DECENTRALIZED EVALUATION FOR EVIDENCE-BASED DECISION MAKING

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Decentralized Evaluation

Evaluation of National School Feeding Programme in Eswatini 2010-2018

Final Evaluation Report

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Jointly Commissioned by the Ministry of Education and Training (MoET) and
World Food Programme (WFP) Eswatini Country Office
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WFP
World Food Programme

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Disclaimer

Definition of Terms

Country Strategic Plan (CSP): a country-level framework that allows WFP to align relief, recovery and development interventions while upholding its commitment to prioritizing the needs of the most vulnerable people in support of the 2030 Agenda. A CSP allows for a more integrated, strategic approach which includes sector-oriented objectives, each with different types of interventions along the relief-development continuum, as needed. The CSP is informed by a Zero Hunger Strategic Review.

Curriculum: is all the learning experiences provided for learners in and out of schools. This may include the course of study, timetables, syllabus, curriculum guidelines, learning materials, textbooks and assessment guidelines. The curriculum should be flexible to cater for the wide diversity of learners, but it remains the cornerstone of any education and training system. (*Source: The Government of the Kingdom of Eswatini, Ministry of Education (2018): 'National Education and Training Policy'*)

Disability: is an evolving concept which results from the interaction between persons with impairments, and attitudinal and environmental barriers that hinder their full and effective participation in society on an equal basis with others (Convention on the Rights of Persons with Disabilities, 2006). Disability is seen as a socially created problem. It is not an attribute of an individual, but rather a complex collection of conditions, many of which are created by the social environment. *Source: The Government of the Kingdom of Eswatini, Ministry of Education (2018): 'National Education and Training Policy'*)

Early Childhood Care and Education (ECCE): ECCE refers to a comprehensive approach to policies and programmes for children from birth to eight years, their parents and guardians. Its purpose is to protect the child rights to develop his/her full cognitive, emotional, social and physical potential which are promoted by proper care, early stimulation, proper socialization and education. It is the stage where most of the brain is developed (*Source: Ministry of Health, 2014: Swaziland National School Health Policy***)**

Equity in education means that all learners are treated fairly, although not always equally, and are entitled to the same level of provision and quality. It also implies that learners have a 'say' in their treatment, involving a consultative process between the parties involved. In an equitable education system, learners are treated individually on their merits. (*Source: The Government of the Kingdom of Eswatini, Ministry of Education (2018): 'National Education and Training Policy'*)

Gender Equity: means fairness and justice in the distribution of benefits and responsibilities. A gender equity approach ensures that women have a fair share of the benefits and responsibilities in society, as well as equal treatment before the law, equal access to social services, including education, and equal pay for work of equal value. (*Source: Swaziland National Gender Policy, 2010*)

Gender: refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviors of both women and men (femininity and masculinity). Gender equality means that women and men have equal conditions for realizing their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development. It is based on women and men being full partners in their home, their community and their society. Gender equity is the process of being fair to men and women, which often requires that measures must be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. *(Source: The Government of the Kingdom of Eswatini, Ministry of Education (2018): 'National Education and Training Policy'*)

Home Grown School Meals (HGSM): a programming approach used by WFP and other agencies throughout the world that provides school children with cooked meals which are eaten during school hours and that are prepared from locally produced and locally purchased food. The main objective of HGSM programmes is to link school meals with local agricultural production. An HGSM programme assumes that households, local farmers or small businesses may benefit from the demand of the school meals programme if procurement is designed to increase their ability to access the market and if efforts are made to increase their production. School children may benefit from food that is indigenous to their culture. (*Source: Adapted from WFP,2009: Home-Grown School Feeding: A Framework to Link School Feeding with Local Agricultural Production*)

Net Primary Enrollment Rate: Number of children of primary school age who are currently enrolled in primary education as a percentage of the total children of the official school age population (*Source: Central Statistical Office, 2018: Eswatini Household Income and Expenditure Survey 2016/17, Key Findings*)

Net Secondary Enrolment Rate: a) Number of children of secondary (form1 to form6) school age who are enrolled in secondary education as a percentage of the total children of the official school age population (b) Number of children of secondary (form 1 to form 5) school age who are enrolled in secondary education as a percentage of the total children of the official school age population. (*Source: Central Statistical Office, 2018: Eswatini Household Income and Expenditure Survey 2016/17, Key Findings*)

School dropouts: Percentage of children of school going age who ever attended school and currently not attending. (a) Female (b) Male (*Source: Central Statistical Office, 2018: Eswatini Household Income and Expenditure Survey 2016/17, Key Findings*)

Social Protection: refers to a broad set of arrangements and instruments designed to protect members of society from shocks and stresses over the lifecycle. It includes social assistance for the poor, social insurance for the vulnerable, labour market regulations and social justice for the marginalised. At a minimum, social protection systems include safety nets, labour market policies, insurance options (e.g. contributory pensions, health or crop insurance), and basic social services (e.g. in education, health and nutrition). Overall, the components of social protection are often underpinned by rights and legislation, such as minimum wages. (*Source: WFP, 2014. WFP Safety Nets Guidelines Module A: Safety Nets and Social Protection Basics and Concepts, June 2014*)

Total Net Enrolment Rate: Number of persons aged 2 years and older currently attending school or any organized childhood education (*Source: Central Statistical Office, 2018: Eswatini Household Income and Expenditure Survey 2016/17, Key Findings*)

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Executive Summary

ES1 This is a decentralized evaluation of the Eswatini National School Feeding Programme (NSFP), jointly commissioned by the Ministry of Education and Training (MoET) and World Food Programme (WFP) Eswatini Country Office (CO). It provides findings of the achievements of the programme, gaps and lessons to inform future design and implementation, covering the period from January 2010 to December 2018. The evaluation serves the dual and mutually reinforcing objectives of accountability and learning as presented in the evaluation Terms of Reference (ToR). The evaluation covers all regions where the programme has been implemented and focuses on all activities implemented since it was fully handed over from WFP to Government in 2010.

ES2 Eswatini is a lower-middle-income country but poverty has persisted, with 59 percent of the population classified as poor. Over 57 percent of children are poor when measured against several dimensions of well-being. Stunting among children under 5 years old is about 25 percent. The high rates of stunting can be attributed to poor infant and young child feeding practices as well as poor household food security.

ES3 The primary objective of the NSFP is to address hunger in schools by providing each learner with a hot and nutritious meal, each school day. It is comprised of three interconnected interventions: school meals, gardens and nutrition education, which when taken together should ensure food security in schools. The envisioned outcomes of the programme included: 1) increased enrolment of girls and boys over three years; 2) increased attendance by enrolled students; and 3) improved nutritional status among school children. The revised National Education and Training Sector Policy (2018) is the main government instrument encouraging the development of Schools as Centres of Care and Support (SCCS) that provide universal feeding schemes to improve equitable access and learning for all children in Eswatini.

ES4 The main users of the evaluation are MoET, WFP CO, NERCHA and other wider stakeholders in education, agriculture, health and nutrition, social protection and related services, United Nations (UN) agencies and Non-Governmental Organisations (NGOs) involved in support to the sector.

Methodology

ES5 The evaluation was designed to assess the performance and results of the NSFP against the Organisation for Economic Cooperation and Development/ Development Assistance Committee (OECD/DAC) criteria of relevance, effectiveness, efficiency, impact (contribution) and sustainability. The evaluation answers the overarching question: *To what extent has the NSFP achieved the results outlined in the National Framework for Food Security in Schools (NFFSS) and other policy instruments*.

ES6 The evaluation answers the following specific questions (1) How appropriate was the National School Feeding Programme? (Relevance) (2) What is the extent to which the NSFP's objectives as defined have been achieved, and the extent to which outputs have led (or are expected to lead) to expected outcomes as planned? (Effectiveness) (3) What is the cost of implementing the programme and what are the main cost drivers? (Efficiency) (4) What adjustments are required to enhance the impact of the programme and link it to local production through the Home-Grown School Feeding (HGSF) model while increasing its cost-efficiency? (Impact and Sustainability).

ES7 In order to respond to these questions, the evaluation team used a mixed method approach which included document review, structured interviews, semi-structured interviews and focus group discussions conducted at the school level. From a total of 854 public schools, a representative sample of 147 schools consisting of both primary and secondary schools distributed in four regions of the country was selected. Thematic, descriptive and trend analysis was used to analyse the qualitative and quantitative data collected.

Key Findings

ES8 The key findings of the evaluation team are summarised below, structured according to the evaluation criteria of relevance, effectiveness, efficiency, impact contributions and sustainability.

Relevance

ES9 The NSFP is fully aligned and coherent with the country's policies that specifically address the needs of boys and girls and which support provision of nutritious and balanced meals to all children in Eswatini. Across the programme, the provision of nutrition education through the school curricula is fully relevant to the needs of boys and girls. The composition of the meals is less diversified and therefore not fully aligned to the nutritional needs of boys and girls. The ambitious design around gardens that assumed everyone's involvement in their implementation is not holding true. Other factors such as the limited understanding of the role of school gardens in the programme, shortages of water, lack of inputs and labour constraints surrounding their implementation suggest that more is still required to make them fully functional and relevant to the needs of children.

ES10 There is evidence of gender considerations in the programme although these were not explicitly incorporated in the design nor emphasised in the key school feeding frameworks, the Inqaba Manual and the NFFSS.

Effectiveness

ES11 Overall, the NSFP has partially achieved its primary objective of providing each learner with a recommended nutritious food ration each day.

ES12 The attainment of outputs related to nutrition education were fully achieved, evidenced by high numbers of students, teachers and school committees knowledgeable on nutrition issues. There are serious shortfalls in quantities of food commodities procured and received by schools as well as the ration size per child. Over the 8-year period, the programme was not able to procure enough quantities to cover the food needs of all school children due to funding constraints. The meals are not sufficiently diversified and fall short of addressing the nutritional requirements of all boys and girls of different age groups. Although school gardens provide dietary diversity to food, the amount of produce contributed to the school meals is insignificant.

ES13 Data from the Education Management Information System (EMIS) shows a relatively stable primary enrolment and upward trend in secondary school enrolment over the evaluation period for both boys and girls. School committee members and stakeholders consulted affirm the role of school meals in increasing enrolment and attendance at school. In the absence of targets, the outcome indicators on increased enrolment and attendance do not allow for meaningful conclusion about changes and to specifically link these changes to school feeding. There is insufficient evidence to conclude on the extent of the contribution of the programme to improvements in nutrition as no comprehensive data has been collected over the evaluation period.

ES14 The effectiveness of the supply chain is mixed. There are gaps in terms of transportation and distribution which affected timeliness of delivery of food commodities to schools and caused most schools to collect their food.

ES 15 There are serious gaps associated with the results framework in terms of the clarity and appropriateness of some performance indicators to measure programme progress and success. The programme has not been able to systematically and consistently track performance based on the results framework. The performance indicators also lack baselines and targets to allow assessment of progress over the evaluation period.

Efficiency

ES16 It is estimated that, it costed Eswatini E269.54 (US$48.48) in 2018 to feed each child compared to Lesotho (US$43.91 per child) and Namibia (US$23.5 per child)[1]. Based on the performance of these similar school feeding programmes within the Southern African region, Eswatini's NSFP is the most expensive. At E145.21 (US$26.12)[2] per child, commodity costs represent the largest direct cost to government, which is equivalent to 49 percent of total costs.

[1] Eswatini ration has maize grain or rice (150g/child/day), pulses (beans at 40g/child/day), vegetable (sunflower) oil (7.5g/child/day), and peanut butter (no ration size provided). Lesotho has caterers model menu of 150g starch/child/day, 150g/child/day pulses, milk, vegetables; WFP model has breakfast ration of 30g maize meal porridge/child/day, 10g sugar and lunch of 120g maize meal/child/day, 30g pulses/child/day, 10g vegetable oil/child/day and 3g iodised salt/child/day and the National Management Agent (NMA) model offers the daily WFP breakfast alongside the caterer's model.

[2] This is the cost for purchasing food commodities and does not include the FPE grant which is disbursed directly to primary schools

ES17 If the recommended ration size (as per Inqaba manual and NFFSS) was to be provided, the cost per child would rise to E303 (US$55). Against the NSFP budgetary constraints, it may be necessary to consider targeting the most vulnerable children with the right quantities and ration per child rather than the current universal model of school feeding. In addition, since most of the commodities are sourced from outside the country, in the long run there are possible efficiency gains from building local capacity to supply commodities.

Impact contribution

ES18 The quantitative and qualitative data generated suggest that school feeding has contributed positively to the children's education outcomes and general livelihoods. The primary school dropout rates displayed a slightly downward trend from 2010 to 2015 and then a sharp increase was observed from 2016 to 2018, with dropouts for boys slightly higher than that for girls. In secondary schools, dropout rates have fluctuated over the 8-year period and generally displayed a downward trend for both genders. Unlike at primary school levels, dropouts for girls have been consistently higher than that for boys. Several reasons put forward for dropping out at all school levels include transfers, absconding, sickness, pregnancy, death and other family reasons such as poverty. The qualitative data generated from key informants suggests that school feeding plays an important role in reducing dropouts amongst school children. However, the ET found no conclusive evidence to that effect due to other factors causing dropouts, such as family reasons and absconding which have also repeatedly been identified in the Annual Education Census reports.

ES19 In Eswatini, School Feeding Programme demonstrated positive achievements as a safety net for children especially those from poor households, and/or households impacted by HIV and AIDS. In 2015/16 it was used as a shock-responsive social protection intervention in response to the El Niño evidenced by the expansion in beneficiary numbers and introduction of an additional breakfast meal.

Sustainability

ES20 The NSFP has clear institutional arrangements that define roles and responsibilities for stakeholders for managing the programme. The NFFSS and Inqaba Manual give clear guidance on integration and collaboration across different sectors and stakeholders at various levels. However, these strong institutional frameworks have not been adequately operationalised to enhance sustainability of the programme. School feeding activities at the regional level exhibit less integration and cohesion due to a less defined and effective coordination mechanism. The ET observed that, having a strong and committed school head is a major determinant of success and sustainability of the programme and therefore an element of good practice that needs reinforcement going forward.

ES21 The government's decision to move ahead with implementation of the Home-Grown School Feeding (HGSF) model has received overwhelming support across all stakeholders consulted. Informants strongly suggested that government's implementation of the HGSF needs to proceed with caution. The inherent development challenges which include shortages of arable land, poor farming methods, lack of access to finance amongst others encountered by smallholder farmers particularly amongst women and the youth needed to be addressed.

ES22 Gender mainstreaming is recognised in theory to be an important part of the programme. In practice, there is an admission among stakeholders that mainstreaming gender or aligning roles and responsibilities based on gender has been a challenge.

Overall conclusions

ES23 Based on quantitative data and discussions with children, school committees and cooks, and when viewed as a whole, the School Feeding Programme did not fully achieve its objectives over the evaluation period. Assessing each component of the programme separately reveals a mixed picture. Nutrition education outputs were fully achieved evidenced by a high level of knowledge of nutrition issues among children, cooks and committees. School meals underperformed due to inadequate quantities of food commodities procured and delivered in schools largely as a result of funding gaps. The ration is less diversified and its size per child is seriously inadequate and falls short of the recommended standard prescribed in the NFFSS and Inqaba Manual.

School gardens achieved the least results due to limited understanding of their role[3] in the programme as well as challenges with water, inputs including labour constraints.

ES24 There are serious gaps in the monitoring and evaluation of the NSFP. The programme has not been able to assess progress based on the results framework. The performance indicators lack baselines and targets to allow assessment of progress over the evaluation period.

Recommendations

ES25 **Recommendation 1:** *Develop and institutionalize Monitoring and Evaluation of the NSFP within the MoET.* The first step to developing a monitoring and evaluation system, should start by reviewing the results framework including theory of change, assumptions, assessing if indicators are Specific, Measurable, Attainable, Realistic and are Time-bound (SMART)- this should be done in a consultative way involving diverse stakeholders. The next step is to strengthen the data generation of NSFP indicators (especially anthropometrics in schools, documenting and reporting on food losses), establishing baselines and setting targets including sources of verification and frequency of data collection. This should entail exploring the possibility of developing a school feeding information management system for storing data, inspection, monitoring and relevant progress reports and linked to EMIS server. Eventually, this should move towards the establishment and promotion of 'joint' monitoring of activities involving different units within the MoET, other sector Ministries and partners. *(Importance: High. Lead: MoET, MoH, WFP and partners. Timeline: by 2021)*

ES26 **Recommendation 2:** *Strengthen management and the institutional coordination of the NSFP at all levels.* A major finding from this evaluation, is the significant funding gaps that are affecting planning, coordination and management of the programme and undermining the achievement of the NSFP objectives. It is important that the government reviews the budgeting and financing of the programme, taking into consideration the prevailing serious procurement gaps in the food commodities as well as the NSFP costs identified by this evaluation. If additional funding cannot be provided, in the short to medium term, the Government of Eswatini and partners should consider targeting children most in need.

ES27 The Inter-ministerial coordination mechanisms established within the HGSF pilots are an essential structure that can be formalised to provide overall strategic direction to the NSFP and be used for mobilising funding for school feeding. At the school level, the programme should draw on traditional leadership structures to inspire communities to unite around efforts to improve management, implementation and sustainability of the programme. It is essential that the current MoET Staff positions responsible for managing NSFP are strengthened at all levels. *Importance: High. Lead: MoET, DPM and Ministry of Tinkhundla Administration and Development. Timeline: by 2024).*

ES24 **Recommendation 3**: *Enhance the nutritional value of meals through greater diversity of foods.* The piloting of the HGSF model provides an opportunity for improving the nutritional value of the ration. Hence, its piloting should ensure smallholder farmers produce diverse foods including vegetables for the school meals. Another area is through supporting schools (through capacity building) in conceptualizing gardens within the food security framework and developing nutrition/school feeding gardens[4] that produce food for the meals. This support should be accompanied by provision of garden infrastructure such as fencing, irrigation and various water and soil conservation mechanisms. In terms of improving food preparation, a simple NSFP reference manual and associated menu options should be developed as means for a common understanding of the programme including amongst cooks. *(Importance: High. Lead: Ministry of Health, MoET, MoA Timeline: by 2024)*

ES25 **Recommendation 4:** *Strengthen the efficiency of the NSFP by introducing measures for minimising costs and maximising potential benefits.* This recommendation largely hinges on the need to explore the potential of Home-Grown School Feeding Model in improving efficiencies in procurement through possible commodity and logistics cost savings (transport costs). In the medium to long-term, locally produced commodities would be cheaper or more cost-effective than imported commodities. Transport costs could also be significantly reduced since

[3] There is generally a limited understanding of gardens within the food security concept amongst school staff members, school committee members and the cooks.

[4] School gardens contributing to school feeding are commonly referred to as "school feeding gardens" as a way of distinguishing them from school gardens used for education purposes

commodities would be produced in the vicinity of the school as opposed to the current central distribution point which disadvantages distant schools. *(Importance: High. Lead: MoET, MoA, WFP and partners. Timeline: by 2024)*

ES26 **Recommendation 5:** *Develop and implement a capacity building strategy for the NSFP for all stakeholders involved in planning, management and implementation of the programme:* Conduct a detailed capacity gap analysis to identify the capacity gaps of all those involved in the implementation of the programme which should form basis for developing capacity in the programme. In addition, develop training resources (including gender mainstreaming) and create a repository of training initiatives that will be used for delivering the training. *(Importance: Medium. Lead: Ministry of Health, MoET, Timeline: by 2023)*

ES27 **Recommendation 6**: *Strengthen the capacity of the MoET and cooperating partners in order to effectively implement gender mainstreaming and targeted actions in the NSFP*. This should involve delivering capacity building interventions to all those involved in the implementation of the school feeding programme *(Importance: Medium. Lead: MoET (Guidance and Counselling), DPM (Gender unit) and partners. Timeline: by 2021).*

1. Introduction

1. This is the Evaluation Report (ER) for the decentralized evaluation of the Eswatini National School Feeding Programme (NSFP), jointly commissioned by the Ministry of Education and Training (MoET) and World Food Programme (WFP) Eswatini Country Office (CO). The purpose of the evaluation is to generate evidence of the achievements of the programme, identify where gaps exist and outline lessons to inform future school feeding design and programmatic decisions. It serves the dual and mutually reinforcing objectives of accountability and learning as presented in the evaluation Terms of Reference (ToR) found in **Annex 1, Volume 2 of ER**. With respect to accountability, the evaluation seeks to assess and report on the performance and results of the NSFP as well as WFP technical support to the MoET, National Emergency Response Council on HIV and AIDS (NERCHA) and partners. In terms of learning, the evaluation determines the reasons why results were achieved or otherwise, in order to draw lessons and derive good practices for future design and implementation of the programme. The evaluation covers the period, January 2010 to December 2018.

2. The evaluation was undertaken at the time when the Government of Eswatini has issued a revised education and training sector policy (2018) that has a strong emphasis on school feeding. This policy seeks to introduce universal[5] school feeding schemes, including provision of breakfast or at least one other meal in schools where this is not already in place and with close attention being given to children with special dietary needs[6]. The evaluation timing also coincides with WFP Eswatini CO's development of the five-year Country Strategic Plan (CSP) 2020-2024, that has school feeding as one of its strategic focus areas.

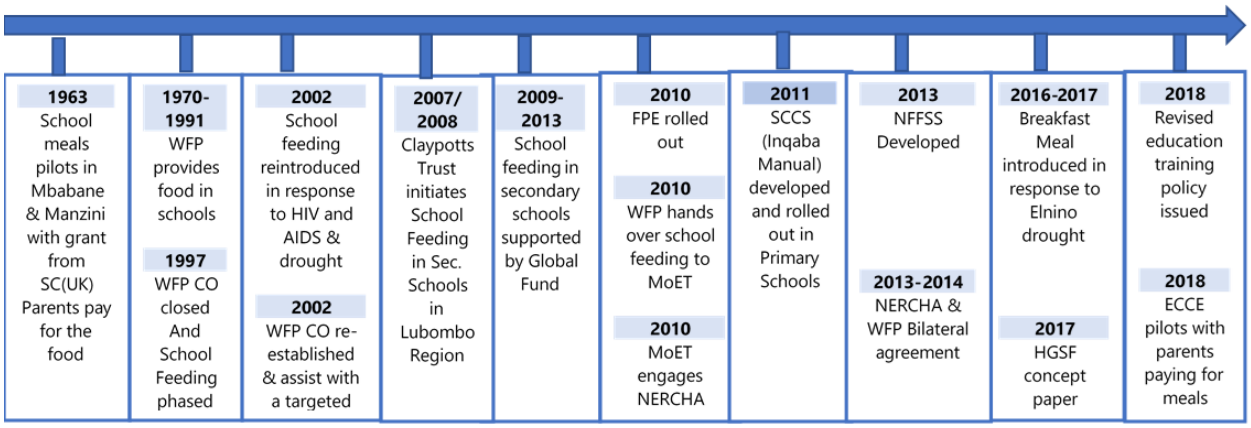
3. The primary users of this ER are stakeholders directly involved in the implementation of the School Feeding Programme. These include the MoET, NERCHA and WFP Eswatini CO. Other users include wider stakeholders in education, agriculture, health and nutrition, social protection and related services, United Nations (UN) agencies and Non-Governmental Organisations (NGOs) involved in support to the sector, and bodies at national, regional and local level involved in the delivery of the programme as well as schools and community members/parents. These stakeholders were systematically engaged in the evaluation process through the Evaluation Reference Group (ERG).

1.1. Overview of the Evaluation Subject

4. This activity evaluation of the NSFP covers all regions where the programme has been implemented and focuses on all activities implemented since it was fully handed over from WFP to Government in 2010. The NSFP, previously known as "school meals", began as a pilot in 1963 with support from Save the Children (UK) and contributions[7] from the parents (the timeline is shown in **Figure 1**).

Figure 1: Timeline of the Eswatini NSFP

[5] Universal school feeding refers to coverage of all public primary and secondary schools in Eswatini
[6] The Government of the Kingdom of Eswatini, Ministry of Education (2018): 'National Education and Training Policy', page 16
[7] Parents had to pay for the food



Source: Developed by the ET from various secondary and primary sources

5. WFP 's first phase (1970 -1991) of support to the programme provided meals in schools, although parents still had to pay a nominal fee. During this time, the programme covered 50 percent of the schools and 30 percent of the children in the country[8]. Upon the closure of WFP CO, the School Feeding Programme came to an end in 1997 due to non-affordability by schools.

6. WFP's second phase (2002-2018) of support commenced when the CO operations were re-established in 2002 in response to the impacts of HIV/AIDS and drought. WFP eventually handed over implementation of the programme to Government in 2010, while maintaining its technical and advisory role particularly on food basket composition and cost-efficiency. Between April 2013 and January 2014, WFP was requested to provide technical assistance to NERCHA[9] (who had been contracted by MoET to assist with procurement of food commodities for the NSFP) under a bilateral agreement funded through the Global Fund (GF) grant. This support was implemented under WFP's Development Programme[10] which was approved in November 2012[11].

7. Over the evaluation period (2010-2018), the Government developed key policy instruments of direct relevance to the strategic direction and implementation of the programme and these include: Free Primary Education (FPE) in 2010; Schools as Centres of Care and Support (SCCS) introduced in primary schools in 2011; National Framework for Food Security in Schools (NFFSS) in 2013; revised education and training sector policy (2018) and Early Childhood Care and Education (ECCE) Grade 0 pilots in 2018[12].

8. The primary objective of the School Feeding Programme is to provide each learner with a hot and nutritious meal each school day to improve education outcomes through reduction of short-term hunger; while using schools as centres of care and support rather than implementing the programme as an isolated activity[13]. Children receive one meal a day which is expected to provide 150 grams of cereals (rice or maize meal), 40 grams pulse (beans or peas[14]), 7.5 grams of vegetable oil and peanut butter. In response to the 2015/2016 El Niño drought, the MoET through the National Disaster Management Authority (NDMA) [15] introduced an additional breakfast meal[16] for one school term. Besides the food commodities distributed in schools, each school receives an allocation of E560/child/year[17] under section 8 of the FPE Act. This is intended to be used for purchasing perishables, condiments, fuel and salaries of cooks amongst other things.

[8] National Framework for Food Security in Schools (2013), page 4
[9] NERCHA was established in 2001 under the Prime Minister's Office to coordinate and facilitate the multi-sectoral HIV/AIDS response. It acts as a principal recipient of HIV/AIDS grants on behalf of government, NGOs and other entities
[10] DEV 200422 - Support to Children and Students Affected by AIDS in Swaziland
[11] It had a start date of 1 January 2013, but due to funding delays, the support commenced in April 2013 and ended 31 December 2014
[12] The Grade 0 ECCD programme started in 2018 as a pilot in 80 schools (20 schools per region). The average attendance for grade 0 is 25 children per class.
[13] National Framework for Food Security in Schools-Swaziland (2013), page 11. The government had developed the Schools as Centres of Care and Support (SCCS) manual in 2011 which articulates how this concept was expected to be implemented
[14] Peas were provided when WFP was implementing the programme, Government mainly delivers red speckled beans
[15] Swaziland Ministry of Agriculture, Swaziland Market Assessment Report, 2016, pg.5
[16] The breakfast meal consisted of 30g soft-sorghum porridge with 10g of sugar
[17] E560 is the total fee payable per child under FPE and E150 is allocated for school feeding

9. Schools are required to have a garden that contributes to the meals and in addition, provide nutrition education to students, cooks and all parties involved in food handling. These three interconnected activities constitute the School Feeding Programme as provided for in the NFFSS.

10. Over the evaluation period, the MoET implemented the School Feeding Programme in partnership with several Government Ministries, NERCHA, UN, NGOs and private sector. An overview of the roles of partners in the School Feeding Programme is reflected in **Table 1**.

Table 1: Main partners and related roles in the School Feeding Programme

Stakeholder	Main Partners	Key roles
Government	Deputy Prime Minister's Office (Department of Social Welfare)	Oversight of social protection programmes/ interventions including the school feeding programme
	MoET units (nutrition, guidance and counselling, agriculture, school health, EMIS	Direct implementation and monitoring of the NSFP
	Ministry of Agriculture	Support implementation of school gardens
	National Nutrition Council Ministry of Health, Ministry of Agriculture (Home Economics Unit)	Delivery of nutrition education and health interventions in schools
	NERCHA	Procurement of food commodities for school meals
UN Agencies	WFP	Provision of technical support in procurement, monitoring and evaluation, capacity building activities
	UNICEF (United Nations Children's Fund)	Support to development of key standards for the NSFP, vegetable gardens, training of cooks and teachers
	FAO (Food Agriculture Organisation)	Promoting food and nutrition gardens in schools
Private sector	National Maize Corporation, Swaziland Milling (Pty) Ltd, Ocean Fresh, Southern Trading	Suppliers of commodities for school meals
NGOs	Save the Children, World Vision ADRA (Adventist Development Agency)	Support provision of meals, nutrition education and water and sanitation activities

11. The envisioned outcomes included: 1) increased enrolment of girls and boys over three years[18]; 2) increased attendance by enrolled students; and 3) improved nutrition among school going children. The three outcome indicators for the programme include: number of students enrolled at the beginning of each year, percentage of children absent for 3+days a month, and percentage of undernourished children (as measured by Mid-Upper Arm Circumference/Body Mass Index (MUAC/BMI) depending on age). Intermediate programme results aim at contributing towards provision of healthy meals throughout the year, school gardens providing dietary diversity to the meals and students, teachers, cooks and committees trained on nutrition and health.

12. In 2011, 573 primary schools and 220 secondary schools were reached, making a total of 793 schools as reflected in **Table 2**. The Swaziland school map by ecological zone is found in **Annex 1**. As of 2018, the NSFP was reaching all the 845 public schools[19] in four regions of the country, thus achieving universal coverage of primary and secondary schools. Except in the 20 pilot ECCE centres[20] per region, attached to primary schools, the school feeding does not officially cover Grade 0 children.

Table 2: Beneficiary data of schools in the NSFP

Region	Primary Schools	Secondary Schools

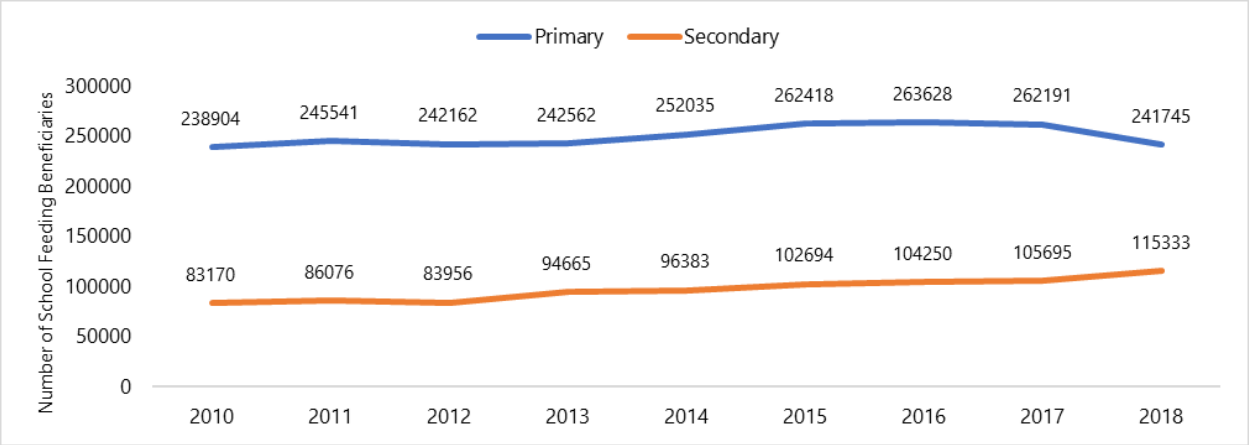
[18] This indicator is supposed to be assessed over a three-year period as per the NFFSS
[19] This is the total number of schools provided by MoET at the time of the survey.
[20] Parents of children participating in the ECCE centres contribute towards the provision of meals

	2011	2018	2011	2018
Hhohho	154	157	58	67
Lubombo	120	129	50	60
Manzini	156	158	60	69
Shiselweni	143	144	52	61
TOTAL	573	588	220	257

Source: Ministry of Education and Training, Nutrition Unit

13. **Figure 2** below shows the estimated numbers of school children that benefited in the NSFP between 2010 and 2018. Overall, school feeding beneficiaries moderately increased over the 8-year period. Secondary school beneficiaries displayed a steady upward trend during the same period, but primary school beneficiaries declined by 8 percent in 2018 compared to 2017. The overall decline in beneficiary numbers in 2018 is mainly due to funding challenges.

Figure 2: Estimated School Feeding Programme beneficiaries (2010-2018)



Source: Ministry of Education and Training, Nutrition Unit

14. The School Feeding Programme's results framework is in **Annex 2**. As presented, it does not show a clear picture on how specific school feeding activities are expected to lead to desired results. Apart from enrolment and completion and to some extent undernourishment,[21] there are no baseline and target values for other indicators in the results framework. The results framework did not include assumptions highlighting the conditions under which the various causal pathways are expected to work. To address these gaps, the ET reconstructed a theory of change (**Annex 3**), which was presented and validated during the inception meeting held on 11th -15th February 2019.

15. The School Feeding Programme is funded by Government of Eswatini (**Annex 4**), although the budget allocation is insufficient to cover the food needs of all the school children (this is explained in detail under the effectiveness section). Other main donors for the programme include the European Union (EU) which funded the FPE in 2006-2011 and between 2014-2018. Global Fund (GF) funded the greater part of the secondary school feeding (2009-2013) including the implementation of the bilateral agreement between NERCHA and WFP. In secondary schools, feeding costs are covered through fees paid by parents. The cost data for the NSFP including the different funders captured during the survey is presented in Section 2 on efficiency.

[21] Data on MAM and SAM was only available for Hhohho Region for selected primary and pre-schools from 2015-2018

16. Apart from Save the Children evaluation in 1998[22] and that of WFP's DEV 200422 in 2014[23] the School Feeding Programme has not been evaluated. In 1998, the evaluation recommended strengthening monitoring and supervision of schools, capacity building of cooks and for priority to be given to gardens in order to enhance the nutritional content of the meals. To improve effectiveness and sustainability of the programme, the WFP evaluation of the DEV 200422 underscored the importance of building and strengthening the capacity of the MoET in procurement, supply chain management, quality assurance and monitoring and evaluation. Recommendations from these evaluations are yet to be fully implemented.

17. The NFFSS and Inqaba Manual made little reference to gender, beyond noting Government commitment to gender equality and the contribution that school feeding can make to this. At inception of the NSFP, focus was mainly on feeding children in response to the devastating effects of HIV/AIDS without much consideration of gender. Other reasons seem to point to the lack of capacity in terms of skills and resources for implementing Gender Equality and Women Empowerment (GEWE) activities. Notably, all primary and secondary boys and girls benefit from the school meals, which indicates GEWE considerations in the programme. The programme promoted students' enrolment and regular attendance to classes, contributing to the success of schooling for both genders.

1.2. Context

18. **Country context**: The Kingdom of Eswatini is a landlocked country with a total population of 1,093,238 people.[24] The youth (those under 25 years of age) represent 56 percent of the population. With its economy closely linked to that of South Africa, it means weak economic prospects in the latter pose downside risks for trade and overall economic performance. Despite its middle-income status, Eswatini faces significant development challenges. In 2017, the country was ranked 144 out of 189 countries on the Human Development Index[25] falling in the bottom quintile of the world's human development rankings. The Government of Eswatini has affirmed its commitment towards the attainment of Sustainable Development Goal (SDG) 2, although progress varies across the different targets.

19. **Food security and nutrition**: Eswatini is a food-deficit country. Smallholder farmers constitute 70 per cent of the population and occupy 75 per cent of the arable land; they produce only 11 per cent of total agricultural outputs but cereal yields are at a low average rate of 1.1 tonne/hectare.[26] The Eswatini Vulnerability Assessment Committee (VAC) estimated that 14 percent of the population were acutely food insecure in 2018.[27] Food insecurity is due to unsustainable farming practices, limited arable land, poverty and the effects of climate change amongst others. In 2015/16 the country experienced a severe El Niño-induced drought, which led to 30-40 percent drop in production of maize[28] causing large scale food insecurity. Although, the country has made some significant progress in the reduction of stunting, about 25 percent of children under five years are stunted[29]. The high rates of stunting can be attributed to poor infant and young child feeding practices as well as household food insecurity.

20. **Poverty:** Eswatini is struggling with high and widespread poverty which currently stands at 59 percent of the population and is more concentrated in rural (70 percent) than urban areas (20 percent).[30] Over 56.5 per cent of all children (aged 0-17 years) in Eswatini are multi-dimensionally poor[31] when measured against several dimensions[32] of well-being.

21. **Impact of HIV/AIDS**: At 27.4 percent HIV prevalence amongst the 15-49 age group, Eswatini has the highest percentage of adults living with HIV and AIDS in the world. Women are disproportionately affected, due

[22] Maxely K., (1998): Evaluation of 35 years of work in School Feeding and Individual Child Sponsorship.
[23] Operations Evaluation Report on Swaziland Development Programme 200422: Support to children and students affected by HIV and AIDS and Component 1 of Swaziland Development Programme 200508: support to community-based volunteer caregivers of children affected by HIV and AIDS 2013-2014
[24] Central Statistical Office (2017): The 2017 Population and Housing Census Preliminary Results
[25] Human Development Report (2018). http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/SWZ.pdf
[26] Swaziland Ministry of Agriculture, Swaziland Market Assessment Report, 2016, pg.5
[27] Eswatini Vulnerability Assessment and Analysis Report 2018, Eswatini VAC, July 2018.
[28] Swaziland Ministry of Agriculture, Swaziland Market Assessment Report, 2016, pg.5
[29] Central Statistical Office, 2016: Swaziland Multiple Indicator Cluster Survey 2014. Final Report.
[30] Central Statistical Office, 2018: Eswatini Household Income and Expenditure Survey 2016/17, Key Findings
[31] Ministry of Economic Planning and Development, 2018: Multidimensional child poverty in the Kingdom of Eswatini
[32] Dimensions of child protection, health, nutrition, HIV/AIDS, child development, education, clothing, water, sanitation, housing, ICT

in part to women's inability to challenge cultural norms and prevailing sexual practices, including the low use of contraceptives.[33] HIV/AIDS remains one of the main causes of orphan-hood and vulnerability amongst children. In 2017, Orphans and Vulnerable Children (OVCs) accounted for 18 percent of primary school students and a startling 50 percent at secondary level,[34] demonstrating the first increase in OVC numbers since FPE was launched in 2010. The highest number of OVC was recorded in Lubombo region, an indication that children in this region are on average more vulnerable than others.

22. **Education:** Eswatini has high literacy rates of 95.3 percent for girls and 91.3 percent for boys aged 15–24 years,[35] which suggests an effective primary education system and literacy programmes in general. Primary school enrolment rate has been above 90 percent since 2011, mainly because of the Government's FPE.[36] In 2018, the primary school net enrolment rate was 95 percent, showing a slight decrease from 96 percent recorded in 2017, while that for secondary schools was 46,3 percent.[37] Nevertheless, the education sector still faces high levels of repetitions at primary level and school dropouts at both primary and secondary levels (dropouts are detailed under impact section). In 2015, the primary school repetition rate was on average 15.7 percent across Grades 1 to 7, leading to a very high number of over-age learners in the system[38]. Generally, more boys repeat than girls at primary as observed also in 2017 and the reasons behind the gender differences is unknown[39]. As learners fail to progress to higher grades, they grow frustrated and disinterested in school and eventually drop out altogether.

23. **Gender:** Eswatini has a Gender Inequality Index (GII) value of 0.569, ranking it 141 out of 160 countries in the 2017 index,[40] indicating the presence of widespread gender inequalities. The National Gender Policy (2010) provides a national framework for gender mainstreaming and women's empowerment in line with the Constitution of the Kingdom of Eswatini and other relevant international and regional instruments. The net enrolment gender parity index has improved significantly in the last five years, from 98.1 percent in 2010 to 101.5 percent in 2016, suggesting there are more in-age girls than boys.[41] In secondary schools, gender parity is also greater than 100 percent, suggesting more girls were of the appropriate age than boys.[42] It means that there are fewer boys of the correct age in secondary schools which confirms that they are still at primary level due to higher repetition rates. However, girls and young women are vulnerable to early pregnancy, transactional sex, are disproportionally affected by school dropouts, adolescent marriage and HIV/AIDS, when compared to boys.[43]

24. **Social protection**: The Deputy Prime Minister's Office (DPMO) is responsible for providing social welfare services in the country. The social assistance and social security system are currently undergoing reforms aimed at enhancing effectiveness in coordination and monitoring of interventions. It currently provides income support to less than eight percent of the population in the form of old age and disability grants, a pilot OVC social grant funded by the World Bank (it ended in September 2018) and the OVC education grant.[44] The OVC grant for children[45], according to the 2016/17 Eswatini Household Income and Expenditure Survey, only covers 19 per cent of households. The School Feeding Programme acts a safety net by benefiting learners in primary and secondary public schools, although this is also inadequate to cover all their food needs.

25. **Policy context:** The government developed a Programme of Action (2013-18), which aims to fast track progress toward its longer-term goals set out in Vision 2022 particularly focusing on education and health. The Poverty Reduction Strategy and Action Plan (PRSAP), 2007 is also meant to provide "*relevant, high quality and affordable primary education for all Swazis … through the introduction of school gardens and feeding schemes so that all children, especially the OVCs, have at least two balanced meals a day in school*".[46] Through the revised education

[33] https://actsa.org/wp-content/uploads/2017/12/ACTSA_WR_Brief_-9-June_Final.pdf
[34] Ministry of Education and Training, 2018: Annual Education Census (AEC) Report, 2017
[35] Swaziland Multiple Indicator Cluster Survey, 2014- Key Findings
[36] Peninah Kariuki and Asha P. Kannan, African Economic Outlook Swaziland, 2017, pg.10
[37] Budget speech 2019 presented by Neal Rijkenberg, Ministry of Finance, http://www.sra.org.sz/documents/1551337162.pdf
[38] UNICEF 2017, Synthesis of Secondary Data on Children and Adolescents in Eswatini
[39] Ministry of Education and Training Annual Education Census (AEC) Report, 2017 page 29
[40] Eswatini Human Development Report, 2018. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/SWZ.pdf
[41] Ministry of Education and Training, 2018: The national education and training improvement programme 2018/19 – 2020/2021
[42] ibid
[43] Ministry of Economic Planning and Development, 2018: Multidimensional Child Poverty in the Kingdom of Eswatini
[44] UNICEF- Eswatini 2018, Social Assistance Budget Brief
[45] The OVC education grant is a bursary of E1,950 for secondary and high school education that targets poor OVC and is directly paid to the schools. https://www.unicef.org/esaro/UNICEF-Eswatini-2018-Social-Assistance-Budget-Brief(1).pdf
[46] National Framework for Food Security in Schools page 9

and training sector policy (2018), Government encourages the development of schools as centres of care and support (SCCS) that provide universal feeding schemes to improve equitable access and learning for all children in Eswatini.

26. **United Nations agencies and partnerships:** UNICEF has supported school feeding over the years by developing key standards for school feeding, mobilising resources, supporting vegetable garden production for take home purposes, and training of school cooks and teachers. The Food and Agriculture Organisation (FAO) is promoting food and nutrition gardens, sustainable food production techniques as well as improved dietary standards and guidelines.[47] In 2017, FAO implemented a 2-year climate smart agriculture (CSA) pilot project in 3 secondary schools in the Lubombo region.

27. **International assistance and NGO actors**: The Eswatini Government receives international assistance from several donors. The government is developing an integrated social protection system with assistance from the European Union (EU) and other development partners. This system will ensure sustainability of social protection for all vulnerable groups in the country. Prior to this, the EU funded the FPE (from the US$120 million[48] development assistance provided in 2009-2014) focusing on Grade 1 level thus facilitating primary school enrolment. Japan has extended a grant of ¥1.143 billion (equivalent to E99 million) for the construction of twelve high schools in all regions of the country[49].

28. The major humanitarian issues over the evaluation period were the 2016 and 2017 El Niño drought response where USAID Office of Food for Peace (FFP) provided $6.6 million worth of emergency food and nutrition assistance through World Vision and WFP[50]. USAID also delivered cash transfers valued at $2.2 million to food insecure households during the 2018 lean season[51].

1.3. Evaluation Methodology and Limitations

29. The scope of the evaluation complies with the requirements of the ToR in applying the OECD/DAC criteria of relevance, effectiveness, efficiency, impact (contribution) and sustainability. The overarching question addressed by the evaluation is: *To what extent has the NSFP achieved the results outlined in the National Framework for Food Security in Schools (NFFSS) and other policy instruments?* This is answered through four specific evaluation questions (1) How appropriate was the National School Feeding Programme? (Relevance); (2) What is the extent to which the NSFP's objectives as defined have been achieved, and the extent to which outputs have led (or are expected to lead) to expected outcomes as planned? (Effectiveness); (3) What is the cost of implementing the programme and what are the main cost drivers? (Efficiency); and (4) What adjustments are required to enhance the impact of the programme and link it to local production through the home-grown school feeding model while increasing its cost-efficiency? (Impact and Sustainability).

30. These questions were expanded to include sub-questions guided by the evaluation criteria and are presented in the evaluation matrix **(Annex 5**). The evaluation matrix shows the analysis and indicators that were used to answer the questions; the main sources of information for this purpose; and how the findings on each question were triangulated. There was no need for additional resources to ensure the GEWE responsive methodology since two members of the ET have gender expertise. Gender dimensions were factored into the sub-questions where feasible, indicators for each Evaluation Question (EQ) as well as into data collection methods and analysis. The evaluation complied with all relevant ethical standards, including those concerning contact with children, as explained in **Annex 2, Volume 2 of ER** (Evaluation Approach to Ethics and Safeguards).

31. Data collection methods included the identification and gathering of all relevant documents, Key Informant Interviews (KII) with national and regional stakeholders, structured interviews for collecting school-level data (both qualitative and quantitative data), semi-structured interviews and focus group discussions (FGDs) conducted at the school level with the school committee members, cooks and children (data collection tools are in **Annex 3, Volume 2 of the ER**).

32. For the fieldwork, the ET selected a sample of 147 schools (consisting of both primary and secondary schools) out of 854 public schools distributed in four regions of the country (the detailed methodology and list of

[47] http://www.fao.org/3/a-ax460e.pdf
[48] Equivalent to E1,797,720,000 using the exchange rate on 08.08.19
[49] http://www.gov.sz/index.php/component/content/article/78-economic-planning-a-development/
[50] https://reliefweb.int/sites/reliefweb.int/files/resources/FFP%20Fact%20Sheet_Swaziland_05.07.18.pdf
[51] ibid

primary and secondary schools visited is in **Annex 4 and 5** respectively, **volume 2 of the ER**). There was a slight deviation between the planned and actual sample size. Initially, a total of 148 schools were targeted nationally, and 147 were reached during the structured questionnaire face to face interview survey. In all but the Shiselweni region, the target number of schools was met. This represents a 0.7 percent deficit of the sample, and the ET envisage that the results of the evaluation are still robust.

33. Thematic analysis was used to analyse qualitative data from structured and semi-structured questionnaires. Time series data on school enrolment and dropouts were analysed using a trend analysis while, descriptive analysis (particularly cost data) was disaggregated by commodity and analysed arithmetically to compute total cost per commodity per year.

34. Apart from the education indicators, the programme lacks baselines and targets for the indicators of interest against which to measure performance. Therefore, the ET was not able to provide detailed comment about the significance of observed levels of the indicators and/or changes in any of the indicators. In addition, the lack of continuous monitoring between the period 2010 and 2018 limits the ET's ability to assess performance of the programme over the review period.

35. Some indicators are not well defined, and lack means for verification. Take for example, the indicator "*number of schools with a functioning schools meals programme*" can be subject to many interpretations. In addition, the "*amount of food (kg) contributed by garden to school kitchen"* indicator has not been formulated well and is difficult to measure at a school level.

36. Due to a weak Monitoring and Evaluation (M&E) system, it was difficult to access data of good quality from WFP, MoET and NERCHA across the evaluation period particularly for informing the National Cost Assessment (NCA)[52]. Data on some variables (such as cost incurred at school level) was either an estimate or aggregation of several items. This affected the level of precision in the estimation of different cost categories and efficiencies since the bulk of costs fell in "other costs". Assessing changes in nutritional status of school-going children was limited by unavailability of credible data[53].

37. The team was not able to get transport cost data, or the distances covered by delivery trucks since some vehicles had non-functional mileage and/or were used for other purposes outside of school feeding. The ET applied proportions based on the statistics obtained from the school level survey. This approach may not be an accurate representation of the actual cost of transport, as it does not consider possible logistical inefficiencies. For example, the ET established that in some instances, trucks made two deliveries in one school per term.

38. Poor record keeping at school level prevented the derivation of the exact time (year) in which infrastructure such as kitchen or storage facilities were built or rehabilitated. Hence, only investments made during the evaluation period were considered for the current analysis. Overall, due to the methodology adopted for this evaluation, it was not possible to attribute changes in indicators only to the NSFP.

39. The ET could not get an updated map showing schools in Eswatini, the 2010 map provided did not include the 73 schools that were built between 2010 and 2018. The ET then relied on MoET regional nutrition inspectors and other informal sources of information for direction to the selected schools. Due to the remote location of some schools, access roads were not in good condition and this increased the travelling time between sites. To mitigate the time limitation, the ET and research assistants lodged within the regions where data was being collected.

[52] NCA is a methodology used to analyse operational costs incurred by the Eswatini NSFP. The NCA was used to determine the total cost of the programme and the relative weight of its components using data from national and school level sources.
[53] Available nutrition data in Hhohho region was not collected in a structured way and included a lack of clear methodology in terms of timing, frequency of measurement, sample size, age groups and sex

2. Evaluation Findings

40. This section presents the evaluation findings against the Evaluation Questions (EQs) and sub Evaluation Questions set out in the Evaluation Matrix presented in **Annex 5**.

2.1. Evaluation Question 1: Relevance

EQ 1.1: To what extent does the School Feeding Programme as currently designed and implemented complement other national policies and social protection instruments as envisaged in the NFFSS and the revised Education and Training Policy, 2018?

41. The NSFP is aligned to the National Development Strategy (2013-2022)[54] and its vision 2022[55] which emphasises sustainable economic development, social justice, political stability and human development through education and training for all. It is also aligned to the Poverty Reduction Strategy and Action Plan (PRSAP)[56] that focuses on universal primary education and social protection for vulnerable children. It is in line with the National Children's Policy (2009)[57] and the National Plan of Action (NPA) for Children (2011-2015)[58] that addresses key issues of: education; health; children with disabilities; care and support; psychosocial support; food security and nutrition; socio-economic security; and child protection and legal support. The programme is aligned to the revised education and training sector policy (2018)[59] which emphasises children's access to nutritious and well-balanced meals through universal School Feeding Programmes for all children in Eswatini.

42. By emphasizing health education and promotion, the NSFP is congruent with the key development goals contained in the National Schools Health Policy (2014)[60] as well as the Multi-Sectoral Strategic Framework for HIV and AIDS (2009-2014)[61] that identifies school feeding as one of the important mitigation measures for HIV and AIDS particularly for OVCs. The NSFP is aligned with the Education Sector Strategic Plan (2010-2022),[62] and its revised implementation framework, the Education and Training Improvement Programme 2018/19-2020/2021[63] with a renewed focus on quality and equitable learning especially in ECCE centres. The NSFP is one of the important social protection instruments[64] targeting children in schools and complements safety nets such as the Education Grant Scheme for OVCs which target orphans and vulnerable children to facilitate their access to education and the Neighbourhood Care Points (NCPs) operated at the community level where OVCs come daily to receive food.

43. The Eswatini Gender Policy (2010) provides guidelines for attaining gender equity. It commits Government to provide opportunities for quality education for all boys and girls and promotes strategies that prevent and eliminate practices that contribute to early dropouts from schools especially among girls. Although the programme's design is in line with the country's gender policy objectives, it was not informed by any gender analysis. Another gap lies in the fact that gender is not emphasised in the Inqaba Manual and the NFFSS results framework performance indicators are not gender disaggregated. Key Informant Interviews with regional stakeholders confirmed this general gap in gender mainstreaming in the programme. It was felt that, gender is considered only superficially in quantitative terms of numbers of boys, girls, women and men without much analysis and differentiation in age specific needs.

EQ 1.2: Are the (i) school meals (iii) school gardens and (iii) nutrition education provided in line with the needs (including dietary) of the targeted boys and girls in primary and secondary schools?

44. The food security of Eswatini's population, and children, is expressed in the key national development policies and strategies referred to above. Specific information of the food security needs particularly of

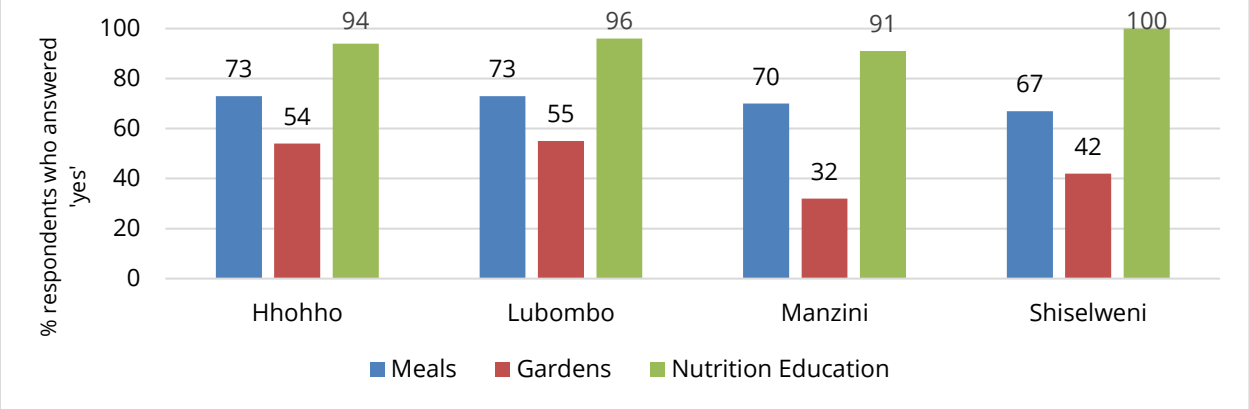
[54] Ministry of Economic Planning and Development (2013): Eswatini National Development Strategy (2013-2022)
[55] Government of Swaziland, 'Vision 2022: A Prosperous Middle-income Nation by 2030' (2006)
[56] Ministry of Economic Planning and Development (2007): The Swaziland Poverty Reduction Strategy and Action Plan
[57] Kingdom of Swaziland (2009): Swaziland National Children's Policy (Bantfwana Bangumliba Loya Embili), June 2009
[58] Kingdom of Swaziland (2010): National Plan of Action for Children (2011-2015)
[59] The Government of the Kingdom of Eswatini, Ministry of Education (2018): 'National Education and Training Policy',
[60] Ministry of Health (2014): Swaziland National School Health Policy- Creating Healthy Settings for Living and Working
[61] Swaziland Government (2008): The National Multi-Sectoral Strategic Framework for HIV and AIDS (2009-2014)
[62] Ministry of Education and Training (2010): The Education Sector Strategic Plan 2010-2022
[63] Ministry of Education and Training (2018): The National Education and Training Improvement Programme- 2018/19-2020/2021
[64] A detailed discussion of these instruments is found in: Blank L, Mistiaen E and Braithwaite (2012): Swaziland Using Public Transfers to Reduce Extreme Poverty. Social Protection and Labor Discussion Paper No 1411, The World Bank.

vulnerable children, including OVC, is generated by the Eswatini Central Statistics Office (CSO) through several monitoring and information systems such as the Demographic and Health Surveys, Household and Income Surveys and Multiple Indicator Cluster Survey (MICS). National surveys on food security, nutrition, poverty, health, water and sanitation are generated by sector ministries, the Eswatini VAC and other development partners such as UNICEF. Some of these sources are referred to in the NFFSS, which is the main design and implementation framework for the School Feeding Programme. The information generated by CSO and other sector-specific surveys shows the geographic, age, and sex distribution of a range of indicators.

45. From these documented sources above, the priority needs of targeted boys and girls revolve around high levels of malnutrition and micro-nutrient deficiencies that result in stunting. This is compounded by high poverty rates particularly in rural areas; high repetition and dropout rates; and the impact of HIV and AIDs and high levels of OVCs. As discussed below, the NSFP addresses these needs in various ways, thus indicating its relevance to the Eswatini context and the needs of school children.

46. **School meals:** Data triangulated from focus groups with school committees, children, cooks as well as KII with stakeholders at national and regional levels, confirm that school meals were tailored to meet the needs of the children. This was substantiated by school feeding focal teachers/head teachers in both secondary and primary schools (**Figure 3**).

Figure 3: Percentage of respondents stating meals, gardens and nutrition education are in line with needs of boys and girls in primary and secondary schools



Source: Survey data collected at school level

47. In Hhohho region, 73 percent of respondents (primary and secondary schools combined) believed that meals are in line with the needs of boys and girls. Only 54 percent of respondents believed gardens are in line with the needs of boys and girls, while 94 percent believed that nutrition education is in line with the needs of boys and girls. The disaggregated (by school level and region) perception analysis of the relevance of school meals, nutrition education and gardens to the needs of boys and girls is presented in **Annex 6, Volume 2 of the ER**.

48. The school meals are known to promote school attendance by motivating children to come to school and improving concentration in class, thus addressing a priority need in relation to girls and boys of primary and secondary school age. The food security needs being met by school meals were reported to be those of children coming from poor families, child headed households, OVC and children on antiretroviral treatment (ARV) for HIV. The food ration itself although generally appropriate, was not perceived as sufficiently diversified to meet the necessary dietary requirements as it largely lacked vegetables and fruits. The children described the meal as not meeting all the three basic food groups (locally described as *Emaseko lamatsatfu*).

49. **School gardens**: were designed to achieve sustainable food production and dietary diversity of the meals provided by Government and partners in schools. Schools are required to have a garden with a minimum of 0.25 hectares (ha) dedicated to providing a stable source of vegetables,[65] which is in line with the nutrition needs of the children. Some elements of the design,[66] particularly assumptions around establishing school feeding gardens were ambitious to start with and proved challenging across all regions. As prerequisites for

[65] National Framework for Food Security in Schools, 2013 page 18
[66] Key requirements for school gardens are presented in the National framework for food security in Schools, 2013, page 19

success, the design of gardens assumed full-time and active involvement of the head teacher; and considerable participation of communities, teachers and students. Discussions with informants at the school level revealed a low level of engagement amongst school committee members, teachers or students. There is a mixed picture when it comes to school level perspectives on the design of gardens (**Figure 3**), with fewer respondents answering in the affirmative compared to the school meals and nutrition education components.

50. **Nutrition Education**: complements the school meals and gardens by making sure whatever food is available provides nutritional benefits to the children. This is implemented in two ways: (i) training and monitoring of cooks and all partners involved in food handling; and (ii) teaching nutrition education in schools as a life skill. Nutrition education[67] as part of the science and consumer science curriculums at primary school level has produced excellent results in terms of knowledge transfer. School children across all regions and particularly in primary schools demonstrated high levels of understanding and knowledge of the subject. The school committee members and the cooks also demonstrated an equally good understanding of a balanced diet and associated key determinants such as the importance of good sanitation and hygiene. All the above was further confirmed by the high levels of respondents across all regions (**Figure 3**) who affirmed the relevance of nutrition education to the needs of school children.

EQ 1.3: Was technical assistance provided by WFP relevant/appropriate to the needs of the MoET at different levels?

51. WFP technical assistance under the WFP-NERCHA bilateral agreement[68] covered procurement,[69] capacity building and monitoring and evaluation (M&E) of NSFP activities. WFP worked with NERCHA and partners to provide a daily meal to school-going children thereby encouraging attendance at school and contributing to improving their nutritional status. Based on the terms of reference outlined in the bilateral agreement and KII with national stakeholders, this TA was appropriate to the needs of the MoET and NERCHA.

52. WFP's support towards procurement of commodities was appropriate due to its proven expertise in logistics and procurement of food in a manner that is cost-efficient, timely and appropriate to beneficiary needs. However, most informants perceived the quality of the technical assistance to have been poor. There were concerns raised over the type and quality of beans procured by WFP. Procurement of red kidney beans[70] without prior education and awareness was considered by informants as culturally insensitive and inappropriate. Due to the perceived poor quality of beans, many of the schools commented on the long cooking times required. WFP organized workshops to address these challenges, and this was helpful to some extent although the increased fuel required as well as time was still an issue[71].

53. Capacity building of government in logistics, procurement, monitoring and evaluation was appropriate in creating ownership and sustainability of the NSFP. The extent to which this occurred was mixed, as reported in a previous evaluation[72] and detailed in Section 2 on effectiveness. WFP had planned to hire two staff members to work within MoET to support the project's implementation, management and monitoring and evaluation (M&E). However, these activities were not implemented due to the delay in the disbursement of funds from NERCHA which resulted in a need to reprioritize activities. As a result, many of the capacity building activities including the secondment of staff members were not implemented.

54. The decision by WFP to sub-contract Save the Children Swaziland[73] for Monitoring and Evaluation activities was appropriate for tracking progress in implementation and delivering on recommendations of previous evaluations already mentioned. According to the Field Level Agreement (FLA), data to be collected was to include that on enrolment, attendance, food preparation, consumption and storage, rations used and community participation. The ET did not get documentation or monitoring reports in order to make any

[67] The curriculum in schools encompasses basic health and hygiene such as hand washing and use of toilets (NFFSS, p 20)
[68] NERCHA and WFP Bilateral Operation Agreement, 2013
[69] WFP assisted NERCHA with procurement, transport and delivery of 2,550.09 mt of food (748.2 mt rice, 748.2mt small kidney beans, 63.39 mt vegetable oil and 990.3 mt maize
[70] instead of the agreed small kidney beans
[71] Operations Evaluation Report on Swaziland Development Programme 200422: Support to children and students affected by HIV and AIDS and Component 1 of Swaziland Development Programme 200508: support to community-based volunteer caregivers of children affected by HIV and AIDS 2013-2014
[72] ibid
[73] Field Level Agreement between WFP and Save the Children Swaziland regarding monitoring of WFP Assistance Programme (WFP bilateral project number 200566), 2014. The contract duration was 1 February 2014 to 30 April 2014.

conclusions about performance in this area. This was further reinforced by findings from KIIs and FGDs in which respondents reported on several weaknesses in the M&E system of the programme.

EQ 1.4: What adjustments (if any) permanent or temporary have been made to the School Feeding Programme? To what extent did the adjustments of the NSFP remain aligned at the time and/or over time to Government priorities and policies and to the needs of the boys, girls, men and women?

55. According to various programme related documents including on the El Niño drought response,[74] NERCHA and MoET Memorandum of Understanding (MoU),[75] bilateral agreement between NERCHA and WFP explained above, the NFFSS[76] and supported by key informant interviews, the NSFP has undergone both permanent and temporary design adjustments over the evaluation period as reflected in **Table 3**. All the adjustments are aligned to Government priorities of improving the efficiency of the NSFP.

Table 3: NSFP design adjustments

Year	Type of adjustment	Component adjusted	Reasons
2010	Contracting of NERCHA to manage procurement on behalf of MoET	Changes in procurement procedures	Handover from WFP To address long procurement procedures within government
2013-2014	Bilateral agreement between NERCHA and WFP	Changes in procurement procedures	Advantages of bulk buying WFP's proven experience in logistics and procurement
	Introduction of red kidney beans in the ration	Type of beans served in school meals	Shortages of beans on the market during lean season
2016-2017	Introduction of the breakfast meal for one term	Number of meals served increased to two	In response to the impacts of the 2015/16 El Niño induced drought
2018	Introduction of Home-Grown School Feeding (HGSF) pilot	Introducing decentralized and local procurement	Improving nutritional content of the food basket; provide dietary diversity and support to smallholder farmers

Source: Data synthesised from stakeholder consultations

Box 1: Key findings and conclusions – Relevance

The NSFP is fully aligned and coherent with the national policies and strategies and appropriate to the needs of the boys and girls in primary and secondary schools.

- The NSFP is fully coherent with the country's overarching development policies (National Development Strategy and Vision 2022), children's policy and NPA as well as those on education, school health, including gender equality and women empowerment dimensions.
- The programme components were generally all designed in line with the needs of boys and girls in primary and secondary schools, although the quality of their implementation is mixed. Nutrition education as part of the science and consumer science curriculums was in line with needs of children. School meals are not sufficiently diversified and are deficient in micro-nutrients, such as those found in vegetables.
- The evidence on gardens is mixed. Most respondents, particularly in secondary schools believe gardens were not designed in line with the needs of boys and girls. The design of gardens was ambitious, and their implementation is proving difficult across all regions because of the assumptions that are not holding true - that all teachers, children and school committee members would be involved.
- WFP's technical assistance in logistics and procurement of commodities, monitoring and evaluation was relevant to the needs of MoET and NERCHA. According to most informants, the extent to which the technical assistance was delivered was poor. The delayed release of funding resulted in several setbacks in the type and quality of beans procured, and the extent to which capacity building and monitoring and evaluation activities were implemented.

[74] NDMA, 2017: Swaziland Drought Response Learning Event Report
[75] Memorandum of Understanding between NERCHA and MoET for HIV/AIDS programme, 2009. This has been renewed annually through a signed addendum
[76] National Framework for Food Security in Schools, 2013, page 14

- The programme adjustments made over the evaluation period were appropriate and in line with government policies and priorities. These served to address capacity gaps in logistics and procurement, responded to climate shocks (El Niño induced drought) and realigned to the specific nutrition needs of the children and general development of the country through the introduction of the HGSF.
- Although in line with the country's gender policy objectives, its design was not informed by any gender analysis. Gender is not emphasised in the Inqaba Manual and NFFSS. Informants consulted supported the need for strengthening gender mainstreaming in the programme.

2.2. Evaluation Question 2: Effectiveness

What is the extent to which the NSFP's objectives as defined have been achieved, and the extent to which outputs have led (or are expected to lead) to expected outcomes as planned?

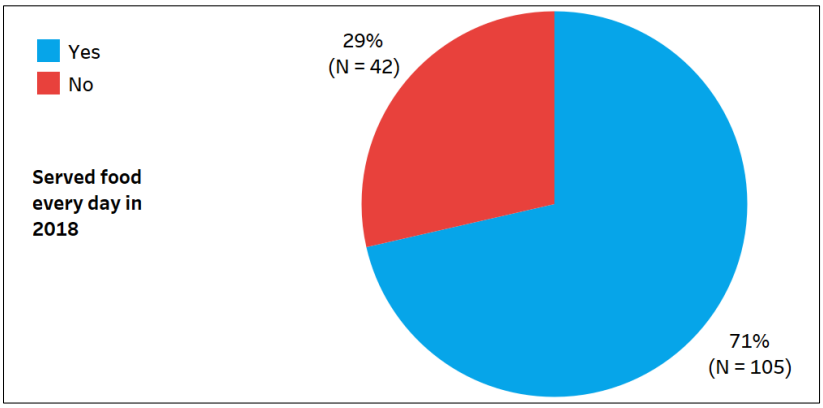
EQ 2.1: Has the NSFP achieved the intended outputs and outcomes for targeted women, men, boys and girls over the period under review?

56. This section presents findings of the extent to which outputs and outcomes were achieved, based on the indicators of the NSFP results framework and reconstructed theory of change (**Annex 2** and **Annex 3** respectively). As discussed in section 1.3, assessing the attainment of the planned outputs and outcomes has a general limitation of a lack of baseline data and targets for most indicators. Against this limitation, the ET, with assistance from MoET, WFP CO and partners, used all the available information to answer the Evaluation Question (EQ). Information presented is based on the findings from literature review, the school level quantitative survey and qualitative interviews at national, regional and school levels.

Outputs and activities

57. *Students provided with healthy meals throughout the year:* this is measured by number of meals served per academic term. The provision of meals to school children was largely accomplished, with most schools (71 percent) able to serve meals every day in 2018 as reflected in **Figure 4**.

Figure 4: Proportion of schools (primary and secondary) that served meals every day in 2018



Source: Survey data collected at school level

58. Of concern are the 29 percent of schools that did not serve meals every day during the same period. The reasons for not providing meals every day include: logistical challenges (no money for transport, late delivery of food); inadequacy of food (maize or rice and/or food ran out before end of term), lack of supplies (e.g. salt, firewood) and others (school policy not to serve meals on Fridays, cook was sick, theft of commodities). The detailed analysis of schools per region and average number of days during which meals were not served is provided in **Annex 7, Volume 2 of the ER.**

59. When it comes to the quality of meals served, the NSFP food ration is standard to all age groups, levels of education and for both half and full day schools. It consists of maize grain (processed into mealie meal or samp at the school level) or rice (150g/child/day), pulses (beans at 40g/child/day), vegetable (sunflower) oil

(7.5g/child/day), and peanut butter (no ration size provided). The FAO/WHO/UNU[77] expert recommended daily requirements of energy, protein and fat requirements for different education levels, ages and gender are shown in **Table 4**. These requirements provide a general standard within which school feeding rations can be planned.

Table 4: Recommended macro-nutritional requirements rations for half-day schools

Education Level	Daily Recommended Requirements			Estimates of Daily RNI (Boys and Girls) for planning school feeding rations		
	Age (years)	Boys *(Kcal)*	Girls *(Kcal)*	Energy *(Kcal)*	Protein *(g)*	Fat *(g)*
Pre-primary (ECCE)	3 to < 6	1360	1240	1300	33 - 49	22 - 43
Primary	6 to 12	1930	1780	1850	46 -69	35 - 62
Lower Secondary	12 to 16	2870	2400	2600	65 -98	44 - 88

Source: WFP, 2010: Food Baskets and Ration Composition for School Feeding Programmes – update Feeding Service Work in Progress page 8.

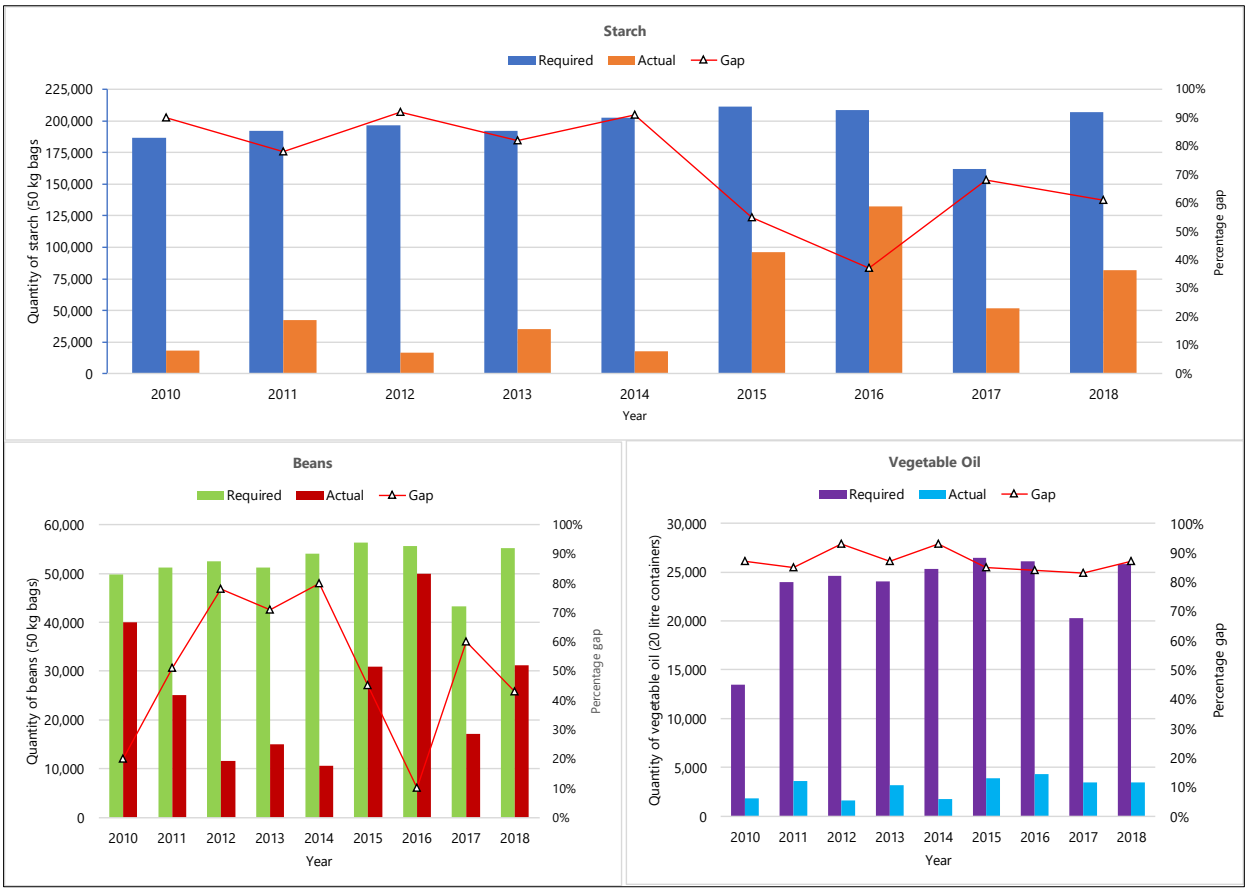
60. When benchmarked against international standards referred to above, the Eswatini NSFP ration size falls short of meeting the nutritional requirements for growth and development for the different age groups and gender. Fieldwork observations showed that portion sizes vary by school and cooks. In most schools, cooks spoke of having to limit portion sizes due to food shortages. The meals generally lacked diversity in foods rich in micro-nutrients and the children described them as being monotonous without much variety.

61. *Schools provided with the correct amount of food for school meals:* This indicator is measured by amount of food delivered per school. Ideally, the quantities of commodities needed for each school are planned according to enrolment data and based on an average number of school days per term. In practice, estimation of Eswatini school feeding beneficiaries have been determined by yearly funding allocations to the NSFP and not necessarily by enrolment data. Against these funding constraints, the planning was done consistently over the evaluation period, coordinated by the national MoET nutrition unit. It is partly for this reason (of funding constraints) that the schools are not involved in the calculation and determination of food needs. Informants at the school level, said they did not know the exact amount of food to be delivered until the time it is collected or reaches the school (see the perception analysis of NSFP in **Annex 8, Volume 2 of the ER**).

62. Over the 8-year period, the programme was not been able to procure enough quantities to cover the food needs of all school children. There have been significant gaps between quantities of commodities required to feed school children against those procured (**Figure 5**). As evidence of this, the average procurement gap across all food commodities is above 50 percent, with vegetable oil at 87 percent, starch at 73 percent, beans at 51 percent on average.

Figure 5: Quantities of starch, beans, vegetable oil required versus actual and procurement gap (2010-2018)

[77] FAO (Food Agriculture Organisation), WHO (World Health Organisation), UNU (United Nations University)



Source: NERCHA, MoET (Nutrition Unit) and WFP records

63. In the two consecutive years (2015 and 2016) the increase in the government budget (**Annex 4**) in response to the El Niño induced drought correlated with a pronounced reduction in the gaps of commodities procured against requirements (**Figure 5**). This was most significant in 2015 when the government budget was increased by 108 percent leading to a reduction in gaps for starch of 38 percent, beans 35 percent and vegetable oil 8 percent. This demonstrates that an increased budget allocation is a necessary requirement to meet the objectives of the NSFP.

64. Schools visited did not have consistent records on quantity of commodities received over the 8-year period. Hence, the ET used the most recent data (2018) collected at the school level. **Table 5** below provides number and proportion of schools that received the prescribed ration per child[78] in the sampled schools in 2018. Of the sampled schools, only 2(1.5 percent) received the prescribed amount of starch, 7(5.1 percent) received the prescribed amount of beans, and none received the prescribed amount of vegetable oil per child. This shows significant inadequacies in the rations received per child in 2018 and is a further reinforcement that the quantities procured do not meet the food needs of all school feeding beneficiaries. This finding suggests that schools were not provided with the correct amount of food for school meals in 2018. It also strengthens the reason why cooks reduce portions served per child as discussed in para 60 above.

Table 5: Schools that received the prescribed ration in 2018

Commodity	Number of schools	Number/percentage of schools that received prescribed ration/child in 2018
Starch	136	2 (1.5%)
Beans	136	7 (5.1%)

[78] This was calculated by taking the quantity of each commodity received in 2018 to grams (for starch and beans) and millilitres for vegetable oil, dividing by the number of pupils, and finally dividing by the total number of school days.

Vegetable oil	133	0 (0%)

Source: Survey data collected at school level. **Note:** for this analysis, the ET eliminated observation with missing data, hence the number of schools are less than the sampled schools.

65. *Degree of girls' and boys' satisfaction of food prepared in the kitchen (from low to high):* The feedback from children[79] on their degree of satisfaction (in terms of quantity and quality) of food prepared was mixed (**Box 2**). Out of the 11 FGDs conducted with children, it is only in 6 (all secondary schools), where the children reported that they were highly satisfied with the quantity and quality of meals served. In most schools (11 Primary) this was not the case, as presented in **Box 2**. The perspectives were similar for both boys and girls.

Box 2: Perspectives of children on their satisfaction of food prepared in the kitchen

*Perspectives of children **satisfied** with meals prepared in the kitchen*

- Food served is enough and filling
- All three basic food groups are provided
- The cook is smart and clean
- The food is presentable
- The menu was diversified only until 2018. In 2019, it is monotonous

*Perspectives of children **not satisfied** with meals prepared in the kitchen*

- Rations served per child are not enough. "We are not satisfied especially boys"
- Quantity served is little and not filling
- Depends on cooks and those serving- there is favouritism because some pupils get more than others
- Portion size is the same for all grades and ages
- Meal does not meet all nutritional requirements- no protective foods such as vegetables
- Sometimes beans have stones and foreign material (e.g. cockroaches) and are not well-cooked
- Sometimes there is no salt
- The menu is monotonous -mainly rice and beans (R&B), samp and beans, samp only

Source: Synthesised from FGD with children

66. The ET observed schools (mostly in urban areas[80] and largely secondary schools) offering a diverse diet of vegetables, milk and meat and often guided by a written down menu or recited by the cook. This demonstrates good practice and an achievement for the NSFP. The diversity of meals provided appeared to depend on good leadership of the Head Teacher, knowledge and skills level of cooks, the location (urban/rural), level of education (primary/secondary), the level of community participation and timely delivery of food commodities.

67. Although daily food preparation guidelines and standards[81] exist, consultations with cooks and observations showed inconsistencies in calculating quantities used in the preparation of meals. In most schools, cooks do not have a consistent menu or reference book for menu options. Consequently, both limitations result in inconsistent portion sizes and quality of meals served across schools.

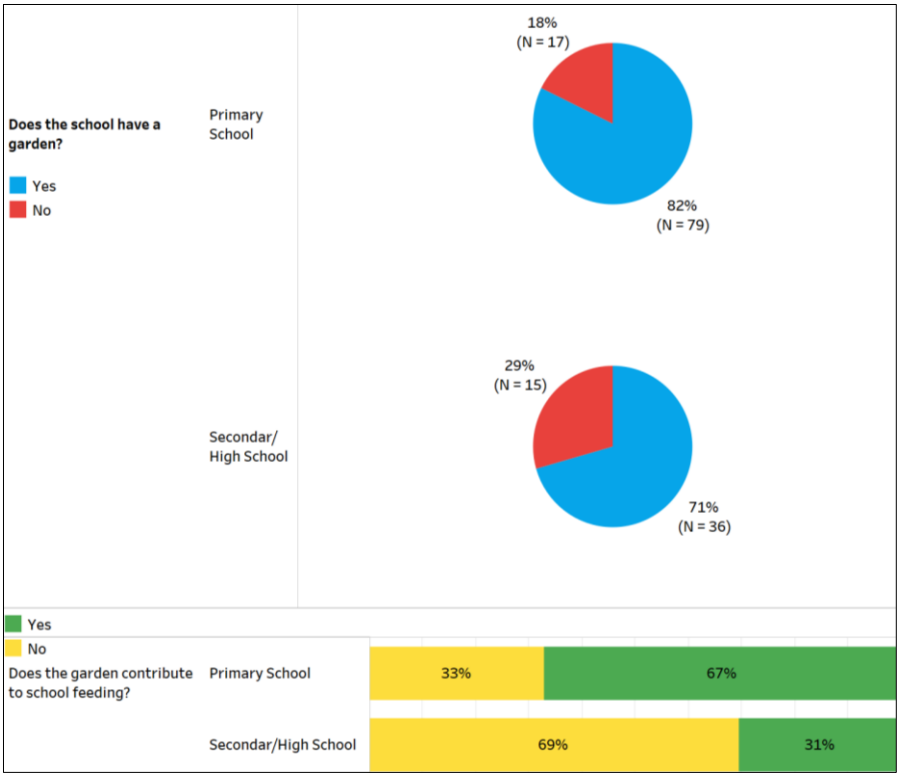
68. Cooks spoke of situations when food ran out before children could be served. This was said to be caused by some children, especially boys, receiving more than one serving (due to bullying and lack of supervision). In other cases, this was due to cooks preparing less food than required in order to economise on supplies, or when ingredients and supplies such as salt and firewood ran out.

69. *School gardens providing dietary diversity to school meals:* Most sampled primary and secondary schools have gardens. Survey results show that 82 percent of primary schools have a garden and in 67 percent of these schools, the food produced contributes to school meals (**Figure 6**). The proportion of secondary schools with gardens is slightly lower (71 percent) and so is their contribution to school meals. The average size of the gardens is 1,7 ha in both primary and secondary schools, which is way above the recommended size of 0.25ha.[82] It was impossible to establish the amount of food in kilograms (kgs) contributed by the gardens to the school kitchen. According to informants, the extent to which gardens contribute to school feeding is relatively small and

[79] From the 17 FGD conducted with children in the schools representative of all the four regions.
[80] Urban schools are generally better resourced.
[81] Inqaba Manual page 27-27 and National Framework for Food Security in Schools, 2013, page 17
[82] National Framework for Food Security in Schools, 2013, page 18

inconsistent. Vegetables, maize and beans were the common foods provided to the school kitchens. When in season, these foods provide some dietary diversity and better nutritional intake for the school children.

Figure 6: Proportion of schools with gardens and their extent of contribution to school meals



Source: Survey data collected at school level

70. These findings are similar to those of a previous evaluation[83] which found that 30 out of 50 sampled schools produced part of the food consumed by students and 35 schools provided balanced meals for the children.[84] Past research[85] has also emphasised the importance of school gardens in contributing to the availability of food, mainly through take home rations, transfer of knowledge and skills and contributions to improving food security in general.

71. The challenges around having functional gardens identified by informants converge around: Lack/shortage of water; limited land, non-availability of inputs (equipment, seeds, fertilisers, fencing material) and general labour constraints as they rely on a few students taking agriculture as a subject. The underlying constraint identified by many, was the fact that gardens have not been fully embraced by schools and communities as being part of the NSFP.

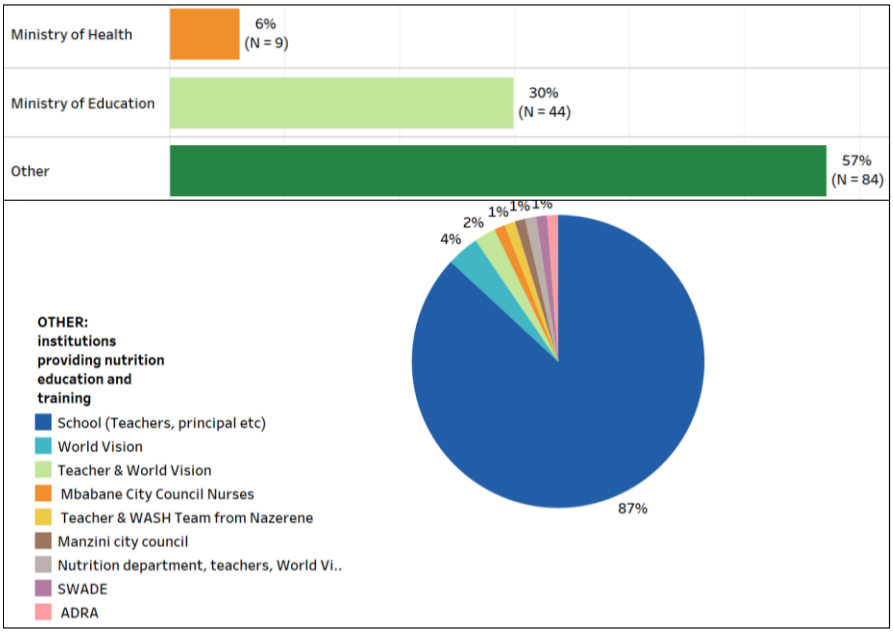
72. *Students, teachers, cooks and communities trained on nutrition and health:* The NSFP has had high levels of achievement in nutrition and health education especially at primary school levels. Almost all respondents (98 percent) perceived nutrition education as very important. Schools offer nutrition education which is embedded in several subject curricula mainly life skills, consumer science, agriculture and career guidance. Most of the training is provided by other partners, followed by the Ministry of Education and then Ministry of Health as shown **Figure 7**. The results show the importance that schools play in the provision of nutrition education particularly by teachers, principals and others.

[83] Operations Evaluation Report on Swaziland Development Programme 200422: Support to children and students affected by HIV and AIDS and Component 1 of Swaziland Development Programme 200508: support to community-based volunteer caregivers of children affected by HIV and AIDS 2013-2014

[84] Government of the Kingdom of Swaziland, 2012: Evaluation of the process, impact, efficiency and effectiveness of the Swaziland Child Friendly Schools (CFS) process- (INQABA).

[85] Zgarka, S and Di Biase V, J, 2012: Education and Food Security: A case study on school gardens in the Kingdom of Swaziland.

Figure 7: Institutions providing nutrition education training in schools



Source: Survey data collected at school level

73. The topics covered comprise hygiene, food handling and preparation, healthy eating, food safety and storage as well as diseases. Focus group discussions with children corroborated this finding as they exhibited a high level of knowledge on the issues.

74. A greater proportion of schools (78 percent) had at least one personnel working on or supporting the school feeding (mainly cooks and focal teachers) trained in nutrition education, while the rest reported not having had anyone trained in the same. The level of training amongst the cooks was however mixed. Some cooks had received training in the past three years, while others expressed a lack of training. Apart from recollections from informants consulted, the programme does not have a record of past training events within which the ET could assess progress in this area.

75. Regarding hygiene, nutrition and dietary awareness, the NSFP had a very important achievement. When asked during focus group discussions, most students could name good nutrition and dietary practices. It was evident during the fieldwork that children, parents/committee members had received clear hygiene and nutrition messages, thanks to the constant reminding of teachers during assembly and through health clubs and the work of other partners.

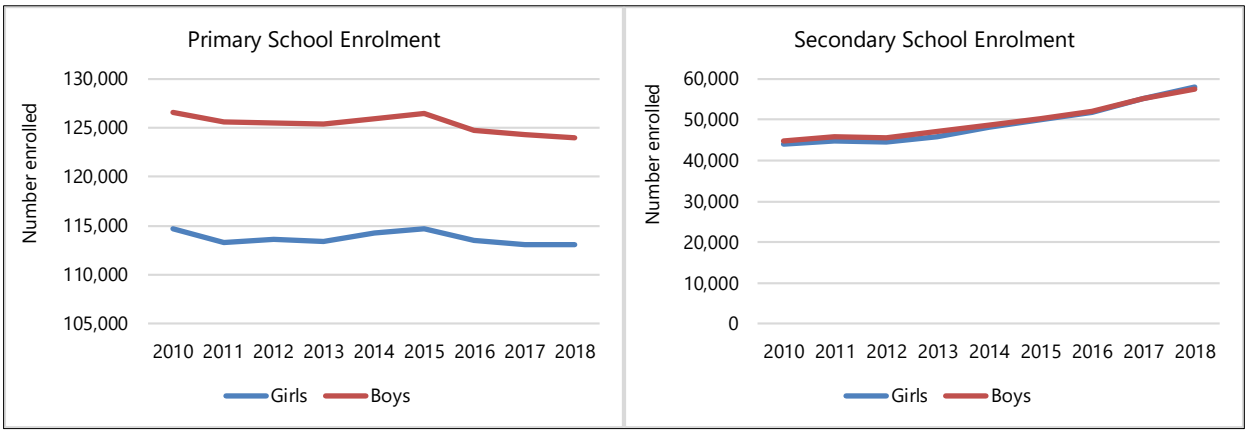
Attainment of outcomes

76. This section covers the three main outcome areas that were identified for the NSFP: increased enrolment; increased attendance; and improved nutrition among school going children.

77. *Increased enrolment of girls and boys over three years:* measured by number of students enrolled at the beginning of each year. While levels of enrolment are supposed to be assessed over three years, **Figure 8** provides data over a nine-year period. **Figure 8** reflects a relatively stable primary school enrolment, over the evaluation period for both boys and girls. There are more boys enrolled in primary schools than girls. A slight dip in 2015 primary enrolment could have been due to poor household food conditions caused by El Niño induced drought[86]. Since 2010, there has been an upward trend in secondary school enrolment for both boys and girls.

Figure 8: Number of boys and girls enrolled in primary and secondary schools (2010-2018)

[86] Swazi VAC Annual Vulnerability Assessment, July 2016 page 3



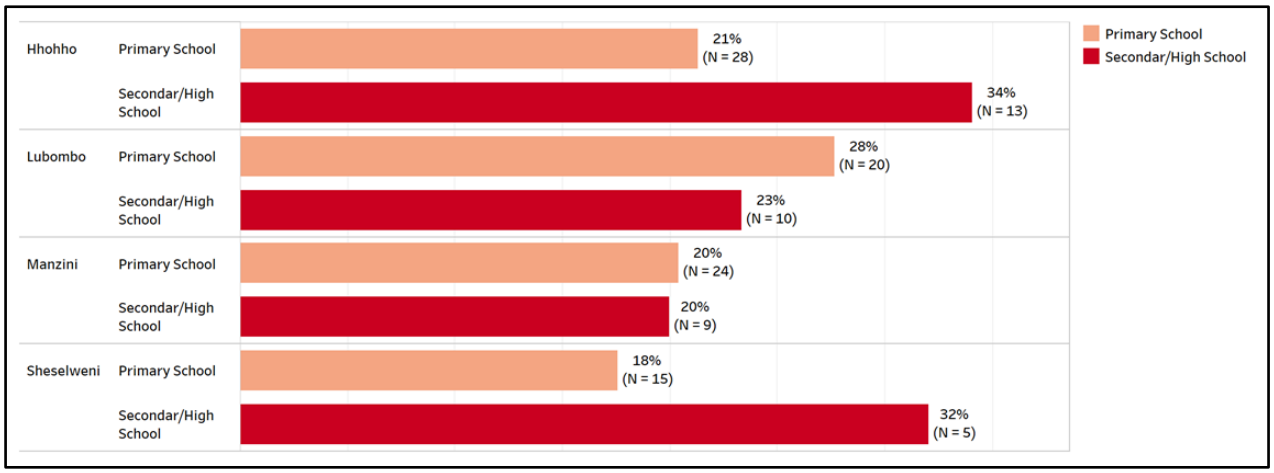
Source: Data from MoET, EMIS

78. Perspectives gathered from school committee members, teachers and various stakeholders, show that school meals are a reason that children attend school, and allow most households, including the poorest, to continue to enrol their children. The same informants also agree that NSFP is part of the various interventions implemented within the Inqaba framework that collectively contribute to education and other outcomes. As a result, the changes in enrolment over the years cannot be solely attributed to the NSFP.

79. Increased attendance by enrolled students: measured by percentage of children absent for 3+ days a month. **Figure 9** below presents the proportion of children in primary and secondary schools per region, who were absent 3+ days per month in 2018.[87] A larger proportion of children in secondary schools were likely to be absent for 3+ days in 2018 compared to primary schools. In addition, a larger proportion of boys were likely to be absent for 3+ days in 2018 compared to girls for both primary and secondary schools (**Figure 10**). School head/focal teachers linked absenteeism among boys to dagga farms which created work opportunities for them, while that for girls was mainly because of lack of personal hygiene care items (e.g. sanitary pads).

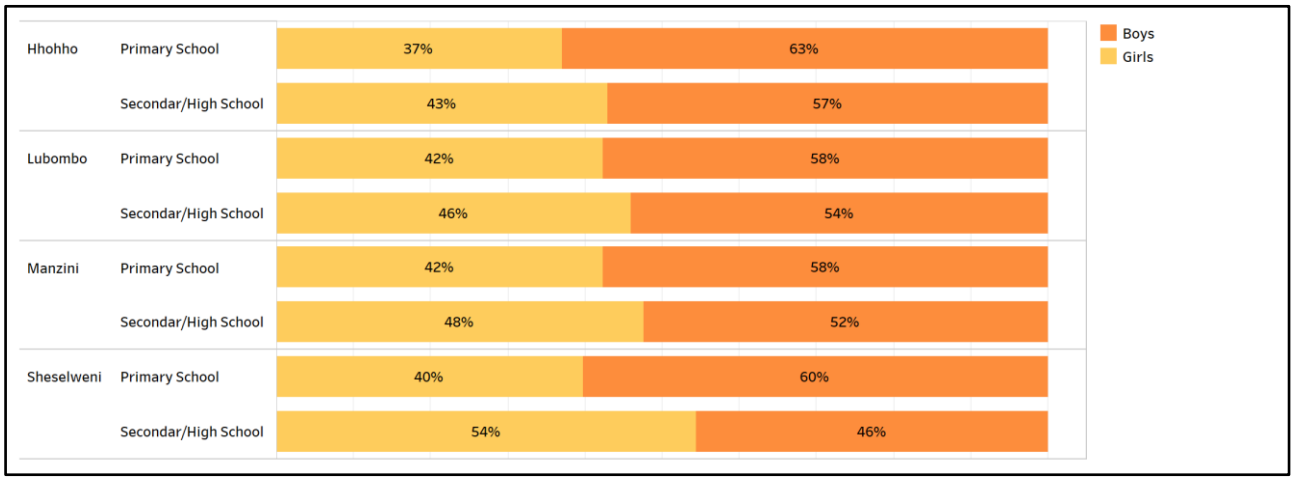
Figure 9: Average percentage of children per region that were absent for 3+ days per month in 2018

[87] a proportion (% of enrolment) across all school terms of those who were absent for 3+ days in a month



Source: Survey data collected at school level

Figure 10: Average percentage of primary and secondary school boys and girls absent 3+ days/month in 2018



Source: Survey data collected at school level

80. In the absence of targets, the indicator does not allow for a meaningful conclusion about changes in attendance. There is also insufficient evidence from the survey to specifically link levels of attendance collected for 2018 with the School Feeding Programme.

81. *Improved nutrition among school going children:* measured by percentage of undernourished children using MUAC/BMI. Anthropometric assessments in schools are currently being conducted by the Ministry of Health using the National School Health guidelines[88] in Hhohho region. This is an important progress towards understanding the nutritional status of school children. However, there are limitations in using the data to generate a conclusion on improved nutritional status among school going children. Assessments are currently not done consistently in terms of tracking children of different ages, gender and between years and within the same schools.

82. As part of promoting health in schools, the Ministry of Health successfully conducts regular deworming exercises. School-based deworming has been found to be a very low-cost and cost-effective way of improving education outcomes and nutrition.[89] Survey results show that the Ministry of Health offered deworming tablets to all school children at least once in 2018. Deworming, especially provided alongside school meals, plays an important part in reducing the prevalence and intensity of worm infestation in children and enhances their nutritional status.[90]

[88] Ministry of Health/MoET, 2018: Swaziland National School Health Guidelines 2018
[89] Bundy D et al., 2009: Rethinking school feeding: Social Safety Nets, Child development and the Education Sector
[90] ibid

EQ 2.2: How effective is the management of school feeding in terms of logistics, food handling, monitoring and evaluation, provision of complimentary services?

83. NSFP supply chain entails the planning, procurement, transportation, storage and distribution of food to schools and involves several stakeholders distributed along the chain (see ET's schematic representation of the supply chain in **Annex 9, Volume 2 of ER**). The NSFP achieved consistent implementation in terms of planning, sourcing and procurement of commodities over the evaluation period. Exceptional success was recorded during the planning and implementation of the breakfast meal in 2016/17. All informants praised the agility and flexibility of the programme in adapting to the changing context (drought).

84. **Planning**: Planning and calculation of school feeding beneficiaries is being managed effectively within the constraints of limited funding and its untimely release from treasury. Going forward, there is room for involving schools in determining quantities required for the programme.

85. **Tendering and procurement**: The tendering and procurement of basic food commodities (maize, pulses, vegetable oil, peanut butter and rice) is managed at a national level by NERCHA using a tender system governed by the Public Procurement Act No.7 of 2011. The release of funding by Government triggers the tendering process which usually takes a month including advertising, adjudication and awarding of tender to a relevant supplier. Stakeholders consulted are satisfied that once the tendering process starts, it is quick, fair, transparent and enforces quality standards on commodities[91] expected to be procured by suppliers. Once the supplier has been selected, NERCHA's role reduces to that of oversight and ensuring timely processing of payments to suppliers against proof of delivery to schools. Besides managing the tendering process and selection of suppliers[92], NERCHA is supposed to submit yearly financial reports to MoET and hold regular progress meetings in between. Consultations revealed that, meetings between NERCHA and MoET were spaced far apart and irregular, which may create grounds for complacency and non-accountability amongst partners. For example, the ET had access to only 2 financial reports over the evaluation period and no progress and performance reports of NERCHA and suppliers were available for review.

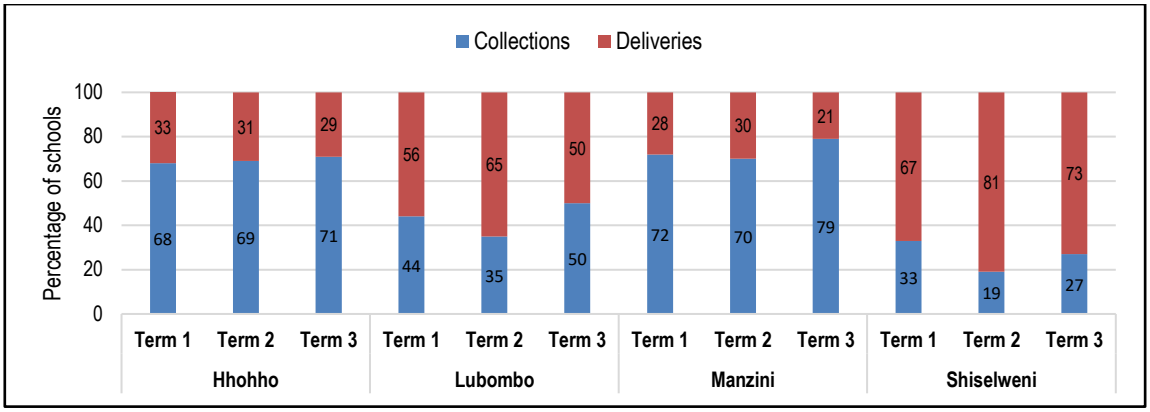
86. The MoET through regional inspectors are responsible for conducting spot checks to ensure suppliers comply with quality standards. The MoET reported incidences where quality of rice and beans delivered in some schools was different from the samples provided during the tendering process, necessitating a recall and replacement of commodities by the suppliers. More is still required on the part of MoET, when it comes to warehouse inspections and monitoring in order to eliminate these incidences of non-compliancy by suppliers.

87. **Transportation and distribution to schools:** Under normal circumstances, food commodities are supposed to be collected by MoET from suppliers' regional warehouses and delivered to all primary and secondary schools using government trucks. In practice, a greater proportion of schools collect their food supplies due to delays in deliveries especially in rural and hard to reach areas**. Figure 11** reflects the status of maize deliveries and collections by both secondary and primary schools for the three terms in 2018. Apart from Lubombo and Shiselweni regions, there were more maize collections than deliveries across all terms in 2018, which demonstrates the inefficiencies in the current distribution mechanisms.

Figure 11: Maize collections versus deliveries in schools for 2018

[91] Shortlisted suppliers are supposed to submit samples of commodities for testing by the Swaziland Standards Authority (SWASA) before a tender can be awarded.

[92] The tendering reports are closed documents and the ET could not have an independent assessment of the process.



Source: Survey data collected at school level

88. Survey results indicate that, of the schools that got their food delivered, almost all of them (more than 90 percent of schools) received the supplies after schools had opened in all the three school terms. **Table 6** shows the average delivery period for maize for the three terms. This suggests an average delivery waiting period of about a month after the schools have opened in all the three terms. Detailed data shows that the minimum delivery waiting period for some schools is two weeks while the maximum waiting period recorded in the survey was three months (**Annex 10, Volume 2 of ER**).

Table 6: Delivery period in days for maize experienced in 2018

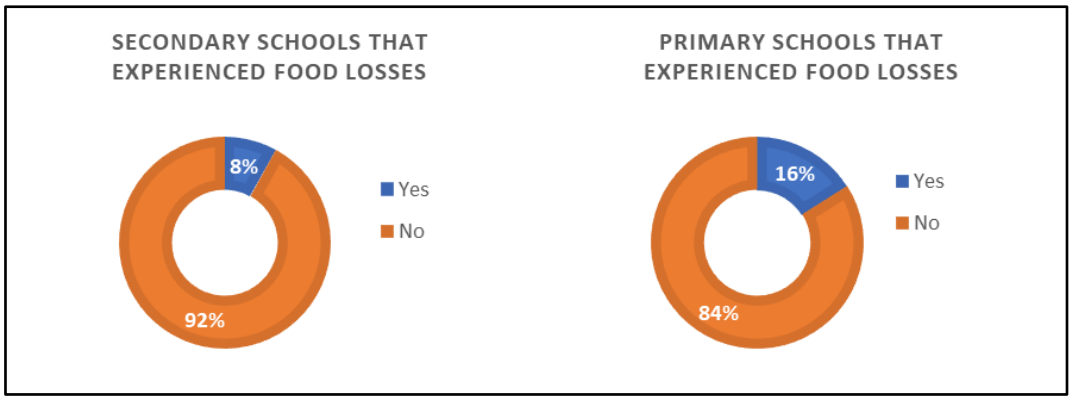
	Number of Schools	Average delivery waiting period (days)
Term 1	39	28
Term 2	44	30
Term 3	27	32

Source: Survey data collected at school level

89. Stakeholder consultations point to two main reasons behind long delivery periods. Firstly, the late release of funds triggers delays in procurement and this subsequently trickles down to the rest of the supply chain. Secondly, school feeding trucks are overstretched as they are assigned other duties - a reflection of competing priorities within Government, in terms of allocation of transport. It is partly for this reason (of overuse) that school feeding trucks usually break down causing a lot of delays and forcing schools to collect their supplies. Informants at the school level cited cases where government drivers demanded favours in exchange for timely deliveries to schools, presenting another hidden cost at the school level.

90. **Food handling**: Poor food handling as well as storage facilities can result in food losses along the supply chain. Most secondary (92 percent) and primary (84 percent) schools reported not having experienced food losses in 2018 (**Figure 12**). This finding could not be substantiated due to lack of records of food losses at the school level. Of the schools (8 percent in secondary and 16 percent in primary) reporting food losses, this happened more at the school level than warehouses. Maize and beans were the most exposed to losses through theft, mould and infestation of rodents, insects and other foreign material. As observed during fieldwork, the way food is stored is inconsistent across schools.

Figure 12: Estimated food losses at school level in 2018



Source: Survey data collected at school level

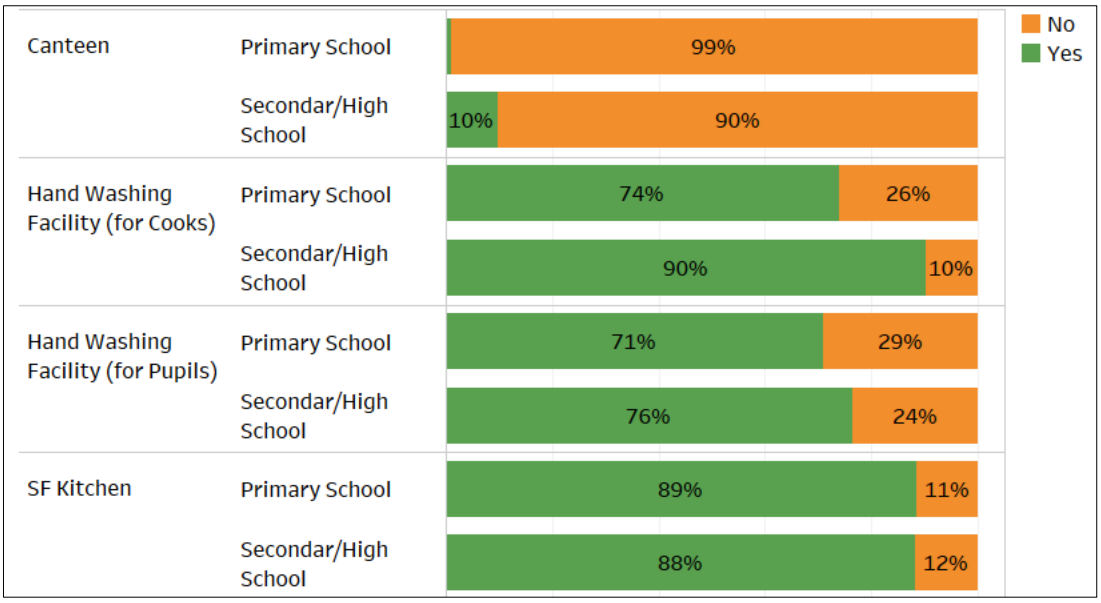
91. Eswatini Standards Authority (ESA) is responsible for setting standards on food safety. Apart from the quality checks conducted during the tendering process and the spot checks conducted by MoET, the ET found no other evidence on how these standards have been applied and monitored along the supply chain, thus posing another layer of risk to children's food safety. In response to an anonymous caller, MoET conducted spot checks in 3 primary and 2 secondary schools in February 2018[93]. The checks confirmed that the rice had been infested by weevils, the packaging had no expiry date, did not indicate type of rice and the country of origin[94]. This evidence of inadequate quality assurance point to limited food safety knowledge and skills of those involved in the NSFP which can result in unsafe food handling practices and cross contamination, thus causing foodborne disease outbreaks.

92. **Complementary services** such as school health, hygiene, water, sanitation, deworming, HIV and AIDS as well as psychosocial support provided for in the Inqaba Manual are implemented within the School Development Plan (SDP) framework. Various stakeholders, sector Ministries and units within MoET (career guidance, agriculture, guidance and counselling, school health, in service training) contribute to the implementation of these services.

93. The programme has made significant achievements in the provision of school feeding infrastructure. Overall, rural schools are lagging in terms of availability of handwashing facilities for cooks and school feeding kitchens when compared to urban schools (**Annex 11, Volume 2 of ER**). Most primary and secondary schools have a school feeding kitchen and hand washing facilities for both pupils and cooks (**Figure 13**). In terms of kitchens, a greater proportion of primary (35 percent) and secondary (36 percent) schools reported that their condition was average. Similarly, 35 percent of Research Assistants (RAs) observed that the condition of kitchens in both primary and secondary schools were average (**Annex 12, Volume 2 of ER**)[95]. However, there is a significant number of primary schools with bad (15 percent) and poor (19 percent) kitchens. Primary school kitchens seem to be worse off than those in secondary schools.

Figure 13: Perception of focal teachers on availability of school feeding infrastructure in sampled schools

[93] MoET, 2018: Spot check report, February 2018, Nutrition Unit
[94] ibid
[95] The question asked was "What is the condition of the school feeding kitchen?" with a choice between bad, poor, average, good, very good



Source: Survey data collected at school level

94. Most schools have handwashing facilities for both pupils and cooks. Pupils, especially in secondary schools, wash hands separately, which demonstrates good hygiene practices. There is still a gap when it comes to enforcement among children who still wash hands in one basin as indicated in some schools. Despite having hand washing facilities, admittedly, there are still children who do not wash their hands regularly as reported by 21 percent and 27 percent of primary and secondary schools respectively. This is despite the high levels of awareness and knowledge of hygiene demonstrated by the children. There is still much to be done when it comes to developing eating areas or canteens for pupils (see **Figure 13** above).

95. In terms of sanitation, 123 (84 percent) of the sampled schools used pit latrines while 24 (16 percent) used flush toilets. None of the schools were found to be using a bush as an option for toilet. While access to sanitation is acceptable, the condition of toilets was found to be mixed with about 39 percent of Research Assistants observing that they were average (**Annex 12, Volume 2 of ER**). The bad toilets observed by the ET were unhygienic with urine and faecal matter on the floor as well as having bad stench.

96. According to stakeholder consultations, the greatest limitation to full delivery on the supply of complimentary services, has been uncoordinated planning and monitoring of activities amongst partners that results in duplication of efforts.

97. **Monitoring and Evaluation**: Monitoring activities are conducted by various units in the MoET at national and regional levels, but this is not well coordinated. Apart from attendance, EMIS has consistently collected education indicators over the evaluation period, although this is lagging by a year (2017 is the latest).

98. According to the NFFSS, the overall responsibility of monitoring at the school level rests with the school feeding committee and is supposed to include the following: amount of food delivered, food condition at delivery, amount of food consumed, amount of food left over at the time of reporting. As discussed in the sustainability section, school feeding committees were found to be functional in a few sampled schools, making it difficult to coordinate monitoring activities at the school levels. According to the Inqaba manual, school level focal persons are required to produce and submit quarterly monitoring reports to the Regional Education Officer or the MoET at national level. In addition to indicators highlighted above, the quarterly monitoring reports should include exact number of boys and girls eating each day[96]. The ET did not find any school feeding quarterly monitoring reports produced by the schools as evidence of a functioning monitoring system.

99. During the survey, most schools (80 percent) reported having some form of a stock management[97] system. Meanwhile, 20 percent of the schools do not have a stock management system. School informants

[96] To complete the monthly form, schools should assign one pupil or prefect from each class to be responsible for accurately recording the number of boys and girls eating each day at school.
[97] Common terminology used in MoET meaning management of food commodities received, their storage and tracking of their use.

consistently reported on the lack of record keeping and recounted incidences of theft and general mismanagement of commodities.

100. Previous attempts at developing the NSFP's monitoring and evaluation system have underperformed due to the reasons already discussed. The existing monitoring and evaluation framework and general guidance on implementation in the NFFSS and Inqaba Manual still requires full operationalisation. Consultations with informants revealed evidences of unclear stakeholder roles in monitoring and evaluation. Ultimately, a non-functional monitoring and evaluation undermines decades of investments that have been made in the NSFP.

Box 3: Key findings and conclusions – Effectiveness

- Overall, the NSFP has not fully achieved its primary objective of providing each learner with a recommended nutritious food ration each school day to improve education outcomes through reduction of short-term hunger.
- The NSFP had high levels of achievement in nutrition, health and hygiene education especially at primary school levels. A greater proportion of secondary and primary schools (78 percent) had at least one personnel working on or supporting the school feeding (mainly cooks and focal teachers) trained in nutrition education. These achievements are enabled by a comprehensive school curriculum which cover hygiene, food handling and preparation, healthy eating, food safety and diseases. Discussions with children and school committees corroborated this finding as they exhibited a high level of knowledge on good nutrition and dietary practices.
- The provision of healthy meals to school children was not fully achieved, with 71 percent of schools able to serve meals every day in 2018. Of concern are the 29 percent of schools that did not serve meals every day during the same period mainly due to late deliveries and food running out before end of term. When it comes to the quality of meals served, the NSFP food ration is not sufficiently diversified, is standard to all age groups and falls short of meeting the nutritional requirements for growth and development for the different age groups and gender.
- Over the 8-year period, the programme was not able to procure enough quantities to cover the food needs of all school children due to funding constraints. There have been significant gaps between quantities of commodities required to feed school children against those procured, with the average procurement gap across all food commodities above 50 percent, with vegetable oil at 87 percent, starch at 73 percent, beans at 51 percent on average.
- Of the sampled schools, only 2(1.5 percent) received the prescribed amount of starch, 7(5.1 percent) received the prescribed amount of beans, and none received the prescribed amount of vegetable oil per child in 2018. At the school level, the procurement gaps led to significant inadequacies in the rations received per child. Outputs related to the amount of food contributed by gardens to meals had the lowest accomplishment.
- In the absence of targets, the outcome indicators on increased enrolment and attendance do not allow for a meaningful conclusion about changes and to specifically attribute these changes to school feeding.
- Data from EMIS shows a relatively stable primary school enrolment and an upward trend in secondary school enrolment, over the evaluation period for both boys and girls. Generally, a larger proportion of children in secondary schools were likely to be absent for 3+ days in 2018 compared to primary schools. School head/focal teachers linked absenteeism among boys to dagga farms which created work opportunities for them, while that for girls was mainly because of lack of personal hygiene care items (e.g. sanitary pads).
- Although parents and teachers attested to the role of school feeding in improving nutrition, there is insufficient evidence to conclude on the extent of this contribution since there is no comprehensive data that has been collected.
- The effectiveness of the NSFP supply chain is mixed. Inefficiencies in terms of transportation affected timeliness of delivery and resulted in a high number of schools having to collect their food. There is evidence of food losses at the school level reported by 8 percent and 16 percent of respondents in secondary and primary schools respectively. Food losses are mainly due to the low standard of storage facilities, although these incidences are not being recorded or tracked.

- There is no functional monitoring and evaluation system. It has not been well developed nor managed, despite the existence of a results framework. Current stock management activities are happening inconsistently without proper documentation or record keeping.

2.3. Evaluation Question 3: Efficiency

EQ 3.1: What are the cost items (direct or indirect) associated with implementation of the NSFP?

101. The estimated cost categories and their value associated with the implementation of the NSFP are also shown in **Table 7**. The direct costs to government are through purchases of the main commodities for the NSFP (maize, rice, beans, peanut butter and vegetable oil)[98]. The rest of the costs are indirect and incurred by government, NERCHA and others. Logistics costs include transport, cleaning supplies, and other maintenance costs. In the absence of transport cost data, the ET applied rational analysis using survey data (for more details on the computation see **Annex 13, Volume 2 of ER**). Capital costs collected during the survey is a sum of all costs incurred by the sampled schools during the evaluation period (2010 to 2018).

Table 7: Cost categories associated with the NSFP in Eswatini (estimates for 2018)

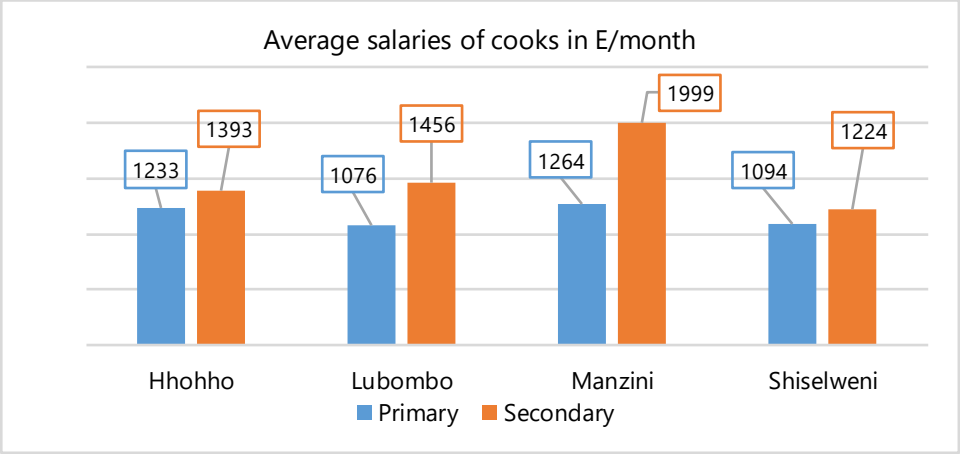
Cost categories	Definition	Total value (E)	Source of funds
Commodities	Maize, rice, beans, peanut butter, vegetable oil	53,015,092	Government
Logistics	Transport, utilities, cleaning supplies, and other maintenance costs	14,824,064	Government and Schools (parents)
Management and administration	Administration costs	739,727	NERCHA (implicit cost)
Staff costs	Salaries for cooks, inspectors, and drivers	3,233,693	Government and Schools (parents)
Capital	Building and rehabilitation costs (kitchen and storage facility)	9,019,247	Government, Micro Project, Ministry of Tinkhundla, Scojeni Foundation, Swaziland Empowerment Limited, World Vision, Charitable Trust, Rotary club - Mbuluzi, Jaica, Japanese, Montigny, Sugar Association, Mission (church)
Other costs	Costs of other commodities, condiments, milling, transport, uniforms for cooks	26,592,789	Government and Schools (parents)
Total		**107,424,611**	

Source: Cost data collected from various sources

102. Staff costs include salaries of cooks, inspectors, and drivers.[99] At primary schools, salaries for cooks are covered under the FPE. Data generated from the survey shows a wide variation (on average, E346.09 less per month) in cooks' salaries between those employed by primary schools and those employed by secondary schools. Even within each level (primary or secondary school) cooks' salaries vary significantly by region (**Figure 14**).

Figure 14: Average salaries of cooks per region in 2018

[98] For the purposes of this evaluation, this category only includes the commodities provided by government.
[99] Only drivers responsible for delivering commodities to schools



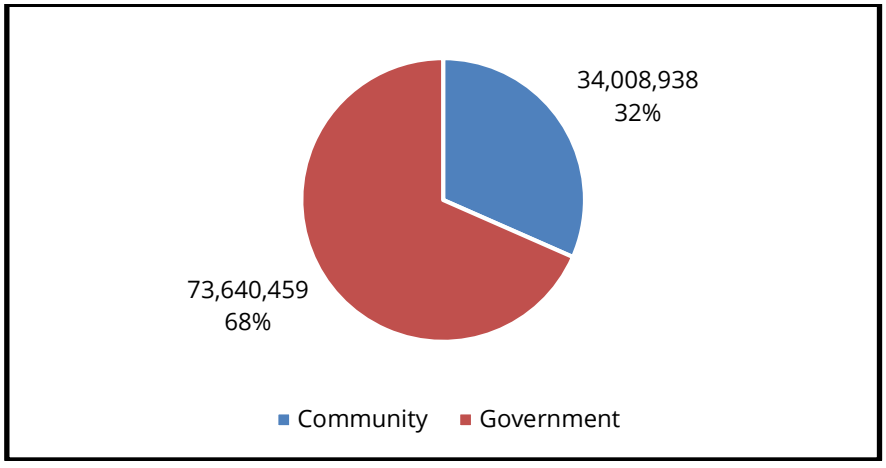
Source: Survey data collected at school level

EQ3.2: How much does it cost (Government and communities) to implement the NSFP to achieve the outcomes that it has achieved?

103. As of 2018, the cost of the NSFP was estimated to be E107,424,611. **Figure 15** shows the cost share between government and the community.[100] Due to the FPE, all costs incurred by primary schools are considered indirect costs to government. In the few instances of co-funding[101], the ET decided to attribute the value to the non-governmental institutions. In the evaluation period (2010 – 2018) co-funding in the surveyed schools amounted to E320,000.

104. NERCHA does not charge an administration fee for its service provision, and to get an estimate of administration cost, the ET was provided with a conservative estimate of annual salaries of three personnel regularly involved in school feeding. **Figure 15** shows that of the total cost of implementing the NSFP, government contributed at least 68 percent while 32 percent was contributed by the community in cash or in-kind support.

Figure 15: Government and community costs share



Source: Cost data collected from various sources

EQ 3.3: Given the identified cost drivers, could the same outcomes be attained at lower costs, or higher outcomes achieved with same resources?

105. The cost of feeding each child in 2018 is estimated to have cost E269.54 (US$48.48)[102]. As already noted, commodities form the bulk of the costs incurred per child, followed by other costs and logistics (**Table 8**).

[100] Community being all non-government stakeholders (NGOs, schools, parents, development partners, and humanitarian agencies).
[101] where government was one of the funders and there was no additional data on percentage contribution by each party
[102] based on 2018 statistics

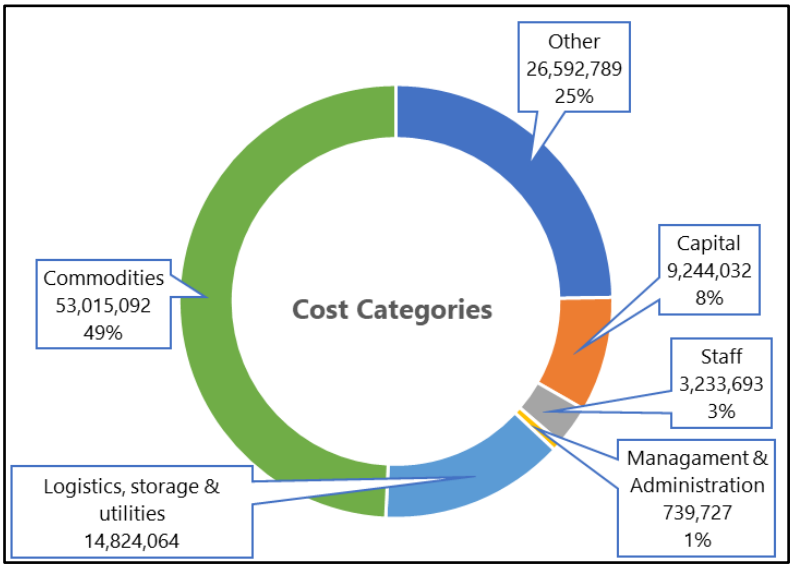
Table 8: Cost categories associated with school feeding in Eswatini – estimates for 2018

Cost categories	Average cost (E)/pupil/ year	Average cost (US$)/pupil/year[103]
Commodities	145.21	26.12
Logistics	40.60	7.30
Management and administration	2.03	0.36
Staff costs	8.86	1.59
Capital[104]	25.32	4.55
Other costs	72.84	13.10
Total (variable plus capital costs)	294.86	53.03
Total (without capital costs)	269.54	48.48

Source: Cost data collected from various sources

106. To enable the identification of key cost drivers, cost per category is expressed as a percentage of total costs. **Figure 16** presents the share of each programme cost category in absolute terms and percentages. The most significant cost category is commodities, which accounts for at least 49 percent or almost half of the cost of implementing the programme or E145.21 per child per year (**Table 8**).

***Figure 16:* Eswatini NSFP cost categories**



Source: Cost data collected from various sources

107. This high cost of commodities in Eswatini's NSFP is a finding that correlates with similar school feeding programmes in Lesotho and Namibia where higher transaction costs on commodities occur due to reliance on imports. In both countries, there is now a mixture of procurement models that include imports and local procurement to minimise costs.

108. The current estimated cost of the Eswatini's NSFP is not a true reflection of the costs that would be incurred if the ration size was to be provided in line with that recommended in the NFFSS and Inqaba manual. The ET estimates that government would have spent E108,311,572 on commodities alone in 2018, if the correct ration size per child was served. Maize would have cost E27,566,422, rice at E24,846,994, beans at E45,379,843 and vegetable oil at E10,518,313. On average, it would have cost E303 (US$55) per child to provide the NSFP with the correct quantities of commodities and ration per child. If transport costs are included, the costs would rise, though not necessarily proportionate to the increase in quantity of commodities. Against this outlook and the

[103] Purchasing power parity (PPP) was used to convert local currency units (LUC) to US$.
[104] Sum of capital costs incurred during the review period obtained from the quantitative survey

limited budgetary resources already discussed, it may be necessary to consider targeting the most vulnerable children with the right quantities and ration per child.

109. Viewing these results considering performance of other countries in the region (such as Lesotho, Namibia, and Zambia) Eswatini's NSFP is the most expensive.[105] However, based on the current centralised model, there is also room for improving the efficiency of the Eswatini NSFP through decentralised procurement of food commodities.

110. From the point of view of suppliers, timely issuance and award of tenders could allow them to get better prices in the market and hence lower the cost of commodities. The current administrative process is also marked with implicit costs and risks. In some instances, suppliers must provide copies of some documents, which are misplaced after they have submitted their invoices to the MoET. In other instances, suppliers must follow up with the driver/s to get delivery notes from school, a process that is usually marked with difficulty when dealing with new drivers. Improving this aspect of logistics could yield efficiency gains. As already noted, the current quantities purchased and ration size per child is not meeting the objectives of the NSFP. Hence, targeting groups of children and households most in need becomes necessary as means for matching the available limited resources.

Box 4: Key findings and conclusions – Efficiency

- As of 2018, the cost of the NSFP was estimated to be E107,424,611. Of the total cost of implementing the NSFP, government contributed at least 68 percent while 32 percent was contributed by the community in cash or in-kind support.
- The most significant cost category is commodities, which accounts for at least 49 percent or almost half of the cost of implementing the programme or E145.21 per child per year. This high cost of commodities in Eswatini's NSFP is a finding that correlates with similar School Feeding Programmes in Lesotho and Namibia where higher transaction costs on commodities occur due to reliance on imports
- The current estimated cost of the Eswatini's NSFP is not a true reflection of the costs that would be incurred if the ration size was to be provided in line with that recommended in the NFFSS and Inqaba manual. The ET estimates that government would have spent E108,311,572 on commodities alone in 2018, if the correct ration size per child was served. Against this outlook and that of limited budgetary resources already discussed, and in-order to achieve the objectives of the NSFP, it may be necessary to consider targeting the most vulnerable children with the right quantities and ration per child.
- Considering that most of the commodities are sourced outside the country, in the long run there are possible efficiency gains from building local capacity to supply commodities for the programme.

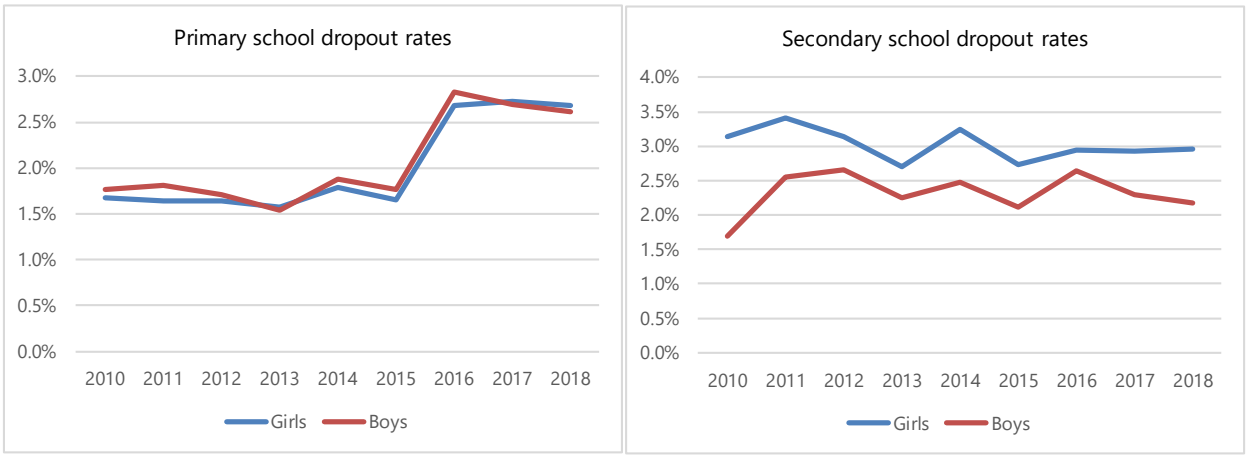
2.4. Evaluation Question 4: Impact Contributions

EQ 4.1 What are long term effects (positive or negative, intended or unintended) of school feeding on lives of targeted boys and girls, households and communities?

111. The NSFP's goal is to "*contribute to increased completion of primary and secondary education by girls and boys*" measured by dropout rates. **Figure 17** reflects the dropout rates at primary and secondary school levels between 2010 and 2017.

[105] 2017 estimates for Lesotho, Namibia, and Zambia are US$43.91, US$34.00 and US$15.24 respectively.

Figure 17: Dropout rates for primary and secondary school children (2010-2017)



Source: Data from MoET, EMIS

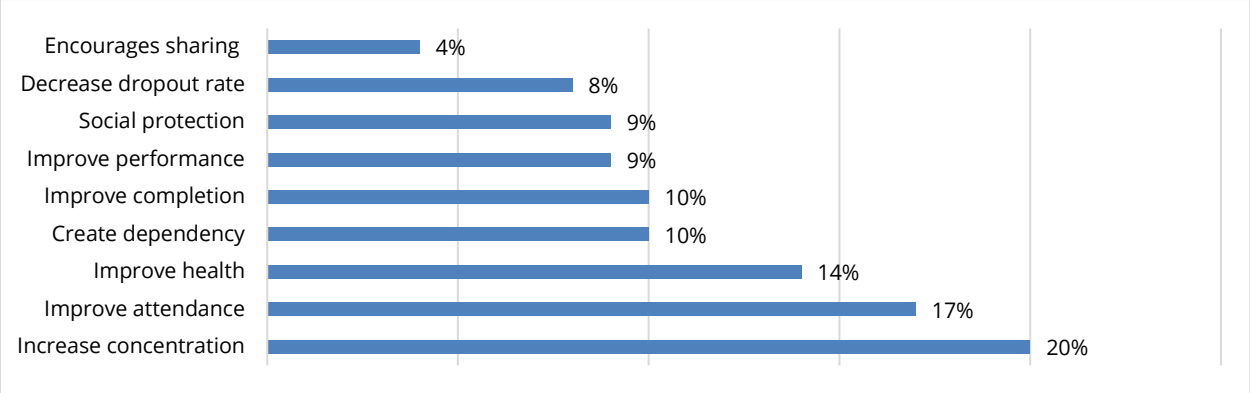
112. The primary school dropout rates displayed a slightly downward trend from 2010 to 2015 and then a sharp increase was observed from 2016 to 2018, with dropouts for boys slightly higher than that for girls. In secondary schools, dropout rates have fluctuated over the 8-year period and generally displayed a downward trend for both genders. Unlike at primary school levels, dropouts for girls have been consistently higher than that for boys. Several reasons put forward for dropping out at all school levels include transfers, absconding, sickness, pregnancy, death and other family reasons such as poverty.

113. It is worrying that despite the FPE intervention, primary level dropouts are now on the increase, an indication that there are barriers outside the school that keep children out of school. In addition, Orphans and Vulnerable Children (OVC) generally cannot afford to continue into secondary education, despite the grants available. Early motherhood, distance from secondary schools, and poor quality of infrastructure are additional barriers to continuing with education.

114. The qualitative data generated from key informants suggests that school feeding plays an important role in reducing dropouts amongst school children (see perception analysis of the school feeding programme in **Annex 8, Volume 2 of ER**), the ET found no conclusive evidence to that effect due to several causal factors such as family reasons and absconding which have also been repeatedly identified in the Annual Education Census Reports.

115. Teachers underscored the importance of school feeding in improving health, the ability of children to learn and concentrate, promoting attendance, ensuring concentration and contributing to improvements in children's performance in examinations. Many of children the ET spoke to affirmed that the school meals helped them focus and concentrate in class. A thematic analysis of the qualitative data obtained through the survey (**Figure 18**) shows the perception of focal teachers on the long-term effects of school feeding on the lives of children and communities. Other added long-term NSFP benefits identified by informants included: elimination of discrimination and stigma along poverty lines; the increase in unity and equity amongst students and creation of good memories at school. The ET observed students sharing food, thus using the meal as a form of expressing friendship and connection to peers.

Figure 18: Perception analysis of the long-term effects of school feeding on the lives of children



Source: Survey data collected at school level

116. The greatest fear expressed by various stakeholders is that the programme is creating an unintended culture of dependency. This culture has been observed amongst students, community/parents where it is eroding responsibility and contributions in small things such as gathering firewood and teaching children to participate in growing food. School committees expressed that with the introduction of FPE, the parents have been discouraged to make financial or in-kind contributions to the running of the school for fear of misuse. There are strong perceptions that dependency is being created by the way the FPE is being perceived and interpreted.

EQ 4.2 Within different regions is there evidence that school feeding is contributing (positively or negatively) towards social protection and poverty reduction? How have these contributions been influenced by differences in type/level/location of school feeding (i.e. ECCE, primary, secondary; rural /urban), level of community involvement in the school feeding and availability (or not) of complementary services (water, sanitation, health education)

117. Research has shown that the combined effect of improvements in children's food security in the short term and their education access and performance at school in the medium term is expected to break the intergenerational transmission of poverty in the long term.[106] This is because well-nourished and well-educated children are likely to grow to be more productive as adults as they contribute to the human development of the country in general.

118. In Eswatini, school feeding has demonstrated positive achievements as a safety net for children especially those from poor households, and/or households impacted by HIV and AIDS. In 2015/16 it was used as shock-responsive social protection intervention in response to the El Niño as already stated. **Table 9** shows evidences of expansion/increase in beneficiaries during this period. The most significant increase (by 5 percent) was in 2015. Besides the additional beneficiaries, the programme introduced an additional benefit of a breakfast meal for one school term. The NSFP was thus able to provide social protection by increasing food consumption of school going children, thereby reducing their hunger and food insecurity.

Table 9: Expansion of school feeding beneficiaries in response to the 2015/16 El Niño induced drought

Year	Number of school feeding beneficiaries
2014	348418
2015	365112
2016	367878
2017	367886

Source: MoET, Nutrition Unit

119. The NSFP was described by key informants as the best investment the country has ever made to the lives of school children. At the school level, there were strong perceptions that the programme is contributing to social protection of the poor and the most vulnerable to food insecurity (also shown in **Figure 18** above).

[106] Devereux S et al., 2018: School Feeding in South Africa: what we know, what we don't know, what we need to know, what we need to do. Food Security South Africa Working Paper Series # 004.

Research evidence underline that for maximum impact to be realised, greater investments are needed that target the ages 5-21 years.[107]

120. Nonetheless, as observed elsewhere, there are limited impacts on anthropometric indicators such as stunting because the NSFP comes too late in a child's physical development. Nutritional deficits that occur in the first 1,000 days of life leave negligible potential for 'catch-up': "providing food to school-age children cannot reverse the damage of early nutritional deficits."[108] Bigger impacts are expected in the future when the roll out to ECCE centres is up scaled from the current 20 pilot schools per district.

Box 5: Key findings and conclusions – Impact Contributions

- The qualitative data generated from key informants suggests that school feeding plays an important role in reducing dropouts amongst school children, but the ET found no conclusive evidence to that effect because many factors contribute to dropouts, such as lack of parental support, learner motivation and commitment to schools and high levels of poverty.
- Teachers underscored the importance of school feeding in improving health, the ability of children to learn and concentrate, promoting attendance, ensuring concentration and contributing to improvements in children's performance in examinations. Most children that the ET spoke to affirmed that the school meals helped them focus and concentrate in class.
- The greatest fear expressed by various stakeholders is that the programme has created an unintended culture of dependency. This culture has been observed amongst students, community/parents where it is eroding responsibility and contributions in small things such as gathering firewood and teaching children to participate in growing food.
- In Eswatini, school feeding demonstrated positive achievements as a safety net for children especially those from poor households, and/or households impacted by HIV and AIDS. In 2015/16 it was used as shock-responsive social protection intervention in response to the El Niño as evidenced by the expansion in beneficiary numbers and introduction of an additional breakfast meal.

2.5. Evaluation Question 5: Sustainability of the Eswatini NSFP

EQ 5.1 To what extent did the institutional arrangements as planned in the NFFSS contribute to achieving the NSFP objectives? To what extent has the NSFP promoted and generated community ownership?

121. The NSFP was designed with clear institutional arrangements that also define roles and responsibilities for stakeholders at all levels. These are contained in the Inqaba Manual and operationalised through the School Development Plans (SDPs). The Inqaba manual emphasise integration, collaboration within MoET units and other government departments in order to achieve food security in schools. A multi-stakeholder school feeding panel exists at the national level to enhance this coordination and to ensure school feeding interventions are managed in a cohesive manner. While designed to meet quarterly, the panel's meetings have been inconsistent and require better planning and inclusivity of key stakeholders for delivering on its mandate.

122. For the greater part of the evaluation period, the management of the programme has been assigned to the Senior Inspector Nutrition located at the national level with support from Guidance and Counselling Inspectors. The hiring of four regional nutrition inspectors in late 2018 has eased the workload particularly in terms of inspections and monitoring of the programme, although the full benefits are yet to be realised. At the regional levels, school feeding is not well coordinated, and meetings are generally adhoc. The NSFP coordination relies on the Inqaba's Regional Coordination Unit (RCU) which has a much broader mandate and pays little attention to school feeding matters.

123. School feeding committees, where they are in place, are supposed to manage and coordinate the programme's interventions (e.g. monitoring and evaluation as already noted) at school level. The ET observed that a few of the school feeding committees were functional. School feeding issues were usually subsumed

[107] Bundy D., et al., (2009): Rethinking School Feeding: Social Safety Nets, Child Development, and the Education, The World Bank
[108] Ibid, page 29

within the broader school committee mandate. While the role of parents and the general community are clearly laid out in the Inqaba Manual, these are either not known or have not been implemented.

124. Some stakeholders recalled the first roll out of the Inqaba concept to schools and communities as being consultative, which they say resulted in community ownership. According to informants, the programme has over the years become less consultative and is diminishing the involvement of traditional authorities, parents and the broader community.

EQ 5.2 What are the key factors that drive sustainability of the NSFP in the Eswatini context (political economy, economy, social factors)? To what extent have capacity development activities (institutions and individuals) been designed and implemented under the NSFP?

125. The ET observed linkages between organised and successful school feeding activities with strong leadership from the head teacher, passionate agriculture teachers and well-trained committee members and cooks. Often this emanated from a broader understanding of school feeding within the food security concept. This entails an understanding of the need to produce and access food that is diverse and nutritious and in the right quantities throughout the school days. Embracing the three components of school feeding within this food security framework, ensures a holistic understanding of the children's needs as originally envisaged in the Inqaba.

126. Capacity building of stakeholders responsible for managing school feeding has formed an important part of the programme. Most focal teachers, cooks and school committee members reported to have received training on various key aspects of the programme (see Section 2 on effectiveness for details). More can still be done when it comes to the consistency and coordination of the trainings in order to maximise their impact. For example, the ET could not establish a repository or documentation of capacity building efforts including past training materials or handouts as evidence of a live and coordinated activity. Limited financial resources are the biggest constraint in effective training of personnel involved in the NSFP over the evaluation period. For example, in 2014, when EU funding stopped, the in-service training unit in MoET could not continue with the same level of training of school committee members. This led to shortened and infrequent training sessions and/or inspection and monitoring visits, thus weakening the school committee members in discharging their mandate. In addition, understaffing within the Nutrition Unit in MoET made it difficult to conduct regular trainings at the school levels[109].

EQ 5.3 How does the implementation of the NSFP and other related actions affect the context of gender inequality related to education, nutrition and food security across regions? Does it improve the lives of women, girls, boys and men? Did inaction /ineffective action maintain or worsen existing gender inequalities?

127. The Eswatini Gender Policy (2010) and the constitution provide guidelines within which programmes should mainstream gender. As already discussed, the NSFP is to a certain extent gender sensitive to the needs of women, men, boys and girls in its implementation, although this is not being done deliberately. In general, there seems to be a fair spread in gender representation at directorship and leadership levels from the MoET and key implementation partners (NERCHA, WFP). In the schools sampled, there was a fair mix and spread in gender with respect to the Principals or Headteachers and among focal point teachers. The cooks, however, were almost exclusively female except in one or two schools sampled in urban areas. The school committee FGDs, whose membership was typically five to seven people among the schools sampled, were female dominated. The claim was that men are mostly at work (places of employment) during the day and do not attend meetings.

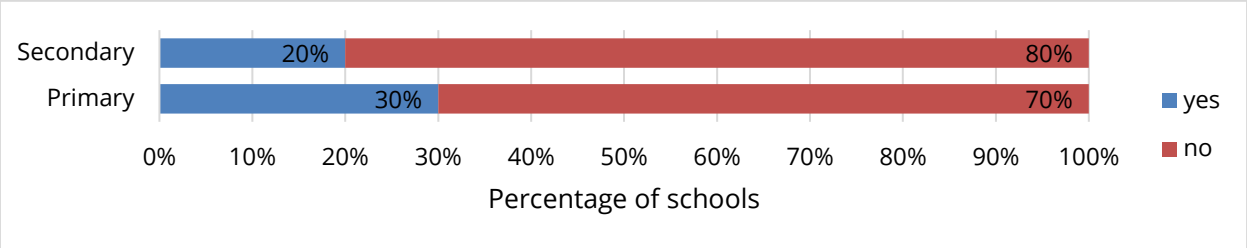
128. In terms of SF programming, there seems to be no deliberate strategy targeting the specific needs (mainly physiological and nutritional to support physical growth demands) of boys and girls across the different grade/age groups. In the sampled primary and secondary schools, 61 percent and 45 percent of respondents respectively indicated that pupils stand in one queue for food irrespective of gender. The ET also observed that children were served according to their respective grades regardless of gender.

129. There are some arrangements made in a limited number of schools to ensure that pupils with disability get access to food (see **Figure 19**). For example, in 80 percent of the secondary schools, all children stand in the same queue regardless of disability as means for minimising stigmatisation of those living with disability. The cooks consulted indicated that they usually serve pupils living with disability first. The results do not necessarily

[109] Four MoET Regional Inspectors recruited late 2018 will ease the manpower constraints going forward

reflect a level of discrimination or non-consideration of pupils with disability. They do point though to the need for understanding the differentiated needs of children including those living with disability.

Figure 19: Arrangements made to ensure food access by pupils living with disability



Source: Survey data collected at school level

130. In terms of procurement and tendering systems, there is no provision for giving equal opportunities to female-owned businesses, people living with disabilities and those impacted by HIV and AIDS. In general, there are no indications pointing to deliberate efforts to mainstream gender or to align roles and activities that uphold gender-based values of sensitivity, equality and dignity in the programme.

EQ 5.4 Within the context of the revised education and training sector policy and other relevant policy frameworks, what design adjustments (including those of the envisaged HGSF) are required to make NSFP an efficient social protection instrument while enhancing its contribution to education outcomes and development objectives given the lessons and experience with its implementation so far?

131. There are two implied design adjustments suggested by the revised education and training sector policy (2018) and these are: (1) provision of breakfast or at least one other meal in schools where this is not already in place, and (2) taking consideration of children with special dietary needs.

132. It cost the government of Eswatini E18,136,094[110] to provide breakfast to all 817 public schools (368,078 children) in rural and peri-urban areas for one school term in 2016[111]. Most stakeholders consulted agree to additional food security benefits that the breakfast meal brought to the most vulnerable children. The disaster response review commissioned by NDMA highlighted the positive benefits of the breakfast meal on school attendance[112]. However, the same review noted the added responsibility for the schools' support staff, especially the cooks, that came with the breakfast meal without necessarily an addition to salary, which created displeasure among some staff.

133. Although perceived as necessary, introduction of breakfast will need to be informed by the cost analysis provided in this evaluation (see section 2 on efficiency), adjusted salaries for cooks, extra fuel/electricity for cooking against the available government budget resources. As noted under effectiveness, the NSFP has not been fully meeting the food needs of school children due in part to funding challenges. Introducing a breakfast meal could inflate the current costs of commodities and may also increase the existing coverage gaps in beneficiaries.

134. The common design adjustment identified across stakeholders consulted was the need to improve diversity of the meal in order to increase its nutritional value through adding vegetables in the diet. One of the reasons for pursuing the HGSF is precisely to address this gap as first conceived within the NFFSS. Since 2018, the MoET and partners have been working on rolling out pilot HGSF in selected schools. In the broadest sense, under the HGSF the programme will use, to the extent possible, locally produced and supplied food to support school feeding. This is anticipated to result in the stimulation of agricultural production, adoption of new technologies, increased income for farmers and resulting in improved food security and diversity of school diets.

135. From all stakeholders consulted, there is overwhelming support towards HGSF. This was viewed as a means for boosting the local economy and improving the livelihoods of men and women in the country and to help ensure sustainability of the programme. School committees consulted, although supportive of this model, also cautioned on the need to address the underlying constraints that may slow progress in its implementation.

[110] This was cost of commodities (mabele/sorghum meal and sugar) only and does not include any other logistical or management costs. This represents a E49. 27 per pupil for commodity costs.
[111] NDMA, 2017: Swaziland Drought Response Learning Event Report
[112] ibid

These include: shortages of arable land and poor farming methods; water constraints; access to finance; capacity of farmers to ensure consistent supply of commodities; storage and timely delivery; development of marketing infrastructure including fair pricing mechanisms and commodity quality standards; and the need to ensure representation of all genders and groups, especially women and the youth.

Box 6: Key findings and conclusions – Sustainability

- The NSFP was designed with clear institutional arrangements that define roles and responsibilities for stakeholders for managing the programme and give clear guidance on integration, collaboration across different stakeholders at various levels.
- At the national level, there is a multi-stakeholder school feeding panel that enhances coordination of different school feeding interventions. The school feeding panel has not been meeting consistently thus affecting the coordination of the NSFP. School feeding activities at the regional level exhibit less integration and cohesion due to a less defined and effective coordination mechanism.
- There are evidences of good practice for sustaining the benefits gained in the implementation over the evaluation period. These hinge around having strong leadership at the school level that exhibit a comprehensive understanding of the food security in schools concept operationalised within the Inqaba manual.
- The programme has had several capacity building efforts targeted at all those involved in the implementation of activities. These efforts have not been well documented or recorded over the years, making it impossible for the ET to make a conclusion on their impact
- Gender mainstreaming is recognised in theory to be an important part of the programme. In practice, there is an admission among stakeholders that mainstreaming gender or aligning roles and responsibilities based on gender has been a challenge.
- Children living with disability have equal access to food and schools have put in place various measures for minimising stigma. The cooks consulted indicated that they usually serve pupils living with disability first. For example, in 80 percent of the sampled secondary schools, all children stand in the same queue regardless of disability as means for minimising stigmatisation against those living with disability. The results point to the need for understanding the differentiated needs of children including those living with disability.
- The government's decision to move ahead with implementation of the HGSF model has received overwhelming support across all stakeholders consulted. There is an agreement that benefits of the HGSF will go beyond the educational and nutrition outcomes at the school level and will enhance livelihoods at households and community levels.
- Informants strongly suggested that the government's implementation of the HGSF needs to proceed with caution, without ignoring inherent development challenges such as water constraints, limited capacities of smallholder farmers including access to finance, the issue of ensuring food quality standards and ensuring gender equality and inclusion of youth.

3. Conclusions and Recommendations

136. Based on the findings presented in the previous section, an overall assessment that responds to the evaluation questions is provided below. This is followed by several recommendations of how key actors can act to strengthen the design and implementation of the NSFP.

3.1. Overall Assessment/Conclusions

137. **Relevance:** The NSFP is fully aligned and coherent with the country's development policies which emphasises human development through education and training, provision of nutritious and balanced meals to all children in Eswatini. Across the programme, the provision of nutrition education as part of the school curriculum is fully relevant to the needs of boys and girls. The school meals are not sufficiently diversified. The design of gardens was ambitious based on wrong assumptions that all teachers, children and school committees would be involved, which is not the case.

138. Adjustments to the programme's design over the evaluation period were appropriate and in line with government policies and priorities. These served to address capacity gaps in procurement and logistics and responded to food insecurity caused by the El Niño induced drought. There is evidence of gender considerations in the programme although these were not explicitly incorporated into the design nor emphasised in the key school feeding frameworks, the Inqaba Manual and the NFFSS.

139. **Effectiveness:** Overall, the NSFP has not fully achieved its primary objective of providing each learner with a recommended nutritious food ration each school day to improve education outcomes through reduction of short-term hunger.

140. The NSFP had high levels of achievements in nutrition, health and nutrition education being enabled by a comprehensive school curriculum. The children we talked to demonstrated high levels of knowledge on issues of good nutrition and dietary practices. The programme underperformed when it comes to the provision of healthy school meals to school children. Over the 8-year period, the programme was not able to procure enough quantities to cover the food needs of children and this led to significant inadequacies in ration size received per child. Survey data collected by the ET shows that 29 percent of schools did not serve meals every day in 2018 mainly due to shortages and late delivery of food. Insufficient funding allocation for the NSFP has been the major underlying cause for the underperformance in the provision of meals.

141. In the absence of targets, outcome indicators on enrolment and attendance do not allow for a meaningful conclusion about performance of the NSFP. Data from EMIS shows a relatively stable enrolment in primary schools for both genders, while enrolment in secondary exhibits an upward trend over the evaluation period. All parents and teachers consulted, attested to the contribution of school feeding on enrolment and attendance and they commented in view of other interventions that also contribute to the same.

142. The NSFP supply chain in Eswatini is largely centralised and managed from the national level. Planning, tendering and procurement of NSFP commodities is being done effectively within funding constraints. A major gap identified is in the areas of financial and progress reporting and performance assessments of NERCHA and suppliers which may create grounds for complacency and non-accountability amongst partners. In terms of distribution, shortages of transport are a major factor causing delays in the distributing of food commodities to schools as evidenced by a greater proportion of schools having to collect their food and some schools having to wait for a month to receive food after schools have opened.

143. According to the NFFSS, the overall responsibility of monitoring rests with the school feeding committee and implementation of activities is coordinated by the focal teacher. In general, the monitoring and evaluation system in the NSFP is poor and not fully developed or structured to be able to collect data on indicators provided for in the results framework. School informants consistently spoke on the lack of record keeping and recounted incidences of theft and general mismanagement of commodities.

144. **Efficiency:** As of 2018, the cost of the NSFP was estimated to be E107,424,611. Of the total cost of implementing the NSFP, government contributed at least 68 percent while 32 percent was contributed by the community in cash or in-kind support.

145. The most significant cost category is commodities, which accounts for at least 49 percent or almost half of the cost of implementing the programme or E145.21 per child per year. This high cost of commodities in Eswatini's NSFP is a finding that correlates with similar School Feeding Programmes in Lesotho and Namibia where higher transaction costs on commodities occur due to reliance on imports. Considering that most of the

commodities are sourced outside the country, in the long run there are possible efficiency gains from building local capacity to supply commodities for the programme.

146. **Impact:** There is a clear convergence of evidence from the survey and stakeholder consultations when it comes to the positive impact of school feeding on education outcomes such as enrolment and attendance. The impact on completion of schooling and improved nutrition was less conclusive. The qualitative data generated by the ET suggests that school feeding plays an important role in reducing dropouts amongst children. Data from EMIS, shows a worrying upward trend in primary school dropout rates in the past two years with boys affected more than girls. This implies that even with the FPE, there are other factors causing children to dropout besides lack of school fees. Dropout rates in secondary schools have fluctuated over the years but generally displaying a downward trend. Unlike primary school levels, dropout rates for girls in secondary schools have consistently been higher than that for boys due to transfers, absconding, sickness, pregnancy and family reasons such as poverty.

147. Teachers talked of the long-term benefits that school feeding has on health, ability of children to learn and concentrate, promoting attendance and social protection in general. Many children the ET spoke to confirmed that school meals alleviated their hunger and helped them focus and concentrate in class. Indeed, the School Feeding Programme was able to act as a shock responsive social protection intervention during the El Niño by increasing the number of beneficiaries and providing an additional breakfast meal. Nonetheless, school committees and several stakeholders expressed their concern over the unintended culture of dependency that the programme is creating.

148. While the school committee and children we spoke to acknowledge the role of the meals in improving nutrition, the ET did not have enough information and evidence to conclude on the extent. There was no systematic capturing and tracking of nutrition indicators during the period of the evaluation. Anthropometric data collected in 31 school per year[113] on average in the Hhohho region presents a good practice example that should be extended to other regions. In the future, greater coordination and collaboration between MoET and Ministry of Health is required to ensure anthropometric assessments are aligned to the monitoring requirements of the NSFP.

149. **Sustainability:** The HGSF was identified by stakeholders as a key pathway to sustainability because of its multiple benefits that extend outside the school and address the development challenges in the agriculture, social protection and nutrition sectors.

3.2. Recommendations

Based on the findings and conclusions of this evaluation, the recommendations of the evaluation team are outlined below.

Recommendation 1: Develop and institutionalize Monitoring and Evaluation of the NSFP within the MoET

To address the gaps in monitoring and evaluation, the following steps are recommended to be implemented by end of 2021:

Steps to implement recommendation 1	Priority	Timeline	Responsibility
1.1 Review and update the NFFSS monitoring and evaluation framework in a consultative way involving diverse stakeholders. This should include a review of the theory of change and assumptions, indicators and their definitions making sure there are SMART. This activity should be linked to the current M&E system being developed under the HGSF pilots.	High	12 months	MoET, WFP
1.2 Strengthen data generation of NSFP indicators (especially anthropometrics in schools[114], documenting and reporting on food losses), establishing baselines and setting targets including	High	12 months	MoET, Ministry of Health and UN

[113] Anthropometric data was collected over a period of 4 years (2014-2018)

[114] While Hhohho region presents a promising example on collection of anthropometric data, this needs to be done in a more structured way including having clear methodologies in terms of timing and frequency of measurements, sample size (ensuring representativeness across the different age groups), sex etc. Furthermore, to build a stronger case for school feeding, in future the use of controls (i.e. children not covered with school feeding) should be explored as well as considering

sources of verification and frequency of data collection. Explore the possibility of developing a school feeding information management system for storing data, inspection, monitoring and relevant progress reports and how this could be linked to EMIS and be hosted in the EMIS server.			
1.3 Establish and promote 'joint' monitoring of activities involving different units within the MoET, other sector Ministries and partners. This should be established in a way that will allow joint planning on what to monitor, how to monitor and the frequency of monitoring. Consideration should be given on the possibility of conducting joint field monitoring visits; production of monitoring reports; and joint results-oriented analysis.	High	12 months	MoET, WFP and partners
1.4 Develop Monitoring and Evaluation tools for the NSFP and build capacity of the MoET at regional and school levels and all other stakeholders involved in the implementation of the programme. Where appropriate use technology for data collection and transmission.	High	12 months-24 months	MoET, WFP and partners

Recommendation 2: ***Strengthen the management and institutional coordination of the NSFP at all levels.***

By the end of 2024, MOET and the DPM with support of development partners should strengthen the capacity of the MoET to manage the programme and ensure coherence and integration at all levels. Apart from institutional structures, a major finding from this evaluation, is the significant funding gaps that are affecting planning, coordination and management of the programme. It is important that the government and partners reviews the budgeting and financing of the programme taking consideration of the costs identified by this evaluation.

At the school level, the programme should draw on traditional leadership structures to inspire communities to unite around efforts to improve management, implementation and sustainability of the programme.

Steps to implement recommendation 2	Priority	Timeline	Responsibility
2.1 Review the budgeting and financing of the NSFP taking consideration of the serious procurement gaps in food commodities and the costs identified in this evaluation. If additional funding cannot be provided, in the short to medium term, the Government of Eswatini and partners should consider targeting children most in need.	High	48 months and ongoing	DPM, MoET and development partners
2.2 Formalize the Inter-ministerial coordination mechanisms established under the HGSF pilots. This could be formalized as a standing structure for overall strategic coordination of school feeding at policy levels under the leadership of the Deputy Prime Minister's Office. The same structure can be used for mobilising resources for school feeding within and outside of government including donors and other development partners.	High	24 months and ongoing	DPM, MoET
2.3 Strengthen current positions responsible for managing NSFP (from National to School Levels) by conferring these positions with convening and coordination capabilities (of other units within MoET) as required for the implementation of the food security in schools' concept	High	48 months	MoET

additional indicators beyond acute malnutrition for example, stunting, underweight and iron status -a proxy for micronutrient status and speaks more to the quality of the diet). Other factors that might either positively or negatively influence the programme's effect for example, family size, household status, maternal education, meals consumed at home among other contextual factors will need to be triangulated as additional variables.

2.4 Revise/update the terms of reference, including membership for the school feeding panel, to reflect the current objectives and adjustments of the programme, including that of HGSF	High	36 months	MoET
2.5 Strengthen/develop regional coordination structures (a Regional Coordination Team) for the school feeding programme	High	36 months	MoET, Ministry of Tinkhundla Administration and Development
2.6 Support the School Heads and School Committees in setting up school feeding committees where they do not exist	High	36 months	MoET, Ministry of Tinkhundla Administration and Development and partners
2.7 Strengthen community participation and social responsibility of particularly parents and the private sector. Different levels of participation should be encouraged ranging from increasing levels of consultation to developing mechanisms that allow communities to provide a small contribution especially in primary schools, to taking leadership of the school as a platform for wider community-led development.	High	36 months and ongoing	MoET, Ministry of Tinkhundla Administration and Development and partners

Recommendation 3: *Enhance the nutritional value of meals through greater diversity of the food basket*.

The piloting of the HGSF model provides an opportunity to improve the nutritional value of the ration. Therefore, by 2024, the following measures are recommended:

Steps to implement recommendation 3	Priority	Timeline	Responsibility
3.1 Support the piloting of the HGSF by specifically ensuring smallholder farmers produce diverse vegetables for the school meals including other sources of food such as dairy, poultry and small livestock	High	24 months and ongoing	MoET, UN agencies, MoA, MoCIT
3.2 Support schools (through capacity building) in conceptualizing gardens within the food security framework and develop nutrition/school feeding gardens that produce food for the meals. This support should be accompanied by provision of garden infrastructure such as fencing, irrigation and various water and social conservation mechanisms.	High	24 months and ongoing	MoET (In-service Training), FAO, Ministry of Agriculture, UN, NGOs
3.3 Build capacity of school committees in promoting the growing, purchase and consumption of local indigenous vegetables in schools.	High	24 months and ongoing	MoET, Ministry of Tinkhundla Administration and Development
3.4 Develop a simple NSFP reference manual in a participatory way that will communicate a consistent and uniform message on the running of the programme.	High	24 months	MoET, WFP, MoH
3.5 Develop NSFP menu options and an associated recipe book and provide training for cooks	High	48 months	MoET, Ministry of Health, MoA

Recommendation 4: *Strengthen the efficiency of the NSFP by introducing measures for minimising costs and maximising potential benefits*

This recommendation largely hinges on the need to explore the potential of Home-Grown School Feeding Model in applicable schools in improving efficiencies in procurement through possible commodity and logistics cost savings (transport costs). In the medium to long-term, locally produced commodities would be cheaper or more cost-effective than imported commodities. Transport costs could also be significantly reduced since commodities would be produced in the vicinity of the school as opposed to the current central distribution point which disadvantages distant schools.

More specifically, by end of 2024, address inefficiencies in the NSFP supply chain by implementing the following:

Steps to implement recommendation 4	Priority	Timeline	Responsibility
4.1 Strengthening planning and procurement through involvement of schools	High	12 months	MoET (national, Regions and Schools), WFP, FAO
4.2 Prioritization of transportation/delivery to schools.	High	48 months and ongoing	DPM, MoET, Ministry of Public Works and Transport
4.3 Involve Standards Association of Eswatini in strengthening food safety and quality in schools	High	48 months	MoET, Standards Association of Eswatini, WFP, MoA
4.4 Prioritize and test the potential of Home-Grown School Feeding Model in improving efficiencies in procurement and include exploring shared supply chain services with partners and private sector	High	24 months	MoET, WFP, FAO
4.5 Strengthen measures minimizing commodity losses at school level especially focusing on storage facilities- working with private sector	High	48 months	MoET, WFP, FAO, MoA, Private Sector, NGOs

Recommendation 5: ***Develop and implement a capacity building strategy for the School Feeding Programme for all stakeholders involved in the planning, management and implementation of the programme.***

To address the limited understanding of the three components of school feeding and its linkage to the other pillars of the Inqaba, implement the following by end of 2023:

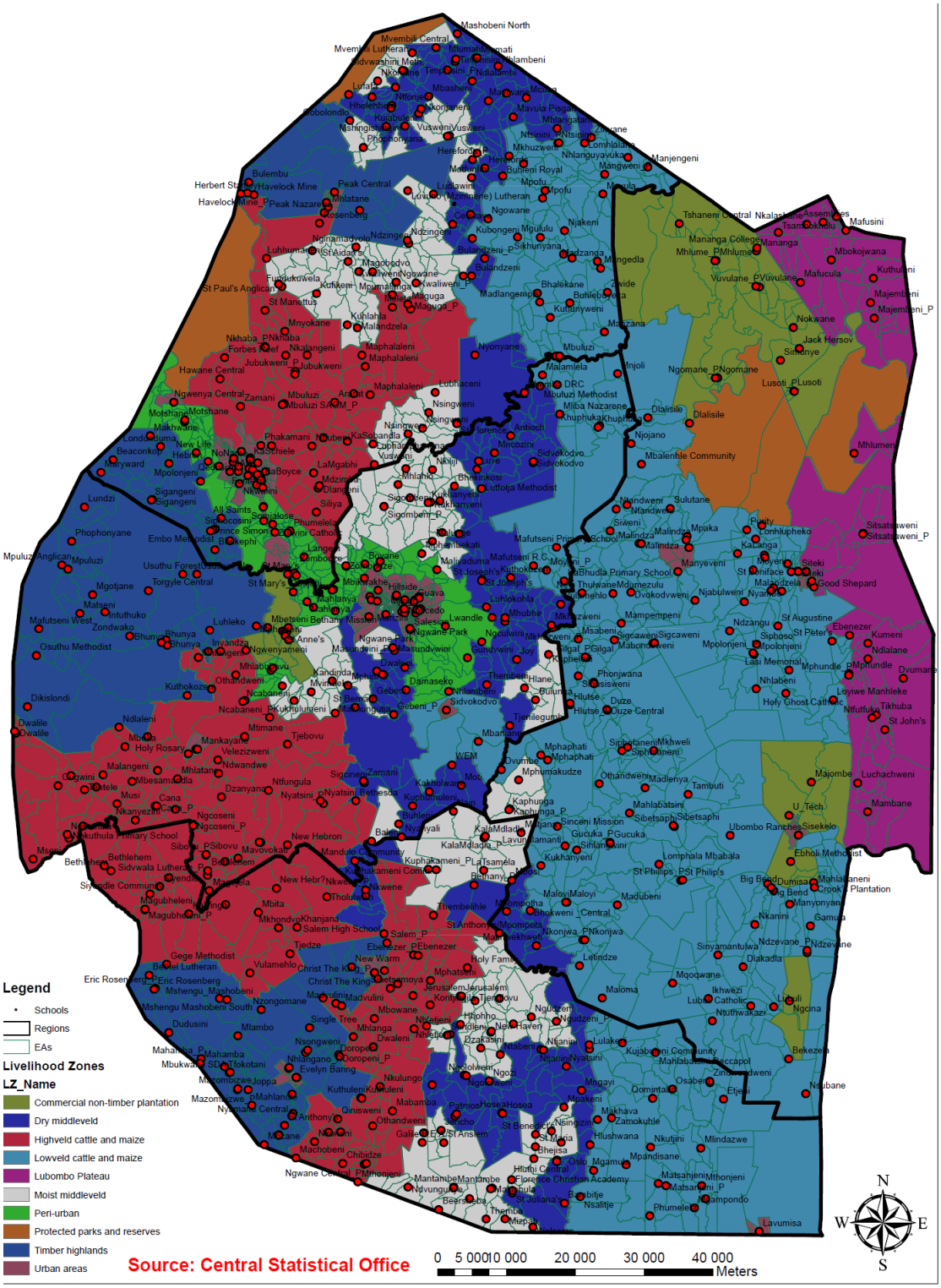
Steps to implement recommendation 5	Priority	Timeline	Responsibility
5.1 Conduct a detailed capacity gap analysis to identify the capacity gaps of all those involved in the implementation of the programme. *Capacity should be assessed at individual and institutional (e.g. school feeding panel, school feeding committees) levels. At individual levels, focus should be on existing knowledge and skills compared to the desired levels of capacity*	Medium	12 months	MoET, WFP and partners
5.2 Develop/update existing training resources based on prioritised capacity needs.	Medium	48 months	MoET (In-service Training), UN, NGOs
5.3 Deliver capacity building interventions as informed by the capacity gap analysis study in 5.1	Medium	48 months and ongoing	MoET In-Service Training Unit, UN, NGOs
5.4 Develop and keep a repository of training including the evaluation and assessment of the training events	Medium	36 months and ongoing	MoET In-Service Training Unit

Recommendation 6: ***Strengthen the capacity of the MoET and cooperating partners in order to effectively implement gender mainstreaming and targeted actions in the NSFP***

Steps to implement recommendation 6	Priority	Timeline	Responsibility
6.1 Conduct gender training for key MoET staff involved in the implementation of the programme at all levels, including technical guidance on the design and implementation of actions targeting Gender Equality and the Women Empowerment (GEWE).	Medium	24 months and ongoing	MoET (Guidance and Counselling), DPM (Gender Unit), United Nations Population Fund (UNFPA),
6.2 Conduct gender analysis to inform the design of the targeted actions – this can be done through a combination of desk review and consultations with other development agencies addressing GEWE in schools.	Medium	24 months	MoET (In-service Training), UN, NGOs

6.3 Promote gender awareness and equality in schools to address gender protection issues, girls' empowerment, early pregnancies	Medium	12 months and ongoing	DPM (Gender Unit), United Nations Population Fund (UNFPA), MoET (Guidance and Counselling)
6.4 Promoting labour saving technologies appropriate to women, especially those consistent with conservation agriculture (CA) (e.g. treadle pumps) in the implementation of the HGSF pilots.	High	24 months and ongoing	MoET, WFP, FAO, Ministry of Agriculture

Annex 1: Swaziland school map by ecological zone

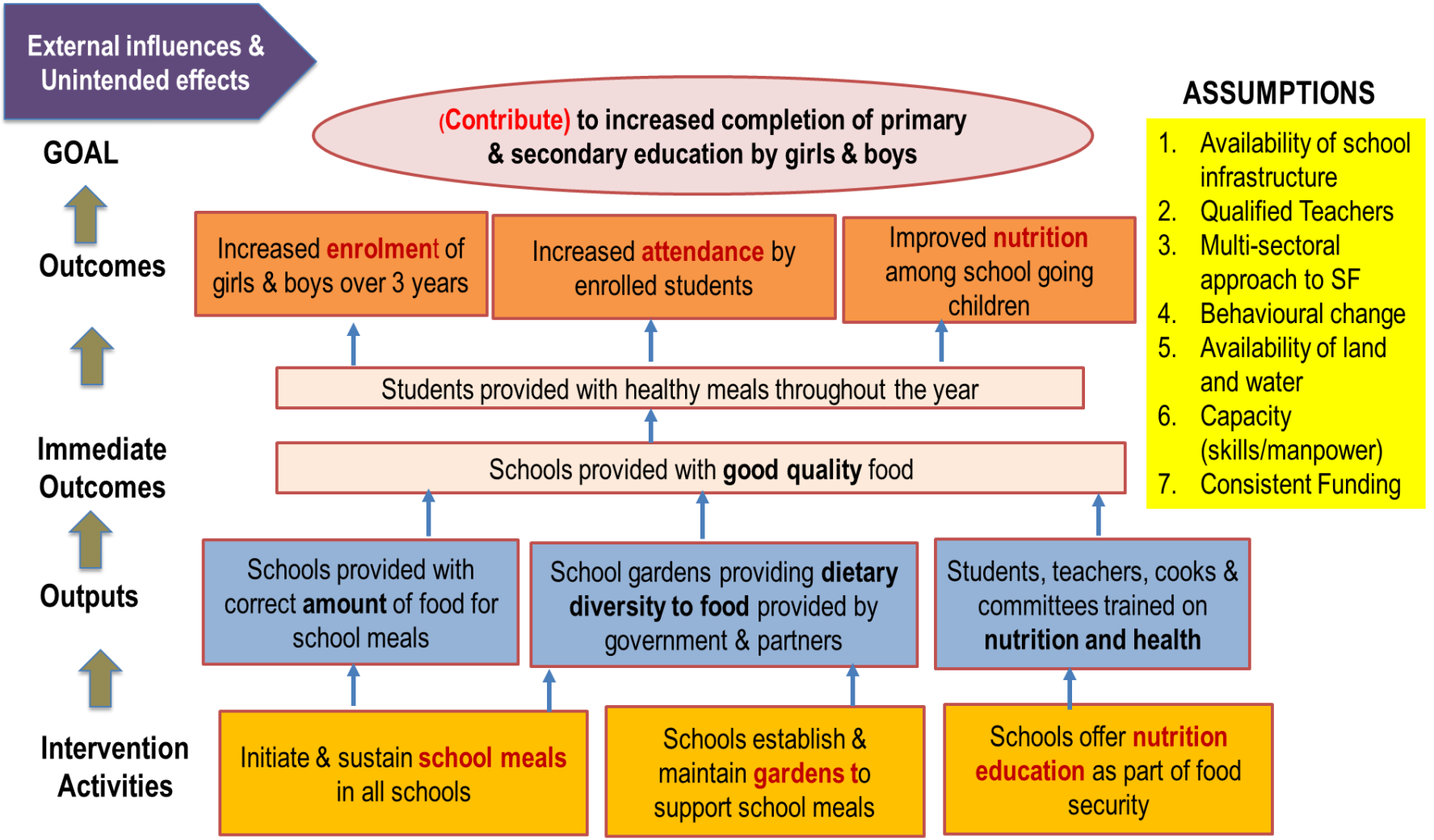


Year published (2010)

Annex 2: The Eswatini National Framework for Food Security in Schools Results Framework

INDICATOR LEVEL	RESULTS HIERARCHY	PERFORMANCE INDICATOR	FREQUENCY(REPORTING)
Goal Level (Impact)	Increased completion of primary and secondary education by girls and boys.	% of students dropping out by gender and grade.	At evaluation (at least 3 years)
Outcome Level	Increased enrolment of both girls and boys over three-year period	Number of students enrolled at the beginning of the year.	Annually
	Increased attendance by enrolled students	% of children absent for 3+ days a month	Annually
	Improved nutrition among target group (school going children)	% of undernourished children (as measured by MUAC/BMI depending on age)	At evaluation (usually carried out at least after 3 years)
Output Level	Students provided with healthy meals throughout the year	Number of meals served per academic term.	Monthly, per term
	Students reporting satisfaction with meals prepared and served in school kitchens.	Degree of boys and girl's satisfaction of food prepared in the kitchen (from low to high).	Monthly, per term
	School garden providing dietary diversity to food provided by Government and partners	Amount of food (kg) provided by garden to school kitchen.	Monthly, per term
	Students, teachers, cooks and committees trained on nutrition and health	Number of students, teachers and cooks knowledgeable on nutrition issues.	Annually
Process Level	Schools provided with correct amount of food for school meals.	Amount of food delivered per school.	Monthly
	Initiate and sustain school meals in all schools	Number of schools with a functioning school meals programme.	Annually
	Schools provided with good quality food	Amount of food delivered within 6 months before expiry Amount of food delivered with minimum transit losses	Monthly, per term
	Schools offer nutrition education- as part of food security	Number of schools offering nutrition education.	Annually
	Schools establish and maintain gardens to support school meals	Number of schools with functioning nutrition gardens	Annually, per term

Annex 3: Eswatini National School Feeding Programme Reconstructed Theory of Change



Annex 4: NSFP Government Budget Resource Details

In the past 10 years, the School Feeding Programme has consistently received funding from the Government budget as reflected in the table below. It is only in 2 out of the 10 years (2011/12 and 2013/14) that the programme was underfunded. It is commendable to note that even with the country financial challenges experienced in recent years, the Government has prioritised food security needs of children in schools.

Planned and actual funding for the School Feeding Programme

Financial Year	Estimated Budget (E)	Released Budget (E)
2009/10	18,842, 417.00	18, 342, 417.00
2010/11	18,842, 417.00	20, 632, 536.00
2011/12	18, 832, 417.00	15, 430, 751.00
2012/13	18, 832, 417.00	18, 832, 417.00
2013/14	33, 252, 426.00	24, 536, 956.00
2014/15	51,252, 426.00	51, 252, 426.00
2015/16	51,252, 426.00	59, 776, 226.00
2016/17	59,262, 171.00	59,262, 171.00
2017/18	47, 409, 736.00	47, 409, 736.00
2018/19	47, 409, 736.00	7, 901, 622.00 on-going

Source: Ministry of Education and Training, Nutrition Unit/Financial Controller's Office

In the bilateral agreement between WFP and NERCHA, the initial requirements in 2013 were US$ 11.4 million (this was revised to US$ 11.9 million) but in June 2014, the programme received US$5.546,740 which was 46.6 percent of the gross needs. [115] Of the amount received in 2014, the Government contributed 32.82 percent; carry-over from previous WFP operations constituted 17.59 percent, private donor contributions were 1.12 percent and the rest (0.09 percent) was from miscellaneous income.[116]

[115] Operations Evaluation Report on Swaziland Development Programme 200422: Support to children and students affected by HIV and AIDS and Component 1 of Swaziland Development Programme 200508: support to community-based volunteer caregivers of children affected by HIV and AIDS 2013-2014

[116] ibid

Annex 5: Evaluation Matrix

Overarching Evaluation Question: To what extent has the National School Feeding Programme achieved the results outlined in the National Framework for Food Security in Schools (NFFSS) and other policy instruments?						
Evaluation Criteria 1. **Relevance**						**Strong (Good)** **Medium (Satisfactory)** **Poor (Weak)**
Evaluation question: How appropriate was the National School Feeding Programme?						
No.	**Sub-questions**	**Measure / Indicator of Success**	**Main sources of Information**	**Data Collection Methods**	**Data Analysis Methods**	**Evidence Availability / Reliability**
1.1.	To what extent does the School Feeding Programme as currently designed and implemented complement other social protection instruments as envisaged in the NFFSS and the revised Education and Training Policy, 2018?	Alignment of NFFSS with national policies, social protection policies, food security and education policies Coherence of NFFSS objectives, activities, target groups and areas with social protection instruments	- The Strategy for Sustainable Development and Inclusive Growth (SSDIG), National Education and Training Sector Policy, National Social Security Policy, Food and Nutrition Security Policy and relevant policy documents - Data from Key Informant Interviews (KIIs) on perceptions regarding alignment	- Desktop review of relevant strategic and social protection policy documents - KIIs with various units in the Ministry of Education and Training (MoET) - KIIs with Government officials, UN, civil society, academic and other actors	- Narrative / thematic analysis of secondary data - - Triangulation of information gathered between sources	Relevant documents and appropriate Key Informants are both available and strongly reliable
1.2.	Are the school meals provided in line with the needs (including dietary) of the targeted boys and girls in primary, High and secondary schools?	Clear evidence for the basis of the school meals including gender and age considerations. % of beneficiaries who say that the school meals are relevant to the context	- NSFP design documents; assessment reports; monitoring reports - Food security and vulnerability statistics disaggregated by gender and maps. - Quantitative and qualitative data from	- Desktop review of design documents and assessment reports (Eswatini Vulnerability Assessment Committee (VAC), Central Statistics reports on social and	- Narrative / thematic analysis of secondary data - Triangulation of available information and data gathered between sources (primary qualitative data, secondary	Relevant document available (documents on nutritional assessment of meals not immediately available) Key Informants / FGD participants are both available and reliable

		and needs (including dietary) identified The degree to which beneficiaries feel/perceive that the school meals were tailored to their needs Perceptions on community, men's and women's involvement in the design of meals	school children and the community	economic statistics available). - Interviews with MoET, UN and other Ministries - Structured questionnaire interviews with focal teachers overseeing school feeding in schools - Focus Group Discussions with boys and girls in school, parents and communities	documentation, etc), locations, activity and school level type (ECCE, primary, secondary/high) - Data disaggregation (boys, girls, women, men)	
1.3.	Are the school gardens established in line with the needs of the targeted boys and girls in primary, High and secondary schools?	Clear evidence for the basis of the gardens including gender and age considerations % of beneficiaries who say the school gardens are relevant to the context and needs identified Community, men's and women's involvement in the design of garden activities [PS]	- NSFP design documents; assessment reports; monitoring reports. - - Quantitative data from evaluation reports from partners - - Qualitative data from key informant interviews and beneficiary FGDs	- Desktop review of design documents and assessment reports (Eswatini Vulnerability Assessment Committee (VAC), Central Statistics reports on social and economic statistics available). - Interviews with MoET, UN and other Ministries - Structured questionnaire interviews with focal teachers overseeing school feeding in schools - Focus Group Discussions with boys	- Narrative / thematic analysis of secondary data - Triangulation of available information and data gathered between sources (primary qualitative data, secondary documentation, etc), locations, activity and school level type (ECCE, primary, secondary/high) - Data disaggregation (boys, girls, women, men)	Documents on performance of school gardens scarce Key Informants / FGD participants are available but may not be reliable

				and girls in school, parents and communities		
1.4.	Is the nutrition education provided in line with the needs of the targeted boys and girls in primary, High and secondary schools?	Clear evidence for the basis of the nutrition education including gender and age considerations % of beneficiaries who say the nutrition education is relevant to the context and needs identified Community, men's and women's involvement in the design of garden activities [PS]	- NSFP design documents; assessment reports; monitoring reports. - - Quantitative data from evaluation reports from partners - - Qualitative data from key informant interviews and beneficiary FGDs	- Desktop review of design documents and assessment reports (Eswatini Vulnerability Assessment Committee (VAC), Central Statistics reports on social and economic statistics available). - Interviews with MoET, UN and other Ministries - Structured questionnaire interviews with focal teachers overseeing school feeding in schools - Focus Group Discussions with boys and girls in school, parents and communities	- Narrative / thematic analysis of secondary data - Triangulation of available information and data gathered between sources (primary qualitative data, secondary documentation, etc), locations, activity and school level type (ECCE, primary, secondary/high) - Data disaggregation (boys, girls, women, men)	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable
1.5.	Was the technical assistance provided by WFP relevant /appropriate to the needs of the MoET at different levels?	Design, alignment and implementation of WFP school feeding technical assistance Memorandum of Understanding (MOUs), agreements and plans relative to MoET objectives and staff	- WFP and NERCHA bilateral agreement and other plans - Qualitative data from KIIs and FGDs at national, regional, school levels	- Review of literature (MOUs, support requests, NSFP Plans and Reports, WFP SPRs) - KIIs with WFP and MoET - National and Regional staff	- Review and analysis of needs, informal and formal demands or requests. - Secondary analysis of MoET and WFP MOUs, Plans and Reports - Triangulation with KIIs with MoET and WFP, staff (national/regional)	The core WFP team that was part of designing and implementing the bilateral agreement are no longer with the country office

		demands (national, regional, school)		- Structured questionnaire interviews with focal teachers overseeing school feeding in schools	- Triangulation with Questionnaire interviews with focal points at school level	
1.6.	What adjustments (if any, permanent or temporary) have been made to the School Feeding Programme over time?	Type, reason and component of School Feeding Programme adjusted	- NSFP design documents - Qualitative data from key informant interviews and beneficiary FGDs	- Review of design documents and related documentation - Interviews with MoET, UN and other Government Ministries. Interviews with beneficiaries, other external stakeholders - Focus Group Discussions with boys and girls, parents and communities - Questionnaire interviews with focal teachers overseeing school feeding	- Narrative / thematic analysis of secondary data - Triangulation of available information and data gathered between sources	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable
1.7.	To what extent did the adjustments of the NSFP remain aligned at the time and/or over time to Government priorities and policies where appropriate?	Alignment of adjustments to social protection and relevant policies Coherence to social protection and relevant policies	- NSFP design documents - Qualitative data from key informant interviews and beneficiary FGDs	- Review of design documents and related documentation - Interviews with MoET, UN and other Government Ministries. Interviews with beneficiaries, other external stakeholders - Focus Group Discussions with boys	- Narrative / thematic analysis of secondary data - Triangulation of available information and data gathered between sources	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable

				and girls, parents and communities - Questionnaire interviews with focal teachers overseeing school feeding		
1.8.	To what extent did the adjustments of NSFP remain relevant at the time and /or over time to the needs of the boys, girls, men, women?	Coherence of adjustments to the needs of targeted boys, girls, women and men	- NSFP design documents - Qualitative data from key informant interviews and beneficiary FGDs	- Review of design documents and related documentation - Interviews with MoET, UN and other Government Ministries. Interviews with beneficiaries, other external stakeholders - Focus Group Discussions with boys and girls, parents and communities - Questionnaire interviews with focal teachers overseeing school feeding	- Narrative / thematic analysis of secondary data - Triangulation of available information and data gathered between sources - Data disaggregation (boys, girls, women, men)	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable
Evaluation Criteria 2. **Effectiveness** **Evaluation Question:** What is the extent to which the NSFP's objectives as defined have been achieved, and the extent to which outputs have led (or are expected to lead) to expected outcomes as planned.						
No.	**Sub-questions**	**Measure / Indicator of Success**	**Main sources of Information**	**Data Collection Methods**	**Data Analysis Methods**	**Evidence Availability / Reliability**
2.1.	Has the NSFP programme achieved the intended outputs and outcomes for targeted women, men, boys and girls over the period under review?	% change compared with baseline and targets for all indicators for which data are available, as per NFFSS and Inqaba Manual	- NSFP design documents - NSFP monitoring EMIS reports - Inqaba Monitoring and Evaluation reports - NERCHA reports	- Review secondary data from MoET, NERCHA, UN and other Government Ministries.	- Quantitative analysis of change - Narrative / thematic analysis of secondary data and primary data	Baseline data including target not available Monitoring data are not available for attendance, nutrition and garden indicators

		Perception from stakeholders regarding change in outputs and outcomes	- Quantitative and Qualitative data from key informant interviews and beneficiary FGDs	- Interviews with beneficiaries, other external stakeholders - Focus Group Discussions with boys and girls, parents and communities - Focus Group Discussions with cooks - Questionnaire interviews with focal teachers overseeing school feeding	collected by evaluation team - Disaggregation by sex, school level (primary, high and secondary school)	
2.2.	How effective is the management of school feeding in terms of logistics, food handling, monitoring and evaluation, provision of complimentary services?	Effect size and trend % of beneficiaries who say management of school feeding has been effective (for each variable)	- NSFP design documents - NERCHA reports - Quantitative and Qualitative data from key informant interviews and beneficiary FGDs	- Review implementation of NSFP from design and related documentation - Interviews with MoET, NERCHA, UN and other Government Ministries. Interviews with beneficiaries, other external stakeholders - Focus Group Discussions with boys and girls, parents, and communities - Focus Group Discussions with cooks - Questionnaire interviews with focal teachers overseeing school feeding	- Using a recognised scale for measuring effect (strong, moderate, weak, insufficient evidence) - Disaggregation by component (logistics, food handling, monitoring and evaluation, provision of complimentary services)	Baseline data including target not available Monitoring data are not available for attendance, nutrition and garden indicators
2.3.	What internal factors have influenced (positively or negatively) achievement of	Number and type of internal factors	- NSFP design documents - NSFP monitoring EMIS reports	- Review secondary data from MoET, NERCHA, UN and other	- Quantitative analysis of change	Baseline data including target not available

	results and contribution of school feeding to education outcomes, nutrition outcomes and other developmental objectives?	Perception regarding the extent of influence	- NERCHA reports - Quantitative and Qualitative data from key informant interviews and beneficiary FGDs	Government Ministries. - Interviews with beneficiaries, other external stakeholders - Focus Group Discussions with boys and girls, parents and communities - Focus Group Discussions with cooks - Questionnaire interviews with focal teachers overseeing school feeding	- Narrative / thematic analysis of secondary data and primary data collected by evaluation team - Disaggregation by sex, school level (primary, high and secondary school)	Monitoring data are not available for attendance, nutrition and garden indicators
2.4	What external factors have influence (positively or negatively) achievement of results and contribution of school feeding to education outcomes, nutrition outcomes and other developmental objectives?	Number and type of external factors Perception regarding the extent of influence	- NSFP design documents - NSFP monitoring EMIS reports - NERCHA reports - Quantitative and Qualitative data from key informant interviews and beneficiary FGDs	- Review secondary data from MoET, NERCHA, UN and other Government Ministries. - Interviews with beneficiaries, other external stakeholders - Focus Group Discussions with boys and girls, parents and communities - Focus Group Discussions with cooks - Questionnaire interviews with focal teachers overseeing school feeding	- Quantitative analysis of change - Narrative / thematic analysis of secondary data and primary data collected by evaluation team - Disaggregation by sex, school level (primary, high and secondary school)	Baseline data including target not available Monitoring data are not available for attendance, nutrition and garden indicators
2.5	To what extent have the objectives of WFP technical assistance been achieved?	Degree to which the objective of WFP's technical assistance has been achieved	- WFP and MoET MOUs, bilateral agreement between WFP and NERCHA	- Review secondary data from MoET, NERCHA, WFP	- Comparative stakeholder perceptions, and monitoring and	Relevant documents and appropriate Key Informants / FGD

		Stakeholder perceptions on WFP's technical assistance	- Qualitative data from key informant interviews and beneficiary FGDs	- Interviews with MoET, NERCHA, beneficiaries, other external stakeholders - Questionnaire interviews with focal teachers overseeing school feeding	evaluative evidence, of technical assistance contributions to Government - Targets of technical assistance to the MoET	participants are both available and reliable
Evaluation Criteria 3: **EFFICIENCY**						
Main questions						
3.1.	What are the cost items (direct or indirect) associated with implementation of the NSFP?	Cost categories including a) Commodity; b) Logistics, Storage and Utilities; c) Management and Admin; d) Staff; and e) Capital costs f) Opportunity costs	- NERCHA, MoET - School level assessment reports of cost items - Data from KIIs with NERCHA, MoET, WFP and focal teachers in schools	- Secondary review of NCA assessments, evaluations and related reports - KIIs and FGDs with MoET and WFP staff; - Questionnaire interviews with focal teachers overseeing the school feeding	- Collate and tabulate national NSFP statistics and associated data - Collate and tabulate WFP supply chain and NSFP monitoring data	Reliability of existing data to be determined through comparison with qualitative data to be collected.
3.2.	How much does it cost (Government and communities) to implement the NSFP to achieve the outcomes that it has achieved?	% contribution of each cost item to implementation of the NSFP at different levels	- NERCHA, MoET - School level assessment reports of cost items - Data from KIIs with NERCHA, MoET, WFP and focal teachers in schools	- Secondary review of NCA assessments, evaluations and related reports - KIIs and FGDs with MoET and WFP staff; - Questionnaire interviews with focal teachers overseeing the school feeding	- Quantitative analysis of cost efficiency and cost effectiveness - Collate and tabulate WFP supply chain and NSFP monitoring data	Reliability of existing data to be determined through comparison with qualitative data to be collected.
3.3.	Given the identified cost drivers, could the same outcomes be attained at lower costs, or higher outcomes achieved with same resources?	Timeliness of NSFP activities Relative costs of chosen modalities and their	- NSFP monitoring reports from MoET and NERCHA, WFP SPR, - Existing quantitative data on cost benefit	- Review of relevant documentation - KIIs with NERCHA, WFP, MoET - KIIs with relevant Government officers at	- Thematic analysis of qualitative results through frequency of emergent themes, disaggregated	Reliability of existing data to be determined through comparison with qualitative data to be collected.

		effectiveness compared to alternatives Quality of NSFP services provided Number of alternative implementation approaches identified by stakeholders as more cost efficient than present approaches	analysis of NSFP activities - Qualitative data from key informant interviews - FGDs for Stakeholder perceptions on efficiency of process disaggregated by category of costs	national, regional levels - Focus Group Discussions parents and communities	- Quantitative comparisons of data reported, and data collected by ET - Triangulation of data available from different sources	
Evaluation Criteria 4: **IMPACT**						
Main questions						
4.1.	What are long term effects (positive or negative, intended or unintended) of school feeding on lives of targeted boys & girls, households and communities?	Stakeholder (partners' and beneficiaries') perceptions of the effect/contribution of school feeding to livelihoods (positive/negative or intended/untended) Evidence of long-term changes on lives of boys and girls, households and communities.	- Data from FGDs, Case studies - Quantitative analysis of primary data from interviews (men, women, boys, girls separately). - Monitoring reports from WFP, NERCHA and MoET - Trend analysis of food and nutrition security situation from Eswatini Vulnerability Assessment Committee reports (2010-2018)	- Documentary analysis. - KIIs, Case Studies with boys and girls, women and men, focal - Focus Group Discussions with cooks - Questionnaire interviews with focal teachers overseeing the school feeding	- Quantitative analysis of primary data disaggregated by women, men, boys and girls - Narrative/thematic analysis, - Synthesis of secondary data collected - Discourse analysis of primary data collected	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable
4.2.	Within different regions is there evidence that school feeding is contributing (positively or negatively) towards social protection and poverty reduction?	Stakeholder (partners' and beneficiaries') perceptions of the effect/contribution of school feeding to social protection and poverty reduction (positive/negative or intended/untended)	- KIIs with WFP, NERCHA and MoET, Ministry of Labour and Social Security - Data from FGD with boys, girls, women, men	- Documentary analysis. - KIIs, Case Studies with boys and girls, women and men, focal - Focus Group Discussions with cooks - Questionnaire interviews with focal	- Quantitative analysis of primary data disaggregated by women, men, boys and girls - Narrative/thematic analysis, - Synthesis of secondary data collected	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable

		Evidence of emerging or long-term changes on lives of boys and girls, households and communities.		teachers overseeing the school feeding	- Discourse analysis of primary data collected	
4.3.	How have these contributions been influenced by differences in? a. Type/level/location of school feeding (i.e. ECCE, primary, secondary; rural /urban)	Perception of stakeholders about the influence of the type/level of school on the contribution of school feeding. Comparison across schools, the difference in attendance when school meals are offered and when they are not.	- Data from Key Informant interviews of stakeholders. - Data from interviews with focal teachers overseeing the school feeding	- KIIs, with beneficiaries in ECCE, primary and secondary /High schools - KII Interviews with MoET, WFP, UN and other Government Ministries and NGOs - Questionnaire interviews with focal teachers overseeing school feeding	- Narrative/thematic analysis - Discourse analysis of primary data collected - Quantitative analysis of primary data disaggregated by primary, pre-primary, model.	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable
	b. Level of community involvement in the school feeding	Perception of stakeholders about the influence of the community involvement in school feeding.	- Data from Key Informant interviews of stakeholders. - Data from FGDs with parents, communities	- KIIs with MoET national, regional and school levels and other Government Ministries, UN and NGOs - Questionnaire interviews with focal teachers overseeing school feeding	- Narrative/thematic analysis - Discourse analysis of primary data collected - Quantitative analysis of primary data disaggregated by primary, pre-primary, model.	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable
	c. Availability (or not) of complementary services (water, sanitation, health education)	Perception of stakeholders about the influence of the availability of complementary services on the contribution of school feeding.	- Data from Key Informant interviews of stakeholders. - Data from FGDs with parents, communities	- KIIs with MoET national, regional and school levels and other Government Ministries, UN and NGOs - Questionnaire interviews with focal	- Narrative/thematic analysis - Discourse analysis of primary data collected - Quantitative analysis of primary data disaggregated by	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable

				teachers overseeing school feeding	primary, pre-primary, model.	
Evaluation Criteria 5: **SUSTAINABILITY**						
Main questions						
5.1.	To what extent has the NSFP promoted and generated community ownership?	Number and range of ways in which NSFP has promoted community ownership Types and extent of community investments in the NSFP (e.g., land, financial contribution etc) Evidence of examples/pointers of built-in sustainability factors	- NSFP documentation - Community (local) development plan if available - Quantitative data on community contribution towards NSFP components - Qualitative data from key informant interviews and FGDs for Beneficiary - Stakeholder perceptions relating to community ownership	- Review of relevant documentation - KIIs with MoET, WFP staff - and relevant Government officers, other stakeholders - FGDs with boys, girls, women and men; community	- Thematic analysis of qualitative results through frequency of emergent themes, disaggregated (as possible) by type of stakeholder and gender, location - Quantitative comparisons of data reported, and data collected by ET - Triangulation of data available from different sources	Relevant documents and appropriate Key Informants / FGD participants are both available and reliable
5.2.	To what extent have capacity development activities (institutions and individuals) been designed and implemented under the NSFP?	Number and type of capacity development activities designed and implemented (PS) Range and types of technical capacities created, or knowledge transferred MoET and partners at various levels Range of stakeholder perceptions on sustainability of capacity development activities	- NSFP documents and related documents - Training reports - Qualitative data from key informant interviews	- Review of relevant documentation - KIIs with MoET, NERCHA - KIIs with relevant Government officers - Questionnaire interviews with focal teachers overseeing school feeding - Focus Group Discussions with cooks	- Thematic analysis of qualitative results through frequency of emergent themes, disaggregated (as possible) by type and gender of stakeholder - Triangulation of data available from different sources	Reliability of existing data to be determined through comparison with qualitative data to be collected.

5.3.	To what extent did the institutional arrangements as planned in the NFFSS contribute to achieving the NSFP objectives?	Number and type of institutional arrangements established as planned Number and range of roles identified for the school feeding committees at national and school levels Presence/absence of structure to plan, coordinate and manage NSFP locally	- Qualitative data from documentation and key informant interviews	- Review of relevant documentation, e.g. committee meeting minutes and TOR (if available) - KIIs with MoET - KIIs with committee members	- Thematic analysis of qualitative results through frequency of emergent themes, disaggregated (as possible) by type of stakeholder and gender	Reliability of existing data to be determined through comparison with qualitative data to be collected.
5.4.	How does the implementation of the NSFP and other related actions affect the context of gender inequality related to education, nutrition and food security across regions? Does it improve the lives of women, girls, boys and men? Did inaction /ineffective action maintain existing gender inequalities? Did inaction /ineffective action worsen the circumstances of women and girls?	Extent of gender considerations in design, implementation and monitoring of the NSFP Degree of perception of stakeholders with regards to gender considerations	- NSFP documents and related documents - Qualitative data from key informant interviews, FGDs with women, men, boys and girls - Qualitative data from focal teachers overseeing school feeding - Qualitative data from cooks	- Review of relevant documentation - KIIs with MoET, NERCHA, Ministry of Gender, UN Women - KIIs with relevant Government officers at national and regional levels - Questionnaire interviews with focal teachers overseeing school feeding - Focus Group Discussions with cooks	- Thematic analysis of qualitative results through frequency of emergent themes, disaggregated (as possible) by type and gender of stakeholder - Triangulation of data available from different sources	Reliability of existing data to be determined through comparison with qualitative data to be collected.
5.5	What are the key factors that drive sustainability of the NSFP in the Eswatini context (political economy, economy, social factors)? To what extent were lessons from past evaluations used to inform evidence-based decision	List and type of factors driving sustainability of NSFP Evidence of decision making based on past evaluations	- NSFP project documents and related documentation - KIIs at national, regional, and school levels with MoET, WFP	- Literature review of project documents and other reports from UN, NGOs and partners - KIIs with Government representatives (MoET, other), donors, UNICEF, WFP	- Discourse analysis and triangulation of evidence-based decision-making examples and failures cited by stakeholders at different levels -	To what extent were lessons from past evaluations used to inform evidence-based decision making and the effective implementation of the NSFP?

	making and the effective implementation of the NSFP?	Identification by stakeholders at different levels of clear examples of evidence use, its sources, and resulting responses and implementation to improve implementation	- Monitoring reports, standard reports and evaluation responses - Evidence from assessments (Eswatini VAC, donor reports, UNICEF, UN, NGOs and others)	- Focus groups with community members		
5.6	To what extent are good practices used in facilitating knowledge sharing and improving evidence-based programme design?	Evidence of sharing of good practice and improving design and implementation Type of platforms/forums, frequency and attendance by gender for consultation on NSFP and related subjects	- NSFP project documents and related documentation - KIIs at national, regional, and school levels with MoET, WFP - Monitoring reports, standard reports and evaluation responses	- Literature review of project documents and other reports from UN, NGOs and partners - KIIs with Government representatives (MoET, other), donors, UNICEF, WFP	- Discourse analysis and triangulation of evidence-based decision-making examples and failures cited by stakeholders at different levels -	Reliability of existing data to be determined through comparison with qualitative data to be collected.
5.7	With the envisaged design to include a home-grown school feeding component that links school feeding to smallholder farmers and enterprises: What should be the key design considerations given the lessons and experience with NSFP so far?	Common understanding and prioritisation by local, regional and national stakeholders of NSFP design improvements to HGSF and their alignment with current evaluative evidence (Criteria 1 to 7) and international benchmarks	- National food security policies and programmes (Ministry of Agriculture, MoET, WFP, FAO, NGO and donors) - Agency and Government reports, plans, evaluations and research - Regional and international HGSF design benchmarks (including WFP Centre of Excellence) and guidelines - Data from school and community level FGDs - Data from KIIs at regional and national	- FGDs with parents, farmers' groups, community leaders, - School level questionnaire interviews with focal teachers - Regional and national KIIs with WFP, Ministry of Agriculture, FAO, UN Donor, NGO - Focus Group Discussions with cooks - Secondary literature review (national, regional and international HGSF policies, programmes,	- Qualitative analysis of financial, technical (food security), gender, policy, and institutional design preferences at all levels across multiple stakeholders - Review of regional and international HGSF model benchmarks, evaluations, research and guidelines including WFP Centres of Excellence	Reliability of existing data to be determined through comparison with qualitative data to be collected.

			levels (WFP, Ministry of Agriculture, FAO, Donors and World Bank)	evaluations and research) - WFP Country Strategic Plan, diagnostics and reports		
5.8	Within the context of the revised education and training sector policy and other relevant policy frameworks, what adjustments are required to the design and implementation of the NSFP to make it an efficient social protection instrument while enhancing its contribution to education outcomes and development objectives??	Common understanding and objectives for school feeding as a social protection instrument and design adjustments to align with social protection policies	- Data from social protection policies, school feeding policies and project documents - Data from KIIs at national levels (UNICEF, Donors, Ministry of Commerce and Trade and World Bank)	- Review of literature from donors, national policies and strategies - National and KIIs with WFP, Donors, NGO - Focus Group Discussions with parents and cooks - WFP Country Strategic Plan, diagnostics and reports	- Thematic analysis of qualitative results through frequency of emergent themes, disaggregated (as possible) by type and gender of stakeholder - Triangulation of data available from different sources	Reliability of existing data to be determined through comparison with qualitative data to be collected.

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