey team). The CO provided a vehicle and a driver for the duration of their fieldwork.
282. As in the baseline, the MTE worked to minimize interruption of school learning activities by coordinating closely with school head teachers and teachers on student sampling, warm-up and assessment. The EGRA/school survey team consulted with WFP staff, literacy partner (World Vision), and school staff in advance to determine the timeliest window for conducting the assessment in each school.

## F. Site selection for qualitative team field visits

283. The full ET (EGRA/school survey team + two international evaluators) collected primary qualitative data in the October mission. This constituted a “deep dive” inquiry at school, sector and district level, covering all districts and geographically focused on a subset of the 20 schools in the EGRA/school survey sample. As noted, data from Stage 1 EGRA/school survey was analysed by TANGO in tranches on a rolling basis, in order to inform and fine-tune both the sampling and the lines of inquiry of the qualitative work.
284. The ET qualitative team visited 10 schools, purposively selected based on (1) schools where quantitative data analysis been completed; (2) trends and questions emerging from the initial quantitative data analysis (3) location, to collect input from schools in varied settings and contexts (4) school size and (5) logistical feasibility.

## G. Data analysis

285. Quantitative analysis was conducted using STATA version 13.0 software. The analysis included descriptive analysis such as cross-tabulations, means, and significance tests to provide additional context to the underlying components of key indicators. This analysis was conducted per module of the head teacher survey tool. Baseline data was used to inform program performance, but limitations in the baseline data identified by WFP, and identified by the ET, restricted the level of analysis that can be completed using this data. The student and school samples drawn at midterm are self-weighted, and therefore no sampling weights were calculated or applied in the estimation of statistics. The data collection tools were applied using software programmed with internal controls to ensure data are consistent and reduce the likelihood of data entry errors. During the data analysis stage, all data were reviewed for outliers (initially flagged as three standard deviations or more for continuous variables). Discrete variables were reviewed for consistency. When potential data errors were identified, the analyst spoke with researchers to consult field notes associated with the interview(s). If no further information was available, then the data point was recoded to *missing*.
286. The qualitative analysis applied a matrix approach to record, organize and analyse qualitative data and ensure all team members record information consistently and in a manner that directly responds to research questions. Capturing qualitative data in matrices enabled the identification of important patterns in responses and contextual information that may help to explain quantitative or secondary data. Data matrices also helped triangulate responses from FGDs, KIIs, in-depth interviews and other sources to determine whether information is reliable.



## H. Limitations and risks

287. Table 24 replicates the table in the inception report for this evaluation, listing potential methodological limitations to the evaluation and proposed strategies to minimize their impact. It adds a column to report whether the anticipated limitations were encountered in the conduct of the evaluation, and steps taken.

**Table 24: Anticipated methodological limitations and mitigation strategies; comments post-evaluation**

Possible Limitation as Identified in Inception Phase	Discussion	Mitigation Strategy	Comments Post-Evaluation
Quality and availability of secondary data, including the baseline data set	Secondary data sources/ documents typically vary in quality and reliability. Some of the data/ information the ET requests may not be available or may take a significant time investment to acquire. Some of the baseline data may vary in quality or structure and thus limit comparability in subsequent evaluations.	Assess the quality of secondary sources; prioritize analysis of research/data deemed high-quality; triangulate data across sources and provide opportunities for diverse stakeholders to validate findings. Consult with the CO and other stakeholders early in the evaluation process to identify data needs and gaps to enable primary data collection to address gaps and quality issues.	The presence of non-response data for reading comprehension in the baseline data reduced the comparability from endline to baseline. To address this constraint, baseline values were re-estimated.
Respondent bias	Respondent bias is an inherent risk in any evaluation. For example, respondents may wish to report in a way they think will favour them in terms of new or continued program benefits or positive recognition.	The ET will solicit perspectives from a range of stakeholders and take anticipated biases into account during analysis; the team will seek a balance of perspectives. The methodology will rely on a cross-section of information sources (e.g., stakeholder groups, beneficiaries) and using a mixed-methods approach to ensure triangulation of information through a variety of means.	Strategy implemented as planned. No issues encountered.

Budget and time constraints	The scope of the evaluation and time in the field are determined by resources available. The scope must therefore be clearly defined and delimited.	Use the inception phase to determine, per consultation with WFP/USDA stakeholders, evaluation priorities and special points of interest (e.g., thematic, geographic, strategic). Ensure clear expectations of all parties on the main evaluation questions and the extent to which these can feasibly be investigated given existing data/ information and the time and resources available for collecting and analysing this and new information.	The evaluation budget and in-country time were adequate. The ET found the timeline between fieldwork and the submission of the draft report to be challenging, compounded by delays in receiving information due to office absences, and the receipt of needed data well into the drafting period
Generalizability of findings	As noted above, resources and time determine how much ground the ET can cover. This is not necessarily problematic, however when framing findings it is important to identify any limitations on generalizability of findings.	Specific limitations of the program will be noted in the evaluation report and presentations of findings. Again, agreement and understanding of all stakeholders regarding the scope of the evaluation is important to interpreting the findings, analysis, and recommendations in the appropriate context.	Strategy implemented as planned. No issues encountered.
Turnaround time for approval of evaluation tools	Conformance with the proposed schedule is contingent on the timely review and approval of the EGRA/school survey tool and the topical outlines. The schedule is tight, so there is little room for delays from any party.	TANGO will ensure regular, frequent communication with the CO so that any adjustments by any party to anticipated timelines/due dates are shared immediately and the calendar can be adjusted to accommodate the requirements of all sides as best as possible. Certain activities must take place in August: the EGRA workshop (Aug 31), sampling, and drafting and programming the EGRA and school survey; TANGO and the CO must work concurrently to the inception report review to obtain the information needed for these tasks.	Strategy implemented as planned. No issues encountered.



Mobility	The team may encounter mobility limitations such as those due to weather, terrain, or security issues. These constraints could affect the sampling and field schedule.	At this time, neither the rainy season nor any political or security issues are anticipated to constrain mobility. The Evaluation Team will communicate regularly with the CO regarding any changes that would affect the activity/travel plan.	Strategy implemented as planned. No issues encountered.
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288. With regard to the request from WFP Rwanda to discuss the EGRA margin of error: The confidence interval for all EGRA indicators is presented for the midterm analysis, and the ‘re-estimated’ baseline EGRA indicators. The confidence interval reflects the range that there is 95% confidence the *actual* population value will fall. The confidence interval across the EGRA indicators is relatively small. In other words, there is not a lot of variance across the third-grade student population(s), and the reader can ascertain that there is a high probability that the actual population values fall within these intervals. The limitations encountered and actions taken were:

- *The ET requested the baseline data from WFP to undertake unpaired longitudinal statistical tests of EGRA indicators. Upon reviewing the raw EGRA baseline data, the midterm team was not able to replicate the EGRA values reported in the baseline report. This is true for all data presented in the tables below. For the current draft report, TANGO provided “re-estimated” values based on the baseline data from WFP (see tables below).*
- *A primary obstacle identified by the ET with the data was incomplete reading comprehension data as part of section 5 of the EGRA tool. In practice this is a series of 5 questions to test the students reading comprehension skills. The questions should be applied to all students who completed reading of the section 5 narrative. From a total of 402 third graders who began section 5 of the baseline tool, there were a total of 243 responses to the first comprehension question, a total of 215 responses to the second comprehension question, a total of 51 responses the third comprehension question, a total of 12 responses to the fourth comprehension question, and a total of 5 responses to the fifth comprehension question. The increase in non-responses across section 5 comprehension questions makes the estimation of the indicator “Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text” difficult. A common practice is to take students who have 3 out of 5 comprehension questions correct and count them toward comprehension.*
- *For comparability purposes, TANGO based the ‘comprehension’ portion of this indicator on the correct response to comprehension questions 1 and 2. This assumption presents a substantial limitation to the comparability with the midterm data – however the ET feels this assumption is conservative (the baseline value may be higher than the “re-estimated” point estimate, but it is unlikely to be lower). The midterm team appreciates the difficulties of field research and realizes the identified differences may be a result of miscommunication (wrong data and/or explanation of data estimation techniques). As such the ET welcomes a conversation with the baseline researcher to further clarify the differences outlined.*

**Table 25: Re-estimated values for reading comprehension**

Indicator	Baseline					Midterm			
	Reported	Re-estimated <sup>A</sup>	<u>Confidence</u>	<u>Interval</u>	n	Point Estimate	<u>Confidence</u>	<u>Interval</u>	n
			Lower Bound	Upper Bound			Lower Bound	Upper Bound	
Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text <sup>A</sup>	49.0	41.5	36.7	46.4	402	59.0***	55.3	64.5	441
Male students	42.0	39.8	29.8	46.6	201	56.8***	50.2	63.4	220
Female student	57.0	43.3	36.4	50.2	201	62.9***	56.5	69.3	221

Difference between re-estimated baseline data and midterm data are statistically significant at the 10% (\*), 5%(\*\*) or 1%(\*\*\*) level.

<sup>A</sup> The midterm evaluation team was not able to replicate the point estimates reported in the baseline report with the data shared by WFP. See limitations for further description.

**Table 26: Re-estimated data for EGRA results**

Indicator	Baseline					Midterm			
	Reported	Re-estimated <sup>A</sup>	<u>Confidence</u>	<u>Interval</u>	# of Tasks	Mean per Minute	<u>Confidence</u>	<u>Interval</u>	# of Tasks
			Lower Bound	Upper Bound			Lower Bound	Upper Bound	
Reading Letters/Sounds	11.0	16.4	15.6	17.3	100	49.0***	46.6	51.5	95
Reading Syllables	25.0	45.6	42.5	48.7	100	55.8***	53.3	58.3	100
Familiar Words	11.0	21.1	19.5	22.7	50	29.9***	28.7	31.1	50
Unfamiliar words	7.0	14.8	13.5	16.0	50	33.7***	32.7	34.6	50
Correct words in text/story	10.0	20.1	18.5	21.8	65	22.8**	21.3	24.4	56
n	n/a	402				441			

Difference between re-estimated baseline data and midterm data are statistically significant at the 10% (\*), 5%(\*\*) or 1%(\*\*\*) level.

<sup>A</sup> The midterm evaluation team was not able to replicate the point estimates reported in the baseline report with the data shared by WFP. See limitations for further description.

## I. Ethical safeguards

289. All TANGO staff, consultants, and officers associated with this evaluation complied with TANGO’s policies and procedures, including TANGO’s Code of Ethics and Conduct. The ET also received refresher information as needed on ethical research safeguards and child and youth protection, based on [UNICEF guidance](#) and WFP policies and standards.
290. The ET ensured appropriate ethical considerations were in place for all interviews by informing all interviewees of the purpose and duration of the interview, how they were identified to participate in the interview, informing interview participants of their rights, providing guarantees that specific interview findings will remain confidential and that all information provided will be used to assess the program, with no direct attribution to the interviewee. Finally, all interviewees were informed that they may choose not to participate, and gave their verbal consent to participate before the interview moved forward. The ET also obtained verbal consent before taking any photographs. There were neither interview nor photo refusals. Enumerators introduced themselves to the head teacher, teachers and students, and obtained consent before starting activities at the school. They treated administrators, teachers, students and others respectfully and talked to students in a friendly and supportive manner.
291. TANGO has conformed to WFP and [UNEG ethical standards](#) in the conduct of this evaluation. We safeguarded and ensured the observation of ethical practices at all stages of the evaluation cycle. This has included ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.
292. Table 27 describes ethical issues that were considered in the evaluation preparation/design, data collection, data analysis, reporting and dissemination, and how they were monitored and managed during the implementation of the evaluation.

**Table 27: Ethical issues and safeguards implemented**

<i>Ethical issue</i>	<i>Safeguard/measure</i>
<i>1. Interviewing child/youth respondents (child protection issue) – for EGRA assessment and student interviews/ focus groups</i>	<i>1. Ensured that a teacher was present, to monitor the interview and ensure that the child felt safe and comfortable. 2. Reviewed World Vision child protection protocols and signed statements of compliance. 3. Consulted with WFP program staff for any additional guidance.</i>
<i>2. Reliability and accuracy of school-level data</i>	<i>2. During school visits, EGRA/school survey team reviewed survey responses and spot-checked supporting documentation to validate data accuracy. Individual student performance on EGRA tests were not shared with teachers.</i>
<i>3. Compliance with Evaluation Code of Conduct</i>	<i>3. As contractually required, all consultants read and agreed to conform to the WFP Code of Conduct and Ethical Standards and the UNEG Code of Conduct for Evaluation in the UN System.</i>
<i>4. Data protection</i>	<i>4. Tablets were password secure and data were uploaded as soon as possible to a remote secure server.</i>

## J. Quality assurance

293. A foundation of quality control is effective training on data collection techniques, methodologies, and the technology used to collect data. The entire team is highly experienced in all methodologies employed in this evaluation, so the training elements focused on reviewing specific data collection tools, and data entry and protocols for ODK surveys with the national researchers. The ET members, with the support of HQ-based TANGO analysts and survey specialists, were the primary developers of both the topical outlines and the school survey tools, and provided orientation and training to national researchers on all tools. The ET, including quantitative and qualitative researchers, was small, with team members engaged in both qualitative and quantitative activities. This increased the reliability of the data – ensuring tools were applied equally across different regions, settings, and schools.
294. Sample size determination and sampling procedures were verified by Mark Langworthy, a TANGO partner and economist with extensive experience in quantitative surveys. A HQ-based TANGO analyst programmed the ODK survey tools into computer tablets and provided in-person training and real-time support to data collection and quality assurance for the EGRA/school survey. Supervision and coordination with the quantitative team were maintained by remote data quality control to identify any problems or anomalies, plus regular voice communication between the enumerators and the team leader. The team uploaded data to the TANGO server daily. TANGO reviewed the data and provided feedback on data quality and survey progress and highlighted specific issues twice per week. Data quality checks confirm strong internal validity for the quantitative tools. Equally, the quantitative results were largely in line with qualitative data – suggesting strong external validity.
295. It is the duty of the team leader to ensure the protection of human subjects and their confidentiality, and training interviewers in obtaining verbal consent from participants. To ensure the security of the data, TANGO follows standard operating practices such as locked files, password secured databases and the handing over of all hard copies (where applicable) to TANGO. Participating individuals were assigned identification numbers, and this number is the only identifier to appear on any data collection tools such as surveys, written notes, transcripts and labels on audio tapes. A single list linking the names of participating individuals and their identification numbers is kept in a protected file that is only accessible to a small number of TANGO senior staff.
296. Quality assurance was maintained in the reporting process by a TANGO Quality Assurance Manager who reviewed content to ensure that it met the criteria laid out in the TOR, that all comments by stakeholders were addressed, and that the report content fairly reflects the findings of the qualitative team and the quantitative data. Qualitative interviews with adults were recorded with the permission of the interviewees, and the recording was used to verify the accuracy of the interviewer notes.
297. Accountability to affected populations links to WFP’s commitments to include beneficiaries as key stakeholders in its work. As such, WFP is committed to ensuring gender equality and women’s empowerment (in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups. The final evaluation report’s findings, conclusions and recommendations reflect the ET’s GEEW analysis as appropriate.

## Annex 14: Supplementary Tables

**Table 28: Student reading and comprehension (third-grade), baseline and midterm**

Indicator	Baseline					Midterm			
	Reported	Re-estimated <sup>a</sup>	<i>Confidence</i>	<i>Interval</i>	<i>n</i>	Point Estimate	<i>Confidence</i>	<i>Interval</i>	<i>n</i>
			<i>Lower Bound</i>	<i>Upper Bound</i>			<i>Lower Bound</i>	<i>Upper Bound</i>	
Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text <sup>a</sup>	49.0	41.5	36.7	46.4	402	59.0***	55.3	64.5	441
Male students	42.0	39.8	29.8	46.6	201	56.8***	50.2	63.4	220
Female students	57.0	43.3	36.4	50.2	201	62.9***	56.5	69.3	221

Differences between re-estimated baseline data and midterm data are statistically significant at the 10 percent (\*), 5 percent (\*\*) or 1 percent (\*\*\*) level.

<sup>a</sup>The ET was not able to replicate the point estimates reported in the baseline report with the data shared by WFP. See limitations section for further description.

**Table 29: Words correct per minute (detailed), third-grade, by district**

Words correct per minutes	Fluency			
	% of students in wcpm range			
	Karongi	Nyamagabe	Nyaruguru	Rutsiro
0	14.5	20.9	13.6	24.5
1 to 15	14.5	12.7	15.5	14.5
16 to 30	26.4	32.7	40.9	30.0
31 to 40	13.6	14.5	17.3	19.1
41 to 56	30.9	19.1	12.7	12.7
<i>n</i>	110	110	110	111

Difference between male and female students at midterm are statistically significant at the 10% (\*), 5%(\*\*) or 1%(\*\*\*) level.

**Table 30: Reading and comprehension at midterm, by district**

Indicator	Point Estimate		<i>n</i>
	Midterm	Target	
Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade-level text	51.5	69.0	441
Karongi district	41.8	n/a	110
Nyamagabe district	51.8	n/a	110
Nyaruguru district	58.2	n/a	110
Rutsiro district	54.1	n/a	111

Source: Midterm EGRA survey

**Table 31: Students' home support and time allocation at midterm**

Indicator	Point Estimate
Percent of students to get help reading from parents for homework/reading	83.2
Male students	87.3
Female students	78.7
Percent of students to have enough time to study and do homework	88.0
Male students	89.1
Female students	86.9
<i>n</i>	441

No significant difference between male and female students at midterm is observed at a  $p < 0.05$  level or lower.

Source: Midterm EGRA survey

**Table 32: Student attentiveness, by grade, baseline and midterm**

	Point Estimate			<i>n</i> <sup>a</sup>
	Baseline	Midterm	Target	
Percent of students in classrooms identified as attentive by their teachers as attentive	60.0	57.4	80.0	
First grade		66.0	n/a	2116
Second grade		58.0	n/a	1804
Third grade		59.8	n/a	1844
Fourth grade		51.8	n/a	1667
Fifth grade		51.4	n/a	1540
Sixth grade		50.9	n/a	805
<i>Weighted total</i>	<i>57.4</i>	<i>57.4</i>		<i>9776</i>

<sup>a</sup> Reported number of total students in each grade  
Source: Midterm head teacher survey

**Table 33: School administrator use and application of teaching techniques at midterm**

	% of Head teachers	Target	# of Head teachers <sup>a</sup>
School administrators and officials who received trainings or certifications as a result of USDA assistance	95.0	93	99
<i>n</i>	<i>20</i>		<i>104</i>

<sup>a</sup> Values extrapolated from sample data  
Source: Midterm head teacher survey

**Table 34: Health and hygiene practices at midterm, by district**

Indicator	Point Estimate		<i>n</i>
	Midterm	Target	
Percent of students who can identify at least three key health and hygiene practices	49.2	80	441
Karongi district	48.2	n/a	110
Nyamagabe district	47.3	n/a	110
Nyaruguru district	60.9	n/a	110
Rutsiro district	40.5	n/a	111

Source: Midterm EGRA survey

**Table 35: Health and hygiene practice utilisation/application at midterm**

Indicator	Point Estimate Midterm
Percent of students to regularly practice:	
Other personal hygiene (i.e., bathing)	91.4
Handwash with soap after toilet	42.0
Handwash before eating	36.5
Drink clean/treated water	15.2
Use of clean water	10.2
Brush teeth	8.4
Eating a balanced diet	5.0
Avoid open defecation	4.8
Eat well-cooked food	4.8
Wash fruits and vegetables	2.0
<i>n</i>	441

Source: Midterm EGRA survey



**Table 36: Parents' knowledge of education benefit and storekeepers' knowledge of good practices, baseline and midterm**

Indicator	Point Estimate			<i>n</i>
	Baseline	Midterm	Target	
Percent of parents in target communities who can name at least three benefits of primary education	<i>n/a</i>	69.8 <sup>a</sup>	90.0	20
Percent of cooks and storekeepers who can identify at least three safe food preparation and storage practices	92	85.0	95.0	20

<sup>a</sup> A proxy indicator asking school head teachers to estimate this proportion

Source: Midterm head teacher survey

**Table 37: School meals distributed, actual versus planned, FY 2018**

<b>Indicator</b>	<b>1 Oct 2017 – 31 Mar 2018 Actual<sup>a</sup></b>	<b>FY 2018 1 Apr – 30 Sep Actual</b>	<b>FY 2018 Planned</b>	<b>% Achieved (actual/ planned)</b>
Number of daily school meals provided to school age children as a result of USDA assistance	6,526,756	7,539,818	14,066,574	94% <sup>b</sup>
Number of daily school meals provided to school age children as a result of USDA assistance (females)	41,696	40,878	43,215	95%
Number of daily school meals provided to school age children as a result of USDA assistance (males)	43,296	42,712	39,890	107%
Number of school-aged children receiving daily school meals as a result of USDA assistance (new)	13,665	615	11,136	6%
Number of school-aged children receiving daily school meals as a result of USDA assistance (continuing)	71,327	82,975	71,970	115%
Number of school-aged children receiving daily school meals as a result of USDA assistance	84,992	83,590	83,106	101%

Source: Semi-annual reports for April and October FY 2018.

<sup>a</sup> Values given for reference only. Per the CO, the 1 Apr – 30 Sep period is the more accurate figure to use in assessing performance against target. We have therefore used this figure to compute percent achievement, though see the exception in note (b).

<sup>b</sup> We calculated this value differently from the other indicators in this table, as it appears logical that this indicator is intended to be cumulative, to include 1 Oct 2017 – 31 Mar 2018 and 1 Apr 2018 – 30 Sep 2018. Were we to apply the method used for the other indicators (see note (a)), the total would be 14,962,000 and achievement 50 percent.

**Table 38: Commodity distributions, expected v. actual**

Mid-year reporting timeline	Vegetable oil distributions: Southern provinces			CSB+ distributions: Western provinces		
	Expected (NMT)	Actual (NMT)	% Achieved	Expected (NMT)	Actual (NMT)	% Achieved
FY18 Q3 <sup>(a)</sup>	55.19	51.73	94%	706.95	444.46	63%
FY18 Q1-2 <sup>(b)</sup>	43.12	66.52	154% <sup>1</sup>	384.48	326.22	85% <sup>2</sup>
FY 17 Q3-4 <sup>(b)</sup>	42.00	41.25	98%	349.44	326.22	93%
FY 17 Q1-2 <sup>(b)</sup>	27.86	18.29	66%	181.88	135.21	74%
FY 16 Q3-4 <sup>(b)</sup>	36.53	28.54	78% <sup>3</sup>	299.75	148.10	49% <sup>3</sup>
FY 16 Q1-2 (from 21 Dec) <sup>(b)</sup>	Not started			Not started		
<b>Total:</b>	<b>204.70</b>	<b>206.33</b>	<b>101%</b>	<b>1922.50</b>	<b>1380.21</b>	<b>71%</b>

Source (a): Rwanda(MGD15)\_Semi Annual Report April 1 2018\_ September 30 2018 final

Source (b): FY 2016-2018 Indicator Tracking Excel Spreadsheets “Commodity Direct Distribution”

<sup>1</sup> Higher enrolment than anticipated; balances (14MT) for academic term starting April at schools to ensure no pipeline break.

<sup>2</sup> Slower rate of consumption owing to structural challenges like access to schools during the rainy season, resulting in delivery delays. WFP is working with government to resolve.

<sup>3</sup> Food had already been distributed for Q2 in southern provinces and in Q3 for western and southern provinces for the school year.

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## List of Acronyms

ADRA	Adventist Development and Relief Association
CBEHPP	Community-based Environmental Health Promotion Program
CCP	Common Country Programme
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CHAI	Clinton Health Access Initiative
CHW	Community Health Worker
CO	Country Office
CP4P	Common P4P
CSP	Country Strategic Plan
CSR	Country Strategic Review of Food Security and Nutrition
CVA	Citizen Voice and Action
DDP	District Development Plan
DEO	District Education Officer
DEQAS	Decentralized Evaluation Quality Assurance System
DFID	Department for International Development
EB	Executive Board
EC	Evaluation Committee
EDC	Education Development Center
EDPRS 2	Economic Development and Poverty Reduction Strategy
EGRA	Early Grade Reading Assessment
ERG	Evaluation Reference Group
ET	Evaluation Team
ESSP	Education Sector Strategic Plan
FY	Fiscal Year
GII	Gender Inequality Index
HGSF	Home Grown School Feeding
HQ	Headquarters
LODA	Local Administrative Entities Development Agency
MDG	Millennium Development Goal
MGD	McGovern Dole
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Affairs
MINEDUC	Ministry of Education
MININFRA	Ministry of Infrastructure
MINISANTE	Ministry of Health
MT	Metric ton
MTE	Midterm evaluation
NMT	Net metric ton
NST	National Strategy for Transformation
ODK	Open Data Kit
OEV	(WFP) Office of Evaluation
PEPFAR	President's Emergency Plan for AIDS Relief
P4P	Purchase for Progress
PPS	Probability-proportional-to-size
PRRO	Protracted Relief and Recovery Operation
PTA	Parent-Teacher Association

RB	Regional Bureau
RBC	Rwanda Biomedical Centre
REB	Rwanda Education Board
RTI	Research Triangle Institute
SABER	Systems Approach for Better Education Results
SDG	Sustainable Development Goal
SEO	Sector Education Officer
SMC	School Management Committee
SO	Strategic Objective
SPR	Standard Project Report
TOR	Terms of Reference
UN CCA	UN Common Country Analysis
UNDAP	United Nations Development Assistance Programme
UNDSS	UN Department of Safety and Security
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
VUP	Vision 2020 Umurenge Programme
WASAC	Water and Sanitation Corporation
WASH	Water, Sanitation and Hygiene
WCPM	Words correct per minute
WFP	World Food Programme



Place, Month

<https://docs.wfp.org/api/documents/cdcb4be57914c65b0dbcbdd201196ab6/download/and Year Report number1>

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