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WFP EVALUATION

Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals

Centralized Evaluation Report

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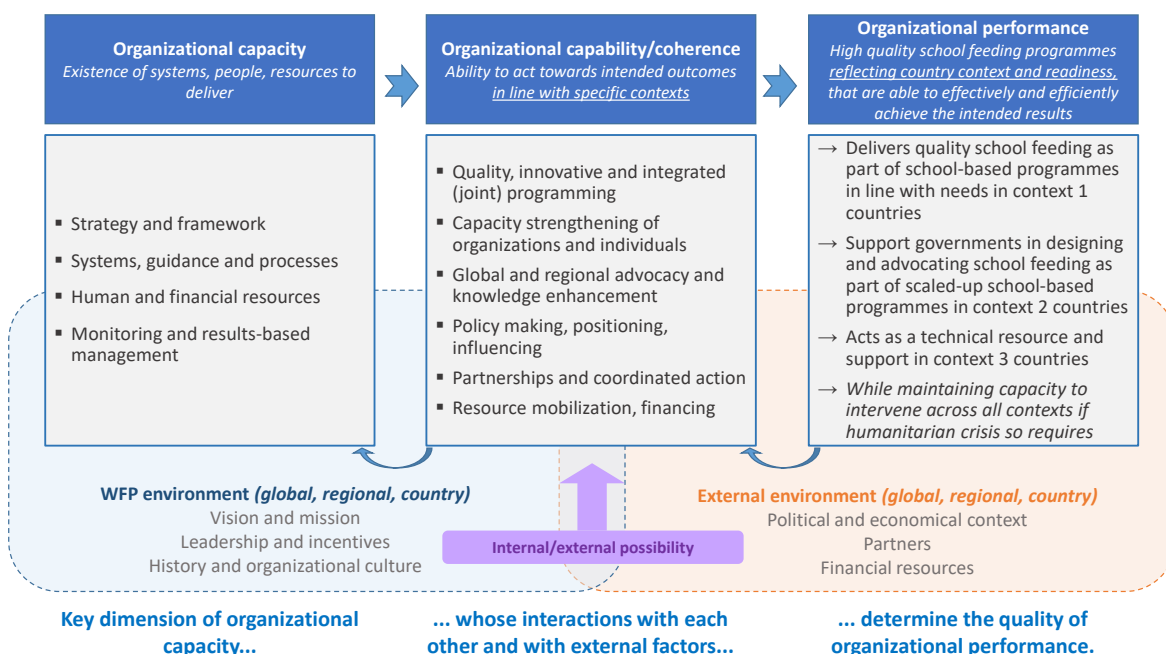
Executive Summary

Introduction

Evaluation features

1. This strategic evaluation, commissioned by the WFP Office of Evaluation, served both learning and accountability goals. It compared WFP's performance between 2014 and 2020 with its school feeding policy, assessed how well WFP was positioned and equipped to deliver on its school feeding agenda and explored the factors enabling or hindering progress.
2. The evaluation addressed the following questions:
 - EQ1. How relevant is the WFP 2013 school feeding policy, considering the 2030 Agenda for Sustainable Development and WFP's current strategic plan (2017–2021)?
 - EQ2. To what extent has WFP been able to deliver results in line with the objectives set out in the 2013 school feeding policy?
 - EQ3. How well is WFP equipped to deliver effective and equitable school feeding programmes and to assist governments with the implementation of school feeding programmes?
 - EQ4. How well is WFP equipped to focus on fostering environments that enable national institutions to design, finance and implement sustainable school feeding programmes?
 - EQ5. What key factors have contributed to progress towards the stated objectives and what key lessons can be learned?¹
3. The conceptual framework shown in figure A guided the design of the evaluation. It highlights the components of organizational readiness and the role of internal and external influences.

Figure A: Organizational readiness conceptual framework



¹ Responses to EQ5 draw on findings related to EQs 1–4 and are presented in the Conclusions section of this report.

4. The evaluation was conducted between January 2020 and March 2021; following the initial phase, all work was carried out remotely because of restrictions related to the COVID-19 pandemic. A rigorous review of secondary evidence preceded the collection of primary data from various country contexts and at various levels (country, regional and global). Secondary evidence included a review of over 100 evaluations and external reports and numerous internal documents. Primary evidence included global, regional and country-level interviews and an e-survey of WFP staff.² Studies were conducted of 11 countries³ selected to reflect the diversity of WFP's portfolio.

5. The primary audience for this evaluation includes the WFP Executive Board, the School-based Programmes Division (SBP), senior management, regional and country-level programme staff and school feeding programme advisors. Other users include governments, international humanitarian and development actors and nutrition and school health networks.

Context

6. Over the evaluation period, WFP carried out substantial reforms as it adapted to changing international circumstances. In response to humanitarian crises, the scale of WFP activity increased as it continued efforts to implement its dual humanitarian and development mandate. Logistics and procurement capacity remain central to WFP's role as the world's largest humanitarian organization.

7. Through the Integrated Road Map WFP sought to transform itself through mandatory reforms including multi-year country strategic plans (CSPs) that supersede individual projects as the framework for planning, budgeting and implementation. The role of the regional bureaux in supporting country offices has been strengthened amid reforms relating to human resource management.

8. The WFP Strategic Plan (2017–2021) shifted WFP's focus from the Millennium Development Goals to the Sustainable Development Goals (SDGs), particularly SDG 2 (end hunger) and SDG 17 (partnerships). The recent school feeding strategy identifies contributions to eight SDGs.

9. Effective results orientation was sought by merging the former strategic results framework and management results framework into a corporate results framework (CRF), which is designed to reflect the SDGs. WFP is increasingly shifting from implementer to enabler, reflecting the growing capacity and incomes of the countries it supports. WFP remains voluntarily funded, however⁴ there is no guarantee that those who finance it all share the same view of its role.

Subject

10. The 2013 school feeding policy has five objectives: to provide a safety net for food-insecure households through income transfers; to support children's education through enhanced learning ability and access to the education system; to enhance children's nutrition by reducing micronutrient deficiencies; to strengthen national capacity for school feeding through policy support and technical assistance; and to develop links between school feeding and local agricultural production where possible and feasible.

11. The 2013 policy guided WFP school feeding interventions throughout the evaluation period (see figure B). Activities included direct school feeding operations and related capacity strengthening, advocacy and partnership engagement and support and guidelines for WFP staff at all levels.

12. The evaluation also looked at the WFP school feeding response to the COVID-19 pandemic; in addition to references throughout the main report, a dedicated annex provides further details on that subject.

13. The school feeding strategy for 2020–2030 is framed around multiple outcomes and places greater emphasis on linking school feeding to other school health and nutrition (SHN) interventions and on the 8,000-day paradigm, which calls for rethinking investment in the health and nutrition of schoolchildren. It

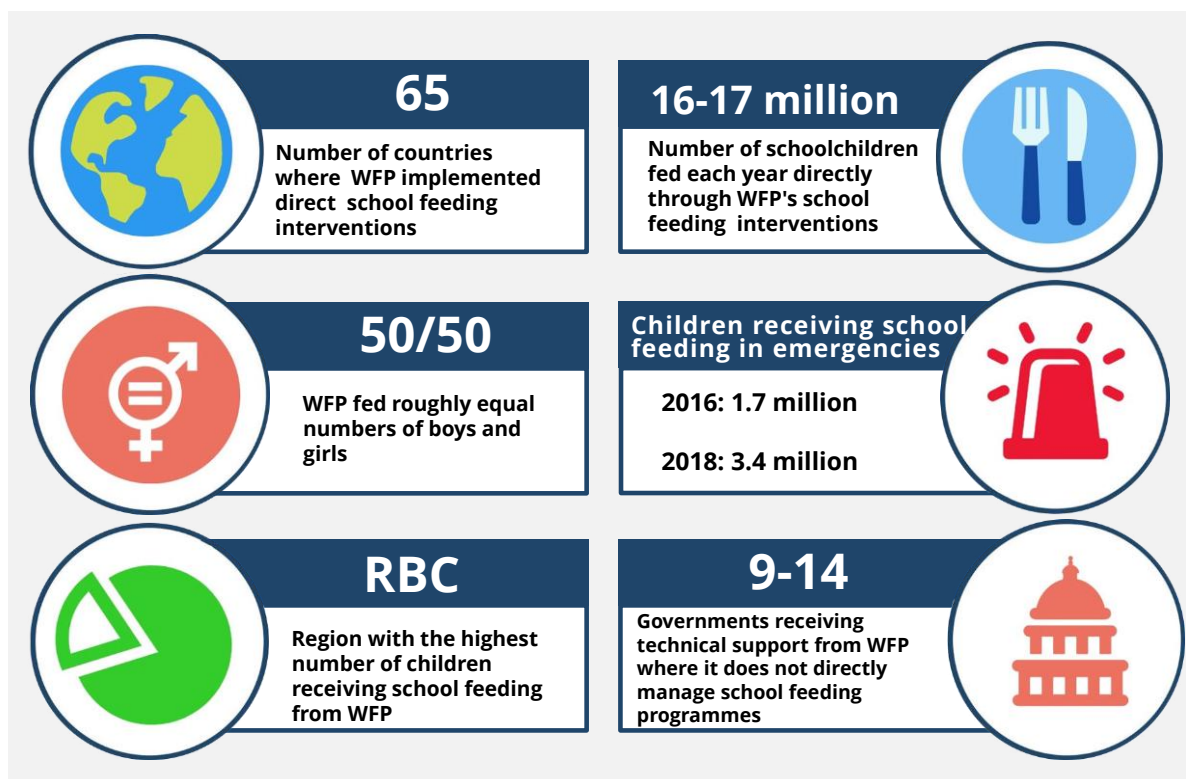
² Over 300 people (153 women and 156 men) participated in interviews and focus group discussions at the global (82), regional (34) and country (193) levels. Of 737 staff targeted, 229 responded to the electronic survey, representing a 31 percent response rate.

³ Cambodia, Côte d'Ivoire, Haiti, Kenya, Mozambique, Namibia, Peru, Rwanda, Tajikistan, the Syrian Arab Republic and Tunisia.

⁴ As explored in WFP/EB.A/2020/7-C.

prioritizes enhanced coverage and quality of school feeding through a gradual scale-up and transition of school feeding programmes to national ownership, moving WFP far beyond the direct delivery of school feeding. It sets very ambitious operational targets for WFP (see figure C).

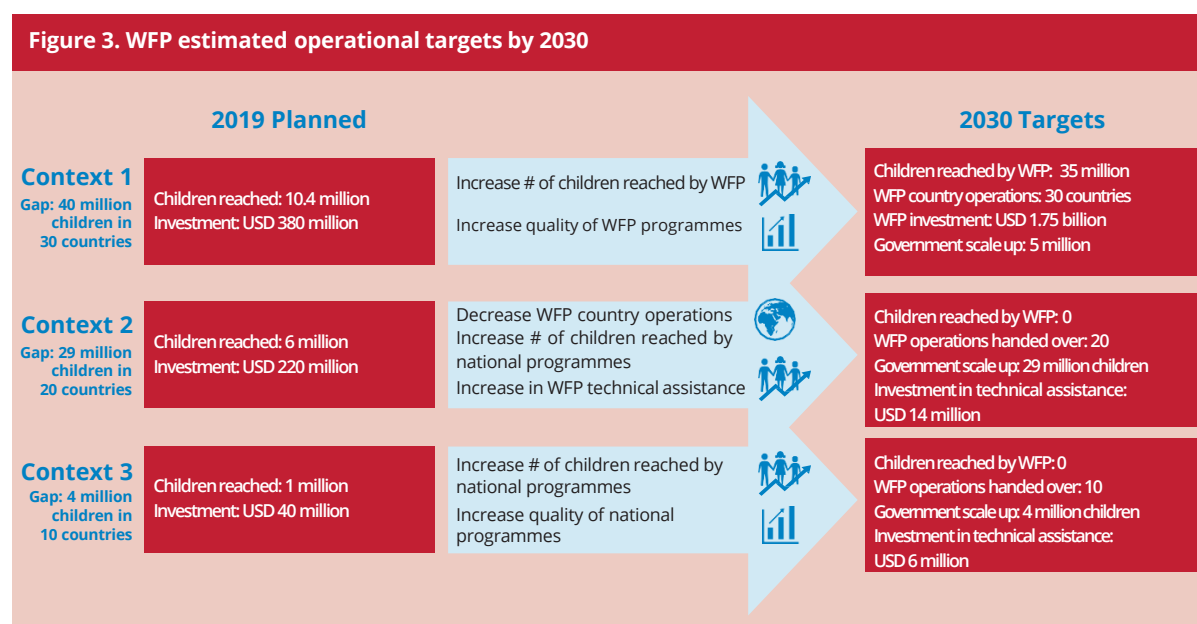
Figure B: WFP school feeding operations, 2014–2020



Sources: Data drawn from various WFP documents including the [State of School Feeding Worldwide 2020](#).

Abbreviation: RBC = Regional Bureau for the Middle East and Northern Africa

Figure C: School feeding strategy operational targets to 2030



Source: WFP school feeding strategy 2020–2030, p.32.

Note: The financial targets are to raise annual expenditures from the 2019 figures to the figures shown for 2030.

14. Oversight for school feeding was initially the responsibility of a school feeding unit and since 2018 has been the responsibility of SBP, which has a staff of 22. At the regional level, school feeding support is provided by focal points who work with country office teams of varying size. Support for countries has also come from the Centre of Excellence against Hunger in Brazil, which was established in 2011; additional centres of excellence have since opened in Côte d'Ivoire and China. Since 2019, SBP has had its own line in WFP's budget, set at USD 2.5 million annually. Over the evaluation period, WFP spent an average USD 310 million a year on school feeding programmes.

Evaluation findings

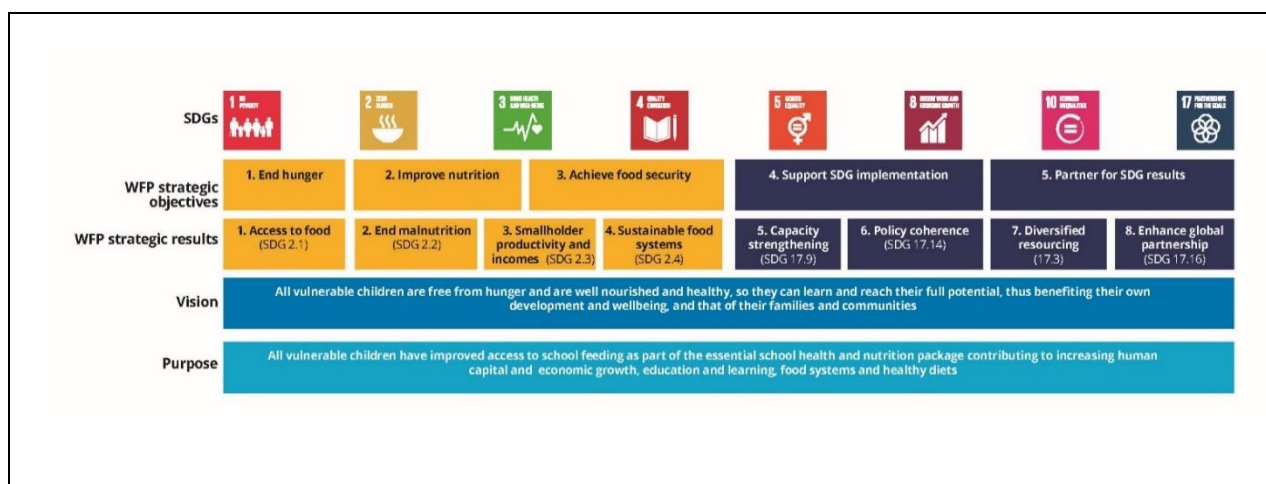
Relevance

How relevant is the WFP 2013 school feeding policy, considering the 2030 Agenda for Sustainable Development and WFP's current strategic plan (2017–2021)?

15. The relevance of the 2013 policy is confirmed by continued research into and evaluations of multiple outcomes in the domains of safety nets, education, nutrition and support for the local economy. Evidence collected globally reveals the interdependence of education, nutrition and health outcomes, the need for a focus on the first 8,000 days of life and the important role of school feeding as part of an SHN package delivered through schools. This approach is central to the new WFP school feeding strategy. However, neither the policy nor the strategy provides sufficient strategic guidance on the planning and implementation of school feeding in humanitarian contexts, even though this remains a major component of WFP school feeding activities.

16. The school feeding strategy highlights the links between school feeding and a range of SDGs (see figure D), with a focus on human capital and on the potential relevance of school feeding beyond primary schools, highlighting gender and equity concerns and acknowledging the need for climate sensitivity. This expanded agenda is not developed in detail, however, which could present a risk if the ambition is not matched by adequate human and financial resources framed by plausible funding expectations.

Figure D: SDGs supported by the WFP school feeding strategy 2020–2030



Source: Extracted from the theory of change presented in the WFP school feeding strategy for 2020–2030

17. The policy was well aligned with the WFP strategic plan for 2014–2017, but opportunities to strengthen the visibility and positioning of school feeding in the strategic plan for 2017–2021 were missed and school feeding indicators were omitted from early versions of the CRF. WFP school feeding interventions reflected the directions set out in the 2013 policy, but a loss of momentum coupled with a reduction in school feeding capacity at headquarters led to shortcomings in the implementation of the policy. The development of the school feeding strategy for 2020–2030 under a reinvigorated SBP has led to the updating and strengthened implementation of the policy.

18. WFP has sought to be flexible and responsive to the priorities of national governments when adapting to the constraints and challenges encountered in national settings. The policy allows for considerable flexibility but the strategy classifies contexts more rigidly according to various WFP roles. This

could result in insufficient recognition of operational contexts where WFP may have to play a range of roles in a single country.

Results

To what extent has WFP been able to deliver results in line with the objectives set out in the 2013 school feeding policy?

19. *Safety net.* School feeding constitutes a significant value transfer relative to household income and is therefore an important benefit for the participating households in most places where WFP operates. This is confirmed by the effectiveness of school feeding as an incentive for school attendance. Its safety-net significance is also demonstrated by its use in emergencies, as highlighted by the pressure to find alternative ways to deliver food to households when schools were closed as part of COVID-19 containment measures. School feeding coverage is quite limited in many contexts, however, and its benefits are therefore localized. Recognition of the role of school feeding in safety nets is increasingly widespread, but its systematic integration into national social protection systems remains relatively rare.

20. *Educational results.* There is widespread evidence of the positive effects of school feeding on enrolment including positive gender and equity effects. However, the educational outcomes of school feeding depend on context. Some rigorous evaluations⁵ demonstrate that well-designed school feeding programmes can reinforce learning outcomes. Yet school feeding has only occasionally and to a limited extent been systematically integrated into overall education sector planning, even though its educational outcomes depend on complementary inputs. There is considerable scope for improving monitoring of the educational effects of school feeding.

21. *Nutrition results.* School feeding rations are designed to be nutritious, but the incorporation of additional nutrition-sensitive components into school feeding programmes has been haphazard, information on their implementation is often anecdotal, and their effectiveness may be undermined by practical shortcomings in delivery. Direct observation of the nutritional effects of school feeding is generally impractical except under rigorous research conditions. The likelihood of relevant nutrition outcomes therefore has to be inferred from the quality of intervention design and implementation; good quality monitoring of implementation is rare, however, which makes credible claims for nutrition outcomes difficult to make.

22. *Supporting local production.* The number of home-grown school feeding initiatives increased during 2014–2020, frequently reflecting government demand. However, the challenges associated with operationalizing a more complex and decentralized approach have frequently been underestimated and most initiatives have been relatively small-scale with uncertain sustainability. It is also difficult to achieve the intended impacts on smallholders and communities, and smallholder suppliers face risks if demand for their produce is interrupted, for example during emergencies.

23. *Gender and equity* have often been included in programme design and the policy and strategy acknowledge opportunities to contribute to progress towards gender and equity objectives. However, school feeding interventions have tended to focus on numerical targets for the equal inclusion of women and men and girls and boys and have not identified, prioritized or adequately monitored opportunities to achieve gender-transformative results.⁶

24. *Strengthening national capacity.* There has been a significant increase in the number of countries that have adopted school feeding policies, often drawing on WFP advice and support. With few exceptions, however, national budget expenditures on school feeding have increased only modestly although the share of school feeding undertaken by governments and non-WFP implementers has risen (see figure E).

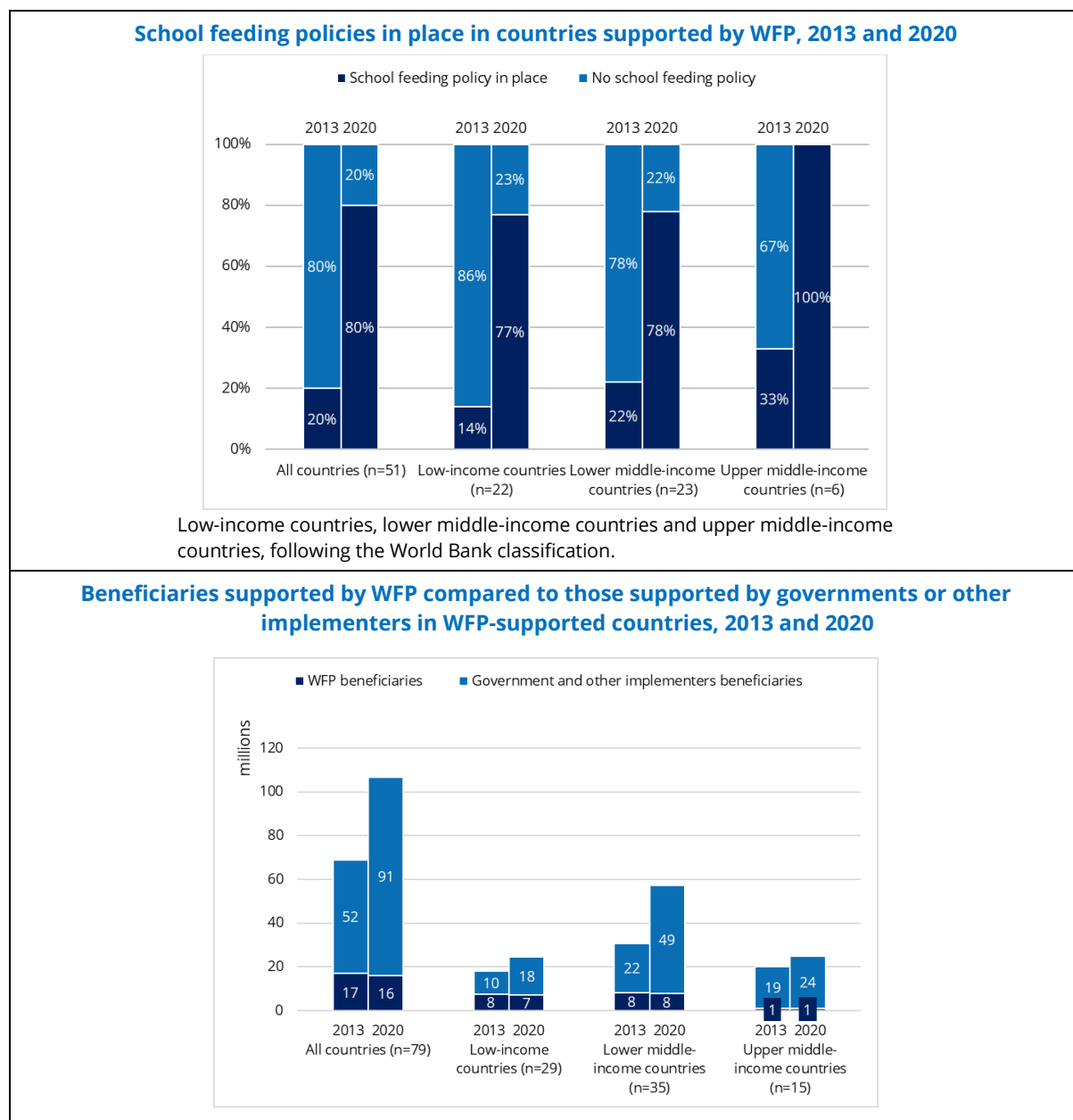
⁵ This evaluation defines “rigorous” evaluations as those with an experimental or quasi-experimental methodology that allows comparison with a counterfactual.

⁶ WFP defines gender transformative as follows: “An initiative (law, policy, programme, project etc.) that changes gender relations in favour of the equal sharing of power by women and men, and girls and boys. The action involves revising the socio-cultural, political and economic structures and norms that underpin inequalities”. Source: WFP Gender Office. [Gender Concepts](#).

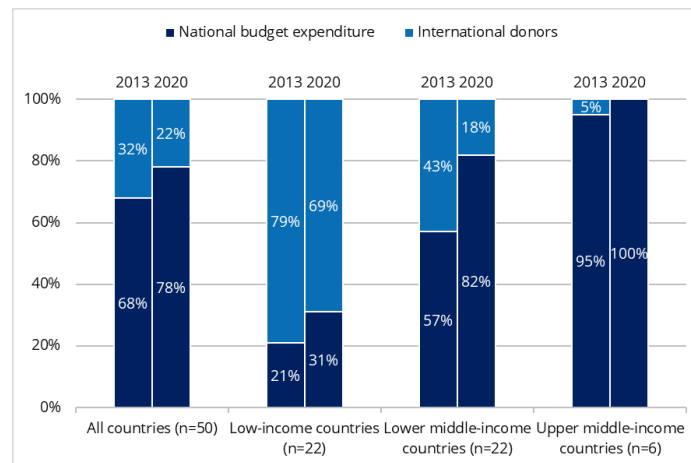
25. *Downstream efforts.* WFP has engaged extensively in capacity-strengthening activities at the national, subnational and local levels, including in schools and communities. In some countries these efforts have been linked to the handover of WFP school feeding programmes to governments.

26. *School feeding in humanitarian contexts* is a valuable intervention. However, interventions have not sufficiently recognized the specific characteristics of these complex operating environments (for example, conflict vs. natural disasters, sudden-onset emergencies vs. protracted crises, refugees vs. host communities) or protection concerns. Some emergencies may require a complete reconfiguration of school feeding operations; this has been demonstrated on a global scale by the COVID-19 pandemic, which has seen WFP adapt to school closures by providing take-home rations in some settings.

Figure E: The increasing role of governments in school feeding



National budget expenditure versus international donor support in WFP-supported countries, 2013 and 2020



Source: *State of School Feeding Worldwide 2020*.

Organizational readiness for delivery and support for delivery

How well is WFP equipped to deliver effective and equitable school feeding programmes and to assist governments with the implementation of school feeding programmes?

27. *Clear and coherent frameworks to support programming.* The school feeding strategy for 2020–2030 is recognized at all levels as an appropriate long-term framework for WFP work in SHN. The consultative process for the design of the strategy galvanized interest and support internally and externally. However, further clarity is needed in the following areas:

- the global targets set out in the strategy, by context;
- recognition of the multiple roles for WFP within a given country;
- the role of school feeding as a stress response mechanism and the circumstances specific to crisis settings;
- the practical implications of the 8,000-day paradigm, particularly for WFP's approach to adolescent girls;
- expectations for gender-transformative school feeding, climate-sensitive approaches, digitalization and innovation; and
- WFP's role in the transition of school feeding programmes to national ownership, including capacity and systems strengthening, enables these transition processes.

28. Regional school feeding strategy concept notes and implementation plans have provided more clarity on priorities, in line with country and regional specificities, and emphasize common agendas; however, they require adequate resources for implementation.

29. With first-generation CSPs, WFP has been able to position school feeding more strategically within the humanitarian–development–peace nexus during planning. CSPs most frequently link school feeding to efforts to address root causes and enhance resilience. Work on the strategic connection between WFP school feeding activities and national and partner priorities and progress towards nationally owned SHN programmes is under way.

30. *Conduciveness of systems to staffing and funding WFP roles in various settings.* Country-level staffing (in terms of the number of staff and their skills and seniority) falls short of needs for school feeding programming in various contexts. Gaps in several technical areas affect WFP's capacity as an enabler. WFP staffing systems are not conducive to the recruitment, retention and continuity of the staff needed for various school feeding roles, especially the enabling role. Constraints include short-term funding, which increases reliance on consultancy and short-term contracts and limits WFP's ability to work on long-term programming and policy processes.

31. The technical assistance and support that country office school feeding teams received from regional bureaux, headquarters and the Brazil Centre of Excellence Against Hunger were insufficiently tailored to specific contexts and technical gaps. The respective responsibilities of headquarters and regional bureaux in supporting country-level school feeding programmes remain unclear and there is room to improve internal coordination and alignment. The ongoing drafting of regional implementation plans is a step towards addressing some of these concerns.

32. Constraints are also inherent in WFP budget and financing processes and systems. The following challenges risk undermining the effectiveness of WFP school feeding programming in various country settings:

- CSPs have not attracted funds in the ways envisioned, and short-term and earmarked funding continue to dominate.
- Linking financial resources for school feeding to performance remains problematic.
- There is insufficient reflection on how to fund long-term enabling support in contexts where school feeding programmes are becoming a government responsibility and where WFP is not directly implementing school feeding operations.

33. *Leveraging resources.* The school feeding strategy raises significant challenges in terms of ambition and cost. In line with the priorities of the strategy, WFP has made considerable effort to mobilize new sources of funding by diversifying its donor base and engaging with new types of donor, with early indications of success. Mobilizing funding remains a challenge, particularly for WFP work on capacity strengthening and enabling and more generally for middle-income country contexts, where leveraging domestic resources has not been easy and opportunities to engage with international financial institutions need to be explored. WFP's resource mobilization approaches need to be compatible with its overall ambitions on partnerships and combined with stronger support for national governments in their efforts to attract resources for national school feeding programmes.

34. *Monitoring, results-based management and evidence generation.* WFP has sought to improve its results-based management and substantial progress has been made at headquarters in strengthening the CRF. However, WFP acknowledges serious shortcomings in its ability to report on school feeding performance. The "resources to results" exercise revealed that WFP cannot yet report comprehensively on its school feeding activities because such activities are not always separately identified due to the bundling of activities. Consequently, even basic information – for example, on total expenditures and beneficiaries and the costs of school feeding operations – is not routinely available. School feeding was not specifically addressed when the CRF was launched, and the corporate school feeding indicators subsequently developed are of limited use. The school feeding policy (as does the strategy now) focuses on the enabling agenda, but WFP acknowledges that appropriate indicators for capacity strengthening and influencing are still being developed.

35. In addition, there have been unrealistic expectations about the ability of regular monitoring indicators to capture all the intended results of school feeding programmes. Some outcomes are long-term, some are dependent on complementary inputs by other partners and some are impractical to measure directly on a routine basis (such as micronutrient deficiency among school feeding beneficiaries). Regular monitoring that should facilitate reporting on basic standards of delivery (number of children fed, number of school feeding days, unit costs and adherence to evidence-based quality standards) often falls short. Poor alignment of WFP monitoring and reporting systems with those of national governments is a challenge for the sustainable handover of school feeding programmes to national institutions.

36. Well-designed evaluations can complement operational monitoring by building evidence about the effectiveness of school feeding programmes. WFP has strengthened its systems for ensuring the quality

and credibility of decentralized evaluations, and it is envisaged that CSPs should be accompanied by country-level monitoring and evaluation plans. However, opportunities to evaluate some of the school feeding initiatives that were not funded by major donors have been missed; meanwhile, generic approaches have made some evaluations less relevant. Recently, SBP has prioritized fundraising for evaluations and recruited an evaluation officer, which could strengthen overall performance management in respect of school feeding.

37. Since 2018 WFP has given new impetus to its work on global evidence generation and advocacy, and the 2020 edition of the flagship publication *State of School Feeding Worldwide* has been published.

Organizational readiness for strengthening enabling environments

How well is WFP equipped to focus on fostering environments that enable national institutions to design, finance and implement sustainable school feeding programmes?

38. This question assessed progress in terms of the dimensions of an enabled environment shown in figure A. In line with its corporate organizational shift, WFP is paying greater attention to its role in enabling school feeding in all contexts, as reflected in CSPs. WFP faces challenges in fulfilling its dual role of implementer and enabler, particularly in terms of funding, staffing and capacity to work within the humanitarian–development–peace nexus.

39. *Advocacy for school feeding as an entry point for the 2030 Agenda.* WFP is recognized as the agency of reference in the school feeding domain and is thus well positioned to advocate policy changes aimed at the adoption of an integrated SHN approach that contributes to multiple SDGs. Since 2018 WFP has successfully stepped up global advocacy for school feeding in various sectors, but these efforts have been insufficiently connected with country-level advocacy and there is limited regional involvement. School feeding advocacy has been hindered by a lack of clarity regarding the reasons for advocacy and weak messaging around school feeding in the context of the SDGs. Efforts to address these weaknesses are ongoing. Although there are a number of country-level advocacy partnerships, WFP should systematically explore and engage in opportunities, including with partner organizations.

40. *Partnerships, networking and multisectoral coordination.* Fostering an environment that is conducive to efficient, effective and sustainable national school feeding programmes requires strong partnerships with host governments and effective multisectoral coordination. Capacity assessments have been conducted in a wide range of countries using the SABER⁷ tool. Nonetheless, engagement is insufficiently strategic and efforts to strengthen partnerships with host governments and build multisectoral coalitions need to be informed by lessons learned from countries that have already pursued these approaches.

41. The school feeding strategy has accelerated the establishment of external partnerships. Its ambitious agenda will require a shift in mindset at all levels. Since 2018 WFP has been instrumental in enhancing global external partnerships for school feeding, forging or reinforcing alliances with a range of stakeholders; however, these efforts are perceived as having a limited direct effect at the country level. There are still gaps related to guiding and prioritizing partnerships that will improve the sustainability of school feeding programmes. At the country level, there are opportunities to strengthen synergies among United Nations agencies, promote advisory partnerships with non-governmental organizations, develop a shared vision with private sector partners, prioritize partnering on learning and research with regional organizations and promote broader SHN partnerships – all areas where WFP is not often seen as a driver of school feeding partnerships.

42. *Policy/legal/strategy framework and related financial capacity.* WFP has facilitated the government-led formulation of policy and strategy frameworks that advance school feeding in various settings. There has been less focus on subnational policy, and WFP has limited capacity to engage in strategic support at that level. At the country level, WFP is conscious of the importance of anchoring school feeding in various sectors; however, progress in linking school feeding with social protection policy dialogue varies by region.

⁷ The *Systems Approach for Better Education Results* is a World Bank-hosted initiative to produce comparative data and knowledge about education policies and institutions, with the aim of helping countries systematically strengthen their education systems (<http://saber.worldbank.org>).

43. The implementation of national school feeding policy largely depends on increased financing, which is a significant challenge. WFP has started to create incentives for more sustainable models of financing and is exploring new partnerships to that end.

44. *Strengthened institutional capacity to design, implement and monitor school feeding programmes.* WFP's work to strengthen school feeding capacity remains quite narrow in scope, focused mostly on traditional WFP school feeding activities rather than institutional reforms and complementary aspects of school feeding quality programming. The latter should include attention to gender transformation, support for nutrition-sensitive local agriculture and food systems, the mobilization of and capacity strengthening for local actors and the introduction of climate-sensitive approaches. WFP could conduct more capacity assessments in these areas.

45. *Effective strategies for transition to nationally owned school feeding programmes.* The transition to nationally owned school feeding programmes is a long-term process and requires internal analysis of preconditions, country readiness, challenges and opportunities. WFP has not developed sufficiently effective, realistic, gradual, comprehensive and well supported and monitored transition strategies or plans.

46. The school feeding strategy sets ambitious targets for moving towards nationally owned school feeding programmes, yet limited corporate understanding of the process and its associated risks is hindering WFP's capacity to sustainably support countries in undertaking the task. Existing WFP school feeding transition strategies show that there is a need for nuanced and tailored approaches. Success is much more likely where government leadership and commitment is strong and where WFP systematically invests efforts in all dimensions of the enabling environment for school feeding (such as political commitment, policy agenda and the technical capacity of national institutions), with strong engagement on partnership, advocacy and capacity strengthening initiatives. WFP's role post-transition also needs to be better defined and understood.

Conclusions

47. The new school feeding strategy sets ambitious targets for WFP's school feeding agenda. The strategy is transformative in ways that underscore how scaled-up school feeding will help countries achieve the SDGs. The strategy (hence the evaluation theory of change) is premised on an understanding that, while in certain contexts WFP will continue to play a role in implementing school feeding activities, countries can gradually progress to national school feeding programmes provided that certain conditions are in place.

48. In the future, WFP will need to focus on ensuring that the transformative ambitions of the strategy can be implemented on the scale that is envisioned within the broader SHN approach reflected in the strategy.

Key factors influencing WFP school feeding performance

Conclusion 1: Various factors have played key roles in the success of WFP school feeding activities. These reflect the work and experience gained by WFP and partners and constitute strengths that WFP can build on:

- Across various contexts, WFP continues to be recognized as a partner of excellence for school feeding; WFP has a strong acknowledged position of expertise and recognized added value.
- Country teams have driven programme design and implementation and have been at the heart of much of WFP's work on school feeding. Their experience is a vital resource for future work.
- Additional international evidence and advocacy have resulted in greater recognition of the role of school feeding in education, nutrition and local economies, and as a safety net. WFP is committed to strengthening the evidence base through evaluations.
- The creation and expansion of a separate school feeding division, followed by the new school feeding strategy and the consultative process used to prepare it, have given fresh impetus to WFP's global positioning on school feeding and strengthened its commitment to school feeding. Regional implementation plans are making school feeding ambitions more concrete and highlighting gaps that need to be addressed.

- The CSPs and regional implementation plans constitute a strategic planning and budgeting framework that makes the strategic role of school feeding more visible and can enhance linkages between the various levels and areas of work of the organization.
- SBP leadership, strong backing by senior management of the school feeding agenda and recent increased engagement with external partners have advanced the positioning of school feeding, particularly at the global level, at WFP headquarters and in selected countries.
- Strong partnerships with host governments and effective multisectoral coordination have been critical to the successful transfer of school feeding programmes to government ownership and have strengthened the enabling environment in a number of countries, although this agenda remains challenging as noted under Conclusion 2 below.
- Governments are increasingly committed to national school feeding. The COVID-19 pandemic has further demonstrated the importance of school feeding globally and generated valuable lessons and experience.

Conclusion 2: A number of factors have hampered the success of WFP school feeding. The following weaknesses and challenges will need to be addressed:

- The nuances and dynamism of some contexts have not always been dealt with in a way that results in flexible and responsive approaches to school feeding. This has affected the success of WFP's work as implementer and enabler, including in humanitarian contexts.
- Although the handover of WFP school feeding programmes to governments and support for the development of sustainable national school feeding programmes is a long-standing objective, it has been difficult for WFP to adapt its staffing and capacity accordingly.
- WFP's capacity to perform the enabling and capacity strengthening roles that it aspires to has been limited. It remains a challenge to ensure that a sufficiently deep understanding of how to engage in transition and post-transition situations is matched by such capacity.
- Efforts to learn from programme implementation have been insufficiently systematic and comprehensive, reducing WFP's ability to capitalize on experience and demonstrate results. Monitoring capacity, including skills, systems and budgets, has been inadequate.
- The school feeding strategy, like the earlier school feeding policy, does not focus sufficiently on school feeding in humanitarian and fragile settings and as a response to shocks.
- There has not been enough focus on key SDG dimensions, particularly gender-transformative approaches, equity and climate change.
- Donors have been mostly reluctant to pay for country capacity strengthening on the scale that is required for the enabling role. Funding for middle-income countries has been difficult to mobilize, even at the level of seed funding.
- Sustained and long-term funding for school feeding remains elusive. Ultimately, the implementation of national school feeding policy depends on increased and efficient use of national funding, which continues to be a major challenge.
- Limits on fiscal space and varying levels of government commitment work against ambitions for the handover of programmes to national ownership in a range of contexts.

Validity of the theory of change and associated assumptions

Conclusion 3: Analysis of theory of change assumptions highlights areas where WFP needs to continue to strengthen organizational readiness and address key links in the theory of change. Areas of particular concern are:

- Shortcomings in WFP's present ability to perform the facilitating and enabling role required by the strategic focus on transition to fully nationally owned and implemented school feeding programmes.
- Challenges in mobilizing funding of adequate quality and quantity to implement the strategy.

- Challenges in building sufficient capacity within WFP, especially at the country level, to implement the strategy at scale.
- Challenges in developing the partnerships needed to fulfil the cross-sector roles and secure the degree of government ownership required to realize the vision of sustainable school feeding programmes within an SHN framework.

Opportunities and risks

49. Conclusion 4 highlights the main opportunities and threats identified by the evaluation. Subsequent paragraphs describe their implications for the school feeding strategy.

Conclusion 4: Opportunities for enhancing WFP's contribution to the SDGs are presented by the momentum generated by the new school feeding strategy, the consensus and partnership that have been built around the SHN agenda, and the collaborative approaches and partnerships that have characterized the COVID-19 response. The preparation of the next WFP strategic plan is an important opportunity to reinforce school feeding as a WFP priority.

Risks to the school feeding agenda include the risk of reduced prioritization of school feeding, the risk of taking on too much with the SHN agenda and not being specific enough about WFP's role and added value, and the likely challenges in obtaining adequate funding from the international community and from recipient governments (which may become more acute in the aftermath of COVID-19).

Implications for the school feeding strategy

50. WFP has set itself ambitious targets through its school feeding agenda. Its increased attention to school feeding, enhanced engagement with partners and strategic planning efforts are important – but not sufficient – aspects of its organizational readiness to implement the strategy.

51. To achieve its objectives WFP will need to invest strategically in key areas of work that will determine its capacity to deliver, particularly in the following:

- Updating and fine tuning its policies and strategies in order to address important gaps; this includes providing more strategic guidance on humanitarian settings and defining how it will engage with the 8,000-day agenda without spreading itself too thinly.
- Improving guidance and standards and understanding of country contexts and the roles that it can play, with a focus on humanitarian settings.
- Strengthening implementation.
- Prioritizing partnerships and resource mobilization in ways that match the needs of countries and priority agendas (including with regard to gender and climate change).
- Enhancing and significantly upscaling human resource capacity in support of WFP's work in the full range of countries and contexts, while engaging in partnerships that advance the school feeding agenda.
- Strengthening gender and other cross-cutting dimensions of school feeding in order to increase its contribution to the SDGs.
- Strengthening monitoring, evaluation and learning in order to ensure that WFP has the capacity to learn from and disseminate the results of school feeding work in ways that highlight WFP's contribution to the SHN agenda.

52. An overriding consideration for the future will be WFP's comparative advantages relative to what other partners can contribute to the SHN agenda.

Recommendations

53. The recommendations reflect the main conclusions of the evaluation and focus on key dimensions of organizational readiness that, if addressed, will enable WFP to achieve its ambitions. Sub-recommendations provide further detail regarding how each recommendation can be implemented.

Updating the policy and strengthening the strategy

Recommendation 1: Ensure continued high-level attention is paid to school feeding by providing inputs for the development of the new strategic plan, giving an Executive Board briefing on school feeding policy and strategy and revising the school feeding policy and strategy in 2022 and 2023.		
Priority: High	Overall lead: Assistant Executive Director, Programme and Policy Development Department	
Sub-recommendations	Who	Timing
1.1 Ensure that the WFP strategic plan for 2022–2026 prioritizes the school feeding agenda	Assistant Executive Director, Programme and Policy Development Department with support from School-based Programmes Division	November 2021
1.2 As soon as possible provide a briefing to the Executive Board that: <ul style="list-style-type: none"> draws attention to the strategy and how it has taken the 2013 policy forward; notes how implementation of the strategy is being strengthened; and proposes a road map for revising the policy and strategy. 	School-based Programmes Division	November 2021
1.3 Update the policy and strategy to address the gaps identified by this evaluation; use a consultative and coherence-building approach and include a costed and accountable implementation plan.	School-based Programmes Division, with input by the regional bureaux and other relevant units at WFP	February 2023

Recommendation 2: Develop guidance and standards for school feeding and school health and nutrition in humanitarian settings (including for school feeding as a response to shocks) and ensure that the principles and strategic priorities of this guidance are adequately reflected in the revised school feeding policy and strategy.		
Priority: High	Overall lead: School-based Programmes Division	
Sub-recommendations	Who	Timing
2.1 Engage with the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund, Education Cannot Wait and the World Bank, as well as relevant WFP units, to identify strategic priorities for school feeding in all humanitarian contexts.	School-based Programmes Division	December 2022
2.2 Collaboratively develop guidance for humanitarian contexts based on the strategic priorities identified (see point 2.4 below) and a review of lessons learned (including from COVID-19 and the rollout of the Comprehensive Refugee Response Framework).	School-based Programmes Division with input by regional bureaux, Programme – Humanitarian and Development Division and Emergencies Operations Division	December 2022
2.3 Ensure that key principles from the guidance are reflected in the revision of the school feeding policy and strategy (see 0).	School-based Programmes Division and working group	February 2023

Strengthening implementation

Recommendation 3: The regional bureau implementation plans (RBIPs) linked to the 2020–2030 strategy should be prioritized at the corporate level, and WFP should mobilize predictable minimum resources to implement the RBIP action plans.		
Priority: High	Overall lead: Assistant Executive Director, Programme and Policy Development Department	
Sub-recommendations	Who	Timing
3.1 Ensure the continued provision of dedicated predictable minimum multi-year resources for delivering the RBIPs.	Assistant Executive Director, Programme and Policy Development Department and Assistant Executive Director, Resources Management Department	November 2021
3.2 Establish or reinforce regional school feeding working groups to strengthen school feeding planning and implementation as part of CSPs.	Regional bureaux with support by School-based Programmes Division and Country Capacity Strengthening Unit	July 2021
3.3 Integrate gender and equity considerations into the RBIPs and use multi-country strategic reflection exercises to develop gender-transformative approaches.	Regional bureaux	December 2022
3.4 Ensure RBIP priorities are reflected in the revision of the policy and strategy, including in the costed implementation plan (see 0)	School-based Programmes Division	December 2022

Recommendation 4: Significantly strengthen WFP capacity to support the transition to full national ownership of school feeding programmes in priority countries and to add value in countries where transition processes have been completed.		
Priority: High	Overall lead: School-based Programmes Division	
Sub-recommendations/specific actions	Who	Timing
4.1 Review WFP's experience of supporting school feeding transition processes (drawing lessons from United Nations agencies with established upstream engagement roles). Work towards better approaches (including updated SABER guidance) for assessing government commitment in transition contexts.	School-based Programmes Division with regional bureau engagement	December 2021
4.2 Continue to strengthen regional and global learning mechanisms, advocating upstream work and promoting evidence-based standards of operational performance.	School-based Programmes Division and regional bureaux	December 2022 (link to RBIPs)

Recommendation 4: Significantly strengthen WFP capacity to support the transition to full national ownership of school feeding programmes in priority countries and to add value in countries where transition processes have been completed.

4.3 Identify capacity, skill and resource needs for transition and post-transition contexts. Ensure that the revised school feeding policy and strategy and updated RBIPs address these needs (also see recommendation 7).	School-based Programmes Division with senior management	February 2023
4.4 Develop guidance and tools for engagement with governments in the transition to sustainable national ownership.	School-Based Programmes Division	July 2022

Strengthening gender and other cross-cutting dimensions of school feeding

Recommendation 5: Pay greater attention to gender transformation and equity in school feeding and in the SHN agenda by focusing on these issues in regional and country planning, implementation and reporting.

Priority: High	Overall lead: School-based Programmes Division	
Sub-recommendations	Who	Timing
5.1 Work with internal and external stakeholders to develop guidance on how to integrate gender and equity into the design, implementation, monitoring and evaluation of school feeding and SHN in CSPs, ensuring coherence with WFP's gender policy and disability road map.	School-based Programmes Division, Gender Office, Programme – Humanitarian and Development Division with support from regional bureaux and country offices as relevant	April 2022
5.2 Establish a seed funding mechanism for innovative multi-year country office work in gender transformation, equity and disability inclusion.	School-based Programmes Division and Gender Office	January 2022
5.3 Ensure gender transformation, equity and disability inclusion are part of the revised school feeding monitoring framework and annually review lesson learning on gender transformation, equity and disability from monitoring and evaluations (see recommendation 8).	School-based Programmes Division with support from Corporate Planning and Performance Division, Research, Assessment and Monitoring Division, Office of Evaluation country offices, regional bureaux	November 2021 with annual updates

Recommendation 6: Develop a resource mobilization plan that complements WFP corporate resource mobilization efforts (globally and through CSPs). The plan should seek predictable multi-year funding for WFP's upstream school feeding work as well as its direct delivery of school feeding programmes, and it should encourage resource mobilization from country governments and other sources, including international financial institutions, in support of nationally implemented school feeding programmes.		
Priority: High	Overall lead: School-based Programmes Division and Partnerships and Advocacy Department	
Sub-recommendations	Who	Timing
6.1 Develop a multi-year resource mobilization plan for the school feeding strategy that: <ul style="list-style-type: none"> • takes account of various school feeding contexts; and • includes a funding case that highlights the returns on various investments in school feeding (including upstream work). The funding case should be disseminated to Executive Board members and regularly updated. 	School-based Programmes Division and Partnerships and Advocacy Department, in consultation with other headquarters divisions, regional bureaux	December 2021
6.2 Support relevant country offices in mobilizing resources for national government programmes.	Regional bureaux with School-based Programmes Division and Partnerships and Advocacy Department	From January 2022 onwards

Human resource capacity that supports WFP's work across a full range of contexts

Recommendation 7: Scale up human resource capacity for the school feeding agenda, especially at the country level, in line with the ambitions of the school feeding strategy and the forthcoming people policy, in order to ensure that WFP can play the envisioned roles in different contexts and stages of transition.		
Priority: High	Overall lead: Human Resources Division	
Sub-recommendations	Who	Timing
7.1 Conduct a workforce planning exercise based on in-depth analysis of the skills and capacity needed at the country level to fulfil the ambitions of the school feeding strategy and comparing the results with WFP staffing profiles. Develop a capacity strengthening plan to address the operational and enabling needs identified.	Human Resources Division with support from School-based Programmes Division, Country Capacity Strengthening Unit, regional bureaux and the Brazil Centre of Excellence Against Hunger	November 2022
7.2 Engage with country offices to review country office organigrams to enable the right level of engagement in high level technical and policy dialogue and strengthen coordination between cross-sectoral teams to support the school-feeding agenda.	Regional bureaux with support from Human Resources Division and School-based Programmes Division	Continuous; complete pilots by July 2022
7.3 Establish a roster of technical, advocacy and governance/public finance management experts that can be drawn on as needed.	School-based Programmes Division, Brazil Centre of Excellence Against Hunger, Country Capacity Strengthening Unit	November 2022

Recommendation 8: Strengthen school feeding monitoring, evaluation and learning in a balanced way that supports accountability, strategic decision making, global learning and advocacy; respects increasing decentralization within WFP; and ensures that the demands placed on country office monitoring systems are realistic.		
Priority: High	Overall lead: Corporate Planning and Performance Division	
Sub-recommendations	Who	Timing
8.1 Strengthen corporate reporting on school feeding by: <ul style="list-style-type: none"> • reviewing corporate indicators to make them more relevant for school feeding reports without increasing the reporting burden on country offices; • developing better ways to identify school feeding operations within corporate activities as a follow-up to the “resources to results” initiative; and • strengthening WFP reporting on operational effectiveness and efficiency (in order to be able to answer basic questions such as how many children WFP has fed on how many days in a year and at what cost per meal). 	Corporate Planning and Performance Division and School-based Programmes Division with support from Country Capacity Strengthening Unit	November 2021, feeding into the redesign of the CRF for the WFP strategic plan for 2022–2026
8.2 Strengthen country-level monitoring and evaluation plans, for school feeding with particular attention to improving process monitoring, using and supporting national monitoring systems, and using carefully selected decentralized evaluations to demonstrate the effectiveness (or otherwise) of school feeding and SHN operations.	Regional bureaux with support from School-based Programmes Division and with country offices as part of CSP processes	Ongoing, reflect in CSPs published from July 2021
8.3 Continue to pursue a high-level research and evaluation agenda as envisaged in the 2020–2030 strategy; include joint work on addressing metrics for capacity strengthening and influencing such as the enhanced SABER school health and nutrition indicators.	School-based Programmes Division with support from Office of Evaluation	Ongoing, feeding into revision of strategy and policy by November 2022

1. Introduction

1.1. EVALUATION FEATURES

Purpose and scope

1. **Rationale:** School feeding has for decades been one of the World Food Programme's (WFP) flagship programmes. The first comprehensive WFP School Feeding Policy was prepared in 2009 and updated in 2013.¹ In January 2020, a first-ever School Feeding Strategy, for 2020–2030, was adopted by the organization.²
2. The 2009 School Feeding Policy drew on extensive research, as summarized in *Rethinking School Feeding*,³ to show that school feeding has multidimensional relevance, with implications for social protection and local economic development, as well as for educational and nutritional outcomes. This perspective on school feeding continues, as reflected in the revised WFP School Feeding Policy.⁴ The understanding of school feeding's potential role has continued to develop, as highlighted in the more recent work *Re-Imagining School Feeding*,⁵ which has brought to the forefront the role school feeding can play, among other priorities, in building human capital and the need to focus on the first 8,000 days of an individual's life (until the end of adolescence). In parallel, there have also been developments in the overall strategy of WFP, embodied in an Integrated Road Map (IRM) of reforms undertaken since 2016, which are changing the way WFP does business. The IRM has resulted in a Policy on Country Strategic Plans, a new country strategic plan framework, and changes stemming from the Financial Framework Review and a new Corporate Results Framework (CRF). Figure 1 below illustrates and provides further detail on the timeline of these developments.
3. **Objectives:** The purpose of this strategic evaluation⁶ is to review the strategic positioning of WFP in school feeding, and its performance against the School Feeding Policy, and to determine how well WFP is positioned and equipped for effective delivery of its school feeding agenda. As stated in the Terms of Reference (ToR, reproduced as Annex A), the evaluation is to serve institutional accountability and learning functions, with the following objectives:
 - Assess the continued relevance of WFP School Feeding Policy and its results
 - Assess WFP global strategic positioning in school feeding and analyse the roles of the organization in different country settings
 - Assess how WFP is equipped for the effective delivery of school feeding and to assist governments in building or consolidating their own capacities in the framework of the Sustainable Development Goals
 - Understand what factors are enabling or hindering progress and distil lessons to inform future direction for WFP.⁷

¹ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP.

² WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030*. Rome, WFP.

³ Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. & Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*. Washington, DC, The World Bank.

⁴ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP.

⁵ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC: World Bank.

⁶ "Strategic evaluations focus on strategic and systemic issues of corporate relevance, including the new WFP strategic direction and associated policy, operations and activities. They evaluate the quality of the work being done related to the new strategic direction as well as its results, and seek to explain why and how these results occurred" (Terms of Reference, ¶1).

⁷ ToR, ¶21.

4. The evaluation's findings will feed into a reformulated policy, which will take into account not only the performance under the existing policy, but also the need to adapt to a changing global context and the ongoing institutional transformation of WFP.

5. **Scope:** The evaluation covers WFP school feeding-related activities from January 2014 to June 2020 and has two main levels of analysis: (i) an assessment of the progress made against the objectives set out in the 2013 revised School Feeding Policy; and (ii) an assessment of organizational readiness to inform implementation of the School Feeding Strategy 2020–2030⁸ and the design of a new School Feeding Policy. In line with the ToR, the forward-looking dimension is the predominant focus of the evaluation.⁹

6. **Stakeholders and users:** The Executive Board (EB), WFP School-Based Programmes (SBP) Division, senior management, regional and country-level programme colleagues, and school feeding programme advisers are the primary audience for this evaluation. Wider potential users include national and local governments, international humanitarian and development actors, and relevant nutrition and school health networks.¹⁰

Methodology and limitations

7. The detailed methodological design took place during the inception phase between January and May 2020. An updated comprehensive overview of the methodology is detailed in Annex B.¹¹ The evaluation design was theory-based, in line with WFP guidance for strategic evaluations. The evaluation was guided by a reconstituted theory of change (ToC) (Figure 15 in Annex B) and by a framework of organizational readiness (OR) (Figure 16 in Annex B), which was developed during the inception phase based on a literature review and consultations with the client. The integration between the two theoretical frameworks has taken place at the level of a detailed ToC (Figure 15 in Annex B) and through the evaluation matrix (Annex D), which includes the underlying assumptions of the ToC as well as the dimensions of the OR framework.

8. **Data collection process:** All primary data collection was done remotely following adjustments made in light of the Covid-19 pandemic and took place between June and August 2020. The evaluation combined a rigorous review of secondary evidence with the collection of primary source data across different country contexts where WFP has been operating, and at different levels (country, regional, global). The primary evidence included a suite of 11 in-depth and light-touch country studies (Cambodia, Côte d'Ivoire, Kenya, Haiti, Mozambique, Namibia, Peru, Rwanda, Syria, Tajikistan and Tunisia), as well as an internal electronic WFP survey which focused on organizational readiness, with closed and open responses. The survey yielded a net response rate of 31 percent (a total of 229 responses; for more details on the survey, see Annex K). Primary evidence also included global-, regional- and country-level interviews to provide insight and evidence. A total of 309 people (153 women and 156 men) participated in interviews and focus group discussions. The use of secondary and primary evidence was sequential, so that the evaluation sought to mine secondary data before complementing and triangulating – where needed – with primary sources. This applied to the country studies and to the approach to the global and regional data collection. A remote workshop in September 2020 brought the team together to synthesize findings, conclusions and recommendations, and this was followed by report writing. The evaluation was conducted in strict adherence to United Nations Evaluation Group (UNEG) norms and standards.¹²

⁸ The School Feeding Strategy was finalized in early 2020 and was approved by the Executive Management Group. See: WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030*. Rome, WFP.

⁹ ToR, ¶63.

¹⁰ ToR, ¶23–24.

¹¹ The Glossary in Annex C defines key terms that are particularly relevant to this evaluation and its subject matter.

¹² UNEG. 2008. *UNEG Code of Conduct for Evaluation in the UN System*. New York, United Nations Evaluation Group (UNEG). UNEG. 2011. *Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance*. New York, United Nations Evaluation Group (UNEG). UNEG. 2014. *Integrating Human Rights and Gender Equality in Evaluations*. New York, United Nations Evaluation Group (UNEG). UNEG. 2016. *Norms and Standards for Evaluation*. New York, United Nations Evaluation Group (UNEG). UNEG. 2020. *Ethical Guidelines for Evaluation*. New York, United Nations Evaluation Group (UNEG).

9. **Participatory approaches:** Engagement with relevant stakeholders was sought throughout the evaluation process, and this included stakeholder input in the inception report and feedback sessions on in-depth country studies to WFP country offices and regional bureaux. A learning workshop in January 2021 provided a further opportunity for stakeholder input, particularly to discuss findings, conclusions, recommendations and management responses.

10. **Gender equality and equity considerations:** The evaluation used a gender lens in answering the evaluation questions. Gender equality and equity considerations were included by assessing the availability of sex- and age-disaggregated data, and by focusing on the ways in which the Policy and Strategy¹³ documents did or did not adequately promote gender equality and women's empowerment and the specific needs of people with disabilities, as well as assessing the manner in which these documents guided implementation. Annex L provides a more detailed discussion of the key gender findings of the evaluation.

11. **Limitations** of the evaluation process include challenges to data collection and stakeholder involvement, limitations in corporate data on school feeding, limited evidence of school feeding in humanitarian settings, more time-consuming evaluation processes due to the remote nature of data collection, and challenges in coverage of evaluation questions with regard to the light-touch country studies. Mitigation measures are discussed in detail in Annex B.

Evaluation report structure

12. This evaluation report is divided into three main chapters. This introductory chapter provides an overview of the evaluation subject, the overall context, the evaluation features, methodology and limitations. Chapter 0 presents the evaluation findings against the evaluation questions presented in Annex D. Chapter 0 brings together the evaluation's conclusions and recommendations. The presentation follows the requirements from the ToR to balance retrospective and forward-looking elements of the evaluation.¹⁴ Annexes provide details on the conduct of the evaluation as well as additional supportive evidence which is referenced throughout the text.

1.2. CONTEXT

13. This section focuses on: (i) developments in evidence and thinking about school feeding; (ii) developments in the international humanitarian and development context; and (iii) the evolution of WFP itself.

Evidence and thinking about school feeding

14. The publication *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*¹⁵ was a watershed for approaches to school feeding, and provided the framework for the first WFP School Feeding Policy in 2009 and its subsequent Policy in 2013. The publication took account of developments in the understanding of nutrition, including the 1,000 days paradigm, and also made the link between school feeding and other dimensions – particularly highlighting its role as a safety net and part of wider social protection systems. It also drew attention to the potential associated benefits of home-grown school feeding (HGFS) approaches, in particular to support small-scale agriculture.

¹³ In this report, initial capitals for "Policy" and "Strategy" indicate references to the 2013 School Feeding Policy and the School Feeding Strategy 2020–2030, respectively.

¹⁴ In this context, evaluation questions 1 and 2 (EQ1 and EQ2) were identified as being mostly retrospective, while EQ3 and EQ4 focus on WFP's organizational readiness at present and moving forward. EQ5, which focuses on factors affecting results, opportunities and threats, was identified as seeking conclusions and has therefore been included in the concluding chapter of this report.

¹⁵ Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. & Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*. Washington, DC, World Bank.

15. Subsequently, there has been further evolution and accumulation of evidence, as captured in *Re-Imagining School Feeding*.¹⁶ This updated the evidence base concerning the various potential outcomes of school feeding programmes, and advocated adopting an 8,000 days paradigm, which supports a focus on how interventions during school years can support nutrition, health and schooling objectives. As described in section 1.3, it provided the intellectual underpinning for the recently completed WFP School Feeding Strategy 2020–2030. The recent evolution of international evidence and thinking about the role and effects of school feeding is reviewed in Annex J, which supports the assessment of relevance in section 2.1.

The international humanitarian and development context

16. The evaluation period (January 2014 to June 2020) saw important developments in the international humanitarian and development context within which WFP operates, most of which have direct implications for the way WFP approaches school feeding. For example:

- a) The transition from the Millennium Development Goals (MDGs) for 2015 to the Sustainable Development Goals (SDGs) for 2030 took place. The SDGs are significant in their global scope and were reflected in the transition between WFP strategic plans that occurred during the evaluation period.
- b) Ongoing United Nations reform processes include renewed efforts to strengthen coherence among United Nations agencies in their support of national development priorities.
- c) There were revisions to the humanitarian architecture, agreed at the 2016 World Humanitarian Summit. These include increased attention on the triple nexus (humanitarian–development–peace), and commitments to a localization agenda that seeks to strengthen the agency of national actors in humanitarian responses. This links to a new paradigm – the Comprehensive Refugee Response Framework (CRRF)¹⁷ – for responses to refugee crises, with analogous implications for responses to internal displacements. The new approach seeks to move away from encampment as a default response, and to address jointly the needs of refugees and their host communities, with increased attention given to protection objectives and accountability to affected populations (AAP).
- d) The World Humanitarian Summit also crystallized an increased recognition of education’s role in humanitarian response, and featured the launch of a new fund, Education Cannot Wait (ECW), for education in emergencies. This had implications for school feeding as an emergency response. At the same time, also reflected in the SDGs, there has been continued emphasis on placing learning outcomes at the centre of intended education results and, more broadly, an increasing demand by donors for demonstration of results.
- e) In line with triple nexus concerns, resilience has become a more salient concern, linked to efforts to respond to the increasing effects of climate change.
- f) Nutrition has continued as a major focus of attention, with more countries affected by the so-called double and triple burdens of nutrition,¹⁸ which increase the complexity of nutrition challenges. More countries have engaged with the Scaling Up Nutrition (SUN) movement.
- g) There were also changes in the financing of international humanitarian and development assistance, with a plateauing of assistance levels from traditional Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) donors, a greater role for non-traditional donors, including Gulf states and China, and an emphasis on leveraging domestic resources, as well as new sources of funding, particularly in middle-income countries.¹⁹

¹⁶ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank. Based on: Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. (eds). 2017. *Child and Adolescent Health and Development. Disease Control Priorities (third edition), Volume 8*. Washington, DC, World Bank.

¹⁷ UNHCR. 2016. *Comprehensive Refugee Response Framework: From the New York Declaration to a global compact on refugees*. UNHCR: CRR Task Team. Geneva, United Nations High Commissioner for Refugees (UNHCR).

¹⁸ The so-called “double burden” is the coexistence in the same country/society of undernutrition and overnutrition issues; the triple burden adds micronutrient deficiencies to the picture.

¹⁹ The United Nations Secretary-General’s strategy for financing of the SDGs foresees mobilizing new and additional resources. A Funding Compact for the SDGs between the private sector and the United Nations was signed in 2019.

- h) Humanitarian crises have been unprecedented in their scale, duration and intensity over the past decade (see Annex N) for a discussion of school feeding in humanitarian settings). Although there has been an increase in the scale of humanitarian funding, much of it has been concentrated on a few major regional crises, which co-exist with a number of long-running but underfunded “forgotten crises”.
- i) The Covid-19 pandemic adds to these complexities and is likely to have as yet unpredictable repercussions. The pandemic had a huge effect on education during 2020, with widespread school closures requiring a reframing of school feeding operations. Annex M reviews the pandemic’s implications for school feeding.
- j) Aid flows have responded to technological opportunities, with much more extensive use of cash-based transfers (CBTs). This has been supported by advances in the internet and mobile phones, which facilitate transfers to beneficiaries.
- k) Finally, concerns about gender and equity have increasingly moved beyond concerns for numerical equality towards more transformative approaches. WFP framing of gender and equity issues has changed accordingly, although corresponding changes in approach have proved more difficult to embed, see Annex L.
- l) Concerns for the cross-cutting issues around the environment and climate change, as well as digitalization and innovation, are becoming increasingly important. For more details see Annex L.

Evolution of WFP

17. The period covered by this evaluation has been one of substantial reform for WFP. Driven by responses to humanitarian crises, the scale of WFP activity has increased, and its global strategies have reflected continued efforts to respond to its dual mandate as both a humanitarian and a development organization. WFP is making a transition from providing “food aid” to providing “food assistance”, and seeks to change, in addition to save, lives.. However, WFP remains a voluntarily funded organization, with no presumption that all of its principal financiers necessarily have the same view of its role.

18. There have been previous efforts to strengthen strategic focus at the country level, but the IRM has sought to transform the organization through mandatory reforms that include the adoption of multi-year country strategic plans (CSPs), which supersede individual projects as the framework for planning, budgeting and implementation. Focus on country strategies is supported by a strengthened role for the WFP regional bureaux in providing support to the country offices, against the background of reforms to the organization’s management of human resources.

19. The transition from the Strategic Plan 2014–2017 to the Strategic Plan 2017–2021 involved major reforms, as WFP shifted from the MDGs towards the SDGs. Although the primary strategic focus adopted was on SDG 2 (end hunger) and SDG 17 (partnerships), the recent School Feeding Strategy has made a case for significant contributions to as many as eight of the SDGs.

20. Effective results orientation was sought by merging the former Strategic Results Framework (SRF) and Management Results Framework (MRF) into a Corporate Results Framework (CRF) oriented towards the SDGs, with an increasing shift in the role of WFP from implementer to enabler, reflecting and supporting the growing capacity and income levels of countries where WFP is present.

21. WFP has continued to regard its capacities in logistics and procurement as central to its role as the world’s largest humanitarian organization. However, there have been increased efforts to use WFP procurement to benefit local and regional economies. This is of direct relevance for HGSF approaches.

1.3. STRATEGIC DIRECTIONS IN SCHOOL FEEDING FOR WFP

22. This section focuses on: (i) the evolution of the School Feeding Policy and School Feeding Strategy that are the subject of this evaluation (see Figure 1 below); (ii) features of WFP’s operational set-up and operational activities related to school feeding during the evaluation period; and (iii) relevant previous evaluations.

Evolution of the School Feeding Policy and School Feeding Strategy in WFP²⁰

The 2009 School Feeding Policy

23. The year 2009 marked a watershed for WFP, with the adoption of its first School Feeding Policy.²¹ The evaluation of the 2009 Policy²² fed directly into the revised policy adopted in 2013.

24. To a large extent, the 2009 Policy codified existing elements of good practice. It was also inspired by *Rethinking School Feeding*,²³ and the elements of novelty were conceived as:

(i) framing school feeding as a safety net intervention with multiple outcomes; (ii) working closer with Governments (headlined in the Policy as “Government Capacity Development and Transition to Government Ownership”) and linked to a model of staged transition towards full government ownership and management; and (iii) introducing eight standards for quality and sustainability. However, these three elements were intended to reflect good practices, which were in some cases already being applied, rather than to introduce elements entirely new to WFP.²⁴

25. The 2009 Policy retained the traditional focus on educational objectives and links to the education sector, but also highlighted other outcomes, with social protection as an overarching framework for outcomes that include a direct safety net (value transfer) function, provide educational benefits (incentives for enrolment and attendance, and also enhancing the ability to learn), or offer nutritional benefits (alleviating short-term hunger and improving children’s nutritional status, particularly when food is fortified and accompanied by de-worming). The potential for school feeding to support gender equality was highlighted, and school feeding was offered as a “platform” for pursuing wider benefits, not least opportunities to support small-scale agriculture through HGSP. The 2009 Policy identified roles for school feeding as a safety net in emergencies and protracted crises, in post-conflict, post-disaster and transition situations, and in situations of chronic hunger. School feeding was expected to help break the intergenerational cycle of hunger by contributing to learning and school completion, especially for girls.

²⁰ For additional detail on the key policy/strategy documents, see Figure 1.

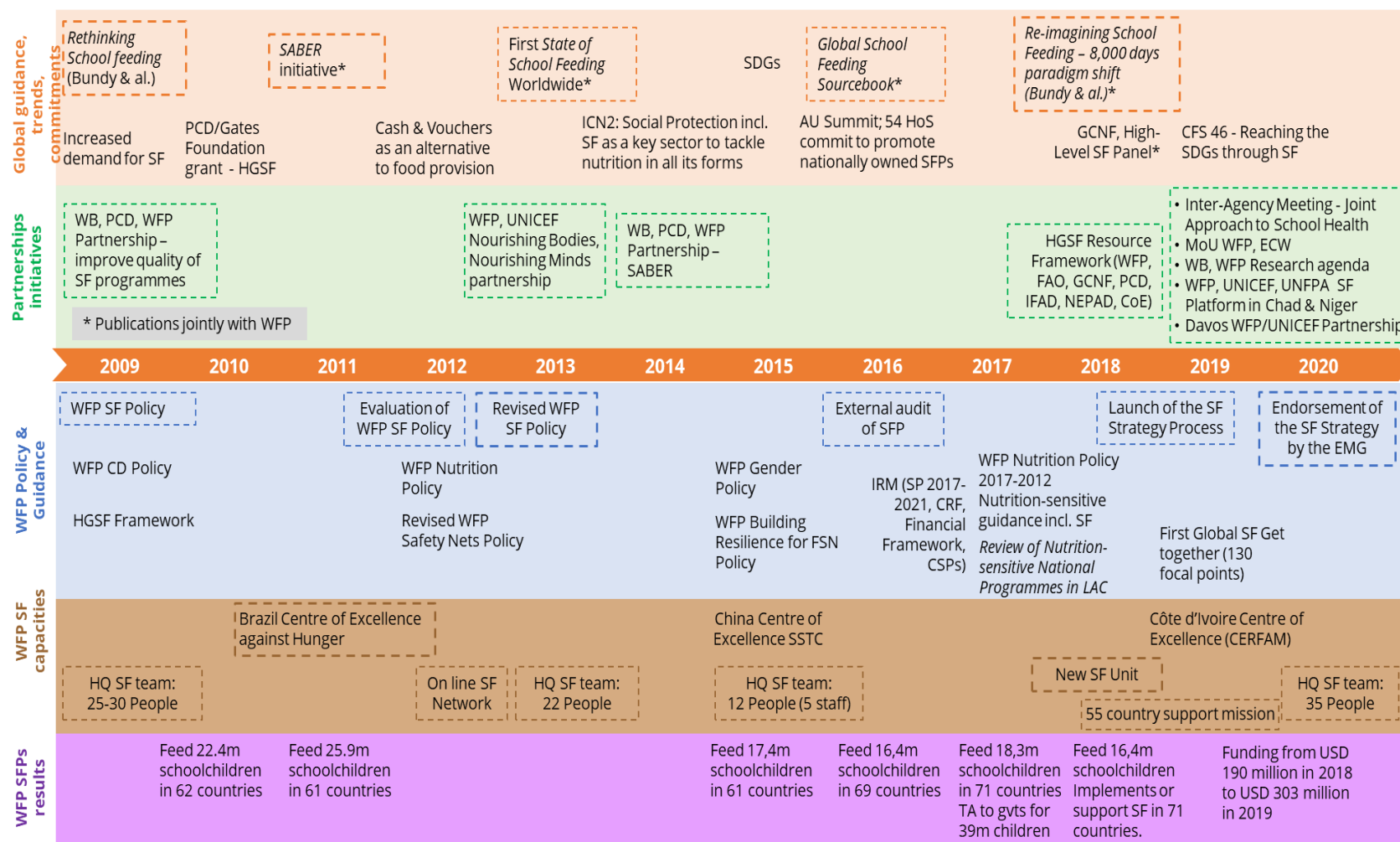
²¹ WFP. 2009a. *Home-Grown School Feeding. A framework to link school feeding with local agricultural production*. Rome, WFP. “The 2009 Policy had no direct predecessor, though WFP’s approach to school feeding was embodied in various guidelines to staff” (WFP. 2011b. *WFP’s School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶57).

²² WFP. 2011b. *WFP’s School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP.

²³ Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. & Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*. Washington, DC, The World Bank.

²⁴ WFP. 2011b. *WFP’s School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶35.

Figure 1 Evolution of the WFP School Feeding Policy and Strategy landscape 2009–2020 – key milestones



Source: Authors. Note: SF = school feeding; SFPs = school feeding programmes; PCD = Partnership for Child Development; SABER = Systems Approach for Better Education Results; ICN2 = Catalan Institute of Nanoscience and Nanotechnology; AU = African Union; HoS = Heads of State; GCNF = Global Child Nutrition Foundation; CFS = Committee on World Food Security; WB = World Bank; FAO = Food and Agriculture Organization; IFAD = International Fund for Agricultural Development; NEPAD = New Partnership for African Development; CoE = Centre of Excellence; MoU = memorandum of understanding; UNFPA = United Nations Population Fund; CD = capacity development; EMG = Executive Management Group; HQ = headquarters; SSTC = South-South and triangular cooperation; TA = technical assistance.

26. The evaluation of the 2009 Policy was generally positive, but highlighted practicability as a weakness: ... the Policy would have been stronger as a practical document if it had included (a) more acknowledgement of the scale of the challenges that would be faced in adopting these new directions, and of the need for prioritization of objectives in specific cases; (b) more systematic discussion of the realistic scope of WFP's responsibility for school feeding outcomes; and (c) a clear statement of WFP-specific objectives, together with an outline of the main activities envisaged to pursue those objectives.³²
27. The evaluation recommended that the Policy be updated, with particular attention to better operationalization, requiring: strengthening of staff skills and support for implementation at field level; further development of guidance material; more attention to costs and cost-effectiveness; and strengthening of relationships with external partners. On the financial side, WFP would need to seek increased and more predictable funding, follow through with its overall financial framework review, and strengthen its ability to analyse the budgetary implications of school feeding programmes for governments. Recommendations were also made to strengthen WFP's monitoring and evaluation, and its contribution to broader research.

The 2013 School Feeding Policy

28. The updated Policy³³ is organized around five policy objectives: (i) provide a safety net for food-insecure households through income transfers; (ii) support children's education through enhanced learning ability and access to the education system; (iii) enhance children's nutrition by reducing micronutrient deficiencies; (iv) strengthen national capacity for school feeding through policy support and technical assistance; and (v) develop links between school feeding and local agricultural production where possible and feasible.
29. Innovations in the Policy include:
- A focus on two types of mutually reinforcing expected results that derive from implementation of this policy, namely changes in children's lives brought about by school feeding programmes (affecting food security, productivity, education, health and nutrition) and institutional changes (within and outside WFP)
 - Attention to helping countries establish and maintain nationally owned programmes linked to local agricultural production, and to ensure that school feeding contributes to learning through partnerships with the United Nations Scientific and Cultural Organization (UNESCO) and the United Nations Children's Fund (UNICEF) in the Nourishing Bodies, Nourishing Minds initiative³⁴
 - Continued support to countries needing assistance in implementing school feeding programmes but with clear handover strategies, where appropriate
 - Working with partners to assess the cost-effectiveness and efficiency of school feeding implementation models
 - Continuing to ensure that school feeding addresses micronutrient deficiencies among schoolchildren, including through diversification of the food basket, with fresh and locally produced foods where possible
 - Supporting governments on nutrition concerns – including emerging overweight and obesity issues
 - Reaching adolescent girls through school feeding programmes, where opportunities exist

³² WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶S25.

³³ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP.

³⁴ UNESCO, UNICEF & WFP. 2013. *Nourishing Bodies, Nourishing Minds – Partnering for the Child's Well-being and Equity in Education*. Paris, New York and Rome, UNESCO, UNICEF and WFP.

- A comprehensive monitoring and evaluation strategy, including revised corporate outcome and output indicators and a global school feeding survey every two years to measure progress.³⁵

30. The Policy highlighted two new requirements of WFP school feeding operations: mainstreaming of the Systems Approach for Better Education Results (SABER) assessment framework³⁶ into the preparation of all WFP school feeding projects; and reporting by all country offices on the planned absolute cost of school feeding per child, per year in new project documents. This information was to be used to compare with thresholds for acceptable, high or very high costs and would require country offices with very high costs to provide a justification and/or devise cost containment strategies.³⁷

School Feeding Strategy 2020–2030

31. The WFP School Feeding Strategy 2020–2030 was drafted during 2018 and 2019. The Strategy is notable for its emphasis on substantially supporting governments in enhancing coverage and quality of national school feeding programmes, moving WFP far beyond direct delivery of school feeding. The strategy further emphasizes multiple outcomes in education, social protection, health and nutrition, and agriculture, and the need to link school feeding to other necessary interventions in school health and nutrition (SHN). Its aim was to operationalize the 2013 Policy.³⁸ It was endorsed by WFP’s Executive Management Group (EMG) in January 2020.³⁹

32. Recent developments in thinking around school feeding (see Annex J for an overview) are reflected in important nuances of substance and of terminology, and the Strategy also includes other newer elements. Thus:

- The 1,000 days paradigm is superseded by a focus on maintaining good health and nutrition throughout the first 8,000 days of life (up to the age of 21).
- The strategy focuses on increased advocacy around complementary health and nutrition interventions centred on schools and on the human capital argument for school feeding.⁴⁰
- A link to climate change is introduced,⁴¹ with a focus on transforming school feeding into a major driver of a climate change-responsive approach to feeding children.

33. The Strategy emphasizes the multiple benefits of school feeding and school health in different contexts: “[It] can be used as strategic interventions to both mitigate crises and support national development. In times of stability, school feeding promotes education, health and nutrition – in other words, it builds human capital. If linked to local agriculture, additional economic and social benefits can be extended to schoolchildren’s households and their communities.” As noted, this approach represents a renewed emphasis on elements featured in preceding WFP school feeding policies.⁴²

³⁵ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP, p. 3.

³⁶ The Systems Approach for Better Education Results (SABER) is an initiative to produce comparative data and knowledge on education policies and institutions with the aim of helping countries systematically strengthen their education systems and the ultimate goal of promoting Learning for All (<http://saber.worldbank.org>).

³⁷ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP, p. 23.

³⁸ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP, p. 32.

³⁹ See: WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP.

⁴⁰ Neither of these dimensions is entirely new. Emphasis on multisector, multi-partner school-based initiatives precedes the 2009 Policy (cf. the FRESH initiative from 2000, and the “essential package” promoted with UNICEF and others during the 2000s – WFP & UNICEF. 2006. *The Essential Package: Twelve interventions to improve the health and nutrition of school-aged children*. Rome and New York, WFP and UNICEF). Cost-benefit modelling of the impact of school feeding from 2009 onwards included a strong focus on its potential effects on lifetime health, education achievement and earnings – see the discussion in: WFP. 2011b. *WFP’s School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶175–78.

⁴¹ Climate was not mentioned in either the 2009 or the 2013 Policy.

⁴² WFP. 2009b. *WFP School Feeding Policy (WFP/EB.2/2009/4-A)*. Rome, WFP. WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP.

34. The Strategy's **level of ambition** and **approach to implementation** are summarized in Box 1 below, and Figure 2 below shows the corresponding targets for coverage and expenditure.

Box 1 School Feeding Strategy 2020–2030 in different country contexts⁴³

Context 1: Crisis or humanitarian settings: Thirty countries are identified under this category with 40 million children in need of school feeding.

Role 1: WFP will scale up by providing operational support. WFP will scale up its coverage and operate programmes in countries that do not have the capacity to ensure vulnerable children are covered. Currently, WFP reaches 10 million children in 27 countries under this category.

Context 2: Stable low-income and lower-middle-income countries: Twenty countries have been identified under this category with 29 million children in need of school feeding.

Role 2: WFP will support the transition and scale-up of national programmes. WFP will help to strengthen systems and provide technical assistance in countries that have emerging capacities and are working on improving the scale and quality of national programmes. During 2020 and 2021, WFP will engage with national governments to develop time-bound national targets and handover strategies, leading to a gradual decrease of WFP direct operational beneficiaries in the coming decade. WFP currently reaches 6 million children under this category.

Context 3: Middle-income countries: Ten countries have been identified under this category with 4 million children in need of school feeding.

Role 3: WFP will support the consolidation and strengthening of national programmes. In these countries, where the transition has already happened, WFP's assistance has been instrumental in supporting the reform and strengthening of national school feeding programmes. WFP will continue to work with governments to ensure that the children in need are integrated into national programmes. It will support governments to innovate and test new approaches. WFP currently reaches 1 million children under this category.

Source: WFP, 2020, p. 33.

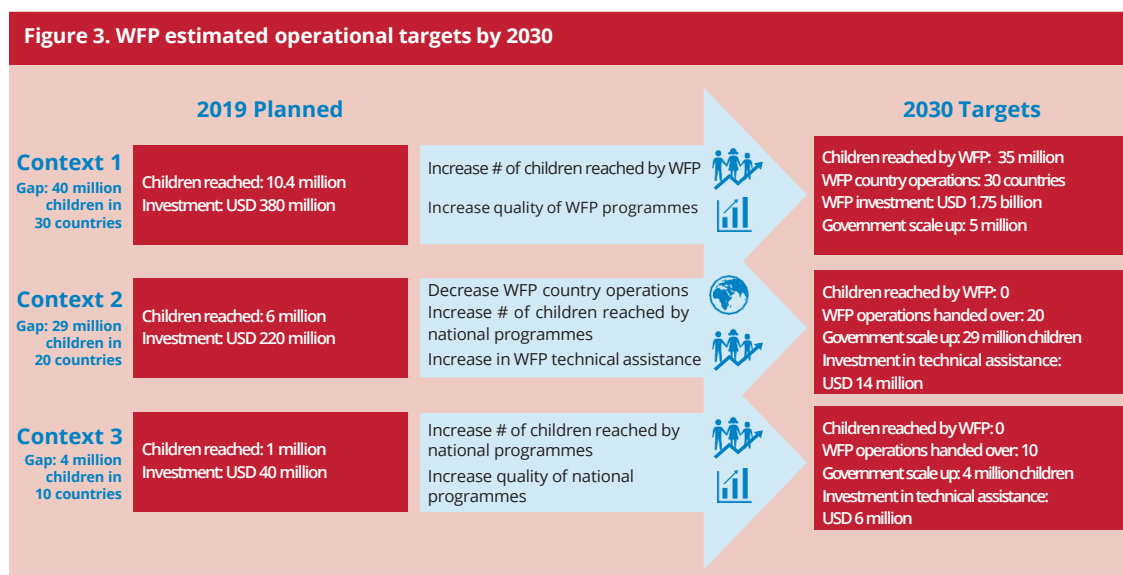
35. The three distinct contexts envisaged also feature in the ToC attached to the Strategy. Although national governments are expected to (continue to) take responsibility for most school feeding, the Strategy anticipates a very substantial scaling up of WFP operations in Context 1.

36. Three major changes are expected as this Strategy is rolled out (see Figure 2 below), namely: (i) **WFP will change the way it works in partnership** by sharpening its advocacy, convening and influencing capacities, and acting as a catalyst and a facilitator of global, regional and country efforts; (ii) WFP will **change the way it works with governments**, increasing sustainability and institutionalization through a better understanding of national priorities and challenges, and by strengthening national systems and plans; and (iii) WFP will **change the way it delivers school feeding**, ensuring better integration, coherence and quality of programme delivery, a stronger focus on the roles of diet and lifestyle, on obesity as well as undernutrition, and an innovative approach to responding to climate change.⁴⁴

⁴³ Drafts of the Strategy also referred to three different "tiers" of countries, according to their level of self-sufficiency in school feeding, but this terminology does not appear in the final version of the Strategy, where it has been replaced by the word "context".

⁴⁴ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP, p. 8.

Figure 2 School Feeding Strategy operational targets to 2030



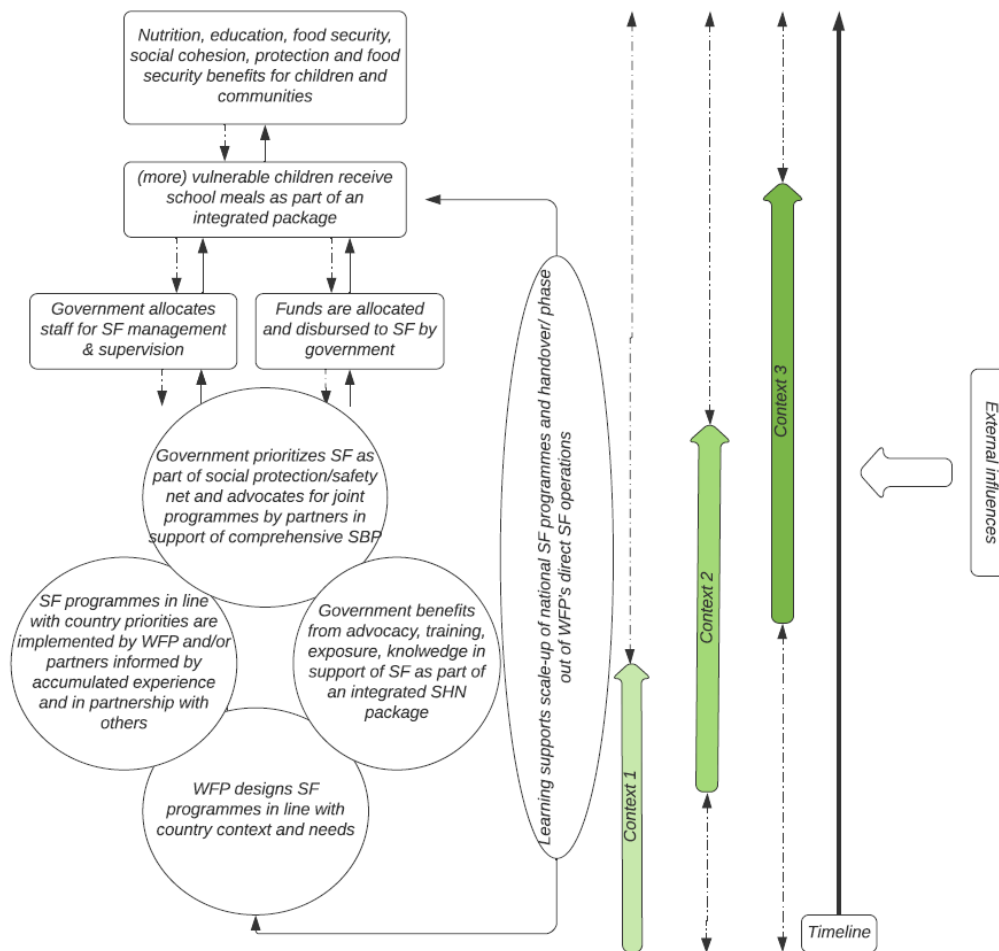
Source: WFP, 2020, p. 32. Notes: The financial targets are to raise *annual* expenditures from the 2019 figures to the figures shown for 2030. TA = technical assistance.

37. The Strategy recognizes that the process of transitioning towards nationally owned school feeding programmes goes hand in hand with efforts to strengthen the enabling environment and the capacities of national and local institutions. WFP's strategic aspirations for transitioning are not limited to the handing over of its school feeding programmes, but instead encompass a broader transition from externally supported programmes towards full government ownership of a national school feeding strategy and programme. The notion of handover is therefore narrower than the concept of *transitioning*, and WFP now tends to prefer the term *transitioning*.

School feeding theory of change

38. The logic model prepared by the evaluation (Figure 3 below) illustrates how the Strategy seeks to contribute to school feeding outcomes in the different contexts described in Box 1 above and illustrated in Figure 2 above. It explicitly highlights the ambition of the Strategy to move from implementation to enabling.

Figure 3 WFP School Feeding Strategy 2020–2030 logic model



Source: Evaluation team analysis.

39. The idea of schools as a platform for delivery of an integrated (prioritized) SHN package is central to the Strategy, and Figure 3 illustrates the different roles/types of support that WFP will provide according to different contexts. At the impact level, it highlights that the School Feeding Strategy seeks to bring about nutrition, education, social cohesion, protection and food security benefits for children and communities.

40. The design of school feeding programmes in line with country needs is the basis for direct implementation of programmes by WFP. This is shown as the Context 1 arrow on the right-hand side of Figure 3. In other contexts, the design will focus on building and strengthening systems through advocacy, training, exposure and knowledge (Context 2). Where systems have been strengthened and advocacy efforts are successful internally and externally, this should result in governments prioritizing school feeding – through policy, and ultimately through dedicated scaled-up funding (Context 3). This inferred logic model was an important building block of the methodology for this evaluation (see section 1.1 above and Annex B). Underlying assumptions were identified at inception phase and have been reviewed against evidence from this evaluation. The contribution made to the SDGs is brought out in the detailed ToC in Figure 15 of Annex B. The evaluation team’s assessment of the assumptions is included in the conclusions of this report.

WFP operational activities in school feeding

Overview

41. Throughout the evaluation period, WFP activities have been guided by the updated 2013 School Feeding Policy. Relevant activities by WFP include not only direct school feeding operations and related capacity strengthening in various country settings, but also its wider advocacy and partnerships, and the steps taken within WFP to provide support and guidelines to staff at all levels of the institution. Successive

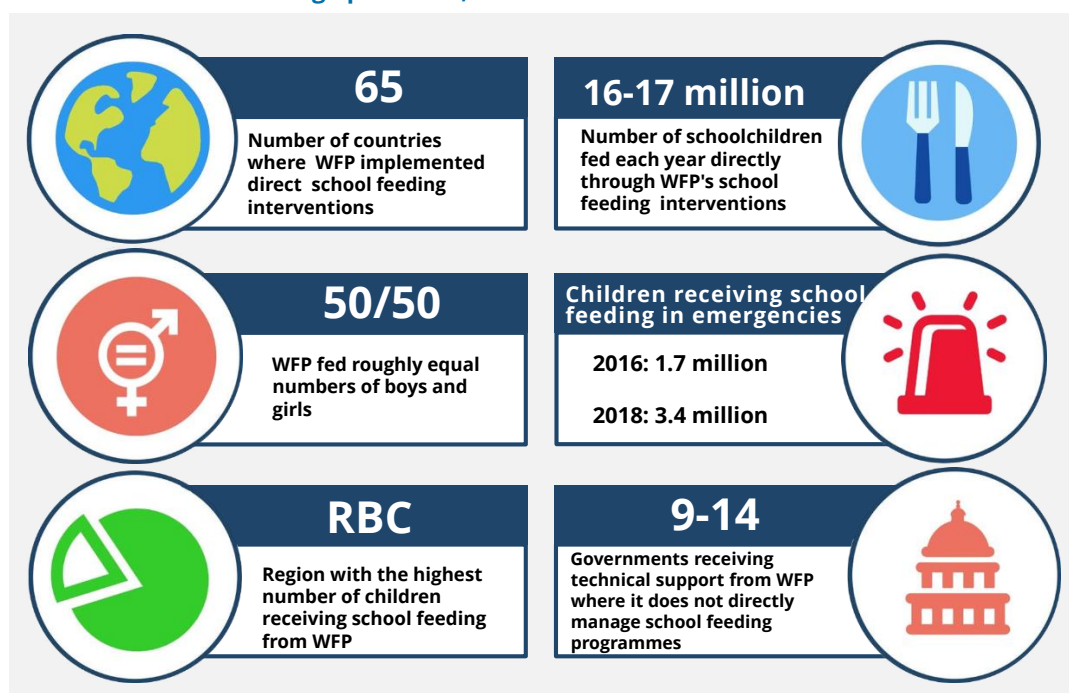
WFP strategic plans and institutional reforms described in section 1.2 above provide the internal dynamic context for school feeding activities.

Features of school feeding implementation, scale and scope after 2013

42. **Oversight and guidance:** Oversight for school feeding was initially the responsibility of a School Feeding Division that was created in 2009. At its peak, the division had a total of 35 staff, but by 2015 the number of school feeding specialists at headquarters had fallen to two, who worked within a division with broader responsibilities, including safety nets and social protection. A new service was created in 2018, with a broader title and mandate around School-Based Programmes (SBP). Increased corporate prioritization under the current Executive Director resulted in a significant upscaling of the agenda and further reinforcement of staff (now at 22). Since 2019, SBP also has a specific budget line with US\$ 2.5 million annually. More recently School Feeding & Nutrition has been included as one of three pillars of the WFP medium-term programme framework Responding to the Development Emergency Caused by Covid-19, released in July 2020,⁴⁵ which presents the realignment of the WFP programmatic response to Covid-19.

43. At regional level, school feeding support is provided by focal points based in regional bureaux. Support to countries has also come from the Brazil Centre of Excellence (CoE) against Hunger, which was established in 2011. New CoEs have been founded more recently in Côte d'Ivoire and China (see Annex G). Annex F provides further information on staffing and how school feeding is organized within WFP, as well as an overview of the guidance for school feeding work.

Figure 4 WFP school feeding operations, 2014–2020



Source: Evaluation team based on WFP reports.⁴⁶ RBC = Regional Bureau Cairo, covering Albania, Algeria, Armenia, Egypt, Iran, Iraq, Jordan, Kyrgyz Republic, Lebanon, Libya, Morocco, Palestine, Sudan, Syria, Tajikistan, Tunisia, Turkey, Ukraine, Yemen.

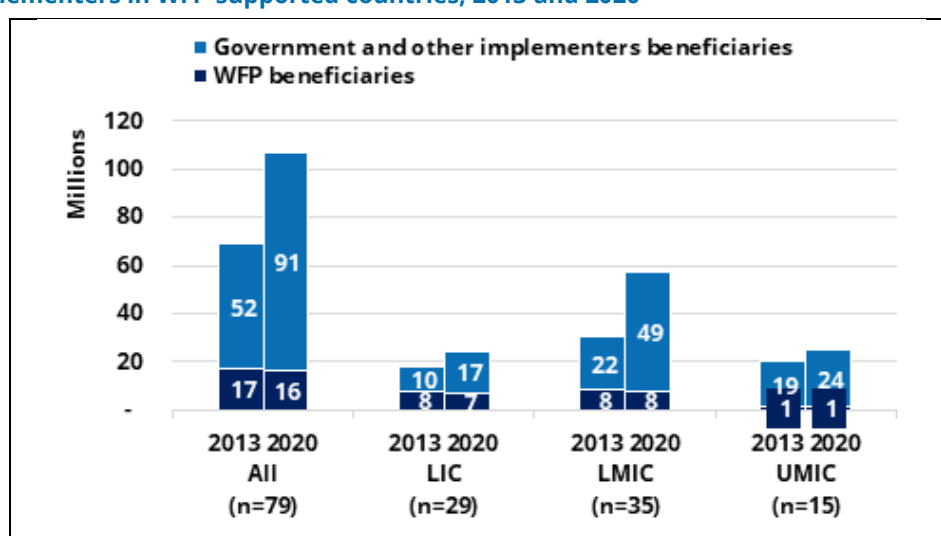
⁴⁵ WFP. 2020zd. *Responding to the Development Emergency Caused by Covid-19. WFP's medium-term programme framework*. Rome, WFP.

⁴⁶ WFP. 2013e. *State of School Feeding Worldwide 2013*. Rome, WFP. WFP. 2015j. *School Meals*. Rome, WFP. WFP. 2015a. *2014 Annual Performance Report*. Rome, WFP. WFP. 2017i. *Infographic WFP School meals programmes in 2016*. Rome, WFP. WFP. 2018p. *Infographic. WFP School Feeding Programmes in 2017*. Rome, WFP. WFP. 2020zh. *State of School Feeding Worldwide 2020. Unpublished Draft*. Rome, WFP.

44. **Volume of school feeding operations:**⁴⁷ Figure 4 above provides an overview of the volume of WFP school feeding operations over the evaluation period. Between 2014 and 2020, WFP implemented direct school feeding interventions in 65 countries, feeding between 16 and 17 million schoolchildren each year (with roughly equal numbers of girls and boys) and spending on average approximately US\$ 310 million a year on school feeding programmes.⁴⁸ The number of children receiving school feeding in emergency contexts fluctuated: in 2016 WFP reported 1.7 million children and in 2018 it was 3.4 million.

45. WFP provides technical support to governments in the countries where it directly supports school feeding operations. It has also provided technical support to governments in countries where it does not directly manage school feeding operations: this number increased from 9 (2014–2017), to 10 in 2018 and 14 in 2019. Figure 5 below shows the scale of WFP-supported beneficiaries compared with the number of beneficiaries supported by government or other implementers in countries where WFP supports school feeding. The fact that only a small proportion of school feeding beneficiaries are covered directly by WFP underlines the premise of the Strategy, which focuses on scaling up coverage through support to national governments.

Figure 5 Beneficiaries supported by WFP compared with those supported by governments or other implementers in WFP-supported countries, 2013 and 2020



Source: WFP, 2020. Note: LIC = low-income countries; LMIC = lower-middle-income countries; UMIC = upper-middle-income countries.

46. **Design and focus of school feeding operations:** As particularly highlighted since 2009, school feeding can be designed to achieve multiple outcomes. The 2013 Policy emphasized that operations are unlikely to pursue all outcomes equally, and that designs therefore need to be clear about the primary objectives of each operation. However, there is no easy way of judging the balance of objectives across the various WFP school feeding programmes. Individual operations are designed at country level, and school feeding has often been a component in broader project documents. Since the introduction of country

⁴⁷ This section draws largely on datasets provided by WFP, including data from the draft State of School Feeding Worldwide: WFP. 2020zh. *State of School Feeding Worldwide 2020. Unpublished Draft.* Rome, WFP. As detailed in the inception report (WFP. 2020ze. *School Feeding Contribution to the Sustainable Development Goals: A Strategic Evaluation. Inception Report.* M. Visser, S. Lister, R. de Mel, J. Jelensperger, E. Rouleau, L. Bluer, C. Toby, E. Hodson & C. Fenning. Oxford, UK and Rome, Italy, Mokoro and WFP), there are serious constraints on assembling aggregate data about WFP school feeding. The most basic problem is that school feeding is often bundled with other activities (for understandable pragmatic reasons at country office level), which means that summaries drawn from corporate data systems are likely to be incomplete and do not allow the link between school feeding interventions and reported results to be distinguished. More detailed information may be held at country level (often compiled to satisfy donor reporting requirements that are not covered by WFP standard indicators).

⁴⁸ These are actual beneficiaries as reported by WFP in: WFP. 2013e. *State of School Feeding Worldwide 2013.* Rome, WFP. WFP. 2015j. *School Meals.* Rome, WFP. WFP. 2015a. *2014 Annual Performance Report.* Rome, WFP. WFP. 2017i. *Infographic WFP School meals programmes in 2016.* Rome, WFP. WFP. 2018p. *Infographic. WFP School Feeding Programmes in 2017.* Rome, WFP. WFP. 2020zh. *State of School Feeding Worldwide 2020. Unpublished Draft.* Rome, WFP.

strategic plans (CSPs), school feeding has been shown separately in CSP documents in some cases, but is frequently bundled with other activities. The early CSPs generally framed school feeding around human capital, social protection and resilience. CSPs also envision nutrition-sensitive school feeding⁴⁹ and gender-responsive programming. The new Strategy⁵⁰ lists both these dimensions, as well as four others, as areas to be strengthened under Work Stream 4 – Strengthening programmatic approaches in key areas: (i) girls’ (including adolescents) education and well-being; (ii) nutrition-sensitive school feeding; (iii) school feeding and the triple humanitarian–development–peace nexus; (iv) school feeding, food systems and value chains; (v) data and digital innovation; and (vi) local communities.

47. **Funding of school feeding:** WFP is wholly dependent on voluntary funding, and the financing of its school feeding operations is dominated by a small number of donors, of which the USA, through the McGovern-Dole (MGD) programme of the United States Department of Agriculture (USDA), is the largest, followed by the European Commission⁵¹ and private donors (see Figure 26 in Annex O). Germany and Canada completed the group of top five donors during the evaluation period, and 36 percent of the total funding came from numerous smaller donors. Funding may be mobilized at headquarters level, through regional efforts or through engagement with country donors, or a combination. Comprehensive data on single versus multi-year funding, and earmarked funding versus more flexible finance, were not available to the evaluation. At country level, host governments may also provide funding for school feeding from national budgets, and in a number of countries WFP has been a beneficiary of this funding for implementation of school feeding interventions.

Relevant previous evaluations

48. The only previous WFP school feeding evaluation of comparable breadth to the present one is the evaluation of the 2009 School Feeding Policy,⁵² which, as noted above (¶26–27), was generally positive, but highlighted practicability as a weakness.

49. During the evaluation period, numerous WFP evaluations have focused, at least in part, on WFP school feeding operations. These are among the documents included in the review and synthesis exercise that was an important part of the evidence base for this evaluation (see Annex B for details). The review also included policy and strategic evaluations which do not directly focus on school feeding, but which are relevant for understanding complementary WFP policies and the ways in which systemic institutional issues have been experienced and addressed in other dimensions of WFP’s work. Table 25 of Annex I lists such evaluations.

⁴⁹ WFP. 2017zd. *Unlocking WFP’s potential. Guidance for nutrition-sensitive programming*. Rome, WFP.

⁵⁰ WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030*. Rome, WFP.

⁵¹ The Directorate General for International Cooperation and Development (DEVCO) has provided substantial funding to school feeding. See ¶55.

⁵² WFP. 2011b. *WFP’s School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP.

2. Evaluation findings

50. This chapter presents the evaluation's findings against the evaluation questions (EQs) in the evaluation matrix (see Annex D). Section 2.1 presents the evaluation's assessment of the continued relevance of the School Feeding Policy and School Feeding Strategy. Section 2.2 is an overview of WFP performance against the objectives of the 2013 School Feeding Policy. Section 2.3 discusses the organizational readiness of WFP to fulfil the different roles necessary in different contexts in order to implement the School Feeding Strategy.⁵³ Section 2.4 then zooms in on WFP efforts to support the enabling environment for school feeding. Finally, section 0 presents the evaluation conclusions and recommendations, and identifies key factors contributing to progress and key lessons learned.

2.1. SCHOOL FEEDING POLICY AND STRATEGY CONTINUED RELEVANCE

Relevance (EQ1)⁵⁴

51. The analysis of relevance takes into account the updated OECD DAC definition of relevance,⁵⁵ which considers that relevance should: (i) be concerned not only with the objectives of an intervention but with the appropriateness of its design; (ii) address priorities as well as needs; and (iii) consider *continuing relevance* as circumstances change. This underlines the importance of considering the 2013 Policy and the recent Strategy alongside each other.

*Continuing relevance versus international thinking and practice (EQ1.1)*⁵⁶

52. The evaluation team addressed this issue by reviewing the accumulation of international evidence since the last School Feeding Policy evaluation,⁵⁷ together with documents indicating the evolution of international guidance around school feeding and SHN. Annex J lists our principal sources and provides more detailed background for the findings presented below.

Finding 1 Continued research and evaluation have confirmed the relevance of the main pillars of the 2013 Policy, including the concept of school feeding as having multiple potential outcomes, in the domains of safety nets, education, nutrition and support to the local economy. International evidence has also led to more emphasis on interactions and interdependence between education, nutrition and health outcomes, and to strong advocacy for treating school feeding as part of an integral package of school health and nutrition (SHN) using schools as the delivery platform. This approach is strongly reflected in the new School Feeding Strategy 2020–2030. However, although acknowledging the importance of school feeding in humanitarian contexts, neither the Policy nor the Strategy follows through with sufficient guidance on planning and implementation in these contexts.

⁵³ WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030*. Rome, WFP.

⁵⁴ EQ1: How relevant is WFP's 2013 School Feeding Policy considering the 2030 Agenda and WFP current Strategic Plan (2017–2021)?

⁵⁵ OECD DAC Network on Development Evaluation. 2019. *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, Adopted by the DAC on 10 December 2019. Paris, OECD Development Assistance Committee (DAC) Network on Development Evaluation. See also Table 9 in the Glossary at Annex C.

⁵⁶ EQ1.1: Is the WFP 2013 School Feeding Policy still relevant in light of the emerging international thinking and practice on school feeding?

⁵⁷ WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP.

53. Key points on the multiple benefits claimed for school feeding are as follows:

- a) There is strong evidence that school feeding functions as a significant **safety net** and is a legitimate component of social protection systems. Particularly for poorer households, the value transfer represented by children eating school meals or qualifying for take-home rations (THR) adds significantly to household income and supports food security. Anecdotal evidence of the response to the Covid-19 pandemic reinforces the conclusion that school feeding is widely regarded as an important safety net (see Annex M). Debates about whether to prioritize school feeding as a social protection intervention tend to focus on whether it is best value when issues of targeting and unit costs are taken into account.
- b) There is strong evidence that school feeding can promote access to **education**. Particularly for lower-income households, and in contexts where there is less than full enrolment, school feeding can serve as a strong incentive for enrolment and attendance, not least for girls, although few school feeding operations monitor attendance effectively. There is good evidence that alleviating short-term hunger can improve concentration and attentiveness. However, effective learning depends on many complementary factors, not least the quality of teachers and their performance; and maximizing human capital depends on continuing education beyond the primary level. Where complementary factors are in place, rigorous evaluations have demonstrated that schools incorporated in school feeding programmes can outperform other schools.
- c) School feeding is not generally advocated as a **nutrition**-specific intervention, because there are more targeted ways of addressing acute hunger, and because stunting is recognized to be most affected by interventions during the first 1,000 days. However, school feeding can be a vehicle for nutrition-sensitive components, including micronutrient supplementation and support to school-based health interventions, including deworming, and water, sanitation and hygiene (WASH) interventions. Taking account of these factors, there has been a surge in evidence-based advocacy for an 8,000 days paradigm, which notes the importance, and human capital significance, of investments in nutrition, health and education from conception through to adolescence and early adulthood, and which seeks to locate school feeding within broader SHN packages across all levels of basic education, from early childhood, to primary and secondary levels.⁵⁸
- d) The potential for the school feeding supply chain to act as a stimulus to the **local economy** is self-evident, and often politically attractive. The umbrella term of HGSP is used for a variety of approaches, often with a particular emphasis on supporting smallholder agriculture, and women farmers in particular, in the vicinity of schools. Incorporating HGSP objectives makes school feeding a more complex intervention, but there is a growing body of evaluations and guidelines that seek to define good practice. Promotion of HGSP is often a direct response to national priorities.

54. There is a high degree of global consensus concerning the benefits of school feeding. A renewed drive for integrated SHN programmes is reflected, for example, in the United Nations System Standing Committee on Nutrition (UNSCN) publication *Schools as a System to Improve Nutrition*,⁵⁹ and in *Stepping Up the Effective School Health and Nutrition*,⁶⁰ which involves the Food and Agriculture Organization (FAO), the Global Partnership for Education (GPE), UNICEF, UNSCN, the World Bank and the World Health Organization (WHO), as well as WFP and UNESCO. See Annex J for more detail.⁶¹

⁵⁸ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

⁵⁹ UNSCN. 2017. *Schools as a System to Improve Nutrition. A new statement for school-based food and nutrition interventions. Discussion paper*. United Nations System Standing Committee on Nutrition (UNSCN).

⁶⁰ UNESCO. 2020b. *Stepping Up the Effective School Health and Nutrition: A partnership for healthy learners and brighter futures*. UNESCO, Global Partnership for Education (GPE), Food and Agriculture Organization of the United Nations (FAO), United Nations Children's Fund (UNICEF), United Nations Standing Committee on Nutrition (UNSCN), World Bank, World Health Organization (WHO) and WFP.

⁶¹ Also noteworthy are two publications from October 2020: the *Global Education Meeting Declaration* and the *Save Our Future White Paper*, both of which were developed with different partners, including United Nations agencies, non-

55. At the same time, WFP has to navigate reservations and nuances in the views and priorities of some key stakeholders. The USDA McGovern-Dole (MGD) programmes, which represent the biggest, most consistent source of multi-year funding for WFP school feeding, are strongly oriented towards demonstrating learning outcomes, and are usually designed with complementary learning-support inputs. They are premised on in-kind supply of agricultural commodities for most rations, which constrains opportunities for HGSF approaches.⁶² Two agencies among WFP's strongest funders (the UK Department for International Development (DFID)⁶³ and the European Commission) remain sceptical of the merits of school feeding,⁶⁴ as opposed to more targeted interventions for social protection, education or nutrition. Also, cash modalities are increasingly favoured for social protection. And there is wide agreement among global stakeholders on the importance of strengthening the evidence base concerning the operational effectiveness of school feeding.

56. The School Feeding Policy and the School Feeding Strategy both acknowledge the importance of school feeding in humanitarian contexts; however, insufficient attention is given to unpacking and providing strategic guidance on the implications of planning and implementing school feeding in humanitarian and other emergency contexts. The significance of emergency school feeding and some practical issues arising are further addressed under EQ2.6, ¶98 onwards and in Annex N.

Finding 2 The School Feeding Strategy also seeks to ensure continuing relevance by demonstrating links between school feeding and several of the SDGs, emphasizing human capital arguments and the potential relevance of school feeding beyond primary schools, reinforcing attention to gender and equity concerns, and for the first time acknowledging the need for climate sensitivity. However, this expanded agenda is not developed in depth. There is a risk of being less relevant in practice if the breadth and scope of WFP efforts are predicated on levels of funding that are not plausible.

57. There is good evidence that the different outcomes of school feeding can all have positive gender and equity dimensions. Girls' access to education can be incentivized, and staying in school may reduce the risk of child marriage. The quality of nutrition is particularly important for adolescent girls, as their malnutrition has intergenerational implications. Effective safety nets are particularly valuable for disadvantaged households, and it is possible for HGSF to be designed to support gender and equity objectives.

58. The School Feeding Strategy 2020–2030 supports continued relevance by introducing an explicit link to the 8,000 days paradigm and emphasizing the SHN perspective. It also shows how school feeding can potentially support several SDGs. However, these dimensions are not developed in depth and there is a risk that expanding the ambitions of WFP in school feeding might lead to resources being spread too thinly, making the School Feeding Strategy less relevant in practice.

59. The School Feeding Strategy also introduces the need for climate sensitivity in its introduction. However, as evidenced through the analysis in Annex L, it does not address this increasingly important issue any further and this remains a gap.

governmental organization (NGO) and government partners, and list school feeding/SHN as a key intervention to respond to Covid-19. See: UNESCO. 2020a. *2020 Global Education Meeting Declaration. Extraordinary Session of the Global Education Meeting. Education post-Covid-19*. Governments of Ghana, Norway and the United Kingdom (co-hosts), October, 2020. Paris, UNESCO. Save Our Future. 2020. *Averting an Education Catastrophe for the World's Children. Save Our Future White Paper*. Save Our Future coalition. <https://saveourfuture.world/white-paper/>.

⁶² Russian aid to school feeding is also based on procurement from the donating country.

⁶³ The UK's Department for International Development (DFID) was merged with the Foreign and Commonwealth Office to create the Foreign, Commonwealth and Development Office (FCDO) from 17 October 2020, but operated as DFID for almost the whole evaluation period and is cited accordingly.

⁶⁴ This stance is reflected most strongly by the Commission's emergency directorate (DG ECHO). The development directorate (DG DEVCO) has provided substantial funds for school feeding, and the European Commission has been the fifth largest financier of WFP school feeding programmes in the past decade – see Figure 26 in Annex O.

60. The multiple potential benefits of school feeding are a challenge as well as an opportunity. It is important for individual school feeding programmes to prioritize which benefits are sought, and to consider cost-effectiveness. Realization of potential benefits in practice will often depend on complementary contributions and even the most straightforward benefits depend on the efficiency and continuity with which school feeding is delivered. Stakeholders may not see school feeding as the intervention of choice to address education, nutrition or social protection in a particular context. Advocates for the 8,000 days paradigm recognize that more work is needed to demonstrate the return on investment from particular SHN packages.⁶⁵

Alignment with overall strategies (EQ1.2)⁶⁶

Finding 3 The School Feeding Policy is well aligned with the Strategic Plan 2014–2017, but opportunities were missed to reinforce alignment of the Strategic Plan 2017–2021 with the Policy and to include school feeding indicators in the early versions of the new Corporate Results Framework. To a considerable extent, the School Feeding Strategy 2020–2030 can be seen as an update of the Policy as well as a strategy for implementation. There is scope for pursuing greater alignment in practice with other evolving policies and strategies in WFP.

61. The 2013 School Feeding Policy and the Strategic Plan 2014–2017 were prepared during the same period and there is a high degree of alignment between the two. While the Policy remains aligned with the Strategic Plan 2017–2021, preparation of the latter took place at a time when headquarters staffing for the school feeding unit had diminished (see section 1.3, ¶42), and school feeding was experiencing reduced visibility among the other priorities of WFP. The Strategic Plan 2017–2021 was crucial in linking WFP strategy to the SDGs⁶⁷ and in framing the suite of reforms that constituted the Integrated Road Map (IRM), but it paid less attention to school feeding than it might have done. In particular, the new Corporate Results Framework (CRF)⁶⁸ failed to include school feeding-specific indicators.⁶⁹

62. In many ways, the School Feeding Strategy 2020–2030 attempts both to update and to broaden the 2013 Policy and to make it more consistent with the evolution of the overall WFP strategy. One way in which it does this is by spelling out potential school feeding contributions to various SDGs. Specifically, the Strategy has managed to both update and broaden the 2013 Policy and align it with strategic trends in WFP since 2013, including the emphasis on a “changing lives” and “enabler” mandate and the strategic focus on SDGs (see section 1.3 above). As noted under Finding 2 above, the Strategy reflects important new concepts and nuances based on academically established evidence around school feeding and embraces a shift towards SHN and human capital for development (see section 1.3 above). It also gives more prominence to gender considerations and introduces climate-sensitive dimensions of sustainability. However, the School Feeding Strategy is not a formal WFP policy document, and, although it drew on extensive internal and external consultations, it was only endorsed at the level of the Executive Management Group (EMG), but not formally approved by the EB. Yet the Strategy foresees that “annual updates” will be shared to the EB.

63. Coherence between the School Feeding Policy and other formal policies and strategies is a complex issue. A recent synthesis of lessons from WFP policy evaluations found “a currently prolific and complex policy universe whose lack of policy coherence, coordination and prioritization is reflected in the linear

⁶⁵ The World Bank’s approach to this is highlighted in: WFP. 2020zh. *State of School Feeding Worldwide 2020. Unpublished Draft*. Rome, WFP.

⁶⁶ EQ1.2: To what extent is the 2013 School Feeding Policy aligned to the WFP Strategic Plan 2013–2017, to the WFP Strategic Plan 2017–2021, to the Agenda 2030, and to the School Feeding Strategy 2020–2030?

⁶⁷ The WFP Strategic Plan 2017–2021 prioritized SDG 2 (Zero Hunger) and SDG 17 (Partnerships).

⁶⁸ WFP. 2016d. *Corporate Results Framework (2017–2021)*, WFP/EB.2/2016/4-B/1/Rev.1. Rome, WFP.

⁶⁹ However, a separate indicator compendium for school feeding was developed in 2017: WFP. 2017y. *School Meals Monitoring Framework and Guidance*. Rome, WFP.. School meals were briefly mentioned in the revised CRF indicator compendium that was issued in 2018: WFP. 2018a. *2017–2021 Corporate Results Framework Outcome and Output Indicator Compendium, January 2018 Update*. Rome, WFP. But output indicators were not fully included until the 2019 update: WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP, ¶13.

'menu' of policies listed in the annual policy compendiums".⁷⁰ Recommendations to standardize nomenclature (e.g. to clarify the relationship between policies and strategies), and to bring coherence, synergies and accountability into future policy development, have been accepted by WFP management.⁷¹ Further consideration of coherence between school feeding and other policy domains, including social protection and gender, is incorporated in the rest of our analysis as appropriate.

Alignment of WFP school feeding activities with the Policy and the Strategy (EQ1.3)⁷²

Finding 4 WFP school feeding activities during the evaluation period reflect the 2013 School Feeding Policy directions in significant ways, but there were also important shortcomings in the Policy's implementation, which reflect a loss of momentum, and an erosion of school feeding capacity at headquarters, shortly after its approval. The development of the School Feeding Strategy 2020–2030 under a reinvigorated School-Based Programmes Division can be seen as an effort to strengthen implementation of the Policy as well as updating it.

64. A recent analytical synthesis of evidence and lessons from WFP policy evaluations noted that policies "require more than a standalone document; they require full and visible corporate leadership, momentum and resources, as well as implementation-level guidance and comprehensive accountability". It also suggested that an "implementation package" for policies should include such components as: a roll-out plan covering headquarters, regional and country office levels; a communications strategy; a funding and human resources strategy; and a monitoring and evaluation (M&E) strategy.⁷³ As we showed in section 1.3 above, WFP school feeding-related activities during the evaluation period reflected the Policy in some positive ways, notably with CSPs reflecting the intentions of the Policy and increased attention to the enabling agenda, but there were also some shortcomings. The School Feeding Policy of 2013 was prepared in response to the evaluation of the 2009 Policy and highlighted the latter's weaknesses in implementation – see Box 2; this makes such shortcomings more striking. Figure 1 above details the fluctuations of capacity at WFP headquarters.

Box 2 Expected strengthening of School Feeding Policy implementation

The evaluation⁷⁴ of the 2009 School Feeding Policy recommended particular attention to better operationalization, requiring: strengthening staff skills and support for implementation at field level; further development of guidance material; more attention to costs and cost-effectiveness; and strengthening of relationships with external partners. On the financial side, WFP would need to seek increased, and more predictable, funding, follow through with its overall financial framework review, and strengthen its ability to analyse the budgetary implications of school feeding programmes for governments. Recommendations were also made to strengthen WFP monitoring and evaluation and its contribution to broader research. The WFP management response stated that all recommendations were agreed.⁷⁵

65. Concerning the **objectives and design of school feeding**, both the Policy and the Strategy stress the breadth of objectives to which school feeding can contribute. Reviewing the stated objectives of country-

⁷⁰ WFP. 2020zl. *Synthesis of Evidence and Lessons from WFP's Policy Evaluations (2011–2019)*, WFP/EB.A/2020/7-D. Rome, WFP.

⁷¹ WFP. 2020w. *Management Response to the Recommendations from the Synthesis of Evidence and Lessons from WFP's Policy Evaluations (2011–2019)*, WFP/EB.A/2020/7-D/Add.1. Rome, WFP.

⁷² EQ1.3: How well are WFP school feeding activities aligned to the 2013 School Feeding Policy and to the Strategy for 2020–2030?

⁷³ WFP. 2020zl. *Synthesis of Evidence and Lessons from WFP's Policy Evaluations (2011–2019)*, WFP/EB.A/2020/7-D. Rome, WFP.

⁷⁴ WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP.

⁷⁵ WFP. 2012a. *Management Response to the Recommendations of the Summary Evaluation Report of WFP School Feeding Policy*. Rome, WFP.

level school feeding operations and strategies, including CSPs (see Annex H), the evaluation team found that school feeding is increasingly presented as a safety net, and that support to the local economy, through various forms of HGSF, is increasingly emphasized, in line with the priorities of the School Feeding Policy and the School Feeding Strategy. The evaluation country studies indicated, and emerging country strategic plan evaluations (CSPEs) tend to confirm, that, unsurprisingly, there is often a lag between stated intentions, such as in CSPs, and their full reflection in school feeding implementation. However, the large contingent of MGD-funded school feeding operations reflect the priorities of their funder by giving special emphasis to learning outcomes (see ¶155 above).

66. Alignment between the School Feeding Policy and practice was difficult to achieve for part of the evaluation period, due to diminished corporate support after 2013, with reduced headquarters staffing, and a failure to follow through on some initiatives that had been highlighted in the Policy. The hiatus inhibited support of the implementation of the 2013 Policy. By way of illustration:

- A first flagship publication, *State of School Feeding Worldwide*,⁷⁶ was prepared alongside the 2013 Policy. The intention was to update this global report every two years, but the second edition is only now in preparation.⁷⁷
- School feeding indicators were not included in the original design of the CRF, and school feeding output indicators were only included in 2019, after the revival of the SBP Division.⁷⁸ This contrasts with the Policy's anticipation of "A comprehensive monitoring and evaluation strategy to measure the two sets of results, including revised corporate outcome and output indicators in line with the new Strategic Plan and the administering of a global school feeding survey every two years to measure progress against the five policy goals, which replace the eight school feeding quality standards of 2009".⁷⁹
- The Policy requires WFP to update the School Feeding Cost Benchmark regularly to identify opportunities for cost containment, but, due to a lack of resources at headquarters, there has been no update since 2013.
- The Policy highlights the launch of a new *Nourishing Bodies, Nourishing Minds* partnership.⁸⁰ This partnership was not operationalized. Global partnerships were only reinvigorated with the establishment of the SBP service in 2018.
- Updating key guidelines is noted as a priority in the 2013 Policy but it appears that the reality fell short of ambitions; most of the guidance that was developed remained at drafting level and was never officially finalized and disseminated (see Annex F).

67. Concerning the **scale of response and ambition**, a review of levels of expenditure by WFP on school feeding, and the numbers of direct beneficiaries, indicated a broadly constant scale of operational activities (see Annex O). However, the Policy implies a considerable scaling up, which is now emphasized even more in the Strategy for 2020–2030. It will be very challenging to achieve the scale of activities implied by the Strategy. Current WFP school feeding operations are, in aggregate, quite modest compared with the Strategy's targets (documented in section 2.2 below), and WFP operations at country level are typically rather small scale compared with the requirements for national coverage. This is a key consideration in our later review of organizational readiness.

⁷⁶ WFP. 2013e. *State of School Feeding Worldwide 2013*. Rome, WFP.

⁷⁷ WFP. 2020zh. *State of School Feeding Worldwide 2020. Unpublished Draft*. Rome, WFP.

⁷⁸ WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP, ¶13.

⁷⁹ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP, p. 3.

⁸⁰ This was described as a three-year integrated approach by UNESCO, UNICEF and WFP, which would involve pilots in Haiti, Mozambique, Niger and Pakistan. The aim was to "strengthen collaboration at policy and field levels in target countries in order to identify and remove barriers that prevent children from accessing comprehensive health care, nutrition and education programmes [and] to generate replicable models". See: UNESCO, UNICEF & WFP. 2013. *Nourishing Bodies, Nourishing Minds – Partnering for the Child's Well-being and Equity in Education*. Paris, New York and Rome, UNESCO, UNICEF and WFP.

Finding 5 Beyond Africa, regional organizations have not yet played a significant role in promoting school feeding. However, South–South and triangular cooperation (SSTC) and peer-to-peer learning have been significant in spreading relevant ideas and approaches, and it makes sense for the WFP regional bureaux to adapt their advocacy and support to the contexts of distinct groups of countries that they deal with.

68. The 2013 School Feeding Policy makes no significant mention of regional organizations, but the School Feeding Strategy 2020–2030 places considerable emphasis on regional approaches in two senses: (i) working with regional organizations such as the African Union and other country groupings; and (ii) expecting WFP regional bureaux to develop regional plans for school feeding that are tailored to the characteristics and priorities of countries in their regions. It should be noted that regional bureau groupings are themselves heterogeneous. Thus, Regional Bureau Panama (RBP) is seen as covering three subregions (South America, Central America and the Caribbean), while Regional Bureau Cairo (RBC) covers countries across North Africa, the Middle East, Eastern Europe and Central Asia. Conversely, the African continent spans four regional bureaux (in Nairobi, Johannesburg, Dakar and Cairo). In practice, and as the evaluation country studies illustrated, geo-political subgroupings are often of more practical importance than WFP demarcation of regions.

69. In practice, the only sustained example of concerted regional support for school feeding is from Africa,⁸² where efforts by the African Union and the New Partnership for Africa's Development (NEPAD) to link school feeding to agricultural development date back almost two decades and have been supported in the more recent period by WFP's Centre of Excellence in Brazil (see Annex G). Beyond this, the evaluation did not identify other examples of regional organizations having generated a clear political drive for school feeding. Case studies in Africa indicate that other forms of South–South technical cooperation have often been more important than the continental initiative, and that peer-to-peer learning can be influential in spreading relevant approaches. Country studies also illustrate common features among certain other groups of countries; for example, Tajikistan is one of several countries where school feeding approaches are strongly influenced by an ex-Soviet heritage and continuing relationship with Russia. It therefore makes sense for regional bureaux to adapt their advocacy and support to the contexts of the distinct subgroups of countries that they deal with.

Adaptation to different country settings (EQ1.5)⁸³

Finding 6 While there is clear evidence of efforts to be flexible and responsive to national governments' priorities, there have also been constraints and challenges in adapting to different national settings. The Policy implies considerable flexibility and the Strategy seeks to apply a more systematic taxonomy of contexts. There is a danger that the Strategy's approach to defining different WFP roles for different country contexts may be applied without sufficient nuancing. Neither the Policy nor the Strategy has paid enough attention to humanitarian settings, despite ambitious resource targets set in the Strategy.

70. The evaluation country studies and other country examples provide many illustrations of WFP efforts to reflect national priorities in its support of school feeding. Moves towards HGSF models are often encouraged by national governments and may be an integral part of the handover of school feeding programmes from WFP implementation to national operation – for example, in Kenya or Cambodia. There may be constraints when funders' terms and conditions do not align with national preferences, and alignment with government systems is especially complicated for WFP when relevant government

⁸¹ EQ1.4: How relevant are WFP school feeding activities to the regional and sub-regional organizations' thinking and practice?

⁸² WFP. 2020zh. *State of School Feeding Worldwide 2020. Unpublished Draft*. Rome, WFP, Case study 4.1.

⁸³ EQ1.5: To what extent has WFP been able to engage flexibly with national Governments and respond to evolving priorities and demands in different country settings?

responsibilities are devolved to subnational levels. Kenya is a notably complex example (where some relevant responsibilities have been reassigned to counties while others are retained at the centre), but there are many others. There are also challenges when WFP programmes are regarded as too costly, or when governments have difficulty meeting WFP standards for food quality or procurement.

71. The 2013 School Feeding Policy highlights the need to adapt the role of WFP, and the balance between implementing and enabling, according to a country's progress along the dimensions defined by the SABER diagnostic. The School Feeding Strategy applies what appears to be a more rigid classification of countries into three contexts, each with an associated role for WFP as follows:

- Context 1: crisis or humanitarian settings; WFP role: scale up by providing more operational support
- Context 2: stable low-income and lower-middle-income countries; WFP role: support the transition and scale-up of national programmes
- Context 3: middle-income countries; WFP role: support the consolidation and strengthening of national programmes.

72. In interviews for the country studies and with regional bureaux, the evaluation team found considerable resistance to the application of this taxonomy in practice. The situation in many countries is more nuanced: Kenya, for example, shows characteristics of all three contexts. Transparent use of this classification may be counterproductive if the government objects to the label applied to it. Some countries have more capacity and stronger school feeding systems than their current income classification may imply – for example, Rwanda or Zimbabwe. It is difficult to take on a transition-supporting role in countries where the government as yet shows no interest in developing its own school feeding system. Strengthening of national capacity is not a linear process. It seems likely that, in practice, the Strategy's approach to contexts and roles will need to become more nuanced, in line with the Policy's observation:

Experience has shown that the transition process is non-linear, with setbacks caused by disasters or political instability. The [SABER] framework should therefore be taken as a general guide, and WFP will need to assess and determine its role according to the situation.⁸⁴

73. Neither the Policy nor the Strategy pays sufficient attention to humanitarian contexts – a point that was made strongly by humanitarian stakeholder informants and reflected in qualitative responses to the survey about weak areas in guidance as well as in coverage. Although humanitarian contexts in practice account for a large share of WFP school feeding activities, their treatment in both the Policy and the Strategy is rather superficial, and a number of country studies, including Haiti, Kenya and Mozambique, noted a lack of guidance for shock-responsive use of school feeding. This is an issue that has been given unprecedented prominence by the Covid-19 pandemic, and, in this context, WFP has demonstrated considerable determination to adapt its activities to an unforeseen contingency (see Annex M).

2.2. DELIVERY OF RESULTS IN LINE WITH WFP SCHOOL FEEDING POLICY (EFFECTIVENESS)

74. This section reviews evidence concerning the delivery by WFP of results against the five objectives of the 2013 School Feeding Policy. In view of the importance of humanitarian settings, a brief overview of WFP school feeding engagement in humanitarian settings is also provided, even though the Policy did not set a specific objective in this area.

75. School feeding is carried out as discrete operations in a variety of country contexts. It is rarely very meaningful to aggregate results across operations and countries, and the corporate indicators for WFP are of limited value for such a purpose.⁸⁵ The approach in this evaluation is to consider what can be learned from particular cases, especially in the country studies, so as to highlight successes and draw attention to

⁸⁴ WFP. 2013d. *Revised School Feeding Policy*. Rome, WFP.

⁸⁵ This issue was extensively reviewed in the inception report. See: WFP. 2020ze. *School Feeding Contribution to the Sustainable Development Goals: A Strategic Evaluation. Inception Report*. M. Visser, S. Lister, R. de Mel, J. Jelensperger, E. Rouleau, L. Bluer, C. Toby, E. Hodson & C. Fenning. Oxford, UK and Rome, Italy, Mokoro and WFP, Annex J – evaluability assessment.

challenges that reflect common themes. This is less a question of aggregation than of detecting patterns in a mosaic. We highlight findings that have a direct implication for the organizational readiness analysis which follows (in sections 2.3 and 2.4). Our principal focus is on school feeding operations in which WFP has been directly engaged, but in many cases WFP also contributes to the wider results of national school feeding systems.

School feeding as a safety net (EQ2.1)⁸⁶

Finding 7 Concerning school feeding as a safety net:

- a) The value transfer implied by school feeding is significant relative to household income in most of the contexts where WFP operates or supports school feeding, and school feeding is therefore an important benefit to the participating households. This is confirmed by the effectiveness of school feeding as an incentive for school attendance.**
- b) The significance of school feeding as a safety net is also demonstrated by its use in emergencies and by pressure to get the food to households in other ways during Covid-19.**
- c) However, it needs to be kept in mind that in many cases school feeding coverage is quite limited and the benefits are accordingly localized.**
- d) There is increasingly widespread recognition of the role of school feeding as a safety net, but examples of school feeding being systematically integrated into wider national systems for social protection are still relatively rare.**

76. The 2019 evaluation of the Update of WFP's Safety Nets Policy⁸⁷ found that 60 of the 69 countries had school feeding interventions that could be classified as safety nets; 9 did not – largely because they were in unstable, crisis-ridden environments with no stable government. Moreover, school feeding has more beneficiaries than other WFP-supported safety net activities: an analysis of 2017 standard project report data found that school feeding is the safety net activity where WFP serves the greatest number of direct beneficiaries.

77. In all the evaluation country studies, the value transfer represented by meals eaten at school or by THR was clearly significant for most participating households, and this was especially valuable in times of stress. The significance of school feeding as a safety net is confirmed by its effectiveness as an incentive for enrolment and attendance (see Finding 8 below).

78. The significance of school feeding as a safety net is also demonstrated by its use as a response to emergencies – for example, in Mozambique, which was one of the evaluation country studies, and in Ethiopia, where the Government itself launched an emergency school feeding programme in drought-affected districts.⁸⁸ A striking and large-scale demonstration of the role of school feeding as a safety net is provided by efforts to ensure that rations (or equivalent transfers) reach children even while schools are closed due to the Covid-19 pandemic (see Annex M for more details on the pandemic). In some cases – for example, in Rwanda – the pandemic has raised the profile of school feeding as a social protection response.

79. Some of the country studies – for example, Peru, Namibia and Tunisia – suggest that a government-run school feeding system operates on a national scale. There is wide coverage also in Tajikistan (see Box 3), but elsewhere school feeding coverage is more limited, and sometimes very localized. In Haiti, for

⁸⁶ EQ2.1: To what extent and how well have WFP school feeding programmes contributed to providing a safety net for food-insecure households through income transfers?

⁸⁷ WFP. 2019zm. *Update of WFP's Safety Nets Policy: Policy Evaluation*. B. Majewski, J. Duncalf, C. Ward, S. Bailey, S. Pavanello, H. van Doorn, P. Herodote, M. Patiño, S. Shtayyeh & M. Frankel. Rome, WFP.

⁸⁸ WFP. 2018m. *Final Evaluation of WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Afar and Somali Regions in Ethiopia, 2013–2017: Evaluation Report Final, 03 August 2018*. M. Visser, D. Alder, R. Bhatia, G. Bultosa, D. Berhanu & C. Fenning. Rome, WFP.

example, school feeding is considered the country's most important safety net, but it has declined in scale (by two thirds since 2014), now covering 12 percent of schoolchildren, compared with 30 percent in 2014.⁸⁹

Box 3 School feeding as a safety net in Tajikistan and Kenya

In **Tajikistan**, the school feeding system was found to be both effective for and essential to the country's food-insecure people, but it is fragile due to funding constraints. Established in the early 2000s in response to poverty, malnutrition and poor education indicators, the programme has grown from 360,000 to 420,000 children between 2015 and 2020 (population growth effect). By targeting the poorer communities, which was the premise for the initial selection, and through the comparatively wide coverage (close to 50 percent of schools), the school feeding programme acts as an effective safety net intervention. Additionally, this aspect was leveraged during the Covid-19 pandemic response, when the use of school feeding stores for THR, and of schools as distribution centres showed its value as a safety net. The effectiveness of the safety net has, however, been compromised by funding uncertainties that required rations and school feeding days to be curtailed due to interruptions and delays in funds.⁹⁰

In **Kenya**, external evaluations found that the school meals programme is relevant and plays a significant safety net function, improving food security for schoolchildren and indirectly benefiting the children's families through an important value transfer, including in refugee settings (although this is not always funded by donors).⁹¹

80. There is widespread recognition of the role of school feeding as a safety net, and in some cases it is fully incorporated into national social protection systems; for example, in Peru school feeding is overseen by the ministry responsible for social protection. In Tunisia, the need to align the school feeding database with national social registers is increasingly acknowledged. In other cases, national social protection strategies are in the early stages of development (Haiti adopted a social protection policy in 2020) and/or it has been difficult to ensure the inclusion of school feeding in a meaningful cross-sector strategy for social protection, such as in Namibia. In several of the countries in the country studies, such as Mozambique and Cambodia, coverage is quite limited, even though in Mozambique school feeding is recognized as a safety net in the national social protection policy. There is sometimes reluctance to give full consideration to school feeding as part of a national social protection system because of concerns about high unit costs compared with other possible interventions.⁹²

Educational results (EQ2.2)⁹³

Finding 8 Concerning educational results of school feeding:

- a) There is widespread evidence of positive school feeding effects on enrolment, including positive gender and equity effects. School feeding traction on education results is dependent on context.**
- b) A smaller number of rigorous evaluations demonstrate that well-designed school feeding programmes can have positive effects on learning outcomes.**
- c) The educational benefits of school feeding depend on complementary inputs, but the integration of school feeding into education sector planning has only occasionally and to a**

⁸⁹ WFP. 2017z. *Study on Shock-Responsive Social Protection in Latin America and the Caribbean. Haiti case study*. Oxford, UK and Rome, Italy, Oxford Policy Management (OPM) and WFP.

⁹⁰ WFP & UNICEF. 2018. *Tajikistan Food Security Monitoring. Bulletin. Issue 20*. Rome and New York, WFP and UNICEF.

⁹¹ WFP. 2018y. *WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Kenya from 2016 to 2020. Midline Report – Final*. M. Visser, W. Kariuki, M. Mwangi & E. Midega. Rome, WFP. WFP. 2017f. *Final Evaluation of the World Food Program USDA/McGovern-Dole International Food for Education and Child Nutrition Program (FFE 615-2013/041/00) in Kenya*. S. Dunn & J. Otsola. Rome, WFP.

⁹² For more discussion on this perspective, see Annex J, ¶24–28.

⁹³ EQ2.2: To what extent and how well have WFP school feeding programmes contributed to supporting children's education through enhanced learning ability and access to the education system?

limited extent been systematically integrated with the planning of other stakeholders in the education sector.

d) There is considerable scope to improve monitoring of the educational effects of school feeding.

81. **Access to education:** WFP collects enrolment data for all its school feeding operations, and positive effects on enrolment and retention (including for girls) are the most commonly reported education results of its school feeding programmes. Take-home rations targeting girls can be an effective incentive for attendance and retention. The potential effects on access are greater in contexts where there is less than full enrolment; as countries advance, they tend to give increasing weight to a more sophisticated human capital rationale for school feeding (e.g. Rwanda). In some cases, the evidence for an effect on access is essentially anecdotal, because trends over time are reported without a systematic comparison between schools with/without school feeding. However, somewhat stronger evidence of access effects was reported from several of the evaluation country studies. For example, in Côte d'Ivoire, enrolment rates saw better results in McGovern-Dole (MGD) schools compared with non-MGD schools.⁹⁴ In Mozambique, school feeding monitoring data showed positive effects on enrolment and graduation rates, including in areas of the country that have faced shocks; for some but not all interventions, enrolment of girls was significantly higher than that of boys.⁹⁵ A Syria study noted that enrolment increased in schools implementing the WFP school meals programme,⁹⁶ and there were similar findings from the more recent evaluation of emergency school feeding,⁹⁷ but the likelihood of durable effects was reduced by the high turnover of schools included in the programme. There were also concerns that school feeding might create an incentive for children to transfer from schools without school feeding to the ones included in the programme.

82. **Contributing to learning outcomes:** School feeding can contribute to learning outcomes only when combined with complementary education inputs, and demonstrations of this contribution require more rigorous⁹⁸ evaluation. In Rwanda, the country study found that there was strong quantitative and qualitative evidence of the effect of school feeding and complementary services on education – as reflected in effects on enrolment, attendance, reduced drop-outs and learning achievement.⁹⁹ Box 4 summarizes relevant findings from Kenya and Ethiopia.

83. **Education sector engagement:** Effects on learning depend on an array of complementary factors, so engagement with education sector planning and review forums has strategic importance but is not always systematic. For WFP, it also raises questions about the skillsets required, an issue which is taken up in the later discussion of organizational readiness.

⁹⁴ WFP. 2019d. *Decentralized Evaluation. Mid-Term Evaluation of Support for the Integrated School Feeding Program in Côte d'Ivoire*. M. Gulemetova, S. Deichsel, M. DiFuccia, E. Kindané, M. Masson & E. Safarha. IMPAQ International, LLC for WFP Côte d'Ivoire.

⁹⁵ WFP. 2015e. *Operation Evaluation. Mozambique, 200286 Country Programme: An Evaluation of WFP's Operation (2012–2015). Final Evaluation Report*. M. Visser, A. Bossel, M. Brewin & C. Mafigo. London, and Rome, Khulisa and WFP. WFP. 2020zb. *Mozambique Annual Country Report 2019. Country Strategic Plan 2017–2021*. Rome, WFP.

⁹⁶ WFP. 2018f. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015 – March 2018) Volume I and Annexes: Volume II*. J. Betts, S. Zyck, J. Frize, L. Trombetta, R. Azar, V. Hüls, K. Olsen, F. De Meulder & C Canteli. Rome, WFP.

⁹⁷ WFP. 2020k. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Syria Evaluation Report. Volumes I and II*. R. Al-Azar & D. Abi-Khalil. Rome, Italy and Freiburg, Germany, WFP and Particip GmbH.

⁹⁸ By rigorous evaluations we mean ones with an experimental or quasi-experimental methodology that allows comparison with a counterfactual.

⁹⁹ WFP. 2019zq. *WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Rwanda 2016–2020. Evaluation Report: Mid-Term Evaluation*. J. Downen, B. Ravesloot, J. Tyiringire, D. Muteteri, J. Mujawase, M. Mueller, & L. Banwart. Kigali, WFP Rwanda.

Box 4 Rigorous demonstrations of learning outcomes associated with school feeding

The midline report for the MGD-funded WFP school feeding programme in **Kenya** showed that the school meals programme was significantly associated with improved numeracy, and with significant improvement in WFP-supported schools compared with control schools. Interviews confirmed the perception that school feeding contributes to improved learning outcomes.¹⁰⁰

Quantitative and qualitative data from a rigorous evaluation of an MGD school feeding programme in drought-affected pastoralist regions of **Ethiopia** demonstrated significant output, outcome and impact level results and provided a convincing case for the importance of school feeding for areas that are severely affected by food insecurity. The evidence showed that school feeding, supplemented by specific interventions targeted at girl students, improved inclusiveness, participation and achievements in education, including positive effects on enrolment, grade repetition, completion and learning outcomes.¹⁰¹

84. **Monitoring:** Logically, the incentive provided by school feeding depends on the regularity and reliability of feeding, so it is crucial to monitor the continuity and efficiency of school feeding delivery. Also, daily attendance rates would be a better measure of school feeding effects than annual enrolments. However, national education monitoring systems rarely capture such attendance data. Although WFP monitors enrolment at the schools it supports, this is only rarely accompanied by rigorous comparisons with other schools to demonstrate a clear association or a causal link between school feeding and enrolment trends.

Nutrition results (EQ2.3)¹⁰²

Finding 9 Concerning nutrition results of school feeding:

- a) Although all school feeding rations are designed to be nutritious, and school feeding programmes usually include additional nutrition-sensitive components, the incorporation of such components into school feeding programmes has been haphazard and information on their implementation is often anecdotal. Their likely effectiveness may be undermined by practical shortcomings in delivery.
- b) Direct observation of the nutritional effects of school feeding programmes is not practical except under rigorous research conditions. Accordingly, the likelihood of relevant nutrition outcomes has to be inferred from the quality of an intervention's design and implementation, but good-quality monitoring of implementation is rare – this makes it more difficult for WFP to make credible claims for nutrition outcomes.

85. **Monitoring of nutrition in school feeding:** There is a lack of agreed nutrition indicators for school-age children. Direct observation of the nutritional effects of school feeding programmes is not practical except under rigorous research conditions. Accordingly, the likelihood of relevant nutrition outcomes has to be inferred from the quality of an intervention's design and implementation, but good-quality monitoring is rare. Use of proxies, such as dietary diversity scores, is sporadic and imprecise,¹⁰³ and there is insufficient attention on the data required to assess the operational effectiveness of school feeding operations. Such assessment requires consideration not only of the nutritional composition of meals or snacks, but also of

¹⁰⁰ WFP. 2018x. *WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Kenya from 2016 to 2020. Midline Report – Final*. M. Visser, W. Kariuki, M. Mwangi & E. Midega. Rome, WFP.

¹⁰¹ WFP. 2018m. *Final Evaluation of WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Programme's Support in Afar and Somali Regions in Ethiopia, 2013–2017: Evaluation Report Final, 03 August 2018*. M. Visser, D. Alder, R. Bhatia, G. Bultosa, D. Berhanu & C. Fenning. Rome, WFP.

¹⁰² EQ2.3: To what extent and how well have WFP school feeding programmes contributed to enhancing children's nutrition by reducing micronutrient deficiencies?

¹⁰³ For example, not specifically focused on school feeding recipients.

the consistency and continuity of delivery.¹⁰⁴ For example, who precisely is getting the micronutrients (e.g. adolescent girls) and how frequently, and how efficiently is the school feeding being delivered in tandem with complementary SHN interventions (e.g. deworming)?¹⁰⁵ Difficulties arise when there are pipeline breaks or funding cuts necessitating the reduction of food items, and similar challenges arise where food is shared with families to align with cultural practices. Weaknesses in operational monitoring make it more difficult for WFP to make credible claims for nutrition outcomes. The organizational readiness requirements for monitoring, evaluation and learning are addressed at the end of section 2.3.

86. **Nutrition components in school feeding programmes:** School feeding is seen as a nutrition-sensitive intervention, potentially contributing to a variety of nutritional outcomes that also depend on complementary inputs – this reinforces the case for an overall approach to SHN. All WFP school feeding follows guidance on ration composition to ensure that the food is nutritious.¹⁰⁶ Across many of the countries studied, there were additional efforts to fortify the food provided (e.g. fortified rice in Cambodia and Côte d'Ivoire, micronutrient powders in Kenya when funding allowed, fortified date bars in Syria, fortified wheat and oil along with iodized salt in Tajikistan), and in Tunisia rations were designed in partnership with the National Nutrition Institute, and took account of obesity concerns as well as micronutrient deficiencies, such as anaemia. Support for WASH interventions is a common component of school feeding designs, which are also often linked to nutrition education and coordinated with health interventions such as deworming.

Links between school feeding and local production (EQ2.5)¹⁰⁷

Finding 10 Concerning results in supporting local production through school feeding:

- a) The number of HGSF initiatives and pilots has increased over the evaluation period, often at the request of governments, but challenges with operationalizing a more complex and decentralized approach have frequently been underestimated.
- b) There are also challenges to ensure the intended impact on smallholder farmers and communities in the targeted areas, and there are risks to smallholder suppliers if demand for their produce is not sustained, e.g. in emergency situations.
- c) Gender and equity are often integrated into programme design. However, frequently this manifests itself mainly in the consideration of whether women are reached and not whether programmes are gender transformative.
- d) Most initiatives have operated at a relatively small scale and their sustainability and strategic significance are uncertain.

87. **Significance of HGSF:** The evaluation period shows a clear impetus towards HGSF. The number of countries where WFP supports HGSF pilots and initiatives grew from zero in 2011 to 32 in 2014¹⁰⁸ and reached 40 in 2020.¹⁰⁹ WFP considers HGSF to be key in increasing the sustainability and scale of national school feeding programmes,¹¹⁰ and government priorities were a driver for HGSF approaches in several of the countries studied. In Kenya and Cambodia, adoption of an HGSF modality was a prerequisite for the government takeover of WFP school feeding operations. In Namibia, WFP is helping the Government to

¹⁰⁴ Monitoring actual consumption versus planned rations is rare, but is required to better plan the adequacy of the food ration provided by WFP.

¹⁰⁵ Annex J provides more on the rationale for integrated SHN packages.

¹⁰⁶ The diversity of the meals is dependent on adequate menu design and planning.

¹⁰⁷ EQ2.5: To what extent and how well have WFP school feeding programmes contributed to developing links between school feeding and local agricultural production as possible and feasible?

¹⁰⁸ WFP. 2017g. *Home Grown School Meals. Factsheet*. Rome, WFP.

¹⁰⁹ WFP. 2020h. *Annual performance report for 2019*. Rome, WFP.

¹¹⁰ WFP. 2019o. *Global School Feeding Meeting. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report*. Rome, WFP.

pilot HGSF approaches with a view to revising the model for the long-established national school feeding programme. However, HGSF approaches are invariably more complex. Moving to HGSF models adds to the number of government agencies potentially involved (e.g. agriculture and trade) and similarly increases the range of United Nations and other agencies that may need to coordinate. The general trend towards HGSF approaches magnifies organizational readiness challenges for WFP.

88. **Challenges in implementing HGSF approaches:** Switching from a school feeding model based on central procurement to an HGSF model that requires purchases from more local suppliers may involve distributing cash to schools to allow local purchases. Even when the bulk of procurement is less fully decentralized, there remain implications for ensuring adequate fiduciary standards for procurement and the management of funds. Where existing school feeding is based on the donation of in-kind staples, the options for HGSF are constrained, although it may still be possible to introduce complementary inputs of locally procured fresh produce. Decentralized procurement of seasonal produce may make it more complicated to assure nutritional standards.

89. The aim of supporting local smallholder farmers as close to the targeted schools and communities as possible has faced challenges: (i) the need to create regular demand on the market in the long term; (ii) capacity gaps at the level of smallholder farmers; (iii) producing nutritious food that is affordable; and (iv) issues around food safety, food handling and storage.

90. Box 5 below illustrates issues with HGSF in Kenya and Rwanda.

Box 5 HGSF issues in Kenya and Rwanda

In **Kenya**, where the home-grown school meals programme (HGSMP) has been in place for years, a local economy-wide impact evaluation study confirmed that the HGSMP has the potential to create large income multiplier effects, but it also showed that part of the impact is not in the subcounties where the HGSMP schools are located, because traders shift effects.¹¹¹

The HGSF initiative in **Rwanda** also faces challenges, first over the different interpretation between the Government and WFP of what “local” means – is procurement limited to the area around the school, to the country or to the region? – but also in terms of the capacity of local smallholder farmers and cooperatives to meet the needs and to ensure the quality of food, considering the size of the farms and the facilities to store food commodities appropriately. Nevertheless, much has improved since the HGSF initiative started, and WFP assistance to farmer cooperatives to develop improved agricultural and business practices is seen as an important contribution to the sustainability of the MGD school feeding programme.¹¹²

91. **Gender and equity dimensions:** Gender and equity are often integrated into HGSF programme design. However, this frequently manifests itself mainly in the consideration of whether women are reached and not whether programmes are gender transformative. In Rwanda, the evaluation found that the programme reaches women; however, stakeholders emphasized that, when the value chain was commercialized, women were marginalized. In Côte d'Ivoire, recent evidence¹¹³ indicated a strong contribution to strengthening local women farmer groups in support of school feeding for MGD programme targeted areas (increased contributions to school canteens, reduced post-harvest losses, increase in revenue), but women farmer groups were still encountering many challenges, which suggests that progress is fragile, and would require more substantive technical support.

¹¹¹ Taylor, J.E. 2019. *Assessing the Impacts of School Feeding Programs, with Special Reference to Kenya*. PowerPoint Presentation for Africa Day of School Feeding. Rome, WFP.

¹¹² WFP. 2019zq. *WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Rwanda 2016–2020. Evaluation Report: Mid-Term Evaluation*. J. Downen, B. Ravesloot, J. Tyiringire, D. Muteteri, J. Mujawase, M. Mueller, & L. Banwart. Kigali, WFP Rwanda.

¹¹³ WFP. 2019d. *Decentralized Evaluation. Mid-Term Evaluation of Support for the Integrated School Feeding Program in Côte d'Ivoire*. M. Gulemetova, S. Deichsel, M. DiFuccia, E. Kindané, M. Masson & E. Safarha. IMPAQ International, LLC for WFP Côte d'Ivoire.

92. **Sustainability and strategic significance:** HGSF initiatives are mostly small-scale,¹¹⁴ and are challenging to scale up. For example, the Government of Namibia is committed to shifting its national school feeding programme to an HGSF approach, but WFP-assisted pilots to prove the concept for different agro-ecological areas are moving slowly. Farmers who rely on supplying food for schools risk being exposed if demand is suddenly interrupted (as happened in some cases when Covid-19 resulted in school closures).

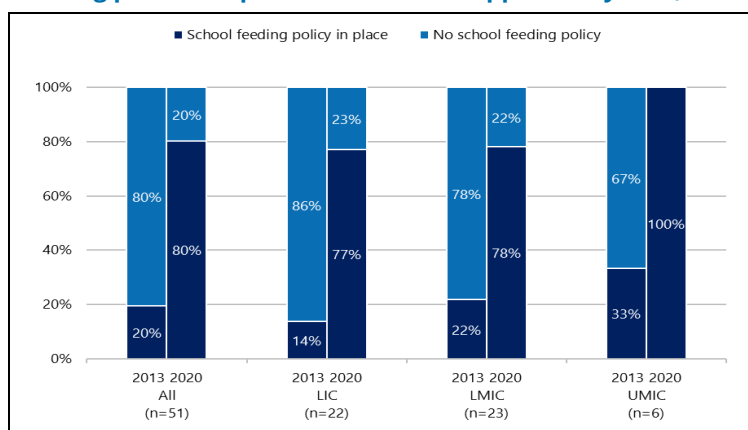
*Strengthening national capacity for school feeding (EQ2.4)*¹¹⁵

93. Objective 4 of the 2013 Policy was to strengthen national capacity for school feeding through policy support and technical assistance. This objective included both upstream and downstream capacity-strengthening activities, aimed at enhancing the sustainability of school feeding.

Finding 11 Concerning upstream efforts by WFP to strengthen national school feeding capacity: WFP contributed to a substantial increase in the number of countries that have adopted school feeding policies. However, with a few exceptions, there has only been a modest increase in national budget expenditures on school feeding.

94. WFP has supported governments in developing national school feeding policies and strategies. Data collected for *The State of School Feeding Worldwide*¹¹⁶ show that 80 percent of countries (51 in total) where WFP supports school feeding had a national school feeding policy in place in 2020, compared with 20 percent in 2013 (see Figure 6 below). This is a major advance: more than three quarters of the low-income and lower-middle-income countries where WFP works now have formal school feeding policies (compared with only 14 percent and 22 percent respectively in 2013).

Figure 6 School feeding policies in place in countries supported by WFP, 2013 & 2020



Source: WFP, .

95. Adoption of formal school feeding policies is an indicator of increased attention on school feeding, but progress in raising governments' expenditure on school feeding has been more modest, with an estimated increase of only 10 percent over the period. In low-income countries (LICs), 69 percent of school feeding expenditures are still funded by international donors (a reduction of 10 percentage points on 2013); the corresponding figure for lower-middle-income countries (LMICs) is 18 percent (a reduction of 25 percentage points on 2013), as illustrated in Figure 7 below.¹¹⁷ WFP experiences in upstream capacity strengthening are analysed in detail in section 2.4.

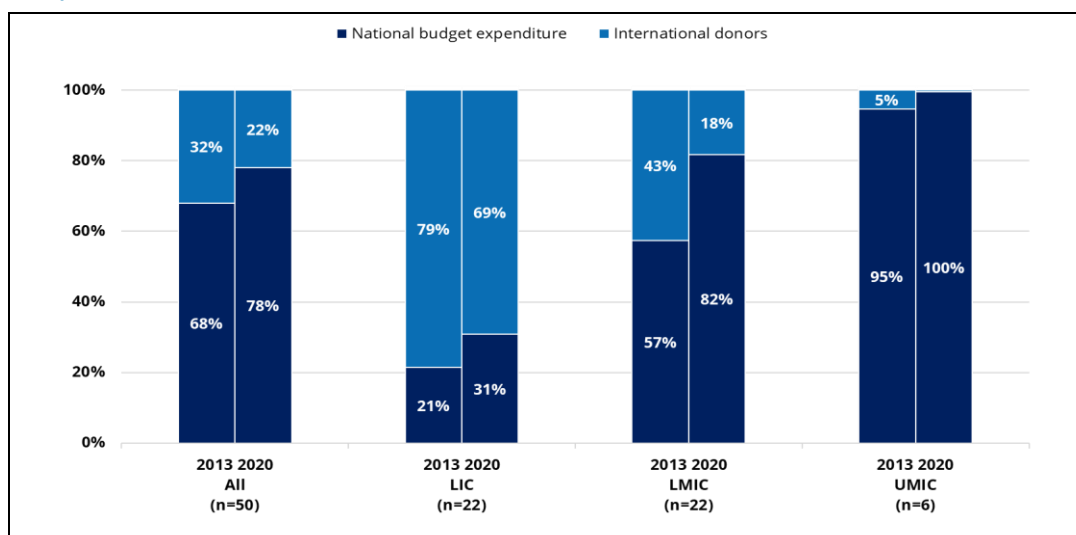
¹¹⁴ WFP does not yet have corporate monitoring data on HGSF.

¹¹⁵ EQ2.4: To what extent and how well have WFP school feeding programmes contributed to strengthening national capacity for school feeding through policy support and technical assistance?

¹¹⁶ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

¹¹⁷ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

Figure 7 National budget expenditure vs international donor support in WFP-supported countries, 2013 & 2020



Source: WFP, .

Finding 12 Concerning WFP’s downstream efforts to strengthen national school feeding capacity: WFP has engaged extensively in capacity-strengthening activities at national, subnational and local levels, including schools and communities. In some countries, these efforts have been linked to the handover of WFP school feeding programmes to governments.

96. In addition to supporting government to develop national school feeding policies, WFP school feeding programmes typically include activities at national, subnational and local levels aimed at strengthening national capacities for the delivery of school feeding programmes. In the countries studied for this evaluation, we found efforts to train technical government staff, teachers and members of parent-teacher associations in logistics, procurement, monitoring and evaluation (M&E), and food quality/safety and storage, aimed at strengthening capacity from national to subnational and school/community levels. This work has been acknowledged in some WFP-wide evaluations: the 2017 evaluation of the WFP Policy on Capacity Development noted positive feedback from senior government officials on the effects of WFP capacity-strengthening work on their staff;¹¹⁸ and the strategic evaluation of WFP’s support for enhanced resilience found that “WFP commits significant technical expertise to the strengthening of government capacities in school feeding”.¹¹⁹ In several countries, such capacity-strengthening work has been explicitly linked to plans for handing over WFP responsibilities to the government, and in Kenya the handover process was completed in mid-2018. Lessons to be drawn from capacity-strengthening experiences are analysed in detail in section 2.4.

97. There are acknowledged limitations around the scope of capacity-strengthening activities due to a number of external factors, including the frequent turnover of government staff, and the difficulty of ensuring reliable budgetary commitments, which pose challenges for sustainability.

¹¹⁸ WFP. 2017zf. *WFP Policy on Capacity Development: An update on implementation (2009). Evaluation Report*. M.-H. Adrien, H. Baser, J. Markie, D. Thompson, R. Slaibi & A. Wenderoth. Westmount, Quebec, and Rome, Universal Management Group and WFP.

¹¹⁹ WFP. 2019z. *Strategic Evaluation of WFP’s Support for Enhanced Resilience*. T. Bene, D. Robinson, F. Laanouni, K. Bahr Caballero, B. Murphy & D. Wilson. Rome, WFP.

Finding 13 School feeding can be a valuable intervention in humanitarian contexts. However, it is important to recognize that these contexts may bring different school feeding objectives to the fore. Moreover, interventions need to be tailored to particular subcontexts (e.g. conflict vs natural disasters, sudden onset emergencies vs protracted crises, refugees vs host communities). Protection is a key consideration, but, in this and other dimensions, it is important to be wary of possible unintended consequences. Some emergencies may require a complete reconfiguration of existing school feeding operations – a point demonstrated on a global scale by the Covid-19 pandemic.

98. Humanitarian contexts account for a large share of WFP school feeding activity, but emergency school feeding (ESF) has been relatively neglected in guidance and analysis (see Annex N for details). Observations on school feeding results in these contexts are drawn from a literature review conducted for an ESF evaluation,¹²¹ which took place concurrently with this strategic evaluation, and a 2107 review of ESF,¹²² as well as the observations and country studies from this evaluation team.

99. The 2017 review of ESF emphasized children's access to food and protection against deprivation as the primary functions of ESF and argued that its contribution to education access and as a household safety net should be seen as significant but secondary objectives.¹²³ It is important to be aware of possible unintended consequences; for example, the role of the school as a safe space for children may be undermined if schools are targeted during conflict (perhaps for the food itself¹²⁴), while safety during travel to and from school – especially for girls – also needs to be considered. Although school feeding may be a stronger incentive for school attendance in an emergency, there is a risk that children will shift from schools without school feeding to the ones where school feeding is available. Appropriate responses may be different in sudden onset emergencies than in protracted crises, with the latter offering more scope for school feeding and associated SHN programmes to bridge the humanitarian–development–peace nexus.

100. School feeding is often a valued intervention for refugees, but it operates within different parameters than it does for host populations, because refugees are often excluded from national school feeding programmes, and their needs are addressed through different coordinating mechanisms (e.g. the protection cluster rather than the education cluster).

101. Finally, the Covid-19 pandemic has repeated on a global scale a challenge experienced earlier during Ebola outbreaks: the need to completely reconfigure school feeding in a situation where schools have to be closed. The SBP team managed to quickly advocate internally for school feeding to be an important part of the emergency response. Externally, WFP was then also able to emphasize the key role that school feeding plays and to work with partners to redeploy school feeding rations and resources to provide a safety net through THR. Donors provided the necessary flexibility and allowed their funding to be used differently from what had been planned, which in turn helped WFP and its (implementation) partners to act quickly,

¹²⁰ EQ2.6: To what extent and in what ways have WFP school feeding programmes made an effective contribution in humanitarian contexts?

¹²¹ Particip GmbH. 2020. *The Impact of School Feeding in Emergencies on Nutrition, Education, Child Protection, and Social Cohesion and Peace-building: A global literature review. For the Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria (2015–2019)*. Draft version. Freiburg, Germany, Particip GmbH.

¹²² Hatloy, A. & Sommerfelt, T. 2017. *Rethinking emergency school feeding: a child-centred approach*. Oslo, Fafo Institute.

¹²³ Hatloy, A. & Sommerfelt, T. 2017. *Rethinking emergency school feeding: a child-centred approach*. Oslo, Fafo Institute. See also: WFP. 2020m. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Niger Evaluation Report*. M. Visser & J.-P. Silvéreano-Vélis. Freiburg, Germany, and Rome, Particip GmbH and WFP. WFP. 2020k. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Syria Evaluation Report. Volumes I and II*. R. Al-Azar & D. Abi-Khalil. Rome, Italy and Freiburg, Germany, WFP and Particip GmbH.

¹²⁴ See: WFP. 2020m. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Niger Evaluation Report*. M. Visser & J.-P. Silvéreano-Vélis. Freiburg, Germany, and Rome, Particip GmbH and WFP.

including developing joint guidance and advocacy messages as shown in Box 6 below, as well as providing alternative modalities of providing school feeding while schools were closed.

Box 6 Examples of guidance and messages developed on Covid-19, reflecting WFP headquarters, regional bureau and country office efforts

WFP, FAO and UNICEF developed a guidance note for governments and decision makers to mitigate the effects of the Covid-19 pandemic on the food and nutrition of schoolchildren. The note includes recommendations for contexts in which schools have closed and where they remain open.¹²⁵

WFP and UNICEF published a *Joint Message on School Health and Nutrition in the context of the Covid-19 in Eastern and Southern Africa*, which was produced for governments and for UNICEF and WFP country offices in the region.¹²⁶

WFP, UNESCO and UNICEF worked together to produce guidance notes on reopening schools in the context of Covid-19 for ministries of education in Latin America and the Caribbean (LAC).¹²⁷ The WFP India Country Office developed a two-page gender and protection note to ensure response actions took into account the differentiated impacts of Covid-19 on vulnerable groups, girls, boys, women and men.¹²⁸

WFP produced a guidance note on how to engage national counterparts, in line with the Covid-19 response on technical assistance, country capacity strengthening and South-South and triangular cooperation.¹²⁹

102. The Covid-19 pandemic has brought about unprecedented circumstances, the response to which has been correspondingly exceptional, as stakeholders observed in interviews. Overall, the Covid-19 response has emphasized the role of school feeding as a shock response, and by extension has underscored the importance of positioning school feeding within the CSP in a way that enables the organization to respond quickly and flexibly in an emergency. In addition, the Covid-19 response has brought out lessons about modalities and monitoring; digital solutions are acknowledged as part of the Covid-19 response and this is reflected in the guidance material. The scope of the current evaluation did not encompass an evaluation of the WFP Covid-19 response for school feeding, but Annex M describes the response and implications for lesson learning in more detail. In addition, various pieces of work are under way at regional and global level to review the experience of planning and implementing under the Covid-19 pandemic. This includes a study by the Regional Bureau Bangkok with Oxford Policy Management Group on the impact of Covid-19 on school feeding modifications (both by governments and by WFP).

2.3. ORGANIZATIONAL READINESS FOR DELIVERY AND SUPPORT FOR DELIVERY OF SCHOOL FEEDING¹³⁰

103. The next two evaluation questions (EQ3 and EQ4) focus on organizational readiness, and are guided by the framework reproduced in Figure 8 below and described more fully in Annex B. The left-hand column of Figure 8 proposes four inter-related dimensions of organizational capacity, which are: organizational strategy and frameworks; systems, guidance and processes; human and financial resources, including individual capacity; and monitoring and results-based management (RBM). The middle column recognizes that it is the way in which the different dimensions of organizational capacity come together, and the

¹²⁵ WFP, FAO & UNICEF. 2020. *Interim Guidance Note. Mitigating the effects of the Covid-19 pandemic on food and nutrition of schoolchildren*. Rome and New York, WFP, Food and Agriculture Organization of the United Nations (FAO) and UNICEF.

¹²⁶ WFP & UNICEF. 2020a. *Joint Message on School Health and Nutrition in the context of the Covid-19 in Eastern and Southern Africa*. Rome and New York, WFP and UNICEF.

¹²⁷ UNESCO, UNICEF & WFP. 2020a. *Guidance Notes on Reopening Schools in the Context of Covid-19 for Ministries of Education in Latin America and the Caribbean*. Paris, New York and Panama City, USA, UNESCO, UNICEF & WFP Panama City.

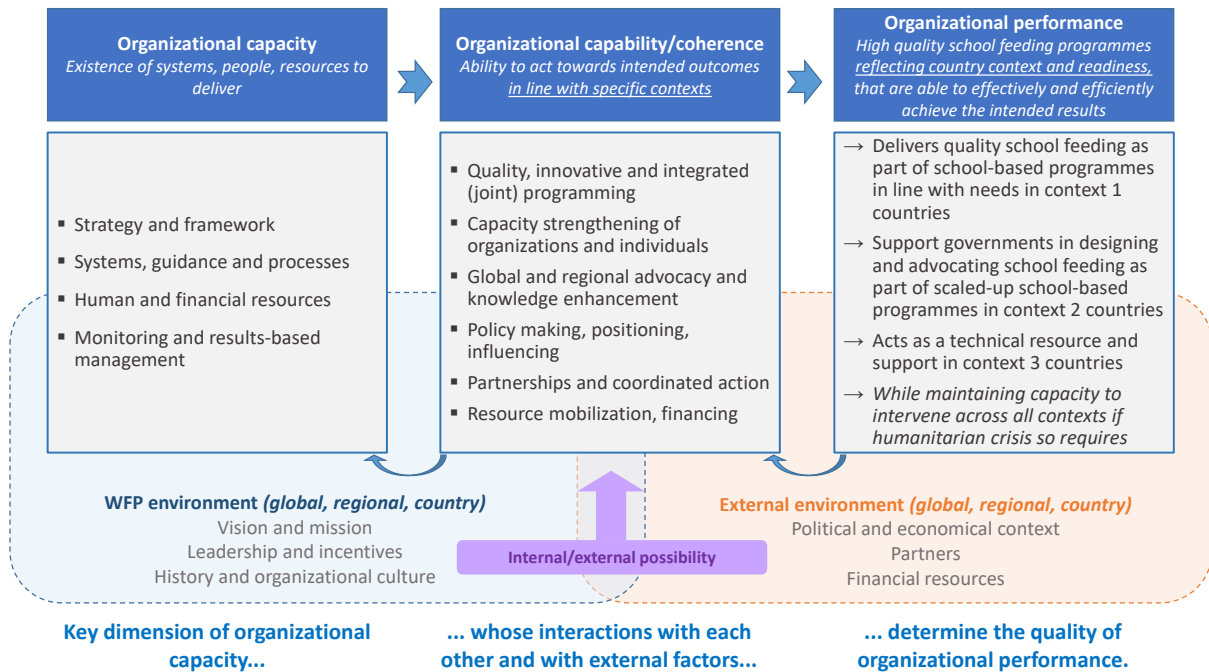
¹²⁸ WFP. 2020u. *Gender and Protection Considerations in the Context of Covid-19*. WFP India.

¹²⁹ WFP. 2020v. *Guidance on Engaging National Counterparts in Line with Covid-19 Response*. Rome, WFP.

¹³⁰ EQ3: How well is WFP equipped to deliver effective and equitable school feeding programmes, and to assist governments to implement school feeding programmes?

manner in which these are influenced by, and interact with, the internal and external environment (shown in the diagram as the purple arrow labelled as “internal and external possibility”) that will determine the ability of the organization to act purposefully towards the intended outcomes. Whether these dimensions in practice come together to produce the desired results is a test of the organizational readiness, and eventually performance, and is captured in the right-hand column. This section of the report, responding to EQ3, explores how WFP is set up for the different roles it plays in different country settings and focuses mainly on the left-hand column.

Figure 8 Relationship between organizational readiness and quality school feeding approaches



Source: Evaluation team analysis.

Existence of clear and coherent frameworks to advance integrated school feeding programming (EQ3.1)¹³¹

Finding 14 The new School Feeding Strategy 2020–2030 is perceived as an appropriate long-term framework to focus WFP’s work in school health and nutrition (SHN) at all levels. The consultative design process has galvanized interest and support internally and externally. Operationalization is challenged by a number of areas where further clarity is needed.

104. Since 2013, the planning for WFP school feeding work has clearly evolved. The CSP process is in part responsible for this evolution in planning (see Finding 15 below), and the School Feeding Strategy 2020–2030 has also brought increased clarity and coherence to the WFP strategic direction in school feeding. Interviewees see the Strategy as acknowledging much of what WFP was already doing to advance school feeding, in particular the growing connection to governments, and partnerships and aspiration for integrated programming. In addition, interviewees were appreciative of the steering of the process, characterized by some as a tremendous job, which has led to strong buy-in by stakeholders, externally as

¹³¹ EQ3.1: Is there a clear and coherent framework in WFP to advance a school feeding agenda from conceptualization to integrated programming and measurable results with appropriate adaptation to dynamic context?

well as internally. The highly consultative process around the Strategy, enhanced ownership,¹³² and strong communication from SBP with partners, regional bureaux, and country offices has continued after the adoption of the Strategy and has intensified with the response to the Covid-19 pandemic (see Annex M).

105. The process has gone hand in hand with increased corporate leadership and reprioritization of the school feeding agenda, which have helped to position school feeding and the SBP unit more centrally in the organization, as stated at the 2019 Global School Feeding Management meeting by the Assistant Executive Director:

Internally, school feeding is now occupying a special space, at the cross-road of many of the priority issues for WFP. It is seen less and less as a compartmentalized activity and recognized as one of WFP's key interventions and as a crucial part of WFP global strategy at the top management level.¹³³

106. In spite of the overall positive appreciation of the strategic framework and the process, interviews highlighted a lack of clarity in a number of areas which make operationalization of the Strategy difficult. In particular:

- The Strategy foresees different roles in different categorized country contexts, while in practice country offices adopt different roles within the same country, responding to the reality that countries may need a range of different types of engagement around school feeding.
- The Strategy insufficiently acknowledges specificities of crisis settings and provides little guidance on using school feeding as a stress response mechanism.
- The Strategy also provides little guidance on what the new 8,000 days paradigm means in practice for WFP programming and, in particular, for its approach to adolescent girls.
- The Strategy sheds little light on concepts such as gender-transformative school feeding and climate approaches, and digitalization/innovation (see Annex L on cross-cutting issues).
- The Strategy lacks more specific strategic guidance on partnership with government, capacity and systems strengthening, enabling, transitioning to government ownership, and post-transitioning.
- There is a need to clarify the overall targets for each context that is included in the Strategy (see Figure 2 above).

Finding 15 The formulation of regional school feeding strategy concept notes and implementation plans provides more clarity on priorities, in line with country and regional specificities, and emphasizes common agendas. Regions and countries express a need for continued support and resources to be able to implement these priorities and support the rolling out of school feeding programmes.

107. In early 2020, the SBP team at headquarters initiated the process of developing regional concept notes and implementation plans to guide the delivery of the Strategy in line with country and regional priorities, ensuring the support and buy-in from senior management at regional level first. Despite the Covid-19 pandemic constraints, regional bureaux have maintained their engagement in this process,

¹³² The School Feeding Strategy process included four steps from August 2018 to December 2019, starting with analysis, stocktaking and a concept note, followed by three rounds of consultations to allow for an iterative process of elaboration of the School Feeding Strategy over a period of 14 months. Consultations to gather inputs, comments and feedback were held both internally (including with country offices, regional bureaux, senior management and headquarters units, and through global gatherings such as the Global School Feeding meeting in May 2019) and externally (mix of bilateral, round-table, inter-agency meetings with donors, NGOs, United Nations, World Bank, Partnership for Child Development (PCD), GPE, private sector, etc).

¹³³ WFP. 2019o. *Global School Feeding Meeting. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report*. Rome, WFP.

supported by the SBP team.¹³⁴ Six concept notes have been drafted,¹³⁵ and are now being translated into implementation plans.

108. The preparation of these concept notes is perceived as useful for: (i) aligning the operationalization of the Strategy with country contexts and with WFP country office priorities as expressed in their CSPs; and (ii) mobilizing the support from various regional bureau units and management. For example, an internal working group on school feeding and SHN was launched in the Regional Bureau Dakar (RBD). To a certain extent, the process has also been used as an opportunity to enhance dialogue with regional partners, as illustrated by the organization of a regional partners' meeting on SHN by the RBD – although these partnerships are still at incipient stages.

109. An analysis of the regional concept notes highlighted the range of priorities across regions and potential common agendas, as presented in Table 1 below. The analysis showed that strengthening policy frameworks and government capacities is a common priority for most of the regions (see right-hand column of the table). Some differences also emerged. Three regions – RBD, Regional Bureau Bangkok (RBB) and Regional Bureau Cairo (RBC) – identified Work Stream 4, related to quality programming, as their first or second priority, while Regional Bureau Johannesburg (RBJ) and Regional Bureau Nairobi (RBN) stated their priorities were more strongly linked to Work Stream 1, on knowledge generation and sharing, Work Stream 2, on increasing investment in school feeding, and Work Stream 3, on enhancing partnerships. Across the different concept notes, various common thematic priorities are also in evidence around nutrition, gender and the scaling-up of HGFS, among other topics. The meta-analysis on SHN to be conducted jointly by RBD, RBJ and RBN illustrates potential for joint initiatives between regions.¹³⁶

¹³⁴ SBP provided a template to work with and funding to support the consultation process. Some regional bureaux have decided to allocate this budget directly to country offices (e.g. Regional Bureau Johannesburg).

¹³⁵ WFP. 2020a. *A Chance for Every Schoolchild in Asia and The Pacific. Regional Strategic Concept Note (2021–2025)*. WFP internal document. WFP Regional Bureau Bangkok. WFP. 2020d. *A Chance for Every Schoolchild in North Africa, the Middle East, Eastern Europe and Central Asia. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Cairo. WFP. 2020f. *A Chance for Every Schoolchild in Western and Central Africa Region. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Dakar. WFP. 2020e. *A Chance for Every Schoolchild in Southern Africa. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Johannesburg. WFP. 2020b. *A Chance for Every Schoolchild in Eastern Africa Region. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Nairobi. WFP. 2020c. *A Chance for Every Schoolchild in Latin America and the Caribbean. Regional Strategic Concept Note 2021–2030*. WFP internal document. WFP Regional Bureau Panama.

¹³⁶ WFP. 2020zg. *School Feeding Strategy 2020–2030. Roll Out Plans in Western and Central Africa (RBD) Region*. Rome, WFP.

Table 1 Selected priorities from regional SHN concept notes

		School Feeding Strategy work streams				Strengthening national school feeding policy frameworks and government capacities
		1. Knowledge generation and sharing	2. Increasing the investment in school feeding	3. Partnerships & advocacy for SHN	4. Quality programming	
RBB	Policy analysis Impact Covid-19 Link School Feeding & Nutrition knowledge management		Building a strong regional school feeding network Enhance partnership with regional organizations Financing national school feeding programmes		Nutrition, food safety School feeding value chains Gender, protection	Long-term planning, transitioning, handover
RBC	School Feeding in social protection Nutrition education Redesign feasibility studies		Strengthen regional partnerships for advocacy and fundraising		Nutrition, gender Triple nexus Healthy kitchen models	Transition to nutrition-sensitive national school feeding programmes with a gender lens
RBD	SSTC with the Côte d'Ivoire CoE (CERFAM)	Meta-analysis on SHN	Engagement with IFIs, GPE, ECW Coalition of partners SHN WFP-UNHCR on refugees		Nutrition, gender Link school feeding to smallholders Digitalization Energizing	Policy and institutional support, CCS
RBJ	SHN studies		Regional funding strategy High-level consultations with ministries		Scale-up HGSF, nutrition sensitivity, digitalization	Link to national social protection systems, CCS
RBN	SHN knowledge management framework		Enhancing regional partnerships Promoting schools as a platform Donor mapping		Adolescents, nutrition Food systems Link school feeding/social protection	Position SHN within government priorities, set targets
RBP	Adopt a regional research & knowledge management approach Impact evaluations		Regional partnership agenda to 2030 Advocating for stable/multi-year funding for country strategic and technical assistance support		Scale-up HGSF Optimize programme management	Institutional frameworks Coordination frameworks SHN programme design

Priority 1 Priority 2 Priority 3

Source: Evaluation team review of draft regional concept notes/implementation plans. Note: IFIs = international financial institutions; CCS = country capacity strengthening.

110. A number of weaknesses also emerged from this analysis. The review of the concept notes revealed different interpretations of the Strategy. It also highlighted a significant disconnect between the aspirations for the regions and the school feeding capacities effectively available in the regional bureaux, which could have considerable implications for the capacity to deliver within the timeframes foreseen. Contributions from other WFP regional bureau units to the operationalization of these plans are not systematically captured in the regional concept notes but would appear to be critically important in meeting the ambitions and ensuring that the respective thematic focus areas shown in Table 1 above can be put into practice. Finally, while budgets have been drawn up, and WFP has secured initial resources (for 2020 and 2021) to support the finalization of the plans, it is not clear whether resources will be available beyond 2021 to implement the activities in the regional implementation plans beyond their design.¹³⁷

¹³⁷ Recognizing that the regional bureaux will need additional capacity to work on these regional plans, SBP has mobilized resources to temporarily augment regional bureaux capacities in 2020 (at least US\$ 1.14 million) (email to RBx – 22 February 2020).

Finding 16 The first generation of CSPs have enabled school feeding to be positioned more strategically and holistically along the humanitarian–development–peace nexus at the planning stage. The strategic connection with national and partners’ priorities and on the trajectory towards nationally owned SHN programmes is work in progress.

111. At the time of the 2013 Policy, school feeding programming was incorporated into emergency operations, development programmes and country programmes. Planning and programming, including fundraising, essentially happened through a bottom-up process, characterized by a short-term and project focus. With the introduction of the IRM and the shift to a CSP approach, there has been an important focus on making planning and programming more strategic and on encouraging WFP donors to fund activities in more predictable and less fragmented and narrowly earmarked ways. The evaluation of the pilot CSPs recognized the complexity of these efforts, identified areas where progress around programming had been secured, and highlighted various areas for further attention.¹³⁸ It stated:

The CSP process has often strengthened WFP’s alignment with national policies and priorities. CSPs have not yet made WFP more effective in achieving its gender equality goals and tackling other cross-cutting issues. So far, there is no evidence that CSPs have improved WFP’s capacity to respond to sudden onset emergencies; however, the structure of CSPs may strengthen long-term efforts to build resilience and tackle the root causes of vulnerability, and CSPs have strengthened the focus on capacity strengthening, highlighting the human resources challenges that WFP faces.¹³⁹

112. The CSP process has improved the link between the WFP strategic vision for school feeding and national and partner priorities. In the preparation of the first generation of CSPs, the Zero Hunger Reviews supported the repositioning of school feeding and its connections to broader country priorities. These processes have been important and valuable opportunities, and in many cases have contributed to enhancing WFP positioning in the national landscape. Three recently published CSP evaluations confirmed this statement.¹⁴⁰

113. Indeed, an analysis of the CSPs showed that school feeding was most frequently linked to efforts to address root causes and enhance resilience. Across the 82 CSPs that include school feeding, the most frequent positioning of choice was under root causes, with a focus on policy, government capacity strengthening and nutrition/healthy diets, followed by resilience building which prioritizes the connection to the HGSF. In a smaller number of cases, school feeding was included as a crisis response with a focus on shock-responsive school feeding (see also Annex H).¹⁴¹ This suggests that school feeding is increasingly identified as a holistic intervention which allows work across the humanitarian–development–peace nexus.

114. The evaluation found that CSPs were conducive to introducing a more integrated vision of school feeding, in line with the ambitions of the IRM and the new School Feeding Strategy, as illustrated in Box 7 below. CSP planning processes have provided an opportunity for making linkages between different parts of the country programme explicit; this is evident to different degrees in many of the evaluation country studies. The Tunisia and Peru CSPs contain explicit statements of linkages between school feeding and social protection; in Haiti and Tunisia, strong linkages are expressed around WFP engagement with smallholder farmers and its work on climate change; in Cambodia and Côte d’Ivoire, such linkages are highlighted in terms of work on policy, partnerships and capacity strengthening. The CSP structure has also

¹³⁸ WFP. 2018r. *Strategic Evaluation of the Pilot Country Strategic Plans. Evaluation Report*. S. Turner, M. Reynolds, J. Grabham, E. Hodson, N. Maunder, R. de Mel, J. Pereira, E. Piano & M. Visser. Rome, WFP.

¹³⁹ WFP. 2018r. *Strategic Evaluation of the Pilot Country Strategic Plans. Evaluation Report*. S. Turner, M. Reynolds, J. Grabham, E. Hodson, N. Maunder, R. de Mel, J. Pereira, E. Piano & M. Visser. Rome, WFP, p. vii.

¹⁴⁰ WFP. 2020o. *Evaluation of Cameroon WFP Country Strategic Plan 2018–2020*. J. Duncalf, H. Leturque, J. Jelensperger, M. Saboya, L. Cohen, G. Perrin & T. Wissink. Rome, WFP. WFP. 2020t. *Evaluation of Timor-Leste WFP Country Strategic Plan 2018–2020. Evaluation Report*. S. Turner, B. Kaijuka Muwaga, J. Pereira, E. Rouleau & H. da Silva, Oxford, UK and Rome, Italy, Mokoro and WFP. WFP. 2020p. *Evaluation of Indonesia WFP Country Strategic Plan 2017–2020. Evaluation Report*. T. Jantzi, D. Soekarjo, A.R. Agustien & A. Rachmadewi. Washington DC and Rome, KonTerra and WFP.

¹⁴¹ For example, WFP. 2018r. *Strategic Evaluation of the Pilot Country Strategic Plans. Evaluation Report*. S. Turner, M. Reynolds, J. Grabham, E. Hodson, N. Maunder, R. de Mel, J. Pereira, E. Piano & M. Visser. Rome, WFP.

been conducive to enhancing gender-sensitive and nutrition-sensitive programming and to ensuring stronger connections between these areas and school feeding programming, as the evaluation found in the case studies of Haiti and Tunisia.

115. Yet the evaluation country studies highlighted that CSPs could place greater emphasis on effectively positioning school feeding on the trajectory towards nationally owned SHN programmes and put further emphasis on progressing to sustainability. For the second generation of CSPs, CSP evaluations of Cameroon, Timor-Leste and Indonesia recommended giving increased attention to the strategic positioning of school feeding, the connection with national, decentralized and partners' school feeding priorities and the securing of resources oriented towards school feeding. These evaluations also firmly acknowledged the added value of school feeding as an entry point for WFP work in the resilience and development domain.¹⁴²

Box 7 Country examples of how CSP processes informed a more strategic and integrated vision

Peru: The CSP has ensured a more strategic vision of WFP work, as opposed to a narrower project focus. School feeding was included in Strategic Objective 2 on nutrition, which included lines of action on evidence generation and the development of scalable models, among other priorities. The CSP also identified school feeding as a key element of programming under Strategic Objectives 1 (on joint mobilization to contribute to eradicating hunger and malnutrition by 2030) and 3 (on national disaster risk reduction), which has provided an entry point for making the school feeding programming shock-responsive.

Tunisia: The introduction of the CSP and IRM has helped with the integration of emergency and development aspects. In particular, the Country Strategic Review on Food Security and Nutrition (2017) identified school meals as a key component of the national social protection system that could be leveraged to ensure access to food for vulnerable groups, while promoting community resilience and women's economic empowerment through HGSP. This has strengthened the linkages between school feeding and social protection, including strong emphasis on the latter.

Source: Evaluation case study analysis.

Conduciveness of systems for staffing and funding of WFP roles in different settings (EQ3.2)¹⁴³

Finding 17 At country level, staffing resources – in terms of numbers, skills and seniority – fall short of needs to adequately support school feeding programming across the different contexts. Gaps are noted in technical areas related to gender, nutrition, climate-smart agriculture and support to local purchase, food safety, integration of environmental issues, social protection, and protection/AAP. Gaps are also evident in terms of the capacity of WFP as an enabler, both regarding the seniority of staff and with respect to their understanding of the roles of an enabler. WFP systems for staffing are not conducive to recruitment, retention and continuity of staff of the type needed for different school feeding roles (and more particularly the enabling role). This limits the ability of WFP to work on long-term school feeding programming and policy processes. An accurate mapping of internal school feeding skills and capacity requirements, together with a plan for addressing the gaps, is needed.

116. The SBP team at headquarters has limited knowledge of the numbers, profiles and skills of staff working on school feeding across the different countries. Staffing for school feeding has historically been highly linked to projects. This has meant that the recruitment of staff has largely been decentralized and

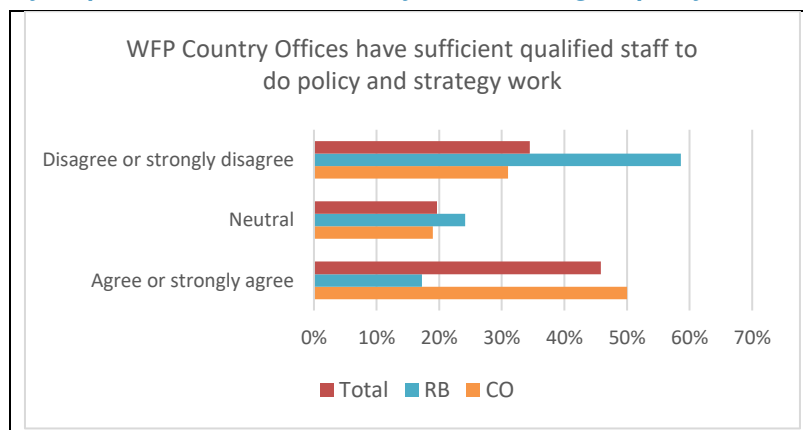
¹⁴² WFP. 2020o. *Evaluation of Cameroon WFP Country Strategic Plan 2018-2020*. J. Duncalf, H. Leturque, J. Jelensperger, M. Saboya, L. Cohen, G. Perrin & T. Wissink. Rome, WFP. WFP. 2020t. *Evaluation of Timor-Leste WFP Country Strategic Plan 2018-2020. Evaluation Report*. S. Turner, B. Kaijuka Muwaga, J. Pereira, E. Rouleau & H. da Silva, Oxford, UK and Rome, Italy, Mokoro and WFP. WFP. 2020p. *Evaluation of Indonesia WFP Country Strategic Plan 2017-2020. Evaluation Report*. T. Jantzi, D. Soekarjo, A.R. Agustien & A. Rachmadewi. Washington DC and Rome, KonTerra and WFP.

¹⁴³ EQ3.2: How conducive are WFP corporate systems, guidance and processes to funding and staffing tailored to different roles that WFP may play in different country settings?

has not prioritized certain functions of school feeding, such as the work around enabling. SBP is planning to work with regional bureaux to conduct capacity assessments in the context of the regional implementation plans, benefiting from guidance from the Human Resources department,¹⁴⁴ but this process has been delayed due to the Covid-19 pandemic. A review by the evaluation team of the regional concept notes and implementation plans indicated that only RBB was planning to conduct a thorough internal school feeding capacity assessment.¹⁴⁵ Capacity assessments, which were conducted in a small number of country studies at the initiative of country offices, such as in the technical domain of gender transformation in Haiti and Tunisia, offer interesting insights on capacity needs that SBP can build on. For example, the Haiti gender analysis consisted of a comprehensive analysis on gendered aspects of school nutrition, gendered food taboos, WASH facilities in schools, sexuality and gender-based violence, and influencers and role models, among others, and was translated into an evidence-based action plan to tackle these structural barriers. Likewise, the Tunisia office conducted a gender analysis of the national school feeding programme in 2017, which informed the development of its CSP and an accompanying action plan, which incorporated gender in all activities aimed at strengthening government capacity for school feeding (see Annex L).

117. A review of the trends emerging from the country studies and survey indicated both strengths and weaknesses in terms of country staffing for school feeding. Across these findings, the most important gap was the lack of skills for strengthening the enabling environment for sustainable school feeding and supporting different steps of transitioning towards nationally owned school feeding programmes. Asked whether they agreed or disagreed with a series of statements, 45 percent of survey respondents believed that the country offices “have sufficient qualified staff to do policy and strategy work”. Regional bureau respondents were less likely to agree or strongly agree with the statement (17 percent of regional bureau respondents compared with 50 percent of country office respondents), as shown in Figure 9 below.

Figure 9 Survey respondents’ views on country office staffing for policy and strategy work



Source: Evaluation team – analysis of survey responses. Note: RB = regional bureau; CO = country office.

118. The evaluation identified a lack of understanding of the breadth of enabling and influencing work among WFP staff. Perceptions often limited it to the support for policy-making and guidance, in combination with elements of more downstream technical capacity strengthening on school feeding, and neglected dimensions such as multisectoral coordination, strengthening of the school feeding information systems or advocating for more investments in school feeding and creating incentives. In particular, the evaluation found that WFP lacks people with the necessary seniority and experience to engage at the right level and influence government systems and budgets – a finding that has also emerged from recent CSP

¹⁴⁴ A workshop was organized in February 2020 with Human Resources to see how best to conduct a mapping of country capacities in the school feeding domain, which would help to go beyond job titles to understand how people work, and the quality of their skills and competencies.

¹⁴⁵ WFP. 2020a. *A Chance for Every Schoolchild in Asia and The Pacific. Regional Strategic Concept Note (2021–2025)*. WFP internal document. WFP Regional Bureau Bangkok.

evaluations,¹⁴⁶ and that was identified as a major gap in WFP work in social protection.¹⁴⁷ This lack of “enabling” skills is a major bottleneck, regardless of country context.

119. In some countries, WFP has been able to address the gap in enabling capacity by bringing in former senior government staff to work alongside government to influence school feeding priorities, or by engaging former national staff or external consultants with very good institutional knowledge of the context to lead participatory policy processes. WFP has also positioned consultants within ministries of education to provide longer-term policy guidance and technical assistance. However, these positions are often on a consultancy and short-term basis, and funding has reportedly been difficult to secure. WFP is limited by systemic constraints leading to extensive use of short-term contracts for much of its workforce and reliance on consultants. It urgently needs to explore new approaches, including localization of long-term expertise.¹⁴⁸ Furthermore, the evaluation country studies suggested that there are opportunities for WFP to mobilize expertise from other partners who are better positioned to conduct upstream work, such as the United Nations Development Programme (UNDP), UNICEF or FAO. A related concern is that WFP country offices struggle to get access to what they term “surge” capacity, in other words the kind of capacity that allows WFP to quickly respond to a request from a partner or government or to otherwise respond to opportunities by recruiting someone with the relevant profile. This constrains the capacity to engage with strategic opportunities, quickly and nimbly, as they arise, and at times affect the profile of WFP because it fails to engage, or engages in ways that are not seen as coherent or aligned.

120. Beyond the enabling role, where implementation is ongoing, country offices mostly consider that they have sufficient qualified staff to implement school feeding programmes. Of the total survey respondents, 77 percent “agreed/strongly agreed”, although perceptions differed between country offices (81 percent of country officer respondents) and regional bureaux (51 percent of regional bureau respondents). This view is also supported by external stakeholders who recognize that WFP has the required skills to implement school feeding programmes of different scales – for example, in Tajikistan, Cambodia or Haiti – and appreciate when WFP allocate school feeding staff at the grassroots level, as expressed, for example, in Mozambique and Rwanda.

121. This positive finding on implementation skills should not hide specific technical areas where country offices expressed falling short of what is needed for implementing quality school feeding programmes. Technical gap areas that were frequently mentioned include gender, nutrition, climate-smart agriculture and support to local purchase, food safety, integration of environmental issues, social protection, and protection/AAP. These gaps were identified across countries in the studies and reflected in regional road maps. In some country offices, these skills are effectively present but not necessarily allocated to school feeding programming, and this suggests the need for more internal synergies between country office teams. There are also a number of successful examples of “borrowing” of this expertise from partners and government (see section 2.4). There are mixed views on staffing skills available in terms of monitoring and evaluation (M&E), which vary from one office to another but there is general agreement that strengthening of M&E is essential, both for better performance management by WFP and as a platform for capacity development towards handover and transitioning. M&E requirements are further discussed from ¶149 onwards.

122. WFP country management staff identified that the structure of their country offices was in general unsuitable to deliver the technical assistance, policy dialogue, partnership and capacity-strengthening roles foreseen in the school feeding policy and strategy. This was a key point raised across the evaluation country studies and was also highlighted in open-ended survey responses by 19 countries. Country offices are

¹⁴⁶ WFP. 2020t. *Evaluation of Timor-Leste WFP Country Strategic Plan 2018–2020. Evaluation Report*. S. Turner, B. Kaijuka Muwaga, J. Pereira, E. Rouleau & H. da Silva, Oxford, UK and Rome, Italy, Mokoro and WFP. WFP. 2020p. *Evaluation of Indonesia WFP Country Strategic Plan 2017–2020. Evaluation Report*. T. Jantzi, D. Soekarjo, A.R. Agustien & A. Rachmadewi. Washington DC and Rome, KonTerra and WFP.

¹⁴⁷ WFP. 2019zm. *Update of WFP's Safety Nets Policy: Policy Evaluation*. B. Majewski, J. Duncalf, C. Ward, S. Bailey, S. Pavanello, H. van Doorn, P. Herodote, M. Patiño, S. Shtayyeh & M. Frankel. Rome, WFP.

¹⁴⁸ WFP. 2019r. *MOPAN 2017–2018: United Nations World Food Programme (WFP) Institutional Assessment Report – Management Response*. Rome, WFP. WFP. 2020s. *Evaluation of the WFP People Strategy (2014–2017). Volume I and Annexes: Volume II*. M.-H. Adrien, A. Wenderoth, J. Murray, Y. Conoir, K. Rojas, L. Holdsworth, J. Cole, L. Daieff, N. Martin, E. Oskay, A. Sharan and D. Cardinal. Rome, WFP.

looking at adopting a structure that would reflect a better balance between technical assistance and direct implementation. The new guidance on WFP Country Office Structural Models does not really respond to this need.¹⁴⁹ Some country offices, such as Tunisia and Peru, have successfully adapted the structure of their office to position the organization clearly as an enabler (see Box 8 below).

Box 8 Peru – Revision of country office structure to meet enabling role

In conjunction with the development of the new CSP, an exercise was conducted to reassess the profile and business model of the Peru Country Office. The assessment found that the existing structure of the office was unsuitable to deliver the technical assistance foreseen in its future role. This led to repositioning the organization from implementer to enabler. The country office's new business model to achieve SDG 2 was therefore anchored in the upstream functions of WFP: policy support, advocacy, and nutritional messaging for behaviour change.¹⁵⁰ New positions for upstream work, including public policy and partnerships, private sector engagement, advocacy and communications, nutrition (including school feeding and food fortification), South-South cooperation, and donor relations, were created and supplemented by international experts on school feeding, on whom country office staff can draw.

Finding 18 Country office school feeding teams, who carry the main responsibility for delivery against the WFP school feeding agenda, receive technical assistance and support from regional bureaux, headquarters and the Centre of Excellence. This support is insufficiently tailored to specific contexts and to specific technical gaps. The division of responsibilities between headquarters and regional bureaux in supporting school feeding programmes at country levels remains insufficiently clear. The ongoing drafting of regional implementation plans is a step towards addressing these concerns.

123. Country office school feeding teams carry the responsibility for the school feeding agenda and vary considerably in size and capacity. The issues of staff and capacity (see Finding 14 above) emerged as a primary concern when country offices were asked how headquarters and regional bureaux could support them better: "Theory and papers are plenty, secondments and capacity on the ground are what is fundamental" (survey respondent), to give just one of many examples.

124. Both headquarters and regional bureaux have worked to strengthen the capacity of country offices through training, networking and knowledge sharing. These efforts have not been guided by a clear plan or strategy based on an analysis of learning needs and have mostly been conducted opportunistically. Recently, regional school feeding focal points facilitated a system to enable school feeding staff to have greater contact with one another via a calls network. Countries mentioned this initiative as something they appreciated. An e-learning course on HGFSF¹⁵¹ was also introduced, hosted by FAO and jointly developed with the same coalition of partners who worked on the HGFSF resource framework. Regional concept notes approach capacity strengthening from different angles.

125. Across regions, the evaluation found challenges in providing adequate support to countries because of a lack of dedicated staff. School feeding integration in regional bureau team structures varies across regions, and not all regions have a full-time officer dedicated to school feeding. This was also identified in the 2018 School Feeding Situation Analysis.¹⁵² In response to this challenge, regional bureau concept notes plan for a growing number of people allocated to school feeding according to the priorities of the Strategy

¹⁴⁹ WFP. 2020zq. *WFP Country Office Structural Models*. Rome, WFP.

¹⁵⁰ WFP. 2018d. *Charting a New Course for WFP's Role in Achieving Zero Hunger in Middle Income Countries: A case study on Peru Country Office's new profile and business model*. Rome, WFP.

¹⁵¹ FAO. 2020a. *E-learning course on Home-Grown School Feeding*. Rome, Food and Agriculture Organization of the United Nations (FAO). <https://elearning.fao.org/course/view.php?id=529>.

¹⁵² WFP. 2018q. *School Feeding Situation Analysis 2018. Needs and challenges in WFP programming*. Rome, WFP.

(from one additional staff member in RBJ to six additional people in RBB), and to count on headquarters to fund these new positions (see Annex F).¹⁵³ It is as yet unclear how this funding will be secured.

126. Support from headquarters was necessarily light for a number of years when capacity was very reduced (¶42 above). With the renewed corporate commitment to school feeding, headquarters capacity has been upscaled, to 22 staff currently. Country teams reported (and appreciated) that this had resulted in: (i) improved communications through newsletters, emails, publications, sharing of information, and a Global School Feeding Meeting in 2019; (ii) enhanced support – for example, on Covid-19 (see Annex M); (iii) support on drafting of regional implementation plans; and (iv) specific technical interventions to support countries (e.g. on the recent round of MGD proposal preparation).

127. However, country views suggested that there is a need for stronger two-way communication between different levels of the organization to ensure that school feeding support is grounded and relevant to the reality in each country. The evaluation also noted that the commitment to scale up human resources at headquarters and the restructuring efforts have not been mirrored in countries or regional bureaux, where staffing remains a challenge. Beyond this aspect, across the different levels, the open-ended survey responses suggested a need for country support to be more focused on practical needs, in line with context, opportunities and characteristics.

Box 9 Requests for support – survey results

A frequent request was for high-quality, topic-based, backstopping missions, as well as clarity on what kind of support is available from headquarters, regional bureaux and the CoE, and what type of guidance is available and where it can be found. There is currently no inventory of guidance, accessible to search when a need arises. Provision of this type of support falls under the remit of Work Stream 1 of the strategic plan, which, among other activities, foresees a review of school feeding guidance that is expected to bring out these aspects. The majority of support requests in the qualitative responses to the survey focused on very specific issues. These included: how to scale up HGSF in practice; how to provide assistance to smallholder farmers to produce what schools need in quantity, on time, and at the necessary quality standards; what was the storage capacity of fresh foods at school; the settlement of accounts, as per the requirements of the national school feeding programme; requests for knowledge, such as on integrated programmes or nutrition-sensitive approaches; and requests for support on involving individuals at more strategic senior levels of government, bringing in partners such as the World Bank, or engaging donor capitals about the need to support school meals.

128. The functional review exercise that was conducted in 2019 and 2020 clarified the terms of reference and the different roles of headquarters and regional bureaux for the programmatic work area of WFP.¹⁵⁴ However, the evaluation found differing views on the roles and division of responsibilities between regional bureaux and headquarters. Respondents across different types of countries and regions mentioned not being clear on what each level of the organization is responsible for and noted that the School Feeding Strategy had not clarified this. In particular, headquarters and regional bureau views on priorities for regional bureaux appeared insufficiently aligned, and the mapping of concept note priorities (see Table 1 above) suggests that regional bureau roles may in fact differ by region.

129. Finally, a review by the evaluation team of the Brazil CoE engagements over the past years against the SBP work streams highlighted that there is a risk of overlap in support to country offices and to countries, given that both SBP and the CoE have responsibilities in areas such as knowledge sharing. The Brazil CoE played a critical role in supporting countries when the capacity in headquarters was reduced.

¹⁵³ WFP. 2020a. *A Chance for Every Schoolchild in Asia and The Pacific. Regional Strategic Concept Note (2021–2025)*. WFP internal document. WFP Regional Bureau Bangkok. WFP. 2020d. *A Chance for Every Schoolchild in North Africa, the Middle East, Eastern Europe and Central Asia. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Cairo. WFP. 2020f. *A Chance for Every Schoolchild in Western and Central Africa Region. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Dakar. WFP. 2020e. *A Chance for Every Schoolchild in Southern Africa. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Johannesburg. WFP. 2020b. *A Chance for Every Schoolchild in Eastern Africa Region. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Nairobi. WFP. 2020c. *A Chance for Every Schoolchild in Latin America and the Caribbean. Regional Strategic Concept Note 2021–2030*. WFP internal document. WFP Regional Bureau Panama.

¹⁵⁴ WFP. 2020n. *Draft WFP Headquarters and Regional Bureaux Terms of Reference for Programme*. Rome, WFP.

However, with the scaled-up team at SBP there is now a risk of duplication. This suggests a need to clarify the roles of the different CoEs with regard to the support provided both by regional bureaux and headquarters. The recent establishment of two more CoEs, in Côte d'Ivoire and China, has added to the issue, particularly since the CoEs all have different mandates, oversight responsibilities and geographical scope. As these two CoEs do not fall under the responsibility of SBP, they are less straightforward to manage. (Annex G provides more detail on the CoEs and on the different developments and configurations.)

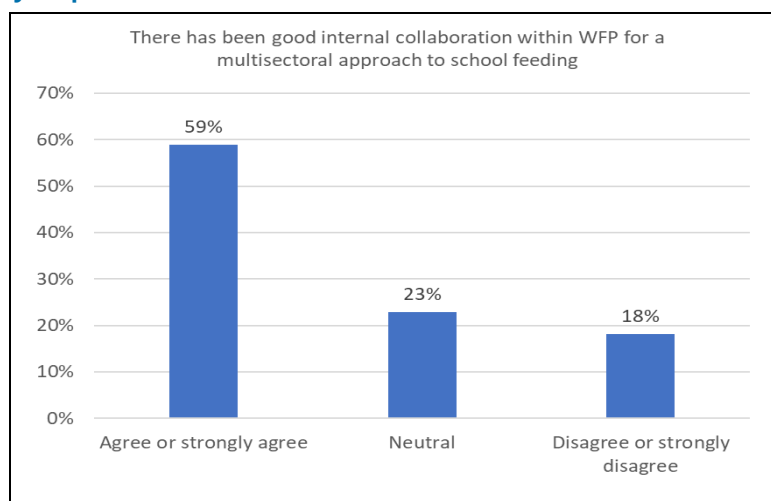
Finding 19 Coordination and linkages internally at different levels of the organization in support of the implementation of the School Feeding Strategy are critical. Some aspects of internal coordination have been insufficiently aligned with the needs of school feeding programmes in terms of management support and oversight, internal ways of working and coordination between country office teams and regional bureau teams, and support from headquarters.

130. The SBP team has prioritized engagement with country offices and regional bureaux as part of its work in promoting the new Strategy and related synergies. The evaluation country studies underscored the importance of such engagement, and of stronger coordination and linkages internally in support of school feeding initiatives, in light of:

- The scope of the SHN agenda, which includes a range of priorities that require collaboration with other units within WFP, such as Nutrition, Social Protection, Food Security, Resilience, Cash-Based Transfers, Smallholder Agriculture Market Support, and Gender
 - The critical importance of partnerships to the SHN agenda, which requires coordination with colleagues who work on partnerships and advocacy, as well as with partners externally
 - The range of different contexts, from emergency to development, in which school feeding operates, and the need to work across the humanitarian–development–peace nexus
 - The transitioning agenda, which requires often highly technical inputs and very specific expertise, including support to capacity- and system-strengthening efforts
 - The reality that school feeding teams are often small but that a range of skills are required, highlighting the importance of drawing on other resources within the country office and regional bureau.

131. The survey interrogated the extent to which there has been “good internal collaboration for a multisectoral approach to school feeding”. The responses are visually presented in Figure 10 below and show that a small majority of respondents “agreed/strongly agreed” that there had been good internal coordination.

Figure 10 Survey respondents’ views on internal collaboration



Source: Evaluation team analysis of survey responses.

132. Open-ended responses to the survey brought further insights, including on some of the challenges, with respondents mentioning internal collaboration and internal synergies as key areas of attention in response to the question: “How can your work related to school feeding be supported by your country office?”. Further analysis of the country studies highlighted various dimensions, including: the role of senior management at country office level in promoting internal coordination and the fact that this does not consistently happen; regional bureau ways of working and, in particular, the importance of close work between teams at this level; and the importance of linkages between SBP and other headquarters divisions for effective support to country offices. Each of these is discussed briefly in the following paragraphs.

133. **Senior management support and oversight:** This has clearly been critical to the success of the school feeding agenda. The comprehensive structure that SBP has managed to build is not reflected at other levels, and this requires, at regional bureau and country office level, closer work between units, which is not always easy to achieve and maintain over time. As seen in a range of country studies, country office leadership has been a determining factor in the capacity of countries to make a step change in their school feeding work. Senior management has played a key role in providing support to resource mobilization, external representation, engagement in dialogue and advocacy with government and partners, and in promoting internal coordination and synergies. Country respondents provided numerous suggestions in open-ended responses for “better integration of school feeding with the other activities”, “management attention and prioritization for school feeding” and “internal collaboration to ensure multisector approach for school feeding”, as well as specific suggestions on the type of internal collaboration that would be most useful: “The school feeding programme could be better supported if there is stronger integration with asset creation/livelihood and nutrition”, “a stronger link with supply chain colleagues to better understand their role as providing capacity strengthening to the government. This needs to come from within the country office” and “We need better support from procurement, human resources, admin, IT and M&E to be able to do our work effectively. We cannot spend as much time as we do on these “support services” – it hampers our ability to implement our programme and to improve our programme quickly”. Rwanda (see Box 10 below) is an example of how strong leadership, management commitment and oversight can contribute to stronger working across teams and ensure that school feeding work is supported by colleagues across the country office and that it aligns in practice with the strategic vision of the CSP.

Box 10 Rwanda – stronger oversight and cross-sectoral working

In **Rwanda**, a donor mission and mid-term evaluation¹⁵⁵ – both of which took place in 2019 – emphasized the need for stronger attention by senior management, and stronger cross-sectoral working in support of the school feeding programme. In line with this recommendation, the Rwanda country office established an internal school feeding working group. This working group has successfully engaged other WFP outcome teams, and the heads of cross-cutting units, such as Supply Chain and Procurement, Gender and M&E, in the school feeding planning and implementation, including in the drafting of a new proposal for MGD funding. Quarterly meetings with partners have been held with the different outcome teams and have helped in working across CSP strategic objectives. The evaluation country study highlighted that the work across different teams within WFP has also communicated a strong message to external partners about the need for multisectoral working, which is the foundation of the SHN strategy and has helped in building the national multisectoral engagement.

134. **Internal ways of working at regional bureau level:** There have also been interesting recent dynamics with regional bureaux setting up technical working groups on school feeding, as has been the case in RBD, and in RBN and RBP where the school feeding focal points have been part of broader teams. This has enhanced linkages between the different thematic areas and has improved the relevance of support to countries; support has also been more holistic and helped staff to better react to opportunities. It was the view of survey and country informants in open-ended survey responses that such synergies should be more consistently promoted, in particular by setting up multisectoral teams to provide technical and strategic support on relevant areas, such as resilience, nutrition, food technology, M&E, supply chain, at regional bureau and headquarters levels, for substantial and tailored support missions to country offices.

¹⁵⁵ WFP. 2019zq. *WFP's USDA McGovern-Dole International Food for Education and child Nutrition Program's Support in Rwanda 2016–2020. Evaluation Report: Mid-Term Evaluation*. J. Downen, B. Ravesloot, J. Tyiringire, D. Muteteri, J. Mujawase, M. Mueller, & L. Banwart. Kigali, WFP Rwanda.

135. **Coordination between SBP and other headquarters divisions:** Various country study examples suggested a need for strengthened liaison and more systematic collaboration with a number of divisions at headquarters. This is also recognized by SBP, and recent initiatives have been taken to strengthen linkages – for example, with Partnerships, among others, in support of a new funding strategy for school feeding. A few country studies highlighted the need for strong support from the headquarters Partnerships Division when embarking on and navigating new types of engagement – for example, with the private sector or with new donors. Other country studies showed the need for stronger linkages with the Social Protection unit at headquarters to support shock-responsive school feeding. Other examples include linking with support to smallholders in connection to the HGSP work, and with the Food Quality unit on food safety issues. Such relationships already exist, but opportunities were identified for these relationships to be significantly more supportive and reactive to the needs of country offices, and to move beyond the issuing of guidelines to tailored support in line with country needs and opportunities.

Finding 20 WFP budget/financing processes and systems are insufficiently conducive to the School Feeding Strategy ambitions. Different challenges have been identified, namely: (i) CSPs have not attracted funds in the way envisioned, with short-term and earmarked funding continuing to dominate; (ii) there are continued challenges with linking financial resources for school feeding to performance; and (iii) there is insufficient reflection on how transition processes can be effectively funded. These challenges risk undermining WFP school feeding programming effectiveness in the different country settings.

136. The IRM/CSP (including the new financing framework) was intended to make the WFP funding model more strategic and to provide greater flexibility in the use of funds. This would have benefited school feeding, given that traditionally much of the funding for school feeding has been “bottom-up” – funded through projects, short term and fragmented in nature.

137. However, these aims have not been realized in practice. On the one hand, donors have not responded to the ambition of the CSP process by funding the overall plan, but have tended to provide funding either at the level of strategic outcomes within the CSP or at the activity level.¹⁵⁶ On the other hand, the corporate push by WFP for flexible funding, while discouraging efforts to earmark contributions, has also posed a challenge for mobilization of resources that are specifically earmarked for school feeding. In both cases, the result has constrained the agenda for school feeding, making it difficult to work across areas of the country programme in support of the school feeding agenda.

138. On the other hand, CSPs were intended to facilitate tracking of resources by activity. This has not worked for school feeding in the way that was envisioned as quite often school feeding interventions are “bundled”¹⁵⁷ with broader activities for pragmatic reasons. Bundling appears in 43 out of the 72 CSPs.¹⁵⁸ This practice has had a negative effect on the ability of WFP to link resources to results and produce an evidence-based narrative on its work.¹⁵⁹ As noted by the Resources to Results School Feeding Project analysis,¹⁶⁰ at this stage WFP is not in a position to answer basic questions, such as “What was the total value of resources that WFP planned, made available and spent on school feeding activities during the

¹⁵⁶ The CSP Pilot Evaluation found that of 241 grants to WFP countries operating under the IRM framework, 90 percent of total funding was earmarked for use at the CSP activity level, a figure similar to pre-IRM estimates. See: WFP. 2018r. *Strategic Evaluation of the Pilot Country Strategic Plans. Evaluation Report*. S. Turner, M. Reynolds, J. Grabham, E. Hodson, N. Maunder, R. de Mel, J. Pereira, E. Piano & M. Visser. Rome, WFP.

¹⁵⁷ Meaning combining school feeding with other activities so that it results in fewer activity categories. See: WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP.

¹⁵⁸ WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP.

¹⁵⁹ WFP. 2020zj. *Strategic Evaluation of Funding WFP's Work. Evaluation Report – Volume I and Annexes – Volume II*. B. Majewski, C. Lattimer, A. Bilaver, R. Tew, D. Hauqa, P. Herodote, N. Rieger, H. Watson & H. van Doorn. Rome, WFP.

¹⁶⁰ WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP.

year?”. There are strong recommendations for this to be addressed in the next strategic planning process and the second generation of the CSPs.¹⁶¹

139. Several country offices also reported having struggled on where to position school feeding in the CSP structure so that it does not reduce their capacity to attract funding for this area of work or their flexibility in the use of funds. In Kenya, positioning school feeding under the resilience outcome has made it challenging for the country office to mobilize resources for school feeding emergency work. In Haiti, the transition-CSP (T-CSP) grouped all school feeding approaches, including HGFS, under one activity, but this made it difficult to attract funding. The new Haiti CSP (2019–2023) therefore included school feeding under two activities, and this helped to attract funding for the HGFS approach from two new donors. These different examples highlight the range of CSP experiences in financing school feeding, along with a number of practices that have enhanced transparency and made it possible to fund different dimensions of the school feeding work, mainly school feeding in emergency settings, HGFS and linkages with support to smallholders, as well as work to enable national school feeding programmes.

140. The CSP ambition was to allow for longer-term and more stable funding. External and internal interviews confirm that, for now, the WFP funding model remains more aligned with short-term funding. Over one third of country offices identified sustainable, predictable multi-year funding as “the single biggest challenge for WFP’s work in school feeding”. This was seen as an issue both in middle-income countries (MICs) and emergency settings – “the ad hoc and unstable nature of funding does not allow WFP to implement school feeding in a seamless and sustainable manner” (survey respondent). The recent WFP strategic evaluation of funding confirmed country views that “WFP has not yet experienced the expected benefits of multi-year funding in terms of more continuity and predictability of funding”.¹⁶² This poses a challenge to ensuring continuity in school feeding services and to achieving the longer-term benefits related to nutrition, education, agriculture, gender and capacity-strengthening outcomes as outlined in the WFP School Feeding Policy and the Strategy, especially in MICs where multi-year, predictable funding is necessary to work on transitioning and on strengthening the policy environment. Instances of interruption or curtailing of programme delivery due to disruption in funding were evident in several country studies, including reduction in the number of school feeding days and/or the size of rations or reduction of the number of schools in the programme. There is more discussion on funding in section 2.4 below.

Leveraging resources (EQ3.3)¹⁶³

Finding 21 The WFP School Feeding Strategy raises significant challenges of ambition and cost. WFP has made considerable efforts, in line with the Strategy’s priorities, to engage and mobilize new sources of funding by diversifying donors and engaging new types of donor, with indications of early success. Mobilizing funding remains a challenge overall, and particularly for WFP’s work on capacity strengthening and enabling, and more generally for MIC contexts where leveraging of domestic resources has not been easy. There is a need to ensure better compatibility of WFP’s resource mobilization approaches with its overall ambitions on partnerships and for a stronger focus on supporting governments in developing resource mobilization strategies.

141. Resource mobilization for school feeding requires SBP to rely on various internal units (such as the Public Partnerships and Resourcing Division and the Private Partnership and Fundraising Division) to raise funds from governments or private donors. This allows the organization to capitalize on well-established strategies and skilled partnership managers. However, it can present some challenges in visibility and prioritization of school feeding, and requires SBP to maintain close collaboration and alignment with these units. Other key characteristics of WFP funding for school feeding include: most funding comes from a

¹⁶¹ WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP.

¹⁶² WFP. 2020zj. *Strategic Evaluation of Funding WFP’s Work. Evaluation Report – Volume I and Annexes – Volume II*. B. Majewski, C. Lattimer, A. Bilaver, R. Tew, D. Hauqa, P. Herodote, N. Rieger, H. Watson & H. van Doorn. Rome, WFP.

¹⁶³ EQ3.3: How well is WFP able to leverage resources through partnership strategies at country, regional and global level?

limited subset of donors; much of the WFP funding is short term;¹⁶⁴ and country-level funds are unpredictable.¹⁶⁵ The SBP agenda on resource mobilization focuses on these issues, seeking to increase and diversify funding for school feeding. A dedicated work stream of the Strategy focuses on increasing the investment in school feeding. This includes ambitions to work “closely with the private sector and identify avenues to expand that cooperation through innovative financing mechanisms and individual giving” with a particular focus on fragile settings.¹⁶⁶ Since late 2019, a dedicated team at headquarters has been responsible for this work stream. However, it should be noted that it has been more challenging to articulate the value of transition/capacity strengthening to private donors. The level of funding provided by the private sector is low in comparison with traditional government donors, and it requires resources to manage the partnerships – which may imply a low return on investment.

142. New donors and funding options have been actively pursued, especially since 2017, with significant joint work between SBP, regional bureaux and country offices, supported by other relevant headquarters divisions, in particular the Partnership Division. Fundraising responsibility is shared between these levels.¹⁶⁷ WFP has increased efforts to make the case globally for school feeding (e.g. at high-level events such as the World Economic Forum in Davos) and has initiated conversations with potential partners not currently funding school feeding and engaged new donors. One example is Dubai Cares, where WFP has secured funding for capacity strengthening and a continental platform for school feeding in Africa. WFP has sought to strengthen engagement with partnerships/initiatives that are funders of education, such as the GPE and ECW, both globally and at country level. Interview feedback suggested that this upscaled engagement in global forums by WFP is appreciated, and that WFP is seen as a valued partner with a new, more high-level engagement and added value. In some countries, however, the focus on fundraising is perceived as being at odds with the coordination and partnerships goals. Thus, in two of the country studies, external interview sources expressed surprise that WFP was positioning itself as a recipient for GPE grants.

143. SBP has made progress by analysing proposals that were not successful and drawing lessons to feed into subsequent proposal preparation. The USDA MGD grants which have recently been awarded to five countries will provide multi-year funding for school feeding programming capacity strengthening at national and decentralized levels. In addition to these global efforts, country studies illustrated numerous examples of resource mobilization from private sector partners, although these were often focused on smaller components of the school feeding portfolio, and were to some extent constrained by the majority of private sector partners traditionally having been more interested in financing programmes directly implemented by WFP, rather than ones where WFP provides technical assistance to governments. However, the private sector can play a key role in attracting resources from other donors. The most recent example is MasterCard's support in the Rwanda country office's successful application process for the 2020 USDA MGD grants, which will provide multi-year funding for school feeding programming capacity strengthening at national and decentralized levels.

144. WFP has continued to nurture its relationship with donors that have been consistent supporters of school feeding. The evaluation interviews underscored the importance of WFP understanding donor priorities for the continued relationship. Feedback from global interviews mostly suggested that there was continued support by these traditional donors for school feeding, but indicated little likelihood of significant funding increases. Relatively little has been done on joint resource mobilization, although the School Feeding Strategy expresses the intention of achieving this with United Nations agencies. Evidence from the country studies suggested that WFP leveraging funding has been relatively modest (see Box 11 below).

¹⁶⁴ WFP. 2020zj. *Strategic Evaluation of Funding WFP's Work. Evaluation Report – Volume I and Annexes – Volume II. B.* Majewski, C. Lattimer, A. Bilaver, R. Tew, D. Hauqa, P. Herodote, N. Rieger, H. Watson & H. van Doorn. Rome, WFP.

¹⁶⁵ WFP. 2018q. *School Feeding Situation Analysis 2018. Needs and challenges in WFP programming.* Rome, WFP.

¹⁶⁶ WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030.* Rome, WFP. We note that fragile settings have usually been considered more promising for individual giving than for private sector engagement.

¹⁶⁷ WFP. 2020zj. *Strategic Evaluation of Funding WFP's Work. Evaluation Report – Volume I and Annexes – Volume II. B.* Majewski, C. Lattimer, A. Bilaver, R. Tew, D. Hauqa, P. Herodote, N. Rieger, H. Watson & H. van Doorn. Rome, WFP.

Box 11 Country examples of leveraging of funding

In Cambodia, MGD funding was leveraged to attract a further US\$ 10 million for capacity building from KOICA, a Korean non-profit organization.

In Haiti, WFP has been a frontrunner in supporting an innovative HGSM model in the Nippes department, which is now being scaled up and has generated interesting multiplier effects. Evidence indicates an increase in terms of yields and benefits for both schoolchildren and local producers, as well as economic benefits to the communities. Both the World Bank and the Inter-American Development Bank have adopted this model in other departments.

145. Some new sources of funding are highly innovative and involve trilateral arrangements.¹⁶⁸ Experience of these new funding opportunities suggests that WFP needs to ensure that support/attention is also extended to country offices for fund implementation. As illustrated in Box 12 below, new donors and funding arrangements can come with complex dynamics. This includes ensuring that country offices have the right skill set to engage with the different partners in trilateral engagements and to oversee the processes. It also includes ensuring that regional bureaux and School-Based Programmes Division support is aligned with backstopping needs in this respect and is able to take on any responsibilities that need to be handled at other levels.

Box 12 New partnerships: new opportunities and different challenges in Mozambique

Russian debt swap: This new partnership was the result of multi-year negotiation that led to a trilateral arrangement between the Government of Mozambique, WFP and the Government of Russia – who donated US\$ 40 million over five years. The agreement in the end was that part of the annual reimbursement of Mozambique's debt to Russia would be transferred to WFP and used to support the Government in rolling out the national school feeding programme PRONAE.¹⁶⁹ The new partnership allowed for an increase in school feeding coverage, reaching 150,000 children. The Russian debt swap is an example of the School Feeding Strategy's focus on innovative financing. Experience shows that such initiatives mean new ways of working. In the case of Mozambique, it has been challenging for the Government and WFP to adjust to new roles and responsibilities. Challenges have also arisen over compatibility between government budget systems and those of WFP. Finally, the significant debt burden of the country has affected the speed of repayment with consequent significant delays in disbursements.

146. Resource mobilization has been particularly challenging for:

- Capacity strengthening, especially for countries transitioning and those where the WFP role is limited to technical assistance, such as Kenya or Peru, and for countries in crisis settings where donors doubt the sustainability of capacity-strengthening efforts, for instance in Haiti or Syria
- MIC contexts where there are few donors and funding sources, which has resulted, in some cases, in setbacks to the transition processes, or in WFP losing its position on school feeding.

147. In different interviews, WFP staff regretted the non-existence of United Nations assessed contributions,¹⁷⁰ which could fund long-term capacity strengthening. In this context, the Indonesia country strategic plan evaluation (CSPE)¹⁷¹ identified the need for WFP corporate funding for country capacity strengthening that could flexibly support programme staff at sufficient levels to engage strategically. The Timor-Leste CSPE specifically recommended that: "HQ should ensure a threshold of sustainable and predictable funding to guarantee a minimum core stable team in the Country Office. The latter should be configured to engage in high-level policy dialogue and advocacy with the government and other partners, and to focus on leveraging of domestic and international resources. Additional technical expertise and

¹⁶⁸ WFP. 2020zj. *Strategic Evaluation of Funding WFP's Work. Evaluation Report – Volume I and Annexes – Volume II.* B. Majewski, C. Lattimer, A. Bilaver, R. Tew, D. Hauqa, P. Herodote, N. Rieger, H. Watson & H. van Doorn. Rome, WFP.

¹⁶⁹ PRONAE = Programa Nacional de Alimentação Escolar, Mozambique's national school feeding programme.

¹⁷⁰ WFP relies fully on voluntary contributions.

¹⁷¹ WFP. 2020p. *Evaluation of Indonesia WFP Country Strategic Plan 2017–2020. Evaluation Report.* T. Jantzi, D. Soekarjo, A.R. Agustien & A. Rachmadewi. Washington DC and Rome, KonTerra and WFP.

support services should be mobilized for specific initiatives once non-core funding is secured.¹⁷² In addition, several country studies highlighted the need for support to governments in developing national resource mobilization strategies that would assist the implementation of school feeding priorities. Currently, there is very limited support and guidance in this priority area.

148. These challenges suggest a need for specific support of and approaches to mobilizing funding for capacity strengthening and middle-income countries (with support/seed funding to country offices). There is also a need for oversight/support of new funding arrangements and partners, and to share experience. There is also room to scale up efforts at joint fundraising with other partners, in line with the priorities of the SHN agenda, and a need to scale up support to national governments to ensure that national school feeding plans are accompanied by resource mobilization strategies.

*Monitoring, results-based management and evidence generation (EQ3.1 and 3.4)*¹⁷³

Finding 22 WFP has pursued an important agenda to strengthen RBM and has made substantial progress at headquarters level in strengthening the Corporate Results Framework (CRF). However, there are acknowledged to be serious shortcomings in the corporate ability of WFP to report on the performance of its school feeding activities. The Resources to Results exercise revealed that WFP is not yet able to report comprehensively on its school feeding activities, because these are not always clearly identified separately, due to “activity bundling”. This means that even basic information about total expenditures and beneficiaries, and about the costs of school feeding operations, is not routinely available, reflecting various systemic shortcomings. School feeding was not specifically addressed when the CRF was launched, and the corporate indicators subsequently specified in relation to school feeding are of limited value. The School Feeding Policy, and now the Strategy, stress the enabling agenda, but WFP acknowledges that efforts to develop appropriate indicators for capacity strengthening and influencing are still a work in progress.

149. Throughout the evaluation period, WFP has been seeking to strengthen its results orientation. The Strategic Plan 2014–2017 was linked to a Strategic Results Framework (SRF) and a parallel Management Results Framework (MRF). This was strengthened as the present Strategic Plan 2017–2022 was prepared: the MRF and SRF were rolled into a single Corporate Results Framework (CRF), as the focus was shifted towards supporting the SDGs for 2030, and was linked to the internal change process embodied in the Integrated Road Map (IRM). This was reflected in an updated monitoring strategy published in June 2018.¹⁷⁴ The most recent MOPAN assessment found: “WFP has considerably strengthened its commitment to a results-based focus, but continued attention is needed to ensure the quality and use of data on which the system is based”¹⁷⁵ and “WFP is increasingly better oriented to deliver results at the country level. Reforms have helped position WFP nationally to plan holistically, and with partners, and to report transparently on its use of resources to deliver results. Reforms are ongoing, and many expected gains have yet to materialise, but evidence from internal audits and performance reports on pilots show early gains and promise”.¹⁷⁶

¹⁷² WFP. 2020t. *Evaluation of Timor-Leste WFP Country Strategic Plan 2018–2020. Evaluation Report*. S. Turner, B. Kaijuka Muwaga, J. Pereira, E. Rouleau & H. da Silva, Oxford, UK and Rome, Italy, Mokoro and WFP. WFP. 2019zj. *Terms of Reference. Timor-Leste: An Evaluation of WFP's Country Strategic Plan (2015–2019)*. Rome, WFP.

¹⁷³ Focusing on the results dimension of these evaluation questions. EQ3.1: Is there a clear and coherent framework in WFP to advance a school feeding agenda from conceptualization to integrated programming and measurable results with appropriate adaptation to dynamic context? EQ3.4: How well is WFP able to act as a global knowledge broker, including for South-South and triangular cooperation? South-South cooperation is discussed under EQ4.

¹⁷⁴ WFP. 2018v. *WFP Corporate Monitoring Strategy 2018–2021*. Rome, WFP.

¹⁷⁵ MOPAN. 2019a. *MOPAN 2017–2018 Assessments: World Food Programme (WFP)*. Multilateral Organisation Performance Assessment Network (MOPAN).

¹⁷⁶ WFP. 2019r. *MOPAN 2017–2018: United Nations World Food Programme (WFP) Institutional Assessment Report – Management Response*. Rome, WFP.

150. Despite improvements, the results framework that applies to school feeding remains weak. This is partly because of generic issues, and partly because the decreased focus on school feeding at the time when the Strategic Plan 2017–2021 was being prepared meant that school feeding-specific indicators were not incorporated in the original CRF and have only more recently been added (¶161 above). The Strategy recognizes these issues and devotes a work stream and now a subunit on Monitoring, Evaluation, Accountability and Learning to address this. This work is ongoing, starting with the theory of change work which began in June 2020. Although some school feeding-specific indicators have now been incorporated, the evaluability assessment for this evaluation found that they do not provide strong evidence of school feeding results (e.g. a food consumption score can rarely be uniquely linked to a school feeding intervention, and data on enrolment cannot indicate a school feeding effect unless appropriate comparative data are available). Moreover, none of the current indicators were capable of being usefully aggregated across countries to explain school feeding performance, although several can be helpful when analysed alongside other data at country level.

151. A Mid-Term Review of the WFP Strategic Plan 2017–2021 found: “Senior managers who have had direct experience with the CRF perceive the results chain as complex, creating a significant workload for country offices and adding limited value to operational decision”.¹⁷⁷ It also noted that the results framework is not well oriented towards capturing results linked to WFP’s increasingly prominent “enabling” activities, and this is reinforced by the Mid-Term Review of the Revised Corporate Results Framework: “WFP is effectively under-monitoring and under-reporting on actual outcomes which are hard to measure and need time to achieve, for instance when WFP is working to influence policy processes”.¹⁷⁸ This point applies in particular to efforts to report consistently on capacity strengthening: a capacity strengthening index was found to be essentially unfit for purpose, and work to develop an alternative is still ongoing.

152. Across different interventions, gender indicators remain insufficient to measure real changes in empowerment and gender relations.¹⁷⁹ This is also evident from syntheses of operations evaluations, which criticize an excessive attention to “equal numbers”. For example, the synthesis for the Cairo region notes: “Gender remains highly focused on quantitative ‘including women’ approaches. No evaluations report any qualitative, or more strategic, approaches to gender in design and accordingly no results. This approach might well be characterised as ‘hitting the target’ (of equal numbers) but ‘missing the point’.”¹⁸⁰

153. A recent Resources to Results exercise used school feeding as a pilot to assess the current ability of WFP corporate systems to report across a single programme area.¹⁸¹ The exercise formulated questions that linked to the theory of change that accompanies the School Feeding Strategy 2020–2030, and explored the ability of corporate systems to generate satisfactory answers. The stark conclusion was: “It was not possible to establish a 2019 school feeding baseline based on these questions and using corporate systems.” There are two main contributing factors to this finding: (i) the Strategy is framed in terms of school feeding making a contribution to broader SHN outcomes, but the reporting system is not geared to capturing such effects; and (ii) more basically, the system is unable to report reliably and comprehensively on the corpus of school feeding activities undertaken by WFP, largely because of the practice of activity bundling (see Box 13 below). There has been some progress in using additional tags to enable beneficiaries to be tagged in more detail but achieving similar granularity with financial data has proved more difficult. This means that even basic information about total expenditures and beneficiaries, and about the costs of school feeding operations, is not routinely available, and neither is there a good understanding of how to quantify/isolate costs related to technical assistance for school funding. Thus: “information that must be considered basic and essential data for a programmatic area, such as ‘How many school children did WFP

¹⁷⁷ WFP. 2020y. *Mid-Term Review of the WFP Strategic Plan (2017–2021)*, WFP/EB.A/2020/5-A/Rev.2. Rome, WFP.

¹⁷⁸ WFP. 2020x. *Mid-Term Review of the Revised Corporate Results Framework*. Rome, WFP Corporate Planning and Performance Divisions.

¹⁷⁹ WFP. 2016g. *Evaluability Assessment: WFP’s Strategic Plan 2014–2017 – Advisory Report*. Report number: OEV/2015/022.B. Majewski, N. Kebir Raoloson & K. George. Rome, WFP. WFP. 2020r. *Evaluation of the Gender Policy (2015–2020). Volume I – Evaluation Report + Volume II – Annexes*. B. Peacocke, S. Watson, S. Turrall, D. Walker, H. Kabuchu, K. Caballero & P. Sørensen. Rome, WFP.

¹⁸⁰ WFP. 2017o. *Operation Evaluations Series: Regional Synthesis 2013–2017, Middle East, North Africa, Central Asia and Eastern Europe Region*. Report number OEV/2017/008. J. Betts & B. Díaz. Washington DC and Rome, KonTerra and WFP.

¹⁸¹ WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP.

plan to and actually reach during the calendar year?’ and ‘What was the total value of resources (US\$) that WFP planned, made available and spent on school feeding activities during the year?’ cannot currently be answered using the two central corporate systems for results and resources.”¹⁸²

Box 13 Activity bundling

The incidence of bundling of activities has been increasing under the first generation of CSPs (2017–2019). The bundling of activities refers to the combination of several activities in the formulation of a CSP activity represented by a single activity category. For instance, a CSP activity formulated as “Effective provision of humanitarian assistance to crisis-affected populations, supporting early recovery and socio-economic integration” could comprise (unconditional) General Food Distribution/Cash resource transfers, Asset creation and livelihood support, Emergency preparedness, Institutional capacity strengthening and Emergency school meals but it is captured as only one activity “Unconditional resource transfer” with a number of sub-activities that are effectively hidden within it.

The benefits of bundling include the following:

- It makes programmatic and operational sense to have an integration of complementary activities benefitting the same target group.
- Having resources in a single or few activities provides COs with flexibility to allocate resources to otherwise under-resourced ones.
- As budget management is activity-based, reducing the number of activities through bundling saves on transaction costs (particularly important for small COs).

Conversely, and as shown in the Haiti country study, not bundling in some CSPs may cause activities to go unfunded – paragraph 139 regarding Haiti illustrates this.

Source: Extracted from *Mid-Term Review of the Revised Corporate Results Framework* (WFP, 2020). Note: COs = country offices.

Finding 23 There are sometimes unrealistic expectations about the ability of regular monitoring indicators to capture all the intended results of school feeding programmes. Some outcomes are long term and/or dependent on complementary inputs by other partners; and some are impractical to measure directly on a routine basis (e.g. levels of micronutrient deficiency among school feeding recipients). Regular monitoring should enable reporting on basic standards of delivery (children fed, numbers of school feeding days, unit costs, and adherence to evidence-based quality standards) but often falls short. Country offices commonly have to report directly to donors about school feeding, as well as fulfilling WFP corporate reporting requirements, and the burden of reporting reduces the attention paid to analysis and use of the data gathered. Alignment of WFP monitoring and reporting systems with those of governments has also been insufficient, creating challenges for a focus by WFP on transitioning. There are promising signs that digital data collection could be an efficient way to improve the quality of management information.

154. WFP distinguishes between the roles of monitoring and evaluation, which are overseen by different units at headquarters, although these are less likely to be separated at country level. Successive reviews of evaluability¹⁸³ and of corporate planning and results frameworks¹⁸⁴ find a similar situation at country office level: the monitoring function is overburdened; reporting on corporate indicators is an unavoidable chore, but not one that adds much to performance management at country office level (with little use and

¹⁸² WFP. 2020zc. *Resources to Results School Feeding Project. Final Report*. Rome, WFP, ¶17.

¹⁸³ WFP. 2016g. *Evaluability Assessment: WFP's Strategic Plan 2014–2017 – Advisory Report*. Report number: OEV/2015/022.B. Majewski, N. Kebir Raoloson & K. George. Rome, WFP.

¹⁸⁴ WFP. 2020y. *Mid-Term Review of the WFP Strategic Plan (2017–2021)*, WFP/EB.A/2020/5-A/Rev.2. Rome, WFP. WFP. 2020x. *Mid-Term Review of the Revised Corporate Results Framework*. Rome, WFP Corporate Planning and Performance Divisions.

analysis of data collected); country offices invariably have to devote considerable effort to collecting additional data required by donors, for whom WFP's Standard Project Reports (SPRs) have very rarely been regarded as adequate; and such additional data may be more informative about the results for WFP work, but is not kept in ways that allow aggregation across the organization. Although school feeding is almost always carried out in government schools, there is little attention to integrating WFP monitoring systems with the governments, although sustainability requires eventual government takeover of responsibility for school feeding programmes. These general findings were confirmed in the countries studied for the present evaluation and highlight the tension/trade-off between meeting donor needs or embedding more into national systems.

155. The introduction of digital methods of data collection offers possibilities for making monitoring more efficient and timely; ideally, it can also be linked to integrating with government systems (see discussion of digital innovations in Annex L).

156. Moreover (as should be clear from the discussion in sections 2.1 and 2.2), there are limits on the extent to which monitoring of school feeding operations can yield strong outcome information. This reflects several factors that were highlighted in the inception report's evaluability assessment:

The multiple outcomes dimension: there is much emphasis on school feeding being a safety net, and a nutrition-sensitive intervention, at the same time as supporting education, and possibly promoting local agriculture.

The multiple-actors dimension: the results sought are characteristically jointly produced by WFP and partners. Not only do governments usually run the schools in which the school feeding takes place, but wider benefits involve more actors, such as government health agencies and UNICEF, to give just two examples. Characteristically WFP is one contributor amongst many towards jointly sought outcomes.

Time dimensions: some intended benefits of school feeding are almost immediate – assuaging short term hunger, for example, or acting as an income transfer to children's families. But other intended benefits are much longer term, including life-time effects on educational achievement and health status (human capital), and are not susceptible to short-term measurement.

Even some short-term effects are difficult to measure. It is rarely practical or ethical to measure the effects of nutritional intake on anaemia, for example, or practical to achieve more than anecdotal evidence to confirm the effects of school meals on pupils' concentration.

Progress towards non-tangible objectives, such as capacity strengthening and policy influence, is notoriously difficult to measure.¹⁸⁵

157. Accordingly, operational monitoring needs to be complemented by carefully designed evaluations (see Finding 24 below), while regular monitoring should enable reporting on basic standards of delivery (children fed, numbers of school feeding days, unit costs and adherence to evidence-based quality standards). In practice, and in the absence of a standard checklist for school feeding process monitoring, regular monitoring often fails to capture this basic information, which is essential to performance management and improvement.

Finding 24 Well-designed evaluations can complement operational monitoring in building evidence about the effectiveness of school feeding programmes. WFP has strengthened its systems for ensuring the quality and credibility of decentralized evaluations, and it is envisaged that CSPs should be accompanied by country-level M&E plans. However, opportunities have been missed to evaluate certain school feeding initiatives and areas of work, and generic approaches have in some cases made evaluations less relevant. More recently, SBP has prioritized fundraising

¹⁸⁵ WFP. 2020ze. *School Feeding Contribution to the Sustainable Development Goals: A Strategic Evaluation. Inception Report*. M. Visser, S. Lister, R. de Mel, J. Jelensperger, E. Rouleau, L. Bluer, C. Toby, E. Hodson & C. Fenning. Oxford, UK and Rome, Italy, Mokoro and WFP.

for evaluations and recruited an Evaluation Officer. These initiatives offer an opportunity to strengthen overall performance management of school feeding.

158. Evaluations are the main source of evidence for the effectiveness of school feeding across a range of outcomes (sections 2.1 and 2.2 above). They can help to fill the main knowledge gaps concerning school feeding, which relate less to the efficacy in principle of school feeding across various dimensions of outcome, than to the operational effectiveness of specific school feeding operations in practice. During the period under review, the Office of Evaluation did not commission any evaluations focused exclusively on school feeding, although school feeding featured in the country portfolio evaluations (CPEs) undertaken for Ethiopia, South Sudan, Sri Lanka and Tanzania.¹⁸⁶ However, a large number of decentralized evaluations focused wholly or partly on school feeding (a substantial number of which concerned MGD-funded school feeding interventions). According to an analysis of data provided by the WFP Office of Evaluation, since 2016, 22 percent of decentralized evaluations commissioned (48 out of a total of 217) have had a specific focus on school meals, and another 12 percent of decentralized evaluations commissioned (26 out of 217) have included school meals as one of several thematic focus areas.¹⁸⁷ The volume of evaluative evidence generated reflects strict evaluation requirements for countries that receive MGD funding. However, in other countries and contexts, opportunities have been missed to learn, which is also because CPEs or CSPEs rarely consider school feeding specificities. Feedback to the evaluation team also suggested that evaluation questions (even for decentralized evaluations focused on school feeding) tend to be generic and not sufficiently adjusted to provide useful answers to the programme managers/country offices, which in turn results in evaluations producing general conclusions and recommendations, with a reduced utility function for managers and with missed opportunities for meaningful lesson learning.

159. During the same period, WFP has considerably strengthened its evaluation function, most particularly by adopting quality standards across its decentralized evaluations. In a number of cases, school feeding evaluations have been undertaken jointly with national partners, including Benin,¹⁸⁸ Namibia¹⁸⁹ and Lesotho.¹⁹⁰ In addition, the CSP approach has increased the focus on the strategic objectives of WFP activities, and CSPs are intended to be linked to M&E plans. These should spell out how well-designed evaluations will generate evidence that can support advocacy efforts to key funders of school feeding (which increasingly include governments as well as donors), while also supporting performance improvement. Finally, it should be noted that the SBP Division, informed by the priorities of the new

¹⁸⁶ These CPEs were all utilized by the present evaluation. **Ethiopia:** WFP. 2019e. *Ethiopia: An Evaluation of WFP's Portfolio (2012–2017). Evaluation Report*. S. Lister, D. Berhanu, L. Bjørnstad, A. Donnelly, Z. Driscoll, G. Fenton, A. Leach & J. Sandford, Oxford, UK and Rome, Italy, Mokoro and WFP. **South Sudan:** WFP. 2017d. *Country Portfolio Evaluation. South Sudan: An evaluation of WFP's Portfolio (2011 – 2016). June 2017*. N. Maunder, A. Hoogendoorn, D. Coombs, G. Fenton & L. Carboni. Rome, WFP. **Sri Lanka:** WFP. 2016e. *Country Portfolio Evaluation. Sri Lanka: An Evaluation of WFP's Portfolio (2011–2015)*. S. Lister, F. Girling, R. Bhatia, R. de Mel & S. Musoke. Oxford, UK and Rome, Italy, Mokoro and WFP. **Tanzania:** WFP. 2015k. *United Republic of Tanzania: An evaluation of WFP's Portfolio (2011–2014)*. Report number OEV/2015/005. S. Turner, A. Bossuyt, C. Leather, E. Mhina, Z. Driscoll & A. Mahali. Oxford, UK and Rome, Italy, Mokoro and WFP.

¹⁸⁷ Out of the 48 evaluations focused specifically on school meals, only 6 are baseline, 12 are midline and 22 are endline evaluations, while another 8 are not categorized yet. In total, 19 of these evaluations have been completed, 8 have been finalized, 6 are currently ongoing, 5 are planned confirmed, another 4 have been tentatively planned, and 6 more are in preparation. (Analysis based on data provided by WFP Office of Evaluation (OEV) on 17 December 2020.) Evaluations that had been completed were incorporated in the document synthesis exercise for the present evaluation (see Annex B¶34–35).

¹⁸⁸ WFP. 2019g. *Evaluation Décentralisée. Evaluation conjointe à mi-parcours du Programme National d'Alimentation Scolaire Intégrée (PNASI). Aout 2017 – Mai 2019*. A. Bichard, M. Cossou, E. Ogouniyi Adimi & M Thoreux. Benin, West Africa and Rome, Italy, Ministère des Enseignements Maternel et Primaire, République du Benin and WFP.

¹⁸⁹ WFP. 2020q. *Evaluation of Namibia National School Feeding Programme. 2012–2018. Evaluation Report + Annexes (Volumes I + II)*. T. Land, W. Kariuki, M. Neri & O. Otieno. Namibia, Ministry of Education, Arts and Culture and WFP Namibia.

¹⁹⁰ WFP. 2018i. *Evaluation of the National School Feeding Programme in Lesotho, in consultation with the Lesotho Ministry of Education and Training (2007–2017). Evaluation Report*. B. Peacocke, S. Tadesse & R. Moshoeshe. Addis Ababa and Rome, JaRco Consulting and WFP.

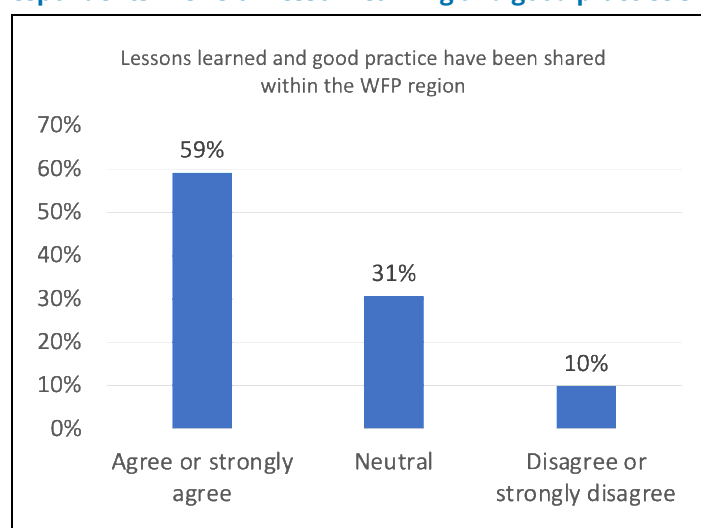
Strategy, has raised funds separately for specific evaluations, and recruited an Evaluation Officer– this places it in a unique position for a technical division in headquarters.

Finding 25 Progress has been made in terms of documenting country experience in school feeding and allowing cross-country exchanges and learning. Preparation of the School Feeding Strategy and the updated State of School Feeding has helped reinforce the role of WFP as a global knowledge broker. Further efforts are needed to share lessons and experience across similar contexts.

160. Corporate learning and knowledge-sharing is an area where it is accepted that there is room for improvement: “There is an acknowledged gap in WFP’s corporate knowledge production and management”,¹⁹¹ but there has been encouraging progress.

161. Thus, WFP has resumed work on an authoritative publication on global school feeding.¹⁹² WFP has also invested efforts at various levels in the collection of stories, good practices and lessons learned on school feeding, mostly based on its programmatic experience, with notable efforts in west/central Africa and Latin America. A majority of survey respondents (59 percent) “agreed/strongly agreed” that “lessons learned and good practices have been shared in the region”. Nonetheless, informants from evaluation country case studies where WFP plays a strong enabling role reported that they lacked reference material from comparable contexts to inform their work

Figure 11 Survey respondents’ views on lesson learning and good practice sharing within regions



Source: Evaluation team analysis of survey responses.

162. WFP is aware that there are continued evidence gaps around school feeding. The State of School Feeding Worldwide series (2013 and 2021) highlights the importance of mobilizing evidence, and lessons learned from the BRIC countries (Brazil, Russia, India and China), upper-middle-income countries and high-income countries, as these categories of country have experience that can be useful to other countries where WFP is providing technical assistance and capacity strengthening. To help address this, and in the context of the School Feeding Strategy, WFP is developing a research consortium which is just starting to take shape. In addition, WFP is also developing a knowledge platform for school feeding. The platform aims to consolidate and catalogue knowledge collected across all regions, and to simplify access and knowledge sharing for staff and outside stakeholders. These commitments are very much welcomed by the global community on school feeding. WFP is also in the process of operationalizing an impact evaluation window focused on school feeding.

¹⁹¹ MOPAN. 2019a. *MOPAN 2017–2018 Assessments: World Food Programme (WFP)*. Multilateral Organisation Performance Assessment Network (MOPAN).

¹⁹² WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

2.4. ORGANIZATIONAL READINESS TO STRENGTHEN ENABLING ENVIRONMENTS FOR SCHOOL FEEDING¹⁹³

163. This section builds on the overview in the preceding section by taking a deep dive into WFP organizational readiness to strengthen the enabling environment for sustainable school feeding programmes. It looks specifically at progress against the key dimensions of an enabled environment, which are captured in the organizational readiness framework in Figure 8 above (see Annex B for more details), and provides insights into the extent to which the dimensions in the middle and right-hand columns of the diagram are in place.

Finding 26 In recent years, WFP has given more attention to its enabler role in the domain of school feeding in all contexts, including relevant objectives in CSPs. This is aligned with its corporate organizational shift from implementer to enabler. WFP, in its effort to position the organization in terms of this dual role of implementer and enabler, faces challenges, in particular in terms of capacities in working across the humanitarian–development–peace nexus and funding.

164. **Growing aspiration to enabling role:** Since the 2009 Policy, WFP has shown a growing aspiration to “build national capacities and lay the foundations of a transition to a national programme”, meaning working towards high-quality and sustainable school feeding programmes to be owned and funded by national governments, as reflected in the theory of change for the new School Feeding Strategy.¹⁹⁴ This aspiration aligns with the corporate organizational shift from implementer to enabler.

165. The evaluation team conducted a review of the 82 CSPs, which indicated that 78 percent of them set objectives in the domain of enabling environments for school feeding, in the form of policy support, advocacy, capacity strengthening or technical assistance (see Annex H for more on CSPs). This trend was evident in responses to the evaluation survey, where 90 percent of respondents said that their work in school feeding included “a focus on capacity strengthening/technical assistance”. The country studies confirmed that WFP has been able to move into the role of enabler, with Côte d’Ivoire, Peru, Rwanda and Tunisia being most advanced. This has happened not only in countries defined as Context 2 and Context 3 by the School Feeding Strategy, but also in Context 1 countries – for example, in Haiti, Mozambique and Syria, where WFP is investing efforts in laying the foundations for enabling environments for sustainable school feeding programming and for future transitioning.

166. **Evolution of concepts:** The concepts that are central to that ambition – (i) enabling environments for sustainable school feeding programmes; (ii) transitioning; (iii) handing over; and (iv) country capacity strengthening (CCS) – have been used without great precision. Although most of the WFP school feeding guidance documents refer to transitioning and to the SABER as a tool to assess transition stages, there is not a standardized definition of transitioning towards quality nationally owned school feeding programmes. The School Feeding Handbook in its updated version from 2017 provides the most detailed guidance on transitioning and related capacity-strengthening efforts, but the evaluation found that many WFP staff are not aware of this handbook and therefore do not use it. The handbook does not refer to the WFP CCS Toolkit issued in 2017, which provides another approach to enabling environments and capacity strengthening according to five different pathways (the toolkit is currently under revision). The School Feeding Strategy refers to both handover and transitioning processes without clear distinction. The first section of Annex Q provides a detailed analysis of the evolution of these different concepts and related guidance and points to some of the key gaps.

167. **Challenge:** The shift to an enabling role, which is at the heart of the new School Feeding Strategy, requires WFP to position itself in relation to both the implementation of school feeding programmes and the transitioning towards full national ownership. Striking a balance between those two roles can create

¹⁹³ EQ4: How well is WFP equipped to focus on strengthening enabling environments for national institutions to design, finance and implement sustainable school feeding programmes?

¹⁹⁴ WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030*. Rome, WFP, p. 34 and p. 40.

dilemmas and tensions, as revealed in several countries. It implies that WFP positions itself as working across the humanitarian–development–peace nexus and engages significantly in supporting government systems, which several global external interviewees identified as challenging. It raises challenges for WFP in terms of learning from and/or collaborating with other institutions which have capacity strengthening as a core mandate. The challenges also link to inadequate funding and staffing for this role, and to the lack of flexibility of funding which makes working across these different areas more challenging.

Increased advocacy to position school feeding as an entry point for Agenda 2030 (EQ4.1 and 3.4)¹⁹⁵

Finding 27 WFP is recognized as the agency of reference in the school feeding domain and thus well positioned to advocate for policy changes towards an integrated SHN approach contributing to multiple SDGs. Since 2018, WFP has successfully stepped up efforts in advocating for school feeding in different sectors at the global level, but these efforts have been insufficiently connected to supporting country advocacy efforts. The regional level remains marginally involved. At country level, there are a number of examples of advocacy partnerships, but there is a need to systematically explore and engage in opportunities, including with partner organizations.

168. **Global advocacy efforts:** Between 2013 and 2018, WFP global high-level advocacy efforts were limited, mainly due to weak capacity and lack of leadership at headquarters. During those years, WFP had a low profile in the different global discussions related to school feeding, and lost representation in the education sector, which had a negative effect on the later positioning of school feeding's contribution to SDG 4. Since 2018, efforts have been considerably scaled up and WFP has emphasized and strengthened its global advocacy for school feeding with strong messaging around its contribution to multiple SDGs. The consultation process around the new School Feeding Strategy has been very effectively used as a springboard for advocacy dialogue with global partners and donors from both humanitarian and development cooperation domains.

169. WFP has made an increased contribution to global and regional policy dialogue and frameworks on SHN since 2015 and contributed to the mainstreaming of school feeding in the education, health and nutrition, agriculture, food security and social protection sectors. WFP has successfully drawn on internationally acknowledged experts on school feeding and SHN who are associated with academic institutions and think tanks. This has given a lot of weight to the advocacy on integrated SHN, as reflected in the evidence-based narrative in the School Feeding Strategy (see section 1.3). External partners expressed appreciation for the more strategic nature of inputs that has resulted from such engagement.

170. WFP, particularly through strengthened partnerships, has advocated for school feeding in important global forums, such as the Committee on World Food Security (CFS),¹⁹⁶ the World Economic Forum in Davos, or the Global Forum on Nutrition-Sensitive Social Protection Programs.¹⁹⁷ In addition, WFP has advocated with a number of education sector networks and forums as a matter of priority in 2020, including the Global Education Meeting, Global Education Forum and the Education Cannot Wait (ECW) High Level Steering Group. The SHN coalition initiated in July 2019 has prioritized advocacy and the production of common narratives, and informants considered that the progress made in the last year is very promising for the future. These efforts have put WFP at the forefront in advocacy for SHN in the Covid-19 pandemic context, which is discussed in more detail in Annex M on the WFP school feeding Covid-19 response.

¹⁹⁵ EQ4.1: To what extent and how well is WFP advocating and engaging in the right partnerships with national and international actors to position school feeding as a strategic entry point to contribute to the Agenda 2030? EQ3.4: How well is WFP able to act as a global knowledge broker, including for South-South and triangular cooperation?

¹⁹⁶ The integration of school feeding into the Voluntary Guidelines on Nutrition and Food Systems was important. For more information on these guidelines, see: Scaling Up Nutrition. 2020. CFS 47: negotiations on the Voluntary Guidelines for Food Systems and Nutrition to start [website]. <https://scalingupnutrition.org/news/cfs-47-negotiations-on-the-voluntary-guidelines-for-food-systems-and-nutrition-to-start/>.

¹⁹⁷ For more information, see: World Bank. 2015. Global Forum on Nutrition-Sensitive Social Protection Programs [website]. <https://www.worldbank.org/en/events/2015/08/03/global-forum-on-nutrition-sensitive-social-protection-programs>.

171. **Regional advocacy efforts:** Advocacy efforts on school feeding at a regional level were mainly led by the Brazil CoE at a time when the headquarters team was reduced (between 2013 and 2018) and resulted in an elevated profile of school feeding in Africa, helped by the African Union Summit in 2016,¹⁹⁸ and the mainstreaming of school feeding in the shock-responsive social protection agenda in Latin America.¹⁹⁹ The 2017 Middle East and North Africa Initiative for School Meals and Social Protection was far less successful. The institutional uncertainty that the Brazil Centre of Excellence is experiencing as a result of the changes in policy and support from the Government of Brazil, and the evolving capacity of the WFP SBP unit (further detailed in Annex G), as well as the current limited involvement of WFP regional bureaux in regional policy processes and with other regional organizations, jeopardizes the future of these regional incentives. Indeed, beyond the work engaged in with the African Union, which has percolated at country level, regional bureaux have found it challenging to leverage regional policy processes and initiatives to advocate for school feeding. Country studies confirmed that regional initiatives are not really helping so far in supporting high-level advocacy for school feeding and are not necessarily seen as having added value. Seizing the potential of regional initiatives for school feeding across the different sectors and strengthening partnerships with regional organizations have been identified as top priorities in the different regional road maps. As part of the regional implementation plans, regional bureaux will be working on regional advocacy plans that will determine the objectives, targets and audiences for school feeding/SHN. In addition, at regional level, there have been recent developments, such as RBJ engaging with the South Africa Development Community (SADC) and the Graça Machel Trust, to position school feeding and SHN in the region. It will be important for such regional initiatives to be clearly linked to support for scaled-up country ownership and progress towards national programmes.

172. **Country-level advocacy efforts:** While there are examples of good advocacy strategies at country level, the evaluation found a general need to move from technical dialogue to more systematic high-level advocacy in order to secure increased commitment for SHN. For example, most of the countries reported that Zero Hunger Review processes had opened a door for repositioning school feeding in the broader SDG context, but these advocacy efforts are not been systematically leveraged for policy change. Among survey respondents, “advocacy and influencing” was the second choice when asked to identify the single most important success factor for WFP work in school feeding, from a list of seven options. This option was chosen by 20 percent of respondents, after “Government capacity and commitment”, which was chosen by 26 percent of survey respondents. However, in a separate question, the survey explored whether “WFP has added value in terms of advocacy” and found that only 10 percent of the country office respondents, and none of the regional bureau respondents, chose “advocacy” as an option, suggesting an important need for more concerted efforts in this area.

173. Country advocacy strategies have included a range of different aspects: South–South and triangular cooperation (SSTC) (emphasized in all country studies); high-level studies and leveraging of evidence for making the case for school feeding (for example, in Kenya, Peru, Rwanda, Tajikistan, and planned in Côte d’Ivoire); bringing together national and international experts (Kenya, Peru, Tajikistan, as well as at global events such as the Global Child Nutrition Foundation (GCNF)); raising awareness at the parliament level (Mozambique, Togo); targeted dialogue with donors for increased investments in school feeding (Cambodia and Mozambique with Russia); or, responsiveness to donor advocacy to adopt a more integrated approach (Canada for Haiti). Country offices have also engaged in global initiatives, such as the Scaling Up Nutrition (SUN) movement (Cambodia), but this has not been systematic and has been somewhat disconnected from headquarters efforts.

174. Exchange visits through SSTC and participation of high-level officials in global/regional forums, such as the GCNF and the African Day for School Feeding (ADSF), have been efficient knowledge-sharing and advocacy mechanisms. Countries that are more advanced in terms of transitioning, such as Côte d’Ivoire, Kenya, Namibia, Peru and Tunisia, have mostly been hosting these country exchanges, but all reported having benefited less from other countries’ experiences. Overall, country interviewees stressed the

¹⁹⁸ For more information, see: African Union. 2016. Summit [website]. <https://au.int/en/summit/26>.

¹⁹⁹ WFP. 2019zb. *Study on Shock-Responsive Social Protection in Latin America and the Caribbean. Summary of key findings and policy recommendations*. R. Beazley, A. Solorzano & V. Barca. Oxford, UK and Rome, Italy, Oxford Policy Management and WFP.

importance of these SSTC mechanisms, which represent an innovative way to influence school feeding models, and expressed the need for targeted exchanges with countries that have similar contexts.

175. Digitalization of these exchanges has only recently been explored. The Brazil Centre of Excellence (CoE) has started to move into the virtual realm by expanding its services into remote support through a Virtual Exchange portfolio (see Annex G). In the context of the Covid-19 crisis response, WFP stepped up its efforts in terms of digital forms of knowledge and information sharing. Survey responses suggested that there is significant potential and interest to do more in this area (see Annex L for more on digitalization and innovation).

176. WFP has not sufficiently pursued joint advocacy efforts with other partners at country level, particularly United Nations agencies that are often better placed to advocate with specific stakeholders. A recurring example from interviews was that other United Nations agencies might be better placed to liaise and engage in strategic dialogue with ministries of planning and of finance but that initiatives in this respect have been very rare. With global partnerships now gaining renewed momentum, there is a need to ensure that such partnerships are also translated to and operationalized at country level in ways that are aligned with the processes and opportunities in country. Country-level interviews suggested that this is an area where significant support and tailoring will be needed.

Finding 28 School feeding advocacy efforts have been hindered by: (i) the limited clarity on the reason for advocacy; and (ii) weaknesses of the messaging around school feeding in the context of the SDGs. Efforts to develop advocacy material and clarify advocacy strategies are ongoing.

177. WFP advocacy efforts on school feeding are often perceived as being driven by fundraising imperatives. As noted by a global partner, “The country advocacy approach needs to be strategic and not just about getting more money for the organization. You need to have the best interest of the sector in mind to be taken seriously.”

178. **School feeding narrative:** Informants identified several topics on which WFP school feeding advocacy has been weak, and where the school feeding narrative would need to be strengthened for better positioning with regard to the SDGs, including raising awareness on the importance of a school-based approach for investment in the future, ensuring government ownership, mobilizing sector interest, and increasing investments in school feeding. WFP, with the support of the Brazil CoE, has been a strong advocate of the HGSF model, but the lack of evidence about the impact of school feeding programmes on nutrition and gender outcomes has also made it challenging to advocate for school feeding in line with a broader SHN agenda as a way to indirectly address the double burden of malnutrition.²⁰⁰ Advocacy to address climate issues through actions such as the reduction of school waste have also not been explored. Multiple interviews and country studies identified a gap in terms of effectively advocating for the value of school feeding in emergency contexts and considering school feeding as a shock-responsive mechanism. WFP has only marginally contributed to the global and regional policy discussion on the anchoring of school feeding in the resilience and triple nexus,²⁰¹ except in the Sahel.²⁰² On the latter point, some further progress has been made and advocacy has started to take a different shape in the context of the Covid-19 response.

179. **Shift:** Recent dynamics that emerged from the consultation process around the new School Feeding Strategy illustrate a strategic shift in terms of advocacy, affirming that the focus of WFP’s advocacy work

²⁰⁰ While there is a considerable amount of data on the double burden of malnutrition in LAC and how it affects the population, it is not directly linked to gender or school feeding and therefore difficult to use.

²⁰¹ Evidenced by very limited mention in global and regional interviews and poorly reflected in the draft *State of School Feeding 2020* and the recent *Emergency School Feeding (ESF) evaluation*. See: WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP. Particip GmbH. 2020. *The Impact of School Feeding in Emergencies on Nutrition, Education, Child Protection, and Social Cohesion and Peace-building: A global literature review. For the Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria (2015–2019)*. Draft version. Freiburg, Germany, Particip GmbH.).

²⁰² School feeding is part of the resilience package G5 / United Nations Integrated Strategy for the Sahel (UNISS). UNISS. 2020. *Progress Report 2018–2019*. Dakar, United Nations Integrated Strategy for the Sahel (UNISS). WFP. 2020y. *Mid-Term Review of the WFP Strategic Plan (2017–2021)*, WFP/EB.A/2020/5-A/Rev.2. Rome, WFP, Annex V.

around school feeding is to generate political will, secure necessary budgets at national and subnational levels, and raise the profile of school feeding.²⁰³ The amount of advocacy material is now growing, including at country level (see Box 14 below).

Box 14 Country advocacy material helping to raise the profile of school feeding in the context of Agenda 2030

In Rwanda, WFP partnered with MasterCard to commission a study on return to investment in 2018. This was an eye-opener for the Government. The WFP country office also produced a booklet of human interest and impact stories around HGSE, as well as a number of infographics that show, for example, the return to investment study, a timeline of school feeding developments and technical support from WFP. These materials have been used widely for advocacy.

In Peru, WFP conducted an impact evaluation which generated findings on the cost-effectiveness of the national school feeding programme for nutrition and education. The study was steered by a panel of high-level experts that provided advice to the Government, and the recommendations have been taken on board.

In Tunisia, WFP implemented an advocacy strategy including a cost analysis showing the costs of cold meals versus hot meals and their respective nutritional value.

180. The recent advocacy paper on SHN²⁰⁴ constitutes a significant achievement, and advocacy material with targeted messaging has shown its value in the Covid-19 response in countries such as Rwanda. The SBP team is currently working on a WFP SHN Advocacy Strategy, and in the process will also clarify the rationale for specific advocacy efforts, prioritize domains that require enhanced advocacy, and consolidate available material and ways to conduct advocacy. This will respond to a need expressed by both country office and regional bureau informants in interviews.

Enhanced partnerships, networking and multisectoral coordination for school feeding (EQ4.2, 4.1 and 3.3)²⁰⁵

Finding 29 Strong partnerships with host governments and effective multisectoral coordination are critical to successfully strengthen the environment for a national school feeding programme and transitioning. Assessments of capacity have been conducted across a wide range of countries using the SABER tool. Nonetheless, engagement remains insufficiently strategic and further attention needs to be placed on strengthening the partnerships with host governments and on building effective multisectoral coordination, informed by lessons from countries which have invested significant efforts on that front.

181. The School Feeding Strategy identifies working with host governments as central in all three contexts,²⁰⁶ but does not make explicit what partnering with government in the school feeding domain entails. Host governments are not explicitly included in the work stream dedicated to partnerships, nor are they in the Strategy or the regional concept notes.

²⁰³ WFP. 2019o. *Global School Feeding Meeting. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report*. Rome, WFP.

²⁰⁴ Produced in the context of the SHN partnership, which includes FAO, GPE, UNESCO, UNICEF, UNSCN, the World Bank Group, WFP and WHO. UNESCO. 2020b. *Stepping up the Effective School Health and Nutrition: A partnership for healthy learners and brighter futures*. UNESCO, Global Partnership for Education, Food and Agriculture Organization of the United Nations (FAO), United Nations Children's Fund (UNICEF), United Nations Standing Committee on Nutrition (UNSCN), World Bank, World Health Organization (WHO) and WFP.

²⁰⁵ EQ4.2: To what extent and how well is WFP engaging in advocacy efforts to influence enabling environments (policy, legal, financial, institutional and partnership frameworks) for sustainable national school feeding programmes? EQ4.1: To what extent and how well is WFP advocating and engaging in the right partnerships with national and international actors to position school feeding as a strategic entry point to contribute to the Agenda 2030? EQ3.3: How well is WFP able to leverage resources through partnership strategies at country, regional and global level?

²⁰⁶ WFP considers that governments are naturally the key partners in school feeding. WFP. 2018q. *School Feeding Situation Analysis 2018. Needs and challenges in WFP programming*. Rome, WFP.

182. **Variations across country settings:** While in the past the WFP collaboration with government entities in charge of school feeding was mostly focused on the oversight of school feeding programme implementation, this partnership has become more strategic in recent years, as indicated by the level of efforts in terms of advocacy, policy dialogue, capacity strengthening, and support to transition described in the following sections. Yet in some countries, although quite advanced in terms of transitioning, the WFP–government partnership remains at a technical level. In countries where WFP has been very actively engaging with government at a more strategic level, progress toward national ownership, and in particular multisectoral coordination, has been effective. In all three country contexts, WFP has seen cases where its relationship with the governments had deteriorated rapidly as a result of external factors such as government changes, fiscal challenges or corruption. These issues can considerably affect the role of WFP as enabler, and strategies to address this are not currently in place.

183. **Engagement with ministries:** At national level, partnership with government on school feeding happens mostly with the ministry in charge of oversight and coordination of school feeding, which is usually the ministry of education or the ministry of social affairs. Engagement with other sectors happens more naturally at the subnational level in the context of implementation of school feeding complementary services or HGSP, where WFP is leveraging the technical support from local institutions – for example, in Cambodia, Haiti, Kenya, Mozambique or Peru. When WFP is able to involve other sectors in a substantial manner – such as decentralized services of the ministry of agriculture/food systems to strengthen the capacities of local farmers and food processing or storage, or the ministry of health on nutrition and food safety – this adds value to school feeding programme outcomes. Country studies indicated that WFP rarely collaborates in any significant way with ministries of finance, economy, planning, environment or gender. On occasion, collaboration has been supplemented by engagement with parliamentarians together with the Brazil CoE, such as in Togo, although such instances remain rare. Other United Nations organizations, such as FAO, have more extensive engagement at this level and there may be opportunities in this respect that WFP could explore more.

184. **Multisectoral coordination:** SABER data from 2018 indicated that 60 percent of the countries did not yet have an established sectoral or multisectoral steering committee or coordination mechanism.²⁰⁷ And while WFP country offices are increasingly investing in partnership with host governments and education sector coordination, in particular since 2018, the evaluation country studies confirmed how challenging multisectoral coordination remains. The lack of intersectoral coordination directly affects integrated programming around SHN, as reflected in the cases of Côte d'Ivoire, Haiti or Mozambique, as well as broader advocacy and government support for the funding of school feeding programmes. In some contexts, WFP has supported governments in establishing multisectoral coordination committees around school feeding, starting at the grassroots level – for example, in Rwanda and Tunisia. This is an area where, in most cases, governments and selected United Nations agencies would welcome much stronger engagement from WFP. Where to anchor this multisectoral coordination, and ensure that it functions in a context-specific way, requires a good understanding of the SHN landscape and of coordination mechanisms. It also requires the right level of participation by WFP in coordination forums, which may range from technical inputs to more policy/diplomatic engagement, and highlights the importance of a “whole of country office engagement” in school feeding efforts on multisectoral coordination. This underscores the importance of senior management oversight and commitment to the school feeding agenda, a point that has been made earlier in this report.

Finding 30 The School Feeding Strategy has been an accelerator for external partnerships and sets an ambitious agenda which will require a mindset shift at all levels. WFP has played an important role in enhancing global external partnerships for school feeding in the last two years, forging or institutionalizing alliances with a range of stakeholders. At country level, these efforts are perceived as having a limited direct effect.

185. **New dynamics:** Key influencers of the SHN agenda very much welcome the increased weight given by WFP to partnerships as one of the key dimensions of the enabling environment for school feeding, which

²⁰⁷ WFP. 2019u. *SABER School Feeding Global Synthesis*. Internal document. 1 October 2019. WFP School-Based Programmes (SBP), Rome, WFP.

is fully aligned with the vision of the global community on school feeding.²⁰⁸ With the re-establishment of the WFP SBP Division since 2018 and the consultative process adopted for the development of the School Feeding Strategy, there have been renewed efforts in global level engagement. The progress made on that front has reached levels expected by WFP in 2025. Indeed, multiple engagements were cemented in the last two years. Most promising efforts include: (i) revitalized partnerships around the SHN agenda, such as the coalition of partners on Stepping Up Effective School Health and Nutrition and the UNICEF-WFP partnership; (ii) the elaboration of an HGSF resource framework (involving WFP, FAO, the International Fund for Agricultural Development (IFAD), NEPAD, GCNF and the Partnership for Child Development (PCD)), although this has not yet led to more concrete partnerships on the ground; (iii) a partnership with UNESCO to position SHN in education – memorandum of understanding (MoU) to be signed in March 2021; (iv) a partnership with GPE which will see WFP as part of the Executive Board in 2021; (v) an alliance with the World Bank on a joint research agenda which is yet to be defined; and (vi) collaboration with ECW for joint programming and advocacy for school feeding in emergencies and protracted crisis settings.

186. School-centred multi-agency partnerships have featured in school feeding approaches for decades, such as the Focusing Resources on Effective School Health (FRESH) framework,²⁰⁹ and Nourishing Bodies, Nourishing Minds.²¹⁰ So far, they have failed to make a significant difference in fostering joint school feeding programming efforts with other United Nations agencies to increase effects on education and nutrition outcomes. Several respondents are confident that the dynamics this time are different due to a stronger anchoring in the education sector and a strong impetus on nutrition, and that this is strengthened by the efforts of a very engaged team and leadership at headquarters. The growing role of the United Nations System Standing Committee on Nutrition (UNSCN) in facilitating this agenda is also acknowledged as positively influencing progress in collaboration and helping in addressing some of the tensions across agencies, notably in terms of the nutrition approach. The way agencies have joined forces to respond to the Covid-19 crisis with joint approaches and guidance, as well as joint communications and support to countries, confirms that respective engagements are strong and can be put into practice (see Annex M).

187. **Effects at country level:** The evaluation country studies suggested that, with the exception of the Covid-19 response, many of the efforts on global partnership initiatives have not yet percolated down to country level, where country capacity to drive partnerships is limited by the fact that not many country offices have partnership officers. More support will be needed on the operational aspects of partnership and in navigating the complex dynamics of highly competitive environments. Country offices are aware of initiatives that have led to operational partnerships (e.g. with ECW, UNICEF, or the United Nations Population Fund (UNFPA)), but have limited knowledge of the other partnership frameworks (e.g. partnership with the World Bank or the UNSCN Community of Practice) and how these could be leveraged to add value to their work.

Finding 31 A landscape analysis of WFP external partnerships on school feeding and a review of lessons from countries revealed that there are still important gaps in terms of: (i) leveraging partnerships that will enhance sustainability of school feeding programmes; and (ii) guiding and prioritizing effective partnerships. WFP is often not seen as a driver of partnerships around school feeding, in particular at country level where opportunities exist to: strengthen synergetic approaches between UN agencies, promote advisory partnerships with non-governmental organizations (NGOs), develop a shared vision with partners from the private sector, prioritize partnering on learning and research with regional organizations more strongly, and promote broader SHN partnerships.

²⁰⁸ As repeatedly recognized by the statements of the GCNF Communiqués. See the Communiqués for the years 2017, 2018, 2019: <https://gcnf.org/events/forum/>.

²⁰⁹ UNESCO. 2014. *Monitoring and Evaluation Guidance for School Health Programs: Eight Core Indicators to Support FRESH*. Paris, UNESCO. <https://unesdoc.unesco.org/ark:/48223/pf0000226768>.

²¹⁰ UNESCO, UNICEF & WFP. 2013. *Nourishing Bodies, Nourishing Minds – Partnering for the Child's Well-being and Equity in Education*. Paris, New York and Rome, UNESCO, UNICEF and WFP.

188. The landscape analysis of WFP school feeding partnerships conducted by the evaluation team highlighted areas that appear insufficiently explored or would require additional focus (see Annex P for more details on partnerships).

189. **United Nations partnerships:** Partnership frameworks between WFP and the other Rome-based agencies, and in particular FAO, are considered challenging,²¹¹ despite a stronger alignment between FAO and WFP in terms of strategies/frameworks for strengthening enabling environments for SHN policy and programmes.²¹² Opportunities for further collaboration with FAO and WHO in the domain of healthy diets have been insufficiently explored, leading to duplication of efforts in terms of nutrition-sensitive school feeding guidance. The UNICEF-WFP operational partnership, launched by the Executive Directors of WFP and UNICEF in January 2020 at the World Economic Forum in Davos, appears more promising and was identified as a strong example of delivering health and nutrition packages at scale by the Mid-Term Review of the WFP Strategic Plan 2017–2021.²¹³ Key global informants very much welcomed this effort, which was also acknowledged by regional bureaux and several country offices. At country level, collaboration with United Nations agencies is mostly seen as provision of complementary services to school feeding (support to agriculture with FAO, WASH with UNICEF, support in refugee settings with the United Nations High Commissioner for Refugees (UNHCR), provision of infrastructure with the International Labour Organization and the United Nations Office for Project Services (ILO/UNOPS)), but with still limited successful examples of joint programming or MoUs to ensure that practical steps are taken forward. Ensuring concurrent and synergetic approaches at country level in the same geographical areas also remains challenging.

190. **Civil society organizations and the private sector:** Partnerships with civil society organizations (CSOs) and the private sector need further guidance to align with the ambitions of the new School Feeding Strategy. Collaboration with CSOs has in general been limited to joint implementation, with strong contributions from NGOs in providing complementary services, such as in the areas of education, gender and WASH, but the collaboration has not yet brought the advisory engagement envisioned in the Strategy. The value of establishing effective partnerships with local NGOs for sustainability of results is recognized but is often not done in a systematic manner. The School Feeding Strategy does not clarify how to partner productively with the private sector and ensure that this leads to responsible engagement.²¹⁴ The evaluation country studies illustrated various examples of engagement with the private sector on digitalization, cost-benefit analysis or the direct provision of food, but also insufficient coordination around a common vision with the government, which could include: (i) creating incentives for the production of healthier food; or (ii) aligning partnerships and local food procurement strategies.

191. **Learning and research, and regional organizations:** Partnering on learning and research, and with regional organizations, is insufficiently defined and prioritized. While the School Feeding Strategy emphasizes the WFP and World Bank alliance for leading on the learning and research agenda, regional bureaux also see a key role to be played at regional level by regional organizations and/or CoE. Overall, collaboration with research and academia institutes is still at an early stage. WFP has developed a good collaboration with the African Union and the African Union Development Agency (AUDA)-NEPAD focused on advocacy around HGSF since 2000, which is now focusing on a continent-wide school feeding database. The evaluation has not identified other examples of partnerships with regional organizations having generated a clear political drive for school feeding. WFP informants have expressed doubt on the priority of developing these collaborations considering the level of capacity of these institutions, and the transaction costs of establishing these partnerships. As the new SBP Division calls for regionalization and some donors are also pushing for strengthened collaboration with regional organizations, it will be critical to fine-tune the purpose and scope of these regional partnerships to ensure that they will add value to enabling the environment for school feeding at country level.

192. **Challenges to put in place effective partnerships for SHN:** At country level, working in partnerships for SHN is considered a priority, but lessons learned from recent years indicate that engaging

²¹¹ They are the subject of a joint evaluation commissioned by WFP, FAO and IFAD, which commenced in October 2020.

²¹² FAO. 2019a. *FAO School Food and Nutrition Framework*. Rome, Food and Agriculture Organization of the United Nations (FAO).

²¹³ WFP. 2020y. *Mid-Term Review of the WFP Strategic Plan (2017–2021)*, WFP/EB.A/2020/5-A/Rev.2. Rome, WFP.

²¹⁴ Internal work towards a coherent approach between divisions has recently started.

and operationalizing strategic and sustainable partnerships for school feeding remains difficult, and that the mindset shift that it requires within WFP is not yet present. A key aspect of these challenges is that, in practice, school feeding is positioned across the humanitarian–development–peace nexus, which further challenges the advocacy tasks and the establishment of partnerships, in particular in the absence of the required skills to do so at country level. The need for a mindset shift within WFP to promote and invest in strategic partnerships is corroborated by the recent Mid-Term Review of the WFP Strategic Plan 2017–2021.²¹⁵ “Strong partnerships and inter-sectoral coordination on school health and nutrition” was the third most frequent choice among survey respondents who were asked to identify the single most important success factor for WFP work in school feeding, from a list of seven options (with 16 percent of survey respondents choosing this option). But, while survey responses suggested that WFP is able to put in place “effective partnerships for school feeding with other organizations” (59 percent of survey respondents), qualitative responses also recognized the challenge of bringing partners to agreement on aligning priorities, and the investments this requires. A review of lessons learned across country studies indicated that tensions or competition with school feeding partners at country level related to resource mobilization or mandates remain frequent. Several examples of missed opportunities of collaboration with influential partners, such as international finance institutions (IFI), were reported, due to a lack of capacity to pitch the dialogue at the right level. Donors reported having to create the incentives within WFP so that comprehensive school feeding partnerships effectively happened; for example, USDA on learning outcomes or Canada on strengthening gender-transformative aspects.

*Appropriate policy/legal/strategy framework and related financial capacity (EQ4.2)*²¹⁶

Finding 32 WFP has facilitated government-led formulation of policy and strategy frameworks to advance school feeding in different settings. Focus on the subnational policy level has been more limited, and WFP has little capacity to engage in strategic support at this level.

193. **Policy and strategy frameworks:** WFP has invested in advocating for and supporting the development of country policy and strategy frameworks related to school feeding since 2013. As highlighted in section 2.4 (and illustrated in Figure 6 above), among the countries where WFP operates, there has been a significant increase in the number of countries that have adopted a national school feeding policy: specifically, an increase of 56 percent in LMICs and of 63 percent in LICs.²¹⁷ This large increase in government school feeding policy initiatives indicates that these efforts have paid off. This was largely corroborated by the country studies, which indicated a clear connection between WFP efforts and the development of school feeding frameworks. Studies such as SABER in Côte d’Ivoire, Haiti, Tunisia and Tajikistan, impact evaluations such as in Peru, or cost analysis as done in Kenya, Rwanda and Tunisia, and visits to the Brazil CoE have been effective inputs into these policy processes. Policies have often been accompanied by strategy, operational guidance, and action plans with a view to facilitating their operationalization. The extent to which these documents have been effective has not been systematically monitored. Working at policy level in fragile settings has naturally proven more challenging, as shown in Haiti, Mozambique and Syria, as illustrated in Box 15 below.

²¹⁵ WFP. 2020y. *Mid-Term Review of the WFP Strategic Plan (2017–2021)*, WFP/EB.A/2020/5-A/Rev.2. Rome, WFP.

²¹⁶ EQ4.2: To what extent and how well is WFP engaging in advocacy efforts to influence enabling environments (policy, legal, financial, institutional and partnership frameworks) for sustainable national school feeding programmes?

²¹⁷ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP. WFP. 2020zi. *State of SF Worldwide 2020. Info Session for the Evaluation Team* by WFP School-Based Programmes Division. Rome, WFP.

Box 15 Engaging in school feeding policy dialogue in fragile settings – the example of Haiti

In **Haiti**, WFP seized a window of opportunity between 2015 and 2017 when the country was more stable. It played a significant role in supporting the elaboration of a school feeding policy and strategy, complemented by detailed implementation guidance. The national school feeding policy and strategy was adopted by the Government in 2016. But in 2017, the process was suddenly aborted due to security reasons. Considering the high level of risk and corruption associated with this process, most organizations decided to stop supporting work related to the governance of the education sector, and WFP also pulled out its engagement. To date, the frameworks have not been operationalized, and the Government's commitment to school feeding remains fragile. Despite the limited results at the government level and the risks associated with this process, most interviewees underlined the relevance and quality of WFP's support to this process and recognized that this has contributed to the professionalization of school feeding in Haiti.

194. **Subnational policies:** The country studies yielded very few examples of where WFP contributed to the integration of school feeding in subnational policy and planning frameworks – only Tajikistan and Rwanda. WFP often lacks the capacity to engage at this level. This is a point for future attention, especially in countries where decentralization is taking place and government budgets are now allocated at this level – for example, in Cambodia and Kenya.

195. **Legal frameworks:** WFP has on rare occasions contributed to the drafting of school feeding laws, where other agencies like FAO²¹⁸ or the Social and Industrial Foodservice Institute (SIFI) (e.g. Russian law adopted in 2019)²¹⁹ have a stronger comparative advantage and could be a natural partner. In Togo, for example, WFP has provided technical support and policy inputs over an extended period, which led to the adoption of a law which identifies school feeding as a social protection mechanism and which – through its 37 articles – defines how school feeding should function; it includes requirements for food delivery and storage, hygiene and food security, outlines the responsibility of different stakeholders, and foresees sanctions in case of non-compliance. The example of Togo shows that WFP can be an effective contributor to legal and institutional frameworks. Countries which are planning to work on school feeding laws have not yet learned from such initiatives or explored such partnerships, which could help in complementing WFP expertise (as, for example, in Côte d'Ivoire and Haiti).

196. **WFP policy skills:** Policy and strategy support is rated as the second most important area (out of ten) “where WFP currently adds most value” by country office and regional bureau survey respondents (58 percent and 48 percent, respectively). Nonetheless, the country studies suggested that there is considerable scope for WFP to more fully understand the spectrum of policy priorities, to identify areas that deserve attention for increased policy coherence in the school feeding domain, and to act as an impartial adviser for creating policy changes. The long-standing experience of WFP in school feeding programming gives the organization credibility and a strong voice in policy debates. But this also requires strong policy mapping and analytical skills and engagement over time, for which WFP does not have the requisite expertise. This also means that WFP must strike a balance between pushing for its own priorities as implementer and responding to country school feeding policy priorities; this has been particularly challenging in several contexts where counterparts thought WFP was pushing for a model that relied on imported fortified foods instead of promoting local production of nutritious food.

197. Similarly, there are tensions where the continued engagement of WFP in delivery of food is perceived as being at odds with the transition process. WFP staff often do not consider themselves equipped to focus on such issues or on other emerging school feeding policy issues, such as urbanization or integrating climate change into school feeding programming. The policy guidance recently developed by FAO gives an overview of the breadth of the work that promoting improved policy coherence in the education sector entails and would be a useful tool for supporting enhanced WFP school feeding policy work. To address policy issues which are emerging in the debate on school feeding, FAO published a policy guidance note, which provides elements for working on school feeding policy changes and highlights areas which deserve

²¹⁸ FAO has just released a Legal Guide on School Food and Nutrition: FAO. 2020c. *Legal Guide on School Food and Nutrition. Legislating for a healthy school food environment*. FAO Legal Guide 2. L. Cruz. Rome, Development Law Service, Food and Agriculture Organization of the United Nations (FAO).

²¹⁹ Cf. WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

attention for increased policy coherence around schools including: (i) regulating the food offer in school settings; (ii) integrating food and nutrition education in the curriculum; (iii) linking institutional procurement with local smallholder production; (iv) promoting sanitation and food safety policies; (v) linking social protection programmes to education settings; and (vi) making the integration of environmental sustainability a priority in education settings.²²⁰ Policy work also needs dedicated staff capacity with very specific skills, management attention and oversight – all of which are areas highlighted earlier in this report where further investment seems warranted.

Finding 33 At country level, WFP is conscious of the importance of anchoring school feeding in the different sectors and has made progress in linking it with social protection policy dialogue. The extent to which this has happened varies by region.

198. **Anchoring in sector systems:** WFP is aware of the importance of linking school feeding with other relevant sector agendas, while also adapting to specific contexts and opportunities. This came out strongly in the different country interviews, as well as in the survey, where staff indicated that “school feeding should be linked not only with education, but also health, nutrition, agriculture and other relevant laws and policies, as it is a universal and fundamental right (social, economic and cultural) for school-aged children”. Key informants at global and regional level made a strong plea for WFP engagement in the different sector policy dialogues, which provide an opportunity to “influence government systems and budgets which means the chances of going to scale and making things sustainable are much more realistic”.

199. **Linking school feeding with social protection:** The review of the school feeding policy landscape (see Annex Q) and the WFP contribution in the different country studies showed the readiness of WFP to engage actively in linking school feeding with the social protection system, positioning school feeding as an effective safety net, such as in Cambodia or Rwanda, or as a shock-responsive tool, for instance in Haiti, Mozambique or Peru. This was made possible due to the active participation by WFP in the social protection policy dialogue and related coordination mechanisms.²²¹ It has been particularly successful in countries like Peru where the national school feeding programme is anchored in the Ministry of Social Protection (MIDIS). It has proven more challenging in countries like Côte d'Ivoire where key influencers of social protection policies and investments are reluctant to include school feeding in the safety net scheme.²²² The WFP response to the Covid-19 pandemic has further emphasized the importance of school feeding as a social safety net and the need for linkages to social protection systems (see Annex M). A practical challenge of importance is the lack of alignment between school feeding databases with national social registers²²³ – a challenge that is also acknowledged in the context of the Covid-19 response.

Finding 34 National school feeding policy implementation will largely depend on increasing the financing of national school feeding policies and programmes, which is a significant challenge. WFP has started to create incentives for more sustainable models of financing in a more systematic manner.

200. A review of the funding sources for school feeding programmes in the State of School Feeding Worldwide²²⁴ indicated that, while patterns across countries in the world have remained stable since 2013,

²²⁰ WFP. 2019o. *Global School Feeding Meeting. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report.* Rome, WFP.

²²¹ Progress on that front and review of conducive/hindering factors were discussed as a key topic in the WFP Global School Feeding Meeting in July 2019, Session 5: School Feeding, a Social Protection Opportunity.

²²² In Côte d'Ivoire, reluctance to include school feeding in the safety net scheme has been expressed because of: (i) the cost of school feeding; (ii) the limited financial resources available; (iii) the demographic growth pressure; and (iv) the high dependence of the school feeding model on communities which are not structured and do not have the capacity to respond to this demand.

²²³ See, for example: WFP. 2020zh. *State of School Feeding Worldwide 2020.* Unpublished draft. Rome, WFP, Case Study 5.4 Tunisia.

²²⁴ WFP. 2020zh. *State of School Feeding Worldwide 2020.* Unpublished draft. Rome, WFP.

“there is an important trend for low-income countries to have very significantly increased their share of domestic funding from 17 percent to 28 percent and thus increased their self-reliance in supporting these programmes”. This increased share of domestic funding for school feeding is encouraging but should not hide the challenges countries face, in particular the fact that investment in school feeding has not grown in proportion to the development of policies. While an additional 60 percent of supported governments had adopted a school feeding policy by 2020, the investments in terms of national budget expenditure were significantly lower, with an increase of only 10 percent overall. In LICs, 69 percent of school feeding programmes are still funded by international donors (a reduction of 10 percent since 2013), and in LMICs, 18 percent are provided by international donors, a reduction of 25 percent since 2013.²²⁵

201. **School feeding financing challenge:** The national financing of school feeding remains a major challenge since: (i) “scaling-up and consolidating school feeding interventions requires considerable resources and a steady flow of funds – across low income countries, school-feeding programmes, on average, cost about US\$50 per child per year”,²²⁶ more recently estimated at US\$ 56 per child per year;²²⁷ and (ii) this funding cannot be easily absorbed within the already stretched education budgets and, because of its considerable cost, needs to be resourced from within the wider government budget.

202. **Making the case:** The WFP School Feeding Strategy clearly emphasizes the importance of increasing the investment in school feeding.²²⁸ The forthcoming State of School Feeding Worldwide makes the case for school feeding²²⁹ and is an illustration of this increased attention. This publication is expected to help further raise the awareness of governments on the importance of investments in school feeding, complementing the efforts of the GPE in this respect, which creates incentives for developing country partners to develop financially sustainable education sector plans, increase national budget allocations (with a target of at least 15 to 20 percent of their total public expenditure to education as per the 2015 Incheon Declaration), and improve the quality of education expenditure. The GPE monitors these efforts on an annual basis as part of the GPE results frameworks.²³⁰

203. **Country illustrations:** In different country settings, WFP is stepping up efforts to strengthen financial frameworks for school feeding. In Côte d'Ivoire, the national allocation to school feeding has decreased since 2011, and WFP is exploring various ways to influence a change in this trend. The new MGD grant to that country will support: (i) conducting a cost-effectiveness analysis to improve the efficiency of the model; (ii) organization of a national workshop with different school feeding partners to identify innovative financing mechanisms; (iii) planning of a round table for financing the School Feeding Policy & Strategy; and (iv) the signing of an MoU with the Government to support the operationalization of the School Feeding Strategy, which will include a commitment to increase the budget allocated to school feeding. In other countries reviewed by the evaluation, WFP efforts were linked to an increase in the national budget allocated to school feeding in different ways: leveraging investment from IFIs (commitment from the African Development Bank (AFDB) after visiting central kitchen pilots in Tunisia), strengthening advocacy and partnerships for school feeding in Rwanda and supporting the identification of ways to reduce costs there, or anchoring school feeding in sector policies and strategies, as in Rwanda and Peru.

²²⁵ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

²²⁶ Kristjansson, E.A., Gelli, A., Welch, V., Greenhalgh, T., Liberato, S., Francis, D. & Espejo, F. Costs, and cost-outcome of school feeding programmes and feeding programmes for young children. Evidence and recommendations. *International Journal of Educational Development*. Volume 48: May 2016, p. 79-83. <https://doi.org/10.1016/j.ijedudev.2015.11.011>.

²²⁷ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

²²⁸ Work Stream 4 of the Strategy, “Increasing the investment in school feeding: a new funding model”, aligned with the recommendation No. 5 of the AU School Feeding cluster: “Innovate financial arrangements by diversifying sources of financing for school feeding programmes and/or putting into place co-financing mechanisms”. WFP & AU. 2018. *Sustainable School Feeding Across the African Union*. WFP Centre of Excellence. Rome and Addis Ababa, WFP & Economic Policy Research Institute for the African Union..

²²⁹ See: WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP, section 3, “The costs and benefits of school feeding”.

²³⁰ GPE. 2018. *GPE's Engagement on Domestic Financing for Education. Policy Brief*. Washington DC, Global Partnership for Education (GPE).

But the review of the changes in budget allocated to school feeding across the country studies also highlighted situations in countries where there has been no evolution.

*Strengthened institutional capacity to design, implement and monitor school feeding programmes (EQ4.3 & 2.4)*²³¹

Finding 35 The scope of WFP school feeding capacity-strengthening work remains quite narrow in general, focused mostly on traditional WFP school feeding implementation activities and less on institutional reforms and complementary aspects of school feeding quality programming, which should include attention to gender transformation, support to nutrition-sensitive local agriculture and food systems, capacity and mobilization of local actors, and the introduction of climate-sensitive approaches. Change is starting to show and there is room for further work by WFP in conducting capacity assessments.

204. WFP country offices reported that assessments of school feeding capacity development needs have been rare.²³² Support to institutional capacity by headquarters, regional bureaux and the Brazil CoE has frequently been limited to advocacy. This is an area where work with other agencies has not been prioritized beyond support to specific technical areas that are not part of the WFP mandate, such as literacy or hygiene and sanitation. Although different agencies have shown interest in engaging with WFP on this front, the evaluation team did not identify examples of countries where WFP has engaged comprehensively on a joint strategy for strengthening institutional capacities for school feeding programming, with the exception of the Social and Industrial Foodservice Institute (SIFI) in Cambodia.

205. **Guidance:** Recognizing the need for improved corporate guidance on capacity strengthening and ways to measure progress, WFP is currently conducting a situation analysis which will result in a corporate strategy to be issued by mid-2021.²³³ This strategy will be of critical importance to future WFP efforts in capacity strengthening.

206. **Strategic focus:** A review of school feeding capacity strengthening in the evaluation country studies and of findings against this theme in decentralized evaluations focusing on school feeding showed that most capacity strengthening has focused on areas related to the implementation/delivery of school feeding at the local level (see Annex I). This includes capacity strengthening on food procurement modalities, food preparation and conservation, support to cooks and school feeding councils on the management and monitoring of school feeding activities and school feeding core indicators, and to a lesser extent nutrition/healthy habits and hygiene counselling. Efforts have been less oriented towards strengthening the systems and institutions,²³⁴ although there are clear attempts at doing so (see Box 16 below). Overall, WFP staff consider that capacity-strengthening efforts need to be tackled more comprehensively, across different levels, and in a more coordinated and sustainable manner.

²³¹ EQ4.3: To what extent and how well is WFP focusing on strengthening national and local institutional capacities for school feeding programmes' design and implementation, including targeting, monitoring and evaluation? EQ2.4: To what extent and how well have WFP school feeding programmes contributed to strengthening national capacity for school feeding through policy support and technical assistance?

²³² From the review of country studies and decentralized evaluations, this has been done only in São Tomé & Príncipe: WFP. 2016h. *Evaluation d'Opération. São Tomé et Príncipe – Projet de Développement DEV 200295 – « Transition vers un Programme National d'Alimentation et de Santé Scolaire à São Tomé et Príncipe » 2012-2016 : Evaluation d'Opération du PAM (2012-2016). Rapport d'Evaluation – Version Finale.* M. Visser, J. Pinto & C. Garrido. Rome, WFP.

²³³ The CCS toolkit explores five pathways, drawing from the SABER, and is currently the reference. It will be revised to reflect the vision of the headquarters capacity-strengthening unit established in 2019, which considers that WFP should ensure that stakeholders are ready to absorb capacity over time. WFP. [no date d] *WFP Corporate Approach to Country Capacity Strengthening (CCS). CCS Toolkit Component 001.* Rome, WFP.

²³⁴ As per the School Feeding Strategy, this includes strengthening “national supply chains, information management systems, policy, planning and budgeting processes, the administrative set up, and accountability and reporting mechanisms of governments”. WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030.* Rome, WFP.

Box 16 Countries where a more comprehensive approach to capacity strengthening is taking shape

Bangladesh: WFP has set up an embedded capacity support unit within the Ministry of Education which provides technical assistance support in: M&E, NGO selection and performance assessment, selection of biscuit factories, commodity tracking and supply-chain management.²³⁵

Rwanda: The capacity-strengthening approach of WFP has included training at school and district level, coaching and support to implementing partners, and placement and payment of staff at district level, as well as at the Ministry of Education and the Ministry of Agriculture and Animal Resources. The approach is moving from everything being parallel and implemented by WFP, to alignment with government systems, although some aspects of the system are still transitioning.

Tunisia: After the introduction of the CSP, and once the policy framework and governance mechanisms were in place, WFP efforts focused on strengthening capacities for implementing the school feeding strategy and increasing accountability (action plan with targets), and for developing pilots at the local level. To adapt to these needs, WFP strengthened its presence at the local level by establishing long-term agreements with CSOs and by drawing on expertise from the private sector to develop innovations such as the central kitchens, food banks and supply chain management system.

Tajikistan: WFP has influenced the establishment of a school feeding unit within the Ministry of Education and Science, to which it will provide staffing, equipment and training.

Source: Evaluation team, country studies and compendium of decentralized evaluations.

207. Looking back at the areas for quality programming that WFP has prioritized in the School Feeding Strategy, the evaluation team identified several domains where capacity-strengthening efforts have received insufficient attention:²³⁶

- **Capacity strengthening for gender transformation** (see also Annex L): When asked “where WFP currently adds most value”, gender equality was the last of ten options of choice for respondents, with 8 percent of country office responses and 3 percent of regional bureau responses. Asked whether “WFP has been able to implement gender transformative approaches to school feeding”, half of country office respondents (52 percent) and 35 percent of regional bureau respondents agreed or strongly agreed. Only a small number of country studies identified a strong attention to capacities for gender-sensitive programming. For example, in Haiti, following a thorough study of root causes of gender inequalities, WFP, together with PLAN International, recently developed a social and behaviour change communication (SBCC) strategy²³⁷ to address, in the context of the school feeding programming: (i) gender and governance; (ii) access to nutritious food for women/girls; and (iii) reducing the risk of violence/discrimination in schools and strengthening complaint feedback mechanisms.
- **Supporting nutrition-sensitive local agriculture and food systems** (see also section 2.1, Finding 9 and Finding 10): The growing attention to HGFSF models²³⁸ has not been matched with commensurate attention to capacity strengthening of smallholder farmers/farming associations/women producer groups and to the local food systems around schools. There has been insufficient focus on making these systems more nutrition-sensitive, giving attention to food safety issues, and designing joint capacity-strengthening strategies for the longer term, involving other agriculture/food security stakeholders. A number of countries, namely Haiti, Syria, Côte d'Ivoire, Rwanda, Peru and Tunisia, identified this as a priority area for capacity strengthening,

²³⁵ WFP. 2018k. *Final Evaluation of McGovern-Dole-supported School Feeding Programme in Bangladesh (FFE-388-2014/048-00) March 2015 to December 2017*. M.G. Cano, C. Murphy, F. Ahmed & H. Suarez. Bogotá and Rome, Econometria and WFP.

²³⁶ Based on the country studies, compendium of decentralized evaluations, and ranking of priority areas requiring capacity-strengthening efforts emerging from the global and regional interviews and WFP staff survey.

²³⁷ WFP. 2019zl. *Transformative School Feeding Programme in Haiti. Social and behavioural change strategy to advance gender equality and nutrition (2019–2023)*. WFP, Plan International Haiti and WFP Regional Bureau Panama.

²³⁸ Effectively implemented as part of capacity-strengthening activities in only 5 out of 22 decentralized evaluations (see Annex I).

recognizing that this goes well beyond the mandate of school feeding programming and requires connection with other large food and agriculture programmes and resilience initiatives such as those being piloted in Peru.²³⁹

- **Attention to capacity, involvement and mobilization of local actors:** WFP advocates for stronger involvement of local authorities and communities in school feeding programmes, but only a few initiatives²⁴⁰ have focused on strengthening the institutional capacities of these local actors, or assisting government to do so.²⁴¹ As in work on subnational-level policies, this requires presence on the ground and long-term engagement by WFP.
- **Introducing climate-sensitive approaches:** The evaluation found that climate-sensitive programming has been absent from WFP school feeding capacity-strengthening priorities (see Annex L for a discussion on the issue of climate change). Thus, WFP has introduced fuel-efficient cooking stoves as part of direct implementation, but a broader climate-sensitive programming approach that could be sustained over time has not been introduced. Governments such as in Peru have identified this as a priority considering the considerable volume of solid waste produced by school feeding activities. The need for stronger attention to this was echoed in responses to the open-ended questions in the survey.

Finding 36 WFP is exploring new ways of doing country capacity strengthening around schools and successfully introducing innovations adopted by governments. There is room for further innovations in line with WFP priority agendas.

208. WFP has started to explore new ways of doing capacity strengthening anchored in the education systems, which could have an impact over the longer term and offer efficiency gains. For example, in some countries WFP is developing training programmes/curricula (including digitalized formats) with ministries of education and universities on school feeding programme management or on specifics such as the promotion of healthy and nutritious meals/eating practices – for example in Kenya, Peru and Tajikistan.

209. The evaluation found that WFP has the capacity to introduce and pilot innovations which could be further capitalized (see Box 17 below). The importance of innovation was also clearly emphasized in the open-ended responses to the survey, which identified innovations as the sixth most important area of investment (from a total of 11 areas of innovation identified in open responses), and which included a number of suggestions for the introduction of a special fund for innovation. It will be important for WFP to prioritize certain types of innovation, such as those that increase efficiency/reduce costs or those that address programmatic gaps – for example, in areas such as gender transformation and climate issues.

²³⁹ WFP strengthened the capacity of local producers that were already receiving support from a large rural development project (Haku Winay/Noa Jayatai) implemented by the Social Development Fund (FONCODES) of the MIDIS.

²⁴⁰ Interesting initiatives are ongoing in Peru and Guatemala to give a more central role in school feeding programmes to mayors, as well as in Tunisia with CSOs and the private sector to develop innovations.

²⁴¹ WFP. 2020m. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Niger Evaluation Report*. M. Visser & J.-P. Silvéreano-Vélis. Freiburg, Germany, and Rome, Particip GmbH and WFP. WFP. 2017zf. *WFP Policy on Capacity Development: An update on implementation (2009). Evaluation Report*. M.-H. Adrien, H. Baser, J. Markie, D. Thompson, R. Slaibi & A. Wenderoth. Westmount, Quebec, and Rome, Universal Management Group and WFP.

Box 17 Introducing innovations in school feeding programming

Tunisia – school food banks: From 2018, WFP has supported the introduction of school food banks, which provide for food to be stockpiled for distribution to schools in case of food shortages. Since this, there have been no more pipeline breaks. The school food banks currently only stock non-perishable items but there is a desire to include fresh products as well in the future. The Ministry of Education is willing to scale up this innovation.

Tajikistan – micro-grant system: WFP recently introduced a micro-grant system, where schools enter a competitive proposal scheme for cash grants for projects that will supplement the school's cash or food to support school feeding, such as shops, bakeries, beekeeping, greenhouses or rabbit rearing.

Rwanda – handwashing station: UNICEF, the Ministry of Education, World Vision and WFP have developed a low-cost design for permanent handwashing stations for all schools, a design which was motivated by the Covid-19 pandemic. Good capacity has been built for implementation.

Source: Evaluation team country studies and compendium of decentralized evaluations.

Effective transition strategies towards nationally owned school feeding programmes (EQ4.4)²⁴²

Finding 37 Experience has shown that transitioning is a long-term process and internal analysis of pre-conditions, country readiness, challenges and opportunities is the necessary foundation for school feeding transition strategies. WFP preparatory work has not developed sufficiently effective, realistic, gradual, comprehensive, and well-supported and monitored transition strategies and plans, and there are significant challenges with regard to aligning WFP and governments' monitoring systems.

210. Transitioning requires context-specific analyses up front, to identify whether preconditions are in place, and what the implications are for the feasibility and stepwise nature of transition strategies. SABER is the tool of reference for assessing country progress along the pathway of school feeding transitioning, and is considered to be a useful tool for benchmarking and scoping and triggering political interest. WFP and the World Bank are currently revising SABER and producing a Healthy-SABER, which will combine school health and school feeding assessments, with a view to simplifying the tool and improving some of the domains for benchmarking that have been identified as relatively weak, such as quality programming. Yet, this will not replace an internal analysis of country readiness challenges, and opportunities, which should be the foundation for school feeding transition strategies. Such analyses could take the form of government-led consultations with school feeding key stakeholders at both subnational and national levels to ensure stronger ownership of the transitioning process, and in-depth assessments of the different school sites. Across country studies, WFP staff consider themselves not sufficiently equipped to conduct this type of comprehensive assessment in terms of tools, approaches and staff.

211. Country offices face a range of challenges when conducting analysis as part of these preparatory processes, including: (i) clarity on what package of minimum conditions should be in place before handover; (ii) what process should assess progress against minimum conditions to avoid a premature handover and consequent risks of failure; (iii) what model should be transitioned (and in particular what are the trade-offs between a more integrated/quality model and a degraded model allowing greater coverage); (iv) how progress gets measured; (v) how cost-effectiveness of the model is assessed; (vi) how to ensure accountability; and (vii) how to mitigate operational risks associated with the handover (public budget system, procurement system, data monitoring and protection), as illustrated by experiences from Cambodia, Kenya, Rwanda and Tajikistan.

212. As a result, transition plans²⁴³ with governments are at times insufficiently articulated or take quite a narrow approach. For example, they may focus mainly on the handover of WFP-managed schools, without taking into account the quality of the school feeding programme in non-WFP-managed schools, or without

²⁴² EQ4.4: To what extent and how well is WFP developing and implementing effective transition strategies to ensure time-bound handover of school feeding programmes to national and local institutions?

²⁴³ The evaluation team had access to transition plans or road maps from the following country studies: Cambodia, Côte d'Ivoire, Kenya, Tajikistan, and a two-pager on the Armenia handover process.

giving sufficient attention to the other key components of transitioning that need to be up and running for the handover to be effective and for school feeding to be sustained in the long run. The new School Feeding Strategy insists on the need to have time-bound transition plans in place. While it is important to improve the scope, realism and quality of these plans and to monitor their progress, it is also critical to ensure that prerequisites are in place before urging any transition (Box 18 below).

Box 18 Example – Transition challenges

Mozambique: In 2019, WFP worked on transitioning to cash transfers to schools for the procurement of ingredients for school meals. During the first half of the year, it supported the Ministry of Education to transition the programme's food procurement model, allowing for prioritization of local commodities. This included engagement with local retailers. Upon completion of this transition, the programme started using a CBT approach. However, the process of setting up bank accounts for schools took longer than anticipated. Subsequently, this hindered schools' ability to procure vegetables aimed at complementing and diversifying the dry foods procured through retailers. This in turn led to a reduced number of days in the provision of multi-food groups.

213. A specific challenge lies in aligning the WFP monitoring system with those of governments. SABER data from 2018 indicated that almost 85 percent of the countries did not yet have an established functional school feeding M&E system.²⁴⁴ When asked to indicate their level of agreement with a series of statements, only 13 percent of survey respondents from headquarters and regional bureaux "agreed or strongly agreed" that "WFP monitoring and reporting systems are able to align well with government systems". In most countries, school feeding data continue to be absent from annual education statistics reports. Despite this critical need, WFP efforts to strengthen national M&E capacities and align its school feeding monitoring and reporting systems with those of governments have been limited. Where WFP has supported attempts to introduce national M&E systems that can be taken over by ministries of education, these efforts have in practice faced a range of challenges, and in some cases have been insufficiently owned by other school feeding cooperating partners. WFP is also insufficiently exploring how it could strengthen and leverage existing government data from various sectors and improve synergies across the different sector data systems, such as linking vulnerability databases from the Ministry of Education and the Ministry of Social Protection, as is the case in Tunisia.

214. The lack of progress in this area frustrates the focus by WFP on transitioning, as evidenced by the country studies and decentralized evaluations. In Lao People's Democratic Republic (PDR), district education officers were responsible for monitoring the activities, but as the quality of data generated by the system was too poor to satisfy donors (and WFP was not capable of addressing this lack of capacity), WFP removed the monitoring function from the officers.²⁴⁵ In Togo, the M&E system as designed in the WFP school feeding M&E manual was implemented for less than a year because the principals and school inspectors were not sufficiently trained to use it.²⁴⁶ The decentralized evaluation recommendations suggested a need for shifting significantly from WFP-led monitoring towards joint monitoring systems and processes (see Annex I, selected recommendations on monitoring).

215. In countries in Context 3 where WFP is solely providing technical assistance, the support to school feeding monitoring is more demand-driven and likely to lead to evidence-based decision making. Examples include supporting the development of an M&E system for the delivery of school feeding baskets to households, looking at indicators related to acceptability and consumption patterns, for example in Peru, and introducing blockchain technology as part of the monitoring system to trace food products from arrival in the warehouse to delivery to the schools, as in Tunisia.

²⁴⁴ WFP. 2019u. *SABER School Feeding Global Synthesis*. Internal document. 1 October 2019. WFP School-Based Programmes (SBP), Rome, WFP.

²⁴⁵ WFP. 2017k. *Mid-Term Evaluation of McGovern-Dole-supported School Feeding Programme in Lao PDR (FFE-439-2014/049-00) September 2015 – September 2016*. M. Adair, J. Keylock & C. Berger. Oxford, UK and Rome, Italy, Mokoro and WFP.

²⁴⁶ WFP. 2019i. *Évaluation des activités de renforcement des capacités institutionnelles dans le domaine de l'alimentation scolaire au Togo. Rapport d'évaluation*. I. Pinault, B. Diaz & K. Zotoglo. Rome, WFP.

Finding 38 WFP has set an ambitious target in the School Feeding Strategy in terms of school feeding transitioning, which has been a priority since the 2009 School Feeding Policy:

a) The limited corporate understanding of transitioning processes and of associated risks is an obstacle to supporting countries in this task and to achieving transition in a truly sustainable manner.

b) Existing WFP school feeding transition strategies across country settings have revealed the need for nuance and tailoring of approach. Success is much more likely where government leadership and commitment is strong and where WFP systematically invests efforts on all dimensions of the enabling environment for school feeding, with strong engagement on partnership, advocacy and capacity-strengthening initiatives to contribute to strengthening the enabling environment in its different dimensions (political commitment, actual policy agenda, technical capacity of national institutions, etc).

c) WFP's role post-transitioning needs to be better defined and understood.

216. **Target:** The goal of transitioning towards nationally owned school feeding programmes has been a priority since the 2009 Policy. The School Feeding Strategy foresees the handover of 30 countries by 2030 (20 in Context 2 and 10 in Context 3 settings). This is a direction that most external stakeholders are supportive of but which is recognized to represent a considerable challenge, given the complexity of the process, the ambition in terms of the number of countries, the funding required, and the many factors that transitioning is dependent upon. In open survey responses, several country respondents identified this as the biggest challenge ahead. The level of challenge is borne out by the fact that several countries have not been able to reach their initial targets in terms of transitioning.²⁴⁷

217. **Guidance:** Regional bureau and headquarters staff as well as external partners consider that transitioning is an area that needs much stronger guidance, targeted country-specific support and engagement, as well as learning from external entities that have more experience in this area. Country offices highlighted a need for analysis of transition processes in the front-runner countries, such as Kenya, a cross-sharing of experiences, including from countries that have set up national school feeding programmes without WFP support,²⁴⁸ and further orientation on the role of WFP in Context 1 countries to lay the foundations for a future transition process (e.g. Haiti, Liberia, Syria). Actions to enhance this guidance were agreed upon during the 2019 Global School Feeding Meeting,²⁴⁹ but have not yet been acted upon. They included: (i) documenting process and lessons learned through a handover diary;²⁵⁰ (ii) measuring the transitioning; and (iii) identifying resources that country offices can draw on in supporting transition processes.

218. **Factors:** It is obvious that there is already a wealth of knowledge of factors that influence transitioning based on WFP experience. Such factors include the capacity and commitment of government, community ownership and participation, partnerships, and strong leadership and capacity at country office level. A number of exogenous factors influence the effectiveness of the transitioning process, such as governance of school feeding, government changes, fiscal space and the Covid-19 pandemic. WFP staff and partners acknowledge that transitioning is a long and complex process which may not always be linear and requires setting milestones (see Annex Q for more details on transitioning).

219. **Nuanced approaches according to context:** Approaches for transitioning supported by WFP have varied greatly depending on the context and the vision of the government. These have revealed different strategies, nuances and lessons:

²⁴⁷ Countries where the target slipped were: Bangladesh, Cambodia, Côte d'Ivoire, Gambia, Indonesia, Lao PDR, São Tomé and Príncipe, and Tajikistan (see Annex H for more details).

²⁴⁸ For example, Botswana, which has the longest-running nationally owned school feeding programme built with strong political will, dedicated funding, governance systems (transparency, inclusiveness), strong engagement of the communities, and set-up of decentralized mechanisms.

²⁴⁹ WFP. 2019o. *Global School Feeding Meeting. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report*. Rome, WFP.

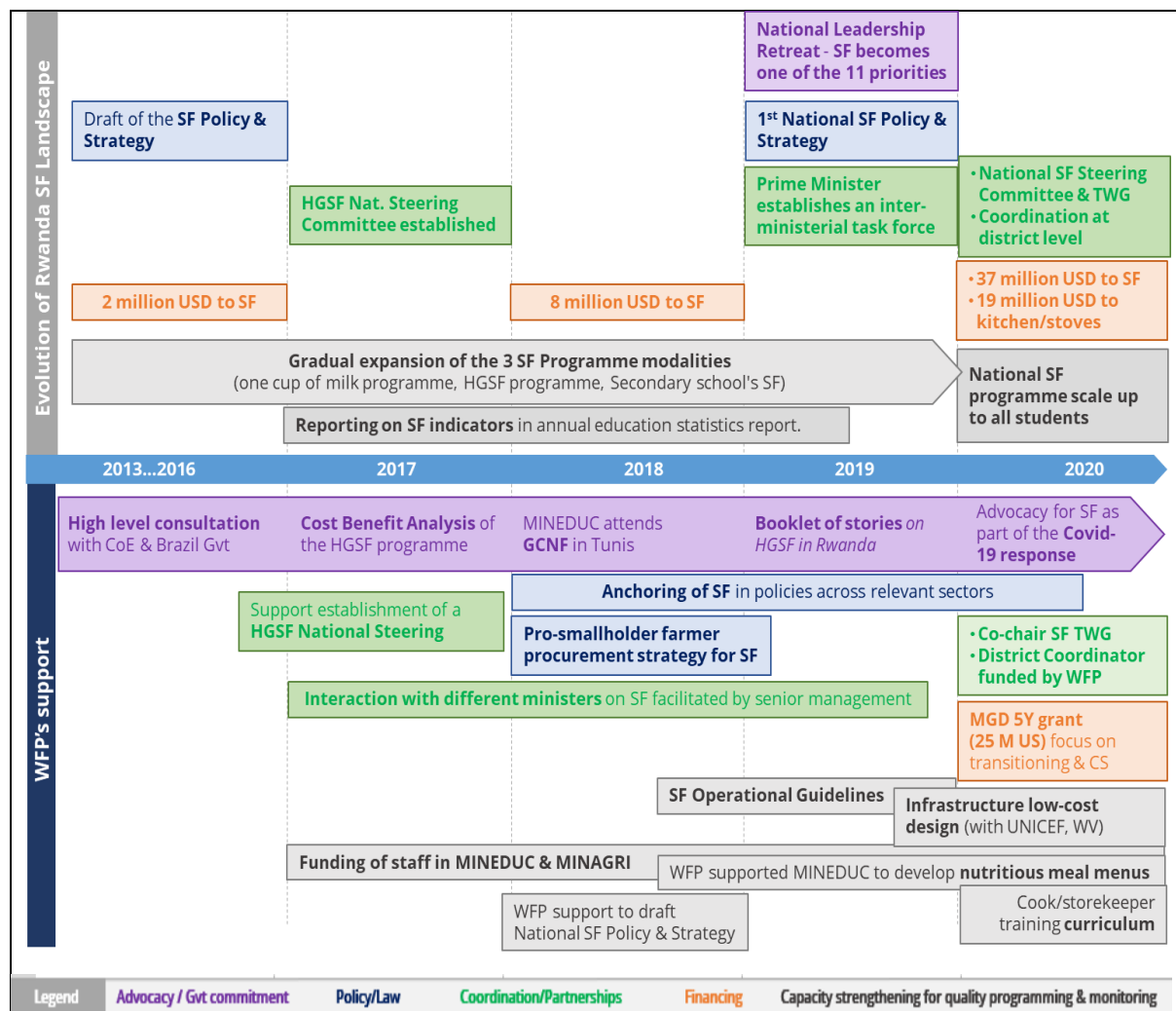
²⁵⁰ Now planned as part of the research agenda.

- **WFP has invested efforts in drawing up time-bound and specific plans/road maps. Some of these have come with over-ambitious targets.** In Cambodia and Tajikistan, road maps helped to build momentum and secure government, political and funding commitment over time, with the hope that coverage will progressively increase. In both cases, road maps include the ambition to shift from food distribution/hybrid models to the HGSF model. These shifts are extremely ambitious, and real challenges have arisen in a number of countries with local procurement not measuring up to the required delivery of quality nutritious food in schools.
- **WFP is supporting the transitioning of comprehensive school feeding models which respond to the ambitions of the SHN agenda but which are more expensive and dependent on external funding.** In Côte d'Ivoire, the school feeding model designed in 2000 integrates educational objectives, nutritional dimensions and procurement through the support of women's production groups. Stakeholders consider that the current model, centralized, has now become unsustainable because of its costs, but solutions to make the model more efficient have not yet been explored.
- **WFP has tried to lay foundations for transitioning in protracted crisis settings where the government commitment is weak.** In Haiti (see Box 15 above), transitioning is likely unrealistic, making it necessary to identify alternative ways to progress towards national ownership and sustainability.

220. The example of Rwanda, where WFP has worked simultaneously and gradually on all dimensions of enabling environments for school feeding since 2016, is one where the transitioning is quite likely to succeed (see Figure 12 below). WFP has adopted various advocacy strategies since 2013 on different aspects of school feeding programming, including through SSTC. In parallel, WFP has supported the anchoring of school feeding in various sector policies and strategies and strengthened multisectoral coordination at both national and subnational levels. WFP has also directly supported government staffing for school feeding, and their capacity to implement nutrition-sensitive and low-cost school feeding programmes. All these efforts have contributed to a more conducive environment for school feeding, signalled most recently by the institutionalization of school feeding policy and multisectoral frameworks, a significant increase in funding allocated to school feeding (from US\$ 2 million to US\$ 56 million), and the scale-up of a national school feeding programme to all students planned to start with the academic year 2020/2021.

221. **Understanding the WFP role after transition:** In the School Feeding Strategy, the role for WFP after transition is limited to evidence generation, knowledge sharing and piloting new approaches. Beyond this, the role is not well defined, even though countries may face needs and challenges post-transitioning where WFP can provide useful support. For example, in countries where the transitioning has just happened, WFP is witnessing situations where the quality of school feeding programmes drops, notably the quality and quantity of food provided in school canteens. This suggests that there is a need for post-handover processes that focus on quality assurance, monitoring strength of accountability, and reporting – areas which WFP could potentially support. However, in countries where WFP no longer has a role in school feeding programming, repositioning can be challenging, and feedback from country studies suggested that WFP staff were struggling with how to define new roles. In Peru, it took some time to convince the Government and identify where WFP could play a role, which is now focusing on evidence generation and implementing pilots that could then be scaled up by the Government. In Namibia, while the country may have the financial capacity, human resource capacity for implementing school feeding programming is weak and WFP could position itself in supporting a long-term capacity development strategy. Finally, WFP has not adequately explored the implications of keeping up support for school feeding implementation in times of emergency in these post-transitioning contexts – for example, in Kenya or Tunisia.

Figure 12 Evolution of the school feeding landscape in Rwanda and contributions from WFP as an enabler

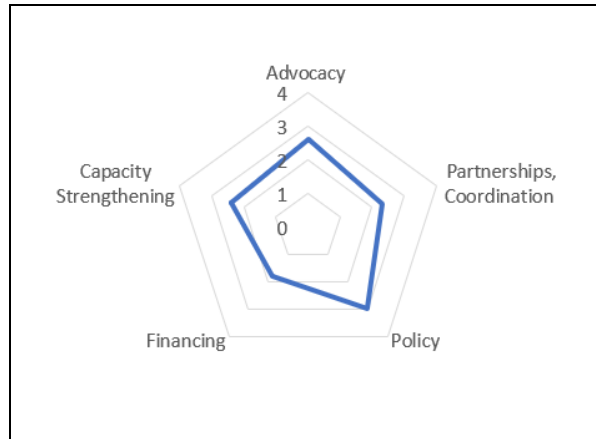


Source: Evaluation team's analysis, based on WFP information, including school feeding infographic (WFP, 2020). Note: SF = school feeding; TWG = technical working group; CS = capacity strengthening; WV = World Vision.

Summary – enabling transition strategies

222. Working simultaneously on different dimensions of enabling is essential for transitioning (see Annex Q). The evaluation team reviewed engagement by WFP for each of the five key dimensions of the enabling environment (rating progress on a scale from 1 to 4, with 4 being the highest) in the evaluation country studies based on our findings. Figure 13 below aggregates these scores across ten countries. This assessment clearly shows that policy support has been the dominant focus of WFP engagement. By comparison, the level of attention to areas such as the investments for school feeding and enhanced partnerships/coordination has been more limited. This suggests that these areas need more attention for future WFP engagement and support to countries.

Figure 13 Cross-country assessments of WFP support to enabling environment for school feeding



Source: Evaluation team analysis.

3. Conclusions and recommendations

3.1. OVERALL ASSESSMENT AND CRITICAL EXPLANATORY FACTORS

223. The new School Feeding Strategy sets ambitious targets for WFP’s school feeding agenda. The Strategy is transformative in ways that underscore how scaled-up school feeding will help countries reach the Sustainable Development Goals. The Strategy and the evaluation theory of change (ToC) are premised on an understanding that, while in certain contexts WFP will continue to play a role in school feeding delivery, a pathway can be envisioned by which countries gradually progress to national school feeding programmes provided that certain conditions are in place. Underlying this progression along a pathway are assumptions about the organizational readiness of WFP, and its capacity to identify, adapt to and add value in a range of contexts. Equally important are assumptions around external conditions and inputs required for these efforts to be able to produce results.

224. WFP future efforts will need to focus on ensuring that the transformative ambitions of the Strategy can be implemented on the scale that is envisioned, while also incorporating the broader school health and nutrition (SHN) vision of the Strategy. This evaluation has therefore critically examined the extent to which WFP is able to perform the ambitious roles that it envisages, and thus contribute to the achievement of the SDGs in line with WFP policy, guiding documents and mandate.

225. This chapter draws overall conclusions around these key issues based on the findings presented. In doing so, the assessment recognizes that important steps have been taken through the drafting of the new School Feeding Strategy and through strategic engagements by School-Based Programmes (SBP) and senior management to address key priorities. To guide decision making, this chapter highlights critical factors for success, as well as continued challenges to WFP work in school feeding, especially from an organizational readiness perspective. The chapter also reviews the validity of the key assumptions underpinning the ToC and discusses implications. Finally, it highlights a number of opportunities and threats which provide a broader framework for the evaluation’s recommendations in section 3.2. This section integrates our response to EQ5, which at inception stage was identified as focusing on conclusions.²⁵¹

Key factors influencing WFP school feeding performance (EQ5.1)²⁵²

Conclusion 1

Various factors have played a key role in the success of the work of WFP on school feeding. These reflect the work and experience gained by WFP and partners, and constitute strengths that WFP can build on:

- **Across different contexts, WFP continues to be recognized as the partner of excellence for school feeding. WFP has a strong acknowledged position of expertise and recognized added value.**
- **Country teams have driven programme design and implementation and have been at the heart of much of the work by WFP on school feeding. Their experience represents a critical resource for further work.**
- **Additional international evidence and advocacy have resulted in a stronger recognition of the roles of school feeding in relation to education, nutrition and the local economy, and as a safety net. WFP commitment to generating evidence through evaluations has strengthened the evidence base.**

²⁵¹ EQ5: What are the key factors contributing to progress against stated objectives and what are the key lessons that can be learned?

²⁵² EQ5.1: What have been the key factors internal and external to WFP contributing to or challenging the successful implementation of the 2013 School Feeding Policy? What does this imply for the 2020–2030 School Feeding Strategy?

- **The creation and expansion of a separate School Feeding Division, followed by the drafting of the new School Feeding Strategy and the consultative process that underpinned it, have re-energized WFP's global positioning on school feeding and strengthened the internal commitment to school feeding. Regional implementation plans are making school feeding ambitions more concrete and highlighting gaps that need to be addressed.**
- **Strategic planning and budgeting frameworks at regional and country level through CSPs and regional implementation plans are making the strategic role of school feeding more visible and can enhance the linkages between the different levels and areas of work of the organization.**
- **Strong backing by senior WFP management of the school feeding agenda and by SBP leadership, as well as more recent stepping up of engagement with external partners, have advanced the positioning of school feeding, particularly at global level and within WFP at headquarters level, and in selected countries.**
- **Strong partnerships with host governments and effective multisectoral coordination have been critical to successful transfer of school feeding programmes to government ownership and strengthening the enabling environment in a number of countries, although this agenda remains challenging as further noted under Conclusion 2 below.**
- **There is increasing commitment by governments to national school feeding efforts. The Covid-19 pandemic has further demonstrated the importance of school feeding globally and generated valuable lessons and experience.**

226. The long-standing engagement of WFP with school feeding has clearly made it a partner of choice and this has contributed to giving WFP an important advantage when in dialogue with partners and countries. WFP has legitimacy and recognized expertise in school feeding programmes. This places the organization in a unique position of value (Finding 25).

227. The implementation of the School Feeding Policy has built on this recognized role and on the engagement of WFP staff. At country level, school feeding teams have been critically important in carrying forward the school feeding agenda over the evaluation period. These school feeding teams in country, with support from regional bureaux and the Brazil Centre of Excellence (CoE), have ensured continuity even at times when the global de facto commitment by WFP was less well aligned with the priorities expressed in the Policy (Finding 18). These efforts through country school feeding programmes have allowed WFP to progress along a number of the key directions that were laid out in the 2009 and 2013 School Feeding Policies.

228. Over the period addressed by the evaluation, school feeding has continued to demonstrate benefits in terms of contributing to enrolment and retention of children in school. Recognized progress has also been made in linking school feeding with local production and local farmers. There has been growing attention given to nutrition and nutrition-sensitive programming. In many contexts, school feeding has been a significant de facto safety net, and efforts made under the Covid-19 pandemic to maintain the transfer even when schools were closed have reinforced this point (Finding 6, Finding 7, Finding 8, Finding 9, Finding 10, Finding 11). There has been progress in generating evidence of some of these effects, including through evaluations (Finding 22, Finding 23), although some gaps in evidence persist. There has also been early progress in building strategic partnerships that focus on enhancing the knowledge base, which is helping to make the case for school feeding (Finding 29, Finding 30).

229. The drafting and approval of the School Feeding Strategy has been an important strategic choice and has clearly revitalized the WFP agenda for school feeding. Strong backing by WFP senior management of the new SHN agenda, together with dynamic leadership of SBP, have improved internal and external positioning. The consultative development of the School Feeding Strategy has brought an important step change in the global positioning of school feeding. It has integrated evolving evidence about the role of school feeding, provided focus through the four work streams of the Strategy, and allowed significant upscaling of WFP ambitions in school feeding. Progress has also been made in diversifying resources and funding for school feeding (Finding 14, Finding 1, Finding 3, Finding 38).

230. A significantly strengthened team at WFP headquarters is commensurate with the ambitions of the Strategy and has focused on strengthening key global partnerships. The team is also working to ensure that

school feeding is more effectively reflected in WFP country strategic plan (CSP) processes (Finding 16). Regional plans present a strong and welcome step in making the school feeding ambitions realizable. These plans are creating clarity on priorities and bringing out common agendas as well as challenges. Both dimensions will need to be carefully prioritized and followed through (Finding 15). External positioning has been appropriately prioritized, as a result of which school feeding and SHN agendas are gaining more prominence in global coordination forums (Finding 30).

231. Work by WFP in school feeding covers a range of different contexts and a range of different needs. Where WFP has engaged most successfully, a significant explanatory factor of success has been the strength of partnerships with host governments (Finding 29) and the existence of effective multisectoral coordination. Both these factors are critical to the School Feeding Strategy's ambitions for the scaling up of government school feeding with more funding mobilized from domestic sources (Finding 21).

232. Finally, within the overall global context, the increased value given to social safety nets, and the progression of countries to lower-middle-income and middle-income status has gone hand in hand with an increasing recognition by governments of the importance of school feeding. This has been evident in the recent response to Covid-19 but predates the pandemic (Finding 7, Finding 11).

Conclusion 2

A number of factors have challenged the success of WFP work on school feeding. The following weaknesses and challenges will need to be addressed:

- **The nuances and dynamism of the different contexts have not always been sufficiently translated into flexible and responsive approaches to school feeding, affecting the success of the WFP implementing and enabling roles, including in humanitarian contexts.**
- **Although the handover of WFP school feeding programmes to governments and support to the development of sustainable national school feeding programmes is a long-standing objective, it has been difficult for WFP to adapt its staffing and capacity to these roles.**
- **WFP has had limited capacity to perform the enabling and capacity-strengthening role that it aspires to. It remains a challenge to ensure that deep enough understanding and clarity on how to engage in transitioning and post-transition situations is matched by capacity to deliver on the enabling/capacity-strengthening role.**
- **Learning from programme implementation has been insufficiently systematic and comprehensive, reducing the extent to which WFP can learn from the work that it has been doing and affecting the extent to which WFP can demonstrate results. Monitoring capacities, including skills, systems and budgets, have not been optimal to monitor school feeding.**
- **The School Feeding Strategy, like the earlier School Feeding Policy, has insufficient focus on school feeding in humanitarian and fragile settings and as a response to shocks. Additionally, there has not been enough focus on key SDG dimensions, including gender, equity and climate change.**
- **Donors have been mostly reluctant to pay for country capacity strengthening on the scale that is required for the enabling role. Funding for middle-income countries (MICs) has been equally difficult to mobilize, even at the level of seed funding.**
- **Sustained and long-term funding for school feeding remains difficult to achieve. Ultimately, national school feeding policy implementation depends on increased and efficient use of national funding, and this continues to be a major challenge.**
- **Limits on fiscal space and varying levels of effective commitment work against ambitions for transitioning across a range of contexts.**

233. Countries experience a dynamic mix of contexts and roles. The School Feeding Strategy acknowledges this diversity, but its design around the assumption of different contexts with different corresponding WFP roles – ranging from implementer to enabler – has not brought the envisioned clarity. In particular, the Strategy does not provide the necessary guidance on approaches and strategic priorities for humanitarian contexts (Finding 6).

234. The Strategy envisions WFP engaging flexibly through a range of different roles. However, WFP still struggles with these roles. Relevant factors include:

- Transitioning to nationally owned school feeding programmes is not well understood across the organization. Creating policy and institutional change is a complex process and requires the right political positioning and a clear understanding of country policy priorities at national and subnational levels. WFP does not currently focus sufficiently on analysing the policy and institutional landscape more broadly nor on identifying policy and programming priorities and opportunities. Currently, the organization does not have the skills and position to influence the school feeding landscape in ways that promote national ownership (see Finding 37, Finding 38).
- Tools and guidance, and to some extent clear approaches, have been lacking in certain areas, in particular around broader government system and capacity strengthening, policy advocacy and supporting governments to develop their own monitoring and evaluation (M&E) and targeting systems (Finding 35, Finding 37).
- The cost of school feeding interventions requires WFP to be able to position its advocacy at the level of the national budget and national priorities. However, the capacity and skills of WFP for effective engagement at this level have not been strong (Finding 28).
- Across contexts, multisectoral national partnerships and coordination have not been sufficiently prioritized (Finding 29). Partnership strategies at country level have been insufficiently focused on aspects beyond direct implementation and on effective engagement with other partners, especially within the United Nations, education partnership initiatives, and international financial institutions (IFIs) for influencing and resource mobilization, including in support of government.
- The roles of WFP post-transition and in MICs remain to be more clearly defined, but this role definition is crucial for the organization to equip itself and build the necessary alliances (Finding 38).

235. Both the internal human resource capacity of WFP and support between different levels of the organization have not been sufficiently aligned with its roles and priorities, and in particular with its prime role as an enabler (Finding 17). There are continuing weaknesses with regard to the external partnerships that are needed to equip WFP to address the gaps in its capacity and experience in transitioning/enabling (Finding 26, Finding 29, Finding 30, Finding 31). Internal partnerships for school feeding have been only partially successful so far. The school feeding agenda is at the crossroads of many of the priority issues in the WFP Strategic Plan, and hence will need stronger working across different divisions in headquarters and stronger linkages between the levels of WFP (including with the Partnership Division, Social Protection, Smallholder Agriculture Market Support/Food For Assets etc) (Finding 19). WFP monitoring systems have not been conducive to programme management, learning and adaptation to dynamic contexts. More broadly, this has meant that evidence and knowledge generation has not been on a par with the work that WFP has been doing and the organization has not been able to learn from its experience in ways that would ensure that evidence and knowledge generation can be transferred across to other contexts (Finding 23). Stronger support to innovation and lesson learning is also necessary (Finding 22, Finding 23, Finding 24, Finding 25, Finding 37).

236. The School Feeding Strategy, like the earlier School Feeding Policy, has insufficient focus on school feeding in humanitarian and fragile settings and as a shock-responsive mechanism. Changing country contexts – or different contexts within the same country – are an increasing reality, and yet WFP is often not sufficiently flexible (Covid-19 being an exception) to adapt its operational response. With the reality of increasingly frequent shocks, it is critical that this be remedied (Finding 6, Finding 13). The School Feeding Policy was drafted prior to the SDGs. Although the School Feeding Strategy highlights climate change/environment, digitalization and innovation, gender and adolescent issues in school feeding in the context of the SDGs, there are also gaps in clear guidance, support and targets for addressing these issues in the light of WFP global commitments and priorities (Finding 1, Finding 18; see also Annex L on these cross-cutting issues).

237. WFP has faced challenges in securing funding for the kind of work that is critical to effective transition processes (engagement and inputs into high-level policy dialogue and national planning and budgeting processes, capacity strengthening, systems strengthening etc) and for non-food-related priorities. Funding for MICs has been equally difficult to mobilize, including from MIC governments

(Finding 20, Finding 34). Donor preferences have been a significant constraint on elements of WFP ambition, in particular on the promotion of local purchasing and home-grown school feeding (HGSF). Similarly, where WFP acts as implementer, the funding to meet school feeding programme costs has frequently lacked predictability and been constrained by short-term horizons, thus impacting on the sustainability of programmes. In addition, the WFP business model has at times affected engagement with partners at country level, where WFP is perceived as putting resource mobilization before other partnership considerations/motivations (Finding 38). Finally, from an external perspective, changes in the global sphere, and at times in specific country contexts, have seen some countries that had made progress towards middle-income status slide back; these changes have adversely affected fiscal space and effective commitment to scaling up national school feeding programmes (Finding 31).

Validity of the theory of change and associated assumptions

Conclusion 3

Analysis of the ToC assumptions highlights a number of areas where WFP needs to continue efforts to strengthen organizational readiness and address key links in the theory of change.

Areas of particular concern are:

- Shortcomings in the present abilities of WFP to perform the facilitating and enabling roles required by the strategic focus on transitioning
- Challenges in mobilizing funding that is adequate (both in quality and quantity) to implement the Strategy
- Challenges in building sufficient capacity within WFP, especially at country level, to carry out the Strategy at scale
- Challenges in developing the necessary partnerships to achieve both the cross-sector roles and the degree of government ownership required to realize the vision of sustainable school feeding programmes within a wider SHN framework.

238. As noted in the introduction to this chapter, the evaluation ToC, in line with the WFP Policy and Strategy on school feeding, emphasizes a pathway that sees countries gradually progress to national school feeding programmes, provided that certain conditions are in place. The expanded ToC is shown in Annex B, Figure 15, and the key assumptions are spelled out in Annex B, Table 4. The evaluation interrogated these assumptions as a key part of assessing the organizational readiness of WFP to implement the School Feeding Strategy. Our summary assessment of each assumption is shown in Table 2 below. (The expanded version of the review of assumptions, in Annex R, Table 42, also shows which of the evaluation findings are most relevant to each assumption.)

Table 2 Summary assessment of theory of change assumptions

#	Level and type of assumption	Evaluation assessment
ToC input to output assumptions		
1	WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with its dual role as an implementer and enabler.	<i>Established at HQ level, emerging at regional bureaux and country office levels.</i> Internal leadership and capacity of the school feeding agenda has significantly increased over the evaluation period, but, especially at regional bureaux and country office levels, internal WFP capacity for enabling is not yet strong enough, both in terms of WFP staff resources and its approach to enabling.
2	Capacity strengthening focuses on an appropriate and prioritized mix of institutional systems, processes, methodologies, skills and tools in view of the needs at country level.	<i>Emerging.</i> WFP has made considerable efforts on country capacity strengthening, guided by priorities identified through SABER exercises. However, approaches to country capacity strengthening (CCS) have been insufficient in terms of scale (national and subnational), scope and duration (too short term).

#	Level and type of assumption	Evaluation assessment
3	WFP is able to position itself at the right level for high-level advocacy with government and partners, including across different sector ministries.	<i>Established/advanced in some countries, emerging in others, but still nascent in many countries.</i> High-level positioning and working across key government sectors for influencing remains a challenge, with WFP more often than not working within ministries rather than across sectors.
4	Partners that are essential for a prioritized SHN package are willing and able to readjust their programmes to align objectives and targeting with country needs and evolving priorities.	<i>Established/advanced at global level (although nascent/emerging/established at regional level); and varying levels of progress at country level (established/advanced in some countries, emerging in others, but still nascent in many countries).</i> There has been recent progress in strengthening global partnerships but WFP partnerships at country level are often primarily focused on resource mobilization or implementation.
ToC output to outcomes assumptions		
5	WFP and partners build capacity in ways that ensure progressive embedding of systems, processes and skills into government structures so that it can be renewed.	<i>Emerging.</i> Assumption only partially supported. The WFP approach to capacity has suffered from absence of joint strategies on capacity strengthening, and chronic lack of resources. In some contexts, external constraints (e.g. rapid turnover of government staff) undermined capacity-strengthening efforts.
6	Ability of WFP to act as a knowledge-based organization to give solid content to its advocacy efforts.	<i>Emerging.</i> WFP is strengthening its approach to advocacy at the global level but chronic weaknesses in M&E limit knowledge generation of WFP's own operational effectiveness and efficiency.
7	Demand for WFP support is sustained across different contexts (LIC, MIC) as long as needed for full transitioning to government ownership.	<i>Established but receding in some contexts (post-handover).</i> WFP is the partner of choice for governments in school feeding across different country contexts, but in some cases it has proved challenging for WFP to play an appropriate role after handover.
8	Government and external partner funding for school feeding is sufficiently long term, predictable and flexible, and can be used to programme across the humanitarian-development-peace nexus.	<i>Emerging.</i> Many governments have stepped up their financial commitment to school feeding, but, where WFP is implementer, funding is usually neither sufficiently long term nor sufficiently predictable. Flexibility for working across the nexus is not evident.
9	Upstream engagement by WFP continues to be able to draw on WFP's extensive field experience.	<i>Established but with a risk of receding in the future.</i> There is a risk that downstream technical skills become harder to deploy when WFP is no longer directly engaged in school feeding in a country. This highlights the importance of ensuring good documentation to enable follow-on support, including through South-South and triangular cooperation (SSTC) or a CoE, as per assumption 10 below.
10	WFP is able to demonstrate results and to document progress and to use this to mobilize additional donor funding.	<i>Emerging.</i> Chronic weaknesses in monitoring limit knowledge generation about WFP's own operational effectiveness and efficiency, and this hampers advocacy and resource mobilization.
ToC outcome to impact assumptions		
11	School feeding/SHN programmes provide sustained access to well-designed and coordinated complementary and prioritized SHN interventions.	<i>Emerging in most contexts and established in a few.</i> Assumption supported in only a limited number of contexts. Comprehensive SHN programmes remain challenging to achieve in practice, and partnerships difficult to put in place at local levels.
12	Funding for school feeding does not displace other education funding and works in tandem with other efforts to strengthen education quality and learning.	<i>Emerging but with some tensions.</i> Tensions exist over school feeding competing with other education funding. Despite its cross-sector benefits, school feeding is usually treated as part of education sector spending, and rarely has an established government budget line. The perceived high unit cost of school feeding, compared with other elements of the SHN package, is a significant constraint.
13	The gains from access to SHN at primary level are not lost when children transition to secondary education.	<i>Overall, insufficient evidence to assess this assumption.</i> School feeding – with a predominant focus on primary level – does not appear to act as a positive catalyst for retention of girls as they progress to secondary level, and also does not capture out-of-school children and those in pre-primary.

239. At a general level, the logic of the ToC is validated by the findings of this evaluation, with countries indeed falling in different places along a continuum, in terms of their capacity to take over and manage

school feeding programmes. However, there are two caveats. The first is the reality of non-linear progression. The second caveat is the reality of multiple types of school feeding interventions within the same setting, which means that in practice WFP often needs to play a range of roles in a single country. Neither of these caveats is sufficiently acknowledged in the Strategy. Both caveats imply that WFP needs significant flexibility to adjust and adapt as contexts evolve.

240. At the level of specific assumptions, Table 2 above shows that many are still largely emerging. Some factors are beyond the control of WFP, but in many cases WFP's own efforts over the medium term can address weaknesses in the ToC that are revealed by this analysis, and thereby strengthen organizational readiness. Key areas to address include the following:

- The most critical risk is that WFP is unable to live up to the role of facilitator, coach and enabler on the different facets of support that are needed for transitioning. This complex role implies having the right type of staff, expertise and tools to assess the environment, to lobby, to build systems and to support (assumptions 1, 6 and 10 in Table 2 above). In practice, the evaluation found examples of good practice and significant progress but also large gaps, with particular challenges in terms of having sufficient resources and people with the right mix of skills and seniority for the envisioned upstream role of WFP at the country level.
- A second critical risk relates to funding (assumptions 7, 8, 10 and 12 in Table 2 above). WFP is rightly putting emphasis on resource mobilization, with efforts to identify new partners, to diversify the funding base, and to mobilize domestic funding. However, the reality suggests that ambitions on this front are extremely high. The long-term consequences of the Covid-19 pandemic seem likely to magnify funding challenges.
- A third risk concerns approaches to building capacity, strengthening systems, and advocacy (as implied in assumptions 2, 3 and 9 in Table 2 above). The evaluation found that WFP has engaged on many of the dimensions where support is needed but that it is constrained by a limited experience and capacity with respect to policy influencing and systemic changes.
- As regards partnerships (assumptions 4 and 5 in Table 2 above), encouraging progress is being made at a global level but considerable room remains for stronger and more strategic partnerships at a country level, and for partnerships with United Nations agencies, within education partnership initiatives and with IFIs.

Opportunities and risks (EQ5.2)²⁵³

241. Conclusion 4 highlights the main opportunities and threats the evaluation has identified. Subsequent paragraphs draw out the implications for embracing opportunities while mitigating threats.

Conclusion 4

Key opportunities for enhancing the WFP contribution to the SDGs moving forward include the momentum generated by the new School Feeding Strategy, the consensus and partnership that have been built around the SHN agenda, and the collaborative approaches and partnerships that have characterized the Covid-19 response. The preparation of the next WFP Strategic Plan is an important opportunity to reinforce the role of school feeding in WFP priorities. Threats to the school feeding agenda include the risk of reduced prioritization of school feeding, the risk of taking on too much with the SHN agenda and not being specific enough on the role and added value of WFP, plus the likely challenges to obtaining adequate funding both from the international community and from recipient governments (which may become more acute in the aftermath of Covid-19).

242. **The momentum generated by the new School Feeding Strategy:** The new Strategy and reinvigorated leadership are a springboard to propel the WFP contribution to school feeding to a new level, if the opportunity is grasped and the ambitions of the Strategy – as regards reach – are adopted as a WFP-wide priority. In this context, the regional implementation plans offer a significant opportunity for

²⁵³ EQ5.2: What are the main opportunities and risks in relation to the country, regional and global contexts?

improving quality programming and strengthening the enabling environment, provided the plans are resourced and supported beyond their finalization on paper.

243. **The need for focused engagement in areas where WFP can add value:** The SHN agenda recognizes that combining school feeding with other essential health and nutrition interventions will allow stronger progress against SDG ambitions. However, the Strategy carries a risk of engaging too broadly and losing focus, and a significant challenge to develop practical partnerships that deliver on the ground. Management at different levels will need to be cognizant of these challenges.

244. **Consensus and partnership around the SHN agenda:** Internally, the WFP medium-term programme framework (with School Feeding & Nutrition as one of the three pillars²⁵⁴), and the next WFP Strategic Plan (now in preparation), constitute additional opportunities for strengthening the school feeding agenda and ensuring that this remains a top management priority. The consensus and partnership that have been built around the SHN agenda are crucial and need to be nurtured. Continued engagement in external advocacy will also be crucial. WFP has recognized that this area needs attention, through its engagement and partnership with key actors on advocacy, including for the upcoming 2021 Food Systems Summit. Within all these engagements, WFP will need to be clear about its particular niche and contribution, to avoid spreading itself too thinly over too many priorities.

245. **Collaboration around the Covid-19 response:** The Covid-19 pandemic response, although not anticipated in our Terms of Reference, has been central to the recent work of WFP. The response to Covid-19 has seen WFP move very quickly and nimbly to secure attention to school feeding, with strengthened partnerships and positioning for WFP. Learning from this experience, including the challenges and limitations, can help develop stronger approaches to WFP work across the humanitarian-development-peace nexus.

246. **Adequate prioritization of school feeding:** Past experience underscores that school feeding positioning is vulnerable to leadership changes within the organisation. It will be critical to ensure that the momentum generated is not lost. This means ensuring that school feeding priorities are reflected in the priority agendas of the organization, while also mobilizing support through strong partnerships and further evidence generation.

247. **Funding challenges:** Sustainable long-term funding has been difficult to secure. This is likely to continue to be a major challenge to the ambitions of the School Feeding Strategy, especially in the wake of Covid-19 and the economic downturn it has triggered. In addition, domestic funding to maintain and grow national school feeding programmes, while maintaining their quality, could be jeopardized amid shifting national priorities. The as yet unclear long-term consequences of the Covid-19 pandemic are an additional challenge.

Implications for the School Feeding Strategy moving forward

248. WFP has set itself ambitious targets in terms of its school feeding agenda. Its scaled-up attention to school feeding, its enhanced engagement with partners, and its strategic planning efforts are important – but not sufficient – aspects of its organizational readiness to deliver against the School Feeding Strategy.

249. To achieve its objectives, WFP will need to invest strategically in key areas of work that will determine its capacity to deliver, in particular:

- a) Updating and fine-tuning the Policy and Strategy to address important gaps; this includes defining how WFP will engage with the 8,000 days agenda without spreading itself too thinly and providing more strategic guidance on humanitarian settings
- b) Improving guidance and standards and understanding of country contexts and the roles that WFP can play, with a particular focus on humanitarian settings
- c) Strengthening implementation
- d) Prioritizing partnerships and resource mobilization in ways that align with the needs of countries and with priority agendas (including around gender and climate change)

²⁵⁴ WFP. 2020zd. *Responding to the Development Emergency Caused by Covid-19. WFP's medium-term programme framework.* Rome, WFP.

- e) Enhancing and significantly upscaling human resource capacities to support WFP work across countries and contexts, while engaging in partnerships that advance the school feeding agenda
- f) Strengthening gender and other cross-cutting dimensions of school feeding to enhance the contribution to the SDGs
- g) Strengthening monitoring, evaluation and learning, to ensure that WFP has the capacity to learn from, and disseminate, the results of school feeding work, in ways that recognize the specific contribution of WFP to the broader SHN agenda.

250. In moving forward, an overriding consideration will need to be the comparative advantages of WFP relative to what other partners can contribute to the SHN agenda. These overall conclusions motivate the recommendations which follow.

3.2. RECOMMENDATIONS

251. The recommendations below focus on key dimensions of organizational readiness which, if addressed, will enable WFP to reach its ambitions. Some of the recommendations require specific actions by SBP and other units directly engaged with school feeding; others link to broader institutional reforms (most of which WFP is already pursuing – for example, around staff) and will require engagement by senior management at different levels. Sub-recommendations simply elaborate on how each main recommendation can be implemented.

Updating the policy and strengthening the strategy

Recommendation 1: Ensure continued high-level attention is paid to school feeding by providing inputs for the development of the new strategic plan, giving an Executive Board briefing on school feeding policy and strategy and revising the school feeding policy and strategy in 2022 and 2023.		
Priority: High	Overall lead: Assistant Executive Director, Programme and Policy Development Department	
Sub-recommendations	Who	Timing
1.4 Ensure that the WFP strategic plan for 2022–2026 prioritizes the school feeding agenda	Assistant Executive Director, Programme and Policy Development Department with support from School-based Programmes Division	November 2021
1.5 As soon as possible provide a briefing to the Executive Board that: <ul style="list-style-type: none"> • draws attention to the strategy and how it has taken the 2013 policy forward; • notes how implementation of the strategy is being strengthened; and • proposes a road map for revising the policy and strategy. 	School-based Programmes Division	November 2021
1.6 Update the policy and strategy to address the gaps identified by this evaluation; use a consultative and coherence-building approach and include a costed and accountable implementation plan.	School-based Programmes Division, with input by the regional bureaux and	February 2023

Recommendation 1: Ensure continued high-level attention is paid to school feeding by providing inputs for the development of the new strategic plan, giving an Executive Board briefing on school feeding policy and strategy and revising the school feeding policy and strategy in 2022 and 2023.

	other relevant units at WFP	
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Guidance and standards for school feeding in humanitarian settings

Recommendation 2: Develop guidance and standards for school feeding and school health and nutrition in humanitarian settings (including for school feeding as a response to shocks) and ensure that the principles and strategic priorities of this guidance are adequately reflected in the revised school feeding policy and strategy.

Priority: High	Overall lead: School-based Programmes Division	
Sub-recommendations	Who	Timing
2.4 Engage with the Office of the United Nations High Commissioner for Refugees, the United Nations Children’s Fund, Education Cannot Wait and the World Bank, as well as relevant WFP units, to identify strategic priorities for school feeding in all humanitarian contexts.	School-based Programmes Division	December 2022
2.5 Collaboratively develop guidance for humanitarian contexts based on the strategic priorities identified (see point 2.4 above) and a review of lessons learned (including from COVID-19 and the rollout of the Comprehensive Refugee Response Framework).	School-based Programmes Division with input by regional bureaux, Programme – Humanitarian and Development Division and Emergencies Operations Division	December 2022
2.6 Ensure that key principles from the guidance are reflected in the revision of the school feeding policy and strategy (see 0).	School-based Programmes Division and working group	February 2023

Strengthening implementation

Recommendation 3: The regional bureau implementation plans (RBIPs) linked to the 2020-2030 strategy should be prioritized at the corporate level, and WFP should mobilize predictable minimum resources to implement the RBIP action plans.		
Priority: High	Overall lead: Assistant Executive Director, Programme and Policy Development Department	
Sub-recommendations	Who	Timing
3.5 Ensure the continued provision of dedicated predictable minimum multi-year resources for delivering the RBIPs.	Assistant Executive Director, Programme and Policy Development Department and Assistant Executive Director, Resources Management Department	November 2021
3.6 Establish or reinforce regional school feeding working groups to strengthen school feeding planning and implementation as part of CSPs.	Regional bureaux with support by School-based Programmes Division and Country Capacity Strengthening Unit	July 2021
3.7 Integrate gender and equity considerations into the RBIPs and use multi-country strategic reflection exercises to develop gender-transformative approaches.	Regional bureaux	December 2022
3.8 Ensure RBIP priorities are reflected in the revision of the policy and strategy, including in the costed implementation plan (see 0)	School-based Programmes Division	December 2022

Recommendation 4: Significantly strengthen WFP capacity to support the transition to full national ownership of school feeding programmes in priority countries and to add value in countries where transition processes have been completed.		
Priority: High	Overall lead: School-based Programmes Division	
Sub-recommendations/specific actions	Who	Timing
4.5 Review WFP's experience of supporting school feeding transition processes (drawing lessons from United Nations agencies with established upstream engagement roles). Work towards better	School-based Programmes Division with	December 2021

Recommendation 4: Significantly strengthen WFP capacity to support the transition to full national ownership of school feeding programmes in priority countries and to add value in countries where transition processes have been completed.

approaches (including updated SABER guidance) for assessing government commitment in transition contexts.	regional bureau engagement	
4.6 Continue to strengthen regional and global learning mechanisms, advocating upstream work and promoting evidence-based standards of operational performance.	School-based Programmes Division and regional bureaux	December 2022 (link to RBIPs)
4.7 Identify capacity, skill and resource needs for transition and post-transition contexts. Ensure that the revised school feeding policy and strategy and updated RBIPs address these needs (also see recommendation 7).	School-based Programmes Division with senior management	February 2023
4.8 Develop guidance and tools for engagement with governments in the transition to sustainable national ownership.	School-Based Programmes Division	July 2022

Strengthening gender and other cross-cutting dimensions of school feeding

Recommendation 5: Pay greater attention to gender transformation and equity in school feeding and in the SHN agenda by focusing on these issues in regional and country planning, implementation and reporting.

Priority: High	Overall lead: School-based Programmes Division	
Sub-recommendations	Who	Timing
5.4 Work with internal and external stakeholders to develop guidance on how to integrate gender and equity into the design, implementation, monitoring and evaluation of school feeding and SHN in CSPs, ensuring coherence with WFP's gender policy and disability road map.	School-based Programmes Division, Gender Office, Programme – Humanitarian and Development Division with support from regional bureaux and country offices as relevant	April 2022
5.5 Establish a seed funding mechanism for innovative multi-year country office work in gender transformation, equity and disability inclusion.	School-based Programmes Division and Gender Office	January 2022
5.6 Ensure gender transformation, equity and disability inclusion are part of the revised school feeding monitoring framework and annually review lesson learning on gender transformation, equity and disability from monitoring and evaluations (see recommendation 8).	School-based Programmes Division with support from Corporate Planning and Performance	November 2021 with annual updates

	Division, Research, Assessment and Monitoring Division, Office of Evaluation country offices, regional bureaux	
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Partnerships and resource mobilization

Recommendation 6: Develop a resource mobilization plan that complements WFP corporate resource mobilization efforts (globally and through CSPs). The plan should seek predictable multi-year funding for WFP's upstream school feeding work as well as its direct delivery of school feeding programmes, and it should encourage resource mobilization from country governments and other sources, including international financial institutions, in support of nationally implemented school feeding programmes.

Priority: High	Overall lead: School-based Programmes Division and Partnerships and Advocacy Department	
Sub-recommendations	Who	Timing
6.3 Develop a multi-year resource mobilization plan for the school feeding strategy that: <ul style="list-style-type: none"> takes account of various school feeding contexts; and includes a funding case that highlights the returns on various investments in school feeding (including upstream work). The funding case should be disseminated to Executive Board members and regularly updated. 	School-based Programmes Division and Partnerships and Advocacy Department, in consultation with other headquarters divisions, regional bureaux	December 2021
6.4 Support relevant country offices in mobilizing resources for national government programmes.	Regional bureaux with School-based Programmes Division and Partnerships and Advocacy Department	From January 2022 onwards

Human resource capacity that supports WFP's work across a full range of contexts

Recommendation 7: Scale up human resource capacity for the school feeding agenda, especially at the country level, in line with the ambitions of the school feeding strategy and the forthcoming people policy, in order to ensure that WFP can play the envisioned roles in different contexts and stages of transition.		
Priority: High	Overall lead: Human Resources Division	
Sub-recommendations	Who	Timing
7.4 Conduct a workforce planning exercise based on in-depth analysis of the skills and capacity needed at the country level to fulfil the ambitions of the school feeding strategy and comparing the results with WFP staffing profiles. Develop a capacity strengthening plan to address the operational and enabling needs identified.	Human Resources Division with support from School-based Programmes Division, Country Capacity Strengthening Unit, regional bureaux and the Brazil Centre of Excellence Against Hunger	November 2022
7.5 Engage with country offices to review country office organigrams to enable the right level of engagement in high level technical and policy dialogue and strengthen coordination between cross-sectoral teams to support the school-feeding agenda.	Regional bureaux with support from Human Resources Division and School-based Programmes Division	Continuous; complete pilots by July 2022
7.6 Establish a roster of technical, advocacy and governance/public finance management experts that can be drawn on as needed.	School-based Programmes Division, Brazil Centre of Excellence Against Hunger, Country Capacity Strengthening Unit	November 2022

Recommendation 8: Strengthen school feeding monitoring, evaluation and learning in a balanced way that supports accountability, strategic decision making, global learning and advocacy; respects increasing decentralization within WFP; and ensures that the demands placed on country office monitoring systems are realistic.		
Priority: High	Overall lead: Corporate Planning and Performance Division	
Sub-recommendations	Who	Timing
8.1 Strengthen corporate reporting on school feeding by: <ul style="list-style-type: none"> • reviewing corporate indicators to make them more relevant for school feeding reports without increasing the reporting burden on country offices; • developing better ways to identify school feeding operations within corporate activities as a follow-up to the “resources to results” initiative; and • strengthening WFP reporting on operational effectiveness and efficiency (in order to be able to answer basic questions such as how many children WFP has fed on how many days in a year and at what cost per meal). 	Corporate Planning and Performance Division and School-based Programmes Division with support from Country Capacity Strengthening Unit	November 2021, feeding into the redesign of the CRF for the WFP strategic plan for 2022–2026
8.2 Strengthen country-level monitoring and evaluation plans, for school feeding with particular attention to improving process monitoring, using and supporting national monitoring systems, and using carefully selected decentralized evaluations to demonstrate the effectiveness (or otherwise) of school feeding and SHN operations.	Regional bureaux with support from School-based Programmes Division and with country offices as part of CSP processes	Ongoing, reflect in CSPs published from July 2021
8.3 Continue to pursue a high-level research and evaluation agenda as envisaged in the 2020–2030 strategy; include joint work on addressing metrics for capacity strengthening and influencing such as the enhanced SABER school health and nutrition indicators.	School-based Programmes Division with support from Office of Evaluation	Ongoing, feeding into revision of strategy and policy by November 2022

Annexes

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Annex D	Evaluation matrix
Annex E	People consulted, evaluation timeline and country visits
Annex F	Structure of school feeding delivery mechanism – global, regional, country (guidance and staffing)
Annex G	Centres of Excellence
Annex H	Analysis of school feeding in Country Strategic Plans
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Annex L	Cross-cutting issues (gender and equity, climate change, innovation and digitalization)
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Annex A Summary Terms of Reference

Evaluation

Summary Terms of Reference



Strategic Evaluation of School Feeding Contribution to the SDGs

Strategic Evaluations (SEs) commissioned by the Office of Evaluation (OEV) are forward-looking and focus on strategies, systemic or emerging corporate issues and/or programmes and initiatives with global or regional coverage.

Subject and Focus of the Evaluation

The school feeding conceptual and practical landscape has evolved over the last decade and school feeding programmes are now widely acknowledged as a strategic entry point to contribute to varying degrees to the sustainable development goals addressing: poverty (SDG1), hunger (SDG2), health and wellbeing (SDG3), education (SDG4), gender equality (SDG5), economic growth (SDG8) reduced inequalities (SDG 10) and strengthened partnerships (SDG17).

WFP Policy and Strategic framework for School Feeding also evolved in the same period, in line with the global thinking and the adoption of the Agenda 2030. The revised School Feeding Policy approved in 2013 and the last two WFP Strategic Plans are key references in this regard, together with a number of other organizational policies and strategies, including a new School Feeding Strategy that is about to be launched by the School Feeding Division.

Within this framework, WFP is expected to implement a shift to strategically position itself to enable progress towards the SDGs, requiring increased emphasis on strategic partnership, national ownership, capacity strengthening and sustainability, as key dimensions of country level engagement on school feeding, in line with the changes envisaged under the ongoing UN reform¹.

Against this backdrop, the evaluation is focused on the organizational readiness for the strategic shift that WFP is expected to implement to contribute to enhance coverage and quality of national school feeding programmes, while continuing to deliver school meals effectively in humanitarian contexts. While mostly forward looking, the evaluation will also assess progress made against the 2013 revised School Feeding Policy, in order to situate the forward looking strategic reflection in an empirical ground.

Objectives and Users of the Evaluation

With the aim to serve accountability and learning purposes, the objectives of the evaluation are the following:

- Assess the continued relevance of WFP School Feeding Policy and its results.

- Assess WFP strategic positioning in school feeding and analyse the roles of the organization in different country settings.
- Assess how WFP is equipped for the effective delivery of school feeding and to assist governments in building or consolidating their own capacities in the framework of the Sustainable Development Goals.
- Understand what factors are enabling or hindering progress and distil lessons to inform future direction for WFP.

The main users of the evaluation include WFP stakeholders at Country, Regional and HQ level, as well as national and local governments, international humanitarian and development actors, cooperating partners and networks working on issues related to school health and nutrition.

Key Evaluation Questions

The evaluation will address the following 5 key questions:

Question 1: How relevant is WFP's School Feeding Policy considering the 2030 Agenda and WFP current Strategic Plan (2017-2021)?

Question 2: To what extent has WFP been able to deliver on the results of the 2013 revised School Feeding Policy?

Question 3: How well is WFP equipped to deliver effective and equitable school feeding programmes, and to assist Governments to implement school feeding programmes?

Question 4: To what extent is WFP capable of focusing on strengthening enabling environments for national institutions to design, finance and implement sustainable school feeding programmes?

Question 5: What are the key factors contributing to progress against stated objectives and what are the key lessons that can be learned?

Scope and Methodology

The evaluation will cover WFP school feeding related activities from January 2014, to June 2020.

From the perspective of organizational readiness, the evaluation will focus on understanding how WFP is equipped, and on what is needed to successfully support school feeding

¹ Ref. Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all, Report of the Secretary-General. A/72/124–E/2018/3.

in different country contexts, while responding to the opportunities set out in the Agenda 2030. This will include the following three dimensions: i) school feeding conceptualization and operationalization through policies, strategies and guidance; ii) processes and systems and their use in the organization; iii) synergies and adaptability to evolving roles across dynamic development and humanitarian contexts, to ensure sustainability of school feeding programmes in the framework of national systems.

From the perspective of development results, the evaluation will look at the continued relevance of the 2013 School Feeding Policy and the extent to which WFP is contributing to positive outcomes in the areas of education, health and nutrition, social protection and agricultural production.. Gender equality will be a cross cutting theme in the analysis and whenever available data will be disaggregated by sex. The analysis of results will benefit from a wide body of evaluative evidence already available and will provide a basis to inform a forward-looking strategic analysis.

The methodology will adopt a mixed approach combining qualitative and quantitative data. Within this approach, the evaluation will employ multiple methods of data collection including:

- a) literature review on school feeding;
- b) synthesis of evaluations and audits;
- c) analysis of WFP administrative data; and
- d) key informant interviews.

Systematic data triangulation across different sources and methods should be carried out to validate findings and avoid bias in the evaluative judgement.

While having a strategic global outlook, the evaluation will zoom into a purposefully selected number of countries to learn from different contexts, from which logical generalizations could be drawn.

Roles and Responsibilities

Evaluation Team: The evaluation will be conducted by a team of external consultants with capacity in conducting complex global evaluations using mixed methods. The team will also be required to have a strong thematic expertise on school feeding.

OEV Evaluation Manager: The evaluation is managed by the WFP Office of Evaluation (OEV) with Mr. Sergio Lenci as Evaluation Manager (EM). The EM is responsible for the evaluation preparation and design, follow-up and first level quality assurance throughout the process. The Director of Evaluation will exercise second level quality assurance and will approve the evaluation products.

Stakeholders: The Executive Board, WFP School Feeding Service, senior management, regional and country-level programme colleagues/school feeding programme advisors is the primary audience for this evaluation. Key internal stakeholders and users include: Policy and Programme Division; the Brazil Centre of Excellence; the Technical

Assistance and Country Capacity Strengthening Service; the Emergency Preparedness and Support Response Division; the Nutrition Division; the Gender Office; and at decentralized level: WFP Regional Bureaus (RBs) and country offices (COs).

Governance

Two groups will be consulted throughout the evaluation process to review and provide feedback on evaluation products:

- An **Internal Reference Group** of WFP staff working on school feeding related programming
- An **External Advisory Group** composed of external experts specialising on school based health and nutrition initiatives.

Communications

Preliminary findings will be shared with WFP stakeholders in the Country Offices, Regional Bureaus and Headquarters during debriefing sessions at the end of the fieldwork.

A stakeholders' workshop will be held to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations.

A Summary Evaluation Report (SER) will be presented to the Executive Board.

Findings will be actively disseminated and the final evaluation report will be publicly available WFP's website.

Key evaluation products will be in English with tailored communications products in other UN languages.

Timing and Key Milestones

Inception Phase: January – March 2020

Fieldwork Dates: April – June 2020

Reporting phase: August – November 2020

Stakeholders' Workshop: October 2020

Annex B Methodology

Introduction

1. The inception report constitutes the full description of this evaluation's methodology. This annex provides a summary of key elements of the methodology, and notes ways in which the approach set out in the inception report was modified.

Overall methodological approach

2. The evaluation methodology built on the guidance of the Terms of Reference (Annex A). As outlined in the inception report, the methodology has sought to ensure:

- **Utility** – responding to the interests of key stakeholders in the evaluation, focusing on areas where the evaluation can add to what is already known, while taking account of evolving developments to the extent possible, and developing practical, evidence-based recommendations
- **A participatory approach** – liaising closely with the client and key stakeholders and seeking feedback systematically throughout the process, without compromising the evaluation team's independence
- **Rigour** – based on careful use of terminology, systematic triangulation across mixed methods, informants, and data sources, to ensure transparency, impartiality and to minimize bias and transparent lines of argument from findings to conclusions and recommendations
- **Efficiency** – drawing as much as possible from previous evaluations and other secondary sources, focusing on issues that can add value, and making best use of limited time with key informants
- **High ethical standards** – following the key principles and guidelines referred to in ¶155ff. below.

3. The evaluation design was theory-based, in line with WFP guidance for policy and strategic evaluations. It was guided by a reconstituted theory of change (ToC). It was complemented by a framework for analysis organizational readiness (OR) which was developed during the inception phase based on a literature review and consultations with the client.

4. The integration between the two theoretical frameworks took place at the level of a detailed ToC (Figure 15 below) and through the evaluation matrix (Annex D), which specifically includes the underlying assumptions of the ToC as well as the dimensions of the OR framework. These key elements of the evaluation are further described below.

5. The evaluation combined a rigorous review of secondary evidence, with the collection of primary source data across different country contexts where WFP has been operating and at different levels (country, regional, global). Secondary evidence included the review of over 100 evaluations and external reports, as well as a large number of internal documents. The primary evidence included global, regional and country level interviews to provide the deep insights and evidence, and an internal WFP survey (Annex K). Collection of detailed data and country-level interviews focused on a set of 11 country case studies, which were selected to reflect the diversity of the WFP portfolio and the different types of engagement and contexts. The collection of secondary and primary evidence was sequential to the extent possible – the evaluation sought to mine secondary data before complementing and triangulating (where needed) with primary sources. This approach was applied to the country studies and to global and regional data collection.

6. The evaluation employed participatory approaches. Engagement with relevant stakeholders was sought throughout the evaluation process and included: stakeholder input in the inception report; communication with country office and external informants ahead of the country studies to seek involvement; and feedback to in-depth country studies through PowerPoint presentations that have been shared with country offices and may be used for further discussion and dialogue. In a similar vein, this evaluation report will be shared for stakeholder feedback before finalisation (a stakeholder workshop is planned as part of the feedback process – see detailed timetable at Table 15 of Annex E).

7. **Gender:** The evaluation used a gender lens in answering the evaluation questions. Gender equality and equity considerations were included by assessing the availability of sex- and age-disaggregated data and by focusing on the ways in which the school feeding policy and strategy documents, and the manner in which these guided implementation, did or did not adequately promote gender equality and women's empowerment as well as the needs of people with disabilities. Annex L provides a more detailed discussion of the key gender finding of the evaluation, along with the cross-cutting themes of climate change considerations and digitalization and innovation.

8. **The outbreak of the Covid-19 pandemic** coincided with the evaluation inception phase and was identified by the evaluation team as an opportunity to learn more about WFP OR by taking a closer look at the organization's Covid-19 response. In response to this, the inception report was used to ensure that considerations of Covid-19 were included in the different evaluation tools (evaluation matrix and data collection instruments as well as in analysis tools, particularly the country findings matrices which remained internal to the team).

9. Table 3 below provides an overview of the approaches and instruments used by the evaluation. Additional detail is provided in the remainder of this annex.

Table 3 Overview of evaluation approaches and instruments

Approach/ instrument	Role
Stakeholder analysis	An analysis was conducted at inception and fed into an understanding of the evaluation subject and theory of change. The stakeholder analysis was used to identify appropriate informants for interviews and for the survey.
Evaluability analysis	The evaluability analysis assessed both theoretical and practical issues for the evaluation and helped identify areas of focus where the team could add value and develop useful lessons and recommendations.
Theory of change (ToC)	A ToC was used to map the overall field. The ToC helped identify key causal links and assumptions. The assumptions were reflected in the evaluation matrix which guided the evaluation inquiry that the evaluation will test.
Organizational readiness (OR) framework	OR was a key dimension of the analysis, in particular in looking forward to assess to what extent WFP is ready to implement the School Feeding Strategy (TOR ¶63), and evaluation questions (EQs) 3 and 4. At inception the team drew up an OR framework that clarified the understanding of the topic, and, like the ToC itself, fed into the evaluation matrix.
Evaluation matrix	In line with the TOR, the evaluation questions were reviewed at inception and fine-tuned. The full evaluation matrix systematically mapped the questions, sub-questions, indicators, sources of evidence, triangulation and reliability. The matrix addressed the key issues identified in the ToC analysis and OR framework, and served as the guiding framework for all elements of the evaluation.
Document review and synthesis	The evaluation used existing documents and data as a starting point. Other methods, including interviews, country visits, and the survey focused on adding to what is already known. The synthesis of evaluations and audits was a key element of this approach and started during the inception phase so as to inform all the main aspects of this evaluation design.
Secondary data analysis	Secondary data on school feeding, both within WFP and globally, were found to have significant limitations. Where available, the evaluation drew on other data sources to mitigate its shortcomings.
Country case studies	A total of 11 country studies provided a depth of analysis. Country studies systematically addressed the evaluation questions for the country concerned, with some tailoring of the sub-questions in line with the country focus. Country studies were originally intended to be part desk based, with a number of them partly field based. In light of Covid-19 developments, all country studies were conducted remotely.
Global and regional interviews and focus group discussions (internal and external)	Key informant interviews (KII) within WFP were conducted to deepen the understanding derived from documentary sources and country studies, to triangulate findings, and to understand and interrogate the organizational set-up, workings and dynamics. External stakeholders were similarly prioritized – including donors, think tanks, United Nations and other partners in school feeding and school-based programmes, as well as those operating in the education and humanitarian spheres. In practice most interviews were conducted with individual respondents. However, where feasible, given remote data collection, some focus group discussions were used to complement interviews.

Approach/ instrument	Role
WFP staff survey	An online survey of the WFP staff most directly engaged with school feeding reached a wider group than direct information from the country studies and enabled further triangulation of emerging findings from document review, country studies and global interviews/focus group discussions.
Gender analysis	Gender was mainstreamed through all the evaluation instruments listed above and specific lines of inquiry.
Team workshops and QA process as part of an interactive participatory approach	Regular feedback and learning between the different elements of the evaluation, across team members, and between the evaluation team and other key participants in the evaluation process, as well as with the evaluation manager, was secured through systematic internal communications supported by remote team workshops and team meetings, and meetings with the evaluation manager, and the reference groups.

Theory of change and organizational readiness framework

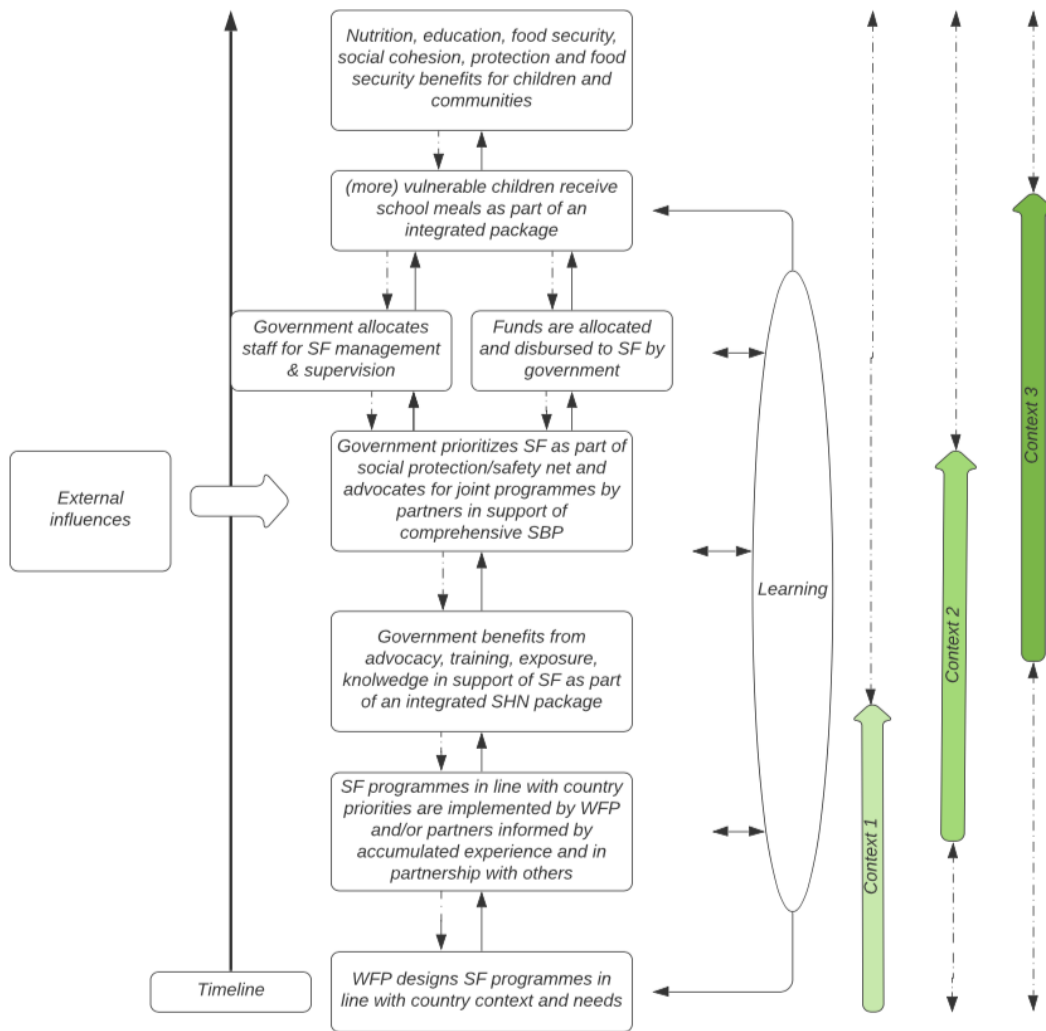
10. Using a theory-based approach, the evaluation tested the degree to which the School Feeding Policy's intended results have been achieved and examined the reasons why results were or were not achieved. It also examined the role of OR, identified opportunities, and underscored what areas are most in need of strengthening moving forward. In recognition of the strategic nature of this evaluation, the ToC represents a necessary simplification of the operational work of WFP in practice.

Theory of change for school feeding

11. A ToC exercise at inception was used to map and understand the overall field. Both the 2013 School Feeding Policy and the School Feeding Strategy 2020–2030 included theories of change; these informed the exercise but did not sufficiently spell out key assumptions for the purposes of an evaluation. The drafting of the ToC assisted in clarifying the evaluation team's understanding of the subject of the evaluation and ensured that key assumptions underlying the WFP approach to school feeding could be identified and explicitly tested by the evaluation. The ToC approach had an important fit with other elements of the evaluation approach. It linked to the OR framework and to the evaluation matrix. In this matrix, we made explicit which assumptions from the ToC were of relevance to each sub-question.

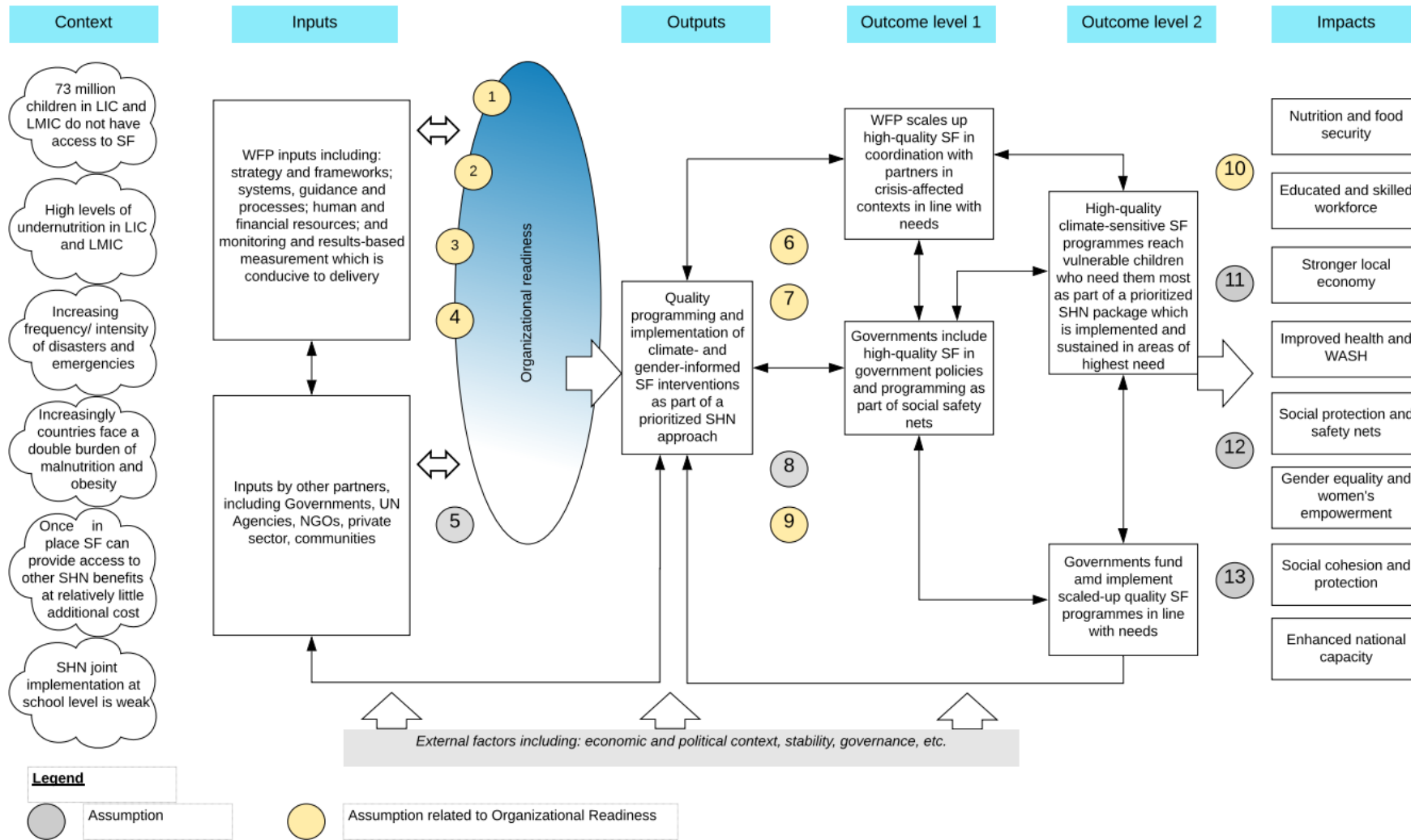
12. An overall ToC reflects the WFP approach of context-specific engagement as reflected in the School Feeding Strategy (2020–2030) (Figure 14 below). A more operational ToC (Figure 15 below) helps identify key causal links and assumptions and reflects how OR fits within the capacity to move from intention to action and results and outcomes.

Figure 14 WFP School Feeding Strategy 2020–2030 logic model



Source: Evaluation team analysis.

Figure 15 Overall School Feeding theory of change and accompanying assumptions



Source: Evaluation team analysis. Note: numbered circles identify the assumptions, which are spelt out in Table 4 below.

13. Key assumptions related to the overall school feeding ToC are depicted in the diagram in grey or yellow circles (yellow circles implying OR assumptions). The assumptions are listed below. The assumptions related to OR are shown in italics.

Table 4 Theory of change assumptions

Inputs to outputs assumptions
1. <i>WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with its 'dual' role as an implementer and enabler.</i>
2. <i>Capacity strengthening focuses on an appropriate and prioritized mix of institutional systems, processes, methodologies, skills and tools in view of the needs at country level.</i>
3. <i>WFP is able to position itself at the right level for high-level advocacy with Government and partners, including across different sector Ministries.</i>
4. <i>Partners that are essential for a prioritized school health and nutrition (SHN) package are willing and able to readjust their programmes to align objectives and targeting to country needs and evolving priorities.</i>
Outputs to outcomes assumptions
5. WFP and partners build capacity in ways that ensure progressive embedding of systems, processes, skills into government structures so that it can be renewed.
6. <i>Ability of WFP to act as a knowledge-based organization to give solid content to its advocacy.</i>
7. <i>Demand for WFP support is sustained across different contexts (low-income and middle-income countries) as long as needed for full transitioning to government ownership.</i>
8. Government and external partner funding for school feeding is sufficiently long-term, predictable and flexible, and can be used to programme across the nexus.
9. Upstream engagement by WFP continues to be able to draw on extensive field experience.
10. <i>WFP is able to demonstrate results and to document progress, and to use this to mobilize additional donor funding.</i>
Outcomes to impact assumptions
11. School feeding/school-based programmes provide sustained access to well-designed and coordinated complementary and prioritized SHN interventions, which increase attendance and retention of girls and boys in school, and in turn impact on key indicators of social and economic well-being.
12. Funding for school feeding does not displace other education funding and works in tandem with other efforts to strengthen education quality and learning.
13. The gains from access to SHN at primary level are not lost when children transition to secondary education.

14. The school feeding ToC sets out how WFP support will contribute to the Sustainable Development Goals (SDGs) in the different contexts where it operates, by ensuring that vulnerable girls and boys are reached by high-quality school feeding as part of a prioritized school health and nutrition (SHN) package which contributes to the well-being and future of children and young adults.

15. The ToC is based on the premise that school feeding will be most effective in contributing to well-being and to the SDGs if it is provided to children who most need it as part of a prioritized SHN package in schools. Sustained access to such a package of support will produce a range of benefits including increased attendance and retention of boys and girls, enhanced learning outcomes, improved nutrition and food security, strengthened gender equality and empowerment, a better-skilled workforce, and benefits for the local economy. In contexts of fragility, it will also bring additional benefits in terms of social cohesion and protection.

16. The ToC depicts two levels of outcomes with the assumption that (some) of the first-level outcomes feed into the next level. This is the case for the outcome related to Government including school feeding in its policy framework, which links to the second-level outcome of governments allocating funding through their budgets to school feeding. First-level outcomes will differ according to context. In crisis-affected countries, where contexts are not (yet) conducive to government-owned programmes, WFP will focus on operating scaled-up school feeding interventions that are coordinated with partners, to meet the needs of vulnerable children (Context 1 countries as per the WFP School Feeding Strategy 2020–2030). In more stable countries, WFP work will focus on supporting governments and strengthening systems to improve the scale and quality of planning, implementing, and ultimately funding school feeding programmes (Context 2 and 3 countries).

17. The ToC makes it explicit that quality programming and implementation are essential for achieving level 1 outcomes where WFP scales up high-quality school feeding and level 2 outcomes where the WFP role is more strongly focused on advocacy, strengthening systems, and provision of technical assistance. Quality programming will ensure attention to the key priorities from the School Feeding Policy and School Feeding Strategy 2020–2030 and will promote the provision of school feeding as part of an SHN package based on principles of partnership with other actors, as well as attention to climate and gender priorities.

18. Quality programming will also ensure that WFP and partner approaches are tailored to the needs of different countries and contexts. Feedback loops from implementation are essential and will ensure – through monitoring, learning and evaluation – that approaches by WFP, Government, and partners are adjusted. They will also feed into knowledge generation more generally, and ultimately contribute to strengthening WFP OR and inputs.

Organizational readiness framework

19. WFP OR is at the heart of the ToC. It embodies the preconditions for WFP to play the different roles it needs to play in different contexts. A range of inputs and activities – tailored to specific contexts – needs to be in place for quality programming and implementation, and will require involvement/inputs not just from WFP but also from partners. In practice, inputs will vary for the different contexts and types of WFP work and can include a combination of some or more elements from among the following: food or cash delivery by WFP; infrastructure for school feeding; capacity strengthening; advocacy; policy engagement; positioning/networking; knowledge generation; awareness building/communication; research studies; partnerships; resource mobilization; innovation; and monitoring and evaluation. As detailed in Annex N of the inception report²⁵⁵ on OR, the mix of inputs, and the way in which the different dimensions of organizational capacity come together and interact with, or are influenced by, the internal and external environment, will determine the ability of WFP to act purposefully towards the intended outcomes. A fundamental assumption is therefore that WFP has achieved enough OR needed for the ToC to be valid. In this sense, assumptions 1 through to 5, together with assumptions 7 and 8 (see Table 4 above), unpack this fundamental assumption about OR.

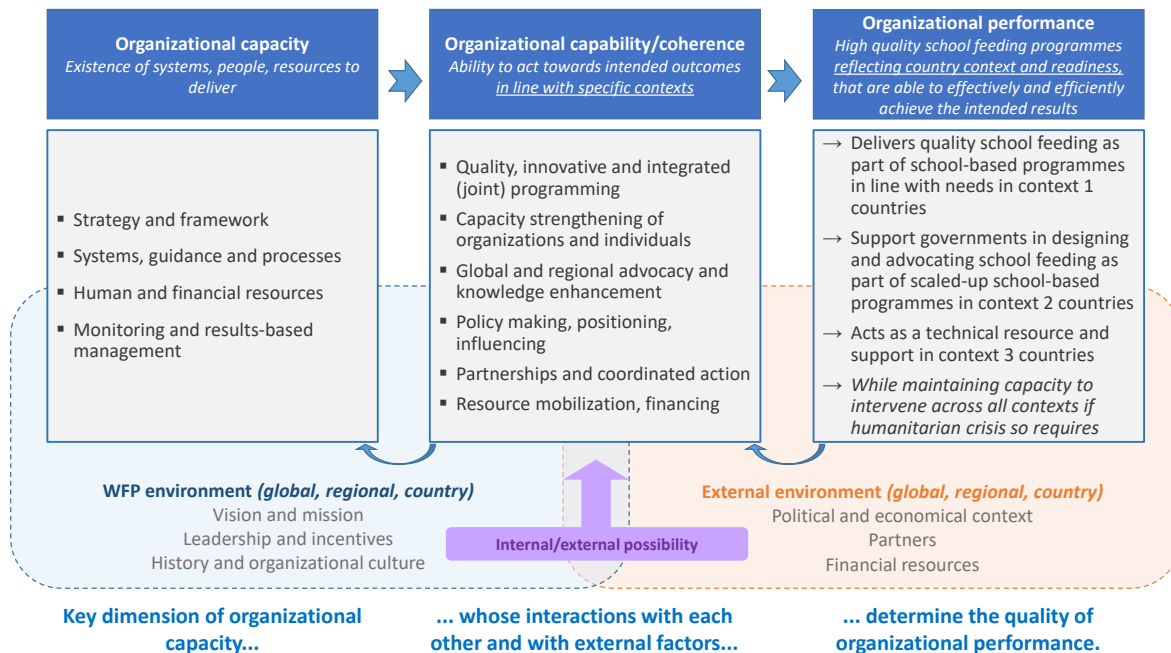
20. At inception the team drew on literature in the field of organizational analysis to draw up an OR framework to guide the inquiry. The framework reflects a realistic approach to addressing the upstream issues which, although inherently difficult to evaluate, are central to an assessment of the School Feeding Strategy and of the continued relevance of the School Feeding Policy. The framework was important in clarifying the underlying dimensions of OR, in highlighting the internal and external influencers of OR, and in clarifying the way in which different dimensions of OR potentially interact to produce effects.

21. Figure 16 below shows the OR approach. The left-hand side of the diagram proposes four interrelated dimensions of organizational capacity which include: organizational strategy and frameworks; systems/guidance and processes; human and financial resources, including individual capacity; and monitoring and results-based management (RBM). These draw from the Terms of Reference (ToR) and from literature.

²⁵⁵ WFP. 2020ze. *School Feeding Contribution to the Sustainable Development Goals: A Strategic Evaluation*. Inception Report. M. Visser, S. Lister, R. de Mel, J. Jelensperger, E. Rouleau, L. Bluer, C. Toby, E. Hodson & C. Fenning. Oxford, UK and Rome, Italy, Mokoro and WFP.

22. The middle column of the OR diagram recognizes that it is the *way in which the different dimensions of organizational capacity come together* and the manner in which these are influenced by, and interact with, the internal and external environment (shown in the diagram as the purple arrow labelled as 'Internal/External possibility') that will determine the ability of the organization to act purposefully towards the intended outcomes. Whether, in practice, these work together to produce the desired results, and whether they do so in a manner that is cognisant of the country needs, is a test of readiness and eventually performance and is captured in the right-hand column. Where this readiness is not evident, the evaluation will need to establish what is missing and why.

Figure 16 Relationship between organizational readiness and quality school feeding approaches



Source: Evaluation team analysis.

23. The OR framework informed both the ToC and the evaluation matrix. In the latter, specific questions, sub-questions and indicators focused on the dimensions of the framework. In addition, the OR framework was used in selected interviews and focus group discussions to elicit feedback and reflection. Finally, the OR framework served as a key reference point for the design of the survey, and as a support when reviewing the evidence and writing the report.

Evaluation matrix

24. In line with the ToR, the evaluation questions were reviewed at inception and fine-tuned. A summary matrix with the evaluation team assessment of evidence availability and reliability at inception is shown in Table 5 below. The full evaluation matrix (Annex D) systematically mapped the questions, sub-questions, indicators, sources of evidence, triangulation and reliability, and also linked the sub-questions to relevant ToC assumptions.

25. The ToR required a balance between retrospective and forward-looking assessments. The inception work acknowledged that EQ1 and EQ2 were more retrospective, while EQ3 and EQ4 considered the WFP OR going forward and EQ5 has been framed to draw conclusions from the responses to EQ1 through EQ4. The full evaluation matrix included an assessment of data availability and reliability against each EQ.

26. The evaluation sought to be realistic about data availability by focusing its main efforts where it could add most value. In this vein, the retrospective assessments under EQ1 and EQ2 were treated mainly as stepping-stones towards the OR assessments under EQ3 and EQ4.

27. The evaluation applied the evaluation criteria of the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) as per Table 5 below (which is reproduced from the inception report). The evaluation criteria were mapped to the sub-questions in the evaluation matrix. All sub-questions included elements that related to more than one of the evaluation criteria.

Table 5 Main evaluation questions and sub-questions as revised by the evaluation team

Evaluation questions (EQs)	Evaluation criteria	Evidence availability/reliability
A) Continued Relevance and Effectiveness of the 2013 School Feeding Policy		
EQ1. How relevant is the WFP 2013 School Feeding Policy considering the 2030 Agenda and WFP current Strategic Plan (2017–2021)?		
1.1. Is the WFP 2013 School Feeding Policy still relevant in light of the emerging international thinking and practice on school feeding?	relevance (including continuing relevance)	Good to fair. Emerging evidence on international thinking is strong. Less on school feeding in emergencies. <i>Aggregated</i> evidence on school feeding practice is patchy, but the ongoing update of the state of school feeding will be the best available summary.
1.2. How well is it aligned to the WFP Strategic Plan 2013–2017, to the WFP Strategic Plan 2017–2021, to the Agenda 2030, and to the School Feeding Strategy 2020–2030?	internal and external coherence	Good. Necessary evidence resides in the documents to be compared.
1.3. How well are WFP school feeding activities aligned to the 2013 School Feeding Policy and to the School Feeding Strategy for 2020–2030?	internal coherence	Good. Necessary evidence resides in the documents to be compared.
1.4. How relevant are WFP school feeding activities to the regional and sub-regional organizations' thinking and practice?	relevance external coherence	Fair. Available documentation may be patchy. Finding unified perspectives on thinking and practice in other organizations may be difficult.
1.5. To what extent has WFP been able to engage flexibly with national governments and respond to evolving priorities and demands in different country settings?	relevance (including continuing relevance)	Fair. Key evidence will be the examples uncovered by the literature review/document synthesis. This will support deeper analysis in the case studies.
EQ2. To what extent has WFP been able to deliver results in line with the objectives of the 2013 School Feeding Policy?		
2.1. To what extent and how well have WFP school feeding programmes contributed to providing a safety net for food insecure households through income transfers?	effectiveness, efficiency sustainability, coherence	Fair. Aggregated assessment is not feasible. However, examples from literature review/document synthesis and case studies will illustrate the ways in which (explicitly and implicitly) school feeding serves as a safety net.
2.2. To what extent and how well have WFP school feeding programmes contributed to supporting children's education through enhanced learning ability and access to the education system?	effectiveness, efficiency sustainability, coherence	Fair. On past experience and early findings from the document synthesis, we can expect evidence of contribution to access to be strong, but effects on education quality are regularly found to depend on complementary factors alongside school feeding.
2.3. To what extent and how well have WFP school feeding programmes contributed to enhancing children's nutrition by reducing micronutrient deficiencies?	effectiveness, efficiency sustainability, coherence	Weak. There is strong evidence on the efficacy of micronutrients, but rigorous demonstrations of their effective delivery through school feeding are rare.

Evaluation questions (EQs)	Evaluation criteria	Evidence availability/reliability
2.4. To what extent and how well have WFP school feeding programmes contributed to strengthening national capacity for school feeding through policy support and technical assistance?	effectiveness, efficiency, sustainability, coherence	Fair. It is inherently difficult to measure capacity, and the WFP National Capacity Index (NCI) indicator has not proved useful. The School Feeding Strategic Evaluation will address this using the organizational readiness (OR) framework as a key focus of case studies.
2.5. To what extent and how well have WFP school feeding programmes contributed to developing links between school feeding and local agricultural production as possible and feasible?	effectiveness, efficiency, sustainability, coherence	Fair. The literature review and document synthesis will provide evidence on the adoption of home-grown school feeding (HGSF) approaches in a range of contexts, with potential for assessing which approaches have proved more or less effective in different contexts.
2.6. To what extent and in what ways have WFP school feeding programmes made an effective contribution in humanitarian contexts?	effectiveness, external coherence, efficiency, connectedness	Fair. In particular, the School Feeding Strategic Evaluation will be able to draw on the ongoing work on emergency school feeding (ESF), and our sample of country cases is designed to include some emergency contexts.
B) Organizational readiness of WFP to contribute to school feeding-related outcomes		
EQ3. How well is WFP equipped to deliver effective and equitable school feeding programmes, and to assist governments to implement school feeding programmes?		
3.1. Is there a clear and coherent framework in WFP to advance a school feeding agenda from conceptualisation to integrated programming and measurable results with appropriate adaptation to dynamic context?	relevance, internal coherence, efficiency	Good. The evaluation team has access to the WFP policy and strategy documents and associated guidelines, manuals, etc. The team will be able to assess the utility and practicality of the intended approaches through interviews and case studies.
3.2. How conducive are WFP corporate systems, guidance and processes to ensuring adequate funding and staffing tailored to different roles that WFP may play in different country settings?	relevance, coherence, efficiency	Good. WFP systems and processes are well documented and are the subject of commentary in many of the documents being synthesized. Interviews and case studies will further update and deepen the analysis. It may be challenging to analyse the budget for school-based programmes at global level between what is funded by Programme Support and Administration (PSA) (well covered by management plan) and what WFP funds through global trust funds and other earmarked contributions.
3.3. How well is WFP able to leverage resources through partnership strategies at country, regional and global level?	effectiveness, efficiency, coherence (especially external coherence), sustainability	Fair. Evidence on resources actually raised for school feeding both by WFP globally and at country level is available from WFP systems, but there is considerable difficulty in breaking out school feeding when it is bundled with other activities.
3.4. How well is WFP able to act as a global knowledge broker, including for south-south and triangular cooperation?	effectiveness, efficiency, coherence (especially external coherence)	Fair. Requires mapping of WFP 'knowledge broker' and south-south and triangular cooperation activities, linked to external perspectives of the relevance and effectiveness of WFP in these roles.

Evaluation questions (EQs)	Evaluation criteria	Evidence availability/reliability
EQ4. How well is WFP equipped to focus on strengthening enabling environments for national institutions to design, finance and implement sustainable school feeding programmes?		
4.1 To what extent and how well is WFP advocating and engaging in the right partnerships with national and international actors to position school feeding as a strategic entry point to contribute to the Agenda 2030?	effectiveness, efficiency, external coherence, sustainability	Fair. Similar to previous EQ as regards global partnerships. Opportunity for document synthesis and case studies to map and assess strategic positioning of school feeding at country level in different contexts.
4.2 To what extent and how well is WFP engaging in advocacy to influence enabling environments (policy, legal, financial, institutional and partnership frameworks) for sustainable national school feeding programmes?	effectiveness, efficiency coherence, sustainability	Fair. Same issues and approach as for the previous two EQs.
4.3 To what extent and how well is WFP focusing on strengthening national and local institutional capacities for school feeding programmes' design and implementation, including targeting, monitoring and evaluation?	effectiveness, efficiency coherence, sustainability	Fair. This is the forward-looking counterpart of EQ2.4 and may be constrained by past difficulties in the systematic assessment of capacity. There is a lot of evidence about the quality and challenges of WFP monitoring and evaluation (M&E) to date (including from document synthesis and case studies).
4.4 To what extent and how well is WFP developing and implementing effective transition strategies to ensure time-bound handover of school feeding programmes to national and local institutions?	effectiveness, efficiency, sustainability	Fair. Experiences of handover are limited, but the literature review, document synthesis and case studies will provide a body of examples to draw from.
C) Critical factors to contribute to learning and future direction		
EQ5. What are the key factors contributing to progress against stated objectives and what are the key lessons that can be learned?		
5.1 What have been the key factors internal and external to WFP contributing to or challenging the successful implementation of the 2013 School Feeding Policy? What does this imply for the 2020–2030 School Feeding Strategy?	relevance, sustainability	In effect, this EQ requires conclusions to be drawn from the findings against previous EQs. We will highlight any weaknesses in the evidence for our conclusions.
5.2 What are the main opportunities and risks in relation to the country, regional and global contexts?	effectiveness, efficiency coherence	

28. The evaluation matrix addressed the key issues identified in the ToC analysis and OR framework and served as the guiding framework for all elements of the evaluation. Thus, the document synthesis, interviews, country studies and the survey were all oriented towards addressing particular sub-questions in a complementary manner and with a focus on triangulation. The choice of indicators and data sources was informed by the evaluability analysis done at Inception. Questions, lines of inquiry, and indicators reflected the gender approach detailed in Annex M of the inception report.

29. At data collection stage, the evaluation matrix was used for the country studies as an internal tool for data recording and internal reporting, with some minor modifications to ensure that each matrix reflected (in addition to the EQs) an analysis of: a) the overall context; b) an overview of the evolution of the national school feeding agenda; c) an analysis of the evolution of WFP work in school feeding; and d) a section for country-specific recommendations. In a similar vein, internal thematic matrices have allowed the team to systematically record and share findings around key themes including: digitisation; environmental issues; and gender. These internal matrices have fed into a number of annexes which are part of this report (Annex G, Annex L, 1 Annex P, Annex Q).

Approach to identifying and including key informants

30. An analysis was conducted at inception²⁵⁶ and fed into an understanding of the evaluation subject and theory of change. The stakeholder analysis was used to identify appropriate informants for interviews, including for the country studies, and for the survey. National stakeholder perspectives were critical to making an informed assessment of WFP contributions. Within the limitations imposed by remote data collection, the evaluation sought to engage with a wide range of actors at different levels. Table 6 provides an overview of the different types of country, regional and global level stakeholders and the number of persons interviewed/surveyed. In total 309 people (153 women and 156 men) participated in interviews and focus group discussions. At the request of the respective COs, the Syria and Namibia cases relied predominantly on document review.

Table 6 Evaluation key informants

Location	Visit	WFP		Government		Partners, Other Organizations and Independents ²⁵⁷		Beneficiaries		Total	
		Women	Men	Women	Men	Women	Men	Women	Men	Women	Men
Headquarters (inception)	✓	21	12	n/a	n/a	n/a	n/a	n/a	n/a	21	12
Regional Bureau Bangkok	X	1	0	n/a	n/a	n/a	n/a	n/a	n/a	1	0
Regional Bureau Cairo	X	1	0	n/a	n/a	n/a	n/a	n/a	n/a	1	0
Regional Bureau Dakar	X	5	6	n/a	n/a	n/a	n/a	n/a	n/a	5	6
Regional Bureau Johannesburg	X	1	0	n/a	n/a	n/a	n/a	n/a	n/a	1	0
Regional Bureau Nairobi	✓	6	5	n/a	n/a	n/a	n/a	n/a	n/a	6	5
Regional Bureau Panama	X	8	1	n/a	n/a	n/a	n/a	n/a	n/a	8	1
Cambodia	X	5	2	0	5	n/a	n/a	n/a	n/a	5	7
Côte d'Ivoire	X	8	3	1	5	5	7	n/a	n/a	14	15
Haiti	X	6	3	0	6	4	8	n/a	n/a	10	17
Kenya	✓	10	7	2	2	6	4	n/a	n/a	18	13
Mozambique	X	1	4	1	1	n/a	n/a	n/a	n/a	2	5
Peru	X	5	3	3	5	1	4	n/a	n/a	9	12
Rwanda	X	4	7	4	13	4	4	2	7	14	31
Syria	X	n/a	n/a	n/a	n/a	1	n/a	n/a	n/a	1	0
Tajikistan	X	2	7	1	1	n/a	n/a	n/a	n/a	3	8
Tunisia	X	2	2	1	1	n/a	n/a	n/a	n/a	3	3
Namibia	X	2	1	n/a	n/a	n/a	n/a	n/a	n/a	2	1
Global Interviews	X	4	2	n/a	n/a	25	18	n/a	n/a	29	20
Total		92	65	13	39	46	45	2	7	153	156

²⁵⁶ WFP. 2020ze. *School Feeding Contribution to the Sustainable Development Goals: A Strategic Evaluation*. Inception Report. M. Visser, S. Lister, R. de Mel, J. Jelenberger, E. Rouleau, L. Bluer, C. Toby, E. Hodson & C. Fenning. Oxford, UK and Rome, Italy, Mokoro and WFP, Annex D.

²⁵⁷ Development agencies of donor countries – e.g. the UK Department for International Development, Department of Foreign Affairs and Trade, and United States Department of Agriculture – are counted as partners.

31. The stakeholder mapping sought to ensure gender and geographic diversity. Data collection recorded the sex of key informants and examined the gender sensitivity of programme design and implementation.

Data collection

Overview

32. Data collection included documentation review, key informant interviews, country studies, and a global survey. Data collection was targeted at specific areas of inquiry as per Table 7 below.

33. The choice of data collection methods and some of the detailed approaches have been guided by the strategic nature of the evaluation, the priority areas highlighted in the inception phase, and the analysis of data availability. It has also taken into account the capacities within the team and the limitations imposed by the timeframe for the evaluation.

Table 7 Overview of main data sources per evaluation question

Evaluation Question	Focus	Predominant data sources
EQ1 – Relevance and continued relevance of the School Feeding Policy	Retrospective for relevance of School Feeding Policy to date Prospective for continued relevance	Documentation review Global and regional key informant interviews (KIIs) Country studies
EQ2 – Progress against strategic objectives of the School Feeding Policy	Retrospective	Documentation review Country studies
EQ3 – Readiness for implementation and facilitating roles	Prospective, while drawing on EQ2 for lessons from the past	Country studies Documentation review Survey
EQ4 – Readiness for enabling/upstream roles	Prospective, while drawing on EQ2 for lessons from the past	Country studies Documentation review Survey Global and regional KII
EQ5 – Key explanatory factors and opportunities and risks	Retrospective for explanatory factors Prospective in terms of implications for WFP moving forward	Documentation review Country studies Global and regional KII

Documentation review and systematic analysis of subsets of documents

34. The synthesis of evaluations and audits was a key element of this evaluation approach, and started during the inception phase so as to inform all the main aspects of this evaluation design. The evaluation team reviewed more than 100 reports as part of this exercise. The ToR envisaged this work to be undertaken during the evaluation phase, but the evaluation team brought it forward so that the work could feed into the evaluability assessment and the refinement of methodology and scope during the inception phase. Annex H of the inception report described the synthesis exercise and highlighted early emerging findings.

35. The synthesis supported the assembly of relevant material for the country studies (see Table 7 above). The synthesis of evaluations and audits focused on retrospectively analysing to what extent WFP has delivered against priorities under the School Feeding Policy (EQ2) and identified strengths and weaknesses of WFP engagement (thus feeding into aspects of EQ3, EQ4 and EQ5). As a related exercise, the evaluation conducted a structured review of how school feeding has been presented across all country strategic plans (CSPs). The results of this exercise fed into the analysis of OR and are shown in Annex H.

Key informant interviews – global, regional and country

36. Key informant interviews (KII) within WFP were conducted to deepen the understanding derived from documentary sources and country studies, to triangulate findings, and to understand and interrogate the organizational set-up, workings and dynamics. External stakeholders were similarly prioritized – including donors, think tanks, United Nations and other partners in school feeding and school-based programmes, as well as those operating in the education and humanitarian spheres. The external

interviews focused on the positioning of WFP in the global landscape, to shed light on how WFP has engaged, and on priorities and opportunities moving forward.

37. Interviews followed the semi-structured guidelines that were drawn up at inception phase and validated through the inception field visit to Kenya and to the Regional Bureau Nairobi. Most interviews were conducted with individual respondents. However, some focus group discussions were used to complement interviews where feasible, given remote data collection.

Country studies

38. A total of 14 country studies had been selected at inception following a rigorous review against agreed indicators.²⁵⁸ Of this set, six had been identified as countries that would be in-depth, and the remainder 'light-touch'. The in-depth countries were to benefit from a country visit for which national consultants would be added to the international team for in-country data collections.

39. The Covid-19 pandemic travel restrictions and the pandemic's impact on certain countries, as well as limited interest/availability from some countries, resulted in three countries being dropped (one in-depth country and two light-touch), with the remaining 11 country studies being converted to remote studies.

40. In light of Covid-19 restrictions, all country studies were done through remote interviews by international team members. National consultants supported the data collection for the in-depth countries. WFP COs facilitated introductions to national stakeholders and played a key role in supporting the evaluation by providing access to informants and documentation.

Table 8 Final list of in-depth and light-touch country studies

Regional Bureau	In-depth	Light touch
Regional Bureau Bangkok (RBB)		Cambodia
Regional Bureau Cairo (RBC)		Tajikistan, Syria, Tunisia
Regional Bureau Dakar (RBD)	Côte d'Ivoire	
Regional Bureau Johannesburg (RBJ)	Namibia	Mozambique
Regional Bureau Nairobi (RBN)	Rwanda	Kenya
Regional Bureau Panama (RBP)	Peru, Haiti	

41. Country studies focused on collecting in-depth information on the context, the evolution of the school feeding and broader policy sphere, a systematic assessment of progress against the priorities of the WFP School Feeding Policy, as well as a thorough review of the key dimensions of OR to assess readiness for implementation (now and into the future) of the new School Feeding Strategy. Country studies sought to systematically answer the full set of main evaluation questions for the country concerned, taking into account the country and regional context. The country studies drew on available evaluative evidence from the synthesis of evaluations and audits, complemented by interviews and by additional country-specific documentation. The interviews probed detailed internal and external views on the utility of the School Feeding Policy and Strategy, the levels of OR, and internal and external factors that affected the results. The country studies also provided an opportunity to identify areas of priority improvement moving forward.

42. A rigorous review of documentation preceded all country study interviews. Country studies started with a remote briefing by the country school feeding team, in line with guidance from the Centralized Evaluation Quality Assurance System, and a consultative process of identifying priority interviewees. Once identified, interviews were conducted mostly remotely, with the exception of Rwanda where field work was conducted by the national consultant to two districts, and beneficiary perspectives were collected through interviews and a small number of focus groups, which were organized in line with the health measures in place. Each of the country studies was supported by interviews with the respective WFP Regional Bureau and external regional interviewees where available (see the section below on limitations). For Kenya the interviews were done in person during the visit to the Kenya country office and RBN at inception.

²⁵⁸ Criteria included scoring on the SABER-school feeding Corporate Index, type of WFP school feeding programme, type of setting (emergency, development), nutritional situation, school enrolment, gender discrepancy between enrolment rates, evaluation coverage, overall country capacity to deliver on policies and services, and contributions by key donors.

43. A debriefing (remote) to the in-depth countries provided an opportunity for exchange and validation of the findings and replaced the planned in-country debriefings. The PowerPoint presentations were shared with the countries as an informal output of the country work.

44. The overall approach to the country studies was the same. With the conversion of in-depth country studies to remote work, in practice the differences between in-depth and light-touch countries were reduced. Two main differences remained. In in-depth countries, the level of consultation with partners was deeper, covering between 15 and 30 external interviews, (as opposed to 15–20 initially planned). Light-touch countries covered between five and ten interviews, in addition to consultations with the respective regional bureaux and regional stakeholders (as appropriate). Also, light-touch country studies did not have the benefit of a debriefing presentation. However, internally the team prepared country matrices for all countries alike. At the request of the respective COs, the Syria and Namibia case studies relied predominantly on document review.

45. As noted above, the final product of the country studies was an internal matrix with detailed findings and conclusions by EQ and sub-EQ for each country. These matrices were reviewed and assembled to constitute the evaluation's evidence base against each of the areas under review.

Analysis of 'illustrative cases'

46. Country studies and documentation review contributed to the identification of illustrative examples for the overall report. These have been used to illustrate key issues highlighted in the report. The illustrative examples focus on themes that emerged from the inception interviews as being important and which align with key priorities of the School Feeding Strategy. They are reflected in the report and annexes in the text and in text boxes that highlight particular examples. The examples include, but are not limited to: WFP upstream and downstream engagement in different settings; partnerships/initiatives that have qualitatively or quantitatively improved WFP positioning or delivery (including partnering around responses to Covid-19); experience with integration of cross-cutting issues (gender, equity, climate); capacity strengthening for partners; and south-south and triangular cooperation.

E-survey of WFP personnel

47. A summary of the survey approach and the main survey findings can be found in Annex K. The survey complemented the other methods of data collection used in the evaluation. It provided an important avenue for enhancing understanding of issues and concerns experienced by school feeding practitioners within WFP, and for extending the scope of the interrogation beyond the 11 countries covered by the country studies.

Debriefings and stakeholder feedback

48. Country debriefings were organized remotely with the four in-depth country studies and provided an opportunity for further feedback and reflection.

49. A formal stakeholder feedback workshop was held remotely, spread over 12–14 January 2021, with the participation of staff from HQ, regional bureaux and country offices who had been involved in the evaluation. This consultation gave the evaluation team valuable feedback before recommendations were finalized, as did an interactive session with the WFP Leadership Group on 17 March 2021.

Data checking, cleaning, triangulation and analysis

50. **Data integrity** was ensured by:

- A systematic approach to recording data in the team Dropbox in the form of interview notes, evaluation matrices, and summary tables
- Clear allocation of responsibilities within the team to specific countries, themes and stakeholders
- Carrying out interviews in teams of two or more consultants so as to allow for comparison of notes and key findings from each interview. This was the case for over 80 percent of interviews at global

and regional levels. At country level, the in-depth countries had two consultants assigned to interviews, the light-touch country study interviews were mostly conducted by only one consultant, but those studies drew primarily on documentary resources

- Peer review of completed evaluation matrices within the team to ensure comprehensiveness and depth of findings, and to identify areas that needed strengthening. Peer review was done by team members knowledgeable of the countries reviewed
- Use of key headings from the evaluation matrices to record interview notes. Interview notes were filed in the evaluation team internal Dropbox folder to allow for regular checks by the team leader to ensure consistency of data capture
- Use of evaluation matrices to capture data in a standardized manner against sub-questions for the country studies and for the thematic areas of the evaluation
- Use of the evaluation matrix structure to guide the document review
- A structured data-cleaning process carried out by the team members who collected data; checked and consolidated for consistency across team members through sharing of findings at bi-weekly team meetings and sharing of matrices
- Regular review of the accumulated evidence by the evaluation team leader and deputy team leader, with feedback to team members on areas requiring strengthening.

51. **Triangulation.** Data were triangulated to enhance the credibility and reliability of evaluation findings. All sub-questions had multiple data collection methods and indicators. Data were assembled from multiple key informants or documents to ensure that findings were robust.

52. **Analysis.** The team held bi-weekly meetings to prepare data collection, report back on progress and initiate the analysis process. The evaluation had planned to hold a two-day workshop in Oxford in mid-June 2020 to discuss, compare and triangulate findings. In light of Covid-19 travel restrictions, this was replaced by a remote team workshop in the week of 14 September 2020. Workshop sessions were divided up by EQ and focused on systematically reviewing evidence collected to date. The team drew on draft evaluation matrices for the country studies, and prepared summary notes on key findings for each of the overall EQs and themes. The team workshop resulted in a preliminary set of findings against each of the evaluation questions as the basic structure of the evaluation report, with comprehensive links to the evaluation data sources. The workshop also identified illustrative cases (including from the country studies) that have been included in the report.

53. **Reporting and learning.** The country studies have a central role in terms of evidence presentation in the report, given the substantial resources accorded to these studies and the importance of grounding the findings in country reality. An overall filled-out evaluation matrix internal to the team drew on the individual country matrices, and combined country findings with other sources of evidence. In addition, the country evidence has been analysed by types of context, given that WFP plays different roles in different contexts, and this has been reflected in the discussion of the different evaluation questions (e.g. relevance, coherence and OR dimensions were examined across different types of contexts, and differences have been brought out in the report and discussed in terms of implications). Finally, country-specific examples have been used throughout the report to illustrate key findings. This includes the identification of best practices and lessons learned, as well as examples of approaches and/or areas of work that have not been fruitful.

54. **A learning workshop** focusing on implications for the rolling out of the WFP School Feeding Strategy and School Feeding Policy, as well as for OR more broadly, was held in January 2021. Advance remote presentation of findings through a webinar will lead to the identification of key points for discussion at the workshop. Detailed planning for the learning workshop will take place in coordination with the evaluation manager.

Quality assurance and ethical standards

Quality assurance

55. The evaluation team members had primary responsibility for the quality assurance process, ensuring rigorous data collection, analysis and synthesis, supported by triangulation and verification to minimize potential errors.

56. In addition, the evaluation employed Mokoro's embedded quality support (QS) system. For this assignment, the designated QS personnel were Brian Majewski and Stephen Turner. The QS team reviewed and commented on the main assignment deliverables before their submission, advising on the relevance, credibility and practicality of the assignment approach (at inception report stage), and on its findings, conclusions and recommendations (at final report stage). Both QS experts were also available to the team leader and the team for consultation and advice throughout the evaluation, and participated in a number of the bi-weekly calls. Their respective roles are detailed in the inception report.²⁵⁹

57. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the United Nations Evaluation Group (UNEG) norms and standards and good practice of the international evaluation community (Active Learning Network for Accountability and Performance (ALNAP) and Development Assistance Committee (DAC)). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products. EQAS has been systematically applied during the course of this evaluation. All evaluation team members were provided with a detailed internal orientation on the WFP Evaluation Quality Assurance Standards, and the detailed timetable in Annex E allowed for the iterations of successive drafts that the EQAS requires.

Ethical standards

58. No evaluation team member had any substantive conflict of interest with the evaluation object or WFP. The evaluation was conducted in full compliance with UNEG ethical standards.²⁶⁰

Limitations and mitigation measures

59. The evaluation faced the following limitations for which mitigation measures were put in place as described:

- a) **A clear ToC was not available at the time of evaluation:** This was mitigated by constructing a ToC and validating this during the inception phase with the input from WFP stakeholders.
- b) **Limitations of the corporate data:** Annex J of the inception report described the systemic weaknesses in the corporate data available. The team anticipated this problem at inception and mitigated it by avoiding expending effort on areas where data are known to be deficient, and instead focusing on alternative approaches where the evaluation team could add more value.
- c) **Limited evidence of school feeding in humanitarian settings:** As was highlighted in the report, school feeding in humanitarian settings has lacked guidance and has been neglected in evaluations. A suite of four decentralized evaluations in what WFP now calls Context 1 countries was expected to feed into this evaluation but, at the time of writing, the country reports were being finalized and the synthesis evaluation report was not yet available. The team mitigated this by drawing on preliminary findings (see Annex N) and a draft of the synthesis report.
- d) **Timeline requirements:** The evaluation process extends over a period of almost 16 months, with data collection concentrated in a relatively short period of 3 months. Delays at inception and delays in confirmation of the country studies saw the main data collection period falling partially in the summer holiday period for the northern hemisphere. The team sought to mitigate this by

²⁵⁹ WFP. 2020ze. *School Feeding Contribution to the Sustainable Development Goals: A Strategic Evaluation*. Inception Report. M. Visser, S. Lister, R. de Mel, J. Jelsperger, E. Rouleau, L. Bluer, C. Toby, E. Hodson & C. Fenning. Oxford, UK and Rome, Italy, Mokoro and WFP.

²⁶⁰ UNEG. 2020. *Ethical Guidelines for Evaluation*. New York, United Nations Evaluation Group (UNEG).

working over the summer holidays and by programming a small number of interviews for the period before the first draft of the evaluation reports for those informants who were not available over the summer.

- e) **Challenges to data collection and stakeholder involvement due to the Covid-19 outbreak:** Covid-19 has been a backdrop to this evaluation. At inception the pandemic was still evolving and the situation was unclear. This was mitigated in the inception report by proposing alternative scenarios to country studies. With the pandemic spreading and progressive lockdown of countries, it became clear that field work would not be possible, and the option of remote country studies was thus adopted. To mitigate issues arising from remote working, the evaluation team worked in close coordination with the country offices to minimize the challenges to reaching interviewees. A country focal point in each country provided useful and timely support to the conduct of the remote country studies. The team reallocated time from the three countries that were dropped as a result of lack of availability/interest to make up for the more time-consuming nature of the remote data collection processes. The remaining countries still covered the different regions and contexts that WFP operates in and, as anticipated at inception, the survey also ensured that perspectives from a range of settings and offices were captured.
- f) **More time-consuming evaluation processes due to the remote nature of data collection:** At the time of inception, the team had little insight into the realities of full remote data collection during a time when WFP COs and external stakeholders had more limited availability due to the challenges of managing Covid-19 and getting used to remote working. During data collection it quickly became clear that remote data collection and remote teamwork have costs in terms of team time, in particular with additional time needed to secure interviews and the fatigue associated with remote working. Additional time also needed to be allocated for the support of the national consultants who carried out limited interviews and field work under difficult circumstances.
- g) **Challenges to data analysis and interpretation given remote ways of working:** Remote working reduces the interaction that would normally be part of an evaluation process between the data collection team and the stakeholders as they are not seen in their natural setting and field visits are not feasible. The team sought to mitigate this in various ways. Internally for the team, the frequency of interactions was increased with bi-weekly two-hour calls over the full evaluation period. Particular attention was paid to ensuring very systematic note-taking, filing, and sharing within the team, requiring additional resources to be allocated from Mokoro's in-house team.
- h) **Insufficient information due to remote work affecting the triangulation of evidence.** For the remote country study work there is a risk that available documentation is either too slim, or outdated, to provide answers at an acceptable level to the evaluation questions. Given the limited time allocation for each of the lighter remote country studies, this would risk drawing too heavily on a small number of informants and consequently not being able to triangulate findings. To address this risk, all countries covered more informants than was initially foreseen (with the exception of Syria and Namibia, where the team was asked to limit the number of interviews to a strict minimum). In addition, the country reporting matrix specifically identified gaps in information. Finally, the survey was used to get a more grounded perspective on topics across a wider range of stakeholders.

Annex C Glossary

- This glossary is organized thematically as follows:
 - Evaluation criteria and other evaluation terms are included in Table 9. The significance of recent amendments to the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) definitions of evaluation criteria is reviewed in 0 (the left-hand column shows the revised DAC definitions, together with extracts from the explanatory notes that accompany the revision;²⁶¹ the right-hand column comments on how the revised definitions can assist the present evaluation).
 - Table 10 provides definitions of nutrition terms.
 - Table 11 provides definitions of terms used in WFP organization and management.
 - Table 12 covers gender-related terminology.
 - Various other terms used in the evaluation (e.g. upstream, downstream, protection, social protection and safety nets, strategic positioning, and the triple nexus) are defined in Table 13.
- Much of this glossary is adapted from the equivalent annex of the *Strategic Evaluation of Funding WFP's Work* by Avenir Analytics.²⁶² Nutrition terms are drawn from the nutrition policy evaluation²⁶³ and gender terms from the current WFP gender office guidelines.²⁶⁴

Table 9 Definitions of evaluation terms

Term	Definition	Source
EVALUATION CRITERIA		
Appropriateness	The extent to which humanitarian activities are tailored to local needs, increasing ownership, accountability and cost-effectiveness accordingly.	ALNAP, 2016
Coherence	The compatibility of the intervention with other interventions in a country, sector or institution.	OECD/DAC, 2019
Connectedness	The degree to which activities of a short-term emergency nature are carried out in a way that takes longer-term and interconnected problems into account (e.g. refugee/host community issues; relief and resilience). (May replace <i>sustainability</i> in humanitarian evaluations.)	WFP, 2017
Coverage	The degree to which major population groups facing life-threatening suffering, wherever they are, have been provided with impartial assistance and protection, proportionate to need. <i>Requires analysis of differential coverage/targeting, inclusion and exclusion impacts on population sub-groups (gender, ethnicity, location, family circumstance).</i>	WFP, 2017
Effectiveness	The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.	OECD/DAC, 2019

²⁶¹ OECD DAC Network on Development Evaluation. 2019. *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, Adopted by the DAC on 10 December 2019. Paris, OECD Development Assistance Committee (DAC) Network on Development Evaluation.

²⁶² WFP. 2020zj. *Strategic Evaluation of Funding WFP's Work. Evaluation Report – Volume I and Annexes – Volume II*. B. Majewski, C. Lattimer, A. Bilaver, R. Tew, D. Hauqa, P. Herodote, N. Rieger, H. Watson & H. van Doorn. Rome, WFP.

²⁶³ WFP. 2015l. *WFP 2012 Nutrition Policy: A Policy Evaluation – Inception Report*. S. Lister, S. Allan, J. Keylock, K. Sadler & T. Walters, Oxford, UK and Rome, Italy, Mokoro and WFP

²⁶⁴ WFP. 2019m. *Gender Toolkit: Gender Concepts*, published 05 October 2016, updated 05 March 2019. <https://gender.manuals.wfp.org/en/gender-toolkit/gender-concepts-and-frameworks/gender-concepts/>.

Term	Definition	Source
Efficacy	<p><i>Efficacy</i> and <i>effectiveness</i> are often treated as synonyms, but an important distinction can be drawn, e.g. in medical trials, as follows:</p> <p>Efficacy can be defined as the performance of an intervention under ideal and controlled circumstances, whereas effectiveness refers to its performance under 'real-world' conditions.</p> <p>This may be a useful distinction to draw, for example, in distinguishing between the <i>efficacy</i> of food supplements in rectifying micronutrient deficiencies, and the <i>effectiveness</i> of a feeding programme that incorporates food supplements with a view to addressing micronutrient deficiencies.</p>	Singal et al., 2014
Efficiency	The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.	OECD/DAC, 2019
Impact	The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.	OECD/DAC, 2019
Relevance	The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. (In humanitarian evaluations, may be replaced by <i>appropriateness</i> .)	OECD/DAC, 2019
Sustainability	The extent to which the net benefits of the intervention continue, or are likely to continue.	OECD/DAC, 2019
OTHER EVALUATION TERMS		
Assumptions	Hypotheses about external factors which must be in place but which are largely outside the control of those responsible for the WFP operation, and which could affect its progress or success. Making assumptions explicit at the outset enables reviews and evaluations to determine the influence that they have on performance and results. <i>[Note: over longer periods WFP may attempt to influence these factors and create a more enabling environment.]</i>	WFP, 2018
Evaluability	Extent to which an activity or a programme can be evaluated in a reliable and credible fashion.	OECD/DAC, 2002
Attribution	The ascription of a causal link between observed (or expected to be observed) changes and a specific operation. Attribution refers to that which should be credited for the observed changes or results achieved. It represents the extent to which observed effects can be attributed to a specific operation or to the performance of one or more partners, taking account of other interventions, (anticipated or unanticipated) confounding factors, or external shocks. When assessing attribution, you want to determine to what extent the WFP intervention caused the observed outcomes, taking into account other interventions, confounding factors, or external shocks. Establishing full causality (attribution) to WFP is technically challenging as outcome change is rarely attributable to a single intervention. WFP generally works with other partners and in complex environments, where there are other possible external influences (e.g. other programmes, other policies, economic upturns/downturns and fluctuations in security). Where establishing attribution is not feasible, then evaluators will generally seek to establish plausible contribution.	WFP, 2016
Baseline study	The analysis and description of the situation prior to the start of a WFP operation, against which change can be assessed or comparisons made. Baselines must be established either through primary data collection or from synthesis of existing secondary data, or a combination.	WFP, 2016
Benchmark	Reference point or standard against which performance or achievements can be assessed. Benchmarks indicate how far one expects to have progressed at a given point in time. A good example is the sphere standards used as reference points in treatment of malnutrition and other emergency interventions (see Target below, which is the ultimate level of achievement aimed for).	WFP, 2016
Centralized evaluations	Commissioned and managed by WFP office of evaluation (OEV) and presented to the Executive Board. They focus on corporate strategy, policies or global programmes, strategic issues or themes, country portfolios, operations and activities at the national, regional or global level.	WFP, 2016
Contribution analysis	Where full causality (attribution – see above) cannot be established for the effects of WFP intervention, it is common for evaluations to determine the extent to which the intervention contributed to – or helped to cause – outcomes.	WFP, 2016

Term	Definition	Source
Coverage	The degree to which major population groups facing life-threatening suffering wherever they are, have been provided with impartial assistance and protection, proportionate to need. Requires analysis of differential coverage/ targeting, inclusion and exclusion impacts on population sub-groups (gender, ethnicity, location, family circumstance). This criterion is mainly applied in evaluations in humanitarian contexts.	WFP, 2016
Credibility	The extent to which evaluation findings and conclusions are fair, impartial and complete. Credibility is determined by the independence, impartiality, transparency, methodological appropriateness and rigour applied in evaluations.	WFP, 2016
Decentralized evaluations	Evaluations that are commissioned and managed by country offices, regional offices, or HQ-based divisions other than OEV. They cover operations, activities, pilots, themes, transfer modalities or any other area of action at the sub-national, national or multi-country level. They can also be impact or joint evaluations. They follow OEV's guidance – including impartiality safeguards – and quality assurance system.	WFP, 2016
Evaluability	The extent to which an intervention can be evaluated in a reliable and credible fashion. This calls for the early review of a proposed activity in order to ascertain whether its objectives are adequately defined and its results verifiable.	WFP, 2016
Impartiality	The absence of bias at all stages of the evaluation process: planning, design and method, team selection, methodological rigour, data gathering, analysis, findings, conclusions and recommendations.	WFP, 2016
Independence	Separation of evaluation from management functions of the subjects of evaluation and use of external evaluators who are independent of the subject of evaluation in line with the Code of Conduct for Evaluators in the United Nations system to provide legitimacy and reduce the potential for conflict of interest, which could arise if policy-makers and managers had sole responsibility for evaluating their own activities.	WFP, 2016
Indicator	A quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievements and changes brought about by an intervention at different levels of the results chain (outputs and outcomes). A proxy indicator is an indicator which is substituted for one that is hard to measure directly.	WFP, 2016
Input	The financial, human and material resources required to implement an intervention.	WFP, 2016
Joint Evaluation	A joint evaluative effort by more than one entity on a topic of mutual interest, or of a programme or set of activities that are co-financed and implemented, with the degree of 'jointness', varying from cooperation in the evaluation process, pooling of resources, to combined reporting.	WFP, 2016
Learning	Informs operational and strategic decision making through analysis of why certain results occurred or not, and drawing of lessons to identify good practices, build on success and avoid past mistakes. Learning means that evidence and lessons are drawn from experience, accepted and internalized in new practices, thereby building on success to make improvements and avoid past mistakes. Evaluations and reviews contribute to WFP corporate learning, along with other processes (monitoring, results-based management, audit, etc.). The design of evaluations and reviews and the final phase of both is focused on ensuring that the organizational 'learning loop' is closed through take-up and response to evidence generated by reviews and evaluations.	WFP, 2016
Lesson	Generally applicable conclusions based on evaluation or review experiences with WFP operations or policies that extrapolate from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.	WFP, 2016
Lessons Learned Exercise	In WFP this refers to a structured and systematic approach to gathering and acting upon information related to Emergency Preparedness and Response.	WFP, 2016

Term	Definition	Source
Logical framework (LogFrame)	A management tool used to design projects and programmes. It involves identifying inputs, outputs, purpose (outcomes), and goal (impact), and their causal relationships, related performance indicators, and the assumptions or risks that may influence success and failure. It thus facilitates planning, implementation, monitoring and evaluation of a WFP operation. WFP LogFrame emphasizes the results chain of outputs, outcome and strategic results and their causal relationships, indicators and the assumptions and risks.	WFP, 2016
Logic model	A diagrammatic representation of the chain or flow of cause and effect intended by an intervention. It provides an overview of flow and linkages related to input, activities, output, outcome and impact (or sometimes just the upper end of this chain). Its value lies in providing an 'at-a-glance' picture of an intervention. It does not always depict the performance indicators and may not include assumptions in the diagram – these may be in an accompanying narrative, or in the monitoring strategy.	WFP, 2016
Outcome	The medium-term results of an operation's outputs. It relates to the purpose level of the LogFrame hierarchy. It can refer to beneficiary and/or population changes in knowledge, practices, capacity and attitudes resulting from an intervention.	WFP, 2016
Output	The products, capital goods and services which result from an operation; includes changes resulting from the operation that are relevant to the achievement of outcomes. Relates to the output level of the LogFrame hierarchy.	WFP, 2016
Post Hoc Quality Assessment (PHQA)	Process of checking a final evaluation report against a predefined set of criteria to determine its quality. In WFP, all completed evaluations are independently assessed against predefined standards (from 2017 onwards). This contributes to the transparency, credibility and utility of evaluations.	WFP, 2016
Rigour	Rigour is the thoroughness of the process to collect and analyse data from a variety of sources to ensure the accuracy, validity and reliability, and the extent to which all affected people/stakeholders are considered. A rigorous evaluation/review is one that will produce credible, useful and unbiased findings. To be rigorous, the data collection and analysis techniques, and the range of stakeholders interviewed, need to be appropriate and sufficiently varied and representative to ensure adequate depth of analysis and the reliability of findings. The degree of rigour required will vary depending on the subject and purpose of the evaluation/review.	WFP, 2016
Reliability	Consistency or dependability of data and evaluation judgments, with reference to quality of existing secondary data, the quality of the instruments, procedures and analyses used to collect and interpret evaluation data.	WFP, 2016
Review	Periodic or ad hoc assessment of the performance of a programmatic intervention, or a specific aspect of a programme intervention, intended to inform decision making and/or learning. A review tends to focus on operational issues and is typically managed internally, to enable timely decision making and potential adjustments to an ongoing programme. Some reviews may be conducted by external reviewers, or by a mix of internal and external. Reviews do not have to conform to international norms or standards, or to publication requirements.	WFP, 2016
Target	Target specifies a particular value that an indicator should reach by a specific date in the future. For example, "total literacy rate to reach 85 percent among groups X and Y by the year 2010." Targets indicate the desired level of performance to be accomplished within a specific period. WFP requires that targets are set for every outcome and output.	WFP, 2016
Thematic evaluation/review	An evaluation/review of a selection of development interventions, all of which address a specific development priority or issue that cuts across countries, regions or sectors.	WFP, 2016
Theory of change	A description and illustration of how and why a desired change is expected to happen in a particular context. It is focused in particular on mapping out or 'filling in' what has been described as the "missing middle" between what a programme or change initiative does (its activities or interventions) and how these lead to desired goals being achieved. Similar to the logic model (above) in setting out the expected stages of change for an intervention, but places more emphasis on the success factors and assumptions in the wider social, institutional, political and economic environment, which are critical for the expected social change to happen.	WFP, 2016

Term	Definition	Source
Triangulation	Comparing data from different sources to see whether they support the same finding.	ALNAP, 2016
Utility	The extent to which evaluations are useful to decision makers and stakeholders, informing policies, strategies and programmes and meeting accountability requirements. WFP is committed to enhancing utility by planning and conducting evaluations with clear intent to use their results; undertaking them in a timely way to inform decision making processes; and ensuring the accessibility of evaluation results, making reports publicly available.	WFP, 2016
Validity	The extent to which the data collection strategies and instruments measure what they purport to measure. This is the extent to which evaluations generate reliable evidence and reach accurate conclusions. Attention should be paid to the appropriateness of the approach and methodology, the robustness of the evidence (including triangulation as above), the rigour of analysis, the capacity of the evaluation team, and the extent to which the report fairly reflects the findings. External validity refers to the extent to which the results of an evaluation can be generalized to other situations and other people.	WFP, 2016

Box 19 Using the revised OECD DAC evaluation criteria

(The main modifications to the criteria are highlighted in yellow.)

Criterion	Implications for the School Feeding Strategic Evaluation (SFSE)
<p>RELEVANCE: IS THE INTERVENTION DOING THE RIGHT THINGS?</p> <p>The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.</p> <p>Note: 'Respond to' means that the objectives and design of the intervention are sensitive to the economic, environmental, equity, social, political economy, and capacity conditions in which it takes place. 'Partner/institution' includes Government (national, regional, local), civil society organizations, private entities and international bodies involved in funding, implementing and/or overseeing the intervention. Relevance assessment involves looking at differences and trade-offs between different priorities or needs. It requires analysing any changes in the context to assess the extent to which the intervention can be (or has been) adapted to remain relevant.</p>	<p>The focus on <i>continued relevance</i> if circumstances change is highly relevant for SFSE assessment.</p> <p>More explicit focus on <i>design</i>,</p> <p>Focus on the <i>priorities</i> as well as the 'needs' of beneficiaries fits better with a perspective of enabling and empowering those that WFP assists, including partner governments (see also accountability to affected populations).</p>
<p>COHERENCE: HOW WELL DOES THE INTERVENTION FIT?</p> <p>The compatibility of the intervention with other interventions in a country, sector or institution.</p> <p>Note: The extent to which other interventions (particularly policies) support or undermine the intervention, and <i>vice versa</i>. Includes internal coherence and external coherence: Internal coherence addresses the synergies and interlinkages between the intervention and other interventions carried out by the same institution/Government, as well as the consistency of the intervention with the relevant international norms and standards to which that institution/Government adheres. External coherence considers the consistency of the intervention with other actors' interventions in the same context. This includes complementarity, harmonisation and coordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.</p>	<p>This criterion has been added to the DAC list.</p> <p>The concepts of internal and external coherence are highly relevant for SFSE, not least to the organizational readiness aspects of assessment.</p> <p>The challenge of 'adding value' goes to the heart of the 'strategic positioning' sought for the school feeding strategy.</p>
<p>EFFECTIVENESS: IS THE INTERVENTION ACHIEVING ITS OBJECTIVES?</p> <p>The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</p> <p>Note: Analysis of effectiveness involves taking account of the relative importance of the objectives or results.</p>	<p>The more explicit focus on equity (differential results across groups) and prioritization is welcome.</p>
<p>EFFICIENCY: HOW WELL ARE RESOURCES BEING USED?</p> <p>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</p> <p>Note: 'Economic' is the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. 'Timely' delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of</p>	<p>Dimensions of timeliness and operational efficiency are embraced as well as cost-effectiveness.</p>

Criterion	Implications for the School Feeding Strategic Evaluation (SFSE)
<p>the evolving context. This may include assessing operational efficiency (how well the intervention was managed).</p> <p>[We clarify that efficiency may look at inputs relative to the entire results chain (outputs, outcomes and impacts), in line with good evaluative practice.]</p>	<p>The clarification that efficiency may look at inputs relative to the entire results chain, is in line with OEV's Technical Note on Efficiency Analysis.²⁶⁵</p>
<p>IMPACT: WHAT DIFFERENCE DOES THE INTERVENTION MAKE?</p> <p>The extent to which the intervention has generated, or is expected to generate, significant positive or negative, intended or unintended, higher-level effects.</p> <p>Note: Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criterion. Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people's well-being, human rights, gender equality, and the environment.</p>	<p>The impact criterion is not directly applicable to the SFSE, but we note that:</p> <ul style="list-style-type: none"> Impact is now explained in terms of higher-level effects (subsuming the previous long-term effects) There is now more explicit reference (in the explanatory note) to gender equality and the environment.
<p>SUSTAINABILITY: WILL THE BENEFITS LAST?</p> <p>The extent to which the net benefits of the intervention continue, or are likely to continue.</p> <p>Note: Includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. Involves analyses of resilience, risks and potential trade-offs. Depending on the timing of the evaluation, this may involve analysing the actual flow of net benefits or estimating the likelihood of net benefits continuing over the medium and long term.</p>	<p>This simpler definition is highly relevant to the evaluation of the School Feeding Policy and Strategy, which emphasize support to the emergence of durable national school feeding systems.</p>

Table 10 Definitions of nutrition terms

Term	Definition	Sources
NUTRITION TERMINOLOGY		
Chronic malnutrition	Chronic malnutrition is also referred to as 'stunting', is identified by comparing the height-for-age of a child with the World Health Organization (WHO) international growth reference. Compared to wasting (or acute malnutrition), which can develop over a short period and is reversible, the development of stunting is a gradual and cumulative process during the 1,000-day window from conception through the first two years of a child's life. Stunting develops as a result of sustained poor dietary intake or repeated infections, or a combination of both. It has severe, irreversible consequences, beyond the shortness of stature, including for physical health (immediate and long-term morbidity and mortality) and cognitive functioning, which last a lifetime. Globally, about one in four children under the age of 5 years are stunted, and a greater proportion of school-age children, adolescent and adults experience the results of having been stunted during their early childhood.	WFP, WFP, 2015 ²⁶⁶

²⁶⁵ WFP. 2013f. *Technical Note on Efficiency Analysis*. R. Renard & S. Lister. Rome, WFP Office of Evaluation.

²⁶⁶ A set of definitions adapted from various sources were agreed with WFP in the course of the evaluation of the nutrition policy.

Term	Definition	Sources
Malnutrition	A condition resulting when a person's diet does not provide adequate nutrients for growth and maintenance, or when a person is not able to adequately utilize the food consumed due to illness. Malnutrition encompasses both undernutrition (too thin, too short, micronutrient deficiencies) and overnutrition (overweight and obesity), which should be considered 'unbalanced nutrition' as it often co-occurs with micronutrient deficiencies.	WFP, 2015
Micronutrient deficiency	A lack or shortage of a micronutrient (vitamins or minerals) that is essential in small amounts for proper growth and metabolism. People are often said to suffer from 'hidden hunger' when they consume enough calories, but suffer from micronutrient deficiencies. This form of hunger may not be visibly apparent in an individual, but it increases morbidity and mortality and also has negative impacts on other aspects of health, cognitive development and economic development. Hidden hunger affects over 2 billion people worldwide.	WFP, 2015
Moderate acute malnutrition (MAM)	Represents the proportion of children 6-59 months in the population who are classified with WFH (weight for height) ≥ -3 and < -2 (Z-score).	WFP, 2015
Nutrition-sensitive	Nutrition-sensitive interventions are "interventions or programmes that address the underlying determinants of foetal and child nutrition and development—food security; adequate care-giving resources at the maternal, household and community levels; and access to health services and a safe and hygienic environment—and incorporate specific nutrition goals and actions".	The Lancet, 2013
Nutrition-specific	Nutrition-specific interventions are "interventions or programmes that address the immediate determinants of foetal and child nutrition and development—adequate food and nutrient intake, feeding, care-giving and parenting practices, and low burden of infectious diseases".	The Lancet, 2013
Severe acute malnutrition (SAM)	Represents the proportion of children 6-59 months in the population who are classified WFH (weight-for-height) < -3 (Z-score) and/or presence of nutritional oedema.	WFP, 2015
Stunting	See chronic malnutrition	WFP, 2015
Undernutrition	The consequence of an insufficient intake of energy, protein and/or micronutrients, poor absorption or rapid loss of nutrients due to illness or increased energy expenditure. Undernutrition encompasses low birth weight, stunting, wasting, underweight and micronutrient deficiencies.	WFP, 2015

Table 11 Definitions of terms in WFP organization and management

Term	Definition	Source
WFP ORGANIZATION AND MANAGEMENT		
Accountability	The obligation to account for (and report on) work carried out and results achieved, using planned objectives and targets as the benchmark against which to assess performance.	WFP, 2016
Activity	Action taken or work performed through which inputs (resources) are mobilized to produce specific outputs. In WFP, an 'activity' is a broader categorization of the type of work WFP undertakes within its food assistance programmes. The core activities WFP undertakes include general/relief distributions, school feeding, asset creation, training, nutrition, WFP/TB and capacity development activities.	WFP, 2016
Activity category	Activities, which are described in country strategic plans, are classified in standardized groups throughout WFP, which allows aggregation by nature of the activities. A comprehensive list of WFP activity categories can be found in the Corporate Results Framework.	WFP, 2018
Annual performance report (APR)	A corporate-level report submitted to the Board and donors highlighting WFP main achievements and challenges. Reporting progress against the WFP Strategic Plan and management plan, the APR reflects results-based management principles and constitutes an essential piece of WFP accountability and performance management. The report draws on WFP accounting and operation management systems and on consultation with divisions, regional bureaux, country offices and partners.	WFP, 2018
Audit	An objective assurance system, which may be internal (by WFP auditors) or external (by independent auditors). The scope of internal auditing encompasses, but is not limited to, assessing the effectiveness, adequacy and application of internal control systems, governance and risk management processes as well as the quality of performance with respect to the achievement of WFP goals and objectives.	WFP, 2018
Bilateral contribution	Contribution directed by the donor to be used to support an activity not initiated by WFP.	WFP, 2019

Term	Definition	Source
COMET	Country Office Monitoring and Evaluation Tool	
Corporate Results Framework (CRF)	The normative document approved by the Board in order to operationalize the WFP Strategic Plan and Policy against country strategic plans. It establishes the logic model for programme results and the management support architecture used to guide the planning and monitoring of and the reporting on WFP performance towards the achievement of strategic objectives. The WFP aligns the 'line of sight' with indicators used to measure results. These indicators are maintained in two compendiums: the WFP programme output and outcome compendium; and the WFP management key performance indicator compendium. Targets for results are set in the performance cycles of country, regional and headquarter offices and reviewed by the Board in the APR.	WFP, 2018
Country Strategic Plan (CSP)	Designed for a period of up to five years, a CSP is a long-term WFP initiative that supports a country's efforts to improve food and nutrition security and promote development.	WFP key terms (intranet)
Direct Support Cost (DSC)	A cost that corresponds to country-level expenditures, which are directly linked to the execution of the programme as a whole but cannot be attributed to a specific activity within it.	WFP, 2019
Indirect Support Costs (ISC)	A cost that cannot be directly linked to the execution of a programme or activity.	WFP, 2019
Integrated Road Map (IRM)	The IRM defines the transformative changes required in order to implement the Strategic Plan (2017–2021) and facilitate and demonstrate the WFP contribution to achieving the goals of the 2030 Agenda on Sustainable Development, particularly Sustainable Development Goal (SDG) 2, "End hunger, achieve food security and improved nutrition, and promote sustainable agriculture", and SDG 17, "Strengthen the means of implementation and revitalize the global partnership for sustainable development".	WFP, 2018
Internal Reference Group (IRG)	A group of key internal stakeholders to the evaluation who review and provide feedback on specific outputs. The IRG members act as experts in an advisory capacity, without management responsibilities.	WFP, 2016
Intervention	In development or humanitarian contexts, an intervention is an action where an overall goal or task is specified along with a planned set of activities to produce the expected change. In WFP the term can be applied to an operation, activity, project, pilot, or other engagement implemented by WFP offices. An intervention can describe a singular approach (e.g. activity) or a compound one (operation) within which there are a number of different ways of intervening.	WFP, 2016
Joint Programme	A set of activities contained in a joint work plan and related common budgetary framework, involving two or more United Nations organizations and subnational or national governmental partners, intended to achieve results aligned with national priorities as reflected in WFP/One Programme or an equivalent programming instrument or development framework.	WFP, 2016
Localization	There is no single definition of 'localization'. Under the Grand Bargain, the signatories have committed to "making principled humanitarian action as local as possible and as international as necessary," while continuing to recognize the vital role of international actors, in particular in situations of armed conflict.	
Management plan	The three-year comprehensive plan of work approved each year on a rolling basis by the Board, inclusive of planned outcomes and indicators of achievement, together with the annual WFP Budget.	WFP, 2019
Multilateral contribution	A contribution, for which WFP determines the programme or WFP activities in which the contribution will be used and how it will be used, or a contribution made in response to a broad-based appeal for which WFP determines, within the scope of the broad-based appeal, the programme or WFP activities in which the contribution will be used and how it will be used, and for which the donor will accept reports submitted to the Board as sufficient to meet the requirements of the donor.	WFP, 2019
Multilateral donor	A donor that provides WFP with flexible contributions to be used where they are most needed.	WFP key terms (intranet)
Multi-year funding	Multi-year contributions are long-term commitments meant to provide predictable and sustainable funding for years to come to help ensure the continuity of the programs and the ability to respond rapidly and effectively in the future. Future year funding cannot be implemented prior to the agreed utilization year.	WFP key terms (intranet)

Term	Definition	Source
Operation	Prior to the WFP reform, an 'operation' was a WFP standard unit of intervention. WFP generally intervenes in development or humanitarian contexts through four different types of operations (also called programme categories): Emergency Operations; Protracted Relief and Recovery Operations; Country Programmes or Development projects (CP or Dev) to meet short-term food needs in ways that build longer-term human and physical assets; and Special Operations.	WFP, 2016
Pooled funds	Funds combining contributions from donors (mainly governments, but also foundations, companies, charities and individuals) into a single pot of money that is set aside for immediate use at the onset of emergencies or in rapidly deteriorating situations and protracted crises. An example is the United Nations Central Emergency Response Fund (UNCERF).	WFP key terms (intranet)
Programme Support and Administrative (PSA) budget	The PSA budget is the portion of the WFP budget that pertains to providing indirect support to WFP activities.	WFP, 2019
Project	A separately identified undertaking within a programme category.	WFP, 2019
Prototype	A similar term to 'pilot' where a new technical or experimental model is used in a small-scale intervention as a testing ground. The prototype is thus a means to generate evidence on what works best to guide future design and, where relevant, for advocacy and influencing on its adoption.	WFP, 2016
Strategic Objective (SO)	The first level of support for the achievement of Strategic Goals, the five WFP Strategic Objectives frame the programmatic and operational focus and link to national and global efforts to meet SDG 2 and SDG 17 targets.	WFP, 2018
Strategic Outcomes	Part of the WFP programmatic results chain, strategic outcomes are statements in WFP logical frameworks that reflect the stated or implied goals of a country's national plan and regional framework to which WFP assistance will contribute. Strategic outcomes contribute to WFP Strategic Results, and below them are outputs and activities. Strategic outcomes are classified into standard outcome categories for the purpose of aggregation throughout WFP.	WFP, 2018
Strategic Partnership Agreement (SPA)	Document formalizing a joint statement of intent by WFP and a donor Government setting forth principles for cooperation (sometimes called Strategic Partnership Framework).	WFP key terms (intranet)
Strategic Resource Allocation Committee (SRAC)	Advisory body that provides oversight and recommendations for multilateral resource allocations. The SRAC is an advisory body to the Executive Director, providing oversight of, and recommendations on, resource allocation activities.	WFP key terms (intranet)
Strategic Results	Supporting the Strategic Objectives, Strategic Results align WFP support with national efforts to achieve the SDG. They contribute to the achievement of Strategic Objectives and frame strategic outcomes at the country level. For more comprehensive information, consult the WFP Strategic Plan (2017–2021).	WFP, 2018
Transfer modality	In WFP, transfer modalities are a means for delivering assistance to target beneficiaries. WFP defines transfer modalities as modalities for distributing resources. In line with the WFP institutional shift from food aid to food assistance, WFP now has three distinct transfer modalities (and a combination) for distributing resources to target beneficiaries i.e. food in kind, vouchers and cash. Vouchers and cash are together referred to as cash-based transfers (CBTs).	WFP, 2016
Trust fund	An identifiable subdivision of the WFP Fund, established by the Executive Director in order to account for a special contribution, the purpose, scope and reporting procedures of which have been agreed with the donor.	WFP, 2019
WFP Information Network and Global System (WINGS)	WINGS represents several systems integrated with the WFP Enterprise Resource Planning (ERP) system SAP; SAP is the core system in WINGS. WINGS manages many facets of WFP business, including programme/project planning and implementation, procurement, supply chain, finance, travel and human resources.	WFP key terms (intranet)

Table 12 Gender-related terminology²⁶⁷

Term	Definition	Source
Data disaggregation	Quantitative data (numbers, percentages, proportions, ratios) and qualitative information (preferences, beliefs, attitudes, behaviours, values, scope, etc.) about people can be disaggregated by sex and age. This means that data and information related to adults and children can be, and should be, separated, analysed and presented for women, men, girls and boys; across different age groups.	WFP, 2019
Empowerment	Empowerment refers to the process of building capacities through which an individual can make choices and to take decisions about his or her own life. Empowerment is related to self-determination. It is a term than can also be applied to groups. The 'power' in 'empowerment' refers to 'power to...', 'power with...' and 'power from within'; it does not mean 'power over...' Women's empowerment refers to the process through which women obtain and exercise agency in their own lives, with equal access alongside men to resources, opportunities and power. Women's empowerment involves awareness-raising, building self-confidence, expanding choices, increasing access to and control of resources and reforming institutions and structures so that they contribute to gender equality, rather than perpetuate discrimination and oppression.	WFP, 2019
Gender	Gender refers to the range of characteristics that a society defines as being masculine or feminine. Gender describes the state of being a woman, man, girl or boy in a particular culture, at a particular point in time. Gender is connected to roles, behaviours, opportunities, the exercise of human rights, power, the valuing of contributions of women and men, and both access to and control of resources.	WFP, 2019
Gender analysis	A gender analysis is an examination and interpretation of quantitative data and qualitative information about people from a gender perspective. Gender analysis is a tool for documenting and understanding the lives of women and men, girls and boys; for example, their circumstances, needs, interests, roles, responsibilities, relations, activities, opportunities, vulnerabilities, capacities, participation, power, command of resources and exercise of human rights.	WFP, 2019
Gender-based violence (GBV)	"Gender-based Violence (GBV) is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (i.e. gender) differences between males and females. It includes acts that inflict physical, sexual or mental harm or suffering, threats of such acts, coercion, and other deprivations of liberty. These acts can occur in public or in private." (Inter-Agency Standing Committee, 2015, <i>Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing Risk, Promoting Resilience and Aiding Recovery</i> , p5.)	WFP, 2019
Gender equality	Gender equality refers to the equal exercise by women and men, girls and boys, of rights, opportunities, resources and rewards. Equality does not mean that women and men, girls and boys, are the same, but that their exercise of rights, opportunities and life chances are not governed, or limited, by whether they were born female or male. Rights, responsibilities, opportunities and the command of power are not dependent upon being female or male.	WFP, 2019
Gender equity	Gender equity is the process of being fair to women and men, girls and boys. Gender equity refers to situations or acts in which women and men, girls and boys, are treated fairly, acknowledging that treatment may be different so as to meet specific needs and interests that contribute to reducing inequalities. Equity leads to equality.	WFP, 2019
Gender mainstreaming	Gender mainstreaming is a strategy for achieving gender equality. Gender mainstreaming "is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." (ECOSOC <i>Agreed Conclusions</i> , 1997/2)	WFP, 2019
Gender marker	A corporate monitoring tool for tracking the integration of gender equality and women's empowerment in WFP initiatives, including design, implementation and results.	WFP, 2019
Gender parity	Gender parity (or 'balance') refers to equal numbers of women and men, or girls and boys, in a particular setting, situation, forum, body, etc. – for example, in a school, in a workplace, on a committee, in a parliament.	WFP, 2019

²⁶⁷ WFP. 2019m. *Gender Toolkit: Gender Concepts*, published 05 October 2016, updated 05 March 2019. <https://gender.manuals.wfp.org/en/gender-toolkit/gender-concepts-and-frameworks/gender-concepts/>.

Term	Definition	Source
Gender sensitive	Used to describe an intervention – policy, programme, project, etc. – that considers and aims to address the specific needs, interests, capacities and contexts for women, men, girls and boys, but does not address gender relations and the need to address the distribution of power between women and men, and girls and boys, for sustainable outcomes.	WFP, 2019
Gender transformation	Substantial changes in gender relations towards equality between women and men (and girls and boys).	WFP, 2019
Gender transformative	An initiative (law, policy, programme, project, etc.) that changes gender relations in favour of the equal sharing of power by women and men, and girls and boys. The action involves revising the socio-cultural, political and economic structures and norms that underpin inequalities.	WFP, 2019

Table 13 Other definitions

Term	Definition	Source
Downstream	In this evaluation WFP activities that are focused on the actual delivery of school feeding programmes (by WFP and partners) are referred to as downstream work. (See also <i>upstream</i> .)	
Protection	Ensuring that food and livelihood assistance does not increase the protection risks of the people receiving it, but rather contributes to their safety, dignity and integrity.	WFP, 2012b
Safety nets	Formal or informal non-contributory transfers provided to people vulnerable to or living in poverty, malnutrition and other forms of deprivation.	WFP, 2019zm
Social protection	Social protection systems protect the most vulnerable from shocks and stresses throughout their lives. They usually address multiple, interrelated issues, including poverty, inequality and food security, thus facilitating the achievement of several Sustainable Development Goals (SDGs), including SDG 2 on Zero Hunger. Safety nets are typical components of social protection systems. They consist of predictable and reliable transfers of food, cash, vouchers or goods to vulnerable groups.	WFP online ²⁶⁸
Strategic positioning	The ToR (Error! Reference source not found.) require this evaluation to assess WFP's "global strategic positioning" in school feeding. Our understanding of strategic positioning is as follows: Strategic positioning – beyond just operational effectiveness. While operational effectiveness focuses on performing activities better than others in terms of speed, quality and efficiency, it tends to focus on individual activities or functions. Focusing only on operational effectiveness can detract from strategic thinking as management tools take centre stage over strategy. Strategic positioning in contrast means performing different activities to others, or similar activities performed in different ways. It focuses on combining activities in ways that complement one another to create a strong chain that is difficult to replicate.	WFP, 2016g, Box 1
Triple nexus	The 'triple nexus' refers to the interlinkages between humanitarian, development and peace actors. In the United Nations New Way of Working (NWW) these actors are expected to work towards collective outcomes over multiple years, when appropriate. The NWW was originally focused on removing the 'unnecessary barriers' hindering the collaboration between humanitarian and development actors (also called the humanitarian-development divide or the 'double nexus'). However, in his statement upon taking office in December 2016, United Nations Secretary-General António Guterres called for "sustaining peace" to be considered "the third leg of the triangle."	ICVA, undated
Upstream	In this evaluation WFP activities (at global, regional and country levels) that are focused on advocacy, technical advice/assistance and capacity development towards the adoption and maintenance of nationally implemented school feeding systems are referred to as upstream work. (See also <i>downstream</i> .)	

²⁶⁸ WFP. 2021. Social protection and safety nets [website]. <https://www.wfp.org/social-protection-and-safety-nets>.

Annex D Evaluation matrix

1. This annex presents the full evaluation matrix as it appeared in the inception report.

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
A) Continued Relevance and Effectiveness of the 2013 School Feeding Policy					
EQ1. How relevant is WFP's 2013 School Feeding Policy considering the 2030 Agenda and WFP current Strategic Plan (2017-2021)?					
<p>1.1 Is the WFP 2013 School Feeding Policy still relevant in light of the emerging international thinking and practice on school feeding?</p> <p>DAC/ALNAP criteria: relevance (including continuing relevance)</p>	<p>Organizational capacity – in particular aspects related to strategy and frameworks</p>	<ul style="list-style-type: none"> Evidence on effectiveness and roles of school feeding across different contexts Evidence on international practice re school feeding across different contexts Evidence of appropriate use of school feeding policy to programme, implement and monitor Assessment of the continued relevance of the school feeding policy strategic priorities and cross-cutting issues (gender, climate, youth, etc.) in light of international consensus and practice as documented by the evaluation 	<ul style="list-style-type: none"> Review of international context for school feeding and key documents on school feeding effectiveness and impact, to bring up to date the assessment of the 2011 SP policy evaluation Available data from WFP on its own practice over the evaluation period, plus emerging global data from preparation of revised "State of School Feeding" report Findings from document synthesis Findings from country studies Global and regional key informants interviews 	<p>Triangulation across documents and data sources, checked against interviews</p>	<p>Good to fair. Emerging evidence on international thinking is strong, including the recent overview provided by the Disease Control Priorities synthesis. There is less on school feeding in emergencies (cf. the literature review for the ongoing ESF evaluation).</p> <p><i>Aggregated</i> evidence on school feeding practice is patchy, but the ongoing update of the State of School Feeding will be the best available summary.</p> <p>The SFSE document synthesis will provide copious examples of current practice, with insights into evolving trends in school feeding design and delivery.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>1.2 To what extent is the 2013 School Feeding Policy aligned to the WFP Strategic Plan 2013–2017, to the WFP Strategic Plan 2017–2021, to the Agenda 2030, and to the School Feeding Strategy 2020–2030?</p> <p>DAC/ALNAP criteria: internal and external coherence</p>	<p>Organizational capacity – strategy dimension (influenced by WFP environment)</p>	<ul style="list-style-type: none"> • Analysis of alignment in terms of objectives, targeting (including gender and equity criteria), resources, targets, M&E framework • Review and identification of new priorities, agendas and commitments which have a bearing on school feeding (e.g. climate commitments) • Perception of internal and external stakeholders of the continued relevance and usefulness of the School Feeding Policy in light of the evolving internal and external landscape • Analysis of alignment with relevant SDGs (i.e. SDGs 1, 2, 3, 4, 5, 8, 10, 17) • Analysis of alignment in terms of whether capacity strengthening elements were included as envisaged in WFP's Strategic Plans 	<ul style="list-style-type: none"> • Review WFP Strategic Plan 2013-2017, WFP Strategic Plan 2017-2021, relevant documents on the Agenda 2030, School Feeding Strategy 2020-2030 • Key interviews (WFP and external) 	<p>Check document analysis vs. interviews</p>	<p>Good. Necessary evidence resides in the documents to be compared.</p>
<p>1.3 How well are WFP school feeding activities aligned to the 2013 School Feeding Policy and to the School Feeding Strategy 2020–2030?</p> <p>DAC/ALNAP criteria: internal coherence</p>	<p>Organizational capability/coherence (influenced by WFP internal environment)</p> <p>Assumption 2: WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with its 'dual' role as an implementer and enabler</p>	<ul style="list-style-type: none"> • Analysis of alignment in terms of strategic objectives, targeting (including gender and equity criteria) resources, targets, M&E framework • Identification of other areas of work that have been pursued over the evaluation period that were not foreseen/not emphasized in the Policy • Analysis of alignment with WFP's activities/role per context (i.e., 1) crisis/humanitarian; 2) stable; 3) low/lower-middle income, middle income) 	<ul style="list-style-type: none"> • Available data from WFP on its own school feeding activities (indicators/financial data/HR data) over the evaluation period, compared with objectives and targets of Policy and Strategy • Key interviews (WFP and external) • Mapping of WFP priorities in different contexts against school feeding 	<p>Check data interpretation vs. interviews</p>	<p>Good. Necessary evidence resides in the documents to be compared.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
			strategy and school feeding policies		
<p>1.4 How relevant are WFP school feeding activities to the regional and sub-regional organizations thinking and practice?</p> <p>DAC/ALNAP criteria: relevance external coherence</p>	<p>Organizational capability/coherence dimensions (influenced by internal/external possibilities)</p> <p>Assumption 3: Advocacy engages with the 'right mix' of people, institutions and levels in national, regional, and global architecture to increase awareness and ensure support of school feeding and SHN.</p> <p>Assumption 5: Partners that are essential for a prioritized SHN package are willing and able to readjust their programmes to align objectives and targeting to country needs and evolving priorities.</p>	<ul style="list-style-type: none"> Evolution of regional and sub-regional organizations' agendas and priorities over time and relevance of school feeding against these priorities including through resource allocation Consider relevance in terms of objectives, targeting (including gender, equity, and climate), designs and continuing relevance over time 	<ul style="list-style-type: none"> Document review Global and regional KII interviews to ascertain thinking and practice Country study interviews (WFP and external) to verify relevance 	Check document analysis and data interpretation vs. interviews.	<p>Fair. The relevant set of regional and sub-regional organizations to be identified through the literature review and stakeholder analysis. Available documentation may be patchy.</p> <p>Finding unified perspectives on thinking and practice in other organizations may be difficult</p>
<p>1.5 To what extent has WFP been able to engage flexibly with national Governments and respond to evolving priorities and demands in</p>	<p>Organizational capability/coherence dimensions (influenced by internal/external possibility)</p> <p>Assumption 4: WFP is able to position itself at the right level for high-level advocacy with Government and</p>	<ul style="list-style-type: none"> Evidence that WFP school feeding programme design has aligned with the expressed priorities and needs of Government Evidence of (continuing) relevance of country-level designs to evolving government priorities Adaptation/evolution of WFP school feeding programme designs to different level of capacity (SABER criteria) 	<ul style="list-style-type: none"> Document synthesis Other document review Country studies Supplementary interviews 	<p>Check document analysis and data interpretation vs. interviews</p> <p>Compare country experiences over time and across contexts</p>	<p>Fair. Key evidence will be the examples uncovered by the literature review / document synthesis. This will support deeper analysis in the case studies</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>different country settings?</p> <p>DAC/ALNAP criteria: relevance (including continuing relevance)</p>	<p>partners, including across different sector ministries.</p> <p>Assumption 5: Partners that are essential for a prioritized SHN package are willing and able to readjust their programmes to align objectives and targeting to country needs and evolving priorities.</p>	<ul style="list-style-type: none"> Adaptation/evolution of WFP school feeding programme designs to different contexts (different humanitarian and development contexts) Evidence that WFP school feeding programmes continually integrate cross-cutting issues (gender, equity, climate) Evidence that WFP has provided CS support at both centralized and decentralized level based on needs Stakeholder views on the relevance of WFP's advice and technical assistance across different contexts 			
<p>EQ2. To what extent has WFP been able to deliver results in line with the objectives of the 2013 School Feeding Policy?</p>					
<p>2.1 To what extent and how well have WFP school feeding programmes contributed to providing a safety net for food-insecure households through income transfers?</p> <p>DAC/ALNAP criteria: effectiveness efficiency sustainability coherence</p>	<p>Organizational capability/coherence (influenced by internal/external possibility)</p> <p>Assumption 9: Upstream engagement by WFP continues to be able to draw on WFP's extensive field experience.</p> <p>Assumption 11: School feeding programmes provide sustained access to well designed and coordinated complementary and prioritized SHN interventions, which increase attendance and retention of girls and boys in school and in</p>	<ul style="list-style-type: none"> Evidence from operations evaluations of an income transfer effect to families (with attention to different types of context) Proportion of school feeding programmes that are part of safety net policies in countries concerned External stakeholder views on school feeding contribution to nutrition 	<ul style="list-style-type: none"> Document synthesis of past evaluations Other document review Country study evidence 	<p>Triangulation across documents and data sources, supplemented by relevant study evidence</p>	<p>Fair. Aggregated assessment is not feasible. However, examples from literature review / document synthesis and country studies will illustrate the ways in which (explicitly and implicitly) school feeding serves as a safety net.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
	turn impact on key indicators of social and economic well-being.				
<p>2.2 To what extent and how well have WFP school feeding programmes contributed to supporting children's education through enhanced learning ability and access to the education system?</p> <p>DAC/ALNAP criteria: effectiveness efficiency sustainability coherence</p>	<p>Organizational capability/coherence (influenced by internal/external possibility)</p> <p>Assumption 11: School feeding programmes provide sustained access to well designed and coordinated complementary and prioritized SHN interventions, which increase attendance and retention of girls and boys in school and in turn impact on key indicators of social and economic well-being.</p> <p>Assumption 13: The gains from access to SHN at primary level are not lost when children transition to secondary education.</p>	<ul style="list-style-type: none"> • Progress against WFP results framework indicators for education and learning • Evidence of WFP school feeding programmes' effects (disaggregated by gender) on: enrolment, retention, drop-out, transition, measures of learning, with attention to differences between humanitarian and development settings • Evidence of attention to gender dimensions of WFP school feeding programmes • Stakeholders' views of school feeding contribution to education 	<ul style="list-style-type: none"> • Document synthesis of past evaluations • Other document review • Country study evidence 	Triangulation across documents and data sources, supplemented by relevant country study evidence	Fair. On past experience, and early findings from the document synthesis, we can expect evidence of contribution to access to be strong, but effects on education quality are regularly found to depend on complementary factors alongside school feeding.
<p>2.3 To what extent and how well have WFP school feeding programmes contributed to</p>	Organizational capability/coherence (influenced by internal/external possibility)	<ul style="list-style-type: none"> • Progress against WFP results framework indicators for nutrition • Evidence that school feeding programmes have resulted in dietary diversity 	<ul style="list-style-type: none"> • Document synthesis of past evaluations • Other document review • Country study evidence 	Triangulation across documents and data sources, supplemented by	Weak. There is strong evidence on the efficacy of micronutrients, but rigorous demonstrations of their effective delivery through school feeding are rare. This is not an area where this can add

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>enhancing children's nutrition by reducing micronutrient deficiencies?</p> <p>DAC/ALNAP criteria: effectiveness efficiency sustainability coherence</p>	<p>Assumption 11: School feeding programmes provide sustained access to well designed and coordinated complementary and prioritized SHN interventions, which increase attendance and retention of girls and boys in school and in turn impact on key indicators of social and economic well-being.</p> <p>Assumption 13: The gains from access to SHN at primary level are not lost when children transition to secondary education.</p>	<ul style="list-style-type: none"> Evidence that school feeding programmes have taken into account the double burden of malnutrition (where appropriate) Evidence that school feeding programmes have been used to deliver micronutrients and nutrition education to pre-primary children and adolescents Evidence that WFP has effectively engaged with partners to successfully ensure that school feeding is provided alongside other SHN interventions Stakeholder perceptions of school feeding contribution to reduction of nutritional deficiencies 		<p>relevant country study evidence</p>	<p>significantly to existing knowledge, but we can consider the salience of nutritional objectives, and (linked to appropriate theory of change), the relevance of the designs of WFP programmes.</p>
<p>2.4 To what extent and how well have WFP school feeding programmes contributed to strengthening national capacity for school feeding through policy support and technical assistance?</p> <p>DAC/ALNAP criteria: effectiveness</p>	<p>Organizational capability/coherence (influenced by internal/external possibility)</p> <p>Assumption 6: WFP and partners build capacity in ways that ensure progressive embedding of systems, processes, skills into government structures so that it can be renewed.</p>	<ul style="list-style-type: none"> Progress against WFP results framework indicators for capacity strengthening Number of countries that have progressed against SABER baseline (where available), and evidence of WFP's contribution to progress Progress in context 2 and context 3 countries in taking over responsibility from WFP for planning, implementation and monitoring of school feeding programmes (where relevant) and evidence of WFP's contribution to progress Evidence of national capacities for integrating gender, youth, and climate into school feeding have been strengthened 	<ul style="list-style-type: none"> Document synthesis of past evaluations Other document review Country study evidence Country and regional KII interviews 	<p>Triangulation across documents and data sources, checked against interviews and country study evidence. Country study landscape analysis</p>	<p>Fair. It is inherently difficult to measure capacity, and WFP's national capacity indicator has not proved useful. SFSE will address this using the organizational readiness framework as a key focus of country studies.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
coherence efficiency sustainability		<ul style="list-style-type: none"> Stakeholder views on the relevance and effectiveness of WFP's work on capacity strengthening 			
<p>2.5 To what extent and how well have WFP school feeding programmes contributed to developing links between school feeding and local agricultural production as possible and feasible?</p> <p>DAC/ALNAP criteria: effectiveness efficiency coherence sustainability</p>	<p>Organizational capability/coherence (influenced by internal/external possibility)</p> <p>Assumption 11: School feeding programmes provide sustained access to well designed and coordinated complementary and prioritized SHN interventions, which increase attendance and retention of girls and boys in school and in turn impact on key indicators of social and economic well-being.</p>	<ul style="list-style-type: none"> Progress against WFP results framework indicators for developing local agricultural production Analysis of linkages between WFP's work on school feeding and WFP's work on LRP, Farm to Market Alliance (FtMA), etc., in selected countries Evidence from WFP reporting that food for school feeding is being purchased from local markets in selected countries Evidence of effects/ impacts of local purchasing on local economy from selected countries Evidence of effects/ impacts of local purchasing on women's economic empowerment and intra-household food consumption Stakeholder views on the relevance and effectiveness of WFP's work in linking school feeding to local agricultural production 	<ul style="list-style-type: none"> Document synthesis of past evaluations Other document review Country study evidence 	Triangulation across documents and data sources, supplemented by relevant country study evidence	Fair. The literature review and document synthesis will provide evidence on the adoption of home grown school feeding approaches in a range of contexts, with potential for assessing which approaches have proved more or less effective in different contexts.
<p>2.6 To what extent and in what ways have WFP school feeding programmes made an effective contribution in humanitarian contexts?</p>	<p>Organizational capability/coherence (influenced by internal/external possibility)</p> <p>Assumption 8: Government and external partner funding for school feeding is</p>	<ul style="list-style-type: none"> Progress against WFP results framework indicators for: education and learning; safety nets; agricultural production, capacity development for humanitarian settings Extent to which there is evidence of other effects of school feeding that are specific to humanitarian contexts (social cohesion, peace building, protection overall, protection from GBV, etc.) 	<ul style="list-style-type: none"> Document synthesis Other document review (including ESF evaluation evidence) Country study evidence 	Triangulation across documents and data sources, supplemented by relevant country study evidence	Fair. In particular SFSE will be able to draw on the ongoing work by the evaluation of ESF, and our sample of country studies is designed to include some emergency contexts.

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
DAC/ALNAP criteria: effectiveness external coherence efficiency, connectedness	sufficiently long-term, predictable and flexible, and can be used to programme across the nexus.				
B) Organizational readiness of WFP to contribute to school feeding-related outcomes					
EQ3. How well is WFP equipped to deliver effective and equitable school feeding programmes, and to assist governments to implement school feeding programmes? (capacity to DO and to transfer skills)					
3.1 Is there a clear and coherent framework in WFP to advance a school feeding agenda from conceptualization to integrated programming and measurable results with appropriate adaptation to dynamic context? DAC/ALNAP criteria: relevance, internal coherence, efficiency	Organizational capacity (influenced by internal/external possibility) Assumption 1: WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with its 'dual' role as an implementer and enabler.	<ul style="list-style-type: none"> Evidence of clear country-specific approaches for advancing school feeding agenda which have been adapted to context and have evolved appropriately over time in line with opportunities Evidence of level of alignment between WFP's work and the priorities of development and humanitarian partners Stakeholder perceptions of WFP's contribution to programming across the nexus Extent to which school feeding activities have been programmed and work in synergy/complementarity with other work streams within WFP (e.g. nutrition, social protection, gender) and with external partners (Government, UN, NGOs, etc.) Evidence that senior management at different levels of WFP's architecture (CO, RB, HQ) are aware of the school feeding agenda and of the manner in which it has been adapted to country contexts Evidence that WFP operational and field staff are aware of the school feeding 	<ul style="list-style-type: none"> Document synthesis Other document review Country studies Country and regional KII Survey 	Triangulation across documents and data sources, supplemented by relevant country study evidence Compare country experiences over time and across contexts	Good. The evaluation team has access to the WFP policy and strategy documents and associated guidelines, manuals etc. that embody WFP's school feeding agenda; the team will be able to assess the utility and practicality of the intended approaches through interviews and country studies.

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
		<p>agenda and priorities and have been involved in the adaptation to country context</p> <ul style="list-style-type: none"> • Evidence that WFP at all levels (HQ, RB, CO) work in a coherent manner to implement school feeding interventions • Evidence that country and regional school feeding plans/priorities have included gender considerations • Evidence that country plans include processes for capturing progress and measurable results (including gender dimensions) which will allow WFP to monitor implementation of the school feeding framework and facilitate learning 			
<p>3.2 How conducive are WFP corporate systems, guidance and processes to funding and staffing tailored to different roles that WFP may play in different country settings?</p> <p>DAC/ALNAP criteria: relevance, coherence, efficiency</p>	<p>Organizational capacity (influenced by internal/external possibility)</p> <p>Assumption 1: WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with its 'dual' role as an implementer and enabler.</p>	<ul style="list-style-type: none"> • HR and/or CO data and informant views on the adequacy of levels and type of staffing for WFP school feeding at different levels over the evaluation period vis-à-vis the specific roles that WFP plays in different/evolving contexts • HR and/or CO data and informant views on the adequacy of levels and type of staffing for dealing with the way in which WFP's engagement has evolved over the period, and the way in which it expects to evolve in the future • Extent to which WFP's CSP reforms have supported/facilitated school feeding positioning, prioritization, and programming at country level as well as work across different WFP-supported priorities (Social Protection, gender, etc.) • Extent to which WFP reporting on school feeding includes reference to gender priorities and considerations and refers to a specific gender action plan 	<ul style="list-style-type: none"> • Document synthesis of past evaluations • Country studies • Interviews (global, regional, country) • Survey 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p> <p>Compare country experiences over time and across contexts</p>	<p>Good. WFP systems and processes are well documented, and are the subject of commentary in many of the documents being synthesized. Interviews and country studies will further update and deepen the analysis.</p> <p>It may be challenging to analyse the budget for SBP at global level between what is funded by PSA (well covered by management plan) and what WFP funds through global trust funds and other earmarked contributions.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
		<ul style="list-style-type: none"> • Degree to which the IRM reforms have assisted in mobilizing additional funds for school feeding • WFP's ability to mobilize funding for school feeding, including effectiveness of the PA department and global offices in positioning WFP (vs. SBP unit fundraising), views on value chain (added value of funding WFP vis-à-vis direct funding to implementing partners) • Evidence that WFP is able to demonstrate results and to document progress sufficiently to leverage donor funding • Perceptions of the usefulness of RB and HQ support to country offices at different stages of transition • Views on usefulness and practicality of corporate communication and guidance documents, including for capacity strengthening, policy engagement and positioning, gender and gender transformation and climate integration • Views on the scale, frequency, targeting and usefulness of WFP's internal capacity strengthening for school feeding • Appropriateness of WFP's results framework for capturing processes and results for internal and external purposes (accountability, learning, advocacy) and for capturing gender transformative work in school feeding • Perceptions of the level of senior leadership and senior management support to school feeding strategy prioritization, roll-out and implementation 			

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>3.3 How well is WFP able to leverage resources through partnership strategies at country, regional and global level?</p> <p>DAC/ALNAP criteria: effectiveness, efficiency, coherence (especially external coherence), sustainability</p>	<p>Organizational capability/coherence (influenced by internal/external possibility)</p> <p>Assumption 1: WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with its 'dual' role as an implementer and enabler.</p> <p>Assumption 3: Advocacy engages with the 'right mix' of people, institutions and levels in national, regional, and global architecture to increase awareness and ensure support of school feeding and SHN.</p>	<ul style="list-style-type: none"> • Evolution in terms of participation in and strength of partnerships at global, regional and (selected) country levels • Evidence that partnerships have leveraged additional resources (financial and technical) for the implementation of school feeding • Stakeholder perceptions of WFP's choice of partnerships at country, regional and global levels • Stakeholder perceptions of the quality, capacity and added value of WFP's engagement in partnerships at country, regional and global levels • Evidence of factors that have facilitated/impeded WFP from developing stronger partnerships for enhanced resource mobilization and identification of any missed opportunities • Evidence that partnerships have resulted in sufficient attention to and resources for GEWE and climate priorities 	<ul style="list-style-type: none"> • Document synthesis of past evaluations • Country studies • Interviews (global, regional, country) • Survey 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p> <p>Compare country experiences over time and across contexts.</p>	<p>Fair. Evidence on resources actually raised for school feeding both by WFP globally and at country level is available from WFP systems, but there is considerable difficulty in breaking out school feeding when it is bundled with other activities. Assessing the effectiveness of WFP in leveraging resources is made challenging by the need or assumptions about the resources potentially available.</p>
<p>3.4 How well is WFP able to act as a global knowledge broker, including for south-south and triangular cooperation?</p> <p>DAC/ALNAP criteria: effectiveness, efficiency,</p>	<p>Organizational capability and coherence (influenced by internal/external possibility)</p> <p>Assumption 1: WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with</p>	<ul style="list-style-type: none"> • Evidence that WFP facilitated south-south cooperation produced qualitative, long-term improvements in school feeding positioning, design and implementation at global, regional and country levels • Capacity of WFP to draw on its own internal expertise (in planning, supply, logistics, etc.) for the purpose of strengthening capacity in countries and in support of its mentoring and upstream role 	<ul style="list-style-type: none"> • Document synthesis of past evaluations and concurrent with the South South and Triangular Cooperation Policy Evaluation • Country studies • Interviews (global, regional, country) • Survey 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p> <p>Compare country experiences over time and across contexts</p>	<p>Fair. Requires mapping of WFP's "knowledge broker" and south-south and triangular cooperation activities, linked to external perspectives of WFP's relevance and effectiveness in these roles.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
coherence (especially external coherence)	its 'dual' role as an implementer and enabler. Assumption 4: WFP is able to position itself at the right level for high-level advocacy with Government and partners, including across different sector ministries.	<ul style="list-style-type: none"> Extent to which organizational factors (quality of staff, quality of internal support from different levels, involvement of senior management in brokering role, etc.) influenced how WFP played a knowledge brokering role Evidence that key opportunities for facilitation of south-south cooperation were not missed Evidence the south-south cooperation advanced gender, climate, and other cross-cutting priorities 			
EQ4. How well is WFP equipped to focus on strengthening enabling environments for national institutions to design, finance and implement sustainable school feeding programmes? (capacity to ENABLE and support national delivery)					
<p>4.1 To what extent and how well is WFP advocating and engaging in the right partnerships with national and international actors to position school feeding as a strategic entry point to contribute to the Agenda 2030?</p> <p>DAC/ALNAP criteria: effectiveness, efficiency, external coherence, sustainability</p>	<p>Organizational capability and coherence (influenced by internal/external possibility)</p> <p>Assumption 3: Advocacy engages with the 'right mix' of people, institutions and levels in national, regional, and global architecture to increase awareness and ensure support of school feeding and SHN.</p>	<ul style="list-style-type: none"> Mapping of WFP strategic partnerships at different levels over time in development and humanitarian spheres and evidence that these have been relevant and effective Views of international, regional and national actors (Government, UN, others) on WFP's astuteness in identifying, advocating for and engaging in partnerships. Identification of missed opportunities Positive examples of partnerships that have been established with national and international actors that have strengthened the positioning of school feeding as an entry point for the SDG agenda. Identification of missed opportunities Comparison with experience of other UN agencies that have strong upstream roles (FAO, UNICEF) 	<ul style="list-style-type: none"> Document synthesis of past evaluations Country studies Interviews (global, regional, country) Survey Light touch comparison of WFP to other organizations with upstream experience 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p>	<p>Fair. Similar to previous EQ as regards global partnerships. Opportunity for document synthesis and country studies to map and assess strategic positioning of school feeding at country level in different contexts.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>4.2 To what extent and how well is WFP engaging in advocacy to influence enabling environments (policy, legal, financial, institutional and partnership frameworks) for sustainable national school feeding programmes?</p> <p>DAC/ALNAP criteria: effectiveness, efficiency, coherence, sustainability</p>	<p>Organizational capability and coherence (influenced by internal/external possibility)</p> <p>Assumption 3: Advocacy engages with the 'right mix' of people, institutions and levels in national, regional, and global architecture to increase awareness and ensure support of school feeding and SHN.</p> <p>Assumption 4: WFP is able to position itself at the right level for high-level advocacy with Government and partners, including across different sector ministries.</p>	<ul style="list-style-type: none"> • Extent to which WFP human resources, staff profiles, training, results monitoring, and incentives at different levels of the organization align with its 'dual' role as an implementer and enabler • Evidence/examples that WFP advocacy is contributing/likely to contribute to improving the policy, legal, financial institutional and partnership frameworks for sustainable national school feeding programmes • Perception by external stakeholders of regularity, quality and astuteness of WFP's engagement in national policy dialogue • Evidence that WFP has been able to position itself for high-level advocacy with Government and partners, including across different sector ministries • Existence and effectiveness of joint advocacy with other internal sections within WFP (e.g. gender, social protection, agriculture, local markets) in favour of improving policy, legal, financial institutional and partnership frameworks • Existence and effectiveness of joint cross-sectoral advocacy with external partners (e.g. gender, social protection, agriculture, local markets) • Extent to which WFP organizational architecture in selected countries enables effective engagement in policy dialogue and advocacy at national levels • Comparison with experience of other UN agencies that have strong upstream roles (FAO, UNICEF) 	<ul style="list-style-type: none"> • Document synthesis of past evaluations • Country studies • Interviews (global, regional, country) • Survey • Light touch comparison of WFP to other organizations with upstream experience 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p>	<p>Fair. Same issues and approach as for the previous two EQs.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>4.3 To what extent and how well is WFP focusing on strengthening national and local institutional capacities for school feeding programmes' design and implementation, including targeting, monitoring and evaluation?</p> <p>DAC/ALNAP criteria: effectiveness, efficiency, coherence, sustainability</p>	<p>Organizational capability/coherence (influenced by internal/external possibility)</p> <p>Assumption 2: Capacity strengthening focuses on an appropriate and prioritized mix of institutional systems, processes, methodologies, skills and tools in view of the needs at country level.</p> <p>Assumption 6: WFP and partners build capacity in ways that ensure progressive embedding of systems, processes, skills into government structures so that it can be renewed.</p>	<ul style="list-style-type: none"> Evidence of (changes to) national systems (M&E, finance) that allow effective implementation of school feeding programmes Evidence that capacity strengthening of national and local staff has provided the skills needed for planning, implementation, targeting, monitoring and evaluation of national school feeding programmes Evidence that WFP capacity strengthening has allowed, in appropriate contexts, to progressively hand over school feeding functions in a durable fashion Evidence of quality and rigour in the implementation of school feeding activities after handover by national counterparts and absence of adverse effects of handover Extent to which national institutions and actors are able to continue strengthening national capacities for design, targeting, implementation, monitoring, school feeding without direct WFP intervention Evidence that cross-cutting issues such as gender, climate, and youth, continue to receive attention after handover Extent to which WFP's organizational architecture enables effective capacity strengthening for school feeding of government counterparts Evidence that WFP is able to monitor and track its own capacity strengthening performance and to use this for learning and improvement 	<ul style="list-style-type: none"> Document synthesis of past evaluations Country studies Interviews (global, regional, country) Survey 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p>	<p>Fair. This is the forward-looking counterpart of EQ2.4, and may be constrained by past difficulties in the systematic assessment of capacity. There is a lot of evidence about the quality and challenges of WFP M&E to date (including from document synthesis and country studies).</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>4.4 To what extent and how well is WFP developing and implementing effective transition strategies to ensure time-bound handover of school feeding programmes to national and local institutions?</p> <p>DAC/ALNAP criteria: effectiveness, efficiency, sustainability</p>	<p>Organizational capability and coherence (influenced by internal/external possibility)</p> <p>Assumption 8: Government and external partner funding for school feeding is sufficiently long-term, predictable and flexible, and can be used to programme across the nexus.</p> <p>Assumption 9: Upstream engagement by WFP continues to be able to draw on WFP's extensive field experience.</p>	<ul style="list-style-type: none"> • Number and percentage of context 2 and context 3 countries that have time-bound transition strategies in place • Evolution in terms of volume and duration of government financial commitments and disbursements for school feeding in countries where handover has taken place • Evidence that transition strategies are owned and supported by and across Government (in terms of finance, staffing, etc.) and partners in countries where these are in place • Evidence of progress in terms of handover against plans in relevant countries • Assessment by country partners of the effectiveness of transition planning and implementation and of WFP's capacity support to these strategies over time • Evidence of the effectiveness of post-handover monitoring in terms of the quality, frequency and continuity of school feeding for vulnerable children in priority areas • Evidence that learning from 'early' handover countries is being captured and reflected in WFP's approach to supporting newer countries 	<ul style="list-style-type: none"> • Document synthesis of past evaluations • Country studies for countries with transition plans in place • Interviews (global, regional, country) • Survey 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p> <p>Compare country experiences over time and across contexts</p>	<p>Fair. Experiences of handover are limited, but the literature review, document synthesis and country studies will provide a body of examples to draw from.</p>
<p>C) Critical factors to contribute to learning and future direction.</p>					
<p>EQ5. What are the key factors contributing to progress against stated objectives and what are the key lessons that can be learned?</p>					
<p>5.1 What have been the key factors internal and external to</p>	<p>Assumption 10: WFP is able to demonstrate results and to document progress and to use this</p>	<p>Possible internal factors:</p> <ul style="list-style-type: none"> • Management structures, processes and functions (including flexibility (or not) regarding targeting, modalities, etc.) 	<ul style="list-style-type: none"> • Document synthesis of past evaluations • Country studies 	<p>Triangulation across documents and data sources,</p>	<p>In effect this EQ requires conclusions to be drawn from the findings against previous EQs. We</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>WFP contributing to or challenging the successful implementation of the 2013 School Feeding Policy? What does this imply for the 2020–2030 School Feeding Strategy?</p> <p>DAC/ALNAP criteria: effectiveness, sustainability</p>	<p>to mobilize additional donor funding.</p> <p>Assumption 11: School feeding programmes provide sustained access to well designed and coordinated complementary and prioritized SHN interventions, which increase attendance and retention of girls and boys in school and in turn impact on key indicators of social and economic well-being.</p> <p>Assumption 12: Funding for school feeding does not displace other education funding and works in tandem with other efforts to strengthen education quality and learning.</p> <p>Assumption 13: The gains from access to SHN at primary level are not lost when children transition to secondary education.</p>	<ul style="list-style-type: none"> • Human resources (numbers/quality/ appropriate skills/retention and/or turnover) • Financial resources (volume, timeliness and predictability of financial resources) • School feeding programmes’ design and implementation • Monitoring and evidence development systems, knowledge management, lessons learning <p>Possible external factors:</p> <ul style="list-style-type: none"> • Funding (reliability and timeliness) • Competing demands for specialized donor reporting • Changing context (natural disaster, wars, health crisis, political crisis, etc.) 	<ul style="list-style-type: none"> • Interviews (global, regional, country) • Survey 	<p>supplemented by relevant country study evidence</p>	<p>will highlight any weaknesses in the evidence for our conclusions.</p>

EQ and relevant DAC/ALNAP criteria	Link to ToC and Organizational Readiness Framework	Indicator/measure of progress	Data sources	Data analysis & triangulation	Evidence availability/reliability
<p>5.2 What are the main opportunities and risks in relation to the country, regional and global contexts?</p> <p>DAC/ALNAP criteria: effectiveness, efficiency, sustainability</p>	<p>Assumption 10: WFP is able to demonstrate results and to document progress and to use this to mobilize additional donor funding.</p> <p>Assumption 11: School feeding programmes provide sustained access to well designed and coordinated complementary and prioritized SHN interventions, which increase attendance and retention of girls and boys in school and in turn impact on key indicators of social and economic well-being.</p> <p>Assumption 12: Funding for school feeding does not displace other education funding and works in tandem with other efforts to strengthen education quality and learning.</p> <p>Assumption 13: The gains from access to SHN at primary level are not lost when children transition to secondary education.</p>	<p>Key opportunities and risks as identified from documentation, interviews and the survey</p>	<ul style="list-style-type: none"> • Country studies • Interviews (global, regional, country) • Survey 	<p>Triangulation across documents and data sources, supplemented by relevant country study evidence</p>	<p>In effect this EQ requires conclusions to be drawn from the findings against previous EQs. We will highlight any weaknesses in the evidence for our conclusions.</p>

Annex E People consulted, evaluation timeline and country visits

1. This annex includes:

Table 14: List of people consulted during the evaluation to date

Table 15: Detailed evaluation timeline

Table 16: List of countries and locations visited.

Table 14 People consulted

Name	f/m	Designation	Organization
Rome Briefing 6-9 February 2018			
Andrea Cook	f	Director, Office of Evaluation (OEV)	WFP
Sergio Lenci	m	Evaluation Manager, OEV	WFP
Sanela Muharemovic	f	Research Analyst, OEV	WFP
Deborah McWhinney	f	Senior Evaluation Officer, OEV	WFP
Francesca Bonino	f	Evaluation Officer, OEV	WFP
Raffaella Muoio	f	Research Analyst, OEV	WFP
Carmen Burbano	f	Director, SBP; former Peru Country Director (2016-18)	WFP
Niamh O'Grady	f	Evaluation Officer, School-Based Programmes (SBP)	WFP
Edward Lloyd-Evans	m	Policy and Research Officer, SBP	WFP
Darlene Tymo	f	Director, Resource Management	WFP
Natasha Nadazdin	f	Chief, Monitoring and Accountability Branch, Resource Management	WFP
Catherine Feeney	f	Senior Office Manager OAED, Partnerships and Advocacy Department (PA)	WFP
Rosella Fanelli	f	Government Partnership Officer, Partnerships	WFP
Mark Gordon	m	Chief, Programme & Policy Development, Programme – Humanitarian and Development; Asset Creation and Livelihoods Unit	WFP
Dipayan Bhattacharyya	m	Programme Policy Officer, Programme – Humanitarian and Development; Asset Creation and Livelihoods Unit	WFP
Kenn Crossley	m	Director, Cash-Based Transfers (CBT)	WFP
Sharon Freitas	f	Head of Programme Unit, BRA	WFP
Vinicius Limongi	m	Programme Officer, BRA	WFP
Yasmin Wakimoto	f	Programme Officer, BRA	WFP
Bruno Magalhaes	m	Programme Officer, BRA	WFP
Mariana Rocha	f	Programme Officer, BRA	WFP
Francois Buratto	m	Deputy Chief, Food Procurement	WFP

Name	f/m	Designation	Organization
Kathryn Ogden	f	Policy and Programme Officer, Nutrition Knowledge Management, Programme & Policy Development, Nutrition (NUT)	WFP
Geraldine Honton	f	Consultant, NUT (remotely)	WFP
Carola Kenngott,	f	Policy Programme Officer SSTC	WFP
Sheila Grudem	f	Deputy Director of Emergencies	WFP
Maria Lukyanova	f	Senior Programme Officer, Programme & Policy Development (PD), Programme – Humanitarian and Development (PRO)	WFP
Ronald Tran Ba Huy	m	Deputy Director, Research, Assessment and Monitoring Division (RAM)	WFP
Karl Svensson	m	Monitoring & Evaluation Officer, Research, Assessment and Monitoring Division (RAM)	WFP
Betty Ka	m	Deputy Director and OIC Budget and Programme Division	WFP
Jacqueline Paul	f	Senior Gender Adviser, Programme & Policy Development (PD), Gender (GEN)	WFP
Gianluca Ferrera	m	Strategic and programmatic support to country offices and regional bureaux to enhance smallholder farmers engagement in formal markets	WFP
Fatema Fouda	f	Monitoring & Evaluation Officer, SBP, WFP HQ	WFP
Inception Mission to WFP Kenya Country Office and Regional Bureau Nairobi			
Regional Bureau Nairobi			
Faith Awino	f	School Feeding Adviser	WFP, Regional Bureau Nairobi
Brenda Behan	f	Deputy Regional Director	WFP, Regional Bureau Nairobi
Roberto Borlini	m	Regional Evaluation Adviser	WFP, Regional Bureau Nairobi
Christine Akunaye	f	OIM & Performance Reporting Officer	WFP, Regional Bureau Nairobi
Francis Opiyo	m	Emergency Preparedness and Response and Capacity Strengthening	WFP, Regional Bureau Nairobi
Giovanni Giordana	m	Nutrition & HIV/TB Consultant	WFP, Regional Bureau Nairobi
Isaac Omondi	m	Intern, Nutrition, Data	WFP, Regional Bureau Nairobi
Lydia Jamenya	f	Knowledge Management Officer	WFP, Regional Bureau Nairobi
Allison Oman	f	Senior Regional Programme Policy Officer	WFP, Regional Bureau Nairobi
Ross Smith	m	Senior Regional Programme Officer	WFP, Regional Bureau Nairobi
Aude Mommeja	f	Evaluation Officer	WFP, Regional Bureau Nairobi

Name	f/m	Designation	Organization
WFP Kenya Country Office			
Agatha Mugo	f	Gender & Protection Programme Associate	WFP, Kenya Country Office
Antonio Salort-Pons	m	Head of External Relations	WFP, Kenya Country Office
Beatrice Mwangela	f	Head, M&E	WFP, Kenya Country Office
Charles Njeru	m	Programme Policy Officer, School Meals Programme (SMP)	WFP, Kenya Country Office
Evaline Dianga	f	M&E Officer	WFP, Kenya Country Office
Helen Elangwe	f	Head of Finance	WFP, Kenya Country Office
Josefa Zueco	f	Head of Supply Chain	WFP, Kenya Country Office
Judith Otieno	f	Gender & Protection	WFP, Kenya Country Office
Judy Ndungu	f	Programme Policy Officer, SMP	WFP, Kenya Country Office
Lara Fossi	f	Head of Programme & Deputy Country Director	WFP, Kenya Country Office
Mari Hassinen-Agoya	f	Head of Country Capacity Strengthening	WFP, Kenya Country Office
Mary Waweru	f	Programme Officer, Capacity Strengthening	WFP, Kenya Country Office
Michael Wainas	m	Finance Officer	WFP, Kenya Country Office
WFP Kenya Field Offices			
Josphat Wafula	m	Head of Field Office, Garissa Field Office	WFP, Kenya
Frederic Merie	m	Kakuma Field Office	WFP, Kenya
Samuel Kiarie	m	Marsabit Field Office	WFP, Kenya
Colin Buleti	m	Dadaab Field Office	WFP, Kenya
External meetings: donors, Government, other in Kenya			
Muriuki Harrison	m	School Health, Nutrition and Meals Coordinator	Ministry of Education, Kenya
Boniface Ouko	m	Technical Officer School Meals, Ministry of Education, Directorate Basic Education	Ministry of Education, Kenya
Barnett Walema	f	Technical Officer Health, Moe, Directorate Basic Education	Ministry of Education, Kenya
Nerreah Olick	f	Director Basic Education	Ministry of Education Kenya
Mandissa Mashologu	f	Deputy Resident Representative (Programme)	United Nations Development Programme, Kenya
Geoffrey Omedo	m	Portfolio Analyst, Environment, Resilience and Climate Change	United Nations Development Programme, Kenya
Constana Kouakou	f	Education Specialist	UNICEF, Kenya
Elizabeth Waitha	f	Education Officer	UNICEF, Kenya
Jeanne Kirin	f	Education Specialist	UNICEF, Kenya
Jade Cooper	f	Second Secretary (Somalia/Humanitarian)	Department of Foreign Affairs and Trade, Australian High Commission
Alessandra S. McCormack	f	Senior International Programme Specialist, International Food Assistance Division	Global Programs, United State Department of Agriculture (in Washington, DC)
Kennedy Gitonga	m	Agricultural Specialist	United State Department of Agriculture

Name	f/m	Designation	Organization
Kimani Mungai	m	Senior Development Officer	Canadian High Commission
Fernando Guimaraes Braga	m	Head of Administration, Cooperation Section	Embassy of Brazil

Global interviews during data collection phase			
Teresa Fasig	f	Policy Officer Nutrition, Directorate General for International Cooperation and Development (DEVCO) C1 – Rural Development, Food Security and Nutrition	European Commission
David Ryckembusch	m	Chief for Corporate Performance Planning (CPP), Resource mobilization and performance and former Head of Digitalization & Innovation, School-based Programmes	WFP headquarters
Maria Jose (MJ) Rojas	f	Head of Partnerships, Advocacy & Donor Support, School-based Programmes	WFP headquarters
Gloria Wiseman	f	Deputy Permanent Representative of Canada	Permanent Mission of Canada to the Food and Agricultural Agencies of the United Nations
Allison Anderson	f	Education in Emergencies Expert	Independent
Elisabeth Faure	f	Director, London Office	WFP London Office
Maria Tsvetkova	f	Regional School Feeding Adviser, Regional Bureau Cairo	WFP, Regional Bureau Cairo
Tiina Honkanen	f	Outcome 2 Manager	WFP, Rwanda
Saadhna Panday	f	Lead on global education partnerships, and focal point for relationship with WFP	UNICEF
Peter de Vries	m	Senior Adviser, management advocacy and partnerships team, Education	UNICEF
Luis Benveniste	m	Human Development Regional Director, Latin America and Caribbean	World Bank
Trixie-Belle Nicolle	f	Regional Programme Policy Officer	WFP
Abdulrahman Bader	m	Programmes Officer	Dubai Cares
Chris Castle	m	Chief, Education	UNESCO
Yasmine Sherif	f	Director	Education Cannot Wait
Rebecca Telford	f	Chief, Education Section	United Nations High Commissioner for Refugees
Valerie Gatchell	f	Senior Nutrition + food security Officer, also WFP Liaison focal point around food issues	United Nations High Commissioner for Refugees
Jacqui Powell (email correspondence only)	f	Assistant Director, Social Protection Section, Human Development and Governance Division	Department of Foreign Affairs and Trade, Australia
Chiara Segrado	f	Deputy Permanent Representative to the United Nations Agencies in Rome	Department for International Development, UK
Abigail Perri	f	Senior Nutrition Adviser, based in UK	Department for International Development, UK

Emily Henderson	f	Humanitarian Adviser	Department for International Development, UK
Ian Attfield	m	Senior Education Adviser	Department for International Development, UK
Don Bundy	m	Independent Expert	Independent
Evgeny Vakulenko	m	Counsellor (WFP Section)	Permanent Mission of the Russian Federation to the Food and Agricultural Organization and other United Nations Agencies in Rome
Naser Mohmand	m	Senior Regional Nutrition and Food Security Officer	United Nations High Commissioner for Refugees
Margarita Focas Licht	f	Chief, Effective Partnership	Global Partnership for Education
Shane Danielson	m	Senior Director, International Food Assistance, Foreign Agricultural Service (since November 2019)	United State Department of Agriculture, Washington, DC
Benjamin Muskovitz	m	Senior Advisor for food assistance and development, former Senior Director, International Food Assistance, Foreign Agricultural Service	United State Department of Agriculture, Washington, DC
Florence Tartanac	f	Senior Officer Market and Value Chain team, Nutrition and Food System Division	Food and Agriculture Organization of the United Nations HQ
Fatima Hachem	f	Senior Nutrition Officer, Nutrition Education team, Nutrition and Food System Division	Food and Agriculture Organization of the United Nations HQ
Zeinab Adam	f	Senior Advisor on Coordination, Development and Strategic Planning	Education Cannot Wait
Eleanor Morefield	f	Team lead for food assistance monitoring and evaluation (M&E) support, Monitoring, Evaluation and Strategic Planning Division	United State Department of Agriculture/ McGovern-Dole
Jason Compy	m	Director, Monitoring, Evaluation and Strategic Planning Division	United State Department of Agriculture/ McGovern-Dole
Graham Lang	m	Chief of Education	Education Cannot Wait
Daniel Balaban	m	Brasilia Centre of Excellence Director	WFP
Edwin van Baalen	m	Vice President, Product Delivery	Mastercard
Blaec van Kulweit	m	Chief of Staff	Global Citizen
Arlene Mitchel	f	Executive Director	Global Child Nutrition Forum
Jutta Neitzel	f	Head of Programme Support, SBP	WFP
Bibi Giyose	f	Head of Nutrition – Food & Nutrition Security, Advisor to the CEO (seconded by FAO)	AUDA-NEPAD
Mouhamadou Moustapha Lo	m	TTL Togo (based in Senegal), focal point for SHN for the WB/Global Level)	World Bank
Etienne Dufrenois	m	Stop Hunger, CEO Asia Pacific, Middle East and Africa	Sodexo

Brindeau, Nathalie	f	Stop Hunger, Europe Director	Sodexo
Reinhard Uhlig	m	Senior Policy Officer, Division 222: Crisis management, transitional development assistance, reconstruction, infrastructure in crisis situations	Federal Ministry for Economic Cooperation and Development, BMZ, Germany
Stineke Oenema	f	Coordinator United Nations System Standing Committee on Nutrition (UNSCN)	UNSCN
Jessica Pullar	f	UNSCN Nutrition and NCD Consultant	UNSCN
Chiara Giusto	f	Policy Assistant Health and Nutrition	European Commission, Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)
Simone Licomati	m	Programme Officer	ECHO
Andrea Weber	f	Programme Officer, Nutrition	ECHO
Satu Lassila	f	Permanent Representative of Finland to Food and Agriculture Organization of the United Nations (FAO), WFP and International Fund for Agricultural Development (IFAD)	Ministry of Foreign Affairs, Finland
Sanna-Liisa Taivalmaa	f	Senior Advisor, Rural Development, Department for Development Policy	Ministry of Foreign Affairs, Finland
Syria Country Study			
Rima Al-Azar	f	Independent Consultant, Syria Country Lead for emergency school feeding (ESF) evaluation	Independent
Cambodia Country Study			
Emma Conlon	f	Programme Policy Officer, CSP2	WFP
Kannitha Kong	f	Programme Officer Education	WFP
Sokrathna Pheng	f	Programme Officer Education	WFP
Nisith Um	m	Head of Field Office	WFP
HE Nath Bunroeun	m	Secretary of State	Ministry of Education Youth and Sport
HE San Vathana	m	Under Secretary of State	Ministry of Education Youth and Sport
HE Puth Samith	m	Director General of Education	Ministry of Education Youth and Sport
HE Chan Sophea	m	Director of the Primary Education Department	Ministry of Education Youth and Sport
Mr. Ven Tol	m	Deputy Director of Primary Education Department	Ministry of Education Youth and Sport
Francesca Erdelmann	f	Country Director	WFP, Cambodia
Indira Bose	f	Analytics and Policy Advocacy Team Lead	WFP, Cambodia
Phalla Chea	f	Partnerships Officer	WFP, Cambodia
Rwanda Country Study			
Edith Heines	f	Country Representative & Director	WFP, Rwanda
Amy Blauman	f	School Feeding Activity Manager	WFP, Rwanda
Sameera Ashraf	f	Head of M&E and Vulnerability Analysis and Mapping (VAM) unit	WFP, Rwanda
Sarah Cruz	f	M&E Officer	WFP, Rwanda
Huma Kidwai	f	Education Consultant	World Bank Rwanda

Ammar Kawash	m	Farm to Market Alliance (FtMA); Head, Smallholder Agricultural Market Support Unit	WFP, Rwanda
Sara McGinty	f	Chief of Education	UNICEF, Rwanda
Kristine Dandanell Garn	f	Nutrition Specialist	UNICEF, Rwanda
Sylvia Salama Gata	f	Home-Grown School Feeding (HGSF) Project Manager	MINAGRI
Tom Swinkels	m	Business Development Manager	Africa Improved Foods
Justin Kayira	m	Refugee School Feeding Focal Point	World Vision
Kondwani Mwangala	m	Deputy Chief of Party, FFE/HGSF Programme	World Vision
Jacques Sezekeye	m	Programme Policy Officer, School Feeding team	WFP, Rwanda
Jean d'Arc	f	Programme Assistant	Food and Agriculture Organization of the United Nations
Solomon Makuza	m	Executive Director	Gardens for Health International, Rwanda
Wilson Rurangwa	m	HGSF Coordinator, Ministry of Education	Ministry of Education, Rwanda
Damien Nsengiyumva	m	Nutrition Officer	WFP, Rwanda
Viateur Ngiruwonsanga	m	Huye, Head of Field Office	WFP
Dieudonne Mwizerwa	m	Huye, School Feeding Programme Associate	WFP
Hitumukiza Robert	m	Director of Education	Karongi District
Mugabonake Abdul	m	School Feeding District Coordinator	Karongi District
Mudacumura Aphrodice	m	Sector Executive Secretary	Murundi Sector
Imanishimwe Florence	f	Sector Education Officer	Murundi Sector
Niyonsaba Cyriaque	m	Sector Executive Secretary	Gitesi Sector
Munezero Terence	f	Sector Education Officer	Gitesi Sector
Musominari Fidel	m	Storekeeper and teacher	GS Kirambo
Zirikana Eugene	m	Teacher	GS Kirambo, Gitesi sector
Habineza Ildephonse	m	Teacher	Rugobagoba, Rugando sector
Alfred Mwesigye	m	School Feeding Programme Associate	Karongi, WFP Field Office
Mushiyimana Thacienne	m	Acting Head of Field Office	Karongi, WFP Field Office
Nzamura baho Venuste	m	Teacher	EP Mugombwa
Mukadusabe Joyeuse	f	Teacher and in charge of stock	GS Cyanika
Imaniraguha Jean Bosco	m	Head Teacher	GS Cyanika
Nteziryayo Andre	m	Director of Education	District of Nyamagabe
Bizimana Jean Baptiste	m	Sector Education Officer	Sector of Cyanika
Iyamuremye Jean de Dieu	m	School Feeding District Coordinator	Nyaruguru District
Mpatwenimana Marie Jeanne	f	Sector Education Officer	Nyabimata Sector
Rudatsindwa Aphrodice	m	Sector Executive Secretary	Nyabimata sector
Ndemeye Jean de Dieu	m	Teacher	EP Gihemvu
Masengesho Marie Rose	f	Teacher	EP Kabere
Niyorurema Damas	m	Acting Director of Education	Rutsiro District
Habiyambere Jean Philippe	m	School Feeding District Coordinator	Rutsiro District
Jacques Ngendahimana	m	Sector Education Officer	Ruhango Sector, Rutsiro District
Gratien Mugwaneza	m	Primary teacher of Maths	Ruhango sector, Rutsiro District
Jean de Dieu Ubuzake	m	Sector Education Officer	Kavumo Sector, Rutsiro District

Martin Bangezehe	m	Primary teacher	Ruhango sector, Rutsiro District
Nadya Frank	f	Regional School Feeding Focal Point, (one-person School Feeding team)	WFP
Regional Bureau Dakar interviews			
Agnes Ndiaye	f	Programme Policy Officer	WFP, Regional Bureau Dakar
Abdi Farah	m	Regional School Feeding Programme Advisor	WFP, Regional Bureau Dakar
Sebastian Muller	m	Resilience Officer	WFP, Regional Bureau Dakar
George Fominyen	m	Communication, Advocacy Marketing Officer	WFP, Regional Bureau Dakar
Sofiane Essayem	m	Supply Chain Officer	WFP, Regional Bureau Dakar
Naouelle Djamaa	f	Programme Policy Officer (Cash-Based Transfers)	WFP, Regional Bureau Dakar
Ramatoulaye Dieye	f	Gender Officer	WFP, Regional Bureau Dakar
Meissa Dieng	f	M&E Officer	WFP, Regional Bureau Dakar
Chris Nikoi	m	Regional Director, Regional Bureau Dakar	WFP, Regional Bureau Dakar
Peter Musoko	m	Deputy Regional Director, Regional Bureau Dakar	WFP, Regional Bureau Dakar
Alexandra Pirola	f	Evaluation Officer	WFP, Regional Bureau Dakar
Regional Bureau Panama interviews			
Alessio Orgera	m	Regional Programme Policy Officer, Social Protection and Nutrition Team, Regional Bureau for Latin America and the Caribbean	WFP, Regional Bureau Panama
Guilia Baldi	f	Regional Social Protection Advisor, Social Protection and Nutrition Team	WFP, Regional Bureau Panama
Ana Solorzano	f	Programme Policy Officer, Social Protection and Nutrition Team	WFP, Regional Bureau Panama
Carla Mejía	f	Regional Nutrition Advisor, Social Protection and Nutrition Team	WFP, Regional Bureau Panama
Diana Murillo	f	Nutritionist, Social Protection and Nutrition Team	WFP, Regional Bureau Panama
Maria Pino	f	Programme Officer, Partnership and Project Management Unit	WFP, Regional Bureau Panama
Carol Montenegro	f	Senior Programme Associate, South-South and Triangular Cooperation, Partnerships and Project Management Unit	WFP, Regional Bureau Panama
Rossella Bottone	f	Regional RAM Advisor	WFP, Regional Bureau Panama
Marianela Gonzalez	f	Social and Behaviour Change Communication (SBCC) Advisor	WFP, Regional Bureau Panama
Côte d'Ivoire Country Study			
Bidio Kouassi	m	National School Feeding Programme Officer	WFP, Côte d'Ivoire
Kone Seydou	m	M&E Programme Associate	WFP, Côte d'Ivoire
Alti Bema	f	Head of Programme	WFP, Côte d'Ivoire

Adeyinka Badejo	f	Country Director	WFP, Côte d'Ivoire
Anna Eshun	f	Chargé de finance, informatique	WFP, Côte d'Ivoire
Dorothee Ngotta	f	Budget and Programming Officer	WFP, Côte d'Ivoire
Nanga Kaye	f	Smallholder Agricultural Market Support Consultant	WFP, Côte d'Ivoire
Sandrine Aka	f	Head of Supply Chain	WFP, Côte d'Ivoire
Marie Dasyva	f	Partnership	WFP, Côte d'Ivoire
Monique Koffi	f	Gender Focal Point	WFP, Côte d'Ivoire
Soukoulé Kone	f	Directrice Nationale	Ministère de l'Education Nationale/Direction des cantines scolaires
Anon Bertin	m	Directeur de la production vivrière et de la sécurité alimentaire	Ministère de l'Agriculture et du développement rural
Kouadio Claudine	f	Senior Manager Project	Fondation ORANGE Côte d'Ivoire
Niamien Kadjo	m	Assistant formation à la Direction de la Réforme Budgétaire et de la Modernisation de l'Administration Publique	Ministère auprès du Premier Ministre chargé du Budget et du Portefeuille de l'Etat
Kouakou Pacôme	m	Coordonnateur projet résilience PAM chez BFCD	BFCD
Mamadou Konaté	m	Coordonnateur projet/Programme, Ex chargé du programme d'appui à la pérennisation des cantines scolaires	United Nations Development Programme
Roger Kassy Angaman	m	Planification, Evaluation, Recherche	Ministère des femmes, famille, enfants, solidarité et cohésion sociale
Constant Tra Bi	m	Sécretaire exécutif par intérim	Conseil national pour la nutrition l'alimentation et le développement (CONNAPE)
Elly Bahati	m	Point focal sécurité alimentaire AVSI	AVSI Foundation
Philippe Seone	m	Chef du Sous-bureau du PAM à Korhogo	WFP
Anne-Marie N'Da Kouassi	f	Nutrition Expert	Food and Agriculture Organization of the United Nations
Traore Souleymane	m	Coordonnateur régional des cantines scolaires	Directorate of School Canteens
Allassane Baguia	m	Economiste National	United Nations Development Programme
Anoma Louis	m	Spécialiste Education, Chef section Education	UNESCO
Patricia Lombo	f	Spécialiste Education, Chef section Education	UNICEF
Mme Henriette Billon	f	Directrice Développement durable	Fondation SIFCA Côte d'Ivoire
M. Kouadio Guillaume	m	Responsable Audit	Fondation SIFCA Côte d'Ivoire
M. Noufe	m	Responsable Commercial	Fondation SIFCA Côte d'Ivoire
Solene Rougeaux	f	Senior Social Protection Specialist	World Bank
Tajikistan Country Study			
Arshia Khan	f	Programme Manager	WFP, Tajikistan Country Office

Zoirjon Sharipov	m	Manager, School Feeding, WFP Country Office	WFP, Tajikistan Country Office
Furkat Usmanov	m	Head of Field Office	WFP
Maxatillo Kadyrov	m	School Feeding Monitor	WFP
Surayo Bahridinova	f	School Feeding Monitor	WFP
Nozir Solijonov	m	Head of Field Office, Gharm	WFP
Muzafar Nodirov	m	School Feeding Monitor	WFP
Alberto Mendes	m	Country Director Tajikistan	WFP
Mariko Kawabata	m	Deputy Country Director, Tajikistan	WFP
Ms Makfirat	f	Consultant	Consultant to Ministry of Education
Anonymous	m	Local Focal Point	Ministry of Education
Haiti Country Study			
Damieta Mendes	f	Chargé S&E	WFP, Haïti
Judy Phuong	f	Conseillère technique Cantine Scolaire	WFP, Haïti
Ilaria Martinatto	f	Head of Programme	WFP, Haïti Country Office
Raphael Chuinard	m	Deputy Country Director (Acting)	WFP, Haïti Country Office
Raphy Favre	m	Consultant Policy Support/Country Capacity Strengthening	Previously working for WFP Haiti, now Food and Agriculture Organization of the United Nations, Est Timor
Wakson Emile	m	Responsable Cantine achats locaux	WFP, Haiti
Myrlande Norelia	f	Responsable Nutrition	WFP, Haiti
Pierre Odney Ricot	m	Directeur de l'unité d'étude et de programmation au MAST	Ministère des Affaires Sociales et du Travail (MAST)
Héroid Joseph	m	Directeur de la santé scolaire	Ministère de l'Éducation Nationale et de la Formation Professionnelle (MENFP)
Albert, Dort	m	Conseiller technique	Programme National de Cantines Scolaires
Nizigiyimana Aloys	m	Coordonateur des projets d'urgence et de résilience	Food and Agriculture Organization of the United Nations
James Eveillard	m	Assistant Coordonateur Régionale	Ananda Marga Universal Relief Team (AMURT- Haiti)
Natacha Jean Brice	f	Responsable Ouest & Sud-Est	Bureau Diocésain de l'Éducation
Rob Dagber	m	General Manager	Bureau de Nutrition et Développement
Michelle Routhier	f	Programme Coordinator	Bureau de Nutrition et Développement
Joël Hilaire	m	Responsable Nord & Nord-Est	Fédération des Ecoles Protestantes d'Haïti (FEPH)
Yves André Auguste	m	Warehouse Supervisor	World Vision, Haiti
Yves Jantzem	m	Responsable du portefeuille éducation	Banque Mondiale
Lusherna Rosimar	f	Assistante Programme Genre	WFP, Haiti
Marie Tamagnan	f	Spécialiste en Education	Inter-American Development Bank
Nicolas Dorleon	m	Consultant en Economie Politique	Ambassade du Japon en Haïti

Monod Germain	m	Coordonnateur du fundamental dans le département des Nippes	Ministère de l'Education Nationale et de la formation professionnelle (MENFP)
Kenny W. Sinéas	m	Responsable du programme de Cantines Scolaire dans le département des Nippes	Programme National de Cantines scolaires (PNCS)
Lenay Alexandra Blason	f	Chief Water, Sanitation and Hygiene (WASH)	UNICEF
Pierre Richard René	m	Coordonnateur de l'Unité de facilitation des achats de produits agricoles locaux (UFAPAL)	Ministère de l'Agriculture, des Ressources Naturelles et du Développement Rural
Adriana Pepe	f	SBP – works in Edward Lloyds team on data	WFP
Nail Lazrak	m	SBP – works in Edward Lloyds team on data, particularly the update to the State of School Feeding worldwide	WFP
Mozambique Country Study			
Elsa Mambo	f	Senior Programme Associate – School Meals Unit	WFP, Mozambique Country Office
Pedro Mortara	m	Programme Policy Officer (School Feeding)	WFP
Hitesh Kanakrai	m	Head of Sub Office, Tete	WFP
Jan van de Velde	m	Head of M&E	WFP, Mozambique Country Office
Arlinda Chaquisse	f	National Director of School Health and Nutrition	Ministry of Education
João Gaspar Barroso	m	Provincial Education Director Tete Province	Ministry of Education
Pierre Lucas	m	Deputy Country Director	WFP, Mozambique
Peru Country Study			
Tania Goossens	f	Country Director	WFP, Peru
Tania Rodriguez	f	Field Officer	WFP, Peru
Lena Arias	f	National Programme Policy Officer (Nutrition and Public Health) – S02	WFP, Peru
María Pia Cebrian	f	Programme Associate Monitoring and Evaluation	WFP, Peru
Neri Sosa	f	Jefe de la Unidad Territorial Ayacucho	Programa Nacional de Alimentación Escolar Qali Warma
Zulma Jeri Campana	f	Consultora	WFP, Peru
German Salvador Martinelli Chuchon	m	Jefe de la Unidad Territorial de Ayacucho	Fondo de Cooperacion para el Desarrollo Social (FONCODES)
Eugenio Villar	m	Líder	Comisión de Reorganización PNAE Qali Warma
Ivan Bottger	m	National Programme Policy Officer (Crisis Response – CBT)	WFP, Peru
Marisa Villagomez	f	Executive Management Advisor	MIDIS /Qali Warma
Jose Enrique Velasquez	m	General Director of Monitoring and Evaluation	Peru Ministry of Development and Social Inclusion
Rolando Wilson	m	Senior Programme Associate	WFP

Anibal Velazquez	m	Senior National Officer Public Partnerships	WFP
Alberto García	m	Asesor Representación	Food and Agriculture Organization of the United Nations, Peru
Fernando Castro Verástegui	m	Coordinador de Proyectos	FAO Peru
Roque Bejarano Romero	m	Jefe de la Unidad de Comunicación e Imagen	Programa Nacional de Alimentación Escolar Qali Warma, Ministerio de desarrollo social (MIDIS)
Fredy Hinojosa	m	Director Ejecutivo	Programa Nacional de Alimentación Escolar Qali Warma, (MIDIS) Peru
Milagros Loja	f	Especialista	Generación de Innovaciones para el Desarrollo (GID)
Luis Gutierrez	m	Coordinador Componente Alimentario	Programa Nacional de Alimentación Escolar Qali Warma
Leslie Miranda	f	Coordinadora de Evaluación de Políticas	Ministerio de desarrollo social (MIDIS)
Pablo Lavado	m	Investigador Principal	Universidad del Pacífico
Tunisia Country Study			
Rabeb Azouzi	f	Output 2 (Upgrade canteens and school gardens/P4P) Manager	WFP, Tunisia
Tarek Loussaif	m	Directeur General, Office des oeuvres scolaires	Ministry of Education
Fatimata Sow-Sidibe	f	Head of Office	WFP, Tunisia
Majid Hamlaoui	m	Output 1 (Governance) Manager	WFP, Tunisia
Magid Chaabane	m	Head of Programme	WFP, Tunisia
Ines Kaabachi	f	Chef de service, Suivi, évaluation et contrôle OPA	Ministère de l'Agriculture, de la pêche et des ressources hydrauliques (MAPMRH)
Namibia Country Study			
Elvis Odeke	m	Head of Programme	WFP, Namibia
Gloria Kamwe	f	Deputy Head of Programme	WFP, Namibia
Ruusa Mushimba	f	Programme Policy Officer, School Feeding Focal Point	WFP, Namibia

Table 15 Detailed evaluation timeline

Phase	Main activities (shaded denotes fieldwork)	Revised dates
Inception phase		
Mobilization and preliminary document gathering and desk review	Document review as part of Synthesis of Evaluations and Audits, development of document inventory, preliminary (remote) engagement with WFP Office of Evaluation (OEV); Preparation for HQ briefing	From 6 January 2020
Briefing	HQ briefing in Rome (Team Leader (TL) and core team members) for engagement with WFP Evaluation Manager (EM) and key stakeholders, including half-day round table workshop on draft School Feeding Strategy; plus one-day internal team workshop.	27–31 January 2020
Document review and stakeholder analysis	Synthesis of Evaluations and Audits; preparation of inception report (IR), including a detailed delivery plan, approach, methodology, and tools (including development of analytical framework for the document synthesis); remote team meeting to plan for evaluation; preparation for country visit to Kenya.	3–14 February 2020
Inception mission country visit	Country Visit to Kenya and Regional Bureau in Nairobi (TL + Research Coordinator)	17–21 February 2020
Drafting inception report	Further review of key documentation and finalisation of stakeholder analysis; revisions to draft IR following Kenya visit, drafting of additional elements of the IR.	w/c 24 February 2020
	Drafting of IR; draft report submitted to Mokoro quality review for comment; revisions incorporated. Report submitted to WFP EM for Education Quality Assurance System process.	Draft 0 IR submitted: 11 March 2020
	<i>OEV Quality Assurance and Feedback (EM preliminary comments)</i>	<i>EM preliminary comments sent to the team by 18 March 2020</i>
	Revisions to draft 0 IR made, incorporating EM's preliminary comments.	Draft 1 IR submitted: 9 April 2020
	<i>OEV quality assurance comments on draft 1 IR shared with the team</i>	<i>24 April 2020</i>
	Revisions to draft 1 IR made, incorporating OEV comments.	Draft 1a IR submitted: 29 April 2020
	<i>OEV shares draft 1a IR with Internal Reference Group (IRG) and External Advisory Group (EAG)</i>	<i>Tuesday 5 May 2020</i>
	<i>Comments from IRG and EAG on draft 1a IR consolidated and shared with team</i>	<i>IRG and EAG consolidated feedback shared with team by Wednesday 20 May 2020</i>
Revisions and comments from WFP, IRS and EAG incorporated into final IR.	Final IR submitted: 26 May 2020	

Data collection phase		
Desk-based data collection	Further document review, preliminary analysis; global interviews	June–September
	Country Desk Reviews & HQ and regional interviews	
Country interview preparation	Following selection and contracting of national consultants for selected country studies, engagement with WFP country offices for interview preparation	From June
Remote interviews pilot studies	Afghanistan, Tajikistan, Syria, Mozambique, Tunisia	June–September ²⁶⁹
Remote interviews remaining countries	Myanmar, Cambodia, Peru, Côte d'Ivoire, Namibia, Congo, Rwanda, Kenya, Haiti	
Debriefing	Preparation and delivery of remote debrief with OEV and IRG following completion of all country desk studies, and fieldwork.	18 September
Survey	Design and implementation of the online survey and analysis of survey results.	June–August
Reporting phase		
Team Synthesis Workshop	Remote core team workshops, following completion of all country desk-studies, and fieldwork for synthesis. Two moments planned:	Bi-weekly calls throughout; Daily sessions of 2–3 hours from 14–18 September
Analysis and drafting of Evaluation Report	Analysis, synthesis and preparation of first draft Evaluation Report; draft submitted to Mokoro quality review for comment; revisions incorporated; and preparation for Stakeholder Learning Workshop.	Draft 0 Evaluation Report submitted: Tuesday 10 November 2020
	<i>OEV Quality Assurance and Feedback</i>	<i>OEV comments by Friday 13 November 2020</i>
	Draft revised in light of OEV feedback	Draft 1 Evaluation Report submitted: Monday 23 November 2020
	<i>OEV Quality Assurance and Clearance by OEV</i>	<i>Friday 4 December 2020</i>
	<i>EM to share Evaluation Report with IRG and EAG on 9 November (2 weeks for comments)</i>	<i>Wednesday 9 – Wednesday 23 December 2020</i>
	<i>EM sends consolidated comments</i>	<i>Tuesday 19 – Thursday 21 January 2021</i>
Learning workshop	Stakeholders learning workshop TL and Deputy Team Leader (DTL), remote.	Tuesday 12 – Thursday 14 January 2021
Revisions to draft Evaluation Report, incorporating WFP and	Stakeholder and WFP comments on draft 2 Report; incorporated.	Draft 2 Evaluation Report submitted: Wednesday 10 February 2021

²⁶⁹ Anticipated staggering not possible due to delays in confirmation of country participation and delays in finishing interviews.

stakeholders' comments	<i>OEV final feedback on Evaluation Report draft 2 sent to the team</i>	<i>EM comments received on Monday 22 February 2021</i>
	Draft 3 Evaluation Report incorporating OEV final feedback	Draft 3 Evaluation Report submitted: Monday 1 March 2021
	Draft Summary Evaluation Report (SER) prepared	Draft SER submitted: Monday 15 February 2021
	<i>OEV feedback on SER</i>	<i>OEV feedback received by Friday 19 February 2021</i>
	Revise SER incorporating OEV feedback	Revised SER submitted: Friday 26 February 2021
	<i>OEV Quality Assurance and OEV clearance to send SER to Oversight and Policy Committee (OPC)</i>	<i>QA2 review of SER by Friday 5 March 2021</i>
	Finalisation of SER following QA2 review.	Friday 12 March 2021
	<i>OEV circulates SER to OPC for comments (2 weeks for comments)</i>	<i>OPC review of SER by Thursday 25 March 2021</i>
	<i>OEV provides OPC comments on the SER to the team for revision</i>	<i>EM sends comments on SER to team by Friday 26 March 2021</i>
	Final SER submitted	Wednesday 31 March 2021
	Final draft Evaluation Report submitted	Tuesday 6 April 2021
Executive Board and follow-up		
	<i>Submit SER/recommendations to RMP for Management Response</i>	<i>By Thursday 8 April 2021</i>
	<i>Submit approved SER to Executive Board Secretariat</i>	<i>By Thursday 8 April 2021</i>
	<i>Presentation of SER to Executive Board</i>	<i>June 2021</i>

Table 16 Locations visited in person

Country	Location	Sites visited	People met	Dates
Italy	WFP headquarters (HQ), Rome	n/a	<ul style="list-style-type: none"> WFP staff (11 male, 19 female) 	27–30 January, 2020
Kenya	United Nations Compound, Nairobi	<ul style="list-style-type: none"> WFP Kenya country office WFP Regional Bureau United Nations agencies & Donors Government (Ministry of Education) 	<ul style="list-style-type: none"> 17 WFP country office staff (7 male, 10 female), 11 WFP Regional Bureau Nairobi staff (5 male, 6 female) 6 United Nations staff (1 male, 5 female) & 5 donors (3 male, 2 female) Ministry of Education (2 male, 2 female) 	12–21 February, 2020
Rwanda	Rutsiro	<ul style="list-style-type: none"> Rutsiro District HQ Ruhango Sector HQ 	<ul style="list-style-type: none"> Government (2 male) Government (1 male), teachers (1 male) 	27 July, 2020

Country	Location	Sites visited	People met	Dates
		<ul style="list-style-type: none"> Kavumu Sector HQ 	<ul style="list-style-type: none"> Government (1 male), teachers (1 male) 	
	Karongi	<ul style="list-style-type: none"> Karongi District HQ EP Rugobagoba, Rugando sector 	<ul style="list-style-type: none"> Government (4 male, 2 female), WFP field staff (2 male, 1 female) Teachers (2 male) 	28–29 July, 2020
	Huye	<ul style="list-style-type: none"> WFP Huye Field Office 	<ul style="list-style-type: none"> WFP field staff (2 male) 	29 July, 2020
	Nyaruguru	<ul style="list-style-type: none"> Nyabimata sector 	<ul style="list-style-type: none"> Government (2 male, 1 female), teachers (1 male, 1 female) 	30 July, 2020
	Nyamagabe	<ul style="list-style-type: none"> Cyanika Sector 	<ul style="list-style-type: none"> Teachers (2 male, 1 female), Government (2 male) 	31 July, 2020

Annex F Structure of school feeding delivery mechanism – global, regional, country (guidance and staffing)

1. This annex summarizes the mechanisms developed by WFP to deliver the 2013 School Feeding Policy, including strategies and action plans, organizational set-up/staffing dedicated to the School Feeding Policy implementation, and available guidance (including an overview of feedback from evaluation country studies).

Table 17 Strategy and planning frameworks

Guiding document	Level	Overview (function and status)
School Feeding Strategy (2020 – 2030)	Global	<ul style="list-style-type: none"> Lays out how WFP will advocate globally, and work in partnership to address gaps in guaranteeing a proper school health and nutrition response for children in schools, and emphasizes the multiple benefits of school feeding and school health in different contexts. Defines different roles of WFP in different contexts: Role in Context 1 (crisis or humanitarian settings): WFP will scale up by providing operational support; Role in Context 2 (stable low-income and lower-middle-income countries): WFP will support the transition and scale-up of national programmes; Role in Context 3 (middle-income countries): WFP will support the consolidation and strengthening of national programmes. WFP activities are to be organized into four work streams to support implementation of the Strategy: Work Stream 1: Sharing knowledge and best practice globally; Work Stream 2: Increasing the investment in school feeding; Work Stream 3: Acting in partnership to improve and advocate for school health and nutrition; Work Stream 4: Strengthening programmatic approaches in key areas.
School feeding regional concept notes and implementation plans (<i>internal documents</i>)	Regional	<ul style="list-style-type: none"> Regional concept notes and implementation plans are meant to support the implementation of the Strategy and define effective and context-specific measures to ensure country alignment. They feed the bottom-up strategic budget process. <ul style="list-style-type: none"> Regional concept notes lay out the general vision, direction, objectives of the bureau in implementing the new Strategy, and identify the possible arrangements/capacities that will be needed to roll this out. Regional implementation plans detail the objectives and targets of each bureau as per the new Strategy and provide more detail on how the Strategy will be implemented in the region. They are living documents to be reviewed on a yearly basis.

		<ul style="list-style-type: none"> By the end of July 2020, concept notes will have been drafted for the six regional bureaux. Regional implementation plans are in the process of being developed.
Country strategic plans (CSPs)	Country	<ul style="list-style-type: none"> CSPs define the role and portfolio of WFP assistance at country level and they are the WFP strategic, programmatic and governance instrument in a country for a period of up to five years, replacing the previous collection of project documents.²⁷⁰ CSPs are the main delivery mechanism for WFP at country level and lay out the WFP strategic positioning in school feeding and school health and nutrition (SHN). Between 2017 and 2019 there were 66 CSPs and 18 interim CSPs approved. Second generation CSPs are under development.

Table 18 WFP structure and networks available to support school feeding implementation

Structure/ networks	Level	Overview
School-Based Programmes (SBP) service	Headquarters	Established in 2018. Organized according to the four Strategy work streams, with three sub-teams: (i) Results and monitoring (Work Stream 1); (ii) Programme support, digitalization and private sector (Work Stream 4); (iii) Partnerships, advocacy & donor support (Work Streams 2 & 3). The division currently has 22 people (staff & consultants) as per the organigram July 2020.
WFP Community of Practice on School Feeding	Headquarters, regional bureau, country office	<i>Under definition.</i> In 2019, a WFP Global School Feeding Meeting 2019 (GSFM19) was organized in Rome, Italy, on 14–16 May 2019 for all field-based school feeding focal points to come together to learn, discuss and create a community of practice. Technical Working Groups are being established in regional bureaux (e.g. Regional Bureau Dakar).
Regional school feeding focal points	Regional bureau	Responsible for: (i) technical support to country offices (operational and policy/governance); (ii) oversight in terms of guidance; (iii) backstopping (temporary deployments to help with specific needs); (iv) regional engagement (particularly with regional organizations and partners); and (v) liaison between headquarters, country offices and regional bureaux and, importantly, between country offices (for cross-country learning, knowledge sharing).
CO school feeding focal points/units	Country office	In charge of implementing WFP school feeding programming at country level. Points of contact for liaising with regional bureaux and headquarters on WFP school feeding programming.
Centres of Excellence (CoE)	Global or regional	The functions/services offered by Centres of Excellence vary from one centre to another. Services are mostly directed to Government, but can also benefit WFP people (see Annex G). The CoE Brazil offers a range of services in the domain of school feeding, nutrition, social development, smallholder farming, commercial agriculture with social impact, and capacity strengthening. Services are delivered on a demand-driven basis and organized into four categories: (i) technical & advisory; (ii) partnerships promotion; (iii) advocacy; and (iv) knowledge services.

2. Table 19 below lists WFP guidance to support the implementation of the School Feeding Policy and Strategy. Rows showing guidance directly related to school feeding are shaded. Among other sources, the

²⁷⁰ WFP. 2016m. *Policy on Country Strategic Plans*. WFP Executive Board Second Regular Session: Rome, 14–18 November. Rome, WFP.

list of guidance is informed by the WFP 2018 Situation Analysis,²⁷¹ the GSFM19 report²⁷² and the UNSCN Inventory of the UN global guidance, resources and tools on school nutrition.²⁷³

Table 19 WFP guidance to support the implementation of the School Feeding Policy and Strategy (selected guidance and publications)

Guidance/material/resources ²⁷⁴	Year	Type	Overview	Topics
Guidelines School Feeding Programmes in Refugee Settings (Draft released in October 2020)	2020/21 (Draft)	Guidance	Developed jointly by WFP and United Nations High Commissioner for Refugees, the overarching objectives of the Guidelines are to ensure that school feeding programmes in refugee settings are of high quality.	Refugee settings
PLUS School Menus	To come	Software	The PLUS School Menus software is the first digital solution that optimizes school menus by making them simultaneously more nutritious, cost efficient and locally sourced.	School menus
Communication material on school and Covid-19	2020	Advocacy	High-level talking points, media messages on school and Covid-19 that can be adjusted to country office needs as well as articles.	Covid-19
Global Monitoring of School Meals during Covid-19 School Closures	2020	Dashboard	Global monitoring of the number of children missing out on school meals and Government and WFP alternative solutions – in 79 countries (checked 9 Nov 2020).	
Mitigating the effects of the Covid-19 pandemic on food and nutrition of schoolchildren (+ internal guidance)	2020	Factsheet Guidance	Joint note from WFP, Food and Agriculture Organization of the United Nations (FAO) and UNICEF which provides: (i) preliminary guidance on how to take short-term measures to support, transform or adapt school feeding programmes during the Covid-19 pandemic, with specific recommendations according to the various target groups involved in school feeding; and (ii) an additional section providing guidance around home-grown school feeding (HGFS).	Covid-19, HGFS
Food-Safety and Quality Guidelines for Safer School Meals	2019	Guidance	Provides the basic food safety principles and good practices for the selection, storage, preparation, and serving of food.	Food safety
Smallholder Agricultural Market Support (SAMS) Guidance Manual	2019	Guidance	Support country offices in crafting a smallholder development plan in collaboration with Government and partners.	SAMS

²⁷¹ WFP. 2018q. *School Feeding Situation Analysis 2018. Needs and challenges in WFP programming*. Rome, WFP.

²⁷² WFP. 2019o. *Global School Feeding Meeting. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report*. Rome, WFP.

²⁷³ UNSCN. 2020. *School Nutrition. An inventory of the United Nations system global guidance, resources and tools on school nutrition*. United Nations System Standing Committee on Nutrition (UNSCN).

²⁷⁴ Guidance documents with no hyperlinks are mostly internal.

Guidance/material/resources ²⁷⁴	Year	Type	Overview	Topics
<i>Assessing the School Feeding Value Chain</i>	2019 (Draft)	Guidance	The value chain assessment for Sustainable, Nutrition-Sensitive School Feeding (SNSSM) aims to maximize the benefits of the School Feeding programme while identifying threats to sustainability and potential strategies to address them.	School Feeding Value Chain
<i>Home-Grown School Feeding Resource Framework: synopsis, technical document and e-learning</i>	2018 2019 (E-learning)	Guidance E-learning	Guidance tool jointly produced by WFP, FAO, IFAD, NEPAD, GCNF and PCD for the design, implementation and monitoring of HGSF programmes. The main goals of the HGSF Resource Framework are to: clarify the key concepts, scope and goals of HGSF programmes; harmonize existing guidance materials; and provide technical reference for programme planners to design, implement and scale up effective, efficient and sustainable HGSF programmes.	HGSF
Food and Nutrition Handbook	2018	Guidance	Provides a one-stop shop for WFP nutrition programming. It covers all needs – from situation analyses, to advocacy and programming options.	Nutrition-sensitive programming
Food Fortification	2018	Factsheet	Provides a brief introduction to food fortification and how WFP is using it as a strategy to address micronutrient deficiencies and play a valuable role on the path to zero hunger.	Nutrition-sensitive programming
Social and Behaviour Change Communication (SBCC) Interim Guidance Manual for WFP Nutrition	2018	Guidance	This interim guidance manual was developed for use by WFP nutrition staff who aim to improve nutrition outcomes by complementing nutrition activities with social and behavioural change.	Nutrition-sensitive programming
Technical Assistance (TA) proposal to support governments in establishing or strengthening a National School Feeding Programme	2017 (Draft)	Model of proposal	This template is meant to facilitate the preparation of comprehensive TA proposals by country offices. The structure of the template is generic, allowing easy alignment to SABER-school feeding reports, the WFP capacity assessment tool and country office capacity-strengthening portfolios.	Technical Assistance, Capacity Strengthening, Enabling Environment
<i>School Feeding Handbook</i>	2017	Guidance		
<i>Investing in the Future: Cost-Benefit Analysis</i>	2017	Guidance	WFP is rolling out School Meal Investment Case and Cost-Benefit Analysis. This user's manual is a summary of the approach and describes how to use the analytical tool, how to run the analysis, and how to understand and present the results. It builds on the documentation developed by WFP in partnership with the Boston Consulting Group and in consultation with the World Bank.	Cost-Benefit Analysis

Guidance/material/resources ²⁷⁴	Year	Type	Overview	Topics
<i>Country Capacity Strengthening (CCS) Framework and Toolkit (currently under revision)</i>	2017	Guidance	The CCS team provides different tools for implementing the WFP corporate approach to country capacity strengthening in three domains (enabling, organizational, individual) and along five Pathways: 1. Policies and legislation; 2. Institutional accountability; 3. Strategic planning and financing; 4. Stakeholder programme design and delivery; and 5. Engagement and participation of non-state actors.	Capacity Strengthening
<i>How School Meals Contribute to the Sustainable Development Goals</i>	2017	Advocacy	This paper attempts to give an overview of evidence for the multiple benefits of school meals. It uses the SDGs as thematic areas to organize the evidence and gives an indication of the specific targets that school meals can contribute to.	SDGs, Nutrition
<i>Smart school meals – Nutrition-sensitive national programmes in Latin America and the Caribbean</i>	2017	Report of evidence	Sheds light on 16 programmes, country practices and experiences that can serve to inform nutrition-sensitive school meals programmes in other countries and identify implementation approaches and innovations that could be documented in greater detail in the future.	Nutrition-sensitive programming
<i>Guidance for Nutrition-sensitive Programming</i>	2017	Guidance	This manual provides guidance to all field staff in making WFP programming more nutrition-sensitive and supporting governments in doing so.	Nutrition-sensitive programming
<i>Gender Toolkit</i>	2017	Guidance	Provides information, guidance and tools on integrating gender in WFP programming, operations and thematic areas of work.	Gender
<i>Country Strategic Plan (CSP) Guidance on School Feeding</i>	2017 (Draft)	Guidance	Draft never finalized.	CSP
<i>School Feeding Monitoring Framework (In review)</i>	2017	Guidance	Aims at supporting WFP country offices and their partners to engage in the assessment of the monitoring and evaluation (M&E) system of an existing national school feeding programme. It highlights the different aspects of such systems that must be in place for a system to be able to fulfil its role. The guide can also be used to assess the M&E system of a WFP school feeding programme.	Monitoring

Guidance/material/resources ²⁷⁴	Year	Type	Overview	Topics
<i>Cash-based Transfers (CBTs) in School Feeding Programmes</i>	2016 (Draft) (2019)	Guidance	Draft never finalized. Sets out practical guidance for the design – or redesign – of WFP school feeding projects, and to help programme planners identify which models (including CBTs) are most appropriate for school feeding projects based on context and appropriateness. It also aims to incorporate existing guidance and developing thinking in the use of cash and vouchers as delivery mechanisms.	CBT
<i>Systems Approach for Better Education Results – School Feeding (SABER-school feeding) Guidelines</i>	2015	Guidance	This manual prepared by the WB, WFP and PCD aims to assist users (government institutions, PCD, World Bank, WFP, and other stakeholders) to understand, plan, and implement the SABER-school feeding exercise at the country level. It builds upon the experiences from national SABER-school feeding workshops held during 2014.	SABER
<i>Emergency School Feeding Guidelines</i>	2013 (Draft) 2004	Guidance	Draft never finalized.	Emergency school feeding
School Feeding and Nutrition Guidance note	2010 (Draft)	Guidance	Draft never finalized.	Nutrition

3. Table 20 below provides feedback on the available guidance and tools from a country perspective.

Table 20 Feedback on available guidance/tools and gaps from country studies

Findings on guidance and gaps from selected country studies
<ul style="list-style-type: none"> WFP Policy and Strategy provide general outlines and a sense of priorities, although not adapted to emergencies. There is insufficient guidance on how to implement school feeding, especially in countries with significant capacity constraints. Headquarters is seen as lacking sufficient understanding and experience of the intricacies of implementation work in challenging contexts like Mozambique. WFP headquarters is perceived as focusing on global engagements that are of limited direct support to the significant challenges in implementation at country level.
<ul style="list-style-type: none"> WFP School Feeding Strategy is silent on how to deal with children in stress. “Biggest shortcoming of the Strategy: we still don’t have a good idea of how we’re dealing with children in stress (internally displaced persons, refugees). There’s not enough to enable us to include those children firmly in what we’re talking about.” How to address the commitment to adolescents?
<ul style="list-style-type: none"> Rwanda has used every tool in the WFP toolbox (Cost-benefit analysis, SABER, menu modelling, etc.). Relevant and good guidance on school feeding exists. However, navigating what support exists and where to get it has been a challenge. More support is needed on practicalities of making partnerships work at country level, including with private sector (ensure due diligence).

Findings on guidance and gaps from selected country studies

- Guidance on Context 3: Generally speaking, WFP has some interesting tools, but they mostly apply to contexts in which WFP is the implementer. Currently, guidance on how to operationalize the work of WFP in Context 3 is lacking.
 - Nutrition/socio-economic status: WFP Peru conducted a prioritization study to map out differences in the nutritional status across the country considering socio-economic status. However, WFP lacks adequate tools to support these types of studies.
 - Advice and guidance on how to work with food companies is missing (despite the strong partnership WFP has with the private sector globally).
-
- Guidance on school feeding in emergency contexts: There was no clear framework of what a school feeding programme in an emergency context of a (former) middle income country should/could look like.
-
- Guidance on the digitalization agenda: The country office has not received any guidance on the digitalization agenda. Nevertheless, pilot initiatives have been established, providing tablets for distance learning for women farmers by non-governmental organization partner, the AVSI Foundation, and setting up a virtual platform between producers and traders.
-
- Gender guidance: The Strategy identifies gender as a pillar, and clearly something to strengthen, but lacks information/guidance on what it entails. Also, the Strategy focuses very much on adolescent girls, which requires different standards, and which are not part of our targets nor our donors' targets.

Annex G Centres of Excellence

Brazil Centre of Excellence

Background, expertise and service areas

1. Throughout the 2000s, Brazil achieved significant reductions in poverty and hunger through its Fome Zero (Zero Hunger) programme, launched in 2003 and comprising conditional cash transfers, local smallholder procurement, and school feeding elements. Josette Sheeran, then Executive Director of WFP, visited the programme in May 2010 and saw its potential as an exemplary model whose ideas could be exported to other governments in the Global South with the desire to learn from the “Brazilian experience”.²⁷⁵ The mechanism designed to disseminate these ideas was the first WFP Centre of Excellence Against Hunger (CoE), a partnership between WFP and the Government of Brazil. This partnership is grounded in a Framework Agreement for Technical Assistance and Cooperation to Promote School Feeding Programmes, signed by both parties in 2010, and the CoE itself was launched in Brasilia in November 2011. Its objective was to disseminate knowledge of the means through which Brazil achieved its successes; facilitate policy dialogue, planning, and capacity development; and stimulate the development of national programmes to combat hunger around the world. A key element in Fome Zero, and one routinely employed as a model by the CoE, is Brazil’s national school feeding programme, Programa Nacional de Alimentação Escolar (PNAE), which helped to pioneer the home-grown school feeding (HGSF) modality.²⁷⁶

2. The CoE offers a range of services on a demand-driven basis that it organizes in four categories: technical & advisory; partnerships promotion; advocacy; and knowledge services.²⁷⁷ Generally, the CoE employs study visits, in which official delegations visit Brazil to learn from its programmes first hand, as a springboard to further support capacity strengthening, policy development, and programme design. Recognition of the importance of government ownership of food security, and the role that South-South and Triangular Cooperation (SSTC) plays in strengthening national systems and capacities, was in line with the WFP transition from providing food aid to supporting countries’ priorities.²⁷⁸ As such, rather than encourage the adoption of WFP models, the CoE team aim for a collaborative approach, whereby country contexts and governments’ own objectives form the basis for policies and programmes coming out of SSTC. This approach was formalized and enshrined in the WFP 2013 School Feeding Policy update.

Table 21 Areas of expertise and service offered by the Brazil Centre of Excellence

Areas of expertise	
School feeding, nutrition, social development, smallholder farming, commercial agriculture with social impact, capacity strengthening, research ²⁷⁹	
Service areas	
Technical and advisory services <ul style="list-style-type: none"> • Programme and policy design • Programmes and policy implementation • Transition strategy • Smallholder farmers support in supply chains and market access • Country strategic planning support • Project preparation (resource mobilization and funding initiatives) 	Partnerships promotion <ul style="list-style-type: none"> • Regional networks coordination and facilitation • National and international policy dialogue • Multisector coordination and stakeholder mobilization
Advocacy services	Knowledge services

²⁷⁵ WFP. 2011. Centre For Excellence Against Hunger: Josette Sheeran [online video]. <https://www.wfp.org/videos/centre-excellence-against-hunger-josette-sheeran>.

²⁷⁶ WFP. 2013a. *Centre of Excellence Against Hunger. Annual Report 2012*. Rome, WFP.

²⁷⁷ WFP. 2020i. *Annual Report 2019*. WFP Centre of Excellence Against Hunger.

²⁷⁸ WFP. 2020j. *Centre of Excellence Against Hunger: Impact Evaluation Report (2011–2016)*. Rome, WFP.

²⁷⁹ WFP. [no date.] About WFP Centre of Excellence Against Hunger Brazil [website]. <https://centrodeexcelencia.org.br/en/sobre/>.

<ul style="list-style-type: none"> • Identifying opportunities for South-South cooperation • Study visit and knowledge exchange activities • Programme cost-assessment support 	<ul style="list-style-type: none"> • Data collection and evidence building • Good practices documentation and dissemination • Monitoring and evaluation activities
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3. Initially, the CoE received funding through the WFP-managed Brazilian Trust Fund (BTF), which was established in 2007, with principal contributor the Brazilian Government. The BTF evolved into a multidonor initiative, enabling the CoE to receive funding from the UK Department for International Development, the Bill and Melinda Gates Foundation, and Add Hope/KFC. However, following political changes in Brazil, funding for the CoE decreased year by year. The Centre now receives about one third of the funding, and leadership acknowledges that their funding strategy is not well defined. The 2017 CoE Impact Evaluation states that, by December 2016, the CoE had executed over US\$15 million.

Activities and results

4. The CoE's results are not readily divisible thematically. Often activities function in a results chain, whereby advocacy may lead to provision of advisory services, which in turn leads to support in country capacity strengthening (CCS) and the elaboration of policy. Similarly, policy-related results may come under advocacy – getting a national school feeding policy on the agenda, or CCS – assisting in the creation of a policy.

5. Since its inception, the CoE has supported 60 countries. A selection of activities are described below.

Advocacy

- The CoE's work has contributed to the recognition of school feeding as an effective solution to combat hunger and advance social protection, and has made the case for HGSF, government ownership, and legal and institutional frameworks for school feeding. By raising awareness and mobilizing decision makers' support, the CoE has also helped foster an enabling environment for HGSF.²⁸⁰

Knowledge sharing/learning

- According to the 2017 CoE Impact Evaluation, the CoE has contributed to the international development cooperation landscape, including:
 - Informing WFP's SSTC Policy with lessons learned from the Centre's experience.
 - Contributing to the dissemination of the Brazil's experiences and bringing methodological innovations to Brazilian SSTC.
- The CoE has facilitated knowledge exchanges with 60 countries.

Partnership promotion

- The CoE has helped numerous country governments strengthen engagement with civil society.²⁸¹ In 2017, 15 countries were discussing measures to ensure stable funding for national school feeding programmes.²⁸²

Policy support/country capacity strengthening

- The Centre contributed to the partners' increased autonomy in the design and implementation of their national school feeding initiatives.²⁸³

²⁸⁰ WFP. 2020j. *Centre of Excellence Against Hunger: Impact Evaluation Report (2011–2016)*. Rome, WFP.

²⁸¹ WFP. 2018b. *Centre of Excellence Against Hunger. Annual Report 2017*. Rome, WFP.

²⁸² WFP. 2019c. *Centre of Excellence Against Hunger. Annual Report 2018*. Rome, WFP.

²⁸³ WFP. 2020j. *Centre of Excellence Against Hunger: Impact Evaluation Report (2011–2016)*. Rome, WFP.

- The CoE has supported the creation and strengthening of policies, strategies and legal frameworks for school feeding across a diverse range of countries.²⁸⁴

Technical and advisory services

- According to the 2017 CoE Impact Evaluation, the CoE has been successful in engaging governments, contributing to the national ownership of school feeding initiatives, and thus supporting the WFP transition strategy.

African Union partnership

- In 2015, the African Union (AU) sent a high-level delegation to Brazil for an HGSF study visit, which led to the integration of HGSF programmes into the AU's Continental Education Strategy for Africa 2016–2025. The AU also promoted a formal resolution seeking member states' commitment to school feeding and to produce evidence to advocate for HGSF across Africa. In 2016, the AU instituted the African Day of School Feeding, and established, with CoE support, the Pan-African School Feeding Network.²⁸⁵

Global Child Nutrition Foundation partnership

- In November 2013, the CoE signed a Letter of Intent with the Global Child Nutrition Foundation (GCNF)²⁸⁶ stipulating that the two entities would work together to organize the annual Global Child Nutrition Forum.²⁸⁷ Annual forums have been organized around different themes. Table 22 below reflects participation of countries covered by this evaluation in these events.

Virtual Exchanges

- In 2019, in line with the WFP push for digital transformation, and with a view to reducing costs, environmental impacts, and logistical difficulties, the CoE started to expand its services into remote support through its Virtual Exchanges portfolio. This portfolio makes publications, videos, and webinars available, and conducts remote workshops and meetings with stakeholders.

Support to countries covered by the School Feeding Strategic Evaluation²⁸⁸

6. A detailed overview of the support of the CoE to the countries covered by country studies of this evaluation is shown below. Table 22 shows sustained involvement in many countries over the years with a mix of visits, technical support to specific areas (food safety, nutrition, social protection), promotion of country visits (to Brazil, and also between countries), and support to policy and knowledge building. Only Syria and Namibia had limited engagement. In some countries, the support has levelled off, e.g. in Rwanda in 2015, Haiti in 2017, and Peru, also 2017.

²⁸⁴ WFP. 2013a. *Centre of Excellence Against Hunger. Annual Report 2012*. Rome, WFP. WFP. 2014b. *Centre of Excellence Against Hunger. Annual Report 2013*. Rome, WFP. WFP. 2015b. *Centre of Excellence Against Hunger. Annual Report 2014*. Rome, WFP. WFP. 2016b. *Centre of Excellence Against Hunger. Annual Report 2015*. Rome, WFP. WFP. 2017b. *Centre of Excellence Against Hunger. Annual Report 2016*. Rome, WFP. WFP. 2018b. *Centre of Excellence Against Hunger. Annual Report 2017*. Rome, WFP. WFP. 2019c. *Centre of Excellence Against Hunger. Annual Report 2018*. Rome, WFP. WFP. 2020j. *Centre of Excellence Against Hunger: Impact Evaluation Report (2011–2016)*. Rome, WFP.

²⁸⁵ Brazil Centre of Excellence and the African Union Partnership, 2020.

²⁸⁶ WFP. 2014b. *Centre of Excellence Against Hunger. Annual Report 2013*. Rome, WFP.

²⁸⁷The GCNF is a forum that sees a wide array of actors come together to share experiences, best practices, lessons, and challenges around HGSF programmes.

²⁸⁸ Information from Centre of Excellence Annual Reports 2012-2019

Table 22 Brazil Centre of Excellence support to country offices

Country	Type of support	Year	Activity
Cambodia	<ul style="list-style-type: none"> • Advocacy • Technical & advisory 	2015	<ul style="list-style-type: none"> • Study visit to Brazil
		2018	<ul style="list-style-type: none"> • CoE technical team visit to Cambodia to support minimum food processing for food safety for the school feeding programme
Côte d'Ivoire	<ul style="list-style-type: none"> • Advocacy • Technical & advisory • Partnerships promotion 	2013	<ul style="list-style-type: none"> • Côte d'Ivoire study visit to Brazil
		2014	<ul style="list-style-type: none"> • CoE technical mission to Côte d'Ivoire to hold a workshop "to improve the school feeding strategy of the country"
		2015	<ul style="list-style-type: none"> • Côte d'Ivoire participates in the Second National Forum on School Feeding, Cotonou, Benin
		2016	<ul style="list-style-type: none"> • Côte d'Ivoire national school feeding programme is a case study for the <i>Global School Feeding Sourcebook</i> • Côte d'Ivoire participates in the II WFP Regional Workshop – Home-Grown School Feeding: How to Integrate Systems
		2017	<ul style="list-style-type: none"> • Côte d'Ivoire hosts 8th African Day for Food & Nutrition Security • Côte d'Ivoire study visit to Brazil
		2018	<ul style="list-style-type: none"> • CoE technical mission to Côte d'Ivoire • Côte d'Ivoire approves National School Feeding Policy and creates CoE
		2018 – 2019	<ul style="list-style-type: none"> • CoE Brazil supports planning, design of Côte d'Ivoire CoE (CERFAM)
Haiti	<ul style="list-style-type: none"> • Advocacy • Knowledge services 	2012	<ul style="list-style-type: none"> • Haiti joint study visit with Senegal to Brazil
		2015	<ul style="list-style-type: none"> • Haiti study visit to Brazil
		2017	<ul style="list-style-type: none"> • Haiti case study "Smart School Meals: Nutrition-Sensitive National Programmes in Latin America and the Caribbean"
Kenya	<ul style="list-style-type: none"> • Advocacy • Technical & advisory • Partnerships promotion • Knowledge services 	2015	<ul style="list-style-type: none"> • Two CoE technical missions on social protection networks and National School Nutrition and Meals Programme Strategy • Kenya participates in Global Forum on Nutrition-Sensitive Social Protection Programs, Moscow
		2016	<ul style="list-style-type: none"> • Kenya school feeding programme included in <i>Global School Feeding Sourcebook</i> • CoE technical mission to Kenya to revise the national strategy • Two Kenya study visits to Brazil • Participation at the Global Child Nutrition Foundation (GCNF) 2016 • Participation at the XI International Seminar on Social Policies for Development • Participation at the II WFP Regional Workshop
		2017	<ul style="list-style-type: none"> • Direct technical assistance to strengthen institutional and multisectoral coordination in food and nutritional security
		2018	<ul style="list-style-type: none"> • CoE support to approval process of Kenya's National School Meals and Nutrition Strategy
		2019	<ul style="list-style-type: none"> • Participation in the Beyond Cotton project
Mozambique	<ul style="list-style-type: none"> • Partnerships promotion • Technical & advisory • Knowledge services • Advocacy 	2012	<ul style="list-style-type: none"> • Participation in Purchase from Africans for Africa (PAA) project • CoE support mission to Mozambique
		2013	<ul style="list-style-type: none"> • Technical visit to Mozambique to evaluate the national school feeding programme (monitoring and evaluation for national school feeding programme implementation)
		2014	<ul style="list-style-type: none"> • 3rd National Consultative Forum on Social Protection, The Gambia • Mozambique approves national school feeding programme
		2015	<ul style="list-style-type: none"> • CoE technical mission to Mozambique (social protection) • CoE support to evaluation of national school feeding programme pilot project • CoE training (food and nutritional security and social protection) • Mozambique participates in Global Forum on Nutrition-Sensitive Social Protection Programs, Moscow

Country	Type of support	Year	Activity
			<ul style="list-style-type: none"> Study visit of Mozambique's First Lady to Brazil
		2016	<ul style="list-style-type: none"> CoE support to evaluation of national school feeding programme pilot Technical mission from Mozambique to Brazil Participation at the GCNF 2016 Participation at the XI International Seminar on Social Policies for Development
		2017	<ul style="list-style-type: none"> Mozambique hosts SSC seminar: "Innovative Partnerships in Social Protection, Food and Nutrition Security and Gender" PAA evaluation workshop held in Mozambique Support to design of Programa Nacional de Alimentação Escolar (PNAE)
		2018	<ul style="list-style-type: none"> Participation in the Beyond Cotton initiative; Ministers of Education of the Community of Portuguese Language Countries (CPLP) CoE technical mission to Mozambique, supporting capacity development Inputs to the planned expansion of PNAE
		2019	<ul style="list-style-type: none"> CoE, University of Lavras (UFLA) of Minas Gerais, the Mozambique Cotton Institute and the local WFP office visited Mozambique participation in African Day of School Feeding CoE support to cost-benefit analysis of national school feeding programme
Namibia	<ul style="list-style-type: none"> Knowledge services Partnerships promotion 	2016	<ul style="list-style-type: none"> Namibia case study for <i>Global School Feeding Sourcebook</i> Participation at the GCNF 2016 Participation at the II WFP Regional Workshop
Peru	<ul style="list-style-type: none"> Partnerships promotion Knowledge services 	2015	<ul style="list-style-type: none"> VII School Feeding Seminar for Latin America and Caribbean (LAC), in Peru
		2016	<ul style="list-style-type: none"> Participation at the XI International Seminar on Social Policies for Development
		2017	<ul style="list-style-type: none"> Support to Smart School Meals: Nutrition-Sensitive National Programmes in Latin America and the Caribbean
Rwanda	<ul style="list-style-type: none"> Advocacy Technical & advisory Partnerships promotion 	2012	<ul style="list-style-type: none"> Rwanda study visit to Brazil, action plan prepared CoE support mission to Rwanda Cost analysis and investment case prepared with WFP support
		2013	<ul style="list-style-type: none"> Workshop to follow on the implementation of the school feeding plan CoE consultant sent to Rwanda CoE-supported national school feeding consultation
		2014	<ul style="list-style-type: none"> CoE technical support to white paper on school feeding
		2015	<ul style="list-style-type: none"> Participation in 5th National Conference on Food and Nutritional Security
Syria	<ul style="list-style-type: none"> Partnerships promotion 	2016	<ul style="list-style-type: none"> Participation at the GCNF 2016
Tunisia	<ul style="list-style-type: none"> Advocacy Partnerships promotion 	2014	<ul style="list-style-type: none"> Tunisia study visit to Brazil
		2016	<ul style="list-style-type: none"> Participation at the GCNF 2016 Participation in XI International Seminar on Social Policies for Development
		2018	<ul style="list-style-type: none"> Co-host of GCNF

Publications/guidance produced by the CoE

7. As part of its knowledge-sharing mandate, the CoE produces various pieces of guidance, case studies, articles and brochures detailing its services, available through its website – <https://centrodeexcelencia.org.br/>

- *Country Case – Togo* (July 2020)
- *Framework for Action and Recommendations for the Reopening of Schools* (April 2020, Portuguese only)
- *Supporting the Development and Implementation of Resource Mobilization Initiatives: The Gambia* (June 2020)
- *Implementing the Brazilian National School Feeding Programme During the Covid-19 Pandemic* (April 2020)
- *School Feeding in Times of Covid-19* (April 2020)
- *School Feeding and Social Protection in Brazil with the Covid-19 Pandemic* (April 2020)
- *WFP Centre of Excellence Brazil Virtual Exchanges: Remote Support to Countries* (March 2020)
- *Good Practices #2: Financing School Feeding* (October 2019)
- *Good Practices #1: School Feeding in Portuguese Speaking Countries* (September 2019)
- *Policy Brief #3: PNAE's Legal and Policy basis: Building a Pathway to Homegrown School Feeding* (August 2019)
- *Policy Brief #2: Food and Nutrition Education in Brazilian Schools* (August 2019)
- *Policy Brief #1: Financing of the Brazilian School Feeding Programme – PNAE* (July 2019)
- *Partnership between WFP Centre of Excellence and African Union* (July 2019)
- *Brazilian Experience: Acquisition of Smallholder Farming Products for School Feeding* (2017)
- *Brazilian Experience: Guide to Support Technical Activities of PNAE Nutritionists* (2018)
- *Brazilian Experience: Training Food Handlers Working in School Feeding* (2014)
- *Brazilian Experience: Manual for the Application of the Acceptability Tests in the National School Feeding Programme (PNAE)* (2017)
- *Brazilian Experience: Food and Nutrition Education Day* (2017)
- *Brazilian Experience: Reference Guide for School Feeding for Students with Special Dietary Needs* (2017)

Other Centres of Excellence

8. In January 2016, WFP and the Government of India signed a Letter of Intent to establish a Centre of Excellence on Food and Nutrition Security.

9. In March 2016, WFP and the Chinese Ministry of Agriculture signed a memorandum of understanding (MOU) under which the WFP China Country Office would also function as a Centre of Excellence for Rural Transformation. The China CoE pursues four thematic areas: value chain development/smallholder market access; supply chain strengthening; climate adaptation/disaster risk reduction; and implementation of national hunger and nutrition strategies.²⁸⁹

10. Following a visit to Brazil in 2017, the Vice President of Côte d'Ivoire was inspired to create a similar facility. WFP and Côte d'Ivoire signed a MOU in October 2018, and the Regional Centre of Excellence Against Hunger and Malnutrition (CERFAM) was inaugurated in March 2019. Where the Brazil CoE provides its services globally and reports to WFP headquarters, the Côte d'Ivoire CoE had originally a regional focus on West Africa and reported to Regional Bureau Dakar.. Lines of reporting have recently changed to headquarters/Partnership Division, and the CERFAM is now expected to play a continental role.

²⁸⁹ WFP. 2018e. *China Annual Country Report 2017. Country Strategic Plan March 2017 – December 2021*. Rome, WFP.

Annex H Analysis of school feeding in country strategic plans

1. As planned during the inception phase, the evaluation team conducted a structured review of how school feeding is presented across all country strategic plans (CSPs). A total of 82 CSPs have been analysed (ten with a reduced level of analysis). The evaluation team drew from an analysis of CSPs conducted by the School-Based Programmes (SBP) team (last version of revised data is dated 13 September 2019).

2. The purpose-oriented structured analysis has included the following items:

- Assistance type
- Activity blending
- School feeding under which strategic objective (SO) (crises settings, resilience, root causes)
- Handover/transitioning status
- Essence of CSP
- School feeding element
- Education context
- Beneficiaries
- Type(s) of school feeding involved
- Stated targeting criteria
- Financial value of the programme and main funders
- Educational justification
- Nutrition and health justification
- Safety net and social protection justification
- Local economy and home-grown school feeding (HGSE) dimensions justification
- Capacity development, handover and support for national school feeding systems
- Other implementation and partnership details.

3. The analysis of the CSPs has been used, among others, to illustrate: (i) the stronger focus towards an enabling role; and (ii) the progress and strategies adopted in terms of handover/transitioning, which form the basis for handover/transitioning schedules, an identified priority during the 2019 Global School Feeding Meeting.²⁹⁰ As shown in Table 23 below, the evaluation team attempted to define four levels along the trajectory towards nationally owned school feeding programmes. The categories were based on available guidance and on insights from the country studies (see Annex Q). Countries were classified based on SBP's initial analysis, document review, and data from the evaluation's country studies.

²⁹⁰ WFP. 2019o. *Global School Feeding Meeting. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report.* Rome, WFP.

Table 23 Status of transition towards nationally owned school feeding programmes

Level 1	Level 2	Level 3	Level 4
<ul style="list-style-type: none"> Transition of WFP SF operations to the Gvt is hardly happening/not possible WFP is implementing SF Programme Different strategies are being explored to sustain SF Programming 	<ul style="list-style-type: none"> The Gvt is in capacity to implement a nationally-owned SF programme although it does not meet the conditions for a total hand over WFP continues implementing SF Programme A transition plan for the handing over of a limited number of schools is in the making 	<ul style="list-style-type: none"> The Gvt implements a nationally-owned SF Programm for many years, but requires significant technical assistance/support WFP continues implementing SF Programme in most vulnerable area A full transition process is under discussion 	<ul style="list-style-type: none"> The Gvt implements a nationally-owned SF Programm for many years, but requires continued technical assistance/support The transition of WFP SF program to the Gvt is over, nevertheless direct implementation can occur in times of crisis A technical assistance roadmap should guide the support to the Gvt

Source: Evaluation team.

4. A synthesized version of the review is presented in Table 24 below. The key findings are:
- 53% of the CSPs have included school feeding under SO Root Causes
 - 78% of the CSPs have included a focus on enabling related to School Feeding
 - 57% of the countries are in level 1 or 2 of the process towards transition.
 - 45% of the countries have not set target related to a 'transitioning road map' and out of the 38% of the countries that have set targets, half of them have not been met or are unlikely to be achieved.

Table 24 Selected data on school feeding from Country Strategic Plan (CSP) analysis

RB	Country	Context as per School Feeding Strategy	CSP type and date	School feeding under SO crisis response	School feeding under SO resilience	School feeding under SO root causes	School feeding focus on enabling	Level of transitioning (from 1 to 4)	Transition target date
RBB	Afghanistan	1	CSP July 2018 – June 2022		Yes		No	Level 1	No
RBC	Algeria	3	ICSP July 2019 – June 2022	Yes			No	Level 4	NA
RBJ	Angola	2b	ICSP Jan 2020 – Dec 2022			Yes	Yes	Level 1	No
RBC	Armenia	3	CSP July 2019 – June 2024			Yes	Yes	Level 3	2023
RBB	Bangladesh	2a	CSP March 2017 – Dec 2020	Yes		Yes	Yes	Level 3	2018 2024
RBD	Benin	2b	CSP July 2019 – Dec 2023			Yes	Yes	Level 3	2023
RBB	Bhutan	3	CSP Jan 2019 – Dec 2023			Yes	Yes	Level 4	2018
RBP	Bolivia	3	CSP July 2018 – Dec 2022		Yes		Yes	Level 4	NA
RBD	Burkina Faso	2a	CSP Jan 2019 – Dec 2023	Yes	Yes		Yes	Level 1	2030
RBN	Burundi	1	ICSP April 2018 – Dec 2020		Yes		Yes	Level 1	No
RBB	Cambodia	2b	CSP Jan 2019 – Dec 2023			Yes	Yes	Level 3	2023
RBD	Cameroon	2a	CSP Jan 2018 – Dec 2020		Yes		Yes	Level 1	No

RB	Country	Context as per School Feeding Strategy	CSP type and date	School feeding under SO crisis response	School feeding under SO resilience	School feeding under SO root causes	School feeding focus on enabling	Level of transitioning (from 1 to 4)	Transition target date
RBD	Central African Republic	1	ICSP Jan 2018 – Dec 2020	Yes	Yes		No	Level 4	NA
RBD	Chad	1	CSP Jan 2019 – Dec 2023	Yes	Yes		No	Level 1	No
RBP	Colombia	3	CSP April 2017 – Dec 2021	Yes		Yes	Yes	Level 3	No
RBJ	Congo	2a	CSP Jan 2019 – Dec 2023			Yes	Yes	Level 2	2030
RBJ	Congo (DRC)	1	ICSP Jan 2018 – Dec 2020	Yes	Yes		Yes	Level 1	NA
RBD	Côte d'Ivoire	2a	CSP Jan 2019 – Dec 2023			Yes	Yes	Level 3	2023
RBP	Cuba	3	ICSP Jan 2020 – Dec 2020			Yes	No	Level 4	No
RBN	Djibouti	2b	CSP Jan 2020 – Dec 2024		Yes		Yes	Level 2	2021
RBP	Dominican Republic	3	CSP Jan 2019 – Dec 2023	NA	NA	NA	Yes	Level 3	2022
RBP	Ecuador	3	CSP April 2017 – Dec 2021			Yes	Yes	Level 2	No
RBC	Egypt	2b	CSP July 2018 – June 2023			Yes	No	Level 2	No
RBP	El Salvador	3	CSP April 2017 – Dec 2021	NA	NA	NA	Yes	Level 3	2021
RBJ	Eswatini	2b	CSP Jan 2020 – Dec 2024		Yes		Yes	Level 2	No
RBN	Ethiopia	2a	ICSP Jan 2019 – June 2020	Yes	Yes		Yes	Level 1	No
RBD	Gambia	2a	CSP Jan 2019 – Dec 2021		Yes	Yes	Yes	Level 2	2021
RBD	Ghana	3	CSP Jan 2019 – Dec 2023			Yes	Yes	Level 4	2016
RBP	Guatemala	2b	CSP Jan 2018- Dec 2021	NA	NA	NA	Yes	Level 4	NA
RBD	Guinea	1	ICSP Jul 2019 – June 2022		Yes		Yes	Level 2	No
RBD	Guinea-Bissau	1	CSP July 2019 – June 2024			Yes	Yes	Level 2	2018
RBP	Haiti	1	CSP July 2019 – Dec 2023		Yes	Yes	Yes	Level 1	No
RBP	Honduras	2b	CSP Jan 2018 – Dec 2021			Yes	No	Level 1	No
RBB	India	3	CSP Jan 2019 – Dec 2023			Yes	No	Level 2	No

RB	Country	Context as per School Feeding Strategy	CSP type and date	School feeding under SO crisis response	School feeding under SO resilience	School feeding under SO root causes	School feeding focus on enabling	Level of transitioning (from 1 to 4)	Transition target date	
RBB	Indonesia	3	CSP March 2017 – Dec 2020				Yes	Yes	Level 4	2020
RBC	Iran (Islamic Republic of)	3	ICSP Jan 2018 – Dec 2020	Yes			No		Level 1	No
RBC	Iraq	2a	CSP Jan 2020 – Dec 2024		Yes		Yes		Level 2	No
RBC	Jordan	3	CSP Jan 2020 – Dec 2022		Yes		Yes		Level 3	No
RBN	Kenya	2b	CSP July 2018 – June 2023	Yes		Yes	Yes		Level 4	2018
RBB	Korea (Democratic People's Republic of)	1	ICSP Jan 2019 – Dec 2021	NA	NA	NA	Yes		Level 2	No
RBC	Kyrgyz Republic	2b	CSP Jan 2018 – Dec 2022			Yes	Yes		Level 2	No
RBB	Lao People's Democratic Republic	2b	CSP March 2017 – Dec 2021			Yes	Yes		Level 3	2021
RBC	Lebanon	2b	CSP Jan 2018 – Dec 2020	Yes			No		Level 1	No
RBJ	Lesotho	2b	CSP July 2019 – June 2024			Yes	Yes		Level 3	2015
RBD	Liberia	1	CSP July 2019 – Dec 2023		Yes		No		Level 1	No
RBC	Libya	2a	ICSP Jan 2019 – Dec 2020	Yes			No		Level 1	No
RBJ	Madagascar	2a	CSP July 2019 – June 2024	Yes	Yes		Yes		Level 2	No
RBJ	Malawi	2a	CSP Jan 2019 – Dec 2023	NA	NA	NA	Yes		Level 2	2028
RBD	Mali	2a	CSP Jan 2020 – Dec 2024		Yes		No		Level 2	No
RBD	Mauritania	2a	CSP Jan 2019 – Dec 2022	Yes	Yes		No		Level 2	No
RBC	Morocco	3	CSP July 2019 – Dec 2021			Yes	Yes		Level 4	NA
RBJ	Mozambique	2a	CSP July 2017 – Dec 2021	Yes		Yes	Yes		Level 1	Yes
RBB	Myanmar	2a	CSP Jan 2018 – Dec 2022		Yes		Yes		Level 2	No
RBJ	Namibia	3	CSP July 2017 – June 2022		Yes	Yes	Yes		Level 4	NA
RBB	Nepal	2a	CSP Jan 2019 – Dec 2023	Yes		Yes	Yes		Level 2	2021

RB	Country	Context as per School Feeding Strategy	CSP type and date	School feeding under SO crisis response	School feeding under SO resilience	School feeding under SO root causes	School feeding focus on enabling	Level of transitioning (from 1 to 4)	Transition target date
RBP	Nicaragua	2b	CSP April 2019 – Dec 2023	Yes	Yes		No	Level 3	2021
RBD	Niger	1	CSP Jan 2020 – Dec 2024		Yes		Yes	Level 1	No
RBD	Nigeria	2a	CSP Jan 2019 – Dec 2022	NA	NA	NA	No	Level 4	NA
RBB	Pakistan	2b	CSP Jan 2019 – Dec 2022			Yes	Yes	Level 2	2030
RBC	Palestine (State of)	NA	CSP Jan 2018 – Dec 2022	NA	NA	NA	Yes	NA	NA
RBP	Peru	3	CSP Jan 2018 – Dec 2022		Yes	Yes	Yes	Level 4	NA
RBB	Philippines	3	CSP July 2018 – June 2023	Yes	Yes	Yes	No	Level 3	Yes
RBN	Rwanda	2b	CSP Jan 2019 – Dec 2023	Yes	Yes		Yes	Level 2	No
RBD	São Tomé and Príncipe	2b	CSP July 2019 – June 2024			Yes	Yes	Level 3	2017 2024
RBD	Senegal	2b	CSP Jan 2019 – Dec 2023		Yes		Yes	Level 3	Yes
RBD	Sierra Leone	1	CSP Jan 2020 – Dec 2024		Yes		Yes	Level 2	No
RBN	Somalia	1	ICSP Jan 2019 Dec 2021		Yes		Yes	Level 1	No
RBN	South Sudan	1	ICSP Jan 2018 – Dec 2020	Yes			Yes	Level 1	No
RBB	Sri Lanka	3	CSP Jan 2018 – Dec 2022			Yes	Yes	Level 4	NA
RBC	Sudan	1	CSP Jan 2019 – Dec 2023	Yes		Yes	No	Level 3	2023
RBC	Syria	1	ICSP Jan 2019 – Dec 2020	Yes			Yes	Level 1	No
RBC	Tajikistan	2a	CSP Jan 2019 – Nov. 2025			Yes	Yes	Level 2	2020/21
RBN	Tanzania (United Republic of)	2b	CSP Jul 2017 June 2021			Yes	Yes	Level 3	2030
RBB	Timor Leste	2b	CSP Jan 2018 – Dec 2020	Yes			Yes	Level 2	No
RBD	Togo	2a	CSP July 2019 – Dec 2023			Yes	Yes	Level 3	2030
RBC	Tunisia	3	CSP April 2018 – Dec 2022			Yes	Yes	Level 4	NA
RBC	Turkey	NA	ICSP Jan 2020 Dec 2021	NA	NA	NA	Yes	NA	NA

RB	Country	Context as per School Feeding Strategy	CSP type and date	School feeding under SO crisis response	School feeding under SO resilience	School feeding under SO root causes	School feeding focus on enabling	Level of transitioning (from 1 to 4)	Transition target date
RBN	Uganda	2a	CSP Jan 2018 – Dec 2022		Yes		Yes	Level 2	No
RBC	Yemen	1	ICSP Jan 2019 – Dec 2020		Yes		Yes	Level 1	No
RBJ	Zambia	2b	CSP July 2019 – June 2024			Yes	Yes	Level 3	2020
RBJ	Zimbabwe	1	CSP April 2017 – Dec 2021			Yes	Yes	Level 1	No
RBB	China	NA	CSP Mar 2017 – Dec 2021	NA	NA	NA	Yes	NA	NA
Total				23	32	39	64		
				32%	44%	53%	78%		

Level 1	21	27%
Level 2	24	30%
Level 3	19	24%
Level 4	15	19%

No Target	37	45%
Target set (but some unlikely to be achieved)	31	38%
NA (Level 4, or not available)	14	17%

Note: Regional Bureau Bangkok (RBB); Regional Bureau Cairo (RBC); Regional Bureau Dakar (RBD); Regional Bureau Johannesburg (RBJ); Regional Bureau Nairobi (RBN); Regional Bureau Panama (RBP)

Annex I Evidence from centralized and decentralized evaluations

1. This annex includes selected evidence from recent and relevant WFP policy and strategy evaluations: Table 25 is a compilation of the most recurrent themes in recommendations from decentralized evaluations; a focus on school feeding in Table 27; selected recommendations on monitoring from 24 decentralized evaluations in Table 27; and an overview of the main areas of capacity strengthening in Table 28 below.

Table 25 Selected school feeding evidence from recent WFP policy and strategy evaluations

<i>School Feeding Policy Evaluation</i> ²⁹¹	The evaluation found that the Policy was timely, well aligned with the WFP Strategic Plan, takes stock of accumulated evidence on school feeding, and recognizes the introduction of a set of quality standards for school feeding as an important innovation. Evidence showed the need to better articulate WFP objectives for school feeding as well as the WFP role, and trade-offs between school feeding objectives. The Policy was found to be more of an advocacy document than providing normative guidance.
<i>Capacity Development Policy Evaluation</i> ²⁹²	The evaluation identified school feeding as the most prominent area of WFP contribution to strengthening institutional capacities, including multiple examples where national Governments have successfully taken over financial and, often, managerial programmes. However, handover-related efforts were found to be generally limited. The evaluation also recognized that the Centre of Excellence in Brazil represents the largest and most systematized mechanism that WFP has for supporting South-South cooperation and contributing to the exchange of knowledge about school feeding. It is an innovative partnership as well as a new way of operating for WFP.
<i>Nutrition Policy Evaluation</i> ²⁹³	The report evidenced challenges in capturing the contributions of nutrition-sensitive programmes such as School Feeding to Nutrition outcomes through existing reporting systems. It re-emphasized that school feeding provides an opportunity to improve micronutrient intakes.
<i>Update of WFP Safety Nets Policy</i> ²⁹⁴	The update report identified school feeding as the safety net activity where WFP serves the greatest number of direct beneficiaries, playing a clear role in supporting national safety nets/social protection, and providing an entry point for government capacity building. However, clear guidance on what it entails is lacking. "WFP's potential to credibly and consistently position itself and contribute to social protection results requires greater attention from WFP global leadership and resources to be fully realized."

²⁹¹ WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP.

²⁹² WFP. 2017zf. *WFP Policy on Capacity Development: An update on implementation (2009). Evaluation Report*. M.-H. Adrien, H. Baser, J. Markie, D. Thompson, R. Slaibi & A. Wenderoth. Westmount, Quebec, and Rome, Universal Management Group and WFP.

²⁹³ WFP. 2015m. *WFP's 2012 Nutrition Policy: A Policy Evaluation*. S. Lister, S. Allan, J. Keylock, K. Sadler & T. Walters, Oxford, UK and Rome, Italy, Mokoro and WFP.

²⁹⁴ WFP. 2019zm. *Update of WFP's Safety Nets Policy: Policy Evaluation*. B. Majewski, J. Duncalf, C. Ward, S. Bailey, S. Pavanello, H. van Doorn, P. Herodote, M. Patiño, S. Shtayyeh & M. Frankel. Rome, WFP.

<i>WFP Resilience Policy Evaluation</i> ²⁹⁵	The evaluation acknowledged the huge potential to connect home-grown school feeding (HGSF) programmes with other WFP activities like Food for Assets, Support to Smallholders, or post-harvest losses in order to build resilience. It emphasized that much more could be done to enhance synergies among WFP-supported interventions for improved resilience, including between Food for Assets, school feeding, nutrition, and general distributions. The evaluation highlighted the significant WFP commitment to strengthening government capacities in a range of areas, including school feeding, nutrition, food security, livelihoods, emergency preparedness, supply chain, and support for smallholder farmers.
<i>Mid-Term Review of the Strategic Plan 2017-2021</i> ²⁹⁶	This evaluation highlights that the Covid-19 pandemic has reinforced the fact that progress on SDG 2 also requires a strong capacity to respond to unexpected shocks, including adapting programmes to changed contexts, and mitigating longer-term impact alongside immediate response. The mid-term review reported that WFP expertise and capacities were called on by governments in the early weeks and months of the pandemic to assist in the identification of needs and to target assistance, and specifically in the case of school feeding, to adapt school meals programmes where schools are closed, and to support school reopening. The report suggests that WFP should proactively develop coalitions of strategic partners, and that it can learn from work currently underway for WFP school-based programmes, where school health and nutrition results are drawn from comprehensive analyses carried out in collaboration with key partners.
Evaluation of the Gender Policy ²⁹⁷	The evaluation examined different policies and found different understanding of conceptual approaches to gender in each, with Nutrition and HIV and AIDS guidance mostly adopting an inclusion/targeting perspective. Purchase for Progress (P4P), Humanitarian Protection and School Feeding focus instead on more empowerment-related dimensions of change. It also examined evidence of progress on identifying gender-based needs and prioritizing programme areas. It found that there is very strong evidence of a gender-focused – rather than a women-focused – approach in food for training/work/assets, protection and P4P initiatives. With respect to school feeding (together with nutrition, protection, and livelihoods) the evaluation found some evidence of progress but that these cases are commonly not linked to the policy.
Strategic Evaluation of Funding for WFP's work ²⁹⁸	The evaluation acknowledges that WFP has used multiple entry points to donors, among others to secure funding for school feeding (together with nutrition or supply chain). It finds that such approaches do not appear to have significantly hampered fundraising and there is a certain logic for encouraging a diverse approach, particularly where technical expertise is required, and where donor decision making is decentralized. The evaluation finds that WFP has had some success in fundraising for thematic areas such as school feeding where funding was mobilized from the education sector, e.g. through Education Cannot Wait (ECW) in Yemen and Malawi, and that WFP has also raised funds for school feeding from other sectors, such as the WFP work in school feeding that has also attracted funding from other sectors, including health, social protection and agriculture. It notes significant collaboration on joint initiatives with other United Nations agencies for school feeding, as well as other areas such as nutrition, cash, and social protection.

²⁹⁵ WFP. 2019z. *Strategic Evaluation of WFP's Support for Enhanced Resilience*. T. Bene, D. Robinson, F. Laanouni, K. Bahr Caballero, B. Murphy & D. Wilson. Rome, WFP.

²⁹⁶ WFP. [no date b] *One-pager on Mid-Term Review of WFP Strategic Plan (2017–2021)*. Rome, WFP. WFP. 2020z. *Mid-Term Review of the WFP Strategic Plan (2017–2021). Outline. Informal consultation*. Rome, WFP. WFP. 2020za. *Mid-Term Review of WFP Strategic Plan (2017–2021). Informal Update to the Executive Board*. Rome, WFP.

²⁹⁷ WFP. 2020r. *Evaluation of the Gender Policy (2015–2020). Volume I – Evaluation Report + Volume II – Annexes*. B. Peacocke, S. Watson, S. Turrall, D. Walker, H. Kabuchu, K. Caballero & P. Sørensen. Rome, WFP.

²⁹⁸ WFP. 2019zh. *Terms of Reference. Evaluation of the WFP South-South and Triangular Cooperation Policy*. Rome, WFP Office of Evaluation.

Table 26 Recommendations from decentralized evaluations with a focus on school feeding: the most recurrent topics

Domain	Recurrent topic	#	Countries
Organizational readiness	WFP strategic positioning , role in supporting complementary activities not linked to its core competences, or post-transitioning	5	Bangladesh, Lao People's Democratic Republic (PDR), Malawi, Nepal
	WFP strategic planning , including attention to theory of change (ToC) assumptions and gender-sensitive planning, and timeliness of evaluations	4	Bangladesh, Ethiopia, Nepal
	WFP staff capacities and country office structure	4	Bangladesh, Cambodia, Lao PDR, Liberia
	Monitoring and evaluation (M&E) , monitoring in the field, systematisation and streamlining of M&E (including introduction of clustered approach), baseline/endline, attention to measurement gaps (gender, protection, nutrition, home-grown school feeding (HGSF), capacity strengthening), use for decision making (see also Table 27)	16	Bangladesh, Bolivia, Burundi, Eswatini, Ethiopia, Kenya, Lao PDR, Lesotho, Liberia, Malawi, Nepal, Senegal, The Gambia, Tunisia
	Accountability , governance, control mechanisms	2	Lao PDR, The Gambia
	Lesson learning , analysis, evidence generation, research	5	Bangladesh, Cambodia, Togo, Tunisia
Strengthening the enabling environment	Advocacy : High-level policy engagement, strategic dialogue based on evidence	3	Ethiopia, Nepal, Togo
	Policy and strategy development and accompanying guidelines, anchoring in other sector policies and cross-ministry initiatives and systems (in particular, social protection and nutrition)	11	Burundi, Cambodia, Ethiopia, Indonesia, Lao PDR, Lesotho, Malawi, Nepal
	Partnerships with United Nations agencies, with civil society organizations (CSOs) at national and local level, with sector ministries, in particular Agriculture and Health Development actors (in addition to Education), and supporting the capacities of Government in establishing partnerships	8	Bolivia, Ethiopia, Kenya, Lao PDR, Liberia, Tunisia
	Institutional capacity strengthening , including school feeding structure/organizational development and support to multisectoral coordination for school feeding (see also Table 28)	12	Bangladesh, Cambodia, Eswatini, Indonesia, Kenya, Lao PDR, Liberia, Malawi, Nepal, Togo
	Community engagement : capacities and collaboration at local level, including with local authorities, strategy for mobilizing communities (see also Table 28)	5	Bangladesh, Bolivia, Indonesia, Lao PDR, Senegal
	Financing (jointly with other United Nations agencies): continuity of funding, connection with social protection systems for funding, Government financial readiness	7	Cambodia, Ethiopia, Kenya, Lesotho, Malawi, Senegal, The Gambia
	Transitioning : handover, reality check, funding of transitioning/handover, sustainability plans	9	Bangladesh, Bolivia, Cambodia, Kenya, Liberia, Malawi, Senegal, The Gambia

Domain	Recurrent topic	#	Countries
School feeding programme implementation	Coverage, targeting: people in need, access to schools	9	Bangladesh, Bolivia, Ethiopia, Kenya, Indonesia, Lesotho, Tunisia
	Complementary services (including school water, sanitation and hygiene infrastructure), efficiency	10	Bangladesh, Bolivia, Burundi, Cambodia, Lao PDR, Lesotho, Malawi, The Gambia
	Learning outcomes: reducing early school dropouts, awareness-raising	7	Bangladesh, Cambodia, Kenya, Malawi, Senegal
	Nutrition outcomes: awareness-raising, promotion of school gardens, nutritious menus, reducing cost of menus, food ration composition, food preparation, food safety	9	Eswatini, Indonesia, Kenya, Lao PDR, Lesotho, Malawi, Nepal, Senegal
	Agriculture outcomes: Approach to local purchase, promotion, capitalisation, understanding constraints linked to public procurement rules, assets creation, support to smallholders in the context of HGSP, collaboration with ministries of agriculture, innovative funding model of agricultural services	12	Bolivia, Cambodia, Indonesia, Lao PDR, Senegal, The Gambia, Togo, Tunisia
	Gender: attention to inequalities (including to orphans and disabled), child safety/protection, accountability to affected populations (AAP), including strengthening capacities for gender-sensitive programming and monitoring	19	Bangladesh, Bolivia, Burundi, Eswatini, Ethiopia, Kenya, Lao PDR, Liberia, Malawi, Nepal, Togo
	Quality school feeding implementation, procedures, management of cooks, pipeline breaks, and capacities strengthened for overseeing and monitoring school feeding implementation (see also Table 28)	14	Ethiopia, Indonesia, Lao PDR, Lesotho, Liberia, Malawi, Senegal, Tunisia, The Gambia
	Modalities, alternative approaches including, cash-based transfers (CBTs) for better nutrition outcomes, cost-effectiveness	6	Eswatini, Bangladesh, Burundi, Lao PDR, Nepal

Table 27 Selected recommendations on monitoring from 24 decentralized evaluations

Country	Recommendation	Key topics
Bolivia	<ul style="list-style-type: none"> Improve the monitoring and evaluation system of all WFP activities (WFP, country office, and regional office) continuously in the Country Strategic Plan (CSP) 2018–2022, reviewing the current system in depth to make it more relevant and effective, and ensuring that the resources and capacities are formulated accordingly. 	<p>Improve monitoring and evaluation (M&E)</p> <p>Increased resources and capacity for M&E</p>
Burundi	<ul style="list-style-type: none"> The specific needs of different groups as well as gender roles and relationships should be taken into account at all stages of the development, implementation and monitoring and evaluation of programmes and projects. Develop measurement and analysis tools (monitoring framework) with ministries, partners and associated cooperatives, to evaluate the economic performance of co-operators and small producers, with the aim of deepening reflection and measuring the impact of the economic benefits of its action. Ensure, with local medical authorities, the establishment of a system for collecting data and monitoring biological indicators associated with the deployment of targeted nutritional interventions. 	<p>Improve M&E to include school feeding effects on gender and on health and nutrition</p>

Country	Recommendation	Key topics
Ethiopia	<ul style="list-style-type: none"> Strengthen monitoring and reporting capacity of WFP and regional and subregional level implementing partners in the area of school feeding, to ensure that data collection allows for efficient management of school feeding. 	Link monitoring to decision making
Kenya	<ul style="list-style-type: none"> The evaluation team recommends that WFP pilot digital monitoring in some or all School Meals Programme (SMP) locations, either as a stand-alone monitoring strategy or combined with paper-based monitoring. Results for the pilot should then be used to identify challenges before upscaling to areas where connectivity, security and other factors make it possible. 	Pilot digital monitoring tools
Lao PDR	<ul style="list-style-type: none"> Work with other partners to advocate for and assist the strengthening of government monitoring systems. 	Strengthening of government monitoring systems
Lesotho	<ul style="list-style-type: none"> Strengthen the capacity of staff to oversee and monitor decentralized school feeding. Introduce a national monitoring and accountability framework. By mid-2019, develop a comprehensive, gender disaggregated national school feeding monitoring and accountability framework that covers the entire School Feeding Programme (SFP) value chain. 	Expand monitoring to cover all dimensions of school feeding Monitor jointly with partners
Liberia	<ul style="list-style-type: none"> The regional bureau RB should provide ongoing support to the country office to develop a more transparent and gender-responsive M&E system and ensure that monitoring and evaluation activities are appropriate, systematic, and as per donor agreements. The country office, with support from the regional bureau as necessary, and in consultation with the Ministry of Education, should strengthen monitoring in the field. 	Introduce gender-responsive M&E Improve regularity and comprehensiveness of monitoring
Malawi	<ul style="list-style-type: none"> WFP and the Ministry of Education, Science and Technology should provide additional support to the monitoring, technical backstopping and training provided by School Health and Nutrition. 	Build capacity for monitoring
Nepal	<ul style="list-style-type: none"> WFP and the United States Department of Agriculture should undertake a detailed assessment, rationalization and simplification of the performance indicators and targets used for monitoring and reporting of the current phase. The number of indicators should be reduced by at least 50 percent. The last two WFP six-monthly reports on the current operation should be based on the revised indicators and targets, which should also be used in an endline survey that serves as a baseline for the next phase. 	Rationalize and simplify McGovern-Dole indicators
Senegal	<ul style="list-style-type: none"> Include in project activities the monitoring of dietary rations that are served to students, and monitor the education effects of a proper diet. 	Monitor effects of school feeding on diet

Country	Recommendation	Key topics
The Gambia	<ul style="list-style-type: none"> WFP should improve the monitoring of the results of the SFP. Close collaboration with the Ministry of Basic and Secondary Education is required. Innovative monitoring methods, such as using tablets for collecting information in schools or developing a smartphone-based monitoring system with text messages should be explored. WFP should favour the improvement of the SFP implementation mechanisms, procedures, norms, and monitoring systems. The Education Ministry and its Food Management Unit should design these improvements, which should correspond to the wider government mechanisms and procedures. The currently used WFP-based systems, mechanisms and tools are often not sufficiently coordinated with the national systems. 	<p>Strengthen collaboration with partners on M&E</p> <p>Explore innovative methods for data collection</p> <p>Integrate WFP systems with government systems</p>
Togo	<ul style="list-style-type: none"> Improved gender planning and visibility of gender equality results. WFP should work with its partners to improve the way gender is integrated and monitored in capacity-building work, particularly through impact studies, the setting up of gender and pro-gender training, and gender indicators. 	Monitor gender equality
Tunisia	<ul style="list-style-type: none"> Improve the structure of planning and the monitoring of activities: strengthen the structuring of its operational planning and the monitoring of the implementation of actions and systematize the monitoring of the progress of activities and decision making. 	Link monitoring to decision making

Overview of the main areas of capacity strengthening reported in the decentralized evaluations focusing on school feeding

2. Table 28 below provides an overview of the main areas of capacity strengthening reported in the different decentraed evaluations reviewed by the evaluation team (22 decentralized evaluations analysed/relevant out of the 24), and on which WFP has effectively delivered.

3. In the absence of a proper system for monitoring the progress of strengthening school feeding capacity, this landscape analysis is a useful way to get a sense of: (i) what WFP has prioritized in terms of areas of organizational/institutional and individual capacity strengthening for the design, implementation and monitoring of school feeding programmes; and (ii) where the efforts have taken place (national or local level).

4. In many instances this investment has led to increased capacity and has been appreciated, e.g. in Bolivia,²⁹⁹ in Burundi, particularly the support to women-led cooperatives,³⁰⁰ in Cambodia,³⁰¹ Ethiopia,³⁰² Kenya,³⁰³ Laos,³⁰⁴ and Senegal.³⁰⁵

Table 28 Main areas of capacity strengthening related to school feeding from 21 decentralized evaluations

Country	Decentralized Evaluation Short Reference	Main areas of Organizational & Institutional and Individual Capacity strengthening covered by WFP in the school feeding domain									Framework to measure CCS progress
		Support to the institutional structure including counselling and policy advice	Fundraising capacities	Workshops/ Forum/ mission Study tours	School feeding programme implementation/ management system	Nutritional, hygiene & health knowledge	Learning/ Teaching	Linkages with agriculture sector/ food systems	Community mobilisation	Innovations	
Bolivia CP 2013–2017	WFP, 2018				x (local)	x (local)					
Burundi 2017–2018	WFP, 2019h				x (local)			x (local)			
Gambia 2012–2017	WFP, 2018 2018o	x (national)		x (national)	x (national)						SABER
Indonesia 2012–2015	WFP, 2016i					x (local)					

²⁹⁹ WFP. 2018h. *Evaluación Final del Programa de País del Programa Mundial de Alimentos de las Naciones Unidas en el Estado Plurinacional de Bolivia – PP 200381 2013–2017. Informe de Evaluación. (Final Evaluation of WFP Bolivia Country Programme 2013–17)* P. Leguéné, L. Riveros, M.C. Cuartas, R. Telleria & J.S.R. León. Bogotá and Rome, Econometria Consultores and WFP.

³⁰⁰ WFP. 2019h. *Évaluation Décentralisée. Evaluation des programmes intégrés de cantines scolaires financées par l’Ambassade des Pays Bas (provinces Bubanza, Bujumbura rural et Cibitoke) et par l’Union Européenne (province Gitega) et mis en oeuvre par le PAM au Burundi. 2016 a 2018. Rapport d’évaluation.* Y. Conoir, C. Bununagi, S. Heise & D. Munezero. Quebec and Rome. Universal Management Group and WFP.

³⁰¹ WFP. 2018g. *Endline Evaluation of United States Department of Agriculture (USDA) McGovern-Dole Grant Food for Education (FFE) Programme for WFP Cambodia 2013–2016.* S. Dunn, J.-P. Silvéreano-Vélis, S. Sin, C. Canteli & F. Jahan. Washington DC and Rome, KonTerra Group and WFP.

³⁰² WFP. 2018m. *Final Evaluation of WFP’s USDA McGovern-Dole International Food for Education and Child Nutrition Programme’s Support in Afar and Somali Regions in Ethiopia, 2013–2017: Evaluation Report Final, 03 August 2018.* M. Visser, D. Alder, R. Bhatia, G. Bultosa, D. Berhanu & C. Fenning. Rome, WFP.

³⁰³ WFP. 2017f. *Final Evaluation of the World Food Program USDA/McGovern-Dole International Food for Education and Child Nutrition Program (FFE 615-2013/041/00) in Kenya.* S. Dunn & J. Otsola. Rome, WFP.

³⁰⁴ WFP. 2017k. *Mid-Term Evaluation of McGovern-Dole-supported School Feeding Programme in Lao PDR (FFE-439-2014/049-00) September 2015 – September 2016.* M. Adair, J. Keylock & C. Berger. Oxford, UK and Rome, Italy, Mokoro and WFP.

³⁰⁵ WFP. 2017v. *PAA Africa Programme in Senegal’s Kédougou Region September 2013 – July 2016.* A. Diagne, L. Solaroli & B. Abdolaye. Tunis and Rome, Centre for Research and Social Studies (CRES) and WFP.

Country	Decentralized Evaluation Short Reference	Main areas of Organizational & Institutional and Individual Capacity strengthening covered by WFP in the school feeding domain									Framework to measure CCS progress
		Support to the institutional structure including counselling and policy advice	Fundraising capacities	Workshops/ Forum/ mission Study tours	School feeding programme implementation/ management system	Nutritional, hygiene & health knowledge	Learning/ Teaching	Linkages with agriculture sector/ food systems	Community mobilisation	Innovations	
Lesotho 2007–2017	WFP, 2018i	x (national)		x (national) (local purchase)							school feeding NCI
Senegal Purchase from Africans for Africa	WFP, 2017v							x (local) (rice crop management, organizational dynamics, security reserve policies, pre/post-harvest loss)			
Togo 2016–2018	WFP, 2019i		x (national) [did not happen]	x (national) (local purchase)	x (national) (local) (MoU) (manual)	x (national) [but weak results] x (local)		x (local)		x (pilot of 100 schools of excellence)	SABER
Bangladesh, 2014–2016 (MGD)	WFP, 2018k	x (national)		x (national)	x (local)				x		
Bangladesh, 2015–2017 (MGD)	WFP, 2018k	x (national) (embedded Capacity Support Unit) (school feeding impact study)		x (national) (National Education & school feeding engagement conference)	x (national) (PMU: M&E, NGO selection and performance assessment, selection of biscuit factories, commodity tracking and supply-chain management)						SABER [but not relevant]
Cambodia, 2013–2016 (MGD)	WFP, 2018g			x (national) (multisectoral team mission visit)	x (local)			x (school gardens)	x		SABER
Ethiopia, 2013–2017 (MGD)	WFP, 2018m	x (national)									
Lao PDR, 2015–2016 (MGD)	WFP, 2017k			x (national) (transition workshop)	x (provincial/district/local)			x (school gardens) [but weak results]			

Country	Decentralized Evaluation Short Reference	Main areas of Organizational & Institutional and Individual Capacity strengthening covered by WFP in the school feeding domain									Framework to measure CCS progress
		Support to the institutional structure including counselling and policy advice	Fundraising capacities	Workshops/ Forum/ mission Study tours	School feeding programme implementation/ management system	Nutritional, hygiene & health knowledge	Learning/ Teaching	Linkages with agriculture sector/ food systems	Community mobilisation	Innovations	
Lao PDR, 2014–2016 (MGD)	WFP, 2018t	x (national) (roles & responsibilities) (school feeding handover plan)			x (national) (implementation and M&E)					x (smoke-reducing stoves)	
Liberia, 2013–2016 (MGD)	WFP, 2017zh	x (national)			x (national) [but not focus on transitioning]						SABER
Malawi, 2016–2018 (MGD)	WFP, 2019k	x (national)			x (local) (SMP)		x (local) (using literacy material)	x (local) (CD of farmers with NGO We Effect, Ministry of Trade and Agriculture – 22 types of training)	x (understanding of benefits of education)	x (provision of 185 warehouses for food storage)	
Nepal, 2015–2017 (MGD)	WFP, 2017m	x (national) [but challenge/tension between two structures]			x (national) x (local) [No in-service training for the cash modality]					x (sharing good practices)	
Nepal, baseline 2018–2021	WFP, 2019zn				x (local) (food preparation & storage practices)		x (local) (new teaching techniques)				
Eswatini 2010–2018	WFP, 2019j	x (national)			x (local)						
São Tomé and Príncipe 2012–2018	WFP, 2016h		x (national) (multi-year resource mobilization strategy, creation of a donor database and financial analysis)		x (national) (based on capacity needs: logistics, monitoring of food supplies, quality control, warehouse management, etc.)			x (national) (develop the capacity of PNASE to monitor the market to disseminate information on market conditions, changes in supply and demand, market structure and response options)		x (introducing innovative methods such as light meals or coupons for the purchase of local products)	

Country	Decentralized Evaluation Short Reference	Main areas of Organizational & Institutional and Individual Capacity strengthening covered by WFP in the school feeding domain									Framework to measure CCS progress
		Support to the institutional structure including counselling and policy advice	Fundraising capacities	Workshops/ Forum/ mission Study tours	School feeding programme implementation/ management system	Nutritional, hygiene & health knowledge	Learning/ Teaching	Linkages with agriculture sector/ food systems	Community mobilisation	Innovations	
Tunisia 2016–2018	WFP, 2019f			x (national)	x (national) (manual supply, storage & preparation of food, nutrition & hygiene, menu guide, vegetable gardens)	x (national) nutrition & hygiene, menu guide, vegetable gardens)					
Kenya, 2014–2016 (MGD)	WFP, 2017f	x (national)			x (national) x (local) (food storage & preparation practices)	x (national) (SHN Guidelines)			x (parental contributions)		School Feeding NCI
		8	2	8	17	5	2	7	4	5	

Annex J International evidence on school feeding

Purpose and approach

1. EQ1.1 asks: “Is the WFP 2013 School Feeding Policy still relevant in light of the emerging international thinking and practice on school feeding?” This annex briefly reviews emerging international evidence and debates that have a bearing on the continuing relevance of the WFP School Feeding Policy 2013 and the School Feeding Strategy 2020–2030.

2. A similar question was addressed in the evaluation of the 2009 School Feeding Policy.³⁰⁶ The present evaluation draws on subsequent publications to assess the need for additions or modifications to the 2011 assessment. Key documents consulted included:

- The *Global School Feeding Sourcebook* published in 2016³⁰⁷
- A systematic review for the International Initiative on Impact Evaluation³⁰⁸
- Systematic reviews commissioned for the McGovern-Dole initiative of the United States Department of Agriculture³⁰⁹
- Guidance material prepared for the European Commission³¹⁰
- Guidance issued by the United Nations Standing Committee on Nutrition³¹¹
- The volume on *Re-imagining School Feeding*³¹² which draws from Volume 8 of the World Bank’s updated 3rd edition of *Disease Control Priorities*³¹³

³⁰⁶ WFP. 2011b. *WFP’s School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶ 60–78.

³⁰⁷ PCD. 2016. *Global School Feeding Sourcebook: Lessons from 14 countries*. L. Drake, A. Woolnough, C. Burbano & D. Bundy (eds). London, Partnership for Child Development (PCD), Imperial College Press. <https://www.worldscientific.com/worldscibooks/10.1142/p1070>.

³⁰⁸ 3ie. 2016. *The Impact of Education Programmes on Learning and School Participation in Low- and Middle-income Countries: A systematic review summary report. Systematic Review Summary 7*. B. Snistveit, J. Stevenson, R. Menon, D. Phillips, E. Gallagher, M. Geleen, H. Jobse, T. Schmidt & E. Jimenez. London, International Initiative for Impact Evaluation (3ie).

³⁰⁹ USDA. [no date c] *The McGovern-Dole International Food for Education and Child Nutrition Program: School Feeding and Educational Outcomes in Developing Countries: A Systematic Review and Meta-Analysis*. B. Rassas, E. Ariza-Nino & K. Peterson. Alexandria, VA, and Washington DC, QED Group, United States Department of Agriculture (USDA). USDA. [no date a] *McGovern-Dole International Food for Education and Child Nutrition Program: Health Interventions and their Educational and Health Outcomes in Developing Countries: A Systematic Review and Meta-Analysis*. B. Rassas, E. Ariza-Nino & K. Peterson. Alexandria, VA, and Washington DC, QED Group, United States Department of Agriculture (USDA). USDA. [no date b] *McGovern-Dole International Food for Education and Child Nutrition Program: Nutrition Interventions and their Educational and Nutrition Outcomes for Pre-School and Primary-School-Age Children in Developing Countries: A Systematic Review and Meta-Analysis*. B. Rassas, E. Ariza-Nino & K. Peterson. Alexandria, VA, and Washington DC, QED Group, United States Department of Agriculture (USDA).

³¹⁰ S. Bengtsson. 2016. *Can School Feeding Programmes Improve Nutrition and Education Outcomes? An Evidence-based Practice Brief*. Brighton, UK, Institute of Development Studies. Commissioned by European Commission DEVCO B4 and C1. EC. 2016. *Strengthening Education–Nutrition Links in External EU Assistance: An Evidence-based Planning Resource*, Internal Working Document, Brussels and Brighton, UK, European Commission (EC) and Institute of Development Studies (IDS).

³¹¹ UNSCN. 2017. *Schools as a System to Improve Nutrition. A new statement for school-based food and nutrition interventions. Discussion paper*. United Nations System Standing Committee on Nutrition (UNSCN).

³¹² Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

³¹³ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. (eds). 2017. *Child and Adolescent Health and Development. Disease Control Priorities (third edition)*, Volume 8. Washington, DC, World Bank.

- A recent document from the United Nations Educational, Scientific and Cultural Organization (UNESCO) and other agencies, which sets out the present consensus on approaches to school health and nutrition³¹⁴
- A review of evidence prepared within the Office of Evaluation (OEV)³¹⁵
- The forthcoming evaluation of emergency school feeding.³¹⁶

3. The evaluation discusses evidence relating to the different objectives highlighted in the WFP School Feeding Policy and the School Feeding Strategy (social protection/safety net, education, nutrition/health, and support to the local economy through home-grown school feeding (HGSF)). It also consider evidence on school feeding in humanitarian contexts, and a final section reviews the combined benefits of school feeding with other education or health benefits.

4. The evaluation notes that these sources largely rely on the same body of research and evaluative evidence that was available prior to the preparation of the first WFP School Feeding Policy³¹⁷ as then reflected in the influential *Rethinking School Feeding* volume.³¹⁸ A few additional rigorous evaluations and research studies have been added to this corpus, but the most influential trends in international thinking have concerned the implications for school feeding of interrelationships between education, health and nutrition throughout the course of childhood and adolescence.

Social protection/safety net

5. The evaluation of the 2011 School Feeding Policy noted that:

Viewing **school feeding as a social protection measure** does not so much bring additional benefits into play as look at the same effects in a different way (e.g. highlighting the significance of the value transfer which provides the incentive for increased enrolment, or reduced drop-out in times of stress, and investigating the pattern of consequential effects at household level).³¹⁹

6. This perspective persists and is reinforced in subsequent analysis, which also highlights that there are secondary benefits from the implicit boost to household incomes:

For poor communities, the value of the income transfer is likely in the range of 10 to 15 percent of daily family income, which, for families with several children in school, can add up to a substantial benefit. Although this income transfer may appear as a zero sum transaction from the implementer's point of view, recipient families will pass the additional income on to the local economy with a multiplier effect that will stimulate the local economy.³²⁰

Education outcomes

7. The verdict of the 2011 School Feeding Policy Evaluation remains valid:

³¹⁴ UNESCO, UNICEF & WFP. 2020a. *Guidance Notes on Reopening Schools in the Context of Covid-19 for Ministries of Education in Latin America and the Caribbean*. Paris, New York and Panama City, USA, UNESCO, UNICEF & WFP Panama City.

³¹⁵ WFP. 2020zf. *School Feeding Programs in Low- and Middle-income Countries: A targeted review of recent evidence*. A. Dapo-Famodu. Rome, WFP.

³¹⁶ Particip GmbH. 2020. *The Impact of School Feeding in Emergencies on Nutrition, Education, Child Protection, and Social Cohesion and Peace-building: A global literature review*. For the Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria (2015–2019). Draft version. Freiburg, Germany, Particip GmbH.

³¹⁷ WFP. 2009b. *WFP School Feeding Policy (WFP/EB.2/2009/4-A)*. Rome, WFP.

³¹⁸ Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. & Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*. Washington, DC, World Bank.

³¹⁹ WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶ 70.

³²⁰ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

Many of the potential educational effects of school feeding are well-documented. There is no doubt that school feeding can act as an incentive for enrolment and attendance. It can be targeted effectively on girls, through on-site feeding and THR [take-home rations]. But the fact that such effects have often been demonstrated does not mean that they are inevitable.

Effects further along the causal chain are more controversial. Attendance may be necessary for learning to take place, but it is never sufficient. Learning depends on the presence and quality of teachers, together with other aspects of the learning environment, and there may be little return on investment if children drop out early. School feeding may have undesirable or paradoxical effects on the education system as a whole. For example, it may exacerbate overcrowding and pressure on inadequate facilities. Those for whom the school feeding incentive is powerful are likely to come from educationally impoverished households, and may thus pull down average test scores. It has been empirically demonstrated that short-term hunger can impair concentration and cognitive performance, but impact evaluations have found it much more difficult to demonstrate a corresponding performance improvement attributable to school feeding. (This is not wholly surprising, in view of the complementary factors that contribute to learning).³²¹

8. The 3ie systematic review concluded: “School feeding is one of the few interventions that shows promise for improving both school participation and learning.” However it also noted: “The effect of school feeding was stronger in areas where there was high food insecurity and low participation in schools,” and suggested that “Local ownership and an integrated approach to feeding may facilitate improved outcomes.”³²²

9. The United States Department of Agriculture-commissioned systematic review and meta-analysis attempted to estimate the effects of school feeding on various educational outcomes. Its overall conclusions are summarized in Box 20. The authors caution that the analysis is based on a limited set of rigorous evaluations. Such analysis cannot determine the causal mechanism underlying the results found, but the authors note that it is not surprising to find stronger effects on school participation than on learning outcomes, since the latter depend on complementary factors that affect the quality of education and would be manifested over a longer time period.

Box 20 School feeding and education outcomes: conclusions of a systematic review and meta-analysis

The meta-analysis examined the overall effect size of school feeding on educational outcomes, defined as school participation, learning achievement, and cognitive development. To assess the strength of the overall impact of school feeding, the study examined the overall effect size of school feeding across all educational outcomes. It then analysed a pooled effect size separately for each outcome. When data were available, it also explored effect sizes by gender and type of school feeding: in-school feeding, take-home ration, or a combination thereof.

Several conclusions of the investigation should be emphasized:

- School feeding has a positive and statistically significant impact on educational outcomes. However, this conclusion should be tempered by the fact that the effect size is very small.
- Benefits are consistently stronger for girls, suggesting that school feeding may play a role in reducing gender disparity in developing countries where girls are often differentially excluded from education and where gender disparity otherwise remains a challenging task.
- School feeding has a positive and statistically significant impact on school participation. The impact is positive and statistically significant for both enrolment and attendance, indicating that

³²¹ WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶ 62–63.

³²² 3ie. 2016. *The Impact of Education Programmes on Learning and School Participation in Low- and Middle-income Countries: A systematic review summary report. Systematic Review Summary 7*. B. Snistveit, J. Stevenson, R. Menon, D. Phillips, E. Gallagher, M. Geleen, H. Jobse, T. Schmidt & E. Jimenez. London, International Initiative for Impact Evaluation (3ie).

school feeding serves as an incentive to get children into school and help keep them there. Another conclusion is that those benefits are stronger for girls.

- The impact of school feeding on learning achievement and cognitive function is lower than the impact on school participation.
- For optimal results, school feeding and quality education systems may need to be implemented in combination with supplementary services such as health and nutrition interventions.

Source: USDA, undated-.

Nutrition and health outcomes

10. There has been a greater evolution of international thinking in relation to the interactions between school feeding, nutrition and health. Two complementary strands of thinking feed the influential analysis in *Re-imagining School Feeding* – a greater appreciation of the interplay between the factors that influence both educational and health/nutrition outcomes, and an argument that the dominant 1,000 days paradigm (referring to the period from conception to age 2 that is considered pivotal for lifetime nutrition outcomes) should be subsumed in an 8,000 days paradigm, which recognizes the potential importance of formative health, nutrition and educational influences until children reach adulthood.

11. The WFP School Feeding Policy 2013 continues to advocate for the relevance of school feeding to nutrition objectives but does not position school feeding as primarily a nutrition intervention. The verdict of the 2011 Policy Evaluation still holds:

There is indeed strong evidence that school feeding can have such benefits, but while a large number of studies agree on the direction of effects, their scale is less clear. (They are also rather difficult to measure routinely because of the need for anthropometric measures and possibly invasive tests of nutritional status). When comparing 18 school feeding studies across nine high income and nine lower income countries, Kristjansson et al³²³ concluded that the magnitude of benefits depends on factors such as the amount of energy and other nutrients provided by the meal/snack, baseline nutritional status, conditions for learning in the classroom, timing of meal/snack, substitution and social environment at home, age of the child, and compliance. The authors concluded that school meals may have a number of small benefits for children but that it is unrealistic to expect that school meals or any other single intervention can be a panacea for all of the deprivation of children living in poverty. Nevertheless, school meal programmes should be well-designed, and provide sufficient energy, protein, fat and micronutrient content for children's age and baseline nutritional status.³²⁴

12. The United States Department of Agriculture-commissioned systematic review and meta-analysis of nutrition interventions and their educational and nutrition outcomes in developing countries focused on micronutrient supplementation and confirmed positive effects for the interventions examined (iron supplementation and multiple micronutrient fortification). Its main findings included:

Daily iron supplementation and multiple micronutrient interventions have a positive effect on educational outcomes in preschool and school-age children, but their effect size is very small.

Iron supplementation and multiple micronutrient interventions improve nutrition outcomes for preschool and school-age children. Both food fortification with multiple micronutrients and multiple micronutrient supplementation play a positive role in improving the nutrition status of preschool and school-age children, but the evidence is stronger for food fortification.

The effect sizes for nutrition outcomes are stronger than for educational outcomes. This result may be due to the fact that the duration of the trials may have been too short and it may take more time

³²³ Kristjansson, B., Petticrew, M., MacDonald, B., Krasevec, J., Janzen, L., Greenhalgh, T., Wells, G.A., MacGowan, J., Farmer, A.P., Shea, B., Mayhew, A., Tugwell, P. & Welch, V. *School feeding for Improving the physical and psychosocial health of disadvantaged students (Review)*. Cochrane Database of Systematic Reviews 2007, Issue 1. Art. No.: CD004676.

³²⁴ WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶ 66.

to show significant differences in cognitive domains and knowledge acquisition than in nutrition biomarkers following nutritional interventions.³²⁵

13. The same review also assessed water, sanitation and hygiene (WASH) interventions and concluded: This meta-analysis provides evidence that WASH interventions have an overall positive effect on educational outcomes and that effect is higher for girls than for boys.

The overall effect of WASH interventions on school enrolment is positive for both boys and girls, but is higher for girls.

Water supply is a determinant factor in the success of WASH activities. The effect size and its statistical significance increase dramatically when water supply is added to other WASH interventions.³²⁶

14. The EU guidance on education-nutrition links addresses school feeding as a nutrition-specific intervention, and reaches the summary conclusions shown in Box 21. The European Commission (EC) remains sceptical about the priority that should be accorded to school feeding programmes, and takes the view that alternative and better-targeted nutrition-specific interventions are usually a better use of EC funds. It is also concerned that “Compromising the quality of education by diverting resources to [school feeding programmes] should be avoided”.

Box 21 EC guidance on school feeding as a nutrition-specific intervention

School Feeding Programmes	
Introduction: School feeding is a popular intervention that may appear relatively easy to implement at scale; it can involve meals prepared onsite, snacks (e.g. fortified biscuits) or take-home rations.	
Findings: <ul style="list-style-type: none"> • Strong evidence on positive effects of school feeding on enrolment and school attendance (especially among girls) though much of this evidence cannot be generalised. • Impact of school feeding on cognitive development and learning outcomes is less clear. • In some contexts school feeding has been shown to increase energy intake and micronutrient status. • Evidence of the effects of school feeding on anthropometric outcomes is inconclusive. 	Programmatic implications: <ul style="list-style-type: none"> • For school feeding to be successful and sustainable it needs to be based on thorough context-specific problem analysis and be embedded in a multi-sectoral approach to nutrition and education. • Critics of school feeding are concerned that it may divert limited resources away from the crucial period of growth and development in early childhood during which poor nutrition may result in irreversible and long-term damages.
Challenges: <ul style="list-style-type: none"> • The evidence of impact of school feeding is mixed and suggests that the effectiveness depends on design, quality of implementation and expected outcomes of the programme. Adequate investment in robust assessments of SFPs is required. • The scale and quality of SFPs is lowest in countries facing the greatest nutritional challenges. • Significant investment in capacities to deliver SFPs may be required in areas/countries where good nutrition and access to quality education are most problematic. Compromising the quality of education by diverting resources to SFPs should be avoided. • A limitation on the effectiveness of school feeding is varying quality and quantity of the food provided. • Usually only provided in primary schools and during term time (approximately 200 days a year). 	

Source: EC, 2016.

15. It is indeed difficult to argue that school feeding is likely to be the best single nutrition-specific intervention available, or the best single education-specific intervention available, but the arguments in *Re-imagining School Feeding* are more nuanced, as they turn on the combined effects of multiple complementary interventions: the text below returns to the issue of combined effects.

16. First, however, note the debate over the 1,000 versus 8,000 days paradigms. The EC guidance notes, correctly, that: “Critics of school feeding are concerned that it may divert limited resources away from the

³²⁵ USDA. [no date b] *McGovern-Dole International Food for Education and Child Nutrition Program: Nutrition Interventions and their Educational and Nutrition Outcomes for Pre-School and Primary-School-Age Children in Developing Countries: A Systematic Review and Meta-Analysis*. B. Rassas, E. Ariza-Nino & K. Peterson. Alexandria, VA, and Washington DC, QED Group, United States Department of Agriculture (USDA).

³²⁶ USDA. [no date b] *McGovern-Dole International Food for Education and Child Nutrition Program: Nutrition Interventions and their Educational and Nutrition Outcomes for Pre-School and Primary-School-Age Children in Developing Countries: A Systematic Review and Meta-Analysis*. B. Rassas, E. Ariza-Nino & K. Peterson. Alexandria, VA, and Washington DC, QED Group, United States Department of Agriculture (USDA).

crucial period of growth and development in early childhood during which poor nutrition may result in irreversible and long-term damages.” (Box 21 above)

17. *Re-imagining School Feeding* does not dispute the importance of the first 1,000 days, but it argues that “the realization of human potential for development requires age-specific investment throughout the 8,000 days of childhood and adolescence”. Its first ten chapters present research and evaluative evidence to support the contention³²⁷ that “The first 1,000 days are crucial, and a focus on this period is a well-established policy for many countries, but it is also important to support health and nutrition for the next 7,000 days, in order to sustain the early gains, provide opportunities for catch up and to address phases of vulnerability, especially puberty, the growth spurt, and brain development in adolescence.”

Support to local economy – home-grown school feeding

18. The 2011 School Feeding Policy Evaluation concluded:

The dimension of local economic benefits is the hardest to bring within the “social protection” framework, though it can be reconciled with WFP’s broader mandate. It is certainly true that food procurement can be stimulus to local agriculture, that there are conspicuous examples (including the USA and Brazil) where this has contributed to the development of established national school feeding systems, and that such collateral benefits can bring political support which reinforces the sustainability of school feeding.³²⁸

19. The umbrella term of home-grown school feeding (HGFS), is used for a variety of approaches, often with a particular emphasis on supporting smallholder agriculture in the vicinity of schools. Incorporating HGFS objectives makes school feeding a more complex intervention, but there is a growing body of evaluations and guidelines that seek to define good practice. The argument for HGFS in *Re-imagining School Feeding* hinges on its political significance and importance for sustainability, while acknowledging that further practical research on HGFS is needed:

Agricultural development has increasingly gained attention. It is clear that to enable the transition to sustainable, scalable government-run programs, the inclusion of the agricultural sector is essential.³²⁹

Accounting for the full benefits of school feeding through cost-effectiveness and benefit-cost analysis is challenging, similar to other complex interventions, but undertaking this accounting is critical for assessing the trade-offs with competing investments.³³⁰

School feeding in humanitarian contexts

20. The executive heads of WFP and the World Bank highlighted humanitarian contexts in their introduction to *Re-imagining School Feeding*:

SCHOOL FEEDING IN TIMES OF FRAGILITY AND CRISES

School meals are especially critical for children who live in areas of fragility, conflict, and violence. Globally, 489 million people who suffer from hunger live in conflict zones. Even in informal educational settings, these programs meet basic hunger needs and protect the future of the world’s most vulnerable children.

School feeding programs also provide a sense of normalcy in traumatic circumstances. In fragile and conflict-affected states, where food insecurity and fragility are mutually reinforcing, school

³²⁷ As summarized in: WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished Draft. Rome, WFP.

³²⁸ WFP. 2011b. *WFP’s School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP, ¶ 74.

³²⁹ Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. & Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*. Washington, DC, World Bank.

³³⁰ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

feeding becomes an essential part, not only of humanitarian assistance, but also of the hope for a more peaceful future.

Well-designed programs should, therefore, be part of the crisis response in normalizing communities and peace-building. Similarly, well-designed programs in stable communities should be able to provide an “adaptive response,” where programs can rapidly expand to include additional beneficiaries when there is a downturn, ensuring that food is targeted directly to the children who need it most, when they need it most.³³¹

21. However, evidence on the effectiveness of school feeding in conflict is extremely limited. The publication *School Feeding or General Food Distribution? Quasi-Experimental Evidence on the Educational Impacts of Emergency Food Assistance during Conflict in Mali*³³² is a rare example of quasi-experimental methods applied during a conflict – in that case to compare school feeding and general food distribution. A global literature review³³³ which was prepared as part of the WFP decentralized evaluation series (with case studies in Congo, Lebanon, Niger, and Syria) demonstrates that there is relatively little evidence on the impacts of school feeding in emergencies on education, child protection, social cohesion and peacebuilding. The review identified 16 relevant studies directly related to emergency school feeding, with the majority covering educational outcomes, but fewer on nutrition, protection and particularly social cohesion and peacebuilding. The study’s synthesized findings are included in Box 22 below.

Box 22 Positive and negative effects of emergency school feeding (ESF)

There is strong evidence that school feeding in emergency settings can **improve attendance of all children, but especially for girls**. For example, school feeding can function as an income transfer to the households by shifting the responsibility for providing food during school hours from households to schools, thus making attending school more financially viable. Also, school feeding can also present an incentive in its own right, simply by providing the certainty that food will be available to children when in school, giving parents greater peace of mind about an essential part of their children’s daily experience.

Some evidence suggests that school feeding **can create adverse incentives**, such as children not progressing beyond grades that do not have school feeding, and can also lead to overcrowding, which has negative impacts on learning outcomes.

There is some evidence that **learning outcomes can increase due to ESF**, however this largely depends on the quality of education that is being offered. However, there is strong evidence that, by adding to children’s food consumption during school hours, ESF can improve the ability of students to concentrate and be attentive, provided the nutritional value of the meal is guaranteed.

It cannot be assumed that increasing **school attendance in emergency settings** (through ESF or other means) **will necessarily have a positive impact on child protection**. For this to be the case, schools themselves need to be safe spaces for all children, with appropriate facilities, and well-trained teachers. In addition, safe transport must be provided because there can be increased risks due to safety concerns during travel to and from school and within schools themselves. These risks depend on the context but could include recruitment into armed groups, students being targeted for attack, either deliberately or as collateral in conflict, or gender-based violence within schools. For school feeding in emergencies to have a positive impact on child protection, it must work with both the education and child protection sectors to analyse and mitigate risks inside and outside schools. Otherwise, the unintended consequences of offering ESF can include increased child protection concerns if increased attendance, especially of girls, means more exposure to risks either at or on the way to school. ESF **can play a role** in reducing rates of child

³³¹ David Beasley and Jim Yong Kim, quoted in Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

³³² Aurino, E., Tranchant, J.-P., Sekou Diallo, A. & Gelli, A. 2019. School Feeding or General Food Distribution? Quasi-Experimental Evidence on the Educational Impacts of Emergency Food Assistance during Conflict in Mali. *The Journal of Development Studies*, 55: sup1, 7-28, 2019. <https://www.tandfonline.com/doi/full/10.1080/00220388.2019.1687874>.

³³³ Particip GmbH. 2020. *The Impact of School Feeding in Emergencies on Nutrition, Education, Child Protection, and Social Cohesion and Peace-building: A global literature review*. For the Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria (2015–2019). Draft version. Freiburg, Germany, Particip GmbH.

marriage, pregnancy, and child labour, but to do so requires working effectively with education and child protection sectors.

The impact of **education provision on social cohesion and peacebuilding** is a **highly contested area**. In fact, education can play a significant role in promoting peace and in fostering conflict. Education's impact on peacebuilding in conflict-affected countries or regions of countries is highly complex and context-dependent. Poor-quality education can exacerbate conflicts, as can unequal distribution of education in these areas. Similarly, uneven distribution of ESF could exacerbate tensions. Given that the focus of research is at the individual programme level, there is need for political economy analysis of ESF delivery to understand how it interacts with conflict and peacebuilding. There is little evidence that ESF on its own improves social cohesion or supports peacebuilding. It is possible that equitable distribution of school feeding in conflict settings, combined with appropriate education responses, could contribute to peacebuilding and social cohesion, but further research and evidence are required to ascertain exactly how this would occur.

ESF often provides a key nutrition safeguard, in that it provides vital nutrition to vulnerable children who likely would not have access to sufficient quality nutrition.

Source: Particip, 2020.

Combined benefits of school feeding

22. The arguments in *Re-imagining School Feeding* focus on the combined benefits of school feeding programmes:

A school feeding programme provides direct benefits for education through increased attendance, especially of girls, and indirect benefits for education modulated via improvements in health that in turn benefit cognition and learning. The programs also improve health and development directly through better quality and quantity of diet. Together, these health and education benefits contribute to human capital development. The programs also provide an investment in local economies, first, as a safety net with a transfer value of about 10% to 15% of income, and second, through the local purchase of food. Together, these benefits add up to a significant return on investment, which may also be multiplicative, for example, bio-fortified foods may not only contribute to health and learning but also increase returns to the agricultural market.³³⁴

23. The same source provides extensive documentation for the interaction between education, health and nutrition interventions. "From a development perspective, the education and health of children are two sides of the same coin. Putting it simply, 'healthy children learn better'." Some examples:

- Incentives to stay longer in school can increase the accumulation of human capital for all children; for girls in particular, there are additional benefits in reducing the chances of early marriage or motherhood; likely intergenerational effects are reinforced because mothers who have received more education tend to have fewer, better-nourished and better-educated children.
- Nutrition interventions that address short-term hunger and micronutrient deficiencies can increase students' ability to concentrate in the short term and promote better brain development in the longer term.
- Health interventions that reduce illness promote and increase school attendance, and boost opportunities to build human capital.
- Many such interventions also have external benefits. Take-home rations (THR) may improve the nutritional status of siblings, as well as provide a household income boost, which may have a multiplier effect in the local economy. Vaccination programmes and deworming may have spill-over benefits for non-participants.

24. It is further argued that the school is a practical and cost-effective platform for delivering a range of health and nutrition interventions, and it is proposed that school feeding forms part of an "essential package" of school health and nutrition (SHN) interventions. This argument is not new – it builds on the

³³⁴ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank, Figure 2, p. 2.

Focusing Resources on Effective School Health (FRESH) Framework which was launched at the World Education Forum in 2000, in which school-based health and nutrition services form one of the four pillars. Updated guidelines were provided in 2014,³³⁵ and a renewed drive for integrated SHN programmes is reflected in the UNSCN publication *Schools as a System to Improve Nutrition*,³³⁶ and in *Stepping Up the Effective School Health and Nutrition*,³³⁷ which involves WFP, UNESCO, Food and Agriculture Organization of the United Nations (FAO), Global Partnership for Education (GPE), UNICEF, United Nations System Standing Committee on Nutrition (UNSCN), the World Bank and the World Health Organization (WHO), as well as in the Global Education Meeting Declaration of the extraordinary session in October 2020³³⁸ and the *Save Our Future* white paper,³³⁹ both of which include school feeding/SHN as key interventions to respond to Covid-19.

25. The school-based essential package that is proposed includes “targeted school meals with micronutrient fortification, education on malaria prevention and oral hygiene, deworming treatment, screening for refractive error, and appropriate immunization” and “analysis suggests that the economic benefits as measured by the returns to health and education outweigh the costs, while remaining affordable within government budget constraints”.³⁴⁰

26. It is recognized that SHN programmes require working across traditional administrative boundaries, and with many stakeholders (see Box 23 below), and it is suggested that, while the Ministry of Health should be the lead technical agency, the Ministry of Education should lead on implementation. In nearly every national SHN programme, the Ministry of Education is the lead implementing agency, reflecting both the goal of SHN programmes to improve educational achievement and the fact that the education system often provides the most complete existing infrastructure to reach school-age children. In successful programmes, this responsibility has been shared between the Ministry of Education and the Ministry of Health, particularly since the latter has the ultimate responsibility for the health of all children.³⁴¹

³³⁵ UNESCO. 2014. *Monitoring and Evaluation Guidance for School Health Programs: Eight Core Indicators to Support FRESH*. Paris, UNESCO. <https://unesdoc.unesco.org/ark:/48223/pf0000226768>.

³³⁶ UNSCN. 2017. *Schools as a System to Improve Nutrition. A new statement for school-based food and nutrition interventions. Discussion paper*. United Nations System Standing Committee on Nutrition (UNSCN).

³³⁷ UNESCO. 2020b. *Stepping Up the Effective School Health and Nutrition: A partnership for healthy learners and brighter futures*. UNESCO, Global Partnership for Education (GPE), Food and Agriculture Organization of the United Nations (FAO), United Nations Children's Fund (UNICEF), United Nations Standing Committee on Nutrition (UNSCN), World Bank, World Health Organization (WHO) and WFP.

³³⁸ UNESCO. 2020a. *2020 Global Education Meeting Declaration. Extraordinary Session of the Global Education Meeting. Education post-Covid-19. Governments of Ghana, Norway and the United Kingdom (co-hosts), October, 2020*. Paris, UNESCO.

³³⁹ Save Our Future. 2020. *Averting an Education Catastrophe for the World's Children. Save Our Future White Paper*. Save Our Future coalition. <https://saveourfuture.world/white-paper/>.

³⁴⁰ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

³⁴¹ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

Box 23 Proposed roles for government agencies, partners, and stakeholders in school health and nutrition (SHN) programmes

Partner	Roles	Comments
Ministry of Education	<ul style="list-style-type: none"> Lead implementing agency Lead financial resource Education sector policy 	<ul style="list-style-type: none"> Health and nutrition of schoolchildren is a priority for EFA. Education policy defines school environment, curriculum, duties of teachers. Education system has a pervasive infrastructure for reaching teachers and school-age children.
Ministry of Health	<ul style="list-style-type: none"> Lead technical agency Health sector policy 	<ul style="list-style-type: none"> Health of school-age children has lower priority than clinical services and infant health. Health policy defines role of teachers in service delivery and how health materials are procured.
Other public sector agencies (for example, ministries of welfare, social affairs, local government, agriculture)	<ul style="list-style-type: none"> Support education and health systems Fund holders 	<ul style="list-style-type: none"> Ministries of local government are often fund holders for teachers and schools, as well as for clinics and health agents. Ministries of welfare and social affairs provide mechanisms for the provision of social funds.
Private sector (for example, health services, pharmaceuticals, publications)	<ul style="list-style-type: none"> Specialist service delivery Materials provision 	<ul style="list-style-type: none"> Major role in drug procurement and production of training materials. Specialist roles in health diagnostics.
Civil society (for example, NGOs, FBOs, PTAs)	<ul style="list-style-type: none"> Training and supervision Local resource provision 	<ul style="list-style-type: none"> At the local level, serve as gatekeepers and fund holders; may also target implementation. Offer additional resource streams, particularly through INGOs.
Teachers associations, local community (for example, children, teachers, parents)	<ul style="list-style-type: none"> Define teachers' roles Partners in implementation Define acceptability of curriculum Supplement resources 	<ul style="list-style-type: none"> School health programs demand an expanded role for teachers. Gatekeepers for both the content of health education (especially moral and sexual content) and the role of nonhealth agents (especially teachers) in health service delivery. Pupils are active participants in all aspects of the process at the school level. Communities supplement program finances at the margins.

Source: Jukes, Drake, and Bundy 2008.
 Note: EFA = Education for All; FBO = faith-based organization; INGO = international nongovernmental organization; NGO = nongovernmental organization; PTA = parent-teacher association.

Source: Bundy et al., 2018, Table 20.2.

27. Apart from the challenges of cross-sector collaboration inherent in SHN programmes, any school feeding component faces a challenge to demonstrate cost-effectiveness. “Accounting for the full benefits of school feeding through cost-effectiveness and benefit-cost analysis is challenging, similar to other complex interventions, but undertaking this accounting is critical for assessing the trade-offs with competing investments.”³⁴²

28. Bundy and colleagues³⁴³ argued that their recommended package is cost-effective, using modelling of benefits and costs that is based on estimates of typical costs and benefits. However, it is noteworthy that the costing for their recommended package assumes that low-income countries (LICs) would target only 20 percent of schools, focusing on regions with the highest levels of poverty and food insecurity. Even at this level of coverage, school feeding dominates the cost of the package, accounting for about 80 percent of nationwide costs in LICs. The per student cost of school feeding within the package is given as US\$8.20 in 2012 prices, but the average school feeding cost per student receiving school feeding would be US\$41 (Table 25.4 and Figure 25.3). Despite the potential benefits associated with good-quality school feeding programmes, the dominance of school feeding costs in the SHN package may reinforce the scepticism of some donors – the European Commission’s scepticism is noted in ¶14–15 above, and the UK aid agency (now Foreign, Commonwealth & Development Office, formerly the Department for International Development) also declines to fund school feeding, in the belief that other education- or nutrition-specific interventions offer better value for money in pursuing educational or nutrition outcomes.

³⁴² Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

³⁴³ Bundy, D.A.P., de Silva, N., Horton, S., Jamison, D.T., & Patton, G.C. 2018. *Re-Imagining School Feeding: A High-Return Investment in Human Capital and Local Economies*. Washington, DC, World Bank.

Annex K The online survey

1. This annex explains the approach to the survey and summarizes its findings.

Survey design

2. The School Feeding Strategic Evaluation (SFSE) survey is focused on collecting evidence from a wider group of respondents (beyond the 11 country studies) on select preliminary findings emerging from the country studies and global and regional interviews. The findings were selected on the basis of their importance, the extent that they would usefully widen the geographic scope of the inquiry, and their appropriateness to being investigated through a survey.

3. The questions for the survey were designed and refined through an iterative process. Figure 17 below shows an indicative overview of the process. In practice the number of iterations was more than a dozen.

Figure 17 Iterative survey design process



4. The process was led by the Survey Specialist. The specific question subjects were identified through internal team consultations. These questions were then rephrased and refined to collect the most relevant information and to minimize bias that can result from a question's framing, phraseology, or other factors. The draft survey was also reviewed by the client and tested by a small pilot group of WFP staff identified by the WFP Office of Evaluation (OEV), to ensure relevance and appropriateness.

Stakeholder analysis and sampling strategy

5. The survey was targeted at individual WFP staff at regional and country levels. All country offices with school feeding programmes were targeted by the survey. Staff at the WFP headquarters were not targeted. However, due to staff roles changing, three of the initial respondents, and two of those who completed the entire survey, were self-identified as working at headquarters. Their answers to the quantifiable questions were removed, as they could be seen as outliers. However, their qualitative answers were retained to be used as further information alongside the other sources of information the evaluation team collected on views from headquarters.

6. The initial list of recipients was gathered by WFP OEV. The sample plan consisted of a two-stage purposive sample. The initial selection was on the basis of job title, and the following positions were prioritized according to their relevance to the evaluation:

- All the regional contacts (Regional Directors, Deputy Directors & School Feeding Advisers)
- All Country Directors and Deputy Country Directors
- All dedicated school feeding staff at regional, country and field office levels.

7. This ensured a good geographical coverage as well as prioritizing the roles that were most salient. Additional contacts were selected where they appeared more than once on the list supplied. This was done on the understanding that staff who were included on the list more than once, (because they appeared on more than one relevant mailing list related to school feeding), would be more likely to be experienced and interested in school feeding. In this manner, a sample of 734 people was generated (see Table 29 below). It was anticipated that people would self-select beyond that: staff with interest or knowledge of school feeding are more likely to respond to a survey on the topic.

Table 29 Profile of roles selected for sampling

Job title	Sample (invitees)
Country Directors	76
Dedicated School Feeding staff at regional, country and field office levels	142
Deputy Country Directors	63
Heads of Country Capacity Strengthening (CCS) – country office level	84
Heads of Fundraising – country office level	10
Heads of Nutrition – country office level	151
Heads of Partnerships – country office level	20
Heads of Programme – country office level	49
Heads of Resilience – country office level	41
Heads of Social Protection – country office level	68
Regional Deputy Directors	8
Regional Directors	6
Regional School Feeding Advisers	16
Total	734

8. During the course of the survey, three further people were nominated to take part, generally in place of participants who felt that their colleagues were better placed to answer the survey meaningfully: two new Country Deputy Directors; and one member of the dedicated School Feeding staff.

Sample size

9. A total of 737 WFP staff were targeted through the survey, and 244 responses were received, a gross response rate of 33 percent; 13 people selected themselves out of the survey in the opening questions as “not having relevant knowledge or experience” of WFP school feeding programmes, leaving 231. Of those, 200 worked in country offices, 29 in regional bureaux, and just two at headquarters; for quantitative analysis, the two responses at headquarters were discarded, leaving 229 responses, yielding a net response rate of 31 percent.³⁴⁴

Survey response

10. The final survey consisted of 12 question areas: 18 closed mandatory questions; and 7 open optional questions.

11. The survey yielded 244 responses, of which 13 self-selected out in the early questions, leaving 231 responses as shown in Table 30.

Table 30 Survey respondents

Job title	Targeted	Participated	Exited	Final	% of targeted
Country Directors	76	24	1	23	30%
Dedicated School Feeding staff at regional, country and field office levels	143	60	1	59	42%
Deputy Country Directors	65	19		19	29%
Heads of CCS – country office level	84	31		31	37%

³⁴⁴ Given a relevant population of approximately 1,600 staff, for a confidence level of 95 percent, 229 staff equates exactly to a confidence interval (or margin of error) of ± 6 percent. This is for a binary test. While most questions were multiple choice, they were generally collapsible to a positive choice, a negative choice, and a small number of neutral which could reasonably be removed from consideration, thus making the question binary. Note, the significance of the answers depends on the distribution, so the statistical significance of the result would increase further where the results are clearly skewed in one direction.

Job title	Targeted	Participated	Exited	Final	% of targeted
Heads of Fundraising – country office level	10	2		2	20%
Heads of Nutrition – country office level	151	43	5	38	25%
Heads of Partnerships – country office level	20	3	1	2	10%
Heads of Programme – country office level	49	18	2	16	33%
Heads of Resilience – country office level	41	7	1	6	15%
Heads of Social Protection – country office level	68	26	2	24	35%
Regional Deputy Directors	8	4		4	50%
Regional Directors	6	0	0	0	0%
Regional School Feeding Advisers	16	7		7	44%
Grand Total	737	244	13	231	31%

12. The list of roles should be viewed with some caution as people's jobs change, and the list provided may not always reflect this. This issue could have been avoided by asking recipients their job title, but this has two disadvantages: (i) asking people their job title makes the survey feel less confidential; and (ii) adding questions lengthens the survey. Since there was no intention to analyse people's answers against their roles, it was decided not to inquire about this within the survey. The above list remains useful as an indication of the diversity of people completing the survey.

13. There was a good geographical spread in responses, with people represented from each of the six regional bureaux as well as from over 70 country offices, as shown in Table 31 below.

Table 31 Survey participant countries

RBB	RBC	RBD	RBJ	RBN	RBP
Afghanistan	Algeria	Benin/Togo	Angola	Burundi	Bolivia
Bangladesh	Armenia	Burkina Faso	Congo DR	Ethiopia	Colombia
Bhutan	Egypt	Cameroon	Congo, Republic of	Kenya	Dominican Republic
Cambodia	Iraq	Cape Verde	Eswatini	Rwanda	Ecuador
India	Jordan	CAR	Madagascar	South Sudan	Guatemala
Indonesia	Lebanon	Chad	Malawi	Uganda	Haiti
Lao PDR	Libya	Cote d'Ivoire	Mozambique		Honduras
Myanmar	Palestine	Gambia, The	Namibia		Nicaragua
Nepal	Sudan	Ghana	Tanzania		Peru
North Korea	Syria	Guinea	Zambia		
Pakistan	Tajikistan	Guinea Bissau	Zimbabwe		
Philippines	Tunisia	Liberia			
Sri Lanka	Turkey	Mali			
Timor Leste	Yemen	Mauritania			
		Niger			
		Nigeria			
		Sao Tome & Principe			
		Senegal			
		Sierra Leone			

Survey results

14. This section contains the main results from the closed, quantitative questions. For each question, the high-level results have been given. In some cases, where it has added interest, the results have been broken down further by relevant aspects, often contrasting country office staff with those at regional bureaux, and/or graphs are provided to illustrate the results.

Strengths and priorities

3) What do you regard as the focus of WFP's work in school feeding? Please answer from a country/regional/global perspective as appropriate. Please select one only.	
Focus on delivery of school feeding programmes	11%
Focus on capacity building and technical assistance to Government	32%
Equal emphasis on both the above	51%
Other – please state	6%

15. As the results above show, a slim majority of staff surveyed think that the focus of WFP work on school feeding has equal emphasis on delivery and on work with Government. A very low percentage of participants (11 percent) thought the emphasis was on delivery.

16. For this question, the results have been broken down further by the respondents' answer to a previous question on their level of engagement with school feeding. It is notable that those more involved in school feeding were more likely to say that the work of WFP put equal emphasis on delivery and work with Government.

Figure 18 Focus of WFP work in school feeding, broken down by amount respondent works in school feeding

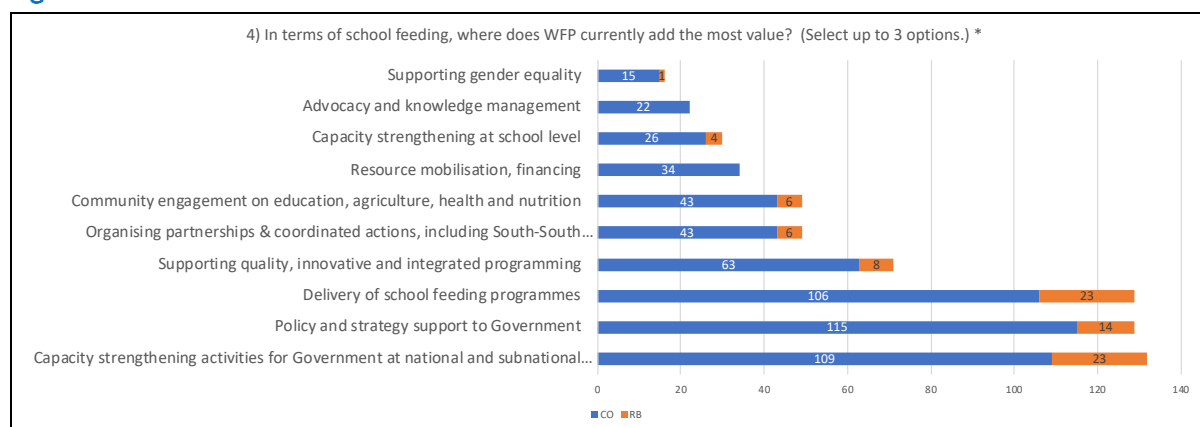
	This is a large part of my work (50 - 100%)	This is a part of my work (20 - 49%)	This is a small part of my work (less than 20%)	I do not have any responsibility in this area
Equal emphasis on both the above	68%	49%	41%	29%
Capacity building and technical assistance to Government	18%	37%	32%	57%
Delivery of school feeding programmes	14%	7%	13%	10%
Other - please state	0%	7%	14%	5%
Grand Total	100%	100%	100%	100%

4) In terms of school feeding, where does WFP currently add the most value? (Select up to 3 options.) *	
Policy and strategy support to Government	56%
Organizing partnerships & coordinated actions, including South-South partnerships & triangular cooperation	21%
Advocacy and knowledge management	10%
Resource mobilization, financing	15%
Supporting quality, innovative and integrated programming	31%
Delivery of school feeding programmes	56%
Supporting gender equality	7%
Capacity strengthening activities for Government at national and subnational level	58%
Capacity strengthening at school level	13%
Community engagement on education, agriculture, health and nutrition	21%

17. For this question, while there were clear winners on the top three areas where WFP added most value, it is notable that even the most popular response was selected by only 58 percent of respondents as

one of their three choices. This is broken down by country office (CO – blue) and regional bureau (RB – orange) in Figure 19 below.

Figure 19 Where WFP adds most value



WFP implementation, technical assistance and transition

18. The following set of questions, which invited the participant to agree or disagree with a series of statements, all yielded quite interesting contrasts between country office (CO) and regional bureau (RB) respondents, and are therefore shown broken down accordingly. Note, the total figure reflects the CO figure as there were many more responses from country offices (200) than from regional bureaux (29).

6) From your experience with WFP school feeding activities, do you agree/disagree with the following statements:

WFP country offices have sufficient qualified staff to do implementation work

	CO	RB	Total
Strongly agree	28%	14%	26%
Agree	53%	38%	51%
Neutral	10%	31%	13%
Disagree	8%	17%	9%
Strongly disagree	2%	0%	1%

WFP country offices have sufficient qualified staff to do policy and strategy work

	CO	RB	Total
Strongly agree	8%	0%	7%
Agree	42%	17%	39%
Neutral	19%	24%	20%
Disagree	25%	38%	27%
Strongly disagree	6%	21%	8%

WFP's role in school feeding should focus on technical assistance to Government rather than implementation	CO	RB	Total
Strongly agree	24%	10%	22%
Agree	27%	28%	27%
Neutral	26%	28%	26%
Disagree	23%	28%	23%
Strongly disagree	2%	7%	3%

WFP monitoring and reporting systems are able to align well with Government systems	CO	RB	Total
Strongly agree	9%	0%	7%
Agree	33%	14%	30%
Neutral	22%	34%	23%
Disagree	31%	45%	32%
Strongly disagree	7%	7%	7%

WFP is able to build capacity in the Government for transition to Government-owned feeding programmes	CO	RB	Total
Strongly agree	21%	10%	20%
Agree	50%	41%	48%
Neutral	18%	24%	19%
Disagree	11%	24%	13%
Strongly disagree	1%	0%	0%

WFP implementation, technical assistance and transition

19. For this set of questions, in contrast, the difference between country office and regional bureaux opinions was not great, so the results have been shown in aggregate only.

There has been good internal collaboration within WFP for a multisectoral approach to school feeding

Strongly agree	11%
Agree	48%
Neutral	23%
Disagree	17%
Strongly disagree	1%

WFP has been able to implement gender-transformative approaches to school feeding

Strongly agree	9%
Agree	41%
Neutral	28%
Disagree	21%
Strongly disagree	2%

WFP has been able to support nutrition-sensitive approaches to school feeding

Strongly agree	13%
Agree	59%
Neutral	18%
Disagree	10%
Strongly disagree	0%

Lessons learned and good practice have been shared within the WFP region

Strongly agree	11%
Agree	48%
Neutral	31%
Disagree	10%
Strongly disagree	0%

WFP has facilitated South-South and triangular cooperation

Strongly agree	12%
Agree	53%
Neutral	25%
Disagree	9%
Strongly disagree	0%

WFP has put in place effective partnerships with other organizations for school feeding

Strongly agree	12%
Agree	48%
Neutral	25%
Disagree	14%
Strongly disagree	2%

Critical factors for learning and future direction

20. The answers on success factors (below) are depicted in Figure 20 below.

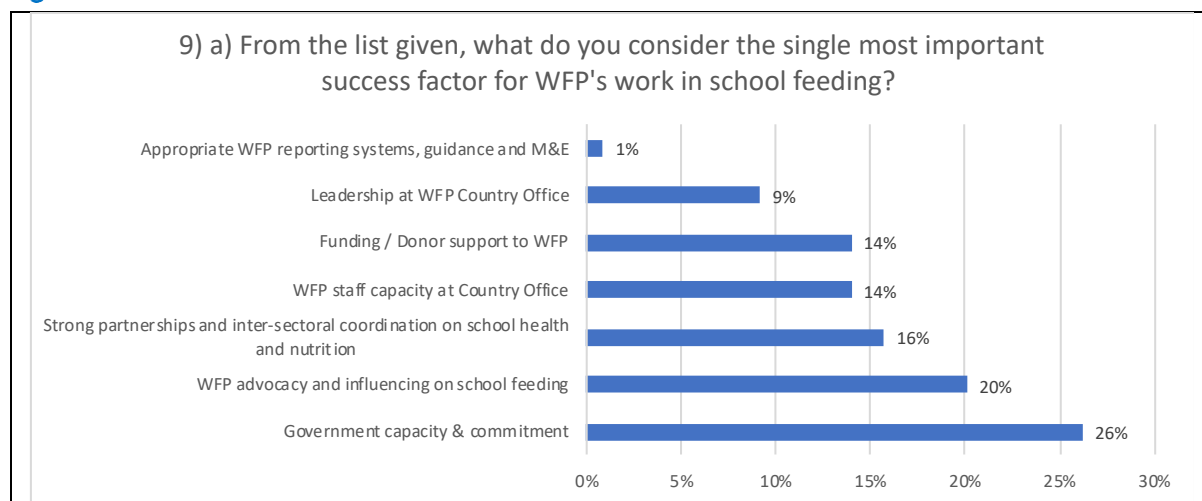
9) a) From the list given, what do you consider the single most important success factor for WFP's work in school feeding?

Please answer based on your experience, whether from a country, regional or global perspective.

Select one option from the list below, other factors may be listed in part b below.*

	Total
Appropriate WFP reporting systems, guidance and M&E	1%
Government capacity & commitment	26%
Leadership at WFP country office	9%
WFP staff capacity at country office	14%
Funding/Donor support to WFP	14%
Strong partnerships and inter-sectoral coordination on school health and nutrition	16%

Figure 20 Success factors for WFP work



21. To gain a better understanding of the above results, a regional breakdown is provided (see Figure 21 below).

Figure 21 Success factors for WFP work by region

From the list given, what do you consider the single most important success factor for WFP's work in school feeding?							
	RBB	RBC	RBD	RBJ	RBN	RBP	Total
Appropriate WFP reporting systems, guidance and M&E	0%	2%	0%	4%	0%	0%	1%
Funding / Donor support to WFP	12%	21%	10%	12%	8%	21%	14%
Government capacity & commitment	28%	19%	27%	38%	28%	21%	26%
Leadership at WFP Country Office	12%	9%	6%	8%	12%	8%	9%
Strong partnerships and inter-sectoral coordination	14%	13%	20%	15%	24%	8%	16%
WFP advocacy and influencing on school feeding	28%	13%	24%	12%	12%	25%	20%
WFP staff capacity at Country Office	7%	23%	12%	12%	16%	17%	14%
Total	100%	100%	100%	100%	100%	100%	100%
Count	59	51	53	28	25	26	

1st choice for Region
 2nd choice for Region
 3rd choice for Region

22. This showed some interesting variation. While 'Government capacity & commitment' dominated across most regions, and was in the top three in every region, other factors were seen as of equal or more importance in some regions: WFP advocacy in RBB and in RBP; WFP staff capacity at country office and Funding/Donor support in RBC.

23. Figure 22 below considers the results by country context, using a preliminary country categorisation supplied by WFP. As might have been expected, advocacy becomes more important for more stable/developed countries, and donor/funding support is more important for the less stable countries; all tiers put 'Government capacity and commitment' in the top three most important, but for stable tier 3 countries, it is the third most important rather than the first, as it is in every other tier.

Figure 22 Heat map of success factors for WFP work by country tier

From the list given, what do you consider the single most important success factor for WFP's work in school feeding?					
	Tier 1	Tier 2.1	Tier 2.2	Tier 3	Total
Appropriate WFP reporting systems, guidance and M&E	0%	2%	0%	2%	1%
Funding / Donor support to WFP	18%	19%	8%	14%	14%
Government capacity & commitment	20%	24%	43%	17%	26%
Leadership at WFP Country Office	9%	9%	8%	10%	9%
Strong partnerships and inter-sectoral coordination	20%	12%	5%	21%	16%
WFP advocacy and influencing on school feeding	16%	16%	24%	24%	20%
WFP staff capacity at Country Office	16%	19%	11%	12%	14%
Total	100%	100%	100%	100%	100%
Count	44	58	37	42	229

*Note: Answers from RB and from countries which have not been classified by tier are included in the total.
Tier classification obtained from WFP documentation (classification is preliminary and TBC)*

Tier 1	Crisis / low capacity
Tier 2.1	Fragile contexts /emerging capacity
Tier 2.2.	Stable contexts / established capacity
Tier 3	Stable contexts / advanced capacity

Covid-19

11) a) Has WFP been able to adapt its school feeding activities in response to the Covid-19 pandemic so as to fulfil their objectives as far as possible given the constraints?*

	CO	RB	Total
Yes, fully	18%	14%	17%
Yes, partially	57%	72%	59%
No	12%	7%	11%
Not applicable	11%	0%	9%
Don't know	4%	7%	4%

Qualitative responses

24. In addition to the results shown here, the qualitative results obtained by this survey were exceptionally rich, with a high response rate to the optional questions of around 80 percent, with many people taking the time to write out thoughtful answers. In all, qualitative responses amounted to around 35,000 words. These have informed the findings presented in the main report.

Annex L Cross-cutting issues (gender and equity, climate change, innovation and digitalization)

1. This annex includes three sections on cross-cutting issues in relation to school feeding: first an analysis on gender, followed by an analysis of climate change, and finally a section on digitalization and innovation.

Gender analysis and findings

2. This section of the annex presents the gender analysis conducted as part of the Strategic Evaluation of how WFP contributes to School Feeding. It outlines strategic orientation WFP takes regarding gender equality and equity since the adoption of the 2015 Gender Policy. It then presents key findings on: (i) the integration of gender equality and equity in the 2013 School Feeding Policy, the School Feeding Strategy 2020–2030 and accompanying regional concept notes; (ii) gender equality and equity results achieved in the area of school feeding since 2014, in line with WFP strategic orientations on Gender Equality and Women's Empowerment (GEWE); and (iii) organizational readiness for GEWE and school feeding. Finally, it offers concluding remarks on GEWE and school feeding, discussing implications for the School Feeding Strategy 2020–2030 and organizational readiness.

Gender equality and equity in WFP policies

3. Adopted in May 2015, the overarching goal of the WFP Gender Policy (2015–2020) is to “enable WFP to integrate gender equality and women's empowerment into all of its work and activities, to ensure that the different food security and nutrition needs of women, men, girls and boys are addressed”. The Gender Policy has four objectives:

- **Food assistance adapted to different needs:** Women, men, girls and boys benefit from food assistance programmes and activities that are adapted to their different needs and capacities.
- **Equal participation:** Women and men participate equally in the design, implementation, monitoring and evaluation (M&E) of gender-transformative food security and nutrition programmes and policies.
- **Decision making by women and girls:** Women and girls have increased power in decision making regarding food security and nutrition in households, communities and societies.
- **Gender and protection:** Food assistance does no harm to the safety, dignity and integrity of the women, men, girls and boys receiving it, and is provided in ways that respect their rights.

4. The Gender Policy seeks to ensure that WFP programming is gender-responsive and introduces a new emphasis on gender-transformative approaches, where relevant, to address the underlying causes of gender-based malnutrition and food insecurity. For example, it seeks to address harmful gender norms whereby, in some contexts, boys are given preference when it comes to intra-household food consumption. Furthermore, the Gender Policy seeks to promote women's participation in decision-making processes while challenging gender power imbalances and predefined gender roles, whereby women engage in unpaid work. The policy also emphasizes the engagement of men and boys as agents of change at community and household levels to foster positive behaviour change around gender social norms.

5. The Gender Policy integrates issues of intersectionality by acknowledging that important social dimensions, such as age, sexual orientation, disability status, ethnicity, socio-economic status, geographic area, displacement, HIV/AIDS status, etc. make women, girls, men and boys more vulnerable to malnutrition and food insecurity. In this respect, the policy emphasizes the importance of sex- and age- disaggregation in data collection, analysis, planning and reporting.

6. The 2017 Nutrition Policy re-emphasizes the importance of addressing malnutrition beyond the first 1,000 days, identifying adolescent girls as a key target group to address the intergenerational cycle of malnutrition caused by early motherhood and lack of micronutrient intake during pregnancy. This paved the way to the new 8,000 days paradigm.

Gender-sensitive and gender-responsive interventions

Gender-sensitive describes an intervention (e.g. policy, programme, project) that considers and aims to address the specific needs, interests, capacities and contexts for women, men, girls and boys, but does not address gender relations and the distribution of power between women, men, girls and boys, for sustainable outcomes.

Gender-transformative refers to transforming unequal gender relations to promote shared power, control of resources and decision making between women and men, and support for gender equality and women's empowerment.

Gender equality and equity in the WFP 2013 School Feeding Policy and the School Feeding Strategy 2020–2030

7. The 2013 Revised School Feeding Policy mostly addresses gender equality by seeking to enhance school enrolment among girls, and to support women smallholders. Objective 2 of the School Feeding Policy addresses the needs of children, and especially girls, by positioning school feeding as an “incentive to enhance enrolment rates and reduce absenteeism”. Objective 3 on enhancing nutrition and reducing micronutrient deficiencies among children emphasizes the need to seize opportunities for delivering micronutrient and nutrition education to pre-primary and adolescent children, particularly adolescent girls. Objective 5 on home-grown school feeding (HGFS) proposes to enhance linkages between school feeding programmes and local purchases to benefit smallholders, especially women farmers. However, the Policy falls short of proposing gender-transformative approaches that would address structural causes contributing to gender-based malnutrition and hinder the equal socio-economic development and well-being of women, men, girls and boys.

8. The work streams of the School Feeding Strategy provide an entry point for addressing GEWE in school feeding programming but do not provide a strategy for gender-transformative approaches. Work Stream 1 on knowledge generation and dissemination identifies as an area of research the measurement of the impact of school feeding on girls' (and adolescents') education. Work Stream 4 seeks to strengthen programmatic approaches in six focus areas, one of which focuses on girls' (including adolescents') education and well-being. This focus area emphasizes the importance of keeping girls in school, particularly during adolescence, to reduce child marriage and early pregnancy, which contribute to situations of violence, poverty, and social exclusion among women. Broadly speaking, the Strategy emphasizes the 8,000 days paradigm and the need to address the health and nutritional need of adolescent girls through school feeding, when possible. It also recognizes the potential of HGFS for women's economic empowerment and increased decision making. However, it does not offer a strategy to address the structural barriers of gender inequality within the context of school feeding. Also, some key elements from the gender toolkit

(see Table 32 below) to address gender roles and power imbalances in school feeding programming are lacking.

Table 32 Guidance from gender toolkit about social protection

Elements that address gender transformation in school feeding programming
<p>Labour: (i) Check that the procurement, preparation and provision of school meals, snacks and take-home rations will not reinforce restrictive and discriminatory gender roles (such as cooking as women's work); (ii) that the training opportunities and compensation for the work is fair.</p> <p>Sourcing: Check that women and men will have equitable access to any business-related or income-generation opportunities associated with the school feeding programme.</p> <p>Decision making: Check that women and men will be equally represented on all committees.</p> <p>Participation: Check that women and men from the broader community will be involved.</p>

9. Likewise, the Gender Strategy acknowledges that ethnicity, language, ill health and disability can be barriers to education. However, it does not provide a strategy for addressing intersectionality, nor does it make reference to gender-based violence or protection.

10. **The integration of GEWE into regional strategic concept notes varies substantially among WFP regions.** The evaluation team reviewed all six regional strategic concept notes and found that some regions adopt gender-responsive and gender-transformative approaches to school feeding, while others only marginally address GEWE considerations. As further detailed in 0 below, most concept notes integrate a gender analysis detailing key issues affecting girls and boys in the regions. Two regions – Regional Bureau Panama (RBP) and Regional Bureau Bangkok (RBB) – address gender equality as stand-alone pillars, while other regions either adopt gender as a cross-cutting issue – Regional Bureau Nairobi (RBN), Regional Bureau Cairo (RBC) – or integrate it as part of a Work Stream – Regional Bureau Dakar (RBD). The concept note from Regional Bureau Johannesburg (RBJ) does not mention gender. Nutrition of adolescent girls is identified as an area needing attention in five of the six concept notes, whereas issues of protection and gender-based violence (GBV) are addressed in four. Issues of equity (e.g. disability, ethnic groups, etc.) are also acknowledged in four concept notes. Only two regions outline gender-transformative and women's empowerment approaches (RBC, RBP), identifying, (among other things), opportunities for promoting women's empowerment through HGSF, menstrual hygiene management, etc.

Table 33 Gender Equality and Women’s Empowerment (GEWE) integration in regional strategic concept notes for school feeding

Regional bureau	Elements
RBB	<ul style="list-style-type: none"> Includes five focus areas, one of which includes promoting gender, protection and disability inclusion. Acknowledges that children are more vulnerable to protection issues (including child labour, child marriage, etc.) because of gender, race, ethnicity, religion, disability, and so on. Focus on keeping adolescent girls in schools. Social and Behaviour Change Communication (SBCC) intervention for nutrition education.
RBC	<ul style="list-style-type: none"> Identifies gender and protection as an additional entry point for school feeding. Acknowledges the need for inclusive school feeding programming that addresses the needs of children with disability. Acknowledges that socio-cultural norms put adolescent girls more at risk of school drop-out, early marriage and household work. Explicitly mentions the need to adopt gender-transformative approaches to keep girls safe from school-related gender-based violence. Emphasizes the need to improve: complaint and feedback mechanisms; protection against sexual exploitation and abuse; and child safeguarding mechanisms. Acknowledges the importance of menstrual hygiene management to ensure school retention of adolescent girls. Emphasis on home-grown school feeding (HGSF) as an opportunity to promote women’s economic empowerment. SBCC to change target nutrition behaviour among children.
RBD	<ul style="list-style-type: none"> Focuses on closing the gender gap in access to education by increasing enrolment among girls. Acknowledges opportunities to partner with the United Nations Population Fund (UNFPA) on gender-sensitive initiatives, including girls’ health and the prevention of gender-based violence. As part of Work Stream 4, supports the scale-up of integrated essential package of interventions provided to adolescent girls, including cash incentives to promote healthy diet diversity. Emphasizes oversight to ensure that assistance in conflict-sensitive areas does not result in protection risks for children.
RBJ	<ul style="list-style-type: none"> Does not discuss issues of gender and equity.
RBN	<ul style="list-style-type: none"> Protection and accountability, as well as youth and women’s empowerment, identified as cross-cutting themes, among many others. Presents a country analysis that discusses intersectionality issues, including disability, adolescent girls, and barriers for girls to access education. Commits to supporting the school health and nutrition agenda, mostly in the areas of adolescent programming, but does not propose strategies for gender transformation.
RBP	<ul style="list-style-type: none"> The strategy is built on four key pillars, one of which promotes transformative school health and nutrition approaches. This transformational approach includes social behavioural change strategies, to engage communities with home-grown modalities and to advance nutrition, gender and inclusion. Targets vulnerable groups (out-of-school children and adolescent girls, indigenous groups, and so on).

Achievement of gender equality and equity results in school feeding

11. School feeding incentivizes girls’ attendance and enrolment, but less attention has been paid to addressing the nutritional needs of adolescent girls. The Gender Policy Evaluation found that WFP has

effectively ensured greater gender equity in access to food allocation in the communities, especially through school feeding modalities including take-home rations (THRs).³⁴⁵ The evaluation team also found evidence of this in several case studies. For example, school feeding has had positive effects on the enrolment and attendance of girls in Kenya, Mozambique and Côte d'Ivoire. However, it is not possible to fully measure the benefits as attendance data are not consistently collected, even by Government, and it is not reliable. In some contexts, the gendered dimensions of school attendance are considered less relevant in primary school as attendance rates are already high, though these start to drop in secondary schools. Several WFP staff indicated that reaching adolescent girls is a priority but has been challenging due to lack of guidance and commitment from donors to fund school feeding beyond primary grades. The Gender Policy Evaluation echoes these concerns, noting that school feeding activities have given less attention to the nutrition of adolescent girls.³⁴⁶

12. In some countries, WFP has addressed issues of equity through the construction of latrines, though this remains an area requiring further attention. In Rwanda, there has been significant attention to gender in school feeding through the construction of latrines, and to disability, through toilets for children with disabilities. Additionally, WFP in Rwanda, in collaboration with UNICEF, has addressed issues of menstrual hygiene management. However, attention to disability or menstrual hygiene management through water, sanitation and hygiene (WASH) was not observed in other countries. In general, evaluations suggest that WFP has done little to address the needs of those with disabilities, but evaluations focusing on school feeding lack evidence. WFP does not have a policy on disability, though the Executive Board adopted the *WFP Disability and Inclusion Road Map 2020–2021* in 2020 to support the implementation of the Secretary-General's 2019 United Nations Disability Inclusion Strategy (UNDIS).³⁴⁷

13. Linkages between the school feeding programme and local purchases have led to women's economic empowerment in some case countries. In Côte d'Ivoire, the HGSP model is based on a group of local farmers, 80 percent of whom are women, who sell one third of their production to the school feeding programme. Support for HGSP resulted in a 13 percent increase in women's agricultural production and a 58 percent increase in their revenue.³⁴⁸ In Tunisia, WFP has strongly advocated for HGSP as a tool for women's economic empowerment, facilitating south-south cooperation with Tunisian Government officials, and in Brazil, where women producers are at the centre of the HGSP model. This has resulted in the Government integrating HGSP and support to women producers in its National School Feeding Strategy and accompanying action plans. Advocacy for HGSP has been accompanied by technical support to a group of women producers who are managing school gardens and selling their produce to schools and local markets. In Peru, WFP strengthened the capacities of a group of women smallholders through an HGSP pilot in Ayacucho. As a result, women strengthened their leadership and managerial skills, as well as their self-esteem, in a cultural context where women seldom manage businesses. This group of women successfully organized the local production and packaging of vegetables, which were then sold to schools in the area. Local authorities strongly supported the initiative, which has been discontinued because of the Covid-19 crisis. After the school closures, women continued to sell their production at the local market. Additionally, there are reports that the HGSP pilot resulted in diversified dietary intake at the household level as women producers have introduced vegetables to the meals that they prepare for their family. Although there are anecdotal reports of improved dietary diversity with HGSP in Peru and other countries, such as Haiti, some WFP staff underlined the need for more evidence demonstrating these benefits. Country case studies also indicate that gender has been a consideration for HGSP in other countries: in Syria, the production of date snack bars generated employment for 100 women; and in Cambodia, contracts with smallholders are signed by both spouses. However, the extent to which this model has

³⁴⁵ WFP. 2020r. *Evaluation of the Gender Policy (2015–2020). Volume I – Evaluation Report + Volume II – Annexes*. B. Peacocke, S. Watson, S. Turrall, D. Walker, H. Kabuchu, K. Caballero & P. Sørensen. Rome, WFP.

³⁴⁶ WFP. 2020r. *Evaluation of the Gender Policy (2015–2020). Volume I – Evaluation Report + Volume II – Annexes*. B. Peacocke, S. Watson, S. Turrall, D. Walker, H. Kabuchu, K. Caballero & P. Sørensen. Rome, WFP.

³⁴⁷ WFP. 2020zr. *WFP Disability Inclusion Road Map (2020–2021)*. Second regular session (16–20 November 2020), WFP/EB.2/2020/4-B. Rome, WFP.

³⁴⁸ WFP. 2019d. *Decentralized Evaluation. Mid-Term Evaluation of Support for the Integrated School Feeding Program in Côte d'Ivoire*. M. Gulemetova, S. Deichsel, M. DiFuccia, E. Kindané, M. Masson & E. Safarha. IMPAQ International, LLC for WFP Côte d'Ivoire. WFP. 2020zp. *WFP Côte d'Ivoire Proposal for School Feeding Programme in Côte d'Ivoire for McGovern-Dole funding*. WFP Côte d'Ivoire.

contributed to women's economic empowerment remains unclear in some countries. For instance, interviews with WFP staff in Rwanda indicate that gender is a consideration in HGSP, but that women become marginalized once the value chain is commercialized.

14. While gender-sensitive programming was observed in several country case studies, only Haiti fully integrated gender-transformative approaches aimed at shifting gender roles and power imbalances. In Haiti, following a thorough study of the root causes of gender inequalities, WFP, together with Plan International, developed a gender strategy aimed at targeting gender roles in the school feeding programme as well as gendered norms of food consumption. However, meaningful efforts to tackle gender roles in the school feeding programme were not observed in other case study countries. This was echoed by several evaluations, which found that school feeding programmes tend to reinforce traditional gender roles, whereby women are often those who cook and receive low remuneration for their work. In other countries, such as Rwanda, men are cooks because of their perceived strength, while women are assigned to cleaning duties. WFP has done little to tackle these preconceived roles. Additionally, an evaluation of a school feeding programme in Laos³⁴⁹ found that women were sometimes sent to fetch wood or water, resulting in increased drudgery, and that they sometimes lacked time to cook lunch. Another evaluation found that, even though this goes against WFP policies, girls were asked to prepare the meals when a cook was absent, resulting in their absence from class.³⁵⁰ There has also been limited support from WFP to ensure that school feeding committees or other management instances are gender balanced. In many instances, few women are part of these structures; even when they are, seldom are they in leadership positions. This is notably the case in Rwanda and Peru, where only about one third of positions are occupied by women.³⁵¹ Conversely, in some countries like Peru, it is women who are mostly represented in these committees, with little engagement from men, mainly because women are the ones taking care of the children and therefore involved in school-related activities.

15. **More remains to be done by WFP to address issues of protection and GBV in school feeding.** Addressing protection concerns in school feeding programming is important, particularly in humanitarian contexts, as girls and women are at increased risk of GBV on their way to school. Several evaluations and country case studies found that, often, too little attention was paid to protection concerns. This is true for girls and women working in the programme. An evaluation of a school feeding programme in Malawi found that the early 07:30 meal served by the programme meant that female cooks had to travel long distances in the darkness before dawn, often alone, putting their safety at risk.³⁵² An advisory report to the Evaluability Assessment of WFP's Strategic Plan 2014–2017 recognized that some protection issues are outside WFP control, especially when children walk to school.³⁵³ The role for WFP in addressing protection concerns that are not directly linked to WFP assistance remains unclear. Finally, an important assumption in the School Feeding Strategy and regional concept notes is that school feeding provides protection to girls from child marriage by keeping them in school longer. The contribution of school feeding to protect against child marriage was also reaffirmed in several interviews. However, the synthesis of evaluations indicates that there is not much evaluative data to demonstrate this benefit.

³⁴⁹ WFP. 2018t. *USDA Mc-Govern Dole FY14 End-Line Evaluation in LAO PDR [FY 14-16]. Report of End line Evaluation.* M. Das, A. Singh & P. Barooah. New Delhi and Rome, NR Management Consultants India Pvt Ltd (NRMCI) and WFP.

³⁵⁰ WFP. 2017zh. *World Food Programme McGovern-Dole International Food for Education and Child Nutrition Program (FFE 699-2013/036-00-B) in Liberia. Final Evaluation Report.* K. Godden, M. Ferris Morris, S. Dunn, D.D. Merchant & N. Horst. Rome, WFP.

³⁵¹ WFP. 2019zq. *WFP's USDA McGovern-Dole International Food for Education and Child Nutrition Program's Support in Rwanda 2016–2020. Evaluation Report: Mid-Term Evaluation.* J. Downen, B. Ravesloot, J. Tyiringire, D. Muteteri, J. Mujawase, M. Mueller, & L. Banwart. Kigali, WFP Rwanda.

³⁵² WFP. 2019k. *Evaluation of the School Meals Programme in Malawi with financial support from United States Department of Agriculture (USDA) 2016 to 2018. Evaluation Report.* N. Tirivayi, A. Kamlongera, S.M. Tomini, W. Tesfaye, R. Ndoro, F. Iacoella & A. Hunns. WFP Malawi.

³⁵³ WFP. 2016g. *Evaluability Assessment: WFP's Strategic Plan 2014–2017 – Advisory Report.* Report number: OEV/2015/022.B. Majewski, N. Kebir Raoloson & K. George. Rome, WFP.

Organizational readiness for gender equality and equity

16. WFP has a variety of tools and guidance on gender equality, but capacities for integrating GEWE into WFP work, including school feeding, remains limited. As of January 2020, there were six staff in the WFP Gender Office in headquarters, while four regional bureaux and 28 country offices had dedicated gender advisers. While there were gender focal points in WFP country offices and more than 700 staff who are members of the Gender Results Network, lack of gender specialists across the organization constitutes an important capacity gap.³⁵⁴ In recent years, the Gender Office has developed a wide array of guidance and tools, including the *Gender Toolkit* and training material to support the integration of GEWE in WFP interventions. However, the 2020 Evaluation of the Gender Policy (2015–2020) revealed that “GEWE capacity strengthening approaches are often viewed [by country and field offices] as too theoretical and insufficiently tailored to everyday needs”.³⁵⁵ Indeed, some WFP staff in country offices consulted by the evaluation team noted that they lack clarity on how to apply tools and guidance on GEWE to make school feeding interventions more gender-sensitive and gender-transformative. Some staff suggested that WFP could hold webinars on GEWE and school feeding as part of the new WFP School Feeding Focal Point network. More broadly, country offices were vocal about needing tailored backstop support for school feeding programmes, including regarding gender.

17. Lack of clear directions and limited data on nutrition and adolescent girls are likely to limit the School Feeding Strategy in terms of operationalizing the new 8,000 days paradigm. At country office level it was not clear how it could be done. For example, some staff noted that it is hard to reach adolescent girls because school feeding programmes mostly target children from primary school. They suggested that Social and Behaviour Change Communication (SBCC) interventions for nutrition behaviour change may be the best way to reach this group. Some WFP staff also explained that, although WFP is now emphasizing age-disaggregated data for all age groups, it has traditionally focused on children under 5-years-old and school-aged children, and there is a lack of indicators on adolescent girls. Although WFP has started to produce *Fill the Nutrient Gap* reports that are generating new information on malnutrition and micronutrient deficiencies among adolescent girls, overall there is an evidence gap for this age group. This is likely to limit the ability of WFP to develop evidence-based school feeding programming for adolescent girls.

18. The positioning of gender in the organizational structure of regional bureaux can facilitate or hinder support for integrated school feeding interventions. In some regions, the gender adviser works in close collaboration with key units, which enables a greater integration of gender in school feeding. For example, in RBN, nutrition, school feeding, HIV and gender are within a single team, which has facilitated a stronger and more integrated approach regionally and at country level. Similarly, in the RBP, the gender adviser and the SBCC specialist are part of the Nutrition and Social Protection Unit, which is also responsible for school feeding programming in the region. Introduced as a key intervention in 2018, SBCC is positioned at headquarters in the Nutrition Division, primarily to address nutrition behaviour change. In Panama, the positioning of SBCC alongside gender and social protection enables the use of SBCC beyond nutritional behaviour change to tackle harmful gender norms, as has been the case in Haiti. In Nairobi, nutrition, HIV, school feeding, and social protection sit together and are supervised by a senior regional adviser for Nutrition, Social Protection and School Feeding. This has also facilitated working across accounts, combining support to ensure a holistic approach. However, the evaluation found that, overall, siloed ways of working among technical units have hampered WFP in its ability to operationalize the school health and nutrition (SHN) agenda, and has created challenges to achieving the School Feeding Strategy’s ambitions and reaching WFP goals for gender transformation.

19. Few country study countries have gender action plans to operationalize the integration of GEWE into school feeding interventions. In the 11 country studies, only Tunisia and Haiti have conducted gender analyses and developed action plans on gender equality and school feeding. In 2019, the WFP country office in Tunisia conducted a gender analysis of the school feeding programme to identify structural barriers to gender equality. This comprehensive analysis covered several key elements, including gendered aspects of school nutrition, gendered food taboos, WASH facilities in schools, sexuality and gender-based violence,

³⁵⁴ WFP. 2020r. *Evaluation of the Gender Policy (2015–2020). Volume I – Evaluation Report + Volume II – Annexes*. B. Peacocke, S. Watson, S. Turrall, D. Walker, H. Kabuchu, K. Caballero & P. Sørensen. Rome, WFP.

³⁵⁵ WFP. 2020r. *Evaluation of the Gender Policy (2015–2020). Volume I – Evaluation Report + Volume II – Annexes*. B. Peacocke, S. Watson, S. Turrall, D. Walker, H. Kabuchu, K. Caballero & P. Sørensen. Rome, WFP.

and influencers and role models, among others. The Haiti country office developed an evidence-based action plan to tackle these structural barriers. Likewise, in 2017, the Tunisia office conducted a gender analysis of the National School Feeding Programme, which informed the development of its Country Strategic Plan (CSP) and an accompanying action plan, which aims to incorporate gender in all activities aimed at strengthening Government capacity for school feeding.

20. WFP has started to develop strategic partnerships to further integrate GEWE into school feeding programming, though this remains a work in progress. At country level, some country offices are partnering with United Nations agencies with a gender mandate, such as UN Women, to work on Rural Women's Economic Empowerment (i.e. Rwanda), and UNFPA to address gender-based violence. Partnering with UNICEF to address WASH and, in particular, menstrual hygiene management is key but, as noted in section 2.4 above, engaging in multisectoral coordination on school feeding has proved challenging. The evaluation also found that WFP rarely collaborates with the Ministry of Women, except in Tunisia, where the country office formally established a partnership with the Ministry of Women, Family and Children in 2020. This ministry recently integrated the national steering committee of Tunisia's National School Feeding Programme, created in 2019 with WFP support. At regional level, RBP started to develop regional strategic partnerships to support the implementation of its pillar on transformational school health and nutrition. The evaluation has not found evidence that similar partnerships are being developed across other regions.

21. Integrating gender-transformative approaches may be an entry point for mobilizing additional resources for school feeding in line with the SHN agenda and the 8,000-days paradigm. Work Stream 2 of the Strategy aspires for WFP to attract new donors that have not been traditionally involved in funding school feeding programming. Developing new types of funding partnerships appears to be even more necessary in middle-income country contexts, where WFP offices have experienced significant difficulties in securing funds for school feeding. Interviews indicate that there is a growing interest among donors such as Canada, Australia, Japan and others to fund gender-sensitive and gender-transformative programming. Various grants to WFP by Canada have a strong gender focus (e.g. Haiti, Mozambique) where Global Affairs Canada has pushed for the adoption of gender-transformative programming, seeking to shift harmful gender social norms in school feeding. Achieving gender results requires long-term commitment and, therefore, long-term funding. In turn, further integrating gender-transformative approaches into work on school feeding may represent an opportunity for WFP to mobilize additional resources from non-traditional donors to fund its integrated SHN agenda.

22. **M&E systems do not allow the extent of gender equality and equity results from school feeding to be captured.** Aside from corporate indicators that allow the collection of sex-disaggregated data on school attendance, few indicators allow the collection of sex-disaggregated data relevant to school feeding. Although the Corporate Results Framework includes three cross-cutting indicators on gender, one of which is particularly relevant to school feeding (i.e. proportion of households where women, men, or both women and men make decisions on the use of food-cash-voucher, disaggregated by sex and age), this does not allow results related to women's decision making and participation in school feeding committees to be fully captured. There are also no indicators linked to economic benefits for women farmers on HGSP, gendered roles in school feeding programmes, and so on. Overall, there is not much quantitative data on the benefits on gender equality accrued by the school feeding programme, including on the reduction of child marriage among girls, and child labour among boys. As previously noted, while evaluations on school feeding address gender equality, they provide little information on disability.

Concluding remarks

23. The School Feeding Policy and School Feeding Strategy adequately address girls' attendance and women's economic empowerment. However, there are opportunities for greater alignment between the

MOU signed by RBP to support transformative work in school feeding

In 2020, the RBP signed memorandums of understanding (MOUs) with three regional organizations to support the operationalization of transformative approaches: (i) PCI Media Impact, to support community mobilization); (ii) Plan International, on gender transformative approaches; and (iii) Communication Initiative Network, whose knowledge management experts will support the sharing of experiences on transformative approaches globally.

Strategy and the Gender Policy. This could include WFP detailing the school feeding approach to gender transformation, for example, by acknowledging more explicitly the role that school feeding could play in shifting gender roles and power imbalances. While some regional strategies acknowledge the role of school feeding in gender transformation, further support could be provided by the School-Based Programmes (SBP) service and the Gender Division to ensure that these aspects are integrated more consistently. Likewise, there are opportunities for the SBCC adviser at WFP headquarters to further collaborate with SBP to use SBCC for nutrition behaviour, and also support the shift of gender norms and roles in school feeding programmes and the community more broadly. In doing so, it would also be important to provide greater support to country offices to help them identify clear actions for making school feeding programmes gender-sensitive and gender-transformative in different contexts. There is also a need to develop guidance for country offices to reach adolescent girls by operationalizing the 8,000 days paradigm. Finally, the recent adoption of the WFP *Disability and Inclusion Road Map 2020–2021* represents an opportunity for WFP school feeding to contribute to the implementation of the Secretary-General United Nations Disability Inclusion Strategy by further addressing the needs of disabled children in the school feeding programme.

Climate change analysis and findings

24. This section presents the analysis of climate considerations conducted as part of the Strategic Evaluation of WFP's Contribution to School Feeding. It presents: (i) an overview of the WFP policies that deal with climate and the environment; (ii) a discussion of the incorporation of climate considerations in the 2013 School Feeding Policy, the School Feeding Strategy 2020–2030, and the regional school feeding concept notes; and (iii) key findings that emerged from the data collection and analysis.

Climate change in WFP policies

25. **WFP Climate Change Policy**, adopted in March 2017,³⁵⁶ states that its goal is “for vulnerable people, communities and governments to be able to address the impacts of climate on food security and nutrition and to adapt to climate change”. To achieve this goal within the context of the Strategic Plan, the Climate Change Policy identifies three main objectives:

- a) Support the most vulnerable people, communities and governments in managing and reducing climate-related risks to food security and nutrition and adapting to climate change.
- b) Strengthen local, national and global institutions and systems to prepare for, respond to and support sustainable recovery from climate-related disasters and shocks.
- c) Integrate enhanced understanding of the impacts of climate change on food security and nutrition into local, national and global policy and planning, including South–South cooperation, to address the impacts of climate change on food security and nutrition.

26. By outlining guiding principles and practical options, the Climate Change Policy aims to help staff integrate activities addressing climate change into their activities, with a view to supporting the United Nations Framework Convention on Climate Change, implementation of the Paris Agreement, the 2030 Agenda, and achieving the Sustainable Development Goals (SDGs), particularly SDG 2 (Zero Hunger), 13 (Climate Action), and 17 (Partnerships). The policy highlights partnerships and country-level action as critical in achieving its goals, and notes that anticipated climate impacts will heighten the need for humanitarian assistance in the coming years.

27. **WFP Environmental Policy** was approved in February 2017³⁵⁷ and focuses on “identifying, avoiding, addressing and managing environmental risks in WFP's interventions, while also recognizing that WFP's food assistance activities can generate environmental benefits”. The policy is structured around key objectives:

- Progressively enhancing the environmental sustainability of activities and operations
- Protecting the environment

³⁵⁶ WFP. 2017c. *Climate Change Policy*. 20 February 2017. Rome, WFP.

³⁵⁷ WFP. 2017e. *Environmental Policy*. 20 February 2017. Rome, WFP.

- Increasing resource efficiency and minimizing its carbon footprint
- Aligning its actions with good international practice and global standards for environmental sustainability
- Strengthening the capacity of partners to plan and implement environmentally sound activities for food security and nutrition.

28. Though complementary, the Environmental and Climate Change policies are distinct: “The Climate Change Policy addresses the impact of the environment on the food and nutrition security of WFP’s beneficiaries, while the Environmental Policy addresses the impact of WFP’s work on the environment on which WFP’s beneficiaries depend.” In other words, in terms of climate change, the Climate Change Policy focuses on adaptation and resilience, while the Environmental Policy focuses on mitigation.

Climate change in the WFP 2009 School Feeding Policy, 2013 Policy Update and the School Feeding Strategy 2020–2030

29. **Neither the 2009 nor the 2013 School Feeding Policy mentions climate change**, although the 2009 Policy does mention that environmentally friendly technologies (clean cookstoves) and practices (school gardens) can be part of the wider socio-economic benefits brought about through school feeding, albeit without detailing in what ways these programme aspects are deemed to be environmentally friendly.

30. Climate change is much more prominent in the School Feeding Strategy 2020–2030, which declares that WFP aims to “transform school feeding into a major driver of a climate change responsive approach to feeding children”, calling this “a key element” of the approach. Furthermore, the Strategy acknowledges the challenges that climate impacts present to global food production and nutrition, and highlights the alleged climate-sensitive benefits of HGSF: reduced carbon emissions through shorter supply chains; fostering low-energy demand habits among children; reducing packaging waste through local procurement; and contributing to community resilience by purchasing from farmers who practice climate-smart agriculture. Finally, the Strategy touches on the environmental benefits of energy-efficient cookstoves, for example, reduced deforestation.

31. By acknowledging the risks that climate change poses to food security and nutrition, while also referring to the reputed climate mitigation and adaptation benefits of school feeding approaches, the Strategy incorporates the concerns of both the 2017 Environmental Policy (mitigation) and the 2017 Climate Change Policy (adaptation).

32. Climate change is embedded in Work Stream 1 of the Strategy: “WFP will innovate to foster a climate change responsive approach to school feeding”. The Strategy notes that this innovative approach to addressing climate change is one of the key ways WFP will change its delivery of school feeding.

33. Though prominent in sections 1 and 2 of the Strategy (investment case and overview of the integrated package), mentions of climate change are absent from section 3, which outlines the WFP vision and strategic response. Hence, the Strategy fails to translate the climate-related objectives described in its earlier sections into clear implications and actions.

Climate change in regional school feeding concept notes

34. Most of the regional strategic concept notes make reference to climate change without giving it prominence. These references can be categorized as:

- Identifying climate impacts as a risk to food systems, educational access, and socio-economic well-being (RBC, RBD, RBJ, RBN, RBP)
- Identifying climate as one of the areas that SHN’s integrated approach aims to address (RBD, RBN)
- Noting the climate-related benefits of HGSF (RBD, RBP)
- Declaring plans to hire experts on climate-related issues (RBD, RBJ).

35. The concept notes are almost unanimous in acknowledging climate change as a threat, which reflects the content of the Strategy. Moreover, rationalizing HGSF as a climate-sensitive approach, and recognizing climate as a target area of the integrated approach, is also in line with what the Strategy says. In

highlighting hiring experts on the issue, the concept notes for RBD and RBJ go furthest in translating the rationale around school feeding and climate into clear action. Only RBB's concept note makes no reference to climate change.

Table 34 Climate change integration in regional strategic concept notes for school feeding

Regional bureau	Elements
RBB	<ul style="list-style-type: none"> Makes no mention of climate change.
RBC	<ul style="list-style-type: none"> Mentions climate change in terms of risk – generally as a threat to agricultural development in the region, and as a risk specific to Kyrgyzstan.
RBD	<ul style="list-style-type: none"> Notes that connecting school feeding to emergency preparedness, climate change and disaster risk management is one of the areas country offices are working on (four in order of priority) to promote the rationale of school feeding – school health and nutrition as a nexus between humanitarian and development contexts. Mentions climate change as one of the causes of economic shocks in the region to which Country Strategic Plans (CSPs) endeavour to respond. Notes the need for a specialist to lead on technical support to home-grown school feeding (HGFS), highlighting climate change adaptation and mitigation as key elements of the approach.
RBJ	<ul style="list-style-type: none"> Anticipates that the increasing regularity and severity of climatic events will worsen already inadequate food systems. As a key action, identifies funding to be made available for hiring experts on agriculture and climate change in six countries, as part of a push to enhance the cross-sectoral impact of school feeding.
RBN	<ul style="list-style-type: none"> Identifies climate and environment as intervention areas for which school-based programming provides a platform. Mentions climate change as a factor exacerbating lack of access to education. Notes that climate change is built into Strategic Objective 2 of Uganda's CSP – "Food insecure populations in areas affected by recurring climate shocks have access to adequate and nutritious food all year round".
RBP	<ul style="list-style-type: none"> Makes several mentions of recurring climate-related shocks in the region, particularly as a threat to Context 2 countries. Mentions investment in HGFS as important for promoting climate-smart local food systems.

Findings on climate change in Strategic Evaluation of School Feeding (SFSE) data collection

36. Climate change was infrequently mentioned in country-level interviews and survey responses; this belies the idea of climate change as a 'key element' of the WFP approach, and of school feeding as a 'major driver' of climate response. Thus the data suggest that, although addressing climate change is an official strategic priority, the extent to which this filters through to staff thinking is limited, and varies between levels of the organization. Specifically, it appears to lack prominence in the way global- and regional-level staff talk and think about school feeding.

37. Though the School Feeding Strategy touches on the environmental benefits of clean cookstoves, it gives far more weight to HGFS as a climate-sensitive modality, listing multiple ways in which it helps mitigate and adapt to climate impacts. However, when interviewees have described how school feeding programmes address climate change, this is overwhelmingly in relation to cookstoves. Despite being made explicit in the Strategy, the absence of references in interviews to HGFS as a climate-responsive approach suggests:

- A lack of appreciation among those on the ground of the strategic drive of WFP in this respect

- An absence of climate thinking around the design and implementation of HGSF initiatives at country level.

38. The data suggest that many stakeholders view clean cookstoves as the principal climate-responsive measure brought about by school feeding programmes, but questions remain as to whether these pieces of equipment reflect the Strategy's call for "an innovative approach to responding to climate change", and its assertion that this is a way in which school feeding delivery will change. The provision of fuel-efficient cookstoves has long been a common modality in development programmes, and was already established within WFP activities at the time of the 2009 Policy, which mentions them. Our data suggest a shift in the way pre-existing activities are spoken about (i.e. associating cookstoves more closely with climate issues), but less of a shift in the actual methods used to respond to climate change. Though this may suggest a new way of thinking, it does not reflect the innovation and change that the Strategy calls for in response to climate change.

39. It is clear that the reality of climate impacts is recognized at country level. Many of those interviewed and surveyed made reference to perceived effects of climate change and called for climate-sensitive responses to be prioritized, which is consistent with the Strategy's acknowledgement of climate change as a significant challenge. However, in spite of the recognition among staff and stakeholders of the threat of climate change, interviewees also report that the extent to which climate considerations are actually factored into school feeding – whether by WFP or Government – is very limited. As one staff member put it, climate change is "an area that WFP is not strong in. It needs much stronger thought leadership on how to integrate this in the supply chain and infrastructure. Also requires more internal capacity".

40. The document review undertaken by the evaluation team reflects and corroborates much of what has emerged from the interviews and survey. Findings on climate change are limited, and where they do emerge, they can mainly be categorized as: reporting of climatic threats; rationalizing climate sensitivity through the use of fuel-efficient stoves; and pointing out that not enough attention is paid to climate considerations.

Organizational readiness

41. Climate sensitivity and environmental sustainability are seen as relatively new agendas in WFP, and though interviewees identify these as priorities, they also note that there is insufficient leadership, internal capacity/expertise, and guidance in relation to them. The need for integration of climate considerations into school feeding programmes has even been questioned as being overstated. Nevertheless, the appointment of an energy adviser at Regional Bureau Nairobi (RBN) is seen as a step in the right direction.

Concluding remarks

42. Although climate considerations inform the objectives of the Strategy, the extent to which this translates into action and results on the ground is limited. There is a consensus among those interviewed and surveyed that more needs to be done on climate; climate considerations in programme design, internal guidance, and expertise are all lacking. If the Strategy's vision of school feeding programmes as major drivers of climate-responsive approaches is to be realized, more must be done to operationalize the objectives set out in the Strategy.

Digitalization and innovation analysis and findings

43. This section of the annex provides an overview of the current evaluation's findings related to digitalization and innovation. It covers: (i) the integration of this agenda within WFP policies; (ii) the extent to which the agenda is embedded in the 2013 School Feeding Policy, the School Feeding Strategy 2020–2030, and the regional school feeding concept notes; and (iii) the findings and conclusions that have emerged from this Strategic Evaluation's data collection phase.

Digitalization and Innovation in the WFP School Feeding Policy 2013 and the School Feeding Strategy 2020–2030

44. Neither the 2009 nor the 2013 School Feeding Policy mention digitalization. This agenda appears to have come into prominence later. However, the 2009 Policy and 2013 update both state that building an evidence base to support learning and innovation is an objective. In the 2013 Policy, this is explicitly

identified as a “priority action”. Furthermore, the 2013 Policy explicitly refers to innovation in the context of Objective 5, “To Develop Links between School Feeding and Local Agricultural Production Where Possible and Feasible” and alludes to it under item 62: “[w]herever feasible, country offices should incorporate new tools such as cash, vouchers or local purchase, to increase the effectiveness of programmes”. Other mentions of innovation in the 2013 Policy are less specific in terms of guidance, such as reference to “country-level innovations” and “countries with potential for innovation” without further explanation.

45. Though absent from the 2013 Policy, the digitalization agenda is firmed up and integrated into the 2020–2030 Strategy, prominently embedded in Work Streams 1 and 4, which are explicit in detailing certain objectives and priority tools to develop:

- a) Sharing Knowledge and Best Practice Globally (Work Stream 1)
 - “WFP will support the development of global public goods such as a comprehensive school feeding database and will document and share global lessons learned, best practices, standards and norms more effectively”.
- b) Under Strengthening Programmatic Approaches (Work Stream 4), WFP will work on:
 - **A digital school feeding platform** for real-time data availability and better/quicker decisions
 - Linking the school feeding platform with national reporting/monitoring systems
 - Digital solutions for attendance tracking, monitoring of meals served, and stock management
 - Integrated dashboards to support country offices
 - **Digital platforms to train school feeding actors** in nutrition education, food quality and safety, and healthy eating habits.

46. Digitalization and innovation are interlinked and often interchangeable; the development of new digital tools is often essentially innovative. However, “innovation” is a broad term that can also refer – both in the Strategy and in wider organizational thinking – to concepts and approaches outside of the digital agenda. In the 2020–2030 Strategy, innovation is articulated in relation to:

- Development of new digital tools and the digitalization of previously analogue data and processes (Work Stream 4, as described above)
- Development of new approaches to programme implementation – the Strategy specifically mentions supporting governments in Context 3 countries in this regard, as well as innovating to ensure coverage of crisis-affected children
- Development of ways to address climate change (Work Stream 1)
- Innovative funding mechanisms (Work Stream 2).

47. Due to the broad nature of the term “innovation”, its application – whether in organizational documentation or in the way WFP staff talk about activities and strategies – can at times be somewhat ambiguous, as is evidenced in many of the interviews and survey responses submitted during data collection for the current evaluation (see ¶154 onwards below).

Digitalization and innovation in Regional School Feeding Concept Notes

48. The regional strategic concept notes vary significantly in their treatment of digitalization and innovation – from containing minimal or no references, and touching on the themes fairly vaguely, to firmly integrating the agenda and providing clear examples. Such variance reflects the broad scope and diverse opportunities for application of this agenda.

49. The concept notes for Regional Bureau Bangkok (RBB) and Regional Bureau Cairo (RBC) are notably lacking in reference to the digital agenda. Digitalization is articulated in the concept notes for Regional Bureau Dakar (RBD), Regional Bureau Johannesburg (RBJ), RBN, and Regional Bureau Panama (RBP), which all either provide clear examples of its application within school feeding, or references to its implications for school feeding, citing tools such as the PLUS Menu tool (RBD, RBP), attendance tracker (RBD), dashboards (RBD, RBJ), and outcomes such as better management of school feeding programmes, real-time monitoring and analysis, and data-driven decision-making (RBD, RBJ, RBN, RBP). The rationales present in the concept

notes are in line with what the Strategy says about digitalization. It is expected that the Strategy Regional Implementation Plans, which are currently being developed and are expected to be completed by mid-2021, will provide more detailed input on the digital transformation road map.

50. RBB and RBJ's concept notes do not mention innovation. The concept notes for RBC and RBP (and RBN to a limited extent) discuss innovation in terms of building an evidence base, as well as South-South and Triangular Cooperation (SSTC) and knowledge sharing – the increase in and importance of exchanging ideas around innovative solutions between countries. The RBP concept note makes a case for the Latin America and Caribbean (LAC) region as central to the development of innovative solutions that can be shared globally, arguing that the level of advancement of many countries in the region makes it a fertile testing ground for new approaches. Elsewhere, innovation is articulated in terms of financing (RBD) and partnerships in response to Covid-19 (RBP).

51. The RBC and RBN concept notes both acknowledge the role of remote support in responding to Covid-19, though whether this is in reference to digital solutions or other transformations in the way support is delivered remains unclear. The RBB concept note highlights the shortcomings in remote learning modalities, pointing out that access to the requisite resources among beneficiaries varies.

Table 35 Digitalization and innovation integration in regional strategic concept notes for school feeding

Regional Bureau	Elements	
	Digitalization	Innovation
Regional Bureau Bangkok	<ul style="list-style-type: none"> In its context analysis mentions connection through digital networks as a consequence of economic growth, but does not mention this in terms of any WFP agenda Highlights unequal access to remote learning in the context of Covid-19 	<ul style="list-style-type: none"> No mention of innovation
Regional Bureau Cairo	<ul style="list-style-type: none"> Touches on “remote support modalities” in response to Covid-19, but does not provide detail No mention of an overarching push for digitalization 	<ul style="list-style-type: none"> Makes two mentions of the rise in sharing of innovative solutions between countries in the region – SSTC Asserts that building an evidence base will help RBD develop innovation Notes that WFP Armenia will “develop a more sustainable and innovative home-grown school feeding model”
Regional Bureau Dakar	<ul style="list-style-type: none"> Is explicit about the way the RB School Feeding Road Map is informed by the Strategy, describing aspects of the digital agenda that fall under Work Stream 4: digital tools for nutrition education; and digital solutions for the management and tracking of school feeding support. Specifies the menu planner, attendance tracking tool, and school feeding dashboards as composing the latter Mentions the imminent appointment of a member of staff to lead on digitalization and innovation 	<ul style="list-style-type: none"> States that innovative financing models will form part of the core of the school feeding plan

Regional Bureau	Elements	
	Digitalization	Innovation
Regional Bureau Johannesburg	<ul style="list-style-type: none"> Enhanced use of digital tools is listed under priorities, using the example of dashboards to facilitate monitoring, data collection, and analysis of quality and performance 	<ul style="list-style-type: none"> No reference to innovation
Regional Bureau Nairobi	<ul style="list-style-type: none"> Identifies “digital tools and innovation” as a cross-cutting theme, overarching objective, and key element of the integrated approach Specifically identifies the digitalization and automation of SHN data as an objective to enable real-time, data-driven decision making Mentions “remote support modalities” in response to Covid-19, but does not provide detail 	<ul style="list-style-type: none"> Mentions the innovative packaging of evidence for internal and external knowledge sharing, but otherwise all references to innovation are tied to digitalization
Regional Bureau Panama	<ul style="list-style-type: none"> Refers to digitalization and innovation as key mechanisms to improve programme quality and efficiency but, apart from a passing reference to the PLUS Menu tool under Work Stream 4, provides no specifics 	<ul style="list-style-type: none"> Of all the regional concept notes, this makes most reference to innovative solutions and approaches Asserts that WFP has piloted innovative solutions in Context 2 countries, citing HGSF as an example Mentions the WFP role in sharing innovations through SSTC, and calls LAC “one of WFP’s main innovation labs”. Argues for the region’s importance in Work Stream 1, as it provides opportunity for investment in new approaches, as well as a “point of reference” for the WFP research agenda Looking forward, cites the next generation of Systems Approach for Better Education Results (SABER) tools as innovations that WFP should harness Mentions innovation as a key element of a partnership formed in response to Covid-19 on “communicating through programmes”

Findings on digitalization and innovation in SFSE data collection

52. WFP staff are well aware of the push for digitalization and innovation, but there is a lack of clarity on how these concepts are defined. As demonstrated above, digitalization and innovation are broad terms, rationalized in the Strategy as contributing to a variety of outcomes within school feeding. However, they have often been mentioned – in concept notes, interviews, and survey responses – in vague terms, without articulation of their tangible implications for school feeding. This suggests that, while WFP has gone some way to building a “digitalization and innovation agenda”, more could be done to promote clarity on what it might look like and how to operationalize it, such as producing guidance and promoting a clear framework for its advancement.

53. The most clearly elucidated ideas of innovation in the 2013 Policy relate to HGSF and local purchase, modalities that have become mainstreamed into WFP school feeding work. Indeed, HGSF is a predominant

approach in school feeding globally, but interviewees rarely spoke of it in terms of “innovation”. In other words, methods that were previously thought of as innovative have become normalized. In this sense, WFP has successfully pursued innovation as defined in the 2013 Policy.

54. There is substantial evidence that digital tools can improve efficiency and cost-effectiveness of school feeding programmes. Noteworthy examples include:

- a) **The menu optimizer tool (PLUS Menu)** which, “through an advanced algorithm, calculates the most nutrition-rich menu at the lowest cost and with the highest proportion of local food.”³⁵⁸ The pilot of this tool in Bhutan enabled the design of a new school menu with the same nutritional value as the previous one, but with a 20 percent reduction in cost (and with a higher percentage of food procured locally, and an efficiency gain simulation undertaken by the Innovation Accelerator team suggested in excess of US\$10 million per year of potential savings with widespread use of the tool.
- b) **The School Connect tool**, designed to enable schools to track attendance and enrolment of students, monitor the food stock, and produce reports on food consumption, all with real-time data availability. During the pilot in Burundi, it saved staff time which would have otherwise been spent manually entering data into COMET, and calculations suggest that, if scaled up nationally in Burundi, it would save seven staff five days per month.³⁵⁹

55. Many survey respondents recognized the potential benefits of digitalization, but only one rationalized this in terms of cost-effectiveness. Various respondents called for more sharing of innovative ideas and lessons learned across country offices, which links directly to the 2013 School Feeding Policy's priority action of building an evidence base to support learning and innovation. Survey respondents were of the view that digitalization and innovation are particularly useful and should be better exploited in relation to: data management and M&E; coverage and reaching out-of-school children; funding; and e-learning and curricula.

56. The data indicate that WFP expertise in digital technology positions it well to support Government in this area. For example, WFP has a seat at the table for conversations around the Cambodian Government's own digitalization push. Handover to Government should be a key consideration when rolling out digital initiatives; WFP and Government digital systems need to be connected and harmonized for digitalization to continue benefiting school feeding after handover, and government personnel must have the capacity to use the digital technologies and systems embedded in the programme. It is worth noting that, in the successful pilot of the PLUS Menu tool, the School Health and Nutrition Division of Bhutan's Ministry of Education collaborated with WFP from the outset.

57. Covid-19 has enforced remote working and learning arrangements globally, so it follows that the digital agenda is recognized as a key part of the Covid-19 response, both within and outside of school feeding. This is reflected in much of the Covid-related guidance material, which acknowledges the need for integration of digital transformation across programmes and activities. Examples include an initiative to source digital solutions from SSTC partners to address Covid-19³⁶⁰ registration and beneficiary information management; data collection;³⁶¹ digital tools for distance education³⁶² and remote post-distribution monitoring.³⁶³ Similarly, various survey respondents called for digitalization and innovation in response to Covid-19. Some were more specific – e.g. e-learning to reach out-of-school children; finding alternatives to on-site feeding – while some are less specific, calling simply for “digital solutions”. Some call for digital

³⁵⁸ WFP. 2019a. *Bhutan Annual Country Report 2019*. Rome, WFP.

³⁵⁹ WFP. 2019b. *Burundi Annual Country Report 2019*. Rome, WFP.

³⁶⁰ WFP. 2020v. *Guidance on Engaging National Counterparts in Line with Covid-19 Response*. Rome, WFP.

³⁶¹ WFP. 2020zd. *Responding to the Development Emergency Caused by Covid-19. WFP's medium-term programme framework*. Rome, WFP.

³⁶² UNESCO, UNICEF & WFP. 2020b. *Guidance Notes on Reopening Schools in the Context of Covid-19 for School Administrators and Principals in Latin America and the Caribbean*. Paris, New York and Panama City, USA, UNESCO, UNICEF & WFP Panama City.

³⁶³ WFP. 2020zn. *Targeting and Prioritization of Impoverished and Food-insecure Populations Affected by Covid-19. Safeguarding and scaling up assistance for people most at risk*. Rome, WFP.

learning solutions for students, while some call for innovative alternatives to onsite feeding, but generally there appears to be consensus that the digitalization and innovation agenda is key to enabling WFP to adapt to Covid-19.

58. In 2019, the Brazil Centre of Excellence (CoE) started to react to diminished resources by expanding many of its services into an online portfolio called Virtual Exchanges. The CoE did this in the hope that conducting much of their business virtually – including study visits/exchange programmes, meetings with governments, technical assistance, and visits to headquarters – would save money and reduce environmental impact. Thus, the CoE was already well-equipped to meet many of the requirements brought on by Covid-19, which facilitated service continuity. In this sense, digital investment could play an important role in preparedness: if the right digital infrastructure is in place, it could facilitate a smooth transition to online service provision in the event of a crisis.

Concluding remarks

59. Digitalization and innovation are not ends in themselves, but means through which WFP objectives may be achieved. WFP should promote a shift in staff thinking from a focus on digitalization and innovation as abstract concepts, to a focus on what they can enable WFP to do. More clarity and cohesion in the way staff think and speak about digitalization and innovation will lead to more clarity and cohesion in the pursuit of this agenda.

60. HGSF can be seen as an example of successful scaling-up and mainstreaming of an innovative approach; it has become a dominant paradigm of global school feeding.

61. There are clear benefits to specific digital tools, such as improved cost-effectiveness of school feeding programmes, and WFP should continue to enact its coordinated plan to enable country offices to learn about, adopt, and benefit from such functionalities. The evaluation team acknowledges that many digital solutions are still in development, and a careful roll-out in targeted countries is necessary to ensure the relevance and effective operation of the tools in those contexts. A well-coordinated plan for the uptake of digital innovations will enable WFP to anticipate and mitigate limiting factors, while also ensuring that steps are in place that will enable WFP digital innovations to bear fruit and enhance programmatic results.

62. Designing, piloting, and rolling out digital solutions in collaboration with Government from the outset is conducive to harmonization between WFP and government systems, alignment of digital tools to government priorities, and ensuring that the right capacities are in place to take the benefits of such tools forward during and after transition to government ownership.

63. The Covid-19 pandemic has shown the value of digital infrastructure. Investment in this area can make an important contribution to crisis preparedness and response.

Annex M Covid-19

Purpose of this annex

1. This annex provides a summary overview of how WFP responded to the Covid-19 pandemic. The overview is not comprehensive and is mainly a mini case study for the evaluation on organizational readiness. The annex starts with a brief overview of how the evaluation team adjusted its approach and methodology in light of the Covid-19 situation. The remainder of the annex outlines how WFP adjusted its school feeding portfolio and approach in response to the Covid-19 pandemic. It identifies lessons from the WFP response to the Covid-19 pandemic and considers implications for future WFP programming and for organisational readiness.

2. The annex is based on the same sources of evidence that were used for the overall evaluation. Therefore, it draws findings from the country studies, global interviews, and from the evaluation survey, which included a question on Covid-19. The annex provides a snapshot overview of how WFP engaged, and provides feedback from the evaluation sources on what was achieved, and how the response to the Covid-19 pandemic illustrates key aspects of WFP organisational readiness.

Context

3. **The outbreak of the global Covid-19 pandemic in February 2020 resulted in a rapid and unprecedented shut down of schools.** The closure of schools affected access to education in 192 countries around the world, with almost 1.6 billion children out of school. It also significantly affected access to school feeding and to other services (vaccination, deworming) for millions of children, including many children for whom school feeding is the only regular meal they receive. As a result of the Covid-19 pandemic, at the time of writing, approximately 370 million children were missing out on school meals³⁶⁴ School children around the world, are being considered among the most affected victims of the pandemic.³⁶⁵ The pandemic presents an unprecedented risk to children, who are now facing adverse effects on their learning, safety, health and well-being³⁶⁶ with consequences for countries' overall human capital being potentially considerable and long term.³⁶⁷ The negative impacts of the pandemic will not be distributed equally and are likely to be most damaging for children in the poorest countries, and for those who were already vulnerable, including girls.³⁶⁸ Risks include deeper poverty for families, threats to survival, compromised health and nutrition, risks to child safety, increased numbers of out-of-school children (and children with disabilities out of school) and an exacerbated learning crisis with increased learning inequality. In many countries, Covid-19 has added to the unprecedented increase in scale and duration of humanitarian crises over the past two decades, and to contexts where different crises are interacting in already fragile contexts and creating increasing challenges (see Annex O).

WFP internal and external response to Covid-19

4. **Internally**, WFP sought to act quickly.
- Starting in early March the School-Based Programmes (SBP) service engaged in a strong internal advocacy campaign to ensure that country directors would not reallocate school feeding funds for use elsewhere.

³⁶⁴ WFP. 2020zs. *WFP Global Monitoring of School Meals During Covid-19 School Closures. Interactive Covid-19 map*. Rome, WFP. <https://cdn.wfp.org/2020/school-feeding-map/>.

³⁶⁵ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

³⁶⁶ WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030*. Rome, WFP. WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

³⁶⁷ Public Health Agency of Sweden. 2020. In WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

³⁶⁸ United Nations. 2020. In WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

- SBP became part of the Operational Task Force led by Covid-19 crisis response director, Amer Daoudi, meeting every other week with all regional directors to discuss the operational aspects of the crisis response. This was used as a platform to communicate and advocate for the school feeding response (among other priorities).
- To respond to Covid-19, the SBP service divided work into two main streams: one sub-team working together with Partnerships and Programmes to help country offices find alternative ways to support children. The other half of the SBP Division was tasked with continuing the strategic projects that were not COVID-specific.
- Bi-weekly calls between the SBP Division and regional bureaux teams were introduced to monitor progress and receive feedback.
- SBP has set up a knowledge- and information-sharing website for school feeding on the WFP intranet and extranet. A WFP newsletter has provided periodic updates on the response.
- School Feeding and Nutrition was included as one of the big pillars of the recently developed medium-term programme framework.³⁶⁹ At the time of writing, the WFP headquarters' Country Capacity Strengthening (CCS) team was developing specific guidance for conducting CCS in the Covid-19 context.

5. **Externally**, WFP moved quickly on various fronts to respond to the crisis:

- WFP was one of the first agencies to integrate itself into the Global Education Coalition launched by UNESCO in response to Covid-19.
- WFP rapidly developed a global dashboard and map to monitor school closures around the world, numbers of children missing out on school meals, and up-to-date information on what governments are doing to support out-of-school children.
- In mid-March 2020, WFP issued a first press release announcing that approximately 350 million children were affected by the pandemic. This news item caused significant interest in the media and was widely disseminated.³⁷⁰
- The SBP unit rapidly put together and reached out to its country offices with briefing/talking points and requests for country offices to engage with Government and partners on the Covid-19 response to ensure that school children and families continued to receive support during the crisis.
- WFP SBP/WFP worked with United Nations partners, particularly UNICEF, Food and Agriculture Organization of the United Nations (FAO) and United Nations High Commissioner for Refugees (UNHCR) on various guiding documents and toolkits, as well as webinars.³⁷¹ These efforts took place globally, at regional level, and at country level, as Box 24 below illustrates.
- WFP quickly communicated with donors to discuss and secure flexibility in the use of funds for adapted modalities of school feeding. This included converting funds for meals in schools to take-home rations, cash, and vouchers.

³⁶⁹ WFP. 2020zd. *Responding to the Development Emergency Caused by Covid-19. WFP's medium-term programme framework*. Rome, WFP.

³⁷⁰ WFP. 2020zs. *WFP Global Monitoring of School Meals During Covid-19 School Closures. Interactive Covid-19 map*. Rome, WFP. <https://cdn.wfp.org/2020/school-feeding-map/>.

³⁷¹ WFP & UNICEF. 2020a. *Joint Message on School Health and Nutrition in the context of the Covid-19 in Eastern and Southern Africa*. Rome and New York, WFP and UNICEF. WFP & UNICEF. 2020c. *Supporting Children's Well-being During the Covid-19 Pandemic. UNICEF-WFP Partnership on School Health and Nutrition*. Rome and New York, WFP and UNICEF. UNESCO, UNICEF & WFP. 2020a. *Guidance Notes on Reopening Schools in the Context of Covid-19 for Ministries of Education in Latin America and the Caribbean*. Paris, New York and Panama City, USA, UNESCO, UNICEF & WFP Panama City. WFP, FAO & UNICEF. 2020. *Interim Guidance Note. Mitigating the effects of the Covid-19 pandemic on food and nutrition of schoolchildren*. Rome and New York, WFP, Food and Agriculture Organization of the United Nations (FAO) and UNICEF. UNESCO, UNICEF & WFP. 2020b. *Guidance Notes on Reopening Schools in the Context of Covid-19 for School Administrators and Principals in Latin America and the Caribbean*. Paris, New York and Panama City, USA, UNESCO, UNICEF & WFP Panama City.

Key evaluation findings on the Covid-19 response and reflections on organizational readiness

Relevance

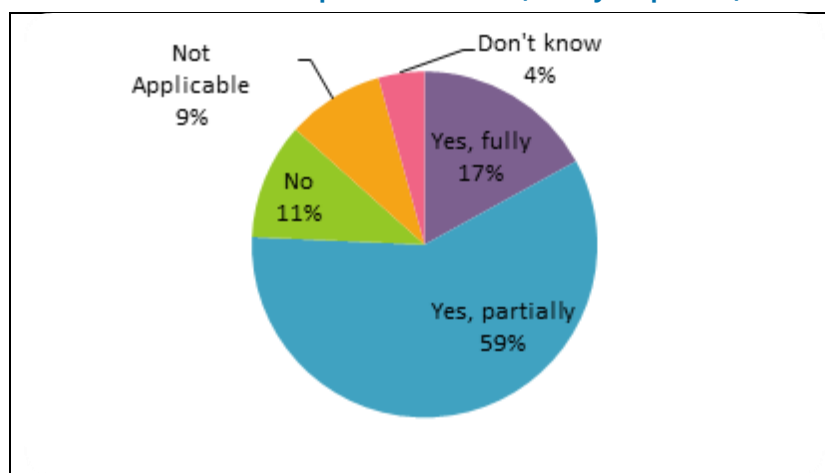
6. Internal and external sources of evidence (interviews and country studies) highlight that the **WFP response to Covid-19 is perceived as having been relevant and timely**. Feedback from interviews and country studies to the evaluation was very positive in this respect.

Results and outcomes

7. According to WFP data as of June 2020, three quarters of countries where WFP had implemented school feeding reported having converted to alternative mechanisms to on-site school feeding, reaching 6.9 million vulnerable children in low-income countries. Of these, 31 countries reported the use of take-home rations, six reported the use of cash-based transfers, and three countries implemented a combination of modalities depending on the local situation, including home delivery, and provision of cash or vouchers.³⁷²

8. WFP country and regional staff responses to the survey show that the majority think that WFP has adapted at least partially to respond to the Covid-19 pandemic.³⁷³ Notably, 84 percent of respondents from regional bureaux think this, while country office respondents are slightly less optimistic at 75 percent (data not shown).

Figure 23 Extent to which WFP has adapted to Covid-19 (survey responses)



Source: Evaluation team analysis of survey responses.

9. The evaluation country studies highlight how countries adopted different responses to Covid-19:

- In some countries, school feeding has been included as part of school reopening plans, e.g. Rwanda or Mozambique.
- In other countries, school feeding has been converted to take-home rations or vouchers, for example, in Cambodia, and Syria from among the evaluation country studies.
- In various countries, distribution of take-home rations was accompanied by messaging around Covid-19 prevention and the importance of schooling (e.g. in Tete Province, Mozambique).

10. With partners, WFP worked on preparing guidance for reopening schools. However, across most countries, it remained unclear at the time of the evaluation what will happen when schools reopen.

³⁷² WFP. 2020z. *Mid-Term Review of the WFP Strategic Plan (2017–2021)*. Outline. Informal consultation. In WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

³⁷³ The question asked in the survey was: "Has WFP been able to adapt its school feeding activities in response to the Covid-19 pandemic so as to fulfil their objectives as far as possible given the constraints?"

Box 24 Examples of guidance and messages developed on Covid-19, reflecting WFP headquarters, regional bureaux and country office efforts

WFP, FAO and UNICEF developed a Guidance Note for governments and decision makers to mitigate the effects of the Covid-19 pandemic on schoolchildren's food and nutrition. The note includes recommendations for contexts in which schools have closed and where they remain open.³⁷⁴

WFP and UNICEF published a **Joint Message on School Health and Nutrition in the context of Covid-19 in Eastern and Southern Africa**, which was produced for governments and for UNICEF and WFP country offices in the region.³⁷⁵

WFP, UNESCO and UNICEF worked together in the Latin America and Caribbean (LAC) region to produce Guidance Notes on reopening schools in the context of Covid-19 for ministries of education in LAC.³⁷⁶

WFP India country office developed a two-page gender and protection note to ensure that response actions take into account the differentiated impacts of Covid-19 on vulnerable groups, girls, boys, women and men.³⁷⁷

WFP produced a Guidance Note on How to Engage National Counterparts in line with Covid-19 response on technical assistance, country capacity strengthening and South-South and Triangular Cooperation.³⁷⁸

11. Covid-19 enforced remote working and learning arrangements globally, so it follows that the digital agenda is recognized as part of the Covid-19 response. This is reflected in much of the Covid-related guidance material, which acknowledges the need for integration of digital transformation across programmes and activities. Examples include an initiative to source digital solutions from South-South and Triangular Cooperation (SSTC) partners to address Covid-19;³⁷⁹ registration and beneficiary information management; data collection;³⁸⁰ digital tools for distance education;³⁸¹ and remote post-distribution monitoring.³⁸²

Partnerships

12. **WFP was able to draw on stronger partnerships at global level, which it had been building prior to the Covid-19 crisis**, including the partnerships that emerged from the high-level meeting of UN partners in Paris in July 2019, and in particular the partnership between UNICEF and WFP on school health and nutrition.³⁸³ The country studies provide examples of the response to the Covid-19 pandemic offering an opportunity for strengthening this collaboration, e.g. Haiti.

³⁷⁴ WFP, FAO & UNICEF. 2020. *Interim Guidance Note. Mitigating the effects of the Covid-19 pandemic on food and nutrition of schoolchildren*. Rome and New York, WFP, Food and Agriculture Organization of the United Nations (FAO) and UNICEF.

³⁷⁵ WFP & UNICEF. 2020a. *Joint Message on School Health and Nutrition in the context of the Covid-19 in Eastern and Southern Africa*. Rome and New York, WFP and UNICEF.

³⁷⁶ UNESCO, UNICEF & WFP. 2020a. *Guidance Notes on Reopening Schools in the Context of Covid-19 for Ministries of Education in Latin America and the Caribbean*. Paris, New York and Panama City, USA, UNESCO, UNICEF & WFP Panama City.

³⁷⁷ WFP. 2020u. *Gender and Protection Considerations in the Context of Covid-19*. WFP India.

³⁷⁸ WFP. 2020v. *Guidance on Engaging National Counterparts in Line with Covid-19 Response*. Rome, WFP.

³⁷⁹ WFP. 2020v. *Guidance on Engaging National Counterparts in Line with Covid-19 Response*. Rome, WFP.

³⁸⁰ WFP. 2020zd. *Responding to the Development Emergency Caused by Covid-19. WFP's medium-term programme framework*. Rome, WFP.

³⁸¹ UNESCO, UNICEF & WFP. 2020b. *Guidance Notes on Reopening Schools in the Context of Covid-19 for School Administrators and Principals in Latin America and the Caribbean*. Paris, New York and Panama City, USA, UNESCO, UNICEF & WFP Panama City.

³⁸² WFP. 2020zn. *Targeting and Prioritization of Impoverished and Food-insecure Populations Affected by Covid-19. Safeguarding and scaling up assistance for people most at risk*. Rome, WFP.

³⁸³ Key informant interviews. See also: WFP & UNICEF. 2020c. *Supporting Children's Well-being During the Covid-19 Pandemic*. UNICEF-WFP Partnership on School Health and Nutrition. Rome and New York, WFP and UNICEF.

13. **Efforts by agencies such as UNESCO to put in place a joint response** were also important.³⁸⁴ Overall there was a sense of a strong united response among different agencies globally (see examples of guidance above), and in some countries, for example, Côte d'Ivoire.

14. Across a range of countries, at the start of the Covid-19 pandemic, WFP was able to take an active role in the national dialogue and discussion on education responses to Covid-19. WFP brought the discussion on school feeding to the table and ensured that this was included among the education priorities (Côte d'Ivoire, Rwanda).

Explanatory factors

15. **The country studies and regional bureaux interviews highlight that the briefing notes and other resources** that WFP (with partners) put at the disposal of regional bureaux and country offices, and which were rapidly made available, proved to be a very valuable tool for countries to draw on in their engagement with Government and partners (survey responses and interviews).

16. **WFP shifted quickly on the ground if they had existing stock that could be used for another modality.** However, countries without stock of this kind did not have this level of flexibility, and therefore this was not the case in all countries.

17. Overall, there are indications that Covid-19 has prompted decision makers around the world to see the importance of schools and getting meals to children – in Africa, Latin America, and Asia, and also in Europe, Russia, and the USA.

18. **Donor flexibility has clearly been important to WFP capacity to respond.** A number of WFP traditional donors rapidly – and unprecedentedly – agreed to convert part or all of their school feeding funding to vouchers and take-home rations and also essentially suspend monitoring, though with the request to provide as much information as possible and keep the donors informed. This allowed WFP to move quickly to put in place support for school children (e.g. in Tete province in Mozambique with Canadian funding, in various McGovern-Dole-supported countries). Nonetheless, the fact that authorisation was necessary brought inevitable delays, and some informants suggested that WFP systems need to be more agile to be able to anticipate and work across such barriers. Other donors are waiting to see evidence of the effects of these interventions and approaches.

19. The strength of national dialogue structures on education and the WFP position within these national education and social protection coordination structures appears to have played an important role in the advocacy around school feeding as part of the Covid-19 response. Thus, in Rwanda, where WFP already had a prominent position in education and cross-sectoral dialogue structures, it proved much easier to have these discussions than in Mozambique where national coordination structures are weaker and where the Government is not keen on external partners taking initiatives.

20. In some countries, **Covid-19 has brought to the forefront the role of school feeding as a social safety net.** For example, in Rwanda, engagement with social safety nets had been on the WFP agenda as part of school feeding, but it had been challenging to achieve (this was also the case in Haiti).

Challenges

21. It has proven challenging to ensure that school children who usually receive school feeding were picked up by social safety nets. Anecdotal evidence suggests that these safety nets were not rolled out as comprehensively as hoped.

22. **School feeding policies/strategies in countries can facilitate the dialogue around responses in emergency situations.** In some countries, little provision has been made in the national strategies for an emergency response (e.g. Mozambique) making it more difficult to position school feeding effectively.

23. Overall, **the Covid-19 response has highlighted “how important contingency plans are ... (and) how little knowledge management and learning we have done from previous disasters”.** In this context,

³⁸⁴ UNESCO founded the Global Education Coalition to support the Covid-19 response. The Coalition has more than 130 members, including WFP.

global interviews concurred on the need for much **more emphasis on preparedness and on strategic long-term thinking around shock-responsive school feeding**.

24. In the same vein, country studies suggested more clarity and guidance is needed on what shock-responsive school feeding should/can mean in practice so that countries are able to ensure that this is part of policies and strategies at national level.

25. The need to respond to **Covid-19 has led to some delays in areas of implementing the WFP School Feeding Strategy**, such as the process for drafting regional school feeding concept notes and regional implementation plans. This area of work had been launched by SBP following the approval of the new School Feeding Strategy 2020–2030, just before the Covid-19 outbreak in February 2020. With the need to prioritize Covid-19, the timeline for the regional implementation plans has been extended.

26. **Covid-19 has had negative effects on the HGSF model across countries.** Various country examples, including Haiti, Côte d'Ivoire, Rwanda and Mozambique, underscore that in countries with home-grown school feeding (HGSF), farmers have not been able to sell their produce, increasing their vulnerability.

27. The effects and impacts on beneficiaries of converting school feeding to take-home rations and vouchers remains to be established, and the need to monitor and show evidence of the effects has been raised by donors. Current WFP monitoring systems are not well equipped for capturing such effects, and school feeding indicators focus on effects at pupil level, not household level. In addition, the impact of the crisis has also reduced the level of feedback from country office to SBP. Opportunities for digitalization of data collection and of south-south cooperation should be explored.

Box 25 Selected survey feedback on the response to Covid-19 and similar emergencies

"WFP programmes should continue providing take-home rations to cover needs of the entire household, even after school reopens and in addition to the in-school meals, as an incentive to return to school and improve food security/basic needs at household level (considering continued income losses); and should advocate for government-run programmes to do so as well – leveraging school feeding as broader social protection and safety nets." (WFP regional bureau respondent)

"Our knowledge of the connection between school/pupils and communities/families is limited. This means when pupils are out of school, we lose largely the ability to understand the impacts and to reach the most vulnerable families. Better information on the pupil's households might help us understand how to integrate with social protection offered to those families/communities." (WFP regional bureau respondent)

"More focus on take-home rations for the families of the pupils, to assist the households in income. However, WFP's support might also be shrinking due to diminished funds; a good option might be to develop social protection systems with child education being conditional." (Country office respondent, Southern Africa)

"It will be necessary to look for new ways to reach the students, through innovative tools. In contexts like LAC, the governments have ways to reach students, specially those who live in urban areas, but in rural contexts there are some gaps, like poor internet conditions. That is an opportunity for WFP to work together with the Ministry of Education to implement strategies to contribute to reducing child malnutrition with communications spots, [and by] strengthening community leaders." (Country office respondent, Latin America)

"There is a need to plan adjustments in modality from the outset of programmes' design, including in governmental programmes, and to provide additional assistance to teenage girls in the shape of take-home rations and others." (Country office respondent, Southern Africa)

"Coordinate with the Vulnerability Analysis and Mapping (VAM) unit to create the evidence on the secondary impact of the pandemic and how this affects the school population, in order to propose adaptations of social protection programmes including school feeding." (Country office respondent, Latin America)

Conclusions and areas of recommendation

28. Through quick action, WFP was able to ensure that approximately half of the targeted 12.8 million schoolchildren were reached at least once during the Covid-19 crises with take-home rations. The quick action and partnership with others likely ensured that funds were not reallocated elsewhere. However, compared to the needs (370 million children missing out on school meals), the number of children reached through take-home rations remains small.

29. The WFP response to Covid-19 has advanced WFP partnerships' intentions, as expressed in the School Feeding Strategy 2020–2030, considerably beyond where expected in 2020. The strength of the partnership approach has been recognized by multiple external partners and is reflective of joint efforts, but also sees WFP occupying a position that it has not previously had. This is reflected in the many joint developments and guidance publications, joint messaging of regional bureaux and country offices, and at headquarters.

30. The quick response by WFP is recognized and appreciated by partners. In the long-term, however, WFP systems need greater agility and shock-responsiveness to enable modalities to shift more easily.

31. **The Covid-19 school feeding response has replicated WFP “tried and tested” modalities of support** – take-home rations, vouchers, cash transfers – without significant innovation. As part of emergency preparedness and adaptation, WFP should examine whether these alternatives are best suited to the needs of pupils and their families. More innovative alternatives should be considered.

32. **The Covid-19 response underscores that emergency preparedness and adaptation plans for school feeding** need to be in place in country strategies and as part of WFP work, regardless of the type of context (as per the School Feeding Strategy). The revised School Feeding Policy 2020–2030 needs to provide guidance for shock-responsive school feeding.

33. Covid-19 has put health, water, sanitation and hygiene, nutrition and school feeding in the forefront as necessary areas ("enabling factors") that need to be invested in to enable quality education and equity for all children. This will require strong partnerships with others; this is an area that WFP has been working on, but (as this evaluation has shown) remains weak at country level.

34. **The degree to which WFP was able to ensure adequate targeting and prioritization of the most vulnerable pupils** (which is critical in light of limited coverage capacity) is not clear at the time of writing. WFP needs to prioritize scarce resources on the most vulnerable and develop effective ways of targeting. No evidence was available at the time of writing as to how the Covid-19 response took into account the differential needs of boys and girls, and ensured that the most vulnerable, including those with disabilities, were prioritized.

35. WFP monitoring and lesson learning for school feeding needs to be adjusted to be able to capture the effects of vouchers and take-home rations on pupils during these kinds of crises, including the differential effects on girls and boys. This lesson learning should also extend to assessing the effectiveness of the messaging that was included and disseminated, together with the rations and vouchers in some countries.

36. The Covid-19 pandemic has heightened understanding of school feeding as part of social protection systems. However, there is a need to think this through this much more systematically. **School feeding needs to be viewed from both angles: social protection and education.**

37. The delay in drafting WFP School Feeding Regional Implementation Plans represents an opportunity for a more systematic and deliberate inclusion of responses to crises emergencies in the WFP regional implementation plans, which WFP should grasp (see also Annex O).

Annex N School feeding in humanitarian settings

Purpose of this annex

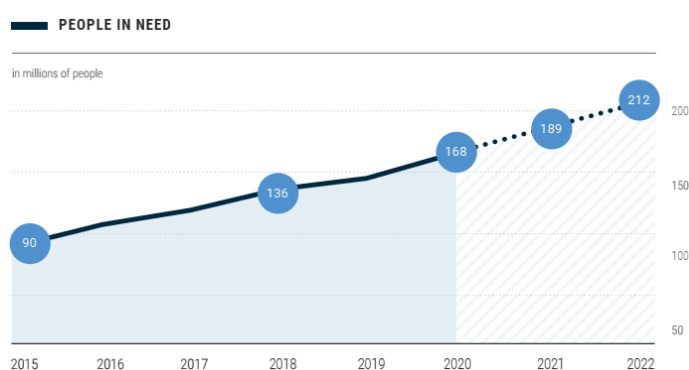
1. This annex augments the main report's analysis of WFP school feeding in humanitarian contexts. It draws on evidence from the documentation review, country studies, global and regional interviews, and from the evaluation survey. It includes a:

- Brief description of the context and evolution of humanitarian crises
- Review of the extent to which school feeding in humanitarian contexts is included in the 2013 WFP School Feeding Policy and the School Feeding Strategy 2020–2030 and in Regional School Feeding concept notes
- Discussion of guidance on school feeding in humanitarian settings
- Review of WFP school feeding contributions in humanitarian contexts, drawing on some examples from country studies.

Context

2. According to the Office for the Coordination of Humanitarian Affairs (OCHA), 2019 witnessed humanitarian action on a scale larger than in any previous year since the founding of the United Nations, with more than 167.6 million people across the world in need of humanitarian assistance and protection in December 2019.³⁸⁵ Figure 24 below shows that, if the current trend continues, 212 million people around the world will need humanitarian assistance in 2022 – more than double the 90 million in need in 2015. According to the Global Humanitarian Overview 2020³⁸⁶: conflicts will remain the main driver of humanitarian needs in most of the countries currently receiving humanitarian assistance, particularly in sub-Saharan Africa and the Middle East; and, while recent agreements may lead to some improvements, most protracted conflicts are projected to continue for years. Furthermore, extreme climate events will cause further humanitarian needs. When conflict and climatic events occur together, they will escalate food insecurity, and contribute to outbreaks of infectious diseases such as cholera, measles and Ebola (and now Covid-19) as a result of inadequate health, water and sanitation services.³⁸⁷

Figure 24 Projected humanitarian needs (2015–2022)



³⁸⁵ OCHA. 2019. *Global Humanitarian Overview 2020*. United Nations-Coordinated Support to People Affected by Disaster and Conflict. Geneva, United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

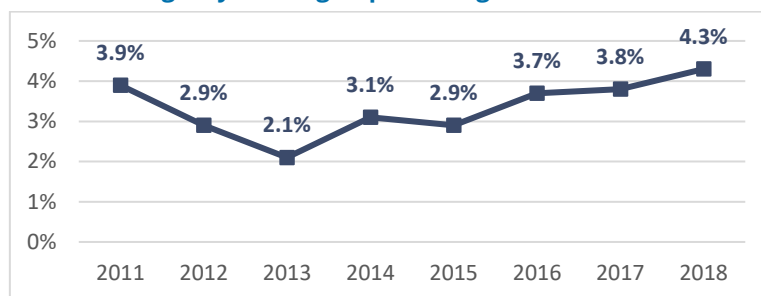
³⁸⁶ OCHA. 2019. *Global Humanitarian Overview 2020*. United Nations-Coordinated Support to People Affected by Disaster and Conflict. Geneva, United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

³⁸⁷ OCHA. 2019. *Global Humanitarian Overview 2020*. United Nations-Coordinated Support to People Affected by Disaster and Conflict. Geneva, United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

Source: OCHA, 2019.

3. Education was not a first priority in emergency responses until a few years ago. The establishment of Education Cannot Wait (ECW) was a response to this, and recent years have seen a significant (albeit slow) increase in the recognition of the importance of education in emergency responses – see Figure 25 below, which also shows that the share of education in humanitarian funding remains small. On average, education has been included in 80 percent of humanitarian appeals since 2010, and in 83 percent of humanitarian appeals in 2018.³⁸⁸ The Education Cluster, however, has been one of the worst funded clusters, though this is changing with the support of the European Commission Humanitarian Aid Office (ECHO) and ECW.

Figure 25 Education in emergency funding as percentage of total humanitarian funding



Source: Table S2.4, ECW, 2019, p. 31.

4. **Humanitarian contexts have also been a relatively neglected dimension of school feeding within WFP.** Lesson learning and guidance on emergency school feeding have lagged behind work on school feeding in other contexts. A joint study of school feeding in refugee settings in Africa, conducted by United Nations Refugee Agency (UNHCR) and Regional Bureau Nairobi (RBN) was frequently referenced in interviews but is still in draft. An independent evaluation of Emergency School Feeding (ESF) in four countries was also being finalized at the time of the evaluation. As explained to the evaluation team, when emergencies have arisen, funds for school feeding have frequently been redirected to General Food Distribution (GFD). Emergency school feeding was excluded from the scope of the policy evaluation in 2011, and an update of emergency school feeding guidelines has been many years overdue. At the same time, as shown in Figure 24 above, humanitarian contexts are more salient, and more enduring than ever, and the Covid-19 pandemic is a reminder that school feeding needs to be prepared to adapt to large-scale sudden-onset crises.

School feeding in humanitarian settings in the School Feeding Policy and Strategy

5. Both the 2013 School Feeding Policy and School Feeding Strategy 2020–2030 include limited references to crises or humanitarian settings. Both documents highlight the importance of a context-specific approach. However, no specific objective regarding school feeding in humanitarian settings was included in the 2013 Policy.

6. The Strategy recognizes that school feeding can play an essential part in bridging the nexus and points at the importance of conducting robust conflict/context analysis as a basis for WFP programmes. This is included as one of six focus areas under Work Stream 4 (Strengthening programmatic approaches in important areas). The Strategy also acknowledges the need for scale-up in approximately 30 countries, but does not include any more detail. Given the fact that, between 2017 and 2019, 32 percent of WFP school feeding expenditure was in Level 2 and Level 3 emergencies, and considering the significant increase in scale and duration of humanitarian crises over recent years, and the high proportion of school feeding expenditure in humanitarian contexts, insufficient attention to school feeding in humanitarian contexts is a weakness of the 2013 School Feeding Policy which persists in the School Feeding Strategy 2020–2030.

³⁸⁸ ECW. 2019. *Annual Report 2018*. New York, Education Cannot Wait (ECW).

Education partnerships in humanitarian contexts

7. School feeding usually falls under the purview of the education sector. The establishment of ECW at the World Humanitarian Summit in 2016 was a milestone and, as noted above, there has been a gradual increase in the recognition of the importance of education in emergency responses. The regional No Lost Generation³⁸⁹ initiative launched in response to the Syria crisis, is an example that highlights the importance of education, and was the framework under which school feeding in Syria was established.³⁹⁰

8. Interviews with education sector partners highlighted the importance that school feeding plays in emergency responses and its potential in working across the nexus. While the WFP mandate is not education, the contribution of school feeding to education outcomes has been increasingly recognized by education sector partners, particularly in emergency contexts, which in turn has meant that WFP has been a more active participant in education sector coordination mechanisms such as the Education Cluster.

9. Interviewees acknowledged this stronger participation, but some also expressed concerns that using schools as an entry platform for too many activities could risk diluting the agenda, overburdening schools, particularly where capacities are weak. Furthermore, in emergency situations, many children do not attend school for extended periods of time and there is a question mark over how they are reached.

10. Partnerships are important in emergencies. The 2017 Review of school feeding in emergencies calls for better coordination with the global Food Security Emergency Cluster, the Nutrition Cluster and the Child Protection Area of Responsibility within the Global Protection Cluster, as well as the Education Cluster.³⁹¹ Partnerships also need to enable WFP to work across the humanitarian–development–peace nexus.

School feeding in humanitarian contexts in the WFP regional concept notes

11. An analysis of the draft concept notes (see Table 36 below) shows that regional bureaux have framed their priorities within the structure of the four work streams of the School Feeding Strategy 2020–2030, and that as a result, school feeding in humanitarian contexts is not fully addressed. Contextual challenges related to conflict or climate shocks are mentioned in the context analysis by Regional Bureau Cairo (RBC), Regional Bureau Nairobi (RBN), Regional Bureau Johannesburg (RBJ) and Regional Bureau Panama (RBP), but only two out of these four regional bureaux have set specific regional priorities related to humanitarian contexts:

- RBC: Fostering school feeding programmes in emergencies and early recovery is one of its five regional strategic priorities.³⁹²
- RBN: Places school feeding within its three general regional priority areas within the Agenda 2030, of which emergency preparedness and crisis response is one.³⁹³

12. **Preparedness and disaster risk reduction.** While contextual challenges of natural and climate-related disasters as well as conflict are mentioned, there are hardly any mentions of preparedness and disaster risk reduction activities in the draft *Regional School Feeding Concept Notes*. The evaluation found very limited evidence that preparedness and disaster risk reduction are elements that are built into design of school feeding programmes and into capacity-strengthening activities. An inherent difficulty with school

³⁸⁹ UNESCO, UNICEF & WFP. 2013. *Nourishing Bodies, Nourishing Minds – Partnering for the Child's Well-being and Equity in Education*. Paris, New York and Rome, UNESCO, UNICEF and WFP.

³⁹⁰ WFP Annual Reports; WFP. [no date]. WFP's Emergency Programme in Syria [website]. <https://www.enonline.net/page/renderforpdf/4706>. WFP. 2017. *WFP Provides School Meals to Syrian Children Across Aleppo City* [press release] 9 March 2017. <https://www.wfp.org/news/wfp-provides-school-meals-syrian-children-across-aleppo-city>.

³⁹¹ Hatloy, A. & Sommerfelt, T. 2017. *Rethinking emergency school feeding: a child-centred approach*. Oslo, Fafo Institute.

³⁹² WFP. 2019t. *RBC School Meals Strategic Priorities 2019–2022*. WFP Regional Bureau Cairo. WFP. 2020d. *A Chance for Every Schoolchild in North Africa, the Middle East, Eastern Europe and Central Asia. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Cairo. The *RBC Regional Strategic School Feeding Concept Note* is the most detailed regional school feeding concept note.

³⁹³ WFP. 2020b. *A Chance for Every Schoolchild in Eastern Africa Region. Regional Strategic Concept Note 2021–2022*. WFP internal document. WFP Regional Bureau Nairobi.

feeding is that it is often included as part of resilience under the Country Strategic Plan (CSP), which means that it is considered as part of development rather than humanitarian work. While resilience work is expected to bridge the humanitarian–development–peace nexus, it is still difficult for WFP to pivot development programmes in case of an emergency.

13. The role of school feeding in emergency preparedness was also highlighted in the 2017 study of emergency school feeding³⁹⁴ and is particularly pertinent for home-grown school feeding (HGSF) programming which needs to take disaster risk reduction and preparedness into account, particularly in countries that are stable but prone to natural disasters, such as Nepal.³⁹⁵ In Haiti, the HGSF approach was an incentive for farmers to start farming again after Hurricane Matthew (see Box 27 below). (On the other hand, school closures during the Covid-19 pandemic have left smallholders in Mozambique without their expected market.)

14. Working across the nexus requires a strategy on capacity strengthening, an area where corporate guidance is lacking. The Centre of Excellence (CoE) Brazil's work, which has been very influential in supporting governments to develop national school feeding programmes, is focused on providing support to stable countries only.

³⁹⁴ Hatloy, A. & Sommerfelt, T. 2017. *Rethinking emergency school feeding: a child-centred approach*. Oslo, Fafo Institute.

³⁹⁵ WFP. 2020a. *A Chance for Every Schoolchild in Asia and The Pacific. Regional Strategic Concept Note (2021–2025)*. WFP internal document. WFP Regional Bureau Bangkok.

Table 36 School feeding in humanitarian contexts – integration in regional school feeding concept notes

Region	Refugee/IDP contexts		Natural/climate-related crises		Conflict/fragile states		Nexus	Disaster risk reduction/preparedness	Covid-19 mentioned	Context 1 countries ³⁹⁶	Context 2 countries ³⁹⁷	Context 3 countries ³⁹⁸
	Issue in the region	Addressed in SF concept note	Issue in the region	Addressed in SF concept note	Issue in the region	Addressed in SF concept note						
RBB	✓	x	✓	x	✓	x	x	x	✓	Afghanistan	Bangladesh, Cambodia, Lao PDR, Myanmar, Nepal, Pakistan, Timor-Leste	Bhutan, India, Indonesia, Philippines, Sri Lanka
RBC	✓✓	x	✓	x	✓✓	x	✓	x	✓	Sudan, Syria, Yemen	Egypt, Iraq, Kyrgyzstan, Lebanon, Tajikistan,	Algeria, Armenia, Iran, Iraq, Libya ³⁹⁹ , Jordan, Tunisia, Morocco
RBD	✓	x	✓	x	✓	x	✓ ⁴⁰⁰	✓ ⁴⁰¹	✓	Burkina Faso, Cameroon, Chad, CAR, Guinea, Guinea-Bissau, Liberia, Mauritania, Mali, Niger, Sierra Leone, The Gambia	Benin, Côte d'Ivoire, Senegal	Ghana, Nigeria, Sao Tome & Principe, Togo
RBJ	✓	x	✓	✓	✓	x	x	x	✓	DRC Zimbabwe	Angola, Eswatini, Lesotho, Mozambique, Madagascar, Malawi, Republic of Congo, Tanzania, Zambia	Namibia

³⁹⁶ WFP Role 1: Scaling up programmes by providing operational support in countries in fragile and crisis situations.

³⁹⁷ WFP Role 2: Supporting the transition and scale-up of national programme and transition in low-income and lower-middle-income countries.

³⁹⁸ WFP Role 3: Supporting the consolidation and strengthening of national programmes in middle-income countries.

³⁹⁹ Iraq and Libya are not included in the WFP internal country classification.

⁴⁰⁰ RBD plan to hire a programme specialist to oversee the school feeding in emergencies and the humanitarian–development–peace nexus, a critical area in this region, with a number of countries facing a protracted crisis and children out of school.

⁴⁰¹ Resilience programming is a priority in the region. Connecting school feeding and social protection as part of emergency preparedness, climate change and disaster risk management was indicated by all countries in the region as an area to work on, but was listed as the lowest priority and not yet elaborated on in the RBD *Regional Strategic Concept Note*.

Region	Refugee/IDP contexts		Natural/climate-related crises		Conflict/fragile states		Nexus	Disaster risk reduction/preparedness	Covid-19 mentioned	Context 1 countries ³⁹⁶	Context 2 countries ³⁹⁷	Context 3 countries ³⁹⁸
	Issue in the region	Addressed in SF concept note	Issue in the region	Addressed in SF concept note	Issue in the region	Addressed in SF concept note						
RBN	✓✓	✓	✓✓	✓	✓✓	✓	✓	✓	✓	Somalia, South Sudan, Burundi	Ethiopia, Uganda, Djibouti, Kenya, Rwanda	
RBP	✓		✓✓	✓	✓	✓	indirectly	x	✓			

WFP guidance for school feeding in humanitarian contexts

15. Guidance is vital to adapt programme design, implementation and capacity-strengthening activities according to the different humanitarian contexts where needs can vary significantly. Three broad humanitarian contexts require further nuancing: a) refugee or internally displaced people (IDP) contexts; b) sudden onset emergencies versus protracted crises; and c) conflict versus natural disasters/climate-related emergencies.

16. There remains a major gap in terms of WFP corporate guidance for school feeding in humanitarian contexts and for school feeding for refugees – evident, for example, from the country studies in Syria, Mozambique and Kenya, and from interviews at global and regional level, particularly in the East Africa region. Survey respondents also raised this, as did the independent evaluation of the WFP regional response to the Syria crisis.⁴⁰²

17. WFP issued guidelines for *School Feeding in an emergency situation* in 2004,⁴⁰³ but these focused on helping to cover the basic food needs of the most vulnerable, rehabilitating cases of acute malnutrition, and restoring livelihoods and long-term national and household food security. They have not been updated since. The role WFP can play in emergency contexts through school feeding – in terms of social cohesion and stability, in reaching the most vulnerable, minorities, refugees, and so on – remains unclear, and this gap in guidance has been criticized, especially by survey respondents.⁴⁰⁴

Design of ESF interventions

18. Humanitarian contexts require more nuanced programme design and careful consideration of objectives which acknowledge different contexts and different objectives. The 2017 review of school feeding in emergencies⁴⁰⁵ emphasizes children's access to food and protection against deprivation as the primary functions of emergency school feeding. The review argues that the contribution of school feeding to education access, and as a household safety net, should be seen as significant but secondary objectives (also see Niger ESF report,⁴⁰⁶ Syria ESF report⁴⁰⁷).

19. Protection concerns, especially for women and children, are significant and may undermine the school feeding incentive to attend school. The recent evaluation of emergency school feeding in Lebanon⁴⁰⁸ and in Syria found that, while the school feeding programme had positive effects, the fiscal or nutritional value of a school snack was not enough incentive for parents to send a child to school and was not perceived as comparable to the income a child could earn working. There was also no evidence that the school feeding snack reduced the number of child marriages.⁴⁰⁹ The 2017 study of emergency school

⁴⁰² WFP. 2018f. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015 – March 2018) Volume I and Annexes: Volume II*. J. Betts, S. Zyck, J. Frize, L. Trombetta, R. Azar, V. Hüls, K. Olsen, F. De Meulder & C Canteli. Rome, WFP.

⁴⁰³ Not seen by the evaluation team directly. Information taken from Hatloy & Sommerfelt, 2017.

⁴⁰⁴ WFP. 2020m. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Niger Evaluation Report*. M. Visser & J.-P. Silvéreano-Vélis. Freiburg, Germany, and Rome, Particip GmbH and WFP.

⁴⁰⁵ Hatloy, A. & Sommerfelt, T. 2017. *Rethinking emergency school feeding: a child-centred approach*. Oslo, Fafo Institute.

⁴⁰⁶ WFP. 2020m. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Niger Evaluation Report*. M. Visser & J.-P. Silvéreano-Vélis. Freiburg, Germany, and Rome, Particip GmbH and WFP.

⁴⁰⁷ WFP. 2020k. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Syria Evaluation Report. Volumes I and II*. R. Al-Azar & D. Abi-Khalil. Rome, Italy and Freiburg, Germany, WFP and Particip GmbH.

⁴⁰⁸ 54 percent of school-aged Syrian refugee children (200,000) do not attend school. UNHCR. [no date]. Education [website] <https://www.unhcr.org/lb/education>.

⁴⁰⁹ WFP. 2020k. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Syria Evaluation Report. Volumes I and II*. R. Al-Azar & D. Abi-Khalil. Rome, Italy and

feeding emphasizes that “the child protection perspective in emergency school feeding must be strengthened”.⁴¹⁰

20. **Stable development versus crisis settings.** The premise that schools are platforms and entry points for a holistic school health and nutrition (SHN) approach works in stable development contexts. The question is what happens when school infrastructure is destroyed intentionally by armed groups (e.g. in Niger, Syria, South Sudan) or unintentionally through natural disaster (e.g. in Nepal), or made unusable by health crises (Ebola or Covid-19). In protracted crises, how can WFP ensure that the school feeding programme continues to reach beneficiaries when conflict flares up and children cannot reach schools? The ESF evaluation in Niger found that the school feeding programmes in some places had the unintended consequence of putting children at risk because schools were targeted because of the food.⁴¹¹ The evaluation also found that pupils moved between schools that did not offer school feeding and those that did. A similar situation was found in Syria where children were enrolled in the UNICEF-supported Curriculum B accelerated education programme to receive cash vouchers from WFP.⁴¹²

21. School feeding in refugee or IDP settings is considered essential and has a critical protection function, but WFP has not addressed refugee needs systematically over the evaluation period and there is limited donor funding for this specific purpose. Refugees will usually not be covered by national safety nets or government policies and often are not integrated into national school systems (e.g. in Kenya). Refugee response coordination is under the purview of the Protection, rather than the Education Cluster, which adds some complexity to coordination. While children in refugee camps can be reached through school feeding in camp schools, through general food distributions or take-home rations, a large number of refugee children outside camp settings are out of school. The *Strategic Evaluation of WFP Support for Enhanced Resilience* found that the current range of WFP interventions, aimed at building resilience in defined rural areas and with population groups that are not mobile and are free from active conflict, is not particularly well-suited to the mobility or migration of food-insecure people.⁴¹³

22. In Syria, for example, where the crisis is now in its tenth year, an estimated 2.1 million children each year are not attending school.⁴¹⁴ While WFP has managed to significantly scale up the school feeding coverage (see Box 28 below), including a component for out-of-school children, only a fraction of these 2.1 million children are currently reached through the school feeding programme. There is limited evidence that WFP has sought to address the needs of out-of-school children systematically. However, it should be noted that, in 2020, UNHCR and WFP in RBN worked on developing school feeding guidelines for refugee settings.⁴¹⁵ At the time of writing these had not yet been approved, but such guidance is much needed. Country studies and interviews at various levels also indicated that there is limited funding for school feeding for refugees.

Examples from School Feeding Strategic Evaluation (SFSE) country studies

23. Boxes 26 to 28 provide specific examples from this evaluation's country case studies.

Frieburg, Germany, WFP and Particip GmbH. WFP. 2020l. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Lebanon Evaluation Report. Volumes I + II.* M. van de Velde & R. Al-Azar. Freiburg, Germany, and Rome, Particip GmbH and WFP.

⁴¹⁰ Hatloy, A. & Sommerfelt, T. 2017. *Rethinking emergency school feeding: a child-centred approach.* Oslo, Fafo Institute.

⁴¹¹ WFP. 2020m. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Niger Evaluation Report.* M. Visser & J.-P. Silvéreano-Vélis. Freiburg, Germany, and Rome, Particip GmbH and WFP.

⁴¹² WFP. 2020k. *Decentralized Evaluation. Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria. 2015–2019. Syria Evaluation Report. Volumes I and II.* R. Al-Azar & D. Abi-Khalil. Rome, Italy and Freiburg, Germany, WFP and Particip GmbH.

⁴¹³ WFP. 2019z. *Strategic Evaluation of WFP's Support for Enhanced Resilience.* T. Bene, D. Robinson, F. Laanouni, K. Bahr Caballero, B. Murphy & D. Wilson. Rome, WFP.

⁴¹⁴ OCHA. 2019. *Global Humanitarian Overview 2020.* United Nations-Coordinated Support to People Affected by Disaster and Conflict. Geneva, United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

⁴¹⁵ WFP & UNHCR. [forthcoming]. *Guidelines School Feeding Programmes in Refugee Settings.* Rome and Geneva, WFP & United Nations High Commissioner for Refugees (UNHCR).

Box 26 School Feeding for refugees – examples from Kenya and Rwanda

In Kenya, WFP has been delivering school feeding in refugee camps together with implementing partners. The modality varied over the evaluation period between snacks and full meals, depending on the need and the size of general food rations.

While donors reportedly appreciate school feeding for refugees, they do not often provide funding for this purpose, which is a limitation.

General challenges around school feeding in the camp settings are the high number of children in the schools, the insufficient infrastructure and the low number of qualified teaching staff.

Challenges also occur where schools are supposed to buy food locally, as production is extremely limited. Therefore, the objective of procuring locally is not realistic.

An additional challenge is the Government's very limited participation in the refugee response, which is mainly provided by UNHCR and WFP. Refugees do not have legal status in Kenya and this reality further compounds the challenges around social protection, HGSF and education.

Sources: WFP/WFP, 2018x; WFP, 2017f; key informant interviews.

In Rwanda refugees are integrated into the national school system and WFP works with partners, notably the Government, UNHCR and the Adventist Development and Relief Agency (ADRA) to provide support to refugees in the camps.

Good practice has been nutrition education and counselling projects in refugee camps, which include messaging that challenges discriminatory gender norms and gender-based violence (GBV).⁴¹⁶

Ration cuts have been a necessity because of dwindling financial support from donors. As a result, households are employing negative coping strategies, which have impacted negatively on food security indicators.

Sources: WFP & UNHCR, 2019; key informant interviews.

Box 27 Emergency school feeding in response to Hurricane Matthew in Haiti

School meals have contributed to the emergency response in Haiti, as illustrated by the response to Hurricane Matthew. This was achieved mostly through the school meals programme, because of the relatively strong capacity, infrastructure, funding mechanisms and coverage.

The WFP school meals programme, which covers about 110 school facilities in the Jérémie area, was not scaled up for the emergency response, primarily for security reasons. In agreement with its donor, the Canadian Government, WFP used stocks intended for the school meals programme for general food distribution.

Experience has also shown that home-grown school meals schemes can be particularly helpful to rural households to recover from shocks, by providing a secured market for locally grown products. In the Nippes department, the WFP home-grown school meals programme was suspended for a period of two months after the hurricane. Operations resumed in the first week of January 2017, when WFP started procuring food directly from local markets. While many affected farmers were not able to provide food to schools in the short-term, the home-grown school meals scheme was an important incentive for local farmers to re-engage in farming after the hurricane, contributing to a faster recovery.

Given the infrastructure and coverage of school meals in Haiti, the role of these programmes in emergency response could be stronger. It is recommended that school meals programmes are made as shock-proof as possible, and that protocols for expansion during crises are developed.

Source: WFP, 2017z.

Box 28 School feeding in Syria

The Syria crisis is now in its tenth year. Approximately 6.7 million Syrians are internally displaced and 5.6 million are registered as refugees outside the country.

As a result of the crisis, an estimated 2.1 million children each year are not attending school.⁴¹⁷ School Feeding in Syria was born out of the crisis and launched on a small scale under the No Lost Generation initiative in 2014.

WFP implements three school feeding modalities:

⁴¹⁶ WFP. 2019z. *Strategic Evaluation of WFP's Support for Enhanced Resilience*. T. Bene, D. Robinson, F. Laanouni, K. Bahr Caballero, B. Murphy & D. Wilson. Rome, WFP.

⁴¹⁷ OCHA. 2019. *Global Humanitarian Overview 2020*. United Nations-Coordinated Support to People Affected by Disaster and Conflict. Geneva, United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

- **Snacks in the form of fortified date bars**, delivered in partnership with the Ministry of Education to formal primary schools: this is the majority of WFP school feeding in Syria. The coverage of the programme has expanded from four governorates and 90,054 children in 2014 to 740,623 children in 13 governorates in 2019.
- **Fresh food vouchers for out-of-school children:** WFP started piloting an electronic fresh food voucher, aligned with its wider strategy to scale up cash-based transfers in place since 2014. The voucher is given to households whose children regularly attend the UNICEF-supported accelerated learning programme Curriculum B. Curriculum B⁴¹⁸ is designed to facilitate re-entry into mainstream education. The voucher value is approximately US\$20 per month and it is redeemable with WFP-contracted retailers. WFP aims to fully roll out the model in all schools with the Curriculum B programme in the governorates of Homs and Latakia. Scale-up to the planned target schools is ongoing. In 2016 and 2017, 376 children were reached. The number rose to 2,500 children in 2018 and reached 41,250 in 2019. NGO partners work with WFP to help distribute the vouchers.
- **School meals:** In the school year 2016/17, WFP started piloting locally procured meals consisting of a sandwich and a fruit/vegetable with five different menu options (providing up to 500kcal) in three schools in Aleppo. WFP works with two cooperating partner non-governmental organizations that purchase ingredients locally (including bread baked locally with fortified flour provided by WFP) and employs local women to prepare the meals. In 2019 the fresh meals programme reached 29,209 pupils.

However, coverage has expanded, and the recent ESF evaluation found no data to provide evidence of the WFP contribution to the objectives set out.

The evaluation also found that there is limited continuity from one school year to the next, due to government control over selection of schools. Coverage of the fresh school meals programme is limited to Aleppo.

Coordination with other development partners is very limited.

Monitoring is very weak, even at input level, making it impossible to say to what extent the WFP school feeding programme has achieved its objectives.

Sources: WFP, 2020; Particip, 2020; WFP, 2020k.

⁴¹⁸ The United Nations Children's Fund (UNICEF)-supported "Curriculum B" accelerated learning programme is designed to enable out-of-school children who have missed years of school due to the crisis to catch up with their peers and to re-integrate into the formal education system (WFP, 2020zm).

Annex O School feeding funding, donors, expenditure and beneficiaries

Proposed funding need for school feeding over the term of the Strategy

1. The WFP School Feeding Strategy 2020–2030 establishes ambitious targets to support up to 60 countries across three different country-context settings. It targets annual funding of US\$1.75 billion for the 30 Context 1 countries in which WFP implements programmes, US\$14 million annually for operations in a further 20 Context 2 countries to support the transition and scale-up of national programmes, and US\$6 million for 10 Context 3 countries to support and strengthen national programmes.⁴¹⁹
2. **For Context 1 countries:** The strategy targets reaching 35 million children in 30 countries by 2030. Costed at US\$50 per scholastic year per child, this equates to a funding need of US\$1.75 billion per year.⁴²⁰ A cost of US\$50 per student per scholastic year was referenced in interviews as the benchmark for school feeding and the forthcoming *State of School Feeding Worldwide 2020*⁴²¹ indicates a cost of US\$55 (up from US\$50 in 2014). This number is not out of line with a range of US\$34 to US\$40 presented in the 2009 publication *Rethinking School Feeding*⁴²² for low-income countries.
3. In Context 1 countries, WFP will be seeking to mobilize resources from donors to meet this funding need, while also helping to build the enabling environment for national ownership and funding. As US\$50 per student is a significant imposition on any national education budget, especially in lower-income and fragile countries, it will eventually need to be a line item in the government budget. For context and comparison, the average cost of providing primary education in low-income settings in 2012 is cited in an Education For All publication⁴²³ at US\$70 per student per year.
4. Certain donors have expressed cautionary warnings about the size of the potential need, suggesting that school feeding, and in particular the WFP model, could be perceived as being expensive and thereby a deterrent to external as well as domestic funding. Certain donors have also expressed concern that if school feeding costs were borne by the education budget, it would detract from other critical education sector needs. Although school feeding is much more than an education benefit (functioning also as a safety net and a contribution to broader school health and nutrition), in practice, administratively it often does appear as an education expenditure and may be regarded as displacing other education spending. Thus, education clusters may be diffident about featuring school feeding as a priority in appeals, when the unit costs of other, more narrowly educational inputs are much lower.
5. **Context 2 and Context 3 countries:** In these countries, likely to be mostly of middle-income status, WFP will be providing technical assistance only. The proposed budget of US\$20 million across 30 countries would equate to just over US\$660,000 a year per country over the next decade, assuming no allocation is set aside for headquarters and regional bureaux. Capacity-strengthening activities represent 7 percent of the total school feeding expenditure for the period 2017–2019 (see Figure 32 below). If this rate was applied to the deduced cost of school feeding for the targeted cohort (33 million beneficiaries at US\$50 per student) a funding need would arise of around US\$115 million, well above the US\$20 million target. While accepting the crudeness of such projections, it nevertheless highlights the relatively low resource ambitions within the

⁴¹⁹ WFP. 2020g. *A Chance for Every Schoolchild. Partnering to scale up school health and nutrition for human capital. WFP School Feeding Strategy 2020–2030*. Rome, WFP.

⁴²⁰ Presumed calculation by the evaluation team.

⁴²¹ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

⁴²² Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. & Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*. Washington, DC, World Bank.

⁴²³ UNESCO. 2016. *Leaving No one Behind: How far on the way to universal primary and secondary education? Policy Paper 27*. <https://en.unesco.org/gem-report/leaving-no-one-behind-how-far-way-universal-primary-and-secondary-education>.

Strategy for Context 2 and 3 countries. (The amounts required by these countries themselves to achieve national coverage of school feeding programmes are much greater.)

6. The evaluation team did, however, learn of the challenges related to securing multi-year predictable funding for support to middle-income countries. A prominent donor noted that funding for transition-related technical assistance will not be allocated from humanitarian funding – where WFP sources most funds from. This is particularly relevant in countries where WFP is making the transition from implementer to enabler, and where it is not yet fully recognized for its technical assistance role.

Major donors and funding predictability

7. As discussed above, school feeding requires significant, predictable, multi-year funding; without it, the sustainability and quality of services would be undermined. The evaluation has, however, provided evidence of unpredictable funding. Programmes risk being abruptly suspended when external funds cease or are delayed and there is no national commitment to step in. For example, in Tajikistan rations were reduced, days of feeding per week were cut from five to four and eventually programmes were suspended due to delays in securing renewed funding. There is a risk that what has been built up over time – in terms of goodwill, impact on beneficiaries, and capacity – can be rapidly lost.

8. In response to a question in the School Feeding Strategic Evaluation (SFSE) survey on the single biggest challenge for WFP in school feeding, the most often quoted response related to funding. Survey responses included:

- “Ad hoc and unstable nature of funding which does not allow us to implement school feeding in a seamless and sustainable manner.”
- “Funding for middle-income countries is a challenge. Even when Government funds school feeding transfers, there is whole gamut of other services that they need support with, and which the country office can fund. When it comes to funding, focus has always been on emergencies, to the detriment of countries that are investing in school feeding. This has to change.”
- “Guaranteed multi-year funding allows for uninterrupted continuation of programme and the longer-term benefits, e.g. those related to gender and educational indicators like improved enrolment, attendance and completion become more visible.”

9. The *2018 School Feeding Analysis*⁴²⁴ noted that WFP relies on a limited subset of donors, and that, at country level, funds are unpredictable and operations are impacted if expected donor funds do not materialize. This remains a risk since much of WFP funding is short term. The analysis further noted that country offices need support on how to position school feeding with donors, especially when it comes to financing technical assistance to governments. The *2018 School Feeding Analysis* also emphasized that, with some key donors, there is potential to move beyond the resource partnership towards technical exchange and joint research and learning.

10. Securing adequate, predictable multi-year funding is core to delivering and supporting effective school feeding programmes. This is true for Context 1 countries – with high funding demands – as well as for Context 2 and 3 countries where WFP seeks to provide predictable enabling support services, for which it needs to secure the necessary human resources and allied skills.

11. Securing funding was also highlighted by certain donors as a major challenge, with encouragement to WFP to reach out to those countries that have become less involved in school feeding.

12. The need for WFP to explore new opportunities with emerging donors, including the private sector, and new multilateral funds, and to tap into innovative finance mechanisms is clearly stated in the *2018 School Feeding Analysis*. The need to diversify and deepen resource mobilization is evident, based on the need identified by the new Strategy and the current reliance on a limited set of donors. In this respect, WFP has to persuade certain sceptical donors who are as yet unconvinced of the merits of school feeding relative to its expense, or have other priorities. (It is conceivable that donors who balk at the high costs of WFP projects to deliver school feeding programmes might be more sympathetic to funding upstream work to help lower middle income countries and middle income countries to develop and maintain their own

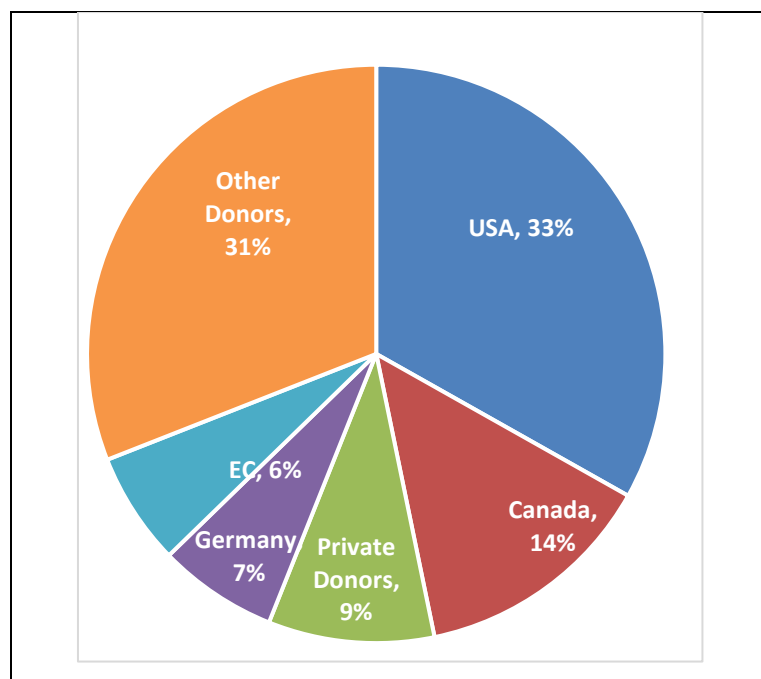
⁴²⁴ WFP. 2018q. *School Feeding Situation Analysis 2018. Needs and challenges in WFP programming*. Rome, WFP.

school feeding/school health and nutrition systems). Furthermore, WFP has to navigate the emergency versus development nexus, with the organization traditionally being viewed as a responder to emergencies by some donors.

13. The success of school feeding programmes will ultimately depend on the ability of WFP to secure greater long-term predictable financing for its directly implemented programmes, and by providing compelling encouragement to national governments to assume ownership and operate the programmes when capacities allow. As alluded to in interviews conducted by the evaluation team, this will be reliant on generating the evidence and building a convincing case to donors spanning the humanitarian and, (less familiar for WFP), development spheres, and through advocating at the right levels within national Governments.

14. There is no comprehensive and reliable way of calculating resources available to WFP for school feeding. However, the top five donors to WFP school feeding programmes are shown in Figure 26 below.

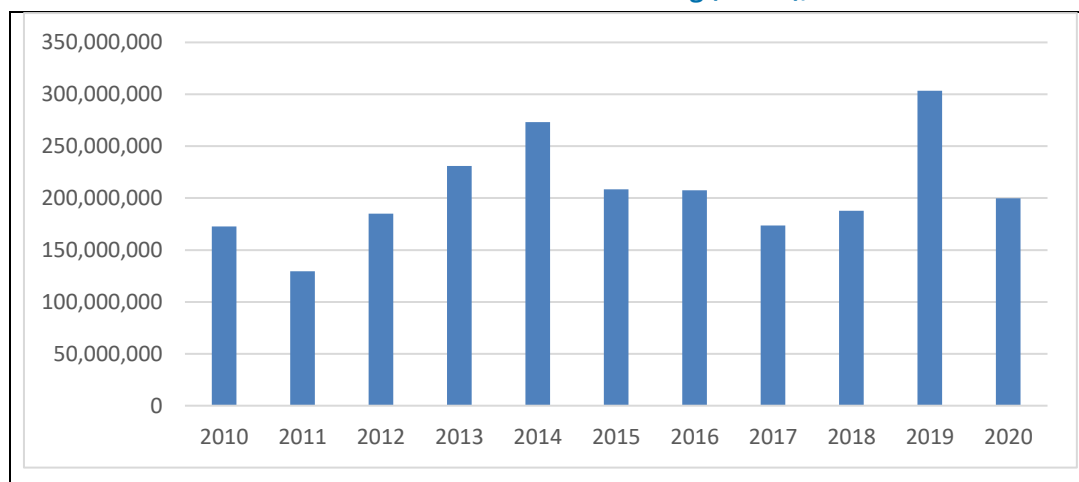
Figure 26 Top 5 donors to WFP school feeding, as percent of total earmarked contributions, 2010–2020



Source: WFP FACTory data provided by Office of Evaluation on 16 October 2020.

15. Figure 27 below shows donor contributions that were earmarked for school feeding between 2010 and 2020. It does not capture contributions to other interventions under which school feeding activities may fall. Earmarked contributions between 2010 and 2020 add up to US\$2.3 billion.

Figure 27 Donor contributions earmarked for school feeding (in US\$), 2010–2020



Source: WFP FACTORY data provided by Office of Evaluation on 16 October 2020.

16. The following Table shows donors that supported WFP school feeding between 2010 and 16 October 2020 (in alphabetical order):

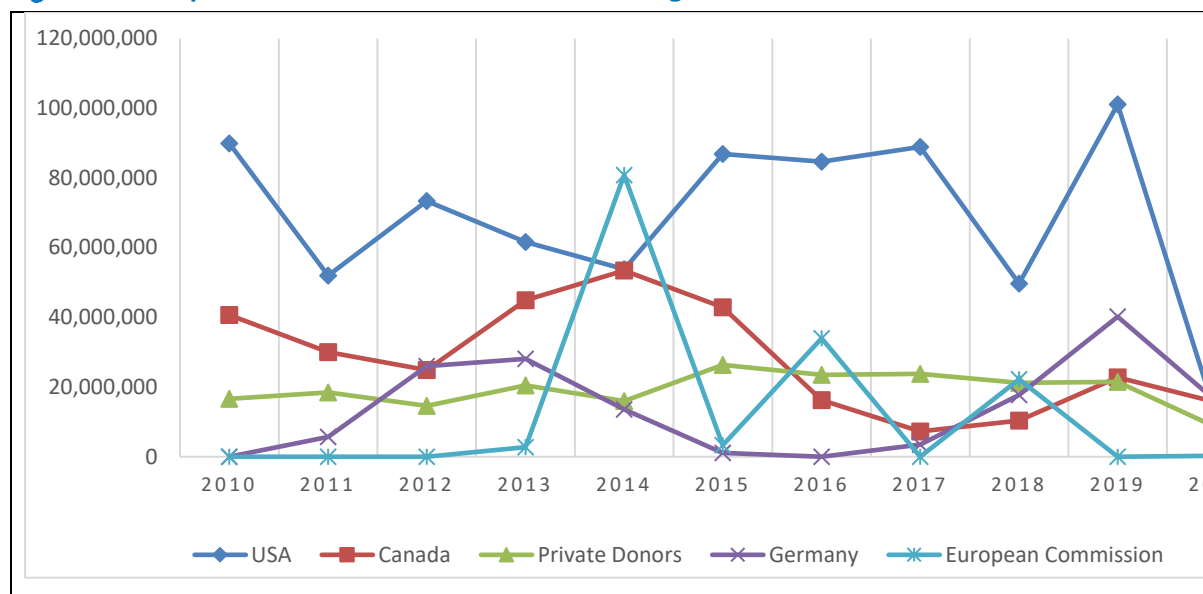
#	Donor	Totals, 2010–2020
1.	Armenia	317,311
2.	Australia	62,777,511
3.	Bangladesh	16,447,640
4.	Belgium	329,670
5.	Benin	41,077,500
6.	Brazil	8,761,007
7.	Burundi	29,359,495
8.	Cambodia	4,562,500
9.	Canada	309,085,082
10	China	4,370,102
11	Colombia	18,033,733
12	Congo, D.R.	40,000
13	Côte D'Ivoire, The Republic of	1,200,000
14	Croatia	65,000
15	Cyprus	200,000
16	Czech Republic	200,300
17	Denmark	2,198,327
18	Egypt	3,026,117
19	European Commission	143,328,847
20	France	8,563,419
21	Gambia	3,026,800
22	Gaza/World Bank	2,915,452
23	Germany	151,713,731
24	Guinea Bissau	199,011
25	Guinea, The Republic of	1,651,948
26	Haiti	1,311,457
27	Honduras	1,415,381

#	Donor	Totals, 2010–2020
28	Iceland	2,434,086
29	Iraq	4,328,733
30	Ireland	8,903,340
31	Israel	151,074
32	Italy	19,772,224
33	Japan	64,418,584
34	Kazakhstan	19,975
35	Laos	447,880
36	Lesotho	27,459,862
37	Luxembourg	13,835,950
38	Madagascar	3,800,000
39	Monaco	1,170,199
40	Mozambique	32,000,000
41	Namibia	1,410,107
42	Netherlands	19,167,405
43	Nicaragua	362,507
44	Niger	7,137,328
45	Norway	11,916,200
46	Private donors	210,938,967
47	Republic of Congo	5,700,890
48	Republic of Korea	5,686,437
49	Republic of Zambia	844,383
50	Russian Federation	81,101,554
51	San Marino	13,387
52	São Tome And Príncipe	21,443
53	Saudi Arabia	38,613,232
54	Senegal	1,001,105
55	Sierra Leone, The Republic of	4,891,304
56	Slovenia	97,123
57	South Africa	1,526,775
58	Spain	2,162,184
59	Switzerland	16,997,720
60	The Togolese Republic	16,606
61	Timor-Leste	22,000
62	Uganda	300,375
63	United Nations Central Emergency Response Fund (CERF)	29,980,000
64	United Nations Other Funds and Agencies (excl. CERF)	57,324,205
65	Union of South American Nations	2,000,000
66	United Arab Emirates	1,040,839
67	United Kingdom	23,312,856
68	USA	753,402,336
	Total	2,271,908,518

Source: WFP FACTORY data provided by Office of Evaluation on 16 October 2020.

17. Figure 28 below provides information on the top five donors in terms of total earmarked contributions to school feeding per year between 2010 and 2020. Table 37 below also includes figures up to 16 October 2020 inclusive, while Table 38 below shows the contributions from the European Commission in more detail to differentiate between the Directorate General International Cooperation and Development (DEVCO) (now DG International Partnerships) and the European Commission Humanitarian Aid Office (ECHO).⁴²⁵

Figure 28 Top 5 donor contributions to school feeding, 2010–2019 (in US\$)



Source: Based on WFP FACTORY data provided by Office of Evaluation on 16 October 2020.

⁴²⁵ Discrepancies between the figures in the two tables arise from the inclusion of the following DEVCO funding provided to school meals: full 2013 contract in the Gambia and a top-up in 2015, 2017 Gambia contract; Nicaragua component of the 2016 Dry Corridor regional contract, and 2020 Malawi contract. Table 35 contains only figures relating to grants specific to school feeding. In addition, DEVCO provided US\$56,474,560 for various contracts involving a combination of activities (School Meals with Nutrition, Food for Assets and/or Smallholder Farmer Support).

Table 37 Top donors' donations, 2010–2016 October 2020 (in US\$)

Donor	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020 ⁴²⁶
USA	89,944,281	52,012,041	73,357,445	61,598,102	53,780,389	86,885,419	84,700,278	88,904,383	49,722,177	101,107,917	11,389,904
Canada	40,704,017	30,072,005	24,900,398	44,864,354	53,431,994	42,914,688	16,220,497	7,272,429	10,330,046	22,755,853	15,618,802
Private donors	16,645,065	18,457,689	14,586,142	20,518,782	15,949,658	26,353,493	23,504,029	23,781,063	21,232,135	21,500,060	8,410,850
Germany	-	5,657,709	25,974,026	28,140,021	13,586,957	1,124,859	-	3,453,914	17,746,339	40,186,620	15,843,286
European Commission	-	-	-	2,717,391	80,842,391	3,267,974	34,013,605	-	22,223,298	-	264,187

Source: WFP FACTory data provided by Office of Evaluation on 27 April 2020.

Table 38 European Commission donations, 2010–2020 (in US\$)

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
DEVCO				4,111,255		150,549	1,681,614	4,580,067	22,223,298		18,780,110
NEAR*					80,842,391	3,267,974					
ECHO							34,013,605				
Total European Commission	-	-	-	4,111,255	80,842,391	3,418,523	35,695,219	4,580,067	22,223,298	-	18,780,110

Source: Data provided by WFP Brussels Partnerships on 21 January 2021.

* NEAR (=Neighbourhood and Enlargement Negotiations) funding covers contracts in Egypt and Syria funded under the European Neighbourhood Instrument (ENI). While they are registered in WINGS as DEVCO contracts, the management of ENI and related contracts was transferred from DEVCO to NEAR in 2015.

⁴²⁶ Data are up to date as of 16 October 2020.

School feeding expenditures

18. There is clearly a significant mismatch between levels of resources contemplated by the Strategy and the funding WFP has historically raised. While acknowledging that there are challenges in compiling data on school feeding expenditure incurred by WFP, the reported amount for 2017–2019 is US\$375 million across all settings – non-emergency, L2 and L3 (see Figure 33 below). However, note that this figure is not, due to the significant qualifications explained below, indicative of the annual scale of school feeding expenditure. The forthcoming *State of School Feeding Worldwide 2020*⁴²⁷ estimates annual expenditure of around US\$600 million.

19. Annexes 3 and 4 of the Terms of Reference (ToR) include some data on WFP expenditure on school feeding which was compiled by the School-Based Programme (SBP). The content from these annexes is included. All data refer to actuals unless otherwise specified.

20. As the ToR point out, data are only available for 53 country offices and there are challenges with the dataset's reliability for the following reasons:

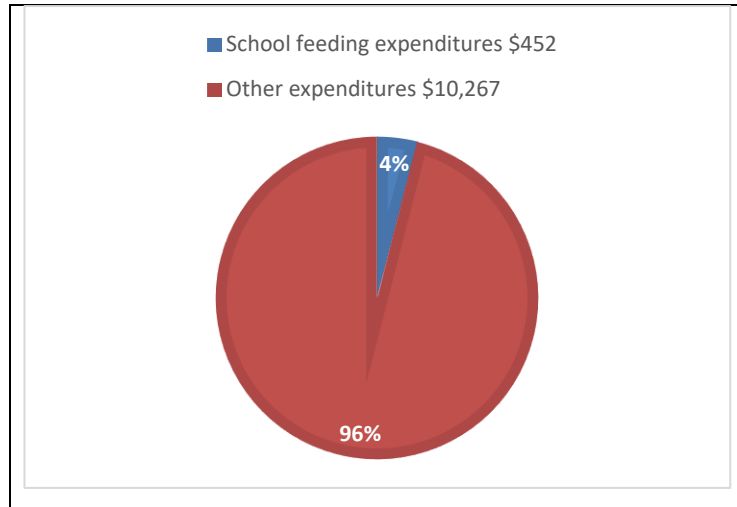
- The source of the dataset is the Country Office Monitoring and Evaluation Tool (COMET) database, which is only available from 2017 onwards, and only for a handful of countries that started a country strategic plan (CSP) in 2017. For most countries, the data are available as of 2018 or 2019 depending on the start of their CSP. Furthermore, it needs to be noted that the data were obtained at the beginning of October 2019 and therefore do not include expenditure for the rest of the year. Therefore, the figures below are not necessarily indicative of the scale of WFP school feeding interventions in each country as they capture expenditure figures at different points of the CSP cycle, between first and third year.
- It is difficult to determine what constitutes school feeding expenditure. The *Corporate Results Framework 2017–2021* introduced activity categories, one of which is “school meals activities”, which is used as an indicator to calculate expenditure. However, this is not done consistently as activities which describe school feeding programmes are not always categorized under the same tag. Therefore, the school meals activity tag is, at best, a proxy for school feeding expenditure.

21. The figures below show school feeding expenditure for 53 countries between 2017 and 2019 inclusive:

- Figure 29 shows school feeding expenditure as a share of total WFP expenditure.
- Figure 30 shows school feeding expenditure by country capacity in each regional bureau.
- Figure 31 shows school feeding expenditure by implementation modality: this means either direct service delivery or technical assistance only.
- Figure 32 shows school feeding expenditure by cost component (capacity building, cargo preference, cash-based transfers and commodity vouchers, food, implementation, unprogrammed).
- Figure 33 shows school feeding expenditure by emergency setting.
- Figure 34 shows school feeding expenditure per cost component by country capacity.

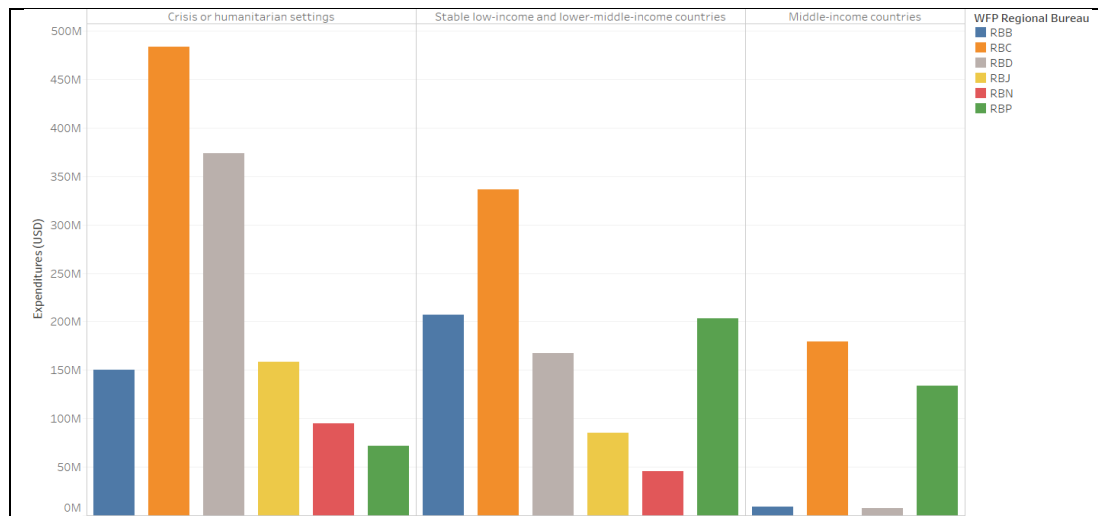
⁴²⁷ WFP. 2020zh. *State of School Feeding Worldwide 2020*. Unpublished draft. Rome, WFP.

Figure 29 School feeding expenditure as a share of total WFP expenditure 2017–2019 (million US\$)



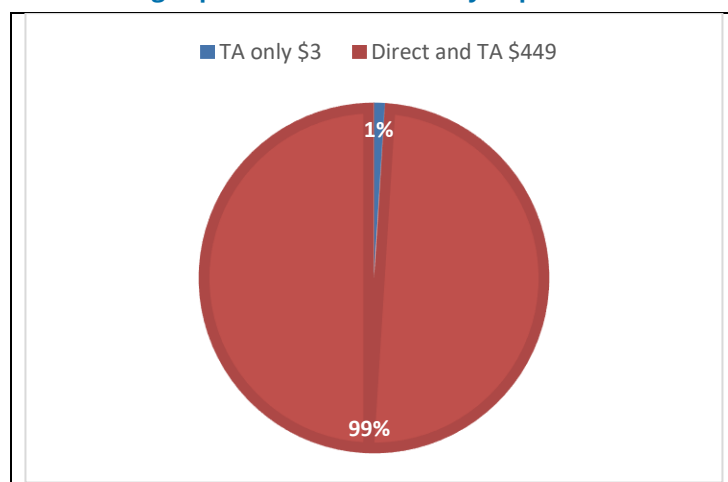
Source: WFP, 11 November 2020.

Figure 30 School feeding expenditure 2017–2019 per regional bureau by country capacity



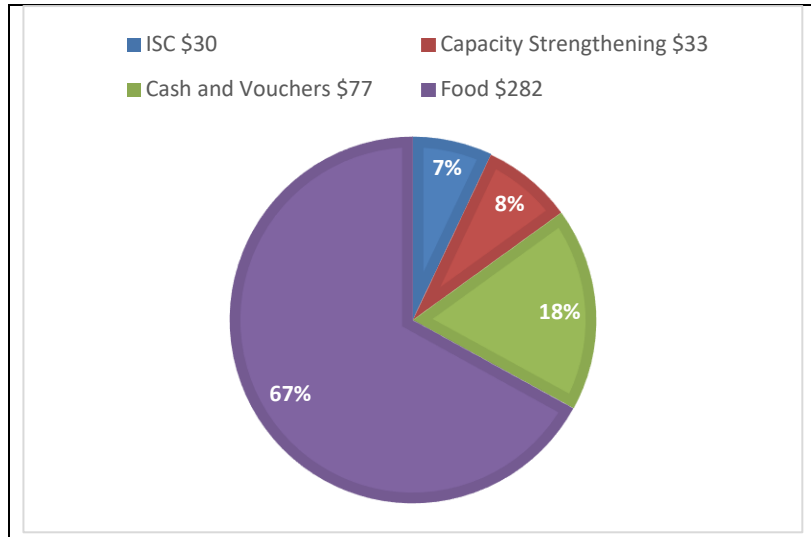
Source: WFP, 11 November 2020.

Figure 31 Total school feeding expenditure 2017–2019 by implementation modality (US\$ million)



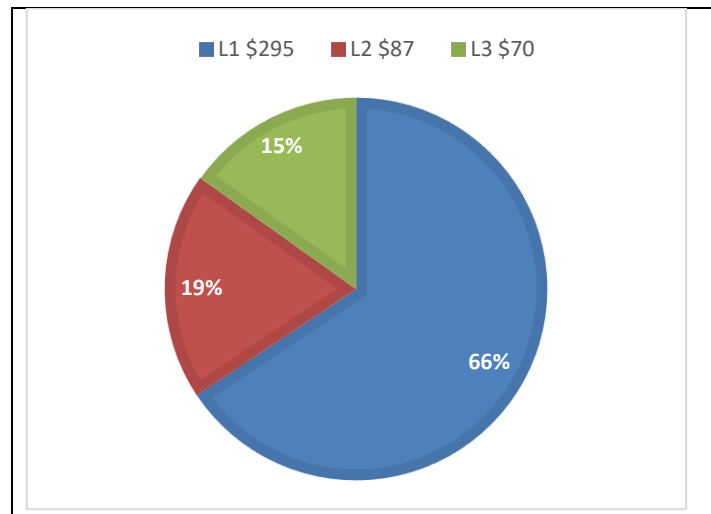
Source: WFP, 11 November 2020.

Figure 32 School feeding expenditure 2017–2019 by cost component (US\$ million)



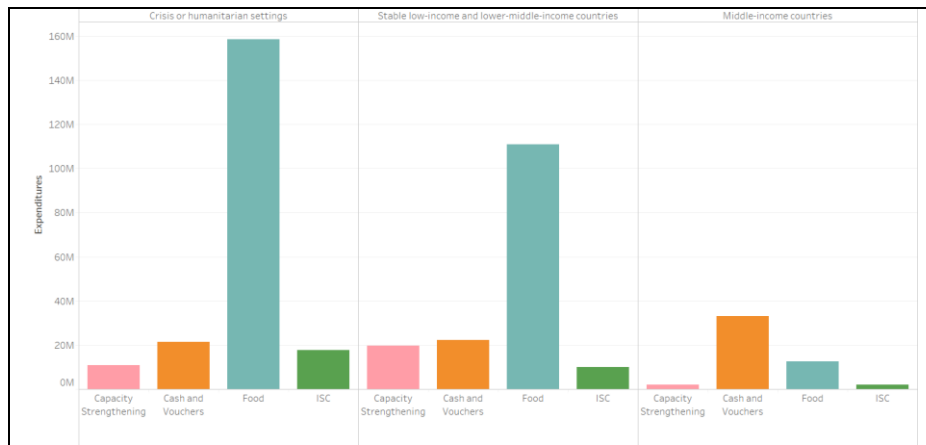
Source: WFP, 11 November 2020.

Figure 33 School feeding expenditure 2017–2019 by emergency setting



Source: WFP, 11 November 2020.

Figure 34 School feeding expenditure 2017–2019 per cost component by country capacity



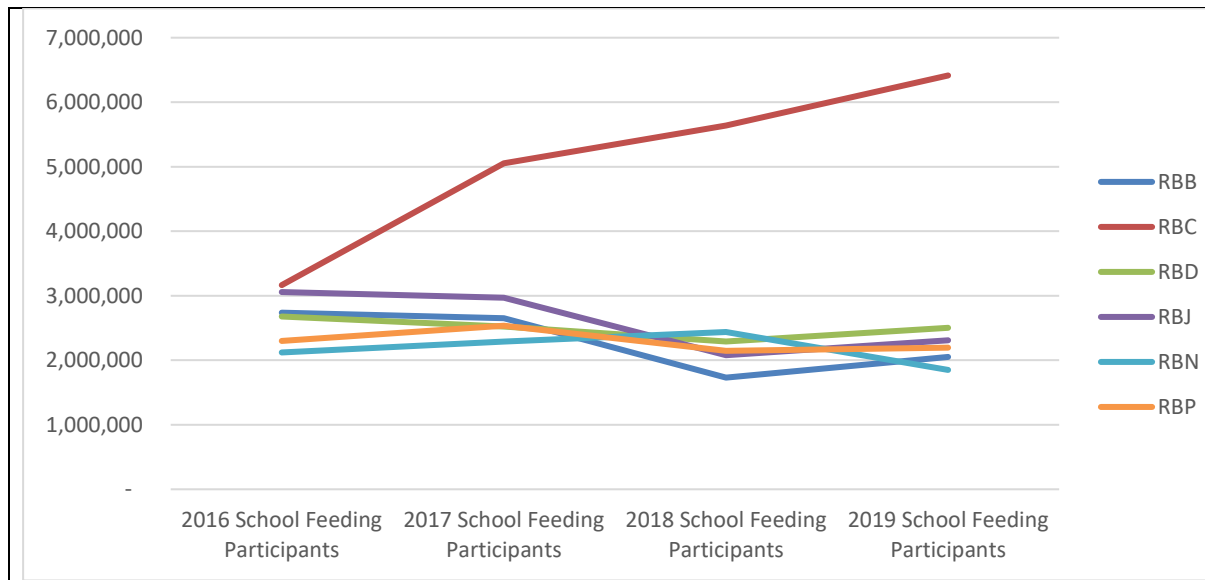
Source: WFP, 11 November 2020.

School feeding beneficiaries

22. School feeding participants are a subset of Context 1 beneficiaries who are defined as “targeted persons provided with food assistance”. Context 1 also incorporates “activity supporters” who are “persons receiving transfers as incentives to implement WFP programmes” (defined in “Beneficiary Counting in COMET”). The figures included in “feeding participants” below exclude activity supporters. These revised figures were received from SBP on 10 November 2020.

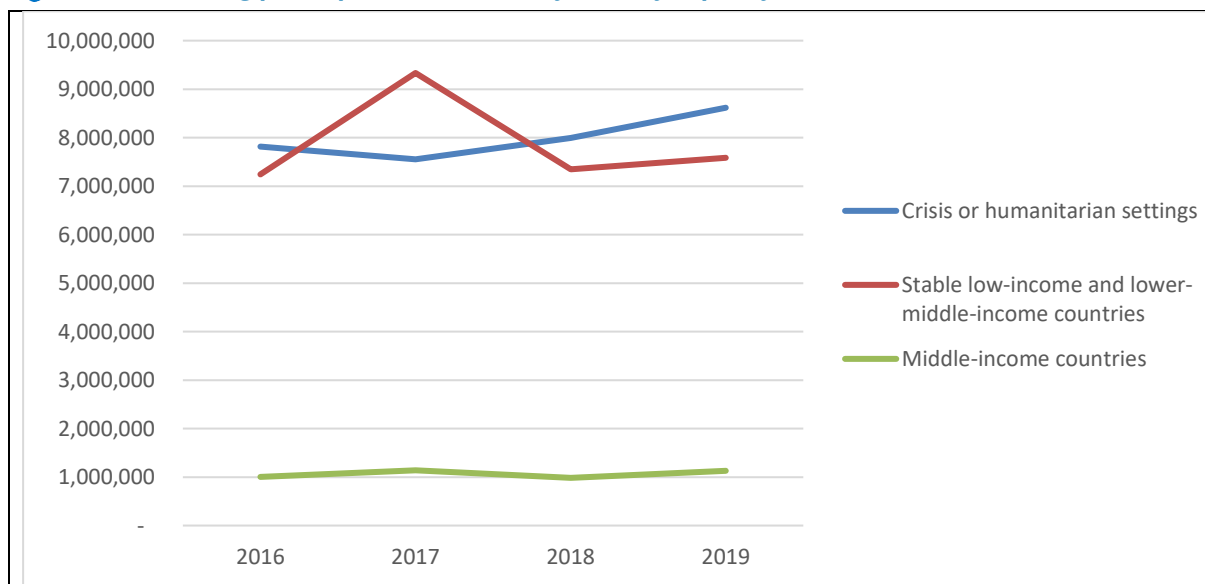
23. Figure 35 shows feeding participants in 53 countries by regional bureau between 2016 and 2019, and Figure 36 below shows the feeding participants in those countries by country capacity. Figure 37 shows the regional share of level 2 and level 3 school feeding participants.

Figure 35 Feeding participants by regional bureau, 2016–2019



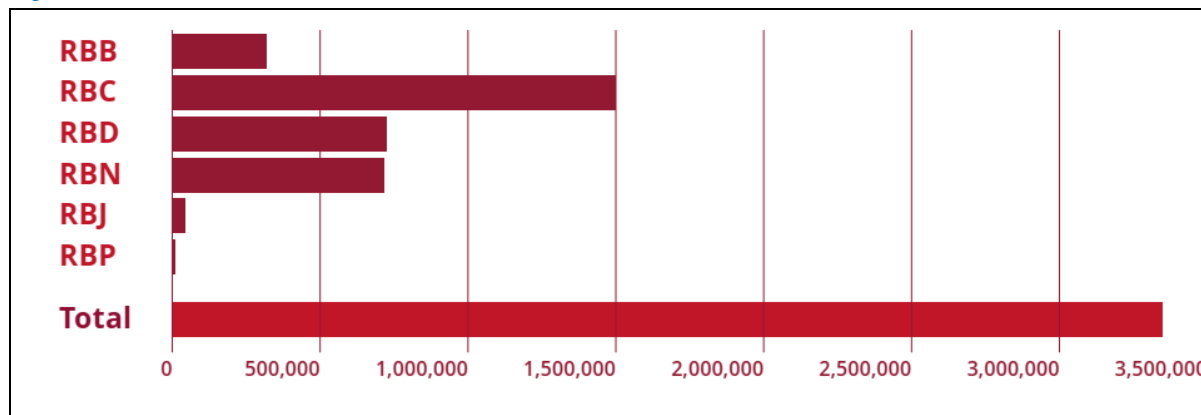
Source: WFP, 10 November 2020.

Figure 36 Feeding participants 2016–2019 by country capacity



Source: WFP, 10 November 2020.

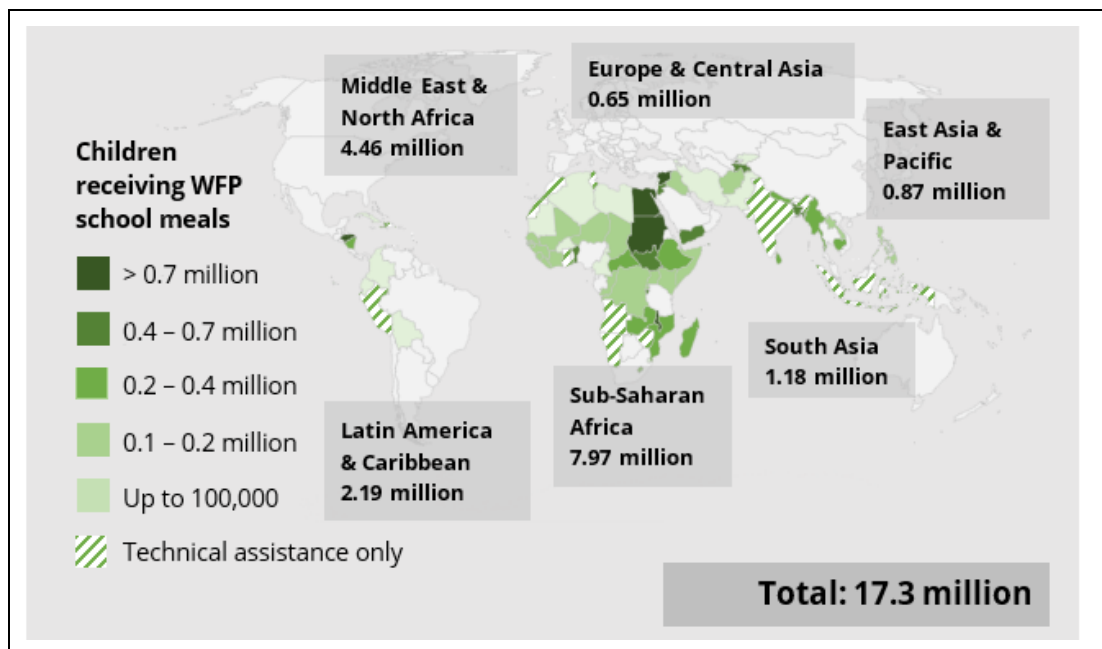
Figure 37 Regional share of level 2 and level 3 school feeding participants



Source: Figure 4, WFP, 2019.

24. Figure 38 shows the number of children reached through WFP school feeding in 2019, and where technical assistance is provided.

Figure 38 Number of children reached through WFP school feeding programmes in 2019



Source: WFP, .

25. Table 39 shows a breakdown of WFP school feeding programmes between 2011 and 2019. Table 40 shows the number of children benefiting from WFP school feeding in each region in the same time period, which is then illustrated in Figure 39 below.

Table 39 WFP school feeding numbers 2011–2019

Details	2011	2014	2016	2018	2019	2020 ⁴²⁸
Total number of school children reached with direct school feeding	25.9 million	18.2 million ⁴²⁹	16.4 million	16.4 million	17.3 million	16
Percentage of girls	48.2	49	50	51	50	
Number of countries assisted	61	65 ⁴³⁰	60 ⁴³¹	61 ⁴³²	73 ⁴³³	
Direct expenses on school feeding programmes	US\$482.4 million	US\$318.2 million	US\$300 million	not available	US\$600 million	
Girls provided with take-home rations	2 million	1.3 million	2 million ⁴³⁴	630,000	430,000	
Boys provided with take-home rations	0.8 million					
Children receiving school feeding in emergency contexts	5.7 million		1.7 million	3.4 million	4.5 million	
Number of countries where WFP supports home-grown school feeding	Not available	32 ⁴³⁵	46	38	40	
Number of schools receiving WFP assistance	Not available	75,500	76,000	64,000	90,000	

Sources: 2011: WFP, 2013e; 2014: WFP, 2015 and WFP, 2015; 2016: WFP, 2017; 2018: WFP, 2019; 2019: WFP, ; 2020: WFP, 2020.

⁴²⁸ Figures for 2020 are not yet available, except the preliminary figure of how many children have been supported directly.

⁴²⁹ This includes 1.2 million school children benefiting from a WFP-managed trust fund in Honduras. There are slight discrepancies in reporting: 2014 Annual Performance Report states different figures: 16.7 million and 17 million children in 65 countries (WFP, 2015). We have included the figure that was consistent across sources.

⁴³⁰ WFP provided school meals in 65 countries and supported governments in managing their own SMP in another 9 countries.

⁴³¹ WFP provided school meals only in 9 countries, schools meals plus technical assistance to governments in 51 countries, and technical assistance only to governments in 9 countries.

⁴³² WFP provides school feeding plus technical assistance to the Government in 61 countries, and technical assistance only to Government in 10 countries.

⁴³³ In 2019, WFP supported 4 countries with direct implementation only, 55 countries with direct implementation and technical assistance, and 14 countries with technical assistance only.

⁴³⁴ Data not disaggregated.

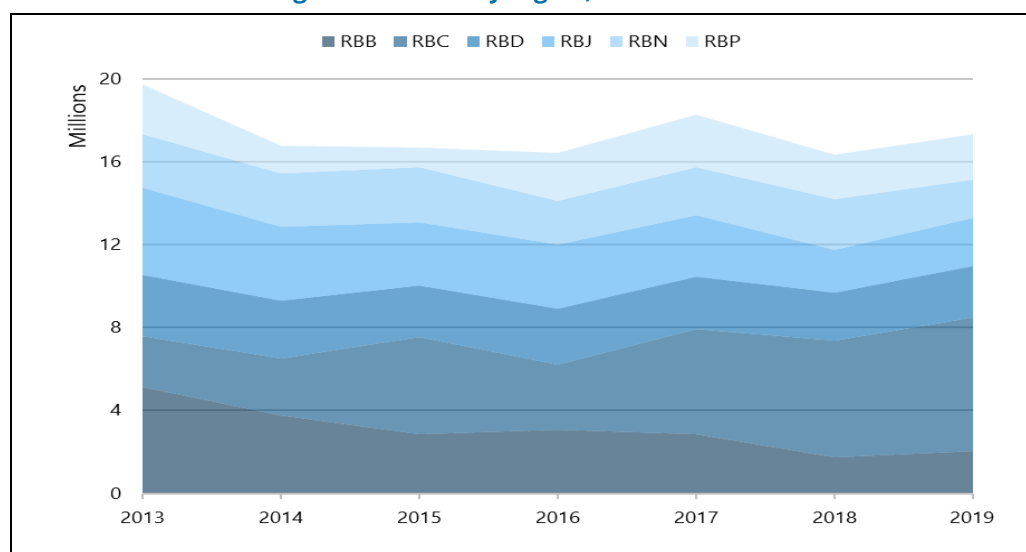
⁴³⁵ There is a discrepancy between sources: the Annual Performance Report states that home-grown school feeding was piloted in 32 countries, while the 2015 school feeding infographic reports 27 countries.

Table 40 Children benefiting from WFP school feeding programmes by region by year 2011–2019

Regional bureau	2011 (# of children)	2014 (# of children)	2016 ⁴³⁶ (# of children in millions)	2018 ⁴³⁷ (# of children in millions)	2019 (# of children in millions)	% of total in 2019
Asia (and the Pacific)	8,803,413	3,746,836	3.1	1.74	2.1	12.1
Middle East, North Africa, Eastern Europe, Central Asia	1,447,925	2,737,162	3.2	5.64	6.4	37
West and Central Africa ⁴³⁸	3,129,695	2,987,378	2.7	2.30	2.5	14.5
Southern Africa	1,917,696	3,582,251	3.1	2.10	2.3	13.3
East Africa	4,185,630	2,565,451	2.1	2.44	1.8	10.4
Latin America and Caribbean	4,832,329	2,539,254	2.3	2.15	2.2	12.7
Sudan ⁴³⁹	1,630,205	n/a	n/a	n/a	n/a	n/a
Total	25,946,893	18,158,332	16,5	16,37	17.3	

Sources: 2011: WFP, 2013e; 2014: WFP, 2015 and WFP, 2015; 2016: WFP, 2017; 2018: WFP, 2019; 2019: WFP, .

Figure 39 WFP school feeding beneficiaries by region, 2013–2019



Source: WFP, .

Note: Regional Bureau Bangkok (RBB); Regional Bureau Cairo (RBC); Regional Bureau Dakar (RBD); Regional Bureau Johannesburg (RBJ); Regional Bureau Nairobi (RBN); Regional Bureau Panama (RBP)

⁴³⁶ Figures for 2016 were only available as rounded figures and are therefore presented in abbreviated form.

⁴³⁷ Figures for 2018 were only available as rounded figures and therefore are presented as such.

⁴³⁸ Central Africa used to be part of Regional Bureau Nairobi (RBN).

⁴³⁹ Sudan figures include Sudan and South Sudan prior to the independence of South Sudan. From 2014, Sudan and South Sudan fell under different regional bureaux, Sudan under Regional Bureau Cairo (RBC) and South Sudan under RBN.

Annex P Partnerships

Purpose of this annex

1. This annex provides a mapping of the different types of partnership initiatives in School Feeding. It describes the main global school feeding and school health and nutrition (SHN) partnership initiatives which illustrate WFP global engagement. Multiple engagements have been cemented since 2018. It then examines, by type of partners, the evolution of the institutionalisation of WFP school feeding partnerships at global level since 2014. Annex P also explores how these partnerships have developed at regional and country level, looking at selected partnership initiatives and efforts, and drawing from documentation reviews as well as country studies. This helped to: (i) draw findings and conclusions on the connection between institutionalisation of partnerships at global level and effects at regional or country level; and (ii) identify gaps in terms of partnerships.
2. This landscape analysis is not meant to provide a comprehensive analysis of WFP partnerships in the school feeding domain, and does not cover collaboration/partnerships with host governments.

Main global school feeding and SHN partnership initiated by WFP, or to which WFP has contributed

3. Global school feeding and SHN partnership initiatives which illustrate the renewed WFP global level engagement include:
 - a) **A revitalized coalition of partners on “Stepping up effective school health and nutrition”**, following the UNESCO/WFP meeting convened in 2019,⁴⁴⁰ with: (i) the establishment of a Community of Practice (CoP) on School Nutrition hosted by the United Nations System Standing Committee on Nutrition (UNSCN)⁴⁴¹ which has brought many partners⁴⁴² in and produced an inventory of guidance as a first step of coordinated action around SHN; and (ii) the formal launch of this partnership with four priorities in April 2020. WFP is recognized as a strong contributor to this process, and although some tensions have emerged in the CoP around different perspectives on nutrition, the collaboration is progressing rapidly with the UNSCN playing a neutral role as coordinator. The collation priorities are: (i) advocating jointly to raise school health and nutrition on national, regional and global agendas, and mobilizing funding and support to scale national programmes; (ii) generating and disseminating more and better data on school health and nutrition, to critically monitor global progress and inform policy and programming at all levels; (iii) providing coordinated and evidence-based guidance and standards based on country needs; and (iv) providing coordinated policy advice and support for advancing multisectoral policies and programmes that are embedded in national education systems.

“The difference to various previous initiatives (FRESH etc.) is that we see school feeding as integral to influencing learning, by addressing barriers to teaching and learning. It’s learning that is driving it. We have very clearly made the link between learning and school feeding. I’m using learning in the broadest sense. We may not have hardest evidence on education outcomes. There are outcomes like retention, absenteeism, it’s that kind of paradigm shift that we’ve made, so it’s not just about an integrated platform but it’s about learning.” “This time it is a discussion of who does what operationally” (Key informant).

⁴⁴⁰ In July 2019, during a meeting convened by UNESCO and WFP, United Nations agencies and key school feeding stakeholders such as the World Bank and the Global Partnership for Education shared a strong commitment to jointly advocate for school health and nutrition.

⁴⁴¹ UNSCN. 2020. *School Nutrition. An inventory of the United Nations system global guidance, resources and tools on school nutrition*. United Nations System Standing Committee on Nutrition (UNSCN).

⁴⁴² Including World Health Organization, Food and Agriculture Organization of the United Nations, International Fund for Agricultural Development, WFP, UNICEF, UNESCO, New Partnership for Africa’s Development, Save the Children, Imperial College London, Biodiversity International, CGIAR, Global Child Nutrition Forum, the University of Southampton and the London School of Hygiene & Tropical Medicine.

- b) **A UNICEF–WFP– United Nations Population Fund (UNFPA) operational partnership** launched by the executive directors of WFP and UNICEF in January 2020 at the World Economic Forum in Davos to scale up interventions in school feeding, nutrition, health and water, sanitation and hygiene, ensuring that 35 million children in 30 of the poorest countries receive a health and nutrition package through schools. The pilot phase includes six countries (Chad, Niger, Burkina Faso, Ethiopia, Somalia, South Sudan). This initiative was identified by the WFP Strategic Plan mid-term review as a promising example of delivering health and nutrition packages at scale.⁴⁴³ Significant global informants very much welcomed this effort, also acknowledged by regional offices, and several country offices (Kenya, Rwanda, Côte d'Ivoire).
- c) **The elaboration of a home-grown school feeding (HGSF) resource framework**⁴⁴⁴ building on the important growing commitment of the African Union to HGSF since 2016. The framework is the result of an intense process of co-elaboration and calls for an HGSF Global Alliance. Some partners are concerned that it has not yet led to more partnerships on the ground. Nevertheless, the recent launch of a certified e-learning programme on HGSF shows that the commitment is still there.⁴⁴⁵
- d) **An alliance with the World Bank on a joint research agenda** in the form of a memorandum of understanding (MOU), building on the long-standing relationship between the two organizations.
- e) **A partnership with Education Cannot Wait (ECW)** for joint programming and advocacy for school feeding in emergencies and protracted crisis settings, which represents a clear commitment to work together, to be piloted in three countries (Ethiopia, Chad, the DRC). ECW will encourage an inclusion of WFP and school feeding in its multi-year response plans. This partnership is identified as *“not a legal MoU, no legal or financial commitment, outside collaboration, but a commitment to work together”* (Key Interview Informant).
- f) The launch of a **Framework for Reopening Schools** together with UNESCO, UNICEF and the World Bank in 2020 to help countries cope with the Covid-19 pandemic represents an important opportunity to consolidate joint work at regional level.

Landscape analysis of WFP partnerships in school feeding by type of partner

Regional Organizations

4. WFP has developed a good collaboration with the African Union (AU) and the African Union Development Agency (AUDA-NEPAD) focused on advocacy around HGSF since 2000. The WFP Brazil Centre of Excellence (CoE) has played a critical role in this. This collaboration resulted in a strong political impetus for HGSF in Africa. It is now evolving towards support for the elaboration of a continental school feeding database, with the support of Dubai Cares.
5. Beyond this, the evaluation has not identified other examples of regional organizations having generated a clear political drive for school feeding. The regional initiatives School Feeding and Social Protection in North Africa/Middle East and No Lost Generation in Middle East have not taken off.
6. Regional bureaux have identified some windows of opportunity for strengthening these partnerships, including through the mainstreaming school feeding in other priority agendas such as resilience/nexus or social protection.
7. WFP informants have expressed doubt on the priority of developing these collaborations considering the level of capacity of these institutions, and the transaction costs of establishing them. Across the evaluation country studies, the regional partnership dimension was found to be very weak. As the new School-Based Programme (SBP) service calls for regionalisation⁴⁴⁶, it will be critical to fine tune the purpose

⁴⁴³ WFP. 2020y. *Mid-Term Review of the WFP Strategic Plan (2017–2021)*, WFP/EB.A/2020/5-A/Rev.2. Rome, WFP.

⁴⁴⁴ FAO & WFP. 2018. *Home-Grown School Feeding Resource Framework*. Technical Document. Rome, Food and Agriculture Organization of the United Nations (FAO) and WFP.

⁴⁴⁵ A webinar was organized for 21 October 2020 by the RBA, AU/NEPAD, Global Child Nutrition Forum and Partnership for Child Development to present the e-learning course and discuss partnerships as critical enablers for strong and potentially successful home-grown school feeding programmes.

⁴⁴⁶ Some donors are also pushing for strengthened collaboration with regional organizations, such as the European Commission.

and scope of these regional partnerships to ensure that they will add value to enabling the environment for school feeding at country level.

Organization	Institutionalization at global/regional level
Regional forums / organizations	
African Union (AU)	<p>2018: WFP Centre of Excellence in Brazil chaired an AU HGSG Cluster meeting at the Global Child Nutrition Foundation</p> <p>2015: First African Day for School Feeding organized by AU/ New Partnership for Africa's Development and facilitated by the Food and Agriculture Organization of the United Nations, WFP, UNICEF, etc.</p> <p>Since 2010: Partnership with the Brazil CoE (WFP & AU,) Regional Bureau Nairobi (RBN) considers that WFP used to have closer engagement with AU.</p>
Association of Southeast Asian Nations	Planned in Regional Bureau Bangkok (RBB), school feeding concept note.
Inter-Governmental Authority for Development	Not yet engaged on school feeding, but envisaged – more engaged on emergency response
East African Community	Not yet engaged, but envisaged
Economic Commission for Latin America and the Caribbean (ECLAC)	Partnership ongoing with ECLAC
Parlatino	2012: Regional Bureau Panama (RBP) signed a regional agreement with the Latin American Parliament – Parlatino
South Asian Association for Regional Cooperation	Planned in RBB , school feeding concept note
Secretaría de la Integración Social Centroamericana (SISCA)	Partnership ongoing – SISCA
Southern African Development Community (SADC)	Regional Bureau Johannesburg (RBJ): At the regional level, WFP has a memorandum of understanding with the SADC to collaborate and contribute to the eradication of food insecurity in the region. School health and nutrition falls under this mandate and is supported by the Social and Human Development Directorate within the secretariat. SADC leverages the Care and Support for Teaching and Learning framework, which is premised on the systematic provision of a comprehensive package of services through the education sector as a basis for actions to be taken by ministries of education and complementary sectors. SADC will serve as the anchor through which the RBJ will strengthen partnerships with the United Nations system and international financial institutions.

United Nations System

8. Over 35 qualitative quotes in the survey emphasize the importance of partnering/improving partnerships with United Nations agencies. “There is a very strong recognition internally of need to partner, especially with UN agencies and in particular UNICEF” (Key informant interview). The Stepping up SHN coalition is seen as representing a key milestone in the context of the United Nations system reform.

9. Partnership with UNICEF, UNESCO, and the United Nations Population Fund (UNFPA) has been growing. On the partnership with UNICEF, “There is increased joint communications. WFP and UNICEF are working well together on political and technical level”. The partnership with UNICEF is strategically important to strengthen the position of school feeding within the social protection space, reach adolescent girls vulnerable to malnutrition, and work on the political aspects. There are important differences between UNICEF and WFP in the way they are organized and make decisions: UNICEF is much more decentralized.

10. Partnership frameworks with Rome-based agencies and, in particular, the Food and Agriculture Organization of the United Nations (FAO), have not been formalized and continue to be quite weak, as depicted in the 2011 Policy Evaluation.⁴⁴⁷ Collaboration with WFP on value chains/HGSG started with the

⁴⁴⁷ WFP. 2011b. *WFP's School Feeding Policy: A Policy Evaluation Vol. I Full Report*. S. Lister, S. Anderson, M.M. Genequand, A. Gordon, J. Sandford, S. Turner, Oxford, UK and Rome, Italy, Mokoro and WFP.

collaboration on Purchase for Progress (P4P) but remained ad hoc. The collaboration around the HGFSF resource framework has been very good and created a momentum, but then each agency has disengaged. FAO is now implementing the HGFSF model in line with the HGFSF resource framework in Ethiopia and Senegal, but not with WFP (it is an Italy-funded project).

11. In general, there is very little joint programming (just two examples were cited in different global interviews). There has been no follow-up to the meeting between the FAO Director of Nutrition and WFP School-Based Programme (SBP) Director which aimed at defining the collaboration. FAO is not aware of WFP areas of work in school feeding/SHN and, in particular, is not aware of WFP work in the policy/legislation domain, or of the WFP collaboration with African Union (AU); this represents a missed opportunity in terms of collaboration on the upstream work. At country level, there have been tensions and issues of “mandate creep” (Rwanda, Uganda). Considering the growing prioritization by WFP of the HGFSF model, nutrition-sensitive programming and enabling the environment, this represents a huge missed opportunity at all levels, all the more so as WFP and FAO have a very similar strategy in terms of enabling the role for SHN.

12. Opportunities for further collaboration with the World Health Organization (WHO) in the domain of healthy diets have been insufficiently explored, leading to duplication of efforts in terms of nutrition-sensitive school feeding guidance.

13. Partnerships with the United Nations Development Programme (UNDP) on technical assistance (policy, governance, governance of smallholder organization, etc.) is insufficiently explored (only in Côte d'Ivoire and Peru, but in both cases the dialogue and collaboration has encountered challenges).

Organization	Institutionalization at global level	Selected initiatives at regional/country level
UN System		
Overall	<p>2020: Stepping up SHN + United Nations Community of Practice on School Nutrition</p> <p>2013: Nourishing Bodies, Nourishing Minds</p>	<p>Peru: WFP, WHO, UNICEF and FAO form part of the technical committee advising the “Reorganizing commission” of the school feeding programme.</p>
FAO	<p>2020: WFP commits to update bilateral partnership with FAO</p> <p>2019: For the first time, FAO and WFP collaborate on McGovern-Dole/United States Department of Agriculture Proposal</p> <p>2018–2019: Joint work on the HGFSF framework</p> <p>“The collaboration around the HGFSF resource framework has been very good, there has been a momentum, but then each agency has disengaged” (Key informant interview)</p>	<p>FAO Regional Office for Latin America and the Caribbean: 2019. Strengthening Joint Programme in Latin America and the Caribbean</p> <p>Haiti: “This partnership with UNICEF has not really been mobilized in the past, and the relationship has been quite difficult” (Key informant interview)</p> <p>Mozambique: Prior to the evaluation period, there was useful and positive collaboration with FAO in the context of the Purchase for Progress programme</p> <p>Côte d'Ivoire: Missed opportunity of collaboration with Rome-based agencies on the support to smallholder farmers and a law on school feeding</p> <p>Tajikistan: Potential partner for design of altitude-specific greenhouses which are being built to develop schools’ ability to grow their own fresh produce to use or sell. Important partner in terms of transition planning from mandated Russian suppliers to home-grown food – quality of local foods, poor soil. Closer cooperation would be helpful</p> <p>Cambodia: 2020. WFP-FAO collaboration on McGovern-Dole/United States Department of Agriculture Proposal</p> <p>Rwanda: FAO and WFP collaborated in formal arrangement on previous school feeding programme in Rwanda, but currently there is no official partnership around school feeding</p> <p>Peru: A good relationship is being developed with FAO on HGFSF</p>

Organization	Institutionalization at global level	Selected initiatives at regional/country level
UN System		
UNESCO	<p>2020: formed a Global Education Coalition for Covid-19 response (130 partners) and invited WFP to be part of it</p> <p>2020: WFP commits to update bilateral partnership with UNESCO</p> <p>2019: WFP seconded a staff member to UNESCO</p> <p>“An echo of many years back when WFP seconded to UNESCO before.” (Key informant interview)</p>	<p>Regional Bureau Cairo (RBC): Covid-19/school reopening advocacy and regular meetings through a coalition of education partners UNESCO, UNICEF, United Nations Refugee Agency (UNHCR), United Nations Relief and Works Agency for Palestine Refugees (UNRWA), World Bank</p> <p>Syria: National education database</p> <p>Côte d'Ivoire: Attempt to conduct a joint study on effect of Covid-19 on schools and school health and nutrition. Leveraging global UNESCO–WFP partnership.</p>
UNHCR	<p>HQ/RBN: WFP and UNHCR are developing guidelines for school feeding–SHN for children under the refugee status.</p>	<p>Kenya: WFP refurbishing the schools in the camps, 50-50 split with UNHCR</p> <p>Rwanda: Good collaboration</p>
UNICEF	<p>April 2020: WFP & UNICEF joined forces for the Covid-19 Pandemic response, building on the partnership launched in Davos (Joint email sent to all their RBx and COs to encourage them to work together). “As a result, a lot of COs have launched/reactivated dialogue with UNICEF” “This represents an opportunity for collaboration beyond the Covid-19 related response” (Key informant interview)]</p> <p>Nov 2019 & Jan 2020: Launching of the WFP–UNICEF–UNFPA partnership to scale up School Feeding, Nutrition, Health and WASH interventions. Pilot phase in 6 countries (Chad, Niger, Burkina Faso, Ethiopia, Somalia, South Sudan) (MOU)</p>	<p>Regional Bureau Bangkok (RBB): Appreciative of the UNICEF–WFP back-to-school campaign</p> <p>Regional Bureau Dakar (RBD): March 2020. Kick-off meeting UNICEF–WFP enhanced partnership: A paradigm shift towards human capital development</p> <p>Regional Bureau Cairo (RBC): March 2020. Stepped-up coordination with UNICEF in the context of Covid-19</p> <p>Regional Bureau Panama (RBP): The partnership with UNICEF differs from one country to the next</p> <p>Syria: Implementation of the school meals programme is done in coordination with the Ministry of Education and UNICEF</p> <p>Mozambique: Exchange on nutrition</p> <p>Côte d'Ivoire: Quite strategic partnership in place, strengthened with Covid-19 response. Attempt to have a joint programme as part of the McGovern-Dole Grant (UNICEF on water, sanitation and hygiene component) but did not work</p> <p>Rwanda: 2020: Strong emerging partnership with UNICEF, which has been facilitated at HQ level and has been helpful. This has been a recent development and is guided by the global memorandum of understanding. Strengthening the provision of water to schools. 2019: partnership on Adolescent Girls. Menstrual Hygiene Management.</p>
United Nations Population Fund (UNFPA)	<p>Nov 2019: Launching of the WFP–UNICEF partnership to scale up school feeding, nutrition, health and water, sanitation and hygiene interventions. UNFPA in two countries. (Chad, Niger) (memorandum of understanding)</p>	<p>Regional Bureau Nairobi (RBN): Very few</p>
<p>Other agencies: International Fund for Agricultural Development (IFAD) (Tunisia: 2019: WFP signed a tripartite agreement with IFAD and the Regional Commissariat of the Ministry of Agriculture in Siliana to work on HGSP), United Nations Environment Programme (UNEP) (RBN: Trying to forge a partnership), United Nations Office for Project Services (UNOPS) (Tunisia: to rehabilitate kitchens), United Nations Habitat (Mozambique to support storage facilities in schools), United Nations Women (Rwanda: Gender transformation (Rural Women’s Economic Empowerment initiative), UNDP (Côte d'Ivoire, Peru), WHO (RBB)</p>		

Civil society organizations including international and national non-governmental organizations (NGOs)

14. Collaboration with NGOs and civil society organizations has in general been active for joint implementation with strong contributions on complementary services (education, gender, water, sanitation and hygiene).

15. On occasion, there has been competition for funds (Cambodia, Mozambique, Rwanda), or WFP has insufficiently valued NGOs' expertise and comparative advantage.

16. The engagement with civil society organisations (CSOs) has not yet brought the advisory engagement envisioned in the Strategy. In Latin America and Caribbean (LAC), three memorandums of understanding have been signed to help move the transformative work forward: (i) PCI Media Impact (to work mostly on radio and community mobilization); (ii) Plan International (especially on gender transformative approaches); and (iii) Communication Initiative (global knowledge management experts, so the aim is to share global experiences). The partnership with Plan International has led to clear country implementation (Haiti). These partnerships represent good examples of how this type of engagement could be developed.

17. In RBB, a partnership mapping exercise will explore the windows of opportunities for partnership with NGOs (including but not limited to PLAN, World Vision, Save the Children and Catholic Relief Services).⁴⁴⁸

18. Evaluation country studies suggest that, after transitioning to Government has taken place, CSOs could play a watchdog role to enhance accountability and community involvement.

Organization	Institutionalization at global/regional level	Selected initiatives at regional/country level
Civil society, national and international NGOs		
Overall	2020: WFP commits to establish an NGO advisory board at global/headquarters level and include NGOs in various work streams of the Strategy	
Most cited NGOs/INGOs: Catholic Relief Services (Haiti), Gardens for Health (Rwanda: good partnership at local level); Social and Industrial Food Institute (SIFI) (Tajikistan, Tunisia on support to the development of the Sustainable School Meals strategy), Plan International (RBP, Cambodia, Haiti – see above), Welthungerhilfe (Kenya), World Education International (Cambodia), World Vision (Cambodia, Rwanda, Kenya on water, sanitation and hygiene),		

Private sector

19. With the private sector, promising initiatives have been identified at all levels (e.g. SODEXO, Mastercard, DEVERY, DSM, UNILEVER) for different purposes, including provision of technical expertise on digitalization, cost-benefit analysis, or the direct provision of food or infrastructure. In Tunisia, SODEXO and DEVERY partnerships have been leveraged to develop innovations such as the central kitchen and the integration of digitalization to manage the supply chain. In Cambodia, canned fish for school meals are provided by Japanese companies.

20. Experience from Côte d'Ivoire, Kenya, Peru, Rwanda and Tunisia indicates good to strong engagement with the private sector, but insufficient coordination on school feeding, and around a common vision with the Government, which could include: (i) creating incentives for the production of healthier food (Peru); or (ii) aligning partnerships and local food procurement strategies.⁴⁴⁹ For example, in Rwanda, Africa Improved Foods is not invited to coordination meetings. In Peru, WFP has a private sector committee composed of 17 private sector companies, not focusing specifically on school feeding, but the Government is not represented.

21. The School Feeding Strategy does not clarify how to partner productively with the private sector and ensure that this leads to responsible engagement, as per guidance from the WFP global policy on nutrition.⁴⁵⁰

⁴⁴⁸ WFP. 2020w. *Management Response to the Recommendations from the Synthesis of Evidence and Lessons from WFP's Policy Evaluations (2011–2019)*, WFP/EB.A/2020/7-D/Add.1. Rome, WFP.

⁴⁴⁹ WFP. 2019zk. *Terms of Reference. United Republic of Tanzania: An Evaluation of WFP's Country Strategic Plan (2017–2020)*. Rome, WFP. WFP. 2019s. *Private-Sector Partnerships and Fundraising Strategy 2020–2025. Impact Working Session*. 8 July 2019. Rome, WFP.

⁴⁵⁰ WFP. 2017ze. *WFP Nutrition Policy*. 27 January 2017. Rome, WFP.

Organization	Institutionalization at global/regional level	Selected initiatives at regional/country level
Private Sector		
Overall	2020: WFP commits to develop new partnerships with national private sector companies which can and should be part of country-level advocacy, and policy platforms to strengthen the quality and sustainability of school health and nutrition /school feeding interventions	Kenya: International Paper, DSM, FEED, Caterpillar, Earth Holdings, Unilever, Drew Barrymore, Princess Haya WPD, IRB, Japan Association for WFP, LG Electronics and GoodSeed Association (Value US\$15,381,303)
SODEXO	2018: Develop digital transformation (US\$1 million/year)	Tunisia : Office has drawn on headquarters and Regional Bureau Cairo (RBC) partnerships with SODEXO and DEVERY to develop innovations such as the central kitchen and the integration of digitalization to manage the supply chain and establish finance innovations.
MasterCard	2018: Cost-benefit analysis for governments in 20 countries; media campaign to raise money for school feeding	
Examples: Food Companies (Rwanda: Africa Improved Foods, a private company for producing super cereal by buying from farmers and investing in improved quality through drying techniques that have reduced losses by 90 percent. Meeting WFP quality standards requires investment and this makes the super cereal expensive; Kenya: UNILEVER); Media Companies – Regional Bureau Panama (RBP): Memorandum of understanding with PCI Media Impact and RBP to work on radio and community mobilization.		

Academia, research

22. Overall, collaboration with research and academic institutes is still at an early stage. The Latin America and the Caribbean (LAC) region seems to be more advanced in reaching out to academia, think tanks or consulting firms for generating evidence. They have established collaboration with academia and think tanks such as the National Institute of Public Health and Oxford Policy Management or PCI Media Impacts.⁴⁵¹ In Peru, collaboration has been established with the Universidad del Pacifico to conduct the impact evaluation of the school feeding programme and other studies.

23. Considering the importance of the learning agenda and the weaknesses encountered by WFP, this should be further prioritized.

Organization	Institutionalization at global/regional level	Selected initiatives at regional/country level
Academia, research		
Partnership for Child Development (PCD)	2016: PCD publish together with the World Bank and WFP	
London School of Hygiene & Tropical Medicine	2020: Partnership in negotiation to help create a small secretariat for a global research consortium for research in school health and nutrition	
Others: International Food Policy Research Institute (RBC); Universities (Peru: Universidad del Pacifico to conduct the impact evaluation of the school feeding programme and other studies)		

International financial institutions (IFIs), others

24. At corporate level, WFP is stepping up its collaboration with IFIs, but not specifically on school feeding. In 2020, WFP signed a memorandum of understanding with the Islamic Development Bank. It has also started building partnerships with the Asian Development Bank and Inter-American Development Bank.

⁴⁵¹ WFP. 2020c. *A Chance for Every Schoolchild in Latin America and the Caribbean. Regional Strategic Concept Note 2021–2030*. WFP internal document. WFP Regional Bureau Panama.

25. On school feeding, WFP is looking at establishing a collaboration with the Inter-American Development Bank (RBP, Haiti) and the African Development Bank (RBD, Uganda).

26. A partnership agreement has not been established with the Global Child Nutrition Foundation.

Organization	Institutionalization at global/regional level	Selected initiatives at regional/country level
IFIs, others		
Anglican Church	2020: Have expressed an interest to join forces in a large network of school feeding in Africa	
Dubaï Cares	2020–2023: Agreement being finalized to support knowledge, learning and advocacy at the level of the African Union (in particular, creation of a school feeding database) (Budget US\$4 million)	
GIZ (German international cooperation)		Mozambique: Partnership with GIZ on improved stoves (environment)
Global Partnership for Education (GPE)	2020: Discussions are happening but are as yet exploratory. WFP started to receive funding from GPE. Strategic partnership may or may not include funding. “Currently the relationship is random”.	Rwanda: 2020. Plug school feeding into the GPE grant “We really benefited from the global push to look at how school feeding could be used to respond to shocks.” (Key informant interview)
World Bank	2020: WFP updates bilateral partnership with World Bank (memorandum of understanding) 2009: WFP, World Bank and Partnership for Child Development (PCD) to strengthen the evidence base for the WFP School Feeding Policy. Joint publication <i>Rethinking School Feeding</i> . Long-standing relationship with WFP for a few decades (started with in-depth case studies on impact of school feeding on education outcomes)	RBN: Very active dialogue with the WB RBP: Intention to partner, but not easy Haiti: good dialogue at the operational level (previously at institutional level, from 2015 to 2017) Côte d’Ivoire: Dialogue with World Bank is difficult to establish, as World Bank does not consider school feeding as a priority as part of the Safety Nets tools Kenya: Conversation foreseen Rwanda: Discussions with World Bank took place. However, this fell through because the Government prioritized school infrastructure (building classrooms).

Annex Q WFP efforts on transitioning

What is WFP aiming for in terms of transitioning?

Evolution of the concepts

1. Since 2009, different WFP policies and strategies increasingly refer to its commitment to support “transitioning of school feeding programmes to National Ownership”. This essentially means working towards a trajectory of high-quality and sustainable school feeding programmes to be owned and funded by national governments. The 2020–2030 Strategy refers to “transitioning from an externally supported programme towards full government ownership”.

2009 WFP School Feeding Policy

2. The Policy introduced the notion of **transition to sustainability**. The *Rethinking School Feeding* report⁴⁵² published in response to Government demand for better information about school feeding, confirmed that, as countries develop, their capacity to fund and manage school feeding programmes increases and their reliance on external assistance decreases as they progress along the “transition to sustainability”.

3. The Policy also **refines the WFP role regarding transitioning**. “WFP’s role in supporting school feeding will vary according to the stage of transition of a school feeding programme. WFP will ensure that all programmes include a transition strategy that will clearly specify how WFP and the government will work towards putting in place the elements for a sustainable school feeding programme.”

2013 WFP revised School Feeding Policy

4. The 2013 Policy positions “**Transition to quality nationally owned school feeding programmes as safety nets that help increase children’s access to education and learning and strengthen their health and nutrition status” as the vision/long-term goal of WFP in its theory of change (ToC)**.

5. The Policy presents three **factors that are critical for this transition**: (i) an appropriate policy or legal framework; (ii) the institutional capacity to implement a programme; and (iii) the financial capacity to fund it.

6. The Policy introduces the Systems Approach for Better Education Results (SABER) framework, developed jointly with the World Bank, which aims at enabling countries to assess their transition stage, devise strategies for improving the quality and sustainability of programmes, and track progress and define transition stages to help better define the WFP role (see Box 29).

⁴⁵² Bundy, D., Burbano, C., Grosh, M., Gelli, A., Jukes, M. & Drake, L. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector*. Washington, DC, World Bank.

Box 29 Transition stages in the 2013 School Feeding Policy

TABLE 1: WFP TRANSITION STAGES AND STATUS OF TRANSITION STRATEGY*				
	Stage 1 – Latent	Stage 2 – Emerging	Stage 3 – Established	Stage 4 – Advanced
Percentage of all the country offices operating school feeding programmes, by stage	39	42	17	3
Percentage of country offices with a transition strategy agreed with the government in each stage	18	28	60	N/A

* Transition stages were determined using information from the 2012 global school feeding survey and three indicators: income level of the country; existence of a policy framework; and existence of a national programme. A transition strategy for the countries in the advanced stage (lower-right hand quadrant) is not applicable as WFP is primarily providing technical support.

Source: WFP, 2013d.

2017 WFP School Feeding Handbook

7. The handbook⁴⁵³ identifies five priorities for WFP staff (out of a list of 20) in relation to “Transition to National Ownership”. These five elements summarize WFP aspirations in terms of transitioning:

- **The WFP School Feeding Policy is to hand over ownership of school feeding to national governments** and to support these governments with a view to achieving: (i) improved quality of school feeding; (ii) wider coverage, especially of girls; and (iii) sustainability.
- The transition to sustainable national programmes depends on mainstreaming school feeding into national policies and plans and supporting the growth of the national financial and institutional capacity needed to implement school feeding.
- The programme design and implementation strategy should apply WFP Principles for Capacity Development as part of a long-term handover strategy.
- Local participation and developing the **capacity of school communities** to manage school feeding is essential to sustainability.
- Wherever possible, school feeding systems should support, be aligned with, and **integrate into national systems** for targeting, monitoring and evaluation (M&E), public procurement, and logistics.

8. The handbook clearly acknowledges the close interlinkages between the transition process to nationally owned programmes and the development to Government’s capacity and ownership. It suggests five standards to guide the design and prioritization of capacity development and advocacy activities (see Box 30 below).

Box 30 Five Quality Standards to guide capacity development and advocacy activities

Standard 1 A Strong Policy Framework

Standard 2 Strong Institutional Capacity and Coordination

Standard 3 Stable Funding and Budgeting

Standard 4 Quality Design and Implementation of School Feeding Activities

Standard 5 Strong Community Participation and Ownership

Sustainable school feeding requires strategic partnerships at the global and country levels. Building alliances and partnerships in-country with Government, United Nations agencies, the World Bank, non-governmental organizations, universities, and research institutions is essential in the long-term effort, aimed at relevant, well-designed, self-sustaining school feeding programmes, with support engaged to help with planning for sustainability.

⁴⁵³ WFP. 2017x. *School Feeding Handbook*. Rome, WFP.

9. The handbook clearly states that support to transition is context-specific and will therefore take different forms, nevertheless “all School Feeding projects should include strategies to begin to build sustainability”.

2020–2030 School Feeding Strategy

10. Handover has been well reflected and is a core section of new School Feeding Strategy. The Strategy links transitioning and scaling up of nationally owned programmes, with emphasis on Context 2 countries, and introduces the notion of “transitional funding for operations”.

11. More emphasis is put on **learning from ongoing transition processes**, which could then inform corporate approaches more broadly.

12. **A notion of efficiency is introduced** – “While transitions will happen progressively, WFP will need to ensure high quality programmes and review its **implementation arrangements and cost structures** to ensure they are designed to support the transition to government programmes.”

13. The Strategy recommends that transition strategies should be embedded in Country Strategic Plans (CSPs).

Overview of WFP guidance available for transitioning to nationally owned school feeding programmes

14. The 2017 Handbook provides guidance on the necessary phases to support national transition of school feeding. (see Table 41 below).

Table 41 Four phases to supporting national transition of school feeding

Stage	Description	Available tools
Enabling phase	It is paramount to ensure Government leadership, ownership and commitment. This stage can include an agreement on the process to define a transition strategy. A series of high-level meetings with the ministry or institution in charge of the national development strategy can be convened as necessary.	<ul style="list-style-type: none"> • Advocacy materials and publications can be found on the School Meals page on WFPGo. • Investment Case Manual • Investment Case Presentation • Study visits organized by the WFP Centre of Excellence in Brazil
Assessment & knowledge-building phase	This aims at taking stock of the current school feeding situation in the country in order to design school feeding programmes that respond to the country context, needs and challenges and to prepare a transition strategy.	<ul style="list-style-type: none"> • School Feeding Quality Standards Assessment Guidelines (8 Standards) • Systems Approach for Better Education (SABER) School Feeding Framework • Needs and Coverage Analysis Manual • Needs and Coverage Results (PowerPoint presentation) • Cost Analysis (forthcoming) • Stakeholder Workshop
Design/ Redesign phase	Aims at designing national programmes based on evidence and assessments and aligned with the agreed standards for sustainability, including a strategy for the transition to a nationally owned and sustainable programme.	<ul style="list-style-type: none"> • The Sustainability Strategy Kit (pilot version) • Guidance note to develop a national sustainability strategy
Final phase	Aims at evaluating and monitoring the implementation of redesigned school feeding programmes.	<ul style="list-style-type: none"> • School feeding-specific monitoring and evaluation toolkit

15. Despite the availability of this handbook guidance in 2018, country offices and regional bureaux requested clearer directions on the different approaches to the transition to full national ownership.⁴⁵⁴

“Evaluations and the 2016 External Audit confirm that many [country offices] COs lack a hand-over strategy plan despite this being a corporate good practice: 43 of 60 countries had not yet formalised a hand-over plan, being either in discussions to define a hand-over plan or the discussions had not yet started. In this regard, CSPs should better articulate the government’s vision and priorities for school feeding, and what WFP’s comparative advantage in technical assistance and capacity strengthening for

⁴⁵⁴ WFP. 2018q. *School Feeding Situation Analysis 2018. Needs and challenges in WFP programming*. Rome, WFP.

school feeding is, among the other partners engaged in these debates. The CSPs should also contain clearer priorities for strengthening capacities particularly since most countries have a clear gap analysis available through the SABER.”

16. As not all specialist skills are found in-house, regional advisers also requested a global consultant roster, particularly for senior consultants for high-level policy discussions, handover strategy development, and technical assistance.

17. In 2019 a session on Capacity Strengthening and Handover Strategies was facilitated during the Global School Feeding meeting⁴⁵⁵ with a view to steering the discussion on available and future capacity strengthening initiatives and tools and how they will support the implementation of the new WFP School Feeding Strategy. The discussion helped to identify a number of lessons learned based on handover experiences, as well as key factors to consider for successful handover, which relate to different dimensions of the enabling environment for school feeding (policy development, evidence generation, capacity development) (see Box 31 below). The only formal guidance to which WFP referred is the WFP country capacity strengthening toolkit, which clearly defines capacity strengthening in relation to building capacity/skills to make school feeding programmes sustainable.⁴⁵⁶ This toolkit is now under revision.

18. The session recommended: (i) documenting all processes throughout the handover process and keeping a handover diary; (ii) measuring the handover with indicators like continuation of enabling policy framework, effectiveness of structures at all levels, continuation of Government funding, ensuring quality programme implementation, or effectiveness of WFP capacity-strengthening activities with the Government; and (iii) exploring the resources available at headquarters, regional bureau and Centre of Excellence (CoE) level to receive needed support.

⁴⁵⁵ WFP. 2019o. *Global School Feeding Meeting*. Hotel Barcelo, Rome. 14–16 May 2019. Summary Report. Rome, WFP.

⁴⁵⁶ WFP. [no date d] *WFP Corporate Approach to Country Capacity Strengthening (CCS)*. *CCS Toolkit Component 001*. Rome, WFP.

Box 31 Lessons learned and factors to consider for successful handover

Lessons learned

- The handover itself is a complex process that is not possible without rigorous and detailed timely planning.
- **Long and complex process which require milestones.** Examples from Benin, Côte d'Ivoire, and Togo show that it takes time and requires a lot of convincing. If there is an agreed plan, then there is a better prospect of holding government counterparts accountable.
- Implementing capacity-strengthening activities is a precondition towards proper handover and transition of programmes to national ownership.
- The handover process may not always be linear, as many activities happen side by side during the process, both from Government and WFP.
- It is important to take into consideration external factors while designing handover strategies (e.g. corruption, community participation).
- Each WFP country office should start with a situation analysis – understanding where the country is at, where it wants to go, and how it will get there. Pilot programmes may require setting a base for quality handover.

Key factors that should be included for consideration for successful handover are that:

- Evidence generation is a must
- Advocacy is needed throughout the handover process
- Efforts are required on development/revision of policy/strategy/guidelines.

The following factors are also of significance in the handover process:

- **Capacity and commitment of government counterparts**, also affected by Government staff turnover. Implementing capacity-strengthening activities is a precondition towards the proper transition of programmes to national ownership.
- Importance of having a specific formal agreement with governments.
- **National procurement system:** While WFP pays its suppliers within ten business days, governments can take far longer and can be less reliable and irregular. This could jeopardize procurement and supply.
- **Community ownership** and participation, while avoiding a burden on parents.
- **Partnerships** with other aid agencies and the private sector.
- **Strong leadership and capacity at country office level**, including strong leadership vision that can help develop appropriate transition modalities, and qualified staff to support Government capacity strengthening before the transition.

Sources: Global School Feeding Meeting 2019, country studies and survey.

Conclusion on terminology and guidance

19. Figure 40 below summarizes the evolution of the concepts and guidance on transitioning.
 - The concepts of strengthening the enabling environment for sustainable school feeding programmes as well as transitioning and handing over, together with capacity strengthening, have been used without great precision. There is a degree of confusion of terminology between transitioning to full national ownership and handover. WFP much more often uses the concept of “transition”, a word that has a broader meaning. WFP does not wish for the transition to be simply a handover of the school feeding programme, but more broadly aims for the programme to transition from being an externally supported programme towards having full Government ownership. The notion of handover is narrower than the concept of transitioning.
 - The process of transitioning towards nationally owned school feeding programmes goes hand in hand with strengthening the enabling environment and the capacities of national and local institutions.
 - WFP does not describe the different levels of effort that transitioning of school feeding programmes to nationally owned school feeding programmes may require, but recognizes that the effort relates to the scope of the programme and the available capacities of the Government.

20. Although countries are calling for more guidance, it is obvious that WFP already has a wealth of knowledge of factors that influence transitioning.

Figure 40 Evolution of the concepts and guidance on transitioning

2009	WFP School Feeding Policy	2013	Revised School Feeding Policy	2017	SF Handbook (updated)	2017	WFP CCS Tool Kit	2020	WFP SF Strategy
	<ul style="list-style-type: none"> • Sustainability embodied in a transition strategy towards SF nationally owned programme • Indicator to measure existence of a transition strategy 	<ul style="list-style-type: none"> • Transition to quality nationally owned school feeding programmes as the vision/ long term goal of WFP (ToC) • 3 factors 1. Policy of legal framework 2. Institutional capacity to implement a programme 3. Financial capacity to fund it • SABER* "allow country to assess their transition stage, devise strategies for improving the quality and sustainability of programmes, and track progress" 	<ul style="list-style-type: none"> • 5 things WFP staff should know about « Transition to National Ownership » incl. the importance of capacity development and the integration of SF systems into national systems • 5 standards 1. A strong Policy Framework 2. Strong Institutional Capacity and Coordination 3. Stable Funding and Budgeting 4. Quality Design and Implementation of School Feeding Activities 5. Strong Community Participation and Ownership • Importance of strategic partnerships • Context-specific 	<ul style="list-style-type: none"> • Restate the importance /definition of enabling the environment "the broader system within which individuals and organizations function, that facilitates (or hampers) their existence and performance" • 5 pathways 1. Policies and legislation 2. Institutional accountability 3. Strategic planning & financing 4. Stakeholder programme design and delivery 5. Engagement of civil society & private sector 	<ul style="list-style-type: none"> • Refers to hand-over of WFP SF programmes & transitioning • Links transitioning & scaling up of nationally owned programmes – Context 2 • Importance of learning from ongoing transition processes • WFP to review its implementation arrangements & cost structures to ensure they are designed to support the transition to government programmes • Transition strategies to be embedded in CSPs 				

* Revision of the SABER on-going with the WB
 ** Streamlining of the CCS Tool Kit on going in the context of the elaboration of WFP capacity strengthening strategy (due mid 2021)

Overview of progress made in transition to nationally owned school feeding programmes

Overall progress

21. There are gaps in strategies for transition, resilience and recovery. Despite an increased focus on capacity-strengthening and sustainability strategies, WFP has not been able to cover as much ground as intended due to the number of Level 3 crises (requiring an inter-agency global response due to scale, complexity, urgency, capacity and reputational risk) as well as funding gaps. There are thus significant gaps in developing and implementing adequate transition strategies. The 2017 funding shortfall led to the deprioritization of plans for capacity strengthening in the face of other challenges. This has had a significant impact on the extent to which WFP can make the shift “from implementer to (also) that of enabler”, as envisaged in the Strategic Plan 2014–2017. Such a shift requires investment in changing skill sets and practices, as well as time at country offices and other levels to plan, lead and deliver on these changed functions.⁴⁵⁷

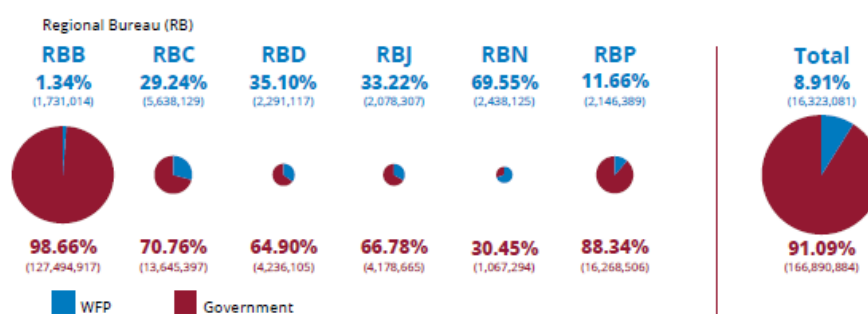
22. The evaluations noted that the humanitarian/emergency character of much of WFP work, with its need for immediate responses, makes sustainability a challenging area to address. While some programme elements have potential for sustainability, the challenges of ensuring full national government buy-in to sustain programming were widely reported. However, the evaluations also noted that plans for transition or handover to national stakeholders were not always clearly planned and implemented from the outset.⁴⁵⁸

23. Figure 41 below illustrates the respective school feeding coverage by WFP and governments within each region in 2018. In total, government investment and support to children largely outweighs the WFP contribution, illustrating the widespread political will, commitment and ownership of school feeding by countries themselves. In Asia and Latin America, governments manage to cover a large proportion of their school-aged population. In Africa, efforts towards ensuring that all vulnerable children have access to these programmes have started and several large-scale national programmes are ongoing. However, research commissioned by WFP indicates that approximately 73 million more children around the world require school feeding support but are not currently covered by existing programmes; about 62 million of them are in Africa.

⁴⁵⁷ MOPAN. 2019a. *MOPAN 2017–2018 Assessments: World Food Programme (WFP)*. Multilateral Organisation Performance Assessment Network (MOPAN). MOPAN. 2019b. *MOPAN 2017–2018 Assessments. Organizational Performance Brief. World Food Programme*. Multilateral Organization Performance Assessment Network (MOPAN). WFP. 2019w. *School Feeding in 2018. Beyond the Annual Performance Report 2018 Series*. Rome, WFP.

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Figure 41 WFP and government shares of school feeding coverage in 71 country offices



Source: WFP, 2019v.

Note: Regional Bureau Bangkok (RBB); Regional Bureau Cairo (RBC); Regional Bureau Dakar (RBD); Regional Bureau Johannesburg (RBJ); Regional Bureau Nairobi (RBN); Regional Bureau Panama (RBP)

24. The ultimate goal for WFP is to promote long-term sustainability of school feeding activities globally, by supporting countries to own and invest in their own nationally managed school meal programmes. In 2018, WFP successfully handed over school feeding activities to national authorities in Bhutan and Kenya. This brought **the total number of countries where WFP handed over its support over the years to 44**. WFP aims to hand over full control to national partners, particularly in countries with stable contexts.

25. Annex H provides an overview of the level of transitioning for each country. A detailed review by the evaluation team of the target setting indicates that **a significant number of countries** had to postpone dates of official transitioning, or have not achieved/are unlikely to achieve their target (15 countries out of 30 that have targets). **More than half of the countries that are in context 1 and 2 (35 out of 59) have not set targets in terms of dates of transitioning.**

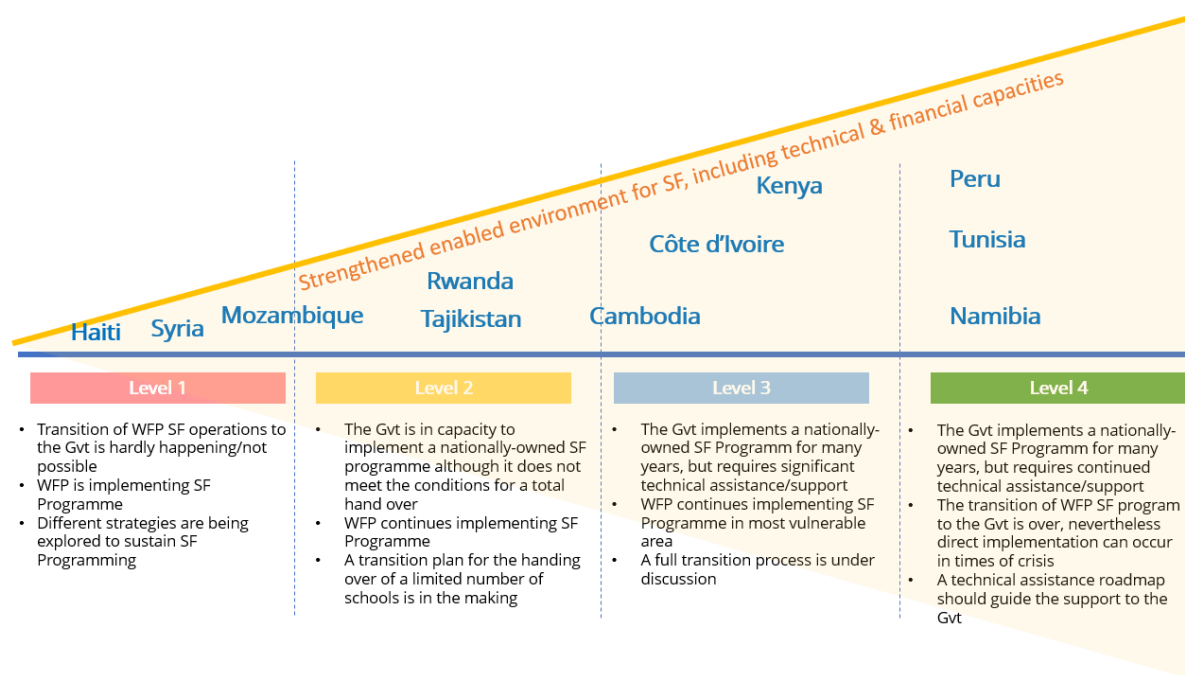
Conclusion related to assessment of the transitioning processes in the different countries

26. Several countries are not able to reach their initial targets in terms of transitioning.

27. It is critical to ensure preconditions are in place before urging any transition.

28. WFP school feeding transitioning strategies across the different country settings have revealed different situations which call for nuances and a tailored approach for each context. Processes where WFP invests efforts on all dimensions of enabling the environment for school feeding, seizes opportunities, and creates incentives, are more likely to succeed. The interrelation between the notion of transitioning and the notion of an enabling environment for school feeding is evidenced (see 0 below).

Figure 42 Positioning of different country studies ‘transitioning’ from level 1 to level 4, and interrelation with an enabling environment for school feeding



Source: Evaluation team analysis based on country studies. Levels 1 to 4 have been suggested based on available guidance and country study experience on different levels of transitioning.

Annex R Assessment of theory of change assumptions

Table 42 Evaluation team's assessment of theory of change (ToC) assumptions

#	Level and type of assumption	Evaluation assessment
ToC input to output assumptions		
1	WFP systems, human resources, staff profiles, training and incentives at different levels of the organization align with its 'dual' role as an implementer and enabler.	Established at headquarters level, emerging at regional bureau and country levels. Internal leadership and capacity of the school feeding agenda has significantly increased over the evaluation period. (Finding 26) There has been growing emphasis on the enabling role of WFP in the school feeding domain. At country level, WFP has acknowledged institutional capacity as an implementer. (Finding 11, Finding 12, Finding 13) In selected countries, WFP has engaged as an enabler, with varying levels of result. Overall, internal WFP capacity for enabling is not yet strong enough, both in terms of WFP staff resources and its approach to enabling (Finding 14, Finding 15 , Finding 17).
2	Capacity strengthening focuses on an appropriate and prioritized mix of institutional systems, processes, methodologies, skills and tools in view of the needs at country level.	Emerging. WFP has made considerable efforts on country capacity strengthening (CCS), guided by priorities identified through Systems Approach for Better Education Results (SABER) exercises. However, approaches to CCS have been insufficient in terms of scale (national and sub-national), scope, and duration (too short term). Experience from countries reviewed by the evaluation suggests that capacity strengthening needs a long-term systems approach and sustained mentoring-type support at different levels in the country, for which WFP does not always have the skills or resources (Finding 35, Finding 36). See also assessment of Assumption 5.
3	WFP is able to position itself at the right level for high-level advocacy with Government and partners, including across different sector ministries.	Established/advanced in some countries, emerging in others, but still nascent in many countries. In Tunisia, Peru, Rwanda, Tajikistan and Côte d'Ivoire, WFP has been able to position itself at a high level for advocacy. Country Strategic Plans (CSPs) have resulted in a more holistic approach but have not made a major difference to WFP advocacy and partnerships. CSP processes have also not improved funding. High-level positioning and working across key government sectors for influencing remains a challenge, with WFP more often working within ministries rather than across sectors (Finding 14, Finding 29, Finding 30).
4.	Partners that are essential for a prioritized school health and nutrition (SHN) package are willing and able to readjust their programmes to align objectives and targeting to country needs and evolving priorities.	Established/advanced at global level (although nascent/ emerging/established at regional level; and varying levels of progress at country level. (Established/ advanced in some countries, emerging in others, but still nascent in many countries). WFP partnerships at country level are often primarily focused on resource mobilization or implementation. In a small number of countries, partnerships have been both broader and 'smarter', as well as cross-sectoral and better aligned with the needs of the country. The evaluation was not able to assess to what extent external partners adjust programming to align with school feeding objectives. However, more recent efforts by WFP in strengthening global partnerships (e.g. between UNICEF and WFP, UNESCO, with the World Bank, Global Partnership for Education, Education Cannot Wait, and so on.) represent progress in the direction of stronger joint efforts (Finding 29, Finding 30, Finding 31, Finding 32).
ToC output to outcomes assumptions		
5.	WFP and partners build capacity in ways that ensure progressive embedding of systems, processes,	Emerging. Assumption only partially supported. The WFP approach to capacity has suffered from absence of joint strategies on capacity strengthening, and chronic lack of resources. In some contexts, external constraints (rapid turn-over of government staff, corruption, weak accountability, lack of resilience of local food systems) have significantly undermined capacity strengthening. Both the quality of the road map and the strengths and consistency of support to implementation have fallen short in some contexts. Opportunities have been missed to

#	Level and type of assumption	Evaluation assessment
	skills into government structures so that it can be renewed.	engage local organizations in capacity strengthening in ways that extend beyond service delivery to a stronger role in monitoring and accountability on school feeding. (Finding 35, Finding 36, Finding 37). See also assessment of Assumption 2.
6.	Ability of WFP to act as a knowledge-based organization to give solid content to its advocacy.	Emerging. WFP has considerably stepped up in its role in advocacy at global level and in positioning itself as a global knowledge broker. However, chronic weaknesses in monitoring and evaluation (and lack of systematic approach to lesson learning, including in context where WFP plays the role of enabler) continue to restrict knowledge generation about the operational effectiveness and efficiency of WFP. As a result, WFP does not generate or share as much robust evidence from its own experience as it should. (Finding 22, Finding 23, Finding 24, Finding 25). See also assessment of Assumption 10.
7.	Demand for WFP support is sustained across different contexts (low-income and middle income countries) as long as needed for full transitioning to government ownership.	Established but receding in some contexts (after handover). WFP is the partner of choice for governments in school feeding across different country contexts. WFP has a role to play in post handover to continue to focus and support all aspect of the enabling environment for school feeding. However, in some contexts, the role of WFP in transitioning after handover, has been reduced to technical inputs (training of staff, publications) and no longer includes oversight of quality and accountability nor strategic policy dialogue/advice, or influencing. Key challenges across contexts are the length of the transition processes (see Assumption 8) and that demand does not equate to capacity to pay for WFP services (Finding 27, Finding 37, Finding 38).
8	Government and external partner funding for school feeding is sufficiently long term, predictable and flexible, and can be used to programme across the nexus.	Emerging. Across different contexts, and especially in lower middle income countries, governments have significantly stepped up their financial commitment to school feeding although coverage remains significantly short of needs. However, predictability and timeliness have been significant challenges in countries where WFP is implementer with funding being neither (sufficiently) long term nor (sufficiently) predictable. Predictability and timeliness are equally significant challenges in countries that have transitioned to Government ownership. Flexibility for working across the nexus is not in evidence across all countries (Finding 19, Finding 20, Finding 34).
9	Upstream engagement by WFP continues to be able to draw on extensive WFP field experience.	Established but with a risk of receding in the future. In most of the countries, WFP continues to have implementation experience and expertise. However, siloed ways of working within WFP country offices continues to limit working across strategic objectives (in spite of CSP progress in terms of more comprehensive planning). In countries that have transitioned, WFP staffing has at times been insufficiently aligned with the needs of transition plans, in particular at decentralized levels where CSP processes have seen field offices being reduced. (Finding 37, Finding 38). See also assessment of Assumption 10.
10.	WFP is able to demonstrate results and document progress and use this to mobilize additional donor funding.	Emerging. Decentralized evaluations of WFP school feeding work have produced a wealth of information on school feeding, although with limited focus on learning from school feeding in humanitarian contexts. However, chronic weaknesses in monitoring limit knowledge generation about the operational effectiveness and efficiency of WFP, and this hampers advocacy and resource mobilization (Finding 22 Finding 23, Finding 24, Finding 25, Finding 37).
ToC outcome to impact assumptions		
11.	School feeding/SHN programmes provide sustained access to well designed and coordinated complementary and prioritized SHN interventions.	Emerging in most contexts and established in a few. Assumption supported in only a limited number of contexts. Comprehensive SHN programmes remain challenging to achieve in practice, and partnerships difficult to put in place at local levels. A small number of countries have been able to put in place comprehensive SHN packages (Finding 11, Finding 27, Finding 28, Finding 29).

#	Level and type of assumption	Evaluation assessment
12.	Funding for school feeding does not displace other education funding and works in tandem with other efforts to strengthen education quality and learning.	Emerging but with some tensions. In different contexts, school feeding and SHN are seen as an important components of education programmes, and this trend has strengthened over time (i.e. increasing recognition of the importance of school feeding for learning outcomes). WFP has stepped up its engagement in national dialogue structures, although it still has some way to go in terms of strengthening the quality and depth of its engagement. Tensions do exist over school feeding potentially displacing (or competing with) other education funding. Despite its cross-sector benefits, school feeding is usually treated as part of education sector spending, and rarely has an established government budget line. The perceived high unit cost of school feeding, compared to other elements of the SHN package, as a significant constraint. Overall, across contexts, limited funding (donors, Government) has resulted in a reduction of school feeding coverage and quality. In some countries (e.g. Rwanda, Tunisia, Côte d'Ivoire) cost issues are being tackled by looking for alternative approaches and modalities. Cost sharing by communities is common but poorly documented, and in some contexts places a burden on beneficiaries (Finding 11).
13	The gains from access to SHN at primary level are not lost when children transition to secondary education.	Overall, insufficient evidence to assess this assumption. Access to secondary education remains a challenge in many countries. School feeding – with a predominant focus on primary level – is often regarded as less relevant for retention of girls as they progress to secondary level, for children out of school and for those in pre-primary (Finding 2).

Annex S Mapping of findings, conclusions and recommendations

1. Table 43 below lists the evaluation's recommendations and maps them against findings and conclusions (with live references to the main text).

Table 43 Mapping of findings, conclusions and recommendations

Recommendation	Related conclusions	Related findings
Recommendation 1: Ensure continued high-level attention is paid to school feeding by providing inputs for the development of the new strategic plan, giving an Executive Board briefing on school feeding policy and strategy and revising the school feeding policy and strategy in 2022 and 2023.	Conclusion 1 Conclusion 2 Conclusion 4	Finding 1, Finding 2, Finding 3, Finding 4, Finding 6, Finding 8, Finding 13, Finding 14, Finding 15, Finding 18, Finding 20, Finding 22, Finding 33, Finding 38
Recommendation 2: Develop guidance and standards for school feeding and school health and nutrition in humanitarian settings (including for school feeding as a response to shocks) and ensure that the principles and strategic priorities of this guidance are adequately reflected in the revised school feeding policy and strategy.	Conclusion 2 Conclusion 3 Conclusion 4	Finding 1, Finding 6, Finding 7, Finding 10, Finding 13, Finding 16, Finding 17, Finding 18, Finding 20, Finding 25, Finding 26, Finding 28, Finding 32, Finding 38
Recommendation 3: The regional bureau implementation plans (RBIPs) linked to the 2020–2030 strategy should be prioritized at the corporate level, and WFP should mobilize predictable minimum resources to implement the RBIP action plans.	Conclusion 1 Conclusion 2 Conclusion 3 Conclusion 4	Finding 2, Finding 5, Finding 15, Finding 17, Finding 18, Finding 19, Finding 21, Finding 27
Recommendation 4: Significantly strengthen WFP capacity to support the transition to full national ownership of school feeding programmes in priority countries and to add value in countries where transition processes have been completed.	Conclusion 2 Conclusion 3 Conclusion 4	Finding 11, Finding 12, Finding 29, Finding 33, Finding 37, Finding 38

Recommendation	Related conclusions	Related findings
<p>Recommendation 5: Pay greater attention to gender transformation and equity in school feeding and in the SHN agenda by focusing on these issues in regional and country planning, implementation and reporting.</p>	<p>Conclusion 1 Conclusion 2</p>	<p>Finding 2, Finding 7, Finding 8, Finding 10, Finding 13, Finding 14, Finding 17, Finding 23, Finding 35</p>
<p>Recommendation 6: Develop a resource mobilization plan that complements WFP corporate resource mobilization efforts (globally and through CSPs). The plan should seek predictable multi year funding for WFP's upstream school feeding work as well as its direct delivery of school feeding programmes, and it should encourage resource mobilization from country governments and other sources, including international financial institutions, in support of nationally implemented school feeding programmes.</p>	<p>Conclusion 2 Conclusion 3 Conclusion 4</p>	<p>Finding 6, Finding 11, Finding 12, Finding 13, Finding 15, Finding 16, Finding 17, Finding 20, Finding 21, Finding 22, Finding 26, Finding 30, Finding 34, Finding 38</p>
<p>Recommendation 7: Scale up human resource capacity for the school feeding agenda, especially at the country level, in line with the ambitions of the school feeding strategy and the forthcoming people policy, in order to ensure that WFP can play the envisioned roles in different contexts and stages of transition.</p>	<p>Conclusion 2 Conclusion 3 Conclusion 4</p>	<p>Finding 11, Finding 12, Finding 17, Finding 18, Finding 25, Finding 26, Finding 28, Finding 32, Finding 35, Finding 36, Finding 37, Finding 38</p>
<p>Recommendation 8: Strengthen school feeding monitoring, evaluation and learning in a balanced way that supports accountability, strategic decision making, global learning and advocacy; respects increasing decentralization within WFP; and ensures that the demands placed on country office monitoring systems are realistic.</p>	<p>Conclusion 1 Conclusion 2 Conclusion 4</p>	<p>Finding 3, Finding 5, Finding 8, Finding 9, Finding 10, Finding 12, Finding 22, Finding 23, Finding 24, Finding 25, Finding 27, Finding 28, Finding 29, Finding 33, Finding 37, Finding 38</p>

Annex T Bibliography

"Location" in the listing below refers to folder and document numbers in the evaluation team's electronic library.

(TO prefix indicates the Team Only Dropbox).

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Abbreviations

AAP	accountability to affected populations
ADRA	Adventist Development and Relief Agency (ADRA) Rwanda
ADSF	African Day for School Feeding
AED	Assistant Executive Director
AFDB	African Development Bank
ALNAP	Active Learning Network for Accountability and Performance
APR	annual performance report
AU	African Union
AUDA	African Union Development Agency
BRIC	Brazil, Russia, India and China
BTF	Brazilian Trust Fund
CAADP	Comprehensive Africa Agriculture Development Programme
CBT	cash-based transfer
CCS	country capacity strengthening
CD	capacity development
CEQAS	Centralized Evaluation Quality Assurance System
CERFAM	Côte d'Ivoire Centre of Excellence against Hunger and Malnutrition
CFS	Committee on World Food Security
CO	country office
CoE	Centre of Excellence
COMET	Country Office Monitoring and Evaluation Tool
CoP	Community of Practice
Covid-19	Coronavirus disease 2019
CPE	country portfolio evaluation
CPP	Corporate Planning and Performance Division
CPPM	Monitoring and Evaluation Liaison (under CPP)
CRF	Corporate Results Framework
CRRF	Comprehensive Refugee Response Framework
CSICSO	Capacity Strengthening Index
CSO	civil society organizations
CSP	country strategic plan
CSPE	country strategic plan evaluation
DAC	Development Assistance Committee
DE	decentralized evaluation
DFID	UK Department for International Development
DG-DEVCO	Directorate General International Cooperation and Development
DSC	Direct Support Cost
DTL	Deputy Team Leader
EAG	External Advisory Group
EB	Executive Board
ECHO	European Commission Humanitarian Aid Office
ECW	Education Cannot Wait
EiE	Education in Emergencies
EM	Evaluation Manager
EMG	Executive Management Group

EQ	evaluation question
EQAS	Education Quality Assurance System
ERP	Enterprise Resource Planning
ESF	emergency school feeding
FAO	Food and Agriculture Organization of the United Nations
FFE	Food for Education
FRESH	Focusing Resources on Effective School Health
FSN	Food Security and Nutrition
FtMA	Farm to Market Alliance
GAC	Global Affairs Canada
GBV	gender-based violence
GCNF	Global Child Nutrition Forum
GEWE	Gender Equality and Women's Empowerment
GFD	General Food Distribution
GPE	Global Partnership for Education
GSFM	Global School Feeding Meeting
GSHI	Global School Health Initiative
HGSF	home-grown school feeding
HoS	Head of State
HQ	headquarters
HRM	Human Resources Division
IASC	Inter-Agency Standing Committee
ICN	International Conference on Nutrition
ICSP	Interim Country Strategic Plan
IDP	internally displaced people
IFAD	International Fund for Agricultural Development
IFI	international financial institution
ILO	International Labour Organization
IR	inception report
IRG	Internal Reference Group
IRM	Integrated Road Map
ISC	indirect support costs
KII	key informant interview
LAC	Latin America and Caribbean
LEG	Legal Office
LIC	low-income country
LMIC	lower-middle-income country
LRP	Local and Regional Food Procurement
LTA	Long-Term Agreement
M&E	monitoring and evaluation
MDGs	Millennium Development Goals
MGD	McGovern-Dole
MIC	middle-income country
MIDIS	Ministry of Social Protection, Peru
MoE	Ministry of Education
MOU	memorandum of understanding
MRF	Management Results Framework
NCI	National Capacity Index
NEPAD	New Partnership for Africa's Development

NGO	non-governmental organization
NSPU	Nutrition and Social Protection Unit
OCHA	Office for the Coordination of Humanitarian Affairs
OECD DAC	Organisation for Economic Co-operation and Development: Development Assistance Committee
OEV	Office of Evaluation
OR	organizational readiness
OSF	School Feeding Service
P4P	Purchase for Progress
PA	Partnerships and Advocacy Department
PAA	Purchase from Africans for Africa
PCD	Partnership for Child Development
PDR	People's Democratic Republic
PHQA	Post Hoc Quality Assessment
PNAE	Brazil's national school feeding programme (Programa Nacional de Alimentação Escolar)
PRO	Programme – Humanitarian and Development Division
PRONAE	Programa Nacional de Alimentação Escolar, Mozambique's National School Feeding Programme
PRRO	Protracted Relief and Recovery Operations
PSA	Programme Support and Administration
QA	quality assurance
QS	quality support
RAM	Research, Assessment and Monitoring Division
RB	regional bureau
RBB	Regional Bureau Bangkok
RBC	Regional Bureau Cairo
RBD	Regional Bureau Dakar
RBIP	regional bBureau implementation plan
RBj	Regional Bureau Johannesburg
RBM	results-based management
RBN	Regional Bureau Nairobi
RBP	Regional Bureau Panama
RC	Research Coordinator
SABER	Systems Approach for Better Education Results
SAMS	Smallholder Agriculture Market Support
SBCC	social and behaviour change communication
SBP	School-Based Programmes
SDG	Sustainable Development Goal
SER	Summary Evaluation Report
SF	school feeding
SFP	School Feeding Programme
SFSE	School Feeding Strategic Evaluation
SHN	school health and nutrition
SIFI	Social and Industrial Foodservice Institute
SISCA	Secretaría de la Integración Social Centroamericana
SMC	School Management Committee
SMP	School Meals Programme
SNSSM	Sustainable, Nutrition-Sensitive School Feeding
SO	Strategic Objective

SPA	Strategic Partnership Agreement
SPR	Standard Project Report
SRAC	Strategic Resource Allocation Committee
SRF	Strategic Results Framework
SSTC	South-South and triangular cooperation
SUN	Scaling Up Nutrition
TA	technical assistance
THR	take-home rations
TL	Team Leader
ToC	theory of change
ToR	Terms of Reference
UMIC	upper-middle-income country
UNCERF	United Nations Central Emergency Response Fund
UNDG	United Nations Development Group
UNDIS	United Nations Disability Inclusion Strategy
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNNWW	United Nations New Way of Working
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees
UNSSCN	United Nations System Standing Committee on Nutrition
USDA	United States Department of Agriculture
WASH	water, sanitation and hygiene
WFP	World Food Programme
WHO	World Health Organization
WHS	World Humanitarian Summit
WINGS	WFP Information Network and Global System

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