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# Synthesis of Evaluations

## Evaluation Series on Emergency School Feeding in the Democratic Republic of Congo, Lebanon, Niger and Syria (2015-2019)

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# Executive summary

## OBJECTIVES, SCOPE AND METHODOLOGY OF THE SYNTHESIS

This report synthesises findings from the World Food Programme (WFP) Evaluation Series on School Feeding in Emergencies (SF-E) in four countries: Democratic Republic of Congo (DRC, focus on North Kivu region), Lebanon, Niger (focus on Diffa region) and Syria. It covers SF-E activities implemented from 2015 through 2019. The evaluation series has been commissioned by the WFP School-based Programmes Unit in Rome and has been made possible by a multi-year Canadian contribution to WFP. The same contribution had financed the SF-E activities in the four countries starting in 2017 and was the reason for the including these particular four countries in the evaluation. The findings are meant to strengthen the global evidence base on SF-E and support WFP in complementing its School Feeding Strategy with specific guidance on school feeding in crisis and humanitarian settings.

The synthesis is based on the four country reports of the evaluation series, a review of literature on SF-E, an online survey among WFP Country Offices and Regional Bureaus, and key informant interviews with WFP partner agencies.

## CONTEXT

Nearly a quarter of the world's children are estimated to live in conflict- or disaster-affected areas that have experienced protracted crises classified by WFP as level 3 emergencies. This includes the four countries covered by this evaluation series. In 2018, SF-E activities of WFP reached nearly 1 million children in Syria and between 17,000 and 71,000 children in each of the other three countries. The activities sought to address children's nutrition and food security, as well as school enrolment, attendance, and retention, through meals, snacks and Cash-based Transfers (CBTs) while contributing to resilience and development objectives.

## KEY FINDINGS

The findings of this report are presented in six Synthesis Questions (SQs).

### **SQ 1: To what extent has SF-E been appropriate to address the needs of boys, girls and adolescents in the evolving crisis settings and contexts?**

SF-E was appropriate for meeting nutritional, food-related and educational, and needs of children in crisis settings. As such, it was directly relevant for SDGs related to food security and education, and indirectly to other goals such as those related to gender. In all four countries, WFP directed SF-E to school children, both boys and girls and their families who needed the support, also including marginalized groups, such as returnees, refugees, and IDPs. However, covering everyone in need of SF-E was generally not possible, due to insecurity or otherwise limited physical access, but also because the SF-E interventions were not large enough to provide food to all schoolchildren in the targeted areas who qualified for support. WFP also faced trade-offs between activities requiring a minimum level of security and the opportunity to address more acute emergency needs in less stable areas.

Implemented primarily as stand-alone, food- and nutrition/driven activities, SF-E was not set up to help take on more complex economic, cultural, psychological, or social barriers to schooling that might affect students from marginalized groups, such as those from refugee, returnee or IDP families or barriers that specific to girls or boys, such as child labour, child marriage, or recruitment into armed groups. Situation analyses and targeting were generally not examining such barriers and could not serve as starting points for program designs.

### **SQ 2: To what extent has SF-E been coherent with the overall humanitarian response of WFP and other actors?**

SF-E has been largely coherent with core humanitarian principles and standards, including those calling for consultations and participation of beneficiaries, local authorities,

and national governments, for the protection of children and for avoiding harmful effects.

Coherence with other humanitarian, development and governmental activities varied among countries. In Syria, good complementarity between SF-E and WaSH and nutrition education at country level had been prepared by the agencies at regional level. In Lebanon, WFP built on the interest of the Government in a national school feeding programme to promote school feeding as a concept and give the Government the opportunity to assume greater ownership of school feeding. In the DRC and Niger, WFP and potential partners did not align their targeting choices and implementation timelines, stated intentions for complementarity in WFP programme documents notwithstanding.

Key global and national humanitarian actors endorsed SF-E as a core component of an integrated, school-based emergency response. Looking for stronger WFP guidance on integrating SF-E into school-based delivery of services, they regretted that WFP only infrequently participated in global and national multi-sectoral needs assessments that informed integrated, school-based response packages.

### **SQ3: To what extent has school feeding as an emergency response supported the education of girls and boys, and has contributed to their food and nutrition security in crises and emergency situations?**

SF-E has helped to improve enrolment, attendance, and retention and has increased food security, and dietary diversity, benefitting girls and boys equally. However, monitoring of indirect effects has been insufficient, missing deep analyses of gender, conflict, displacement, and other issues SF-E was sought to address. Where indirect effects could be observed, they were comparatively stronger for children from poorer, more socio-economically vulnerable households, including those from refugee, IDP, and returnee populations. SF-E provided parents with assurance that food and nutrition were regular parts of their children's days.

### **SQ 4: To what extent has SF-E strengthened the ability of households to cope with crises and (if applicable) helped to bolster local economies and markets?**

By transferring resources to households, SF-E can make modest contributions to the capacity of families to cope with income shortfalls. SF-E can help to reduce the incident of child labour, especially when WFP uses cash-based transfer to support students. However, SF-E did not have this effect on child labour in all countries. Evidence on the effect of SF-E on child marriage as an economic coping strategy is mixed. The fact that in three of the four countries, services reached only a small share of eligible schoolchildren limited household- and community-level effects of SF-E and affected its potential to function as a social protection mechanism.

Where WFP purchased commodities and services locally, SF-E also has benefited local communities through economic multiplier effects. However, using home-grown school feeding in DRC also created a trade-off with addressing greater emergency needs in less secure areas.

### **SQ 5: To what extent has school feeding as an emergency response had effects not yet foreseen in WFP's school feeding policy, but that are important in crisis and emergency settings?**

SF-E may have resulted in beneficial changes in psycho-social wellbeing, such as heightened self-esteem among students and school communities. However, supporting evidence was mainly anecdotal. Shared meals or snacks were reported to promote feelings of greater equality and a stronger sense of community. Evidence on benefits of SF-E for reducing radicalisation and recruitment of children into armed groups was only indirect and anecdotal. Weak evidence for psycho-social benefits of SF-E, relative to the strong evidence for direct nutritional benefits, is indicative of the fact that SF-E remained an essentially stand-alone, food-based programme. Broader effects would likely have occurred only had SF-E been integrated into broader, comprehensive actions in

partnership with appropriate specialised agencies.

**SQ 6: To what extent has school feeding as an emergency response been coupled with creating a sustainable system for school feeding, in line with priorities and capacities of the partner government?**

One of WFP's ambitions is to use SF-E as an entry point for the development of sustainable national school feeding programmes that will be integrated with social protection broadly speaking. Where government partners' capacity and interest were sufficiently strong, there was potential for them to consolidate and expand their responsibilities over time and to champion school feeding with other government offices. Where government partners could not assume such roles, WFP had to concentrate on delivering SF-E in the present rather than looking to the future. Obtaining ownership and buy-in for school feeding in hard-hit communities was difficult. Given the difficult fiscal situation in the countries studied, ensuring financial sustainability of SF-E connectedness proved to be a challenge in its own right. Governments consistently signalled that the sums of money required to take over school feeding on a broad scale exceeded what was currently available or what likely would be available in the future.

**CONCLUSIONS**

**C1:** SF-E has improved school participation and has provided nutritional and educational benefits to targeted children under crisis and emergency conditions but has produced few observable psycho-social benefits. Benefits to households have been consistent, but modest.

**C2:** SF-E activities did not benefit from sufficiently developed global and country-level conceptual and strategic frameworks, programmatic mechanisms and partnership strategies to integrate SF-E into comprehensive support packages covering complex social and psychological issues or to balance or resolve potential trade-offs in targeting or activity design.

**C3:** The insufficiently defined SF-E programme mechanisms (C2) made it more difficult to learn from SF-E activities and to sharpen the SF-E intervention logic over time, also because effective targeting, monitoring and evaluation were difficult without a detailed programme theory.

**C4:** Unanswered questions on the concrete options for tying SF-E into global and regional, multi-partner humanitarian response packages and programmes reduced the availability of financial resources for integrated SF-E packages at country level and thus made it more difficult to operationally integrate SF-E into multi-partner responses.

**C5:** Where government partners have the opportunity to actively participate in implementation they can use SF-E to practice and consolidate skills and functions relevant for possible national school feeding programmes. The specific nature and dynamic of SF-E often leaves unaddressed challenges related to capacity building, school feeding advocacy and equitable targeting for developing government-owned school feeding programmes.

**C6:** Considerable conceptual work remains to be done, and new partnerships formed, to integrate SF-E and school feeding into the broad social protection field, but the prospects are enticing.

**RECOMMENDATIONS**

**R1:** Update and sharpen the conceptual and operational framework and guidance for SF-E.

**R2:** Revise and differentiate the targeting principles and process for SF-E.

**R3:** Ensure strong senior and technical presence of WFP in humanitarian/emergency response fora (education, health, social protection).

**R4:** Ensure the integration of SF-E in wider support packages together with humanitarian partners.

**R5:** Provide guidance on pursuing connectedness of SF-E to government-owned school feeding programmes and social protection more broadly.



# 1. Introduction

1. This report synthesises findings from the WFP evaluation series on School Feeding in Emergencies (SF-E) in the four countries that received funding for SF-E activities from a multi-year Canadian contribution to WFP: Democratic Republic of Congo (DRC – focus on North Kivu region, covering 2015 - 2019), Lebanon (covering 2016 – 2019), Niger (focus on Diffa region, covering 2015 - 2019) and Syria (covering 2014 – 2019). The evaluation series has been commissioned by the WFP School-Based Programmes (SBP) Unit in Rome. It was financed with resources from the same multi-year Canadian contribution to WFP that also covered the costs of the SF-E activities in the last few years of the evaluation period. Its findings are meant to strengthen the global evidence base on SF-E and support WFP in complementing its School Feeding Strategy with specific guidance on school feeding in crisis and humanitarian settings.

2. The remainder of this section describes the approach and background of the synthesis. Section 2 presents the synthesis findings structured along six Synthesis Questions (SQs). Section 3 presents conclusions, lessons, and recommendations derived from these findings.

## 1.1. SYNTHESIS FEATURES

3. While WFP aims to scale up quality school feeding programmes in crisis and humanitarian settings, little evidence on the effectiveness of such programmes to achieve results in education (beyond enrolment and attendance), protection or health is available. The evaluation series seeks to reduce some of this evidence gap, serving the double purpose of accountability and learning for internal stakeholders (SBP and other WFP Headquarter Units, Country Offices (COs) and Regional Bureaus (RBs)) and external stakeholders (such as national governments, final beneficiaries, and the global school feeding, education, and humanitarian communities). The specific objectives of the synthesis report, according to the Terms of Reference (ToR – see Annex 1), are to:

- Synthesise findings on programme results, conclusions, lessons learned and operational best practices across the four countries within the existing literature and evidence base.
- Present a global Theory of Change (ToC) for SF-E.
- Recommend improvements for WFP policy, guidance, practice, and results measurement of SF-E.

4. The synthesis is based on the four country reports of the evaluation series and makes reference to findings from individual countries to support the synthesis findings.<sup>1</sup> Additional global data were collected through a literature review on school feeding and education in emergencies, which focused on the effects and underlying mechanisms of SF-E, as well as an online survey of relevant WFP staff in COs and RBs, and key informant interviews with WFP partner agencies and other global stakeholders, about strategic aspects of WFP's work.<sup>2</sup>

5. Country-level findings are based on a mix of qualitative and quantitative data from multiple sources (including large-scale beneficiary surveys in DRC and Lebanon) and were validated by stakeholder workshops in all four countries. Synthesis findings were derived by compiling and contrasting evaluation findings across the four countries and triangulation with findings from the global data collection and analysis. The synthesis findings will be validated in a global workshop. The synthesis has not faced any major additional limitations beyond those observed in the country reports (particularly security issues that rendered several field sites inaccessible, and limited school records and monitoring data specific to SF-E).

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<sup>1</sup> Where no country is mentioned, the findings are supported by findings in all four countries.

<sup>2</sup> See Annexes 2, 6 and 7 for details.

## 1.2. CONTEXT

6. Nearly a quarter of the world's children are estimated to live in conflict or disaster-affected areas that have experienced protracted crises classified by WFP as level 3 emergencies.<sup>3</sup> Against this backdrop, SF-E has sought to address children's nutrition and food security, and school enrolment, attendance, and retention, through meals (DRC, Niger), snacks (Lebanon, Syria) and Cash-Based Transfers (CBT) (Syria). SF-E also aimed to facilitate greater resilience and contribute to the achievement of development objectives. Moreover, WFP began to pursue protection-related objectives in some programmes (e.g., reduced child labour, reduced early marriage)<sup>4</sup>. In 2018, SF-E activities had reached nearly 1 million children in Syria and 17,000 - 71,000 children in each of the other three countries. Details on the SF-E programmes in each of the four countries are included in Annex 4 of this report.

7. WFP adopted a new WFP School Feeding Strategy in 2020<sup>5</sup> that complemented WFP's School Feeding Policy from 2013 and its guidelines on SF-E from 2004.<sup>6</sup> The new strategy marked a strategic shift towards a context-specific approach that explicitly includes crisis and humanitarian settings as the first of three contexts the strategy covers. The strategy confirms that WFP will "address current gaps in programming in emergency contexts with new guidance and tools" specific to such contexts. The findings, conclusions, lessons, and recommendations of this report, as well as the global ToC for SF-E (see Annex 3 of this report) that was developed on the basis of the findings from this evaluation series are intended as a contribution to the development of such guidance.

# 2. Synthesis findings

## 2.1 SYNTHESIS QUESTION 1: APPROPRIATENESS OF SCHOOL FEEDING IN CRISES AND EMERGENCIES

**SQ 1: To what extent has school feeding in emergencies been appropriate to address the needs of boys, girls and adolescents in the evolving crisis settings and contexts?**

8. This SQ has been addressed in four dimensions: i) alignment with national strategies, plans, and priorities; ii) appropriateness to beneficiary needs; iii) appropriateness of modalities and approaches; iv) appropriateness of targeting, including coverage; and v) gender / equity aspects.

9. WFP SF-E programmes aligned with national policies and priorities, often down to meso- or micro-level in choice of school targets.<sup>7</sup> However, in the four countries, WFP country offices differed in how they were able to build on the implementation of SF-E activities to develop their partnerships with Government and advocate for changes in SF-E-relevant national policies and programmes. Interest of government partners in developing their school feeding frameworks and sufficient organizational capacity to take on concrete tasks in implementing the SF-E activities were two factors that made these relations comparatively productive in Lebanon and to some extent also in Syria.<sup>8</sup>

<sup>3</sup> See <https://www.wfpusa.org/articles/understanding-l3-emergencies/> for details on level 3 emergencies.

<sup>4</sup> This was the case for all of the countries included in the SF-E evaluation series.

<sup>5</sup> WFP. 2020. A Change for Every Schoolchild – WFP School Feeding Strategy 2020-2030.

<sup>6</sup> WFP. 2004. School Feeding in an Emergency Situation – Guidelines.

<sup>7</sup> In Lebanon, for example, the SF-E programme was established at the request of the Ministry of Education and Higher Education. The programme also contributed to the development of a national school feeding framework. In Syria, SF-E helped to address shared priorities of the Government and the United Nations. In Niger, SF-E also was aligned with Government decisions. WFP worked with the Diffa Education Cluster on establishing priorities among the schools in specific geographical areas in light of funding limitations.

<sup>8</sup> For more details on the issue of policy advocacy, and on the situation in the DRC and Niger, see SQ6, paragraph 30.

10. SF-E, through different modalities, including CBT, was appropriate to beneficiary nutritional needs in all four countries, addressing food insecurity, and the need to keep children in school and healthy during humanitarian emergencies. The activities were relevant for SDGs related to education, health, nutrition, and gender.<sup>9</sup> Drawing on its long humanitarian expertise and operational capacity, WFP successfully developed modalities and approaches appropriate to local circumstances.<sup>10</sup> Stakeholders in education, health and humanitarian aid commonly held that SF-E was a critical activity in crisis and humanitarian settings to address malnutrition and food insecurity among school children. This was also supported by a review of global literature.

11. Appropriate targeting of SF-E is crucial, in particular when school feeding is to be used as a social protection measure in humanitarian crisis settings under resource constraints. Instances of not giving support to those who need it (exclusion error) and providing support to those who do not need it (inclusion error) need to be minimized under these circumstances.<sup>11</sup> With regard to the later, WFP successfully directed SF-E services in all four countries to a balanced group of boys and girls and their families who needed the support; among them children and families from marginalized groups such as returnees, refugees, and IDPs. However, equitably covering everyone in need of support in the targeted geographic areas was generally not possible in any of the four countries. Owing to the crisis conditions, ease of access and security were often more important determinants of school selection than actual food insecurity.<sup>12</sup> Covering all schoolchildren with similar needs in a geographic area was also a problem of funding and scale of the SF-E activities in the four countries. In the DRC, WFP faced a trade-off between piloting Home Grown School Feeding (HGSE), a modality that requires a certain level of security, and the opportunity to address comparably more acute emergency needs in other, less stable, parts of the targeted province<sup>13</sup>.

12. The SF-E activities in the four countries were not designed or set up to help to address more complex or severe economic, cultural, psychological, or social barriers and factors limiting school access, or to help address the challenges of specific groups or sub-groups of students. Situation analyses and targeting were appropriate for directing resources to schools and school children who needed food-related and nutritional support. However, the assessments were generally not detailed enough to examine school barriers specific to girls, to children from Internally Displaced Person (IDP) or returnee households or from other specific subgroups. They also did not examine the root causes and prevalence of other phenomena that WFP hoped SF-E could help to address, such as child labour, child marriage or recruitment into armed groups. Addressing such complex issues also would have required integrating SF-E into comprehensive packages of complementary school-based services that addressed the differentiated and multi-faceted educational barriers of the targeted population. In Lebanon and Syria, WFP did work with partners to make school feeding part of comprehensive, school-based support packages. All schools in Lebanon benefited from the presence of a health educator, provided by the school health program of Lebanon's Ministry of Education.<sup>14</sup> In Syria, WFP provided date bars to UNICEF's Curriculum B programme that supported Syria's Ministry of Education in reaching out-of-school children<sup>15</sup>. Also, during the summer of 2017, WFP provided date bars to more than 10,000 children

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<sup>9</sup> See analysis related to SQ3-5 below for a detailed assessment of WFP SF-E in the main outcome areas. Whether WFP SF-E contributed to effective partnerships is discussed more under SQ 2.

<sup>10</sup> WFP faced a few operational challenges such as lack of cooking equipment and utensils (in DRC, Niger). See Annex 5 for additional country-level evidence on SF-E modalities.

<sup>11</sup> The first offends fundamental humanitarian values and, in particular, violates the "No one left behind" principle. The second misallocates scarce resources, eroding effectiveness, efficiency, and impact.

<sup>12</sup> See Annex 5 for additional country-level evidence on SF-E targeting.

<sup>13</sup> See the report of the SF-E evaluation for the DRC for more details.

<sup>14</sup> The health educator monitored the quality of food sold at the school shop, provided instruction on health and nutritional awareness, and checked students' health records. Health educators also assisted in the distribution of WFP snacks when needed.

<sup>15</sup> WFP provided date bars to children attending UNICEF's SLP centres in Al-Hasaka. See report on the evaluation of ESF in Syria for details.

attending the UNESCO summer programme that offered remedial classes to children in Aleppo City who had not passed certain core subjects. Finally, WFP in Syria was also in discussions with UNICEF to jointly develop a “comprehensive school model” aimed at improving the nutritional status of school children.<sup>16</sup> These, and other instances where WFP sought opportunities for better coordination with potential partners, were steps in the right direction.<sup>17</sup> Plans for similar partnerships in Niger and DRC remained on paper.<sup>18</sup> Ultimately, and the positive examples of Lebanon and Syria notwithstanding, the full potential of “programmatically integrating” SF-E with complementary services often remained untapped. In practice, SF-E remained largely a food- and nutrition-driven activity.

13. Gender was considered in SF-E design and monitoring, but WFP missed opportunities for a deeper gender analysis and integrated programming in comprehensive packages. WFP had taken several positive steps, such as adopting Gender Strategies and Action Plans, recruiting Gender and Equity Advisors (Syria), collecting sex-disaggregated monitoring data, and giving due attention to female employment in local contractors. However, the situation analyses did not examine factors such as power relations within households, dynamic effects of SF-E on gender equality, engendered labour market linkages, and links to child marriage.<sup>19</sup> In the absence of integrated programming with suitable partners, WFP was neither equipped to do such analyses and associated programming on its own, nor to develop, finance and implement such more complex programmes.

## 2.2 SYNTHESIS QUESTION 2: COHERENCE WITH HUMANITARIAN RESPONSE

### SQ 2: To what extent has school feeding in emergencies been coherent with the overall humanitarian response of WFP and other actors?

14. This EQ examined the internal<sup>20</sup> and external<sup>21</sup> coherence of WFP’s SF-E programmes with humanitarian principles and with the actions of other humanitarian and development actors.

15. SF-E activities were aligned with core humanitarian principles, standards, and foundations. In pursuit of internal coherence of SF-E activities, COs and their implementing partners in all four countries sought to involve beneficiaries, national governments and local authorities in designing and implementing SF-E (see SQ 6 for details). WFP took measures to safeguard the security of children, and school and kitchen staff in crisis conditions by organizing the storage of food away from schools to reduce the incentive for robbery or armed incursions (Niger, DRC), or by working

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<sup>16</sup> The initiative was under review at the time of this evaluation.

<sup>17</sup> WFP was part of the education sector working groups or other relevant coordination platform in most of the countries. In Lebanon, WFP also took steps to coordinate all sectoral activities within one school. In Syria, WFP also took into consideration interventions of other UN agencies in the design and implementation of SF-E. For details, see the reports of the respective SF-E evaluation.

<sup>18</sup> For example, in the DRC, the SF-E PRROs foresaw partnerships with UNICEF, FAO and NGO partners. However, most of these partnerships were never established. The situation was similar in Niger.

<sup>19</sup> While aiming in general to address gender inequality, and while gender-specific indicators were used in progress reports and monitoring, WFP’s SF-E programmes did not incorporate particular gender-specific components or employ gender-specific targeting. For example, in Lebanon, deeper gender analysis could have identified areas characterized by higher drop-out rates and early marriage among girls or widespread child labour among boys. In Niger, neither SF-E design nor implementation were informed by a specific gender analysis. Monitoring of SF-E generally remained at the level of disaggregation of beneficiaries by sex.

<sup>20</sup> Internal coherence focused on the extent to which principles of humanitarian assistance on protection and accountability were adequately factored into the design of interventions. Government and school officials should have access to good information about SF-E and should participate in the design and delivery of school feeding services. The “Do no harm” principle requires that SF-E programmes do not give rise to unanticipated negative effects and are adjusted when they do so. An important component of this is the “Accountability to affected populations” principle and the establishment of an effective system to hear and respond to complaints.

<sup>21</sup> External coherence calls for SF-E to be consistent with and, where useful, complemented by: i) other WFP assistance, ii) activities of other humanitarian actors and Government, and iii) the longer-term development responses of WFP partners.

with partners to organize the safe transport of teachers to and from school (Niger). Local procurement of SF-E commodities in Syria and the DRC protected and strengthened the viability of local producers and markets. In Syria and Lebanon, WFP built on the interest and organizational capacity of national governments and local authorities to actively involve them in the implementation, follow-up and monitoring of school feeding. Low organizational capacity and lacking resources among government partners meant that this was not possible to the same extent in DRC and Niger.<sup>22</sup>

16. External coherence of SF-E with other humanitarian and development actions varied among countries, affecting the realization of a nexus linking humanitarian, development, and peace-relevant actions (the “triple” HDP nexus).<sup>23</sup> The experience of WFP in Syria provided good examples of complementarity between WFP SF-E and the actions of other UN agencies in areas such as WaSH and nutrition education.<sup>24</sup> This successful coordination started in the agencies’ regional offices, where the partners put in place a framework for linking SF-E, education, nutrition and protection at country level. In Lebanon, the Government showed interest in a national school feeding programme and had the capacity to actively participate in the delivery of SF-E. WFP capitalized on this to promote school feeding as a concept and give Government staff the opportunity to assume ownership of school feeding as a government effort.<sup>25</sup> In the DRC and Niger, on the other hand, WFP was not able to translate intentions expressed at strategy level into concrete activities. Crisis conditions, resource-constraints, weak governments made coordination and joint planning more difficult in those countries. However, anecdotal evidence suggests that WFP did not make good use of humanitarian coordination mechanisms that did exist in these two countries. Instead of pursuing opportunities to integrate SF-E into humanitarian needs assessments, humanitarian response plans, and into multi-sectoral, multi-partner, school-based support programmes,<sup>26</sup> WFP prioritized direct partnerships with donors to raise funds for SF-E.<sup>27</sup>

17. These difficulties were not unique to WFP. Other agencies, as well, faced with scarce resources closely tied to tightly structured work plans had little choice but to implement the programme packages that had been agreed and financed at an earlier stage. Many of the efforts for more integrated, joint planning and programming originated not at country, but at regional or even global level (see example of Syria above). Here, exchanges between potential partners helped to identify the expertise and resources needed to address the social and economic issues faced by specific beneficiary groups at country level.

18. Positive examples in certain countries notwithstanding,<sup>28</sup> WFP has had difficulties capitalizing on the broad support for SF-E to identify a niche in the global dialogue on education in emergencies and to lay the groundwork for programmatic integration of SF-E at country level. WFP has only infrequently participated in global and national multi-sectoral needs assessments that determined part of the global funding for school-based interventions and that education partners used to develop response packages adapted to the needs in specific contexts. Partners have been looking to WFP to lead discussions on how SF-E could be conceptually, practically, and

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<sup>22</sup> See SQ6 for more details.

<sup>23</sup> HDP triple nexus emphasizes needed linkages between the humanitarian, development and peace sectors, calling for actors in these fields to work together to more effectively to meet peoples’ needs, mitigate risks and vulnerabilities, and to move toward sustainable peace. WFP posits that its “*unique operational scale, reach and partnerships helps households, communities and governments improve the prospects for peace*” (see “Triple Nexus: WFP’s Contributions to Peace”, Rome, December 2019).

<sup>24</sup> Complementarity between SF-E and nutrition education was also strong in Lebanon.

<sup>25</sup> Also see SQ 6 for more information on this effort in Lebanon.

<sup>26</sup> In Niger, coordination with other humanitarian efforts took place in principle, but in practice, funding shortfalls meant that WFP could not cover schools where other partners were implementing activities. In the DRC, programme documents foresaw partnerships with UNICEF, other UN agencies and NGO partners. However, with some exceptions, these commitments were not translated into concrete activities, leaving school feeding to function more or less as a stand-alone activity.

<sup>27</sup> See Annex 5 for additional country-level evidence on External Coherence.

<sup>28</sup> E.g., in Syria, as mentioned earlier.

financially integrated into the school-based delivery of services. WFP was not always adequately represented in the global dialogue to do so. Bilateral cooperation agreements that WFP negotiated may also have hindered the integration of SF-E into broader, multi-partner response packages. Disagreements among WFP and potential partners over the sectoral classification of SF-E may also have played a role. While WFP has been promoting the view that SF-E was primarily an education activity, partners thought this created undue competition over scarce resource to support education in emergencies and tended to the view that SF-E belonged to the health sector, to social protection or should be considered an “inter-sectoral” activity.

### 2.3 SYNTHESIS QUESTION 3: RESULTS IN EDUCATION, FOOD AND NUTRITION<sup>29</sup>

**SQ3: To what extent has school feeding as an emergency response supported the education of girls and boys, and has contributed to their food and nutrition security in crises and emergency situations?**

19. SF-E had positive effects on enrolment, attendance, food, and nutrition security in all four countries. Such positive effects were also confirmed by the global literature review.<sup>30</sup>

20. SF-E helped to improve food security among the poorer, more vulnerable children, in DRC, Lebanon, Niger and Syria. Here, school meals and snacks often made the difference between a day with lunch and a day without and therefore on average increased schoolchildren’s daily access to and consumption of food. In the DRC, Lebanon, and Syria (but not Niger), SF-E also increased the dietary diversity available to students. Again, this effect was consistently stronger for students from poorer households who received comparatively less varied meals outside of school, helping to close gaps in their access to foods like fruits, nuts, and dairy (Lebanon), and cereals, pulses, and oils and fats (DRC). All four evaluation and the global literature review also found that alleviating short-term hunger through SF-E also helped children to be more attentive in school.

21. Ensuring nutritionally diverse school meals by complementing basic food staples with vegetables and other fresh ingredients was at times difficult in crisis conditions. In the DRC and Niger, corresponding programme mechanisms that relied on contributions from third parties, such as communities and the national government, were not reliable enough to make such inputs reliably available to all schools, as these stakeholders did not have the necessary resources or organizational capacity (in the case of communities) to provide the inputs. In Lebanon, where WFP used a local supplier and local producers, but financed the procurement from its own budget, no such challenges were encountered. WFP was able to adjust the composition of the snacks to improve their nutritional value. The diversity of the food supplied and the intake of micro-nutrient rich foods such as dairy, nuts and fruits increased in the intervention schools over time.<sup>31</sup>

<sup>29</sup> In evaluating the effects of SF-E on individuals/households, four levels of effects can be distinguished. The first, and most direct, level consists of its effects on short-term hunger, nutrition, food security, and household income - See “intermediate outcomes” in the SF-E core mechanism for SF-E in Annex 3. The second level consists of more indirect effects on school enrolment / attendance / completion and closely associated variables such as increased energy and attentiveness in the classroom setting. These first level direct and second level indirect effects are the subject of this chapter (SQ3). The third level consists of induced effects at household level; these are treated in SQ4. The fourth level effects can be broadly characterized as indirect, psycho-social effect and include, psychological wellbeing, self-esteem, sense of security or belonging, reductions in child marriage and reduced susceptibility to radicalisation and / or recruitment into armed groups. These psycho-social effects (characterized as “impact” in the SE-E Theory of Change in Annex 3) are the subject of SQ 5.

<sup>30</sup> See section 1.1. on the features of this synthesis.

<sup>31</sup> The evaluations in this series were not designed to track the prevalence of malnutrition and micro-nutrient deficiencies. Studies on effects of SF-E on nutrition included in the global literature review relied on recipient surveys and interviews on food consumption. Puberty and the variable timing of the pre-pubertal growth spurt would have made measuring the nutritional status among school feeding beneficiaries difficult. Limited access during emergencies also hampered regular anthropometric measurements, considered the most direct form of measurement. While the findings on food consumption and increased dietary diversity from this evaluation series and previous studies are positive, they do not account for factors that may have interfered with the nutritional effect of the school meals, such as variability in the nutritional content of the rations, intestinal parasites or insufficient hygienic conditions associated with a higher prevalence

22. Positive effects on enrolment, attendance, food and nutrition security were largely the same for boys and girls. However, SF-E increased food security more for poorer children than for less vulnerable students. This also applied to children from more vulnerable social groups, such as refugees, IDPs or returnees.

## 2.4 SYNTHESIS QUESTION 4: RESULTS OF SCHOOL FEEDING FOR HOUSEHOLDS AND LOCAL ECONOMIES

**SQ 4: To what extent has school feeding in emergencies strengthened the ability of households to cope with crises and (if applicable) helped to bolster local economies and markets?**

23. Evidence from the four evaluations and the global literature review has consistently shown that by transferring resources to households, SF-E can make modest contributions to the capacity of families to cope with income shortfalls.<sup>32</sup> However, findings on the link between this transfer and the incidence of child labour are mixed. Limited anecdotal evidence from Niger and Syria suggested that SF-E allowed some families to send their children to school instead of using them to earn extra income, in particular when the modality in question was CBT (Syria). A quasi-experimental study of SF-E in Mali<sup>33</sup> found that SF-E resulted in the reduction of girls' participation in farm-related labour by about one month of work time per year. By contrast, results from the survey carried out in DRC in this evaluation series suggest that SF-E had no effect on the decision of parents to use their children to earn extra income for the family.

24. The evaluations in DRC, Lebanon and Syria found no evidence that SF-E had helped to reduce early marriage. However, the evaluation in Niger and three other WFP evaluations included in the global literature review<sup>34</sup> did find anecdotal evidence that SF-E could contribute to lower rates of child marriage and adolescent pregnancy. Effects of SF-E on child marriage were not monitored in any of the four countries included in this evaluation. The differences in findings based on the anecdotal data suggest that effects of SF-E on such complex social phenomena may be dependent on context and on the specific details of the intervening programme.

25. In three of the four countries studied, funding constraints and limitations in physical access to schools meant that SF-E services reached only a small share of households with children in primary schools. This limited household- and community-level effects and affected the potential for SF-E activities to serve as a model for a social protection mechanism. SF-E schools in Lebanon made up 4.7 percent of the public schools in the targeted areas. SF-E covered between 20 and 30 percent of the schools in the targeted regions of Niger, depending on the year. In the DRC, WFP also reached a subset of schools that, while eligible for support, did not necessarily serve the most vulnerable households in the chefferie (see also SQ 1). In Syria, WFP was able to provide SF-E to all schools in the selected regions. Where access to education was biased towards comparatively less

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of diarrhoea. Confirming the effect of SF-E on malnutrition and micro-nutrient deficiencies would therefore require additional studies.

<sup>32</sup> See the four individual evaluation reports on DRC, Lebanon, Niger, and Syria for details, as well as the separate document with findings from the global literature review.

<sup>33</sup> Aurino, E., Tranchant, J.-P., Diallo, A S., & Gelli, A. 2018. School Feeding or General Food Distribution? Quasi-Experimental Evidence on the Educational Impacts of Emergency Food Assistance during Conflict in Mali. *Innocenti Working Paper* no. 2018-04. June 2018. UNICEF Office of Research - Innocenti, Florence.

<sup>34</sup> Visser, M., Alder, D., Bhatia, R., Bultosa, G., Berhanu, Doe-e, Fening, C. 2018. 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. Addis Ababa, Ethiopia: WFP Ethiopia; Baker, J., Dunn, S., Vazquez, L., Kamah, Z., and Horst, N. 2016. Liberia Protracted Relief and Recovery Operation 200550: Food Assistance for Refugees and Vulnerable Host Populations Final Evaluation. Monrovia, Liberia: WFP Liberia; Godden, K., Ferris Morris, M., Dunn, S., Marchant, D., Horst, N. 2017. Decentralized Evaluation. World Food programme McGovern-Dole International Food for Education and Child Nutrition Programme (FFE 699-2013/036-00-B) in Liberia September 2013 - September 2016. Monrovia, Liberia: WFP Liberia.

vulnerable families, SF-E was less likely to reach the poorer households who were in greatest need of assistance but who had been unable to send their children to school.

26. Local purchasing for SF-E has brought some benefits to the local economies in three out of the four countries. In Syria, SF-E and associated WFP support has helped to increase local production capacity and to provide additional employment for women and men. In the DRC, where WFP purchased a total of 2,600 metric tons of commodities from four different farmer organizations from 2017 until 2019 when piloting HGSF, smallholder farmers and their communities received payments and salaries. In Lebanon, WFP worked with small agricultural producers to provide products and services for the SF-E activities, albeit on a small scale. In addition, working with local suppliers made it easier to WFP in Lebanon and Syria to adapt to local crisis flare-ups and to scale up provisions in response to sudden increases of demand. However, using HGSF for SF-E in the DRC also created a trade-off for WFP, as it required for the activities to be implemented in a relatively stable region of the targeted province, away from other, more unstable areas with comparably more acute emergency needs.

## 2.5 SYNTHESIS QUESTION 5: ADDITIONAL EFFECTS OF SCHOOL FEEDING IN EMERGENCIES

**SQ 5: To what extent has school feeding as an emergency response had effects not yet foreseen in WFP's school feeding policy, but that are important in crisis and emergency settings?**

27. SF-E has produced social and psychological benefits for some children and school communities. In Niger and DRC, these included improved self-esteem and well-being.<sup>35</sup> In Lebanon, there was a sense among children that receiving food meant that they were "being valued". In some cases, these translated into a greater sense of "liking to go to school" (Lebanon, DRC) and of "feeling safe at school" (Lebanon). Some parents and teachers in Lebanon thought that school feeding had also created a greater sense of equality among children from different social backgrounds by providing snacks to all. The practice of some children sharing leftovers with other children who were still hungry after snack time was seen as a sign of a strengthening sense of community among students.<sup>36</sup> In Niger, children from recently resettled families benefitted socially and psychologically from the structure and sense of normalcy that the routine of schools and the daily school meals helped to provide.

28. However, such psycho-social benefits were less common and less robust than the direct and indirect effects of SF-E discussed in SQs 3 and 4, as they required enabling contextual social and psychological conditions to coincide with the provision of SF-E.<sup>37</sup> These conditions include, for example, a school-environment that promoted feelings of safety, well-being, and equality, and the absence of serious psychological trauma and behavioural problems (e.g., resulting from gender-based violence or domestic abuse). The lack of such an enabling environment was particularly evident in Lebanon among children of Syrian refugee families or children in WFP-supported summer nutrition camps. As a result, SF-E services did not induce beneficial psycho-social effects for these groups.<sup>38</sup>

29. In the countries reviewed, there was only indirect and anecdotal evidence that increased school enrolment, attendance, and retention among children receiving SF-E (see SQ 3) had

<sup>35</sup> In Niger, anecdotal evidence by parents, teachers, community members suggested that the presence of food in schools made children feel happier, also by adding structure to the school days and by promoting a return to normalcy. In the DRC, both anecdotal evidence from parents and teachers and survey results showed an increase in happiness and self-esteem. See the SF-E evaluations for DRC and Niger for details.

<sup>36</sup> This occurred among Lebanese students in Lebanon, not among children from Syrian refugee families.

<sup>37</sup> Based on interviews and focus groups with students, teachers and parents (DRC, Lebanon, Niger).

<sup>38</sup> See the SF-E evaluation for Lebanon for details.



reduced their risk of being recruited into armed groups. Child protection experts, principals and teachers in Niger and the DRC believed that these groups mostly targeted out-of-school children; however, this requires additional investigation. Moreover, both in the DRC and in Syria, SF-E was provided, for safety reasons, in areas with a comparatively low presence of armed groups, which made SF-E less relevant as a tool for reducing the risk of recruitment into armed groups in these cases. An earlier study of SF-E in Mali<sup>39</sup> had found that SF-E had been less common in areas with a strong presence of armed groups. Additional research may help to examine if this pattern is widespread, or if SF-E has been delivered in areas where armed groups are active, and where it may have helped to prevent their recruitment of children.

## 2.6 SYNTHESIS QUESTION 6: SUSTAINABILITY AND CONNECTEDNESS OF SCHOOL FEEDING IN EMERGENCIES

**SQ 6: To what extent has school feeding as an emergency response been coupled with creating a sustainable system for school feeding, in line with priorities and capacities of the partner government?**

30. One of WFP's ambitions is to use SF-E as an entry point for the development of sustainable national school feeding programmes that will be integrated with social protection systems. Interest of partner governments in assuming active roles in the delivery SF-E services and the autonomous capacity to carry out these functions emerged as two important necessary conditions for such efforts.<sup>40</sup> Lebanon and Syria both provide examples where, despite adverse conditions, WFP was able to build on Government interest, leadership and participation to foster ownership and thereby increase the chances for governments to use SF-E for putting in place elements that one day could become part of nationally owned school feeding programmes. In Lebanon in particular, the close and active participation of staff from the Ministry of Education (MEHE) in SF-E design and implementation<sup>41</sup> has led to strong institutional ownership of school feeding and has made the Ministry into a strong proponent for developing a school feeding programme in coordination with other ministries and actors. In the other two countries studied (DRC and Niger), active participation by government partners was constrained by their limited organizational capacity and resources to play an active role in the implementation of SF-E,<sup>42</sup> and, in the case of the DRC, to follow-through on their commitments to push the development of appropriate policy frameworks<sup>43</sup>. Moreover, the ongoing SF-E activities in the DRC were not linked to the policy dialogue on social protection at national level.<sup>44</sup> Developing the technical capacity of partners for more autonomous roles in parallel to implementing SF-E was often not possible.<sup>45</sup> Instability and

<sup>39</sup> Gelli et al. (2018) found that the coverage of SF-E in Mali varied considerably depending on the security situation. While 16 percent of households benefitted from SF-E in regions without armed groups, only 9 percent of households received services where armed groups were present.

<sup>40</sup> See also SQ2 on the discussion of the HDP "triple" nexus.

<sup>41</sup> The Counselling and Guidance Office (DOPS) of the Ministry of Education compiled the final list of schools that received SF-E services. Changes in modalities or the composition of the school snacks occurred in close coordination and consultation between WFP, schools and MEHE. A complementary nutrition education component that initially had been provided by one of WFP's third-party implementing partners was integrated into a national school health programme administered by DOPS. Health educators from the school health programme were reported to assist in school snack distribution, when needed. For details, see the report of the SF-E evaluation for Lebanon.

<sup>42</sup> In Niger, interest in SF-E and in coordinating and contributing to the humanitarian response around schools notwithstanding, the Government ultimately did not have the resources to make the contribution it had envisaged, that is to complement commodities from WFP with vegetables and other ingredients.

<sup>43</sup> Specifically, the national Government in the DRC had not followed-up on its own commitment to integrating SF-E into a national social protection framework.

<sup>44</sup> For a variety of reasons (for details, see the evaluation of the SF-E activities in the DRC).

<sup>45</sup> In Niger, the functionality of school management and community participation structures remained weak and variable, and they were often only marginally involved in the operation of the canteens. WFP did not play a strong role in efforts to enhance community participation and ownership. In DRC, WFP built on existing parent associations, school general assemblies, and school administrations. While these had supporting roles in school feeding, they will require continuing support and a legal and policy framework to prepare them for more autonomous roles.

insecurity often limited access to the field. The requirements of ongoing service delivery also shifted WFP's emphasis from building systems for the future to training those who were acutely needed as storekeepers, cooks or to ensure the transport of commodities. Supporting a future transfer of responsibilities to government and community partners became secondary to providing meals in the present.

31. WFP's success in obtaining community ownership and buy-in for SF-E was mixed. In DRC and Niger, community-level institutions (e.g., parent's associations, school general assemblies, and school administrations) were weak and ineffectual for the most part. When they were functional, these structures were often only marginally involved in the operation of the canteens. Specifically, in Niger, WFP's efforts at the local level put emphasis on food logistics and supply, with limited attention to strengthening of community involvement, structures, and decision-making. While parents were highly supportive of school feeding in Lebanon, too few schools were targeted in this pilot exercise to speak credibly of community ownership. Among the four countries reviewed, community ownership was found to be highest in Syria, where the multi-modal programme attracted the support of a wide range of stakeholders, including households directly benefiting, vulnerable women employed in baking bread, retailers profiting from CBT vouchers, and local businesses producing and distributing date bars.

32. Ensuring financial sustainability of SF-E connectedness proved to be a challenge in its own right. Governments consistently signalled that the sums of money required to take over school feeding on a broad scale exceeded what was currently available or what likely would be available in the future. Some had school feeding budget lines in place but had not allocated funds to them, others had yet to create the needed fiscal infrastructure. Under normal circumstances, it would be possible (and good practice) to mobilise community contributions for school feeding, but under the crisis conditions prevailing in the countries studied, this was not feasible.

# 3. Conclusions and recommendations

## 3.1. CONCLUSIONS

34. This section presents six conclusions that build on and connect to the answers to the SQ and discuss their operational and strategic implications for WFP.

### Conclusion 1 – Effects of SF-E

***C1: SF-E has improved school participation and has provided nutritional and educational benefits to targeted children under crisis and emergency conditions but has produced few observable psycho-social benefits. Benefits to households have been consistent, but modest.***

*This conclusion is based on SQs 3, 4 and 5.*

SF-E has helped to improve school participation and has provided nutritional and educational benefits to children, as well as, especially in the case of CBTs, modest small-scale financial benefits to their households. It has done so across different types of emergencies or crises; and for different types of beneficiaries, benefiting in particular the poorest and most vulnerable. In most cases, the process by which these benefits were produced was straightforward and uncomplicated: school lunches and snacks directly provided nourishment, while CBTs delivered a small-scale inflow of financial resources.

In this way, SF-E contributed directly to SDGs related to hunger and education and indirectly to broader goals of poverty alleviation. Fundamental humanitarian principles such as No one left behind, Do no harm, and involving selected members of the affected populations in intervention design and monitoring were adequately observed. However, there remained significant room for broadening and intensifying the participation and increasing the sense of ownership to the communities at large. While there was little evidence that gender goals were explicitly incorporated, SF-E directly benefited boys and girls equally.

Effects of SF-E on social cohesion, school performance, early marriage, child labour, or recruitment into armed groups were not observed and were likely highly sensitive to differences in context or characteristics of target groups. This is partially explained by the fact that SF-E was not offered within more comprehensive, enabling environments or package of services tailored to the type and severity of the underlying needs. WFP seldom had the capacity to achieve this (see C2). Crisis and emergency conditions intensified children's psycho-social needs, but also made it less likely for schools to provide enabling, beneficial environments (safe, supportive, etc.) that could help address them.

### Conclusion 2 – Integration of SF-E activities into comprehensive partnership packages

***C2: SF-E activities did not benefit from sufficiently developed global and country-level conceptual and strategic frameworks, programmatic mechanisms and partnership strategies to integrate SF-E into comprehensive support packages covering complex social and psychological issues or to balance or resolve potential trade-offs in targeting or activity design.***

*This conclusion is based on SQs 1, 2, 4, 5*

SF-E remained an essentially stand-alone food- and nutrition-focused emergency humanitarian action. Situation analyses to design SF-E activities were not detailed enough to examine the more complex psycho-social needs, such as self-esteem and social cohesion, or the challenges to meeting them. The same can be said for household-level socio-economic and cultural issues

such as child labour and gender relations; the latter including intra-mural power relations, gender discrimination, gender-based violence, child marriage and adolescent fertility. Neither WFP global SF-related policy documents nor country-level programme documents presented a detailed programme theory and corresponding strategy on how and under what conditions SF-E could contribute to addressing such broader needs (see C1). This also made it difficult for WFP as a whole to identify and set-up concrete opportunities for integrating SF-E into global Education in Emergencies efforts. As a result, COs had more difficulties to identify partners at country level to make SF-E part of a differentiated, comprehensive, and tailored response to address in particular more indirect and distal needs (see C4).

### Conclusion 3 – Targeting and M&E of SF-E activities and results

***C3: The insufficiently defined SF-E programme mechanisms (C2) made it more difficult to learn from SF-E activities and to sharpen the SF-E intervention logic over time, also because effective targeting, monitoring and evaluation were difficult without a detailed programme theory.***

*This conclusion is based on SQs 1, 2, 3, 4 and 5.*

Insufficient conceptual clarity in the design of SF-E activities (see C2) has impeded targeting and monitoring and evaluation of SF-E activities. With the target groups defined quite broadly, it was more difficult to develop detailed programme theories to anticipate how SF-E would be able to respond to particular needs of specific groups in the target population, such as girls, or children from returnee families, for example. Without this understanding, designing specific monitoring systems that tracked the effect of SF-E on these groups was also not possible. Finally, the lack of a sufficiently defined and spelled-out programme theory also limited opportunities for evaluating the SF-E activities.

Both area and within-area targeting were constrained by WFP's limited resources. Sometimes, practical considerations such as security and ease of geographic access took precedence over need in the choice of target areas. WFP staff did not have clear guidance on how to examine and resolve such possible trade-offs in targeting. This mattered when SF-E was expected to address multi-faceted needs with more complex modalities and response strategies (see C2)<sup>46</sup>. An example is the DRC case where WFP faced a trade-off between capitalizing on the benefits of HGSP under conditions of relative security and targeting more vulnerable but unstable geographic areas with more traditional means.

As a result, there was likely unrealized potential in the effectiveness and impact of SF-E. Beyond that, the constraints for M&E of SF-E have made it more difficult for WFP to demonstrate the total benefits and effects of SF-E. Reduced opportunities for learning have, in turn, made it more difficult for WFP to sharpen the global SF-E programme theory and the design of SF-E interventions over time (see C4). This has limited WFP's opportunities to raise the visibility of SF-E and to contribute to global discussions about SF-E and SF in general.

### Conclusion 4 – Tying SF-E into global and regional multi-partner humanitarian responses

***C4: Unanswered questions on the concrete options for tying SF-E into global and regional, multi-partner humanitarian response packages and programmes reduced the availability of financial resources for integrated SF-E packages at country level and thus made it more difficult to operationally integrate SF-E into multi-partner responses.***

*This conclusion is based on SQs 1, 2, 3, 4 and 5.*

<sup>46</sup> WFP's 2013 Revised School Feeding Policy had already raised the issue of trade-offs and had acknowledged that one programme cannot be expected to achieve all of the five main objectives of school feeding; that is i) providing a safety net; ii) support children's education; iii) enhance nutrition; iv) strengthen national capacity; v) develop links between school feeding and local agricultural production. Guidance on how to navigate possible trade-offs between these objectives was not available.

WFP has taken some promising steps to promote SF-E as a component of a multi-partner school-based response to humanitarian crises. Syria provided a positive example in this regard, where WFP, UNICEF and UNESCO cooperated at regional level to create a framework for integrating SF-E with services from the other partners at country level. However, WFP had not engaged in such higher level partnering and preparatory work for the other three countries and overall has not yet made the best use of the global forums for humanitarian partners in education and health to lead a discussion on the concrete financial and operational options for integrating school feeding into global humanitarian packages and programmes and to lay the groundwork for programmatically integrating SF-E at country level. At least in part, this is also linked to the insufficient conceptual clarity on SF-E and associated gaps in the evidence on SF-E value added and effectiveness (see C3). This has also made it harder for WFP to appeal to donors with a convincing, evidence-backed, tailored message to create awareness, convey urgency, and secure funding for SF-E globally and at country level. As a result, school feeding activities were often implemented as “stand-alone” interventions without complementary services (nutrition education, WaSH, educational support, etc.).

### Conclusion 5 – The role of SF-E as safety net

***C5: Where government partners have the opportunity to actively participate in SF-E implementation they can use SF-E to practice and consolidate skills and functions relevant for possible national school feeding programmes. However, the specific nature and dynamic of SF-E leaves unaddressed challenges related to capacity strengthening, advocacy and equitable targeting for developing government-owned school feeding programmes.***

*This conclusion is based on SQs 1, 3, 4, 5 and 6.*

As seen in Lebanon, governments that actively and autonomously participate in implementing SF-E can use this experience to acquire skills and assume functions that may inform the development of national school feeding programmes. In that scenario, SF-E can help design and test concrete components of a possible national model.

However, the specific nature and dynamic of SF-E can make it difficult to use the activities to facilitate the development of national, government-owned school feeding programmes. Experiences from the four countries show that important issues and hurdles have been left unaddressed. Among these is development of capacity alongside SF-E activities in low-capacity environments. COs prioritized strengthening capacity to support the delivery of SF-E services in the present over developing capacity for a future school feeding programme. Also, data gaps stemming from weak M&E of SF-E (see C3) make it more difficult for champions within Government to lead school feeding proposals through the necessary processes of political and administrative review. Finally, the current targeting approaches for SF-E that, while taking needs into account, are not strictly needs-based, do not offer government partners the opportunity to develop procedures for fully needs-based targeting. Developing an equitable targeting process for school feeding therefore remains a considerable conceptual and logistical hurdle for governments to clear.

### Conclusion 6 – Integration of SF-E into Social Protection

***C6: Considerable conceptual work remains to be done, and new partnerships formed, to integrate SF-E and school feeding into the broad social protection field, but the prospects are enticing.***

*This conclusion is based on SQs 1, 3, 4, 5 and 6.*

The four country evaluations, as well as the literature review, suggest that there are two significant barriers to integrating SF-E and school feeding into national social protection programmes. The first, well-illustrated by the countries here studied, is that, in the settings

where SF-E is appropriate, social protection systems are, if not dysfunctional, then nascent. The fiscal prospects for either deepening or widening them are poor. WFP's response has been to concentrate on some aspects of capacity strengthening, hoping for a combination of awareness-raising and demonstration effects, but has so far failed to demonstrate that SF-E can, in fact, function as a component of an equitable social protection mechanisms that can be accessed by everyone below a certain socio-economic threshold. Uneven coverage of schools, not strictly dependent on differences in needs, makes it difficult to justify SF-E and school feeding as components of a government social protection system. At the same time, international development partners (the EU and the World Bank in particular; to some extent the ILO through the Social Protection Floor initiative) take interest in exploring and developing the social protection-humanitarian aid nexus. WFP has not sufficiently exploited its comparative advantage – in food, nutrition, programme design and the details of implementation – to contribute to this discussion and advocate for school-based food and nutrition programmes as fundamental components of social protection.

### 3.2. KEY LESSONS FOR THE FUTURE

- L1: SF-E should be part of an integrated, school-based service package, in particular in crisis conditions and emergencies, where schools and school systems are likely to be resource-poor while students and families turn to school for support with more acute needs than is generally the case in more stable contexts (*Relevant for: SF-E Global Strategy; SF-E programmes*).** SF-E is by nature a type of activity that is best offered in partnership as an element in a package of services aimed at improving the school environment as a whole. Integrated into such packages, SF-E can serve as an important component of a broader portfolio of needed support services for vulnerable children and their families.
- L2: Indirect, psycho-social effects are highly context dependent and cannot be considered to be standard benefits of SF-E.** They are knock-on effects that require for SF-E as a foundational service to be combined with additional programming components or partners (*Relevant for: WFP corporate leadership, SF-E global strategy, SF-E programmes*). Opportunities for such indirect benefits depend on the specific nature of the underlying societal and individual and on the concrete opportunities for collaboration and integrated programming with specialized service providers.
- L3: Integrating SF-E into global humanitarian efforts requires clear conceptual guidance and practical solutions for financial and programmatic integration of school feeding early on in the design of school-based support programmes. (*Relevant for: WFP corporate leadership, SF-E global strategy*).** WFP's global and national partners accept and endorse the importance of SF-E as a constitutive component of a comprehensive, integrated, school-based response to emergencies and crises. However, they are looking for more guidance and clarity on how SF-E as a “foundational” activity with cross-sectoral benefits can be integrated into school-based support packages; conceptually, financially, and operationally.
- L4: Sustainability and transition of SF-E to national ownership requires multiple factors, not least of which government interest and support (*Relevant for: SF-E global strategy; SF-E programmes*).** Developing SF-E into national school feeding programmes can provide a path towards sustainability and connectedness. This is an ambitious goal, though, that depends on many factors outside of WFP control and can require trade-offs with meeting more immediate, humanitarian needs. Government partners need to at least have strong interest and some autonomous capacity to participate in the implementation of SF-E and to move the development of national school feeding programmes forward.

### 3.3. RECOMMENDATIONS

<b>R1: Update and sharpen the conceptual and operational framework and guidance for SF-E</b>			
<u>Recommendation based on:</u>	<u>Priority:</u>	<u>Time horizon:</u>	<u>Directed at:</u>
C1 - C5; L1 -L3	High	6-12 months	WFP SBP
<p>WFP should <b>update the conceptual and operational guidance for SF-E</b>, that is, school feeding in countries that are classified under “Context 1” in the 2020 school feeding strategy<sup>47</sup>. The new guidance should contain, among other things:</p> <ul style="list-style-type: none"> <li>• Details on the <u>purpose and rationale for SF-E</u> that define its foundational nature, emphasizing direct benefits, but also identify the potential contribution to creating enabling school environments for both girls and boys that promote higher-level indirect and induced (including psycho-social) benefits.</li> <li>• Guidance on the <u>approach to situation analyses for SF-E activities</u> that also incorporate guidance for gender analysis.</li> <li>• A <u>clear and logical ToC for SF-E</u> that illustrates the robustness of direct benefits and the dependence of higher-order benefits on integrated programming and context. <b>NB:</b> The ToC for SF-E developed on the basis of findings from this evaluation series (see Annex 5) can serve as a starting point.</li> <li>• Guidance on <u>the operational implications from the above for resourcing</u> (emphasizing the role of SF-E as a foundational service that, once provided, can enhance the effectiveness of a series of additional social and educational services), <u>programming / programme design</u> (integrated, <u>gender-specific programming</u>, in partnership), and <u>targeting</u>, and <u>monitoring</u> (development of clear results indicators for direct and indirect benefits of the specific SF-E activities and the different target groups; along with suitable data collection, tools procedures and earmarking of financial resources).</li> </ul>			

<b>R2: Revise and differentiate the targeting principles and process for SF-E</b>			
<u>Recommendation based on:</u>	<u>Priority:</u>	<u>Time horizon:</u>	<u>Directed at:</u>
C1 - C5; L1 - L3	Medium	12 months	WFP SBP
<p>As part of the sharpening of the SF-E conceptual and operational guidance (see R1), WFP should also review and differentiate its <b>targeting principles</b>, also to provide guidance to staff on how to navigate possible trade-offs in the targeting process. This may include:</p> <ul style="list-style-type: none"> <li>• Where SF-E is introduced as a pilot for a <u>national or sub-national, school-based safety net</u> (e.g., Lebanon), targeting should be in line with social protection equity principles regarding access and adequacy (e.g., coverage of all in need but only those in need). <b>NB:</b> This requirement might also <u>have implications for modalities</u>.</li> <li>• Where SF-E is meant to be part of an integrated, school-based package of services to support <u>particular sub-groups</u> (e.g., girls, IDPs or refugees), targeting should be able to direct resources at areas with where these groups are strongly represented and should also consider the availability of complementary services.</li> <li>• Likewise, where SF-E is meant to promote specified indirect and induced benefits, targeting should be designed in cooperation with partners providing specialized complementary services, and should be based on appropriate, gender-specific situation analyses, with pooling of analytical and data collection resources as needed.</li> </ul>			

<sup>47</sup> According to information from WFP, conceptual guidance for deploying SF-E in Context-1 countries was under development when this report was being finalized (December of 2021).

**R3: Ensure strong senior and technical presence of WFP in humanitarian/emergency response forums (education, health, social protection)**

<u>Recommendation based on:</u> C2, C4, C5; L1, L3	<u>Priority:</u> Medium	<u>Time horizon:</u> 6-12 months	<u>Directed at:</u> WFP SBP, RBs, COs (once guidance (R1) is developed)
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WFP should strengthen its **participation in regional and global humanitarian forums and platforms**, including those on education (GPE, GEC, ECW), and possibly other sectors (health, social protection).

- WFP could use upcoming meetings to lead discussions with partners to identify the obstacles to integrating SF-E in global humanitarian response programmes and budgets. These discussions could inform the drafting of the strategic and operational guidance on SF-E.
- The new SF-E guidance could then inform WFP’s leadership role in working with partners to find solutions to the identified obstacles.
- RBs and eventually COs could be brought into these discussions to contribute their experiences, but also to build their partnership development skills.

**R4: Ensure the integration of SF-E in wider support packages together with humanitarian partners**

<u>Recommendation based on:</u> C1 - C4; L1, L3	<u>Priority:</u> High	<u>Time horizon:</u> 6-12 months	<u>Directed at:</u> WFP RBs, COs
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Following guidance from WFP Headquarters (once available), **RBs and COs should review their approach to partnership development and joint programming.**

- COs and RBs should carry forward the operational and financial partnerships that WFP creates at global level and translate them into joint programmes at country level.
- Wherever possible, COs and RBs should use the existing humanitarian planning and coordination mechanisms, such as humanitarian response plans, Humanitarian Country Teams, cluster meetings, etc., at country, regional and global (see R3) levels. This could entail de-emphasizing bi-lateral cooperation agreements with individual partners.
- The designs of joint programmes should be based on cooperative situation analyses and should reflect a thorough understanding of the needs and constraints they seek to address. They should propose a detailed explanation of the intervention logic of the integrated programme, including of the contribution made by SF-E. Staff in RBs and COs should receive training in the new strategic and operational principles of SF-E (see R1).

**R5: Provide guidance on pursuing connectedness of SF-E to government-owned SF programmes and social protection more broadly**

<u>Recommendation based on:</u> C5, C6	<u>Priority:</u> Medium	<u>Time horizon:</u> 1-2 years	<u>Directed at:</u> WFP SBP, RBs, COs
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WFP should define the circumstances under which **SF-E should pursue the secondary purpose of advancing the creation of a government-owned SF programme, as well as the potential for such programmes to be integrated into national social protection systems.**



- Government counterparts for SF-E should have sufficient organizational capacity for autonomously carry out at least certain SF-E respond to the if SF-E is to be a steppingstone towards a national SF programme.
- Government partners without such capacity can still be trained, but without the expectation that this will necessarily advance the creation of a national school feeding programme.
- COs should make explicit any trade-offs or differences in approach to targeting and monitoring for SF-E as an acute emergency response and for school feeding as a component of a national safety net or social protection mechanism.

# Annexes

## ANNEX 1. TERMS OF REFERENCE OF THE EVALUATION SERIES

### 1. Introduction

1. These Terms of Reference (TOR) are for a decentralised evaluation<sup>48</sup> series on WFP school feeding in emergencies and protracted crises (hereafter Emergency School Feeding, ESF) and is commissioned by the School Feeding Service (OSF) in WFP's headquarters.
2. The evaluation series encompasses four country-specific activity evaluations in the Democratic Republic of Congo (DRC), Lebanon, Niger and Syria and a global synthesis report developed based on the four country evaluations.
3. The four Country Offices (CO) have adopted interesting ESF approaches adapted to context as explained in the country-specific annexes. Core ESF programme features are summarised in Table 4. Collectively, in 2017, the ESF programmes in the four countries reached around 900,000 internally displaced, returnee, refugee and host community children, which represents a considerable share of WFP's total ESF beneficiaries.
4. The evaluation series is made possible as part of a multi-year Canadian operational contribution to WFP that supports ESF activities in the four countries, along with this evaluation series. The multi-year contribution provides a unique opportunity for WFP to invest in the quality of ESF programming while at the same time generating evidence that has a significance for WFP beyond these four countries.
5. The aim of the evaluation series and its timing is designed to inform an updated version of WFP's School Feeding (SF) policy that will be developed in 2020-21, along with technical guidance on ESF, as well as Country Strategic Plans (CSP) and ESF programme design and implementation in the four WFP Country Offices concerned. The evaluation should cover WFP ESF programming during 2015-2019 (with country-specific variation as outlined in respective section).
6. The evaluation series is intended to provide evidence that can inform WFP's strategy for scaling up and enhancing the quality of ESF programming. It is also intended to make a contribution to the global SF evidence base, where there is limited evidence from crisis settings. It will also meet a strategic information need for WFP, partners in the health and education sectors and donors with a growing interest in ESF as a way to address multiple vulnerabilities of children amidst protracted crises.
7. The selection of emergencies subject to this evaluation is purposive as the four countries benefit from the Canada contribution to WFP so this is not a sector or thematic evaluation but rather a series of case studies focusing on ESF.
8. The four countries face complex and protracted crisis including displacement, leading to a rise in food insecurity, and challenging humanitarian agencies to do more with increasingly limited resources. The countries represent different regions, use a range of meals, snacks and cash-based transfer modalities.
9. WFP's implementation of ESF is not limited to these four countries. During 2018, WFP implemented ESF activities in more than 50 percent of its active level 2 and level 3 emergencies including Sahel, South Sudan, and Yemen thanks to contributions from several donors

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<sup>48</sup> WFP's Evaluation Policy (2016-2021) notes WFP commissions centralised and decentralised evaluations. The latter are defined as: "commissioned and managed by country offices, regional bureaux or Headquarters-based divisions other than OEV. They are not presented to the Board. They cover operations, activities, pilots, themes, transfer modalities or any other area of action at the sub-national, national or multi-country level. They follow OEV's guidance – including impartiality safeguards – and quality assurance system."

including but not limited to (in alphabetical order) Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (BMZ), European Union (EU), Norway and USAID.

## **2. Reasons for the Evaluation**

### **2.1. Rationale**

10. WFP is the largest supporter of school feeding programmes worldwide, reaching around 18 million children each year directly. SF has been one of WFP's key tools aimed at providing a safety net for children and their families, but also building longer-term human capital through education, health and nutrition. SF is also subject to growing momentum as a key component of essential education and health investments are required throughout the first 8,000 days or 21 years of a person's life.
11. A key focus of WFP is to scale up quality ESF programmes in humanitarian crises. This represents a key WFP niche. Humanitarian needs, and hunger are on the rise, with conflict being one of the main drivers, and nearly a quarter of the world's children are estimated to live in conflict or disaster-affected areas. In these areas, children see their key rights violated, and basic services and community and family structures disrupted. Through the delivery of ESF, WFP seeks to address children's humanitarian needs, while contributing to resilience and development objectives. ESF offers a hope for a more peaceful future. Therefore, well-designed programs are increasingly part of the crisis response for normalizing communities and building peace.
12. Similarly, ESF is potentially an important base for shock-response offering flexibility to rapidly expand to include additional beneficiaries or additional support when there is a downturn, ensuring that food is targeted directly to the children who need it most, when they need it most.
13. At the same time, comprehensive evidence on ESF is very limited. This was highlighted in a recent review that also challenged WFP's Theory of Change of ESF and noted tensions around the intervention's contribution to humanitarian response, specific aspects of programme design and results measurement. The review called for investment in evidence on ESF.<sup>49</sup> Stakeholders note that evidence gaps on ESF as life-saving intervention prevented programmes from accessing certain funds such as Central Emergency Response Fund (CERF).
14. At the country level, the four country-specific evaluations are timed so that they can inform country-specific ESF operations and Country Strategic Plans (the DRC CSP 2021-, Lebanon CSP 2021-, Niger CSP 2020-, Syria CSP 2021-).<sup>50</sup> The evaluations should be used to establish a multi-faceted baseline for planned Country Portfolio Evaluations (CPE) to take place in Syria, Lebanon and DRC in late 2019 or 2020.
15. This evaluation series aim to provide an in-depth theory-based analysis of ESF operations in crises that are protracted and conflict-driven, as a contribution to wider organisational learning on ESF. The global Theory of Change is especially important as it will inform future WFP's SF policy and Corporate Results Framework (CRF). The Theory of Change shall be integrated as a key strategic document/tool within key corporate guidance for SF. It will be further used to foster discussion and improve synergies across programming areas. Lastly, it will be shared with partner organizations and research institutions. At the country level, the country-based Theory of Change will inform future programme design dialogue, strategic reviews, and quality reviews.

### **2.2. Objectives**

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<sup>49</sup> FAFO (2017), "Rethinking Emergency School Feeding: A Child-Centred Approach", Fafo report 2017: 24

<sup>50</sup> WFP's operational structure is undergoing a transition from separate humanitarian and development operations to consolidated Country Strategic Plans incorporating the entire humanitarian and development portfolio.

16. Drawing on evidence from the four countries, the objectives of this evaluation series are the following:

**Table 1: Objectives of the Evaluation Series**

<b>OVERALL GOAL OF EVALUATION SERIES</b>
Inform WFP's global policy and strategic direction for ESF.
Inform WFP efforts to strengthen its capacity to design and deliver high-quality ESF programmes, particularly in protracted crisis contexts, including conflict.
Strengthen the global SF evidence base through in-depth evidence on ESF programming in protracted crisis contexts.
<b>OBJECTIVES OF SYNTHESIS REPORT</b>
Synthesise findings on programme results in the four countries, situating the analysis within the existing literature and evidence base.
Synthesise the lessons learnt and operational best practices across the four country evaluations.
Synthesise the conclusions and recommendations of the four country evaluations and recommend improvements that WFP can make to its ESF policy, guidance and practice.
Present a global Theory of Change for ESF.
Make recommendations on how WFP should develop its ESF monitoring, indicators and measurement of results globally.
<b>OBJECTIVES OF COUNTRY REPORTS</b>
Establish a multi-faceted baseline for planned Country Portfolio Evaluations (CPE) and/or other evaluations.
Document best practices and generate evidence about ESF programme design and delivery and analyse results in the specific context: what works, what does not work, and why.
Generate context-specific recommendations for how programme design and delivery can be improved that can inform the Country Office's ESF/SF programming under the current/future Country Strategic Plan.

17. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning.

- **Accountability** – The series will include an assessment of the results of WFP ESF activities funded by Global Affairs Canada, in this manner fostering accountability to donors contributing to WFP ESF in the four countries, as well as to the wider humanitarian community.
- **Learning** – The evaluation will help WFP better understand what works in ESF, identify possible improvements, and to derive good practices and lessons to inform operational and strategic decision-making. Findings will be actively disseminated within WFP and relevant external stakeholders and networks to foster learning.

18. Emphasis in this evaluation series is on learning for WFP at the strategic and operational levels, to inform global policy and guidance related to ESF programming.

### **2.3. Stakeholders and Users**

19. Several stakeholders both inside and outside of WFP have interests in the results of the evaluation. Table 2 below provides a preliminary stakeholder analysis, which will be deepened by the evaluation team as part of the Inception phase.

20. Accountability to affected populations is tied to WFP's commitments to include beneficiaries as key stakeholders in WFP's work. WFP is committed to integrating gender and age in the

evaluation process and content, with participation and consultation in the evaluation by women, men, boys and girls, and review of results from the various groups.

**Table 2: Preliminary Stakeholders' Analysis**

<b>Stakeholders</b>	<b>Interest in the evaluation and likely uses of evaluation report</b>
<b>INTERNAL STAKEHOLDERS</b>	
<b>WFP Headquarters (HQ): School Feeding Service (OSF)</b>	The team is the commissioning unit responsible for managing and decision-making in this evaluation series. Overall, the unit oversees developing and overseeing the rollout of WFP's global SF policies, strategies and guidelines, WFP's global SF learning agenda, global SF partnerships, and supporting external relations, advocacy and communication related to SF. The evaluation series will inform future policy and technical guidance developed by the service.
<b>WFP Country Offices (CO)</b>	Responsible for country-level planning and implementation of operations, the four COs have a direct stake in the evaluation and an interest in learning from experience to inform decision-making and country strategies. The evaluation can support the four COs to account internally as well as to beneficiaries and partners for ESF performance and results. The evaluations will inform the country-specific ESF programmes and CSPs. More broadly, the results will be of interest to other WFP COs engaged in ESF. The results may also be used by COs in policy dialogue for more shock-sensitive national SF strategies.
<b>WFP Regional Bureaux (RB) - Cairo, Dakar and Johannesburg</b>	Responsible for both oversight of COs and strategic and technical guidance and support, the RBs have an interest in an impartial account of operational performance. The RBs may utilise the findings to provide technical advice to CO on programme design as well as inform their regional SF policy dialogue, learning agendas, communication and partnerships. The RB also provide technical advice and oversight over evaluation design and support CO follow-up on evaluation recommendations.
<b>WFP HQ Technical Units</b>	WFP HQ technical units are responsible for issuing and overseeing the rollout of normative policies, strategies and guidance related to their specific thematic areas. They also have an interest in the lessons that emerge from evaluations. The relevant HQ units (e.g. Nutrition, Gender, Emergencies, VAM, Monitoring and Transitions) should be consulted to ensure that key policy, strategic and programmatic considerations are understood from the onset of the evaluation.
<b>Office of Evaluation (OEV)</b>	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralised evaluation stakeholders as identified in the evaluation policy. OEV is the primary provider of technical backstopping for this HQ-commissioned decentralised evaluation series.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB, but its findings may feed into annual syntheses and into corporate learning processes.
<b>EXTERNAL STAKEHOLDERS</b>	

<b>Beneficiaries</b>	As the ultimate recipients of assistance, the programme beneficiaries – school-children and their households - have a stake in WFP determining whether its assistance is appropriate and effective. As such, the participation in the evaluation of women, men, boys and girls from different groups will be a priority. Also, WFP, together with partners, is expected to feed the findings back into the community.
<b>School-Level Stakeholders</b>	Headmasters, teachers, cooks, and parent-teacher associations have key responsibilities in ESF implementation and intimate knowledge about the programme and local context and impact of ESF. They will be key informants in this evaluation series.
<b>Governments</b>	The four relevant Governments, as well as relevant national and sub-national institutions, have a direct interest in knowing whether WFP activities in the country are aligned with their priorities, harmonised with the actions of other partners and meet the expected results. Governments may learn from WFP experiences to inform their own SF programmes and national SF strategies. The Ministries of Education, including regional and local levels thereof, of the four countries will be engaged and consulted through the national-level reference groups for the evaluation.
<b>Partner NGOs</b>	International and national NGOs are WFP’s key partners in the implementation and monitoring of ESF and have an intimate knowledge of needs and operational realities on the ground. The results of the evaluation may inform future ESF programming of NGOs. NGO partners in the four countries will be key informants, support the evaluation process, and play a key role in implementing and disseminating the findings of the evaluation with the communities.
<b>UN Agencies</b>	The UNCT’s/UNHCT’s harmonized action should contribute to the realisation of the humanitarian actions and developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. Various UN agencies are also direct partners of WFP both at the strategic and operational levels in the four countries. Due to the topic of the evaluations, key UN agencies to be involved are UNICEF, and UNESCO. UN agencies are consulted as key informants and engaged in the evaluation reference groups.
<b>Donors</b>	WFP operations are voluntarily funded. Donors have an interest in whether WFP’s work has been effective and contributed to their own strategies and programmes. Numerous donors contribute to WFP ESF operations or provide core contributions to WFP and have an interest in the findings of this evaluation. Donors will be consulted and engaged in this evaluation process through the global reference group and at country level. Canada is the donor for this evaluation series. Canada’s primary interests are learning what works in ESF with regards to nutrition, education, and protection, and understanding gender- and age-specific dynamics, particularly how ESF interacts with girl’s and women’s empowerment. Canada may use the evaluations for its accountability, reporting and communication purposes and is engaged and consulted throughout the global reference group.

<b>Clusters/Sectors (global and country-level)</b>	Clusters/sectors are accountable for adequate and appropriate humanitarian assistance and coordination between humanitarian actors, national authorities, and civil society. They support information sharing, advocacy, resource mobilisation and provide technical support, build response capacity and develop policies and guidelines. The Education Cluster at the global and cluster/sector at country levels will be key stakeholders in this evaluation series as ESF forms part of this sector's coordination structures in most countries. The Education Cluster will be consulted in this evaluation and engaged in the reference groups. The Education cluster, the Child Protection Area of Responsibility of the Protection Cluster and the Food Security Cluster/Sector also key stakeholders at the country level.
<b>Education in Emergencies actors</b>	Education in emergencies platforms and entities have an interest in understanding how ESF contributes to education sector responses and results in different crisis contexts. These actors include the Global Partnership for Education and Education Cannot Wait, along with regional initiatives such as No Lost Generation. These entities may be consulted in the evaluation process. WFP adheres to the International Network for Education in Emergencies' Minimum Standards for Education in Emergencies and ensures the conduct of context analysis to minimize protection risks such as violence towards students, especially girls.
<b>Global school feeding community</b>	The SF community includes academics, philanthropic institutions, and individuals engaging in SF policy dialogue, advocacy and research. The evaluation series will involve key SF actors in the reference groups and as key informants, to ensure that the evaluations link to global expertise, policy discussions and the global SF evidence base.

### 3. Context and Subject of the Evaluation

#### 3.1. Context

21. WFP's work in SF is guided by WFP's 2013 SF Policy.<sup>51</sup> The current SF policy notes that WFP has a dual role in SF that comprises technical assistance to governments and direct delivery of programmes. WFP delivers SF directly where the government is unable to do so, particularly in fragile and crisis contexts. SF can contribute to the achievement of many SDGs - particularly SDG 2 on hunger; but also, SDG 1 on poverty, SDG 4 on education, SDG 5 on gender equality, SDG 17 on partnerships and potentially SDG 16 on peace and justice through its multiple and mutually reinforcing benefits related to social protection, education, food security, nutrition, health, and social cohesion which materialise to a different extent in different contexts.<sup>52</sup>
22. WFP school feeding has traditionally focused on access to education especially in context where there are large numbers of out-of-school children, gender disparities persist, and school feeding - with other interventions - can help to draw hard-to-reach children into the education system. Strong evidence shows that school feeding can act as an incentive to enhance enrolment and reduce absenteeism and drop out, especially for girls.
23. Existing guidance highlights the importance of partnerships to ensure that school feeding is provided alongside school health and nutrition interventions such as water and sanitation,

<sup>51</sup> WFP (2013), "Revised School Feeding Policy: Promoting innovation to achieve national ownership".

<sup>52</sup> According to the Policy, WFP's strategy is to provide SF as a safety net for food-insecure households and to support children's (especially girls') education; enhance the nutrition-sensitiveness of school meals; strengthen national capacities to implement SF; and to scale up local procurement for SF programmes.

deworming, health and nutrition education, and periodic health screenings – that contribute to an environment conducive to learning and protective of children’s health.

24. Addressing gender-specific needs is key focus area for WFP school feeding programmes. While written guidance focus on take-home rations as an incentive for girls’ participation, programmes are designed to address specific needs for girls and boys including, for example, the provision of packages of support for girls, particularly adolescent girls, to address their vulnerabilities. These packages could include crucial health, nutrition and protection service. Despite efforts, there are calls to design programmes more cognizant of the nutrition needs of girls and adolescents, risk of early marriage and, gender-based violence and protection concerns related to school environments.
25. WFP’s Emergency School Feeding (ESF), - the provision of SF specifically in emergency and protracted crisis contexts –reached 2.5 million children (48 percent girls and 52 percent boys) in level 2 and level 3 emergencies in 14 countries in 2017, out of the total of 18.3 million children reached through WFP SF programmes that year. This is a low estimate, as there are additional beneficiaries in crises not declared Level 2 or Level 3. Importantly, there is no official WFP definition of ESF, resulting in different alternative ways to estimate the total ESF beneficiaries.
26. ESF is in most crisis contexts integrated in education sector response plans. However, there is global alarm about the high needs in education in emergencies, which the sector is struggling to meet due to very constrained resources: an estimated 65 million children’s schooling is impacted by crisis; and four of the five countries with the largest gender gap in education are conflict-affected, and yet, education appeals attract only 2% of humanitarian funding.<sup>53</sup> More evidence is needed on how ESF can and does contribute to education response objectives and strategies in crises. As ESF activities are generally embedded within the education sector response, Ministries of Education and education in emergencies agencies represent key strategic partners.
27. ESF is seen as an intervention with great potential to address the triple (humanitarian-development-peace) nexus as it is also regularly deployed in humanitarian response, even though in these settings, its value-add, appropriateness and effectiveness are at times questioned, in relation to design factors including the relatively inflexible targeting, and the exclusion of out-of-school children and the weak evidence base<sup>54</sup> as lifesaving intervention.
28. ESF programmes can also be supportive of the local market and/or provide livelihood opportunities to affected communities when programmes are designed with local economic actors involved in the food supply chain (such as the case in Syria and DRC).
29. Annex 1 provide an overview of potential questions and challenges around the role of ESF. Annex 2 provides overview of the global evidence base for school feeding.

### **3.2. Subject of the evaluation**

30. This evaluation series will focus on ESF programming in four countries: The Democratic Republic of Congo (DRC), Lebanon, Niger (Diffa region) and Syria. The country selection was agreed with the donor (Canada), as the evaluations are linked to a Canadian multi-year contribution towards ESF in these countries.
31. To inform this TOR, extensive consultations have been carried out by the commissioning unit, including visits to the four countries by the Evaluation Manager with support from OEV and the Regional Bureaux. Systematic evaluability assessments have *not* been completed.

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<sup>53</sup> Nicolai, S., S. Hine and J. Wales (2015), “Education in Emergencies and Protracted Crises: Towards a Strengthened Response”, London: ODI.

<sup>54</sup> These arguments are cited in e.g.: FAFO (2017), “Rethinking Emergency School Feeding: A Child-Centred Approach”, Fafo report 2017: 24; DG ECHO (2009) “Guidelines for Funding School Feeding”, and various WFP evaluations. The weak evidence base is confirmed in Tull, K. & Plunkett, R. (2018). School feeding interventions in humanitarian responses. K4D Helpdesk Report 360. Brighton, UK: Institute of Development Studies.



32. Together, the four countries are low- and middle-income countries experiencing a protracted crisis classified as either level 2 or level 3 crisis by WFP.<sup>55</sup> Key development indicators for the four countries are summarised in Table 3.

**Table 3: Key Indicators for Countries in the Evaluation Series<sup>56</sup>**

	<b>GDP per capita, PP (constant 2011 int'l \$)</b>	<b>Human Development Index score</b>	<b>People in need of humanitarian assistance (million)</b>	<b>People in need of food assistance (million)</b>	<b>Gross enrolment rate primary school (%)</b>	<b>Out-of-school children (number)</b>
<b>DRC</b>	808	0.435	13.1 (2018)	9.9 (2018)	Total: 108 Female: 107.6 Male: 108.4 (2015)	Official information is not available.
<b>Lebanon</b>	13,297	0.763	3.3 (2018)	1.1 (Syrian refugees)	Total: 89.1 Female: 85.1 Male: 93.2 (2016)	Total: 290,000
<b>Niger</b>	915	0.353	2.3 (2018)	1.4 (2018)	Total: 73.7 Female: 68.1 Male: 79.1 (2016)	Total: 1,282,980 Female: 714,446 Male: 568,534
<b>Syria</b>	N/A	0.536	13.1 (2018)	6.5 (2018)	Total: 63.2 Female: 62.4 Male: 64 (2013)	Total: 1,750,000 Female: 889,000 Male: 861,000

33. The four Country Offices (CO) have adopted interesting ESF approaches adapted to context as explained in the country-specific annexes. Core ESF programme features are summarised in Table 4. Collectively, in 2017, the ESF programmes in the four countries reached around 900,000 internally displaced, returnee, refugee and host community children. In DRC, the number of ESF beneficiaries has decreased over the past years, while in the three remaining countries, scale-up is planned or on-going, subject to resource availability.

**Table 4: ESF Programme Overview for the Four Countries**

<sup>55</sup> While there is no one definition of protracted crisis, their characteristics include long duration, conflict, weak governance, unsustainable livelihood systems, poor food security outcomes and break-down of local institutions (see e.g. State of Food Insecurity in the World 2010).

<sup>56</sup> Table 2 Sources: GDP per capita from the World Bank's World Development Indicators database: [databank.worldbank.org](http://databank.worldbank.org); HDI from UNDP Human Development Report database: [hdr.undp.org/en/countries](http://hdr.undp.org/en/countries); People in need of assistance figures from the respective Humanitarian Needs Overviews (Except: figures for Lebanon from LCRP and "Monitoring food security in countries with conflict situations: A joint FAO/WFP update for the United Nations Security Council (June 2017)"); GER and OOSC data from the UNESCO Institute of Statistics: <http://uis.unesco.org> except for Syria where OOSC is based on the 2018 HNO and for Lebanon based on a recent report by Save The Children for Syrian refugees in Lebanon : <https://www.savethechildren.net/article/alarmed-spike-number-syrian-refugee-children-out-school-exposing-thousands-child-marriage>

Country	Year ESF programme introduced	Types of transfer in ESF	Age range covered through ESF (years, approx.)	Number of beneficiaries (actual, 2017)	WFP ESF beneficiaries as share of total school-aged population (% national level)	WFP ESF beneficiaries as share of total enrolled population (% national level)
<b>DRC</b>	2001	<ul style="list-style-type: none"> <li>In-kind: On-site meal</li> </ul>	6-15	152,725	1%	1%
<b>Lebanon</b>	2016	<ul style="list-style-type: none"> <li>In-kind: On-site Snack</li> <li>CBT: Cash</li> </ul>	5-14	63,000	3%	3%
<b>Niger</b>	2015 (Diffa)	<ul style="list-style-type: none"> <li>In-kind: On-site meal</li> </ul>	4-14	23,079	6% <i>(national, not limited to ESF and Diffa region)</i>	9%
<b>Syria</b>	2014	<ul style="list-style-type: none"> <li>In-kind: On-Site Snack</li> <li>In-Kind: On-Site Meal</li> <li>CBT: Voucher</li> </ul>	6-12	662,145	23%	43%

*Note: CBT = cash-based transfer*

34. In an emergency, WFP can introduce an entirely new SF programme, or scale up an existing SF programme. Once the situation stabilises, ESF may transition to a longer-term SF programme. In DRC, the ESF programme has been running since 2001, while in the remaining three countries the programmes were launched in the period 2014-2016.

35. At the corporate level, under WFP's previous 2014-2017 Strategic Plan, ESF contributed to the Strategic Outcome 1 – Save lives and protect livelihoods in emergencies, and under the current 2017-2021 Strategic Plan, to Strategic Objective 1 - End hunger by protecting access to food. Across the four countries, outcome indicators for ESF currently measured focus on education (school enrolment, attendance and retention). The four countries have had logical frameworks in place for their ESF programme from the start of implementation. WFP's core programme guidance for ESF is contained within WFP's corporate Programme Guidance Manual, as well as in a set of ESF-specific guidelines.<sup>57</sup>

36. WFP's ESF modalities include food- and cash-based transfers, which are well represented in the four countries: in-kind on-site meals (DRC, Niger, Syria), in-kind on-site snacks (Lebanon, Syria), take-home rations provided in the form of cash-based transfers in Syria and cash-based transfers that monetize the value of the meal in Lebanon. Meals and snacks are provided to children every school day (except for Niger, where meals are provided on weekends in some schools) and take-home rations to the household monthly. WFP guidance allows COs to choose from a range of modalities and combinations thereof. Different ingredients, fortification and

<sup>57</sup> WFP (2004), "School Feeding in an Emergency Situation: Guidelines", Rome: WFP.

micronutrient supplementation methods are possible, as are various procurement models (including local procurement).

37. SF programmes regardless of context should contribute 30-45 percent of the recommended daily energy and micronutrients for half-day, 60-75 percent for full-day, and 85-90 percent in boarding school<sup>58</sup> but variation is common in emergencies, especially when snacks are used. In Lebanon, where snacks are utilised, the content does not meet the energy requirement as the focus is on dietary diversity, while the other three meet the minimum requirements. In contexts with significant micronutrient deficiencies, with anaemia prevalence of more than 40% among school-age children, WFP SF programmes should include an explicit nutrition objective and have a nutrition-sensitive design, but such objectives are not used in any of the four countries.
38. For targeting, the four countries utilise a first layer of geographical targeting based on food security and education indicators, as is generally recommended in WFP SF programmes. Generally, WFP recommends targeting all schools within a geographical area, but in the four countries, the resourcing situation does not allow WFP to cover all schools in need, and WFP has prioritised specific schools within the target area, generally based on needs within the schools and opportunities for synergies to reach the most vulnerable (e.g. schools providing afternoon cycle for refugees, with a high concentration of IDPs or refugees, or with learning programmes provided by partners). Access also influences targeting outcomes.
39. The four ESF programmes mainly cover formal primary schools, but some pre-primary, non-governmental or faith-based (DRC) and informal schools (Niger), accelerated learning (Syria) and summer programmes (Lebanon) are also included. As access to education has been disrupted in the four contexts, the actual age range of children includes is wider than the official primary school age range.
40. WFP either directly implements the ESF activities in cooperation with the Ministry of Education (Niger, Syria, Lebanon), or works with NGO cooperating partners (DRC, Syria, Lebanon).
41. For example, in Niger, WFP leverages existing partnerships with UN agencies such as UNICEF, UNFPA, WHO, FAO and UNWOMEN to deliver an additional package of support including health, nutrition and protection services, geared to breaking the barriers to the education and wellbeing of children and adolescents.

#### **4. Evaluation Approach**

42. This evaluation series will be theory-based and focused on organisational learning. The contractor is expected to produce a coherent series of four activity evaluations and a meaningful global synthesis that uses the country studies as the principal evidence base but includes other relevant evidence on ESF globally to demonstrate how the evidence from the four countries fits with the global evidence base. Together, the series should tell a coherent story, answer the overarching evaluation questions, and address issues and evidence gaps outlined in the preceding section.
43. The evaluation series should build on and add to the existing evidence on WFP ESF programming in the four countries and globally. This can be accomplished through a thorough literature review, identifying gaps and adjusting evaluation questions based on gaps.

##### **4.1 Scope**

44. Canada's contributions have been allocated towards the country-specific ESF portfolio; however, the country evaluations are not constrained to looking only at activities funded through this Canadian contribution. The whole ESF portfolio in each country will be included as relevant.

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<sup>58</sup> World Food Programme (2010), "Food Baskets and Ration Composition for School Feeding Programmes", Rome: WFP.

45. The country evaluations will tentatively focus on the period and operations highlighted in blue in the below figure. This selection takes into consideration timing to inform CSP processes, previous evaluation scopes, and learning priorities. The final scope for each individual country will be confirmed in the inception phase.

**Table 5: Scope of the Evaluation**

	2015	2016	2017	2018	2019	2020
<b>DRC</b>	<b>PRRO 200540 (Jan 2014 -)</b>	<b>PRRO 200832</b>		<b>ICSP</b>		
<b>Lebanon</b>		Reg-EMOP 200433	Reg-PRRO 200987	<b>CSP</b>		
<b>Niger</b>	<b>Reg-EMOP 200777 (BR4 Jan 2015-)</b>				<b>T-ICSP</b>	
<b>Syria</b>	<b>EMOP 200339 (BR12 Jan 2015-)</b>		<b>PRRO 200988</b>	<b>T-ICSP</b>	<b>ICSP</b>	

46. More specifically, this evaluation series will cover:

- For DRC, the CO's full ESF portfolio as implemented under the Protracted Relief and Recovery Operations (PRRO) 200540 and 200832 and the Interim Country Strategic Plan (ICSP), in the overall period 2014 – 2019.
- For Lebanon, the CO's full ESF portfolio under the Country Strategic Plan (CSP) in the period 2018 – 2019.
- For Niger, the ESF activities implemented in Diffa Region under the Regional Emergency Operation (EMOP) 200777 (Budget Revision 4/2015 onwards), and the Transitional Interim Country Strategic Plan (T-ICSP), in the period 2015 - 2019.
- For Syria, the whole ESF portfolio implemented under EMOP 200339 (Budget Revision 12/2015 onwards), PRRO 200988, the T-ICSP, and the ICSP, in the period 2015 – 2019.

#### 4.2 Evaluation Criteria and Questions

47. The evaluation will apply the evaluation criteria of appropriateness, coherence, effectiveness, impact (contribution) coverage, efficiency and sustainability.<sup>59</sup> Appropriateness, effectiveness, coverage and impact relate to clarifying the main contribution of SF to addressing humanitarian needs, which can inform WFP efforts to appropriately conceptualise, coordinate, communicate and measure the results of the programme. Coherence relates to ESF's linkages to the priorities in the relevant sectoral responses. Sustainability addresses how ESF can contribute to the building of longer-term systems to address development objectives, and avenues for addressing the humanitarian-development-peace nexus. Efficiency is central as humanitarian resources are increasingly overstretched in protracted crises and WFP seeks to enhance value for money for its programme.

48. The overarching evaluation questions are outlined in Table 5. They have been identified by the commissioning unit based on a review of key documents and in consultation with the COs and RBs, and other stakeholders.

**Table 6: Criteria and Evaluation Questions<sup>60</sup>**

Evaluation Questions	Criteria
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<sup>59</sup> For more detail see: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> and <http://www.alnap.org/what-we-do/evaluation/eha>

<sup>60</sup> The questions will be explored for women, men, girls and boys

1) To what extent school feeding is an appropriate intervention in crisis settings, and aligned with the needs of boys and girls and adolescents in the four countries <b>and the evolving crisis context?</b>	Appropriateness
2) How does school feeding contribute to the overall humanitarian response of WFP and of partners in the relevant sector(s)?	Coherence
3) To what extent the school feeding objectives were achieved and whether school feeding contributed to the education, safety net, and food and nutrition security of girls and boys in crisis and households' ability to cope with the crisis? 4) Did school feeding have additional effects that are important in crisis but not foreseen in the corporate theory of change (e.g. on protection, psycho-social well-being, social cohesion, peace and stability)?	Effectiveness Impact (Contribution) Coverage
5) Could the same outcomes be attained at lower costs, or higher outcomes be achieved with the same resources?	Efficiency
6) How likely are the interventions to be sustainable? 7) How could WFP ensure the programmes support community and institutional coping and recovery (e.g. return to normalcy, social cohesion; local economy), and contribute to building long-term systems (national school feeding, social protection and education systems)?	Sustainability

49. The contractor is expected to update the evaluations questions, and formulate sub-questions, at inception. The questions will be adapted for each country, while ensuring that evidence useful for the global synthesis is generated. An evaluation matrix is expected to be used, with a clear methodology to address all the evaluation matrix elements.

50. The evaluation is expected to apply consistent gender analysis and assess in detail the extent to which the different needs, priorities, voices and vulnerabilities of women, men, boys and girls have been considered in the design, selection, implementation and monitoring of the ESF programmes.

51. The country-specific annexes bring out aspects important to consider for each country.

### 4.3 Data Availability

52. This evaluation series is likely to rely heavily on primary data collection, but the evaluation contractor should explore and assess the available data and utilise them to the extent possible.

53. At the global level, WFP has developed a Theory of Change<sup>61</sup> for SF that is contained in the 2013 SF Policy (see Annex 5). However, this is not adequately adapted to humanitarian settings where additional impact pathways – as noted in evaluation question 4- are relevant. At inception, the contractor should develop an ESF-specific Theory of Change to guide the evaluation series, and country-specific Theories of Change to inform the country-specific evaluations. The synthesis report should present a final global Theory of Change for ESF.

54. Each ESF operation has available a logical framework with targets. Objectives of programmes are measurable.

<sup>61</sup> WFP defines a Theory of Change as follows: "A theory of change explains how and why an intervention is expected to influence social change. It maps out the sequence of results that is expected to unfold (i.e. the results chain), makes explicit the various assumptions that underlay the processes of change (including causal mechanisms), and identifies risks and contextual factors that support or hinder the theory from being realized." (WFP (2017), "Guidance on Developing Theories of Change". Rome: WFP.

55. Baseline surveys are available but generally focus on education indicators (enrolment, retention), as well as food security indicators at the household level. They are therefore not comprehensive enough to meet all the needs of the evaluation series. Control/comparison groups are generally not included in the baseline surveys. The extent to which existing baselines can be used is to be confirmed in the inception stage.
56. Key sources of existing data for this evaluation series include the following (country-specific availability summarised in Table 6):
- Primary data collected by the evaluation contractor
  - Existing baseline surveys for ESF
  - Food security/vulnerability assessments by WFP and partners
  - WFP Standard Project Reports/Annual Country Reports
  - WFP monitoring data that covers outputs, processes, and outcomes. At the level of outcomes, WFP indicators are generally limited to education access. Food security outcome monitoring is available and collected twice a year for WFP beneficiaries and a reference group, focusing on the household. Data on beneficiaries are generally disaggregated by sex. WFP has introduced remote monitoring through mVAM in DRC, Niger and Syria (see details in Table 7).
  - National administrative data on education
  - Humanitarian needs assessments
  - National datasets on living standards/poverty
  - Cluster/sector-specific data sources at country level, such as the Monitoring Reporting Mechanism of the Child Protection Area of Responsibility

**Table 7: Data Availability Overview by Country**

Data Sources	DRC	Niger	Lebanon	Syria
WFP BASELINE SURVEYS	√	√	√	N/A
WFP VAM	√	√	√	√
mVAM	√	√	N/A	√
WFP/THIRD PARTY MONITORING	√	√	√	√
NATIONAL CENSUS	N/A	√ (2012)	N/A	N/A
NATIONAL EDUCATION DATA (EMIS)	√	√	N/A	√ (partial)
DATASETS/SURVEYS ON FOOD SECURITY	√	√	√ (Syrian refugees only)	√
DATASETS/SURVEYS ON NUTRITION, HEALTH (E.G. DHS, SMART)	√ (DHS 2014, MICS on-going)	√ (DHS on-going, SMART 2017)	N/A	√ (SMART 2016)
NATIONAL DATASETS/SURVEYS ON LIVING STANDARDS (E.G. LSMS, MICS)	√ (MICS on-going, data collected)	√ (LSMS 2014; LSMS on-going)	N/A (LSMS planned, MICS planned for 2018)	N/A
HUMANITARIAN NEEDS ASSESSMENTS	√	√	√	√

ISSUES/CONSTRAINTS FOR DATA COLLECTION	Interruptions to access due to security particularly for international staff	Interruptions to access due to security particularly for international staff, seasonality in access (rains July-August)	Government limitations on nutrition data collection possible	Access constraints, government clearance of data collection tools required, household visits may not be possible.
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57. The evaluation contractor should explore the use of existing data collection systems. These include mVAM. It may be possible to make minor adjustments to the mVAM questionnaires or to sampling. For collecting larger amounts of additional data, additional data collection may be possible using WFP’s existing call centres in the country, making use of existing agreements and rates (costs should be included in the evaluation contractor’s budget).

**Table 8: Details on mVAM methodology in the countries**

COUNTRY	MVAM METHODOLOGY
<a href="#">DRC</a>	Since February 2014, WFP collects mVAM data in DRC from about 4,000 displaced households in South Kivu, North Kivu, Tanganyika, and Ituri provinces. The scope of indicators collected through mVAM include the food consumption score, coping strategy index, household diversity score, minimum diversity diet for women and food prices.
Lebanon	N/A
<a href="#">Niger</a>	Since June 2016, Niger collects mVAM data in Diffa from an average of 500 respondents, including beneficiaries and non-beneficiaries. The information retrieved includes population movement, food security, nutrition, coping strategies, community assessments on distributions and market access.

58. WFP experiences and best practices in hiring enumerators and defining sampling approaches in each country should also be consulted during inception.

59. Concerning the quality of data and information, the evaluation team should:

60. assess data availability and reliability as part of the inception phase expanding on the information provided in section 4.3. This includes assessing the existing baselines to ascertain the extent to which they can be used for the purposes of this evaluation. This assessment will inform the data collection.

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

#### 4.4 Methodology

62. The contractor is encouraged to propose theory-based, adaptive and innovative methodologies, and will have real scope to influence and adapt the design during inception. WFP will work closely with the contractor in this process.

63. The evaluation proposal should contain a planned methodology for each of the country evaluations, with the most appropriate methods in view of the context. It should also contain a clear overall evaluation framework and plan for the global synthesis. The final methodology will be presented in an evaluation matrix in the inception report.

64. Overall, the methodology for the evaluation series should:

- Use mixed methods (quantitative, qualitative, participatory etc.) to answer the different evaluation questions, to ensure triangulation of information through a variety of means.

Methods should include interviews , focus group discussions and household surveys if needed and feasible.

- Apply an evaluation matrix geared towards addressing the key evaluation questions, taking into account the data availability challenges, the budget and timing constraints.
- Employ the relevant evaluation criteria.
- Mainstream gender in process and examine gender equality in content and results.
- Ensure that women, girls, men and boys including adolescents from different stakeholder groups participate, and that their different voices are heard and incorporated into the evaluation and analysis.
- Demonstrate impartiality and lack of bias by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, etc.) The selection of field visit sites will also need to demonstrate impartiality.
- Give attention to humanitarian principles, protection and accountability to affected populations.
- Ensure methods are ethical and that there are ethics safeguards in place throughout the evaluation.
- Remain as consistent as possible across the four countries, to enhance the rigour of the evaluation series and enable drawing lessons across the four countries.

65. The synthesis should use a mixture of synthesis methods, including literature review and synthesis of the country evaluations.

66. The following mechanisms for independence and impartiality will be employed:

- Establishment of an Evaluation Committee in HQ as the decision-making body for this evaluation series; and the appointment of an Evaluation Manager in HQ, who has not participated in the design and delivery of the operations in question.
- Establishment of a Global Evaluation Reference Group and a Country-Level Advisory Group in each of the four countries, all with WFP and external members.
- Decentralised evaluation quality assurance system and quality review of deliverables.
- Engagement of independent, external evaluation teams to carry out the evaluations. Potential conflicts of interest are assessed prior to hiring and all hired evaluators sign the code of conduct for evaluators in the United Nations systems.
- Making all evaluations publicly available (not presented to the Executive Board in the case of decentralised evaluations).

67. The following potential risks to the methodology have been identified, and mitigation measures should be identified in the inception stage:

**Table 9: Country-Specific Risks and Limitations for Methodology**

<b>Country</b>	<b>Specific Risks/Limitations</b>
DRC	<ul style="list-style-type: none"> <li>• Volatile access situation due to insecurity and ongoing Ebola crisis.</li> <li>• Long distances and poor road infrastructure that may lead to delays.</li> <li>• Volatile population movements may make tracing of same population at follow-up difficult.</li> <li>• Staff turn-over.</li> <li>• Lack of institutional data/records.</li> <li>• Difficulties in retrieving information from NGO partners no longer working with WFP.</li> <li>• Data collection in schools cannot be planned during school holidays.</li> </ul>
Lebanon	<ul style="list-style-type: none"> <li>• Volatile political and security situation.</li> <li>• Lack of institutional data/records.</li> <li>• Data collection in schools requires clearance from the Ministry of Education.</li> </ul>



	<ul style="list-style-type: none"> <li>• Data collection in schools cannot be planned during school holidays.</li> </ul>
Niger	<ul style="list-style-type: none"> <li>• Volatile access and security situation affecting movement of particularly internationals.</li> <li>• Staff turn-over.</li> <li>• Lack of institutional data/records.</li> <li>• Data collection in schools cannot be planned during school holidays.</li> </ul>
Syria	<ul style="list-style-type: none"> <li>• Access restrictions due to security context.</li> <li>• Approx. 6-week lead time for visa; clearances required to access certain areas/sites.</li> <li>• Clearance of data collection tools by Government required.</li> <li>• Staff turn-over.</li> <li>• Lack of institutional data/records.</li> <li>• Household visits – some restrictions (school visits possible).</li> <li>• Data collection in schools cannot be planned during school holidays.</li> </ul>

## 5. Phases and Deliverables

68. The evaluation will proceed through the following general phases:

- inception
- data collection
- data analysis and reporting
- synthesis analysis and reporting
- dissemination and follow-up

69. The contractor should complete data collection for all country evaluations in 2019, and the synthesis work by the end of the first quarter of 2020, after completion of the country evaluations. The deliverables and key parameters for timing for each evaluation phase, subject to confirmation in the inception phase, are as follows:

**Table 10: Evaluation Phases, Deliverables and Timing**

Phases	Sub-phases	Deliverables	Timing
<b>INCEPTION</b>	1. Desk review of existing documents, literature and secondary data 2. Orientation for core team in Rome (including meetings with CO staff in global SF meeting in Rome) 3. Inception mission for Syria	<b>Bibliography</b> of literature reviewed <b>Theory of Change for ESF</b> (draft, global level) <b>Debriefing</b> at the end of inception mission for Syria  <b>Debriefing</b> at the end of inception mission for Niger (TBC)	<b>March-2019</b>
	4. Preparation of the inception report	<b>Global PPT</b> and presentation of consolidated inception report in Rome. A draft and final <b>inception report</b> . <b>Comments matrix</b> that record	<b>March-April 2019</b>

		s all comments and how each has been addressed.	
<b>DATA COLLECTION</b>	<ol style="list-style-type: none"> <li>1. Preparation of field work</li> <li>2. Fieldwork and preliminary analysis</li> <li>3. Field work debriefings</li> </ol>	<b>Country-specific PPTs</b> for debriefing at the end of field work	<b>Scenario A: April-May 2019</b>  <b>Scenario B: October 2019</b>
<b>DATA ANALYSIS &amp; REPORTING</b>	<ol style="list-style-type: none"> <li>1. Analysis of data</li> <li>2. Preparation of the report</li> <li>3. Quality assurance, circulation and finalisation of the reports</li> <li>4. ESF learning workshop in Rome with participation of WFP COs, RBs and global stakeholders (June 2019)</li> </ol>	Draft and final <b>evaluation report for each of the countries</b> <b>Comments matrix</b> for each report that records all comments and how each has been addressed. <b>Evaluation brief</b> for each country <b>PPT</b> and facilitation of ESF learning workshop	<b>Scenario A: May-September 2019</b>  <b>Scenario B: November 2019 – February 2020</b>
<b>SYNTHESIS</b>	<ol style="list-style-type: none"> <li>1. Agree on final synthesis approach and work plan</li> <li>2. A synthesis workshop in Rome (February 2020)</li> <li>3. Preparation of the report</li> <li>4. Quality assurance, circulation and finalisation of the report</li> </ol>	<b>PPT</b> of final synthesis approach and workplan <b>PPT</b> and facilitation of a synthesis workshop Draft and final <b>synthesis report.</b>	<b>February – March 2020</b>

70. A tentative evaluation schedule is found in Annex 4.

71. The evaluation reports should follow the standard WFP report formats, with the exception of the multi-country inception and synthesis reports for which no standard format exists. The existing formats will be shared with the contractor by the Evaluation Manager.

72. The inception report should be a consolidated multi-country inception report, containing the following elements:

- Overarching design and approach for the evaluation series.
- Overview of existing literature/evidence and how this evaluation series is situated therein.
- Inception reports for each individual country that can also be used as stand-alone products (using WFP inception report template to the extent relevant)
- Synthesis plan (with methodology and tentative synthesis report outline).
- The format for this synthesis will be proposed by the contractor based on a review of the different formats available in WFP and agreed with WFP at inception.

73. The country-specific evaluation reports and the synthesis report are expected to provide clear conclusions and recommendations based on the evaluation findings and developed in dialogue with stakeholders.
74. The contractor is expected to produce deliverables that are concise and user-friendly in form and language. WFP encourages the contractors to propose reporting solutions that facilitate utilisation.

## **6. Quality Assurance and Quality Assessment**

75. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.
76. DEQAS will be systematically applied to this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the [DEQAS Process Guide](#) and for conducting a rigorous quality control of the evaluation products ahead of their finalization.
77. WFP has developed a set of [Quality Assurance Checklists](#) for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.
78. To enhance the quality and credibility of this evaluation, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on draft TOR), and provide:
  - systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
  - recommendations on how to improve the quality of the final inception/evaluation report.
79. The Evaluation Manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/ evaluation report. To ensure transparency and credibility of the process in line with the [UNEG norms and standards](#),<sup>62</sup> a rationale should be provided for any recommendations that the team does not take into account when finalising the report.
80. This quality assurance process as outlined above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.
81. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in [WFP's Directive CP 2010/001](#) on Information Disclosure.
82. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

## **7. Organization of the Evaluation**

### **7.1 Evaluation Conduct**

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<sup>62</sup> UNEG Norm #7 states "that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability"

83. The evaluation team will be hired following agreement with WFP on its composition.
84. The evaluation team will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the [code of conduct of the evaluation profession](#).

## 7.2 Team Composition and Competencies

85. The structure of the evaluation team should be such that:
- **An overall project director** is appointed by the evaluation contractor to be responsible for the delivery of the whole series. The director will provide leadership and maintain overall quality, consistency and coordination across the evaluation series. He/she may be one of the country-specific team leaders. His/her responsibilities will be i) defining the overall evaluation approach and methodology; ii) guiding and managing the team leaders; iii) communicating on all matters relating to the evaluation series with the commissioning unit and the Evaluation Manager, reporting regularly to the Evaluation Manager on project progress and any challenges; iv) representing the team in meetings relating to the overall evaluation series; v) drafting and revising the reports as required.
  - **An evaluation team** should be established for each country (specific evaluators may participate in more than one country team if feasible), with one member with the appropriate team leadership skills and experience acting as **the team leader**. Her/his primary responsibilities will be: i) defining the country-specific evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report.
  - **Evaluation team members** will i) contribute to the design of the evaluation methodology in their area of expertise; iii) conduct field work; iv) participate in team meetings and meetings with stakeholders; v) contribute to the drafting and revision of the evaluation products in their technical area(s).
  - **A specific synthesis leader** should be appointed to plan and develop the synthesis. The overall project director can assume this role if appropriate.
86. The project director will be a highly experienced evaluator with demonstrated experience in leading large-scale, complex and multi-country evaluations. He/she will have extensive technical/thematic expertise of relevance, and experience of humanitarian evaluation. The director should have excellent leadership, analytical and communication skills, and excellent English writing and presentation skills. French language skills are an asset.
87. The country-specific evaluation team leaders will have extensive technical/thematic expertise of relevance, in-depth knowledge of the country context and extensive expertise in designing methodology and data collection tools, and strong experience in leading complex evaluations, along with strong leadership, analytical and communication skills. The team leader should have excellent English writing and presentation skills (Lebanon and Syria), and excellent French writing and presentation skills (Niger and DRC).
88. It is expected that the teams will be multi-disciplinary, gender-balanced and include members who collectively include an appropriate balance of expertise and practical knowledge in the following areas:
- Skills and experience in mixed methods evaluation, including qualitative evaluation and consulting with local communities, preferably in humanitarian contexts
  - Experience in evaluating school feeding, social protection, education and/or food and nutrition security programming
  - Gender expertise/good knowledge of gender issues in humanitarian contexts
  - All team members should have strong analytical and communication skills, evaluation experience and familiarity with the region or country in question

- Experience in evaluating peacebuilding programming and conflict sensitivity

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- 89. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
- 90. The inclusion of regional and/or national consultants is strongly encouraged. To the extent possible, the evaluation team should be gender-balanced.
- 91. The person/team carrying out the synthesis analysis and report drafting should have the required expertise for carrying out synthesis assignments.
- 92. The language requirements are summarised below:

**Table 11: Country-Specific Language Requirements**

Country	Language of deliverables	Team leader minimum language skills
DRC	French & English	French
Lebanon	English & Arabic	English
Niger	French & English	French
Syria	English & Arabic	English

### 7.3 Security Considerations

- 93. WFP acknowledges the security constraints involved in carrying out evaluations in these four specific country contexts and will share information and provide support to the contractor in making travel and visit arrangements (including liaison with authorities for field and school visits). WFP expects visits by international evaluators to be possible at least to the capital cities of the countries. Should the contractor foresee specific travel restrictions, these should be indicated in the proposal. The contractor should also explain in the proposal how remote management would be successfully carried out.
- 94. Security clearance where required is to be obtained from relevant duty station.
  - As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
- 95. To avoid security incidents, the Evaluation Manager is requested to ensure that:
  - The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
  - The team members observe applicable UN security rules and regulations – e.g. curfews etc.

### 7.4 Ethical Considerations

- 96. WFP evaluations must conform to WFP and UNEG ethical standards and norms in all parts of the evaluation series process and all levels concerned. The contractors are responsible for ensuring ethics at all stages of the evaluation (planning, design, implementation, reporting and dissemination). This should include, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.
- 97. Contractors are responsible for managing any potential risks to ethics and must put in place processes and systems to identify, report and resolve any ethical issues that might arise during

the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required.

## 8. Roles and Responsibilities of Stakeholders

98. **The Director of the Commissioning Unit** (School Feeding Service, OSF) will take responsibility to:<sup>63</sup>

- Assign an Evaluation Manager for the evaluation.
- Approve the final TOR, inception and evaluation reports.
- Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group (see below).
- Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the Evaluation Manager and the evaluation team
- Organise and participate in debriefings at the global level.
- Oversee dissemination and follow-up, including the preparation of a Management Response to the evaluation recommendations

99. **The Evaluation Manager** will:

- Manage the evaluation process through all phases including drafting this TOR
- Ensure quality assurance mechanisms are operational
- Consolidate and share comments on draft TOR, inception and evaluation reports with the evaluation team
- Ensure use of quality assurance mechanisms (checklists, quality support)
- Ensure that the team has access to all documentation and information necessary to the evaluation; facilitates the team's contacts with stakeholders; sets up meetings, field visits; provides logistic support during the fieldwork; and arranges for interpretation, if required.
- Organise security briefings for the evaluation team and provides any materials required.
- Prepare a communication and learning plan with the support of relevant stakeholders.

100. An internal **Evaluation Committee** has been formed as part of ensuring the independence and impartiality of the evaluation series. This Evaluation Committee includes staff of the commissioning unit, the three regional bureaux and OEV. The Committee's key roles are:

- Making decisions on and providing strategic guidance for the evaluation process,
- Advising the Evaluation Manager
- Providing inputs and comments on evaluation products (Annex 6 contains the list of members).

101. **A Global Evaluation Reference Group** has been formed, with representation from WFP and external partners. Its roles are:

- Providing advice, maintaining an overview of the evaluation series and synthesis
- Reviewing and commenting on the draft evaluation products
- Acting as key informants to further safeguard against bias and influence (Annex 6 contains the list of members).

102. **Country-Specific Advisory Groups** will also be formed to provide country-specific advice on the evaluation, and review and comment on the country-specific draft evaluation products. The members will also act as key informants.

103. The **Country Office** will be responsible to:

- Assign a focal point to help coordinate the evaluation.
- Assign a chair and members to the Country-Specific Advisory Group.

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<sup>63</sup> Until July 2018, this role was assumed by the Chief of the Safety Nets and Social Protection Unit (OSZIS). The School Feeding Services (OSF) is created in July 2018.

- Provide administrative and logistical support during inception mission and data collection.
- Participate in consultations and discussions on the evaluation subject and design.
- Advise the team on the context, WFP operations and systems to facilitate planning.
- Support the team in establishing contact and organising meetings with in-country stakeholders.
- Participate in and help organise in-country meetings and debriefings.
- Make available the necessary data and information to the evaluation team.
- Comment on the draft TOR, Inception and Evaluation reports.
- Provide inputs and follow-up for the Management Response to the evaluation.

104. **The Regional Bureau** (The Regional SF Focal Point and Regional Evaluation Officer) will take responsibility to:

- Provide oversight to the evaluation process and advise the evaluation manager
- Liaise with the country level evaluation reference group.
- Provide support to the evaluation process where appropriate.
- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject.
- Provide comments on the draft TOR, Inception and Evaluation reports.
- Support the Management Response to the evaluation and track the implementation of the recommendations as recommendations will be part of the regional accountability framework.

105. **Relevant WFP Headquarters** divisions will take responsibility to:

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

106. **Other Stakeholders (Government, NGOs, UN agencies)** will be invited to participate in the Reference Group and Advisory Groups as appropriate and may act as key informants.

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

## **9. Communication and budget**

### **9.1 Communication**

108. The Evaluation Manager will ensure consultation with stakeholders on each of the key outputs, respecting the evaluation team's independence. All stakeholders' role is advisory.

109. The Evaluation Manager will develop a Communication and Learning Plan in consultation with stakeholders. Following the approval of the final evaluation report, the commissioning unit will take the lead in the dissemination of findings. WFP welcomes dialogue with the contractor on creative evaluation dissemination and communication ideas to facilitate uptake of the findings.

110. The overall Project Director will be expected to be the primary focal point for all communication related to the evaluation series and channel communication between the evaluation teams and the commissioning unit and Evaluation Manager. There will be regular communication between the Project Director and the Evaluation Manager.

111. The evaluation team should place emphasis on transparent and open communication with key stakeholders. These will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders.

112. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available.
113. The required language of the deliverables is detailed in Table 10.

## 9.2 Budget

114. For the purpose of this evaluation, WFP will procure the services of an evaluation contractor through WFP's existing Long-Term Agreement established for this purpose.
115. The budget will be proposed by the evaluation contractor in a separate financial proposal submitted with the technical proposal. The budget should be based on the agreed LTA rates and the type and level of experts that are proposed to be included in the project, and the level of effort required.
116. The budget should include all costs incurred by the evaluation contractor, including all survey costs, workshop facilitation and participation by the evaluation team, travel and subsistence costs, translation and graphic design costs.

## 2. Annex 1 Potential Questions Around the Role of School Feeding in Emergencies

117. ESF is seen as an intervention with great potential to address the triple (humanitarian-development-peace) nexus and hence contributes to SDG 16. The intervention is commonly used in development contexts, and in these contexts, the evidence around SF's multiple benefits is strong. However, ESF is also regularly deployed in humanitarian response, even though in these settings, its value-add, appropriateness and effectiveness are at times questioned, in relation to design factors including the relatively inflexible targeting, and the exclusion of out-of-school children and the weak evidence base<sup>64</sup> as lifesaving intervention. In other words, SF is still seen as a predominantly development intervention, for which reason a learning priority for WFP is how ESF contributes to humanitarian response and potentially bridges the humanitarian-development nexus, including how it can contribute to peace outcomes. This latter issue of peace linkages is also subject to a separate on-going WFP research partnership.<sup>65</sup>
118. SF is globally one of the largest safety net programmes, and WFP supports national social protection policy debates in most countries where it works. The social protection function of ESF stands out in crisis settings. It is thus interesting to understand ESF's relevance in this sphere. This also relates to the relevance of food-based safety nets in the context of the predominant use of cash-based transfers in humanitarian response and social protection. It is pertinent to review the rationale for snacks and meals in crises, and where and to what extent cash-based transfers are a suitable alternative.
119. SF is recognized as an educational intervention to support attendance, increase enrolment, strengthen children's learning capacity and achieve gender equity in education. WFP has promoted ESF in terms of its multiple benefits and role as a safety net, but it has increasingly emphasised ESF as an educational intervention to supporting educational benefits (enhanced learning capacity and improved access). Performance measurement systems in WFP are designed to show results related to education access. ESF is in most crisis contexts integrated

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<sup>64</sup> These arguments are cited in e.g.: FAFO (2017), "Rethinking Emergency School Feeding: A Child-Centred Approach", Faf report 2017: 24; DG ECHO (2009) "Guidelines for Funding School Feeding", and various WFP evaluations. The weak evidence base is confirmed in Tull, K. & Plunkett, R. (2018). School feeding interventions in humanitarian responses. K4D Helpdesk Report 360. Brighton, UK: Institute of Development Studies.

<sup>65</sup> A multi-year research partnership has been launched between WFP and the Stockholm International Peace Research Institute to develop the evidence base for understanding how WFP contributes to strengthening impact within the triple nexus and supports peace outcomes through food security. See details: <https://www.sipri.org/news/2018/sipri-agrees-cooperation-world-food-programme>; and <https://docs.wfp.org/api/documents/a5b1585dbf0d46389741508fe2997888/download/>



in education sector response plans. Despite this, a recent review noted tensions around WFP's promotion of school feeding as covering an educational need and the global educational sector's view of school feeding as a food security and nutritional implementation tool. The review called for the need to build more evidence.<sup>66</sup>

120. In the food-security sphere, ESF has at times been argued to be redundant due to food assistance provided at household level. It is crucial for WFP to understand how, in food insecure and conflict-affected and crisis contexts, children's dietary intake is affected and, in turn, how ESF does and could best safeguard it.<sup>67</sup> Furthermore, ESF could become more relevant through nutrition linkages, as WFP's Nutrition Policy<sup>68</sup> emphasises nutrition throughout the lifecycle and seeks to make WFP programmes increasingly nutrition-sensitive. While nutrition actors have highlighted the importance of the first 1,000 days, there is growing recognition that investments are necessary throughout the first 8,000 days.<sup>69</sup> More evidence is needed on the contribution of ESF to food and nutrition status of children in crisis settings and on how to maximise the contribution.
121. Importantly, WFP has not evaluated some of the indirect impacts of ESF that are anecdotally referred to and seen as important contributions that the programme can make in crisis settings. These relate to child protection and psycho-social benefits, namely whether ESF contributes to protecting children against child labour, early marriage, unsafe migration or recruitment into armed groups and other child protection risks, or helps to give children a sense of normalcy, structure and routine through access to school. These represent a gap in the global evidence base, and an examination of how these factors should be incorporated into ESF programming and what programmes can feasibly do.
122. ESF can interact with household- and community-level coping and resilience in different ways but these require more careful assessment. The programme acts as an income transfer to households that can reduce negative coping strategies. At the community level, it can act as an institutional market that can be harnessed to boost local production through local procurement, or as a force that brings community member of different backgrounds together through community involvement in school committees, or by bringing children from different backgrounds together to build social capital, cohesion and trust.<sup>70</sup> At the same time, some impacts may be negative, such as increased community tensions through targeting, burdening parents through material or labour contributions, or straining the school system and teachers.<sup>71</sup> These themes are subject to limited evidence but are highly relevant in emergencies, representing potentially key considerations for ESF programming.
123. SF is generally found to be a sustainable programme that governments are interested and invest in. Supporting governments to design and implement national SF programmes is a priority for WFP and it has been observed that long-term SF programmes are frequently used to respond to emergencies.<sup>72</sup> However, building links from ESF to longer-term SF programmes can be challenging in fragile contexts and more needs to be learned about how to build sustainability without compromising respect for the humanitarian principles.

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<sup>66</sup> FAFO (2017), "Rethinking Emergency School Feeding: A Child-Centred Approach", Fafo report 2017: 24

<sup>67</sup> Same as above

<sup>68</sup> WFP (2017), "Nutrition Policy", WFP/EB.1/2017/4-C.

<sup>69</sup> Bundy et al. (2017), "Investment in child and adolescent health and development: key messages from Disease Control Priorities".

<sup>70</sup> Brinkman, H.J., and Hendrix, C.S. 2011. Food Insecurity and Violent Conflict: Causes, Consequences, and Addressing the Challenges. Occasional Paper 24. Rome: World Food Programme.

<sup>71</sup> Mentioned in e.g. WFP's 2004 ESF guidance; WFP's Humanitarian Protection Policy WFP/EB.1/2012/5-B/Rev.1; Steinmeyer et al. (2007), "Thematic Evaluation of WFP School Feeding in Emergencies", Rome: WFP.

<sup>72</sup> Bundy, D. et al. (2009), Rethinking School Feeding. Social Safety Nets, Child Development and the Educational Sector. Washington, D.C., World Bank;

124. WFP seeks to enhance SF monitoring and evaluation systems.<sup>73</sup> Clarifying the differences in the Theory of Change and delivery between SF and ESF would enable more systematic results measurement going forward. The monitoring and evaluation of SF in general is demanding due to the programme's multiple potential benefits and these challenges become accentuated in humanitarian contexts. ESF monitoring is generally education- and household-focused, undermining WFP's ability to tell the full story of the many benefits of the programme.<sup>74</sup>

125. This evaluation series is intended to provide evidence that can help WFP to address some of these global questions and challenges.

### 3. Annex 2 Global Evidence Base for School Feeding

126. Over the last ten years, WFP has documented the scale, benefits and coverage of school feeding programmes around the world in partnership with the World Bank, UNICEF, the Partnership for Child Development, the Institute for Food Policy and Research and others. The findings of this research were published earlier this year in a new book by the World Bank, in partnership with WFP called "Re-imagining School Feeding: a high return investment in human capital and local economies".

127. Globally, there is a strong evidence base on the multiple benefits of SF. The evidence shows that SF has an impact on education and social protection, while the evidence on nutritional benefits is emerging.<sup>75</sup> This established evidence-base mainly stems from stable contexts, and evidence on ESF from crisis settings is limited.

128. With regards to education, the unique feature of SF is that it can potentially promote both school participation and learning and academic achievement.<sup>76</sup> Evidence on access (enrolment, attendance and retention) is relatively strong and positive.<sup>77</sup> Meta-reviews have found that improved attendance linked to SF constitutes four to eight more days of schooling in a year.<sup>78</sup> One of the few pieces of evidence from crisis settings comes from a recent impact evaluation of SF in conflict-affected areas in Mali that showed that children who received school meals were 10% more likely to be enrolled in school and be less absent than those not receiving school meals.<sup>79</sup> Generally, there is some evidence that girls' attendance can improve in particular.<sup>80</sup> The relationship between SF and learning, which depends on the broader quality of education, is less well document, but positive.<sup>81</sup> This includes a slight positive impact in mathematics skills and cognitive tasks.<sup>82</sup>

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<sup>73</sup> WFP (2017), "Monitoring and Evaluation Framework for School Feeding" complements the Corporate Results Framework to enable Country Offices to capture results related to school feeding.

<sup>74</sup> FAFO (2017), "Rethinking Emergency School Feeding: A Child-Centred Approach", Fafo report 2017: 24

<sup>75</sup> Drake, L. et al. (2017), "School Feeding Programs in Middle Childhood and Adolescence", Chapter 12 in: Bundy, D. et al. (eds.), Child and Adolescent Health and Development Disease Control Priorities (third edition), Vol. 8. Washington, D.C.: World Bank.

<sup>76</sup> Snilsveit, B. et al. (2016) "The impact of education programmes on learning and school participation in low- and middle-income countries", *3ie Systematic Review Summary 7*

<sup>77</sup> Jomaa, L.H., E. McDonnell, and C. Probart, (2011) "School Feeding Programmes in Developing Countries: Impacts on Children's Health and Educational Outcomes", *Nutrition Reviews* 69(2): 83-98; Dr Drake, L. et al. (2017), "School Feeding Programs in Middle Childhood and Adolescence", Chapter 12 in: Bundy, D. et al. (eds.), Child and Adolescent Health and Development Disease Control Priorities (third edition), Vol. 8. Washington, D.C.: World Bank.

<sup>78</sup> Kristjansson, B., M. Petticrew, B. MacDonald, J. Krasevec, L. Janzen, and others, 2009. "School feeding for Improving the Physical and Psychosocial Health of Disadvantaged Students". *Cochrane Database of Systemic Reviews* 7(1); Snilsveit, B. et al. (2016) "The impact of education programmes on learning and school participation in low- and middle-income countries", *3ie Systematic Review Summary 7*

<sup>79</sup> Aurino, E., J.-P. Tranchant, A.S. Diallo, A. Gelli (2018), 'School Feeding or General Food Distribution? Quasi-experimental evidence on the education impacts of emergency food assistance during conflict in Mali', *Innocenti Working Paper* 2018-04.

<sup>80</sup> E.g. Kazianga, H., D. de Walque, and H. Alderman, 2009. "Educational and Health Impacts of Two School Feeding Schemes. Evidence from a Randomized Trial in Burkina Faso". *Policy Research Working Paper* 4976, World Bank, Washington D.C.

<sup>81</sup> Drake, L. et al. (2017), "School Feeding Programs in Middle Childhood and Adolescence", Chapter 12 in: Bundy, D. et al. (eds.), Child and Adolescent Health and Development Disease Control Priorities (third edition), Vol. 8. Washington, D.C.: World Bank.

<sup>82</sup> Kristjansson, B., M. Petticrew, B. MacDonald, J. Krasevec, L. Janzen, and others, 2009. "School feeding for Improving the Physical and Psychosocial Health of Disadvantaged Students". *Cochrane Database of Systemic Reviews* 7(1); Snilsveit, B. et

129. As regards food intake and nutritional status, evidence suggests that SF generally alleviates short-term hunger, contributes to the energy intake and micronutrient status of children, and reduces susceptibility to illnesses. Younger siblings' food intake may also benefit.<sup>83</sup> A significant effect on anthropometry, i.e. weight and height gain, has been found to exist in some contexts.<sup>84</sup>
130. As a safety net, there is practical evidence that the programme has been scaled up by governments to respond to shocks, and that the programme delivers an income transfer to households that help relieve the food situation, freeing up time and income from food towards other basic needs, and stabilise the income of the household.<sup>85</sup> WFP evaluations have confirmed that snacks tend to provide the smallest transfer, meals slightly larger, and THRs the largest income transfer.<sup>86</sup> The effectiveness of SF as a safety net is supported by the generally pro-poor targeting of the programme in low- and middle-income countries.<sup>87</sup>
131. Overall, numerous factors have been found to mediate the impact of SF: namely, the age, gender, levels of disadvantage at the individual level (e.g. nutrition status); the school environment and the education system; the household environment and response to SF particularly in terms of food allocation, and whether the food given at school increases the child's net food consumption or is deducted from food provided to the child at home. Design factors under WFP control are also crucial, including as the regularity and duration of the programme, timing, ration size and composition, and coordination with partners for complementary interventions.<sup>88</sup>
132. Several SF evaluations have been commissioned by WFP over the years but ESF has not been an explicit focus of these exercises. This includes the centralised evaluation of WFP's 2009 SF Policy that explicitly excluded ESF<sup>89</sup>, and the centralised impact evaluation series on SF which was finalised in 2012.<sup>90</sup> The approaches, methodological lessons, and findings are of relevance for this evaluation series. The only specifically ESF-focused WFP evaluation has been a 2007 centralised thematic evaluation on ESF<sup>91</sup> that was based on field visits (DRC, Pakistan, Sudan), desk research and a staff survey, and focused on relevance, efficiency and

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al. (2016) "The impact of education programmes on learning and school participation in low- and middle-income countries", 3ie Systematic Review Summary 7

<sup>83</sup> Jomaa, L.H., E. McDonnell, and C. Probart, 2011. "School Feeding Programmes in Developing Countries: Impacts on Children's Health and Educational Outcomes", *Nutrition Reviews* 69(2): 83-98.

<sup>84</sup> Kristjansson, B., M. Petticrew, B. MacDonald, J. Krasevec, L. Janzen, and others, 2009. "School feeding for Improving the Physical and Psychosocial Health of Disadvantaged Students". *Cochrane Database of Systemic Reviews* 7(1); Snilsveit, B. et al. (2016) "The impact of education programmes on learning and school participation in low- and middle-income countries", 3ie Systematic Review Summary 7; Watkins, K., A. Gelli, S. Hamdami, E. Masset, C. Mersch, and others, (2015), "Sensitive to Nutrition? A Literature Review of School Feeding Effects in the Child Development Lifecycle". Working Paper Series No. 16, [www.hgsf-global.org](http://www.hgsf-global.org)

<sup>85</sup> Bundy, D. et al. (2009), *Rethinking School Feeding. Social Safety Nets, Child Development and the Educational Sector*. Washington, D.C., World Bank; Drake, L. et al. (2017), "School Feeding Programs in Middle Childhood and Adolescence", Chapter 12 in: Bundy, D. et al. (eds.), *Child and Adolescent Health and Development Disease Control Priorities (third edition)*, Vol. 8. Washington, D.C.: World Bank.; Gordon, Ross and Lister, 2012

<sup>86</sup> Gordon, A., D. Ross, S. Lister, 2012, "Learning from Evaluations of School Feeding: A Synthesis of Impact Evaluations", Vol. I of Annex I to the report 'School Feeding Policy: a Policy Evaluation', OE/2012/002. WFP.

<sup>87</sup> Drake, L. et al. (2017), "School Feeding Programs in Middle Childhood and Adolescence", Chapter 12 in: Bundy, D. et al. (eds.), *Child and Adolescent Health and Development Disease Control Priorities (third edition)*, Vol. 8. Washington, D.C.: World Bank.

<sup>88</sup> Kristjansson, B., M. Petticrew, B. MacDonald, J. Krasevec, L. Janzen, and others, 2009. "School feeding for Improving the Physical and Psychosocial Health of Disadvantaged Students". *Cochrane Database of Systemic Reviews* 7(1); Snilsveit, B. et al. (2016) "The impact of education programmes on learning and school participation in low- and middle-income countries", 3ie Systematic Review Summary 7; Bundy, D. et al. (2009), *Rethinking School Feeding. Social Safety Nets, Child Development and the Educational Sector*. Washington, D.C., World Bank; Drake, L. et al. (2017), "School Feeding Programs in Middle Childhood and Adolescence", Chapter 12 in: Bundy, D. et al. (eds.), *Child and Adolescent Health and Development Disease Control Priorities (third edition)*, Vol. 8. Washington, D.C.: World Bank.; Gordon, A., D. Ross, S. Lister, 2012, "Learning from Evaluations of School Feeding: A Synthesis of Impact Evaluations", Vol. I of Annex I to the report 'School Feeding Policy: a Policy Evaluation', OE/2012/002. WFP.

<sup>89</sup> Lister, et al. (2011), "WFP's School Feeding Policy: A Policy Evaluation", Report number OE/2012/002.

<sup>90</sup> The SF impact evaluation series included Bangladesh, Cambodia, Cote D'Ivoire, Gambia, and Kenya and can be retrieved at: <https://www.wfp.org/category/publication-type/impact-evaluations>

<sup>91</sup> Steinmeyer et al. (2007), "Thematic Evaluation of WFP School Feeding in Emergencies", Rome: WFP.

effectiveness, particularly the operational context and constraints, and organisational capacity. The evaluation did not discuss the theory of change, or measure in detail the effectiveness or impact of specific ESF programmes. The recommendations focused on context-specific design and implementation, partnerships, and nutrition-education linkages. The evaluation also preceded key developments in WFP's ESF portfolio (such as cash-based transfers), in humanitarian standards, and in the humanitarian landscape. A centralised Strategic Evaluation of SF is being planned by WFP for 2019, and complementarities between this series and the Strategic Evaluation will be sought.

#### **4. Annex 3 Country Annexes**

##### **Country Annexes: Contents**

COUNTRY ANNEX: DEMOCRATIC REPUBLIC OF CONGO

COUNTRY ANNEX: LEBANON

COUNTRY ANNEX: NIGER

COUNTRY ANNEX: SYRIA

#### **5. COUNTRY ANNEX: DEMOCRATIC REPUBLIC OF CONGO**

##### **Context**

133. DRC is a low-income, fragile state, with a GDP per capita of US\$ 808, a poverty headcount 77 percent, an HDI of 0.435 (rank 176/188), and a GDI of 0.832.<sup>92</sup> The total population is estimated at 94 million people.<sup>93</sup> The country has experienced economic collapse since the 1980s and successive waves of conflict since the 1990s. The current fragile situation is characterised by regional and internal conflicts, massive displacement, volatile politics, economic stagnation, natural disasters and epidemics. At least 70 armed groups remain active in the country. Political and inter-community tensions and conflicts, and consequently humanitarian needs, have been increasing.<sup>94</sup>

134. The DRC crisis is protracted and volatile.<sup>95</sup> In October 2017, the United Nations activated a Level 3 response in the Kasai Region, Tanganyika, and South Kivu Provinces. The 2017 Humanitarian Needs Overview (HNO) estimated the number of people in humanitarian need at 6.9 million people, including 4.2 million children. For 2018, this number had risen to 13.1 million. DRC has been noted to constitute the largest displacement crisis in Africa, and displacement has affected such a large share of the population, particularly in the east of the country, that the situation has been characterised as a "culture of displacement". The HNO estimates that, in 2018, IDPs number 6.8 million, returnees 660,000, and refugees 550,000 people. 60 percent of these groups are children. As regards the IDPs, people generally move to nearby communities and 70-80 percent live with host families while displaced.<sup>96</sup> Conflict forces people to abandon their houses, fields and livelihoods, and disrupts access to basic services, such as schools, and places an additional burden on girls and women whose workload increases as the household situation worsens.<sup>97</sup>

135. Aid agencies have been faced with the challenge to respond in an agile manner to the needs of the recently displaced with longer-term assistance, while boosting the resilience and

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<sup>92</sup> GDP per capita (constant 2011 international \$) from the World Bank's World Development Indicators database; other indicators from UNDP Human Development Report data: <http://hdr.undp.org/en/countries/profiles/COD>

<sup>93</sup> DRC Humanitarian Needs Overview 2017

<sup>94</sup> DRC Humanitarian Needs Overview 2017

<sup>95</sup> Under-SG for Humanitarian Affairs and Emergency Relief Coordinator Mark Lowcock – Remarks at the Member States Briefing on the DRC, 16 November 2017: <https://reliefweb.int/report/democratic-republic-congo/under-secretary-general-humanitarian-affairs-and-emergency-relief-0>

<sup>96</sup> White, S. (2014), Now What? The International Response to the Internal Displacement in the DRC. Brookings Institution.

<sup>97</sup> DRC Humanitarian Needs Overview 2017

autonomy of those in protracted displacement or living in chronic poverty. The work takes place over a massive territory with poor infrastructure, and widespread insecurity. Inadequate resourcing is a challenge, as humanitarian funding for DRC has consistently declined.<sup>98</sup> The 2016 DRC humanitarian response plan was 60percent funded, and the 2017 plan was 57 percent funded.<sup>99</sup>

136. While in 2016, 5.9 million people were food-insecure, in mid-2017, the number was 7.7 million. Chronic and acute food insecurity persists in most parts of the country. Severe food insecurity affects populations particularly in the Kivu region and Tanganyika province. In 2017, 850 000 people were in phase 4 of the IPC scale, concentrated in conflict zones, zones affected by natural hazards, areas receiving refugees and areas with chronic food insecurity.<sup>100</sup> The average energy intake per person is 1,500 kcal, and only 9.3 percent of the population consume a minimum acceptable diet nationwide. A 2016 Cost of Hunger study revealed that women, female-headed households, pregnant and lactating women, and girls and boys are the most vulnerable to malnutrition.<sup>101</sup>
137. Considerable advances have been made in expanding access to education in DRC. Compulsory primary education lasts 6 years (age 6 – 11 years). The school system comprises a mix of public ('public' including government and church-run schools, with the latter forming the majority), private and NGO schools. The administration of the education system is partially decentralised. GER is 4percent at pre-primary, 107percent at primary and 44 percent at secondary level. Despite the high primary school enrolment, the primary school dropout rate is 45 percent. The mean years of schooling are 6.1 years.<sup>102</sup> Regional and gender disparities in enrolment persist – girls are slightly less well represented than boys in enrolment at the primary level, but at the secondary level the gap widens. Barriers to education include financial ones: households bear a disproportionate share of the cost of education and school fees are in practice still charged despite the Constitution containing the right to free primary education.<sup>103</sup> Girls - subject to do community and household labour and care activities - tend to be the first to be pulled out of school after a shock.<sup>104</sup> Conflict-affected areas have the highest numbers of out-of-school children and lowest completion rates. In these areas, the delivery of support by development partners is also the most difficult.<sup>105</sup> Even through access has improved, quality of education remains poor: it has been estimated that nearly half of those completing primary schools cannot be considered literate.<sup>106</sup> The Education Sector Plan 2016-2025 seeks to develop access supported by a free primary education policy, improve quality of education, and improve governance of the education system.
138. WFP has been implementing ESF in DRC since 2001 under various EMOP and PRRO operations, and currently operates under an Interim Country Strategic Plan (I-CSP) (January 2018 – December 2020). WFP has been the biggest implementer of SF, but NGOs such as Norwegian Refugee Council have experience in implementing ESF on a smaller scale. The SF programme has not yet been firmly integrated within the national policy and budgetary frameworks, but the National Social Protection Policy acknowledges the role of SF as a key safety net in the country, and the Education Sector Plan envisions expanding SF as a tool for expansion of access to schooling. The Humanitarian Response Plan (HRP) refers to ESF as s

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<sup>98</sup> White, S. (2014), "Now What? The International Response to the Internal Displacement in the DRC". Brookings Institution.

<sup>99</sup> OCHA Financial Tracking Service: <https://fts.unocha.org/appeals/587/summary>

<sup>100</sup> DRC Humanitarian Needs Overview 2017

<sup>101</sup> DRC ICSP document

<sup>102</sup> UNDP Human Development Report data: <http://hdr.undp.org/en/countries/profiles/COD>

<sup>103</sup> UNICEF, UNESCO (2014), République démocratique du Congo, Rapport d'état du système éducatif national, Pour une éducation au service de la croissance et de la paix.

<sup>104</sup> Slegel et al, (2014), cited in DRC Humanitarian Needs Overview 2017

<sup>105</sup> République démocratique du Congo (2015), Stratégie sectorielle de l'éducation et de la formation 2016-2025.

<sup>106</sup> Groleau (2017), 'Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo?' International Rescue Committee Policy & Practice Discussion Paper.

cross-sectoral intervention contributing to the sectoral strategies under food security, education and nutrition, and WFP coordinate the programme with the Education Cluster.

### **Subject of the evaluation**

139. The DRC-specific evaluation will focus on ESF activities implemented during 2014 – 2019 under the PRROs 200540 and 200832, and the ICSP.<sup>107</sup>
140. WFP has implemented ESF in DRC since the year 2001. During the past five years, the number of beneficiaries has gradually decreased due to funding reasons.
141. WFP ESF targets specific schools with a high number of IDPs located in geographical areas with high food insecurity. WFP targets public schools (including some faith-based schools). As of early 2018, WFP is currently reaching 26,000 children in 43 schools in the North Kivu Province. The schools include host community and IDP children. The modality – on-site meals – has largely remained unchanged over the years. Children are provided a daily cooked meal comprising cereals, legumes, oil and salt (628 kcal), every school day. WFP cooperating partner NGO World Vision currently supports the implementation and monitoring of the programme on the ground.
142. A defining feature of the currently implemented model is that, while under previous operations WFP purchased food internationally, it now purchases the bulk of the school ingredients (cereals and legumes) locally, from Farmer Organisations whose capacity WFP and partners support through the P4P initiative. While the main objective remains supporting access to education and catering for the food needs of children, this model is designed to harness local purchase to build community resilience, cohesion and capacity to receive IDPs. The model was introduced in September 2017 for the school year 2017/18.
143. Complementary interventions exist in the North Kivu schools currently covered by ESF but are not uniform across all the schools. These include school gardens implemented together with FAO aimed at diversifying the food basket and educational purposes.
144. A considerable overlap can be expected to exist between different types of WFP food assistance: the households of school children that are IDPs are entitled to general food distribution or food-for-assets activities.
145. While currently, WFP reaches 43 schools in North Kivu, During the ICSP (2018-2020), WFP has plans to scale up the programme and reach a total of around 186,000 children, subject to the availability of resources. The areas that WFP plans to cover are: North Kivu, South Kivu, Ituri, Haute Katanga and Kasai Provinces. The CO plans to test different ESF approaches during the ICSP. In addition to locally sourced meals, the CO is interested in testing the use of micronutrient powders particularly targeted to adolescent girls, snacks, and cash-based approaches.
146. No complete theory of change exists for the programme. A logical framework has been in place, embedded within the relevant operational project document. Under the current ICSP, ESF contributes to:
- Strategic Outcome 1 - targeted food-insecure population affected by shocks can meet their basic food requirements in times of crisis
  - The outcome indicators for ESF are: enrolment rate, attendance rate, and retention rate in the assisted schools.
147. A baseline survey for the ICSP, including ESF, will be carried out during the ICSP, however limited to education access indicators for ESF.

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<sup>107</sup> All school feeding implemented by WFP in DRC is in this ToR referred to as ESF, even though in DRC there have been discussions about the need to and efforts to distinguish between ESF and more development-focused SF.

148. Key strategic partners for ESF include: The Ministry of Primary, Secondary and Professional Education, the Ministry of Employment and Social Security, FAO, and Education Cluster agencies, and the main cooperating partners (in 2017-18, World Vision International).

149. Other evaluations of relevance for this exercise are:

- **WFP Portfolio Evaluation 2009-2013** commissioned by the OEV and completed in 2014.<sup>108</sup> This evaluation highlighted the role of WFP as the main provider of school meals in the country but brought attention to the tension of using humanitarian funding for ESF (which is perceived to address structural poverty rather than the most acute humanitarian needs). The evaluation made specific recommendations regarding ESF and encouraged a more in-depth evaluation based on a strategic reflection and the development of a theory of change.
- **A planned joint WFP-FAO impact evaluation of the P4P** activities in DRC (coordinated with WFP and FAO headquarters), to be completed by 2021. Baseline data collection has been completed. The evaluation is covering the areas of Rutshuru and Masisi in North Kivu. The evaluation may produce data and findings of relevance to this evaluation as ESF now acts as a structured market for P4P Farmers Groups. The P4P evaluation will focus on the impact of the structured market on farmer households, for which reason this thematic does not have to be included in this evaluation, to avoid duplication.
- **OEV-led CPE** will take place during 2020. This evaluation can complement this wider portfolio examination and establish a baseline where relevant.

150. This evaluation replaces the planned review of ESF included in the ICSP work plan. This evaluation can inform the development of the CSP (2021-). For this reason, at least preliminary findings should be available by the third quarter of 2019, which is when the CSP is drafted. The findings can eventually inform programme design and delivery by the CO, as well as advocacy and policy dialogue related to SF.

151. In this evaluation, issues of interest for the CO are:

- Exploring the humanitarian relevance of ESF and how the programme can contribute to addressing acute and/or protracted displacement in DRC.
- The effect of school feeding on children's food security.
- The effect on access to education and retention in school.
- The effect on gender and protection-related outcomes, such as child recruitment into armed groups, child marriage, child labour.
- The effects/impact of the P4P modality that is linked to the emergency school feeding programme

152. More information about the programme can be found in the factsheet below.

<b>FACTHSEET: DRC</b>	
School year	6 September – 2 July
Type of transfer	In-kind: On-site meals
Type of schools	Pre-primary if attached to primary schools; primary schools (select schools in a geographical area) Formal public schools and faith-based schools

<sup>108</sup> Spaak, M. Et al. (2014), "Évaluation du Portefeuille de Pays: La République Démocratique du Congo (2009-2013)", available at:

[https://documents.wfp.org/stellent/groups/public/documents/reports/wfp269179.pdf?\\_ga=2.48110951.1914148580.1529908733-2056168618.1508178223](https://documents.wfp.org/stellent/groups/public/documents/reports/wfp269179.pdf?_ga=2.48110951.1914148580.1529908733-2056168618.1508178223)

Beneficiary population	Refugee/IDP/host/returnees				
Age range	6-15 years				
Targeting approach	Specific schools are targeted in highly food insecure areas receiving IDP, refugees or returnees, each school must have at least 40 percent IDPs.				
Number of meals / days	1 meal a day				
Ration composition	<ul style="list-style-type: none"> <li>- 120 g cereal (rice/maize flour)</li> <li>- 30 g pulses (beans/peas)</li> <li>- 10g fortified oil</li> <li>- 5 g fortified salt</li> </ul>				
Local sourcing of food	Yes				
Feeding days	5 days/week, 220 days/year				
Complementary interventions in schools	UNICEF, UNESCO and Government provide school materials, furniture, school rehabilitation, WASH interventions including school toilets, and FAO supports school gardens				
Key partners	MoE; MoSP; UNICEF, FAO, World Vision International				
Key donors to SF	USAID, Belgium, Brazil, Japan, Canada, private donors				
	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
	<b>PRRO 200540</b>		<b>PRRO 200832</b>		<b>ICSP</b>
Planned beneficiaries	Total: 897,048 M: 457,495 F: 439,553	Total: 342,923 M: 168,032 F: 174,891	Total: 182,760 M: 91,360 F: 91,380	189,280	186,000
Actual beneficiaries	Total: 621,507 M: 316,968 F: 304,539	Total: 224,371 M: 109,942 F: 114,429	Total: 169,500 M: 86,445 F: 83,055	152,725	26,000 (as of Feb 2018)
Planned schools	1,120	499	494	510	TBC
Actual schools	1,088	390	438	382	43 (as of Feb 2018)
Provinces	North Kivu, Katanga, Orientale	North Kivu, South Kivu, Katanga	North Kivu, South Kivu, Ituri, Tanganyika, Haute Katanga	North Kivu, South Kivu, Ituri, Haute Katanga	North Kivu (actual)
<b>DETAILS: OPERATION</b>					
	<b>PRRO 200540</b>		<b>PRRO 200832</b>		<b>ICSP</b>
Name of operation	Targeted Food Assistance to Victims of Armed Conflict and Other Vulnerable Groups		Targeted Food Assistance to Victims of Armed Conflicts and Other Vulnerable Groups		Democratic Republic of the Congo Interim Country Strategic Plan (2018–2020)
Start date	1 July 2013		1 January 2016		1 January 2018
End date	31 December 2015		31 December 2017		31 December 2020
Revisions	05/2015 - 06/2014 - 01/2014 - 11/2013		None		None
Budget	458,650,623		242,709,344		722,646,604



Total Beneficiaries (planned)	4,221,000	3,233,000	6 565 434
ESF share of total beneficiaries (planned)	22 percent	7 percent	3 percent

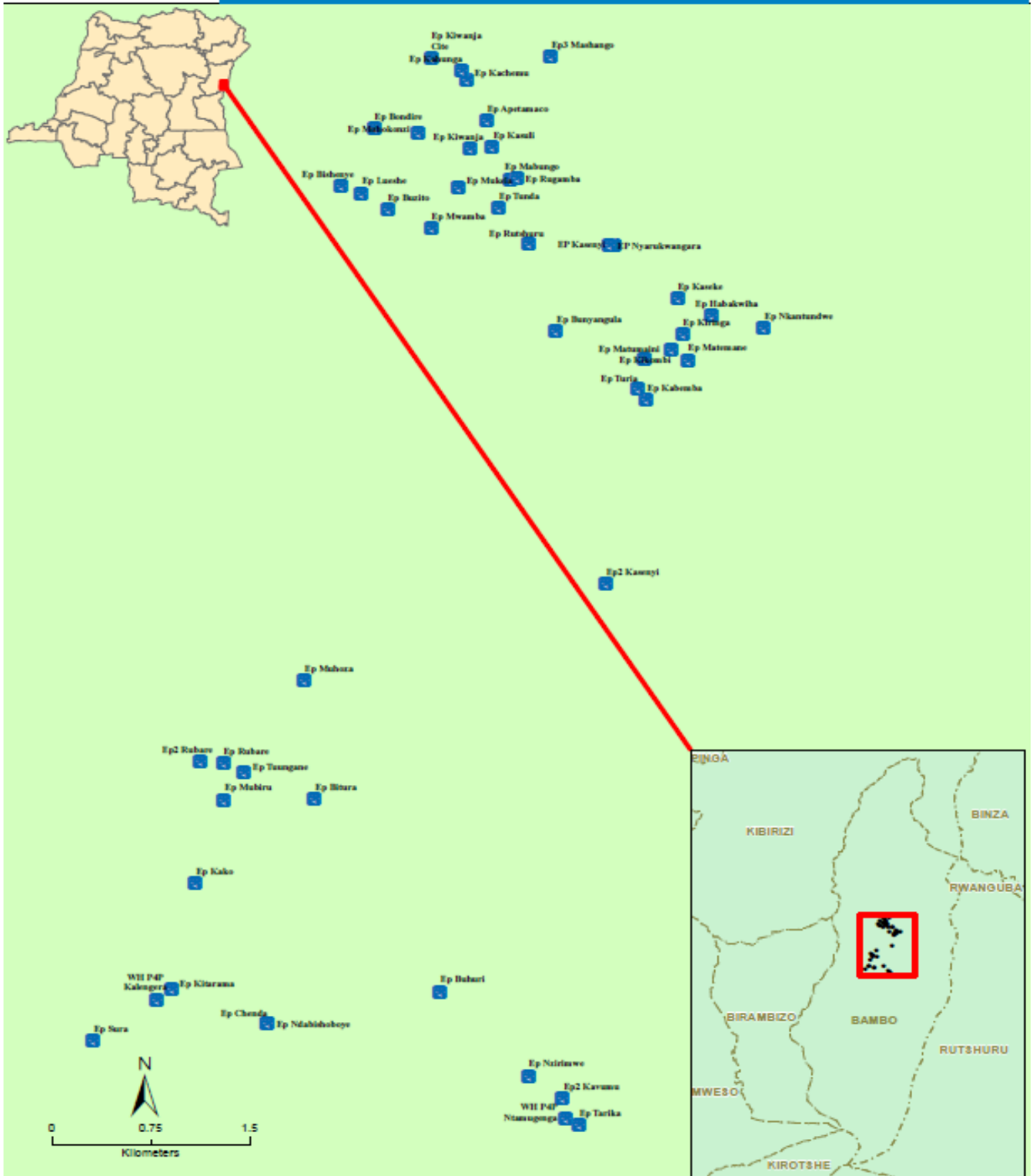


Figure 1 DRC: Map of ESF Schools in North Kivu, early 2018

COUNTRY ANNEX: LEBANON

Context

153. Lebanon is an upper-middle-income country, with a GDP per capita of \$13,297, HDI value of 0.763 (rank 76/188 countries) and a GDI of 0.893.<sup>109</sup> Before the onset of the Syria crisis, Lebanon had a population of approximately 5 million, and a poverty rate of 27 percent, with high income inequality and political instability. During the Syria crisis, an additional 200,000 people have slid into poverty in the country.<sup>110</sup> The refugee influx has fuelled tensions and put a strain on public services, particularly the education system.
154. WFP activated a regional Level 3 response to the Syria crisis at the end of 2012. Lebanon hosts the second-largest population of Syrian refugees in the region (and the highest per capita number of refugees in the world): 1.5 million refugees, of whom 1 million are registered.<sup>111</sup> Refugees have mainly settled in poor and vulnerable communities around Lebanon, with a small share living in informal tented settlements.<sup>112</sup> The humanitarian response in the country is guided by the Lebanon Crisis Response Plan (LCRP, 2017-2020) that has remained underfunded, challenging humanitarian agencies to deliver aid in a manner that does not further fuel social tensions. WFP has led the food security response to the crisis. Using increasingly harmonised delivery systems, WFP's country portfolio has been cash-based since the onset of the crisis. The Syria regional response was 61 percent funded in 2016, and 55 percent funded in 2017.<sup>113</sup>
155. The ability of both the Lebanese and the refugees to meet their basic needs has deteriorated over the years. Among the Lebanese, 39 percent have reported difficulty in sourcing enough food for their family.<sup>114</sup> Despite assistance, food security among the refugees has been deteriorating. 91 percent of refugees were food insecure to some degree in 2017, with female-headed households more vulnerable to food insecurity.<sup>115</sup>
156. Traditionally, Lebanon has had a low prevalence of undernourishment in comparison to the rest of the region, and it has been undergoing a nutrition transition towards diets high in energy, sugar and fat.<sup>116</sup> Currently, among both the Lebanese and the Syrian children, the double burden of overweight and undernutrition is observed. In the past five years, a key issue among refugees has been the declining number of meals and dietary diversity (particularly due to a lack of fresh fruits, vegetables and animal-source protein), which have led to concerns about micronutrient deficiencies.<sup>117</sup> The minimum acceptable diet for children 6-23 months was 3 percent in 2016, and 1.8 percent in 2017, signalling that children are entering school deprived of an adequate diet. Data on the nutrition and food security of school-aged children is generally lacking.
157. In this context of crisis, education has become seen as a key way to protect children against negative coping strategies and to combat radicalisation and social tension. Before the crisis, Lebanon had a positive education outlook, with high enrolment, and compulsory education of 9 years (ages 6-15). Public schools have been small in reach compared to private schools.<sup>118</sup> Education indicators gradually improved leading up to the crisis but have declined.<sup>119</sup> The latest GER figures are 78 percent at pre-primary, 92 percent at primary, and 61 percent at secondary level, with a primary school dropout rate of 6.7 percent.<sup>120</sup> The high number of refugee

<sup>109</sup> GDP per capita (constant 2011 international \$) from the World Bank's World Development Indicators database: [databank.worldbank.org/](http://databank.worldbank.org/); the other data from UNDP Human Development Report: <http://hdr.undp.org/en/countries/profiles/LBN>

<sup>110</sup> World Bank 2012 data cited in CSP

<sup>111</sup> Government of Lebanon and the United Nations (2018), "Lebanon Crisis Response Plan 2017-2020: 2018 update"

<sup>112</sup> UNHCR 2017. Annual Global Trends Report.

<sup>113</sup> OCHA financial tracking service: <https://fts.unocha.org/appeals/552/summary>

<sup>114</sup> Ministry of Agriculture, FAO, REACH (2015), Food Security and Livelihoods Assessment of Lebanese Host Communities: Assessment Report, Lebanon.

<sup>115</sup> <sup>115</sup> <https://reliefweb.int/sites/reliefweb.int/files/resources/OCHA-HumanitarianBulletin-Issue29-31october2017-EN.pdf>

<sup>116</sup> Lebanon CSP 2018-2020

<sup>117</sup> UNHCR, UNICEF and WFP (2016), "Vulnerability Assessment of Syrian Refugees in Lebanon 2016."

<sup>118</sup> Ministry of Education and Higher Education, National Policy for Alternative Education Pathways.

<sup>119</sup> UNESCO Institute of Statistics: <http://uis.unesco.org/en/country/lb?theme=education-and-literacy>

<sup>120</sup> UNESCO Institute of Statistics

children has strained the public-school system. As many as 49 percent of Syrian children were not in school according to the 2017 Vulnerability Assessment of Syrian Refugees in Lebanon (VASYR).<sup>121</sup> Particularly girls have face challenges in this regard. Child labour and early marriage have been highlighted as obstacles.

158. The Ministry of Education and Higher Education (MEHE) and partners have made major efforts to respond to the educational needs. The Reaching All Children with Education Strategy (RACE 2014-2016, RACE II 2017-2021) has aligned the refugee response with the Government's Education Sector Development Plan (2014-2017), and streamlined efforts to support the access to school and learning by Syrian refugee and vulnerable Lebanese children.<sup>122</sup> Through RACE, MEHE and partners have invested in second shifts in the afternoon to expand capacity (the number of which has gradually increased), teachers and materials. School fees have been waived and administrative requirements for Syrians have been eased.<sup>123</sup> The No Lost Generation initiative has further mobilized support to address the needs of children and youth in the region, and there is an annual Back to School Campaign run in Lebanon. The Education Sector Working Group is led by UNICEF and UNHCR (the Education Cluster is not active in the country). UNICEF has provided school material and reconstruction, non-formal education services, psychosocial support, school supplies, and other support to ensure particularly refugee children can enrol in school. UNHCR has focused on community mobilisation to identify out-of-school children and youth, awareness raising and community-based solutions for those at risk of dropping out, among other things.

159. ESF was introduced in Lebanon in 2016, as part of WFP's regional response under Regional EMOP 200433. The aim of ESF in the region has been to build human capital, reduce child labour and exploitation, and improve food security and nutrition for children. Across the region, ESF has targeted formal and informal primary schools, refugee and host-community children, using food and cash-based modalities. Before the crisis, there was no SF programme in Lebanon. As the programme is new, the dialogue on long-term integration of the programme into the national policy and budgetary framework is being launched. SF was not specifically mentioned within the RACE but WFP works under pillar 1 related to access to educational opportunities, with the nutrition education falling under pillar 3.

### **Subject of the evaluation**

160. The Lebanon-specific evaluation focuses on SF implemented by WFP in Lebanon during the CSP period January 2018 – December 2020.

161. The ESF portfolio in Lebanon has included two models: WFP first introduced snacks in the school year 2015/16, and in 2016/17, it joined forces with UNICEF to deliver a cash-for-education model in the framework of the No Lost Generation initiative (entitled Min Ila). Both have targeted primary school children aged 5-14 years. The former targets specific schools around the country and both Lebanese and Syrian school children, and the latter targets Syrian households in specific Governorates. The Min Ila programme was stopped at the end of the scholastic year 2017-2018 due to failure in showing effects on education outcomes and securing support from MEHE to seek further funding. At the request of MEHE, WFP is piloting early in 2019 school kitchens aimed at serving cold snacks to students in 6 additional schools that follow the double shift system. The design is as follows:

162. Snacks: WFP works with a cooperating partner that locally purchases snacks composed of 125ml UHT milk or 30g peanuts and 160 g fresh fruit i.e. apple or banana (approximately 250 kcal/day) and delivers these to vulnerable Lebanese children during the morning and Syrian refugee children during the afternoon shift, in select public primary schools in areas with high poverty and refugee density. The composition of the snack was modified starting in 2018

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<sup>121</sup> WFP, UNICEF, UNHCR (2017), VASYR 2017: Vulnerability Assessment of Syrian Refugees in Lebanon

<sup>122</sup> ODI (2014)

<sup>123</sup> ODI (2014)

(substituting some of the milk for peanuts). The programme has grown from 10,000 children in school year 2016/17 to 17,000 in 2017/18 to 24,000 in 2018/19. 39 schools reached as of late 2018, and they are evenly distributed across the governorates of the country. The snacks were contained in LCRP 2018 food security response and will move to education response in the LCRP 2019 response. An additional 10,000 students will be reached through the 6 school kitchens in early 2019 as well.

163. School Kitchens: Starting summer 2018, WFP jointly with MEHE started exploring a new modality “school kitchens” as a way to diversify snacks, ensure linkages with the school communities and potentially improve the programme’s sustainability. Accordingly, around 20 schools suggested by MEHE and spread around the country were assessed to select 6 that could accommodate cold kitchens for the preparation of sandwiches and fruits/vegetables. These school kitchens will be functional in early 2019 and will reach around 10,000 additional children. In the meantime, the equipment and refurbishment needs of each kitchen were identified by the unit with support from the engineers of the livelihoods team.
164. In terms of complementary activities, WFP provides nutrition education in schools with the snacks. A nutrition syllabus tailored to different age groups (from KG 1 to Grade 9), was developed in collaboration with the school meals cooperating partner, IOCC. As an initial step the materials/lessons and related educational tools were validated by MEHE’s school health educators from the WFP-assisted schools during 2 workshops (December 2017 and April 2018). The final content was refined accordingly and complemented with illustrations for activities. This nutrition syllabus will be submitted to MEHE in December 2018 for compilation within the overall Health Manual that is being developed by UNICEF/MEHE. In 2019, the WFP-developed nutrition lessons will be piloted in 25 schools and the health educators of these schools will be gradually trained on the 5 different nutrition themes.
165. While there is no major overlap in beneficiaries of the snack programme and those of wider WFP food assistance to the household, for the Syrian students in the second shift, an overlap may exist with household cash transfers.
166. Under the CSP, SF in Lebanon is linked to the following outcomes:
  - Strategic outcome 1: Food-insecure refugees – including school-age children – and crisis-affected host populations have access to life-saving, nutritious and affordable food throughout the year.
  - The outcome indicators for SF include: enrolment, attendance, retention.
167. The snacks are driven by a desire to provide an incentive for school access, to diversify diets, and to create a positive learning environment and cohesion among refugees and Lebanese communities. The core programme logic is captured in CSP logical framework.
168. A baseline food security survey was carried out of the beneficiaries of the snack model for school year 2017-2018 prior the start of the school year. This included both Lebanese and Syrian students.. Together with UNICEF, extensive baseline and follow-up data has been collected for Min Ila beneficiaries (See below details on completed Min Ila impact evaluation).
169. The key strategic partners for SF are: Ministry of Education and Higher Education, UNESCO, UNHCR and UNICEF. The snacks programme engages IOCC as the cooperating partner NGO.
170. Relevant evaluations include:
  - **An impact evaluation of the Min Ila**<sup>124</sup> model was done by UNICEF’s Innocenti centre in 2016-17. The purpose of this study was to measure the impact of the program on

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<sup>124</sup> Hoop, et al.(2018), “Evaluation of No Lost Generation/“Min Ila, “ a UNICEF and WFP Cash Transfer Program for Displaced Syrian Children in Lebanon Impact Evaluation Report Endline”, available at: <https://www.air.org/sites/default/files/downloads/report/Evaluation-of-No-Lost-Generation-Min-Ila-Final-Report-July-2018.pdf>

children’s education outcomes and their broader well-being. The evaluation could not demonstrate an impact on enrolment or attendance, it did demonstrate however positive impact on household work, subjective well-being and select food-related coping strategies. These results mirror expected results from multi-purpose cash, and therefore the links with education were not justified.

- **An Evaluation of WFP’s Regional Response to the Syrian Crisis (2015-2017)**<sup>125</sup> took place earlier in 2018, commissioned by OEV.<sup>126</sup> It focused on the entirety of WFP’s emergency response in the Syria+5 countries in, including strategic positioning and alignment with needs, factors driving strategic decision making, and the achievement of objectives.
- **A previous Evaluation of WFP’s Regional Response to the Syrian Crisis (2011-2014)**<sup>127</sup> was commissioned by OEV and finalised in 2015, focusing on the entirety of WFP’s response in the region. The evaluation preceded the introduction of ESF in Lebanon. The evaluation can, however, provide pertinent background information on the response.
- **OEV-led CPE** will take place in late 2019 or during 2020. This evaluation can complement this wider portfolio examination and establish a baseline where relevant.

171. This evaluation is expected to inform the future CSP (2021 -) for Lebanon, as well as policy engagement for a national strategy for SF.

172. Areas of interest for the CO are:

- The contribution of school feeding to child well-being in terms of education access to education (solving the issue of out-of-school children) but also in terms of readiness for learning and continuation of schooling (preventing drop-out)
- The food and dietary adequacy of the child i.e. the contribution of the school snack to filling a gap in children’s food consumption and dietary diversity
- Contribution of the school snack to alleviating the cost of education and total families’ expenditures

1. More information about the programme can be found in the factsheet below.

<b>FACTHSEET: LEBANON</b>		
School year	October - May	
Type of transfer	<b>In-Kind: Snacks</b>	<b>In-kind: Kitchens</b>
Type of schools	Pre-primary and primary; formal (morning & afternoon shift)	Pre-primary and primary; formal (afternoon shift)
Beneficiary population	Refugee/host community	Refugee/host-community
Age range	5-14 years	5-14 years
Targeting approach	Specific public primary schools are targeted in areas with high poverty and refugee density. All Syrian and Lebanese children in the school (morning and afternoon shift) receive snacks	Specific public primary schools are targeted in areas with high poverty and refugee density. All Syrian and Lebanese children in the school (morning and afternoon shift) receive the snacks prepared in the school kitchen.
Number of meals (per day)	1	1
Ration composition	- Apple/Banana + UHT Milk in 2017	-

<sup>125</sup>Betts, et al. (2018), "Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis, January 2015-March 2018", available at: <https://www.wfp.org/content/evaluation-wfps-regional-response-syrian-crisis-2015-2017>

<sup>126</sup>TOR available at: <https://www.wfp.org/content/evaluation-wfps-regional-response-syrian-crisis-2015-2017>

<sup>127</sup>Drummond, et al. (2015), "An Evaluation of WFP’s Regional Response to the Syrian Crisis, 2011-2014", available at: <https://www.wfp.org/content/evaluation-wfp%E2%80%99s-regional-response-syrian-crisis-terms-reference>

	- 160g Apple/Banana + 125ml UHT Milk/30 g Peanuts Feb. 2018 - (~250 kcal)	TBD but generally a sandwich (dairy) plus a fruit or a vegetable.		
Local sourcing of food	Yes - whole food basket	Yes - whole food basket		
Feeding days	5 days/week, 130 days/year	5 days/week, 130 days/year		
Complementary interventions in schools	Nutrition education	Nutrition education		
Key partners	MEHE, UNICEF, UNHCR, IOCC			
Key donors	Canada, Italy, private donors			
<b>SNACKS: INPUTS AND OUTPUTS</b>		<b>2016 (fall)</b>	<b>2017 (Mar-Dec)</b>	<b>2018</b>
		Reg-EMOP 200433		CSP
	Planned beneficiaries	10,000	17,000	17,000
	Actual beneficiaries	10,000	14,500	
	Planned schools	22	38	
	Actual schools	22	36	
	Governorates	All 8 governorates	All 8 gov.	All 8 gov.
<b>MIN ILA: INPUTS AND OUTPUTS</b>		<b>2016-17</b>	<b>2017-18</b>	<b>2018</b>
	Planned beneficiaries	50,000	48,500	133,000
	Actual beneficiaries	50,000	48,500	
	Planned schools	442	699	
	Actual schools	442	699	
	Governorates	Akkar, Mount Lebanon	Akkar, Mount Lebanon	
<b>DETAILS: OPERATION</b>				
	<b>Regional EMOP 200433</b>	<b>CSP</b>		
Name of operation	Food Assistance to Vulnerable Syrian Populations in Jordan, Lebanon, Iraq and Turkey affected by the events in Syria	Lebanon Country Strategic Plan (2018–2020)		
Start date	1 July 2012	1 January 2018		
End date	31 December 2016	31 December 2020		
Revisions	10/2016, 02/2016 (introduces ESF in Lebanon), 05/2015, 01/2015, 12/2014, 07/2014, 01/2014, 08/2013, 03/2013, 01/2013, 12/2012, 11/2012, 10/2012, 08/2012	None		
Budget	3,213,209,658	889,615,681		
Total Beneficiaries (planned)	971,648 (Lebanon only)	622,338		
ESF share of total beneficiaries (planned)	6 percent (Lebanon only)	25 percent		

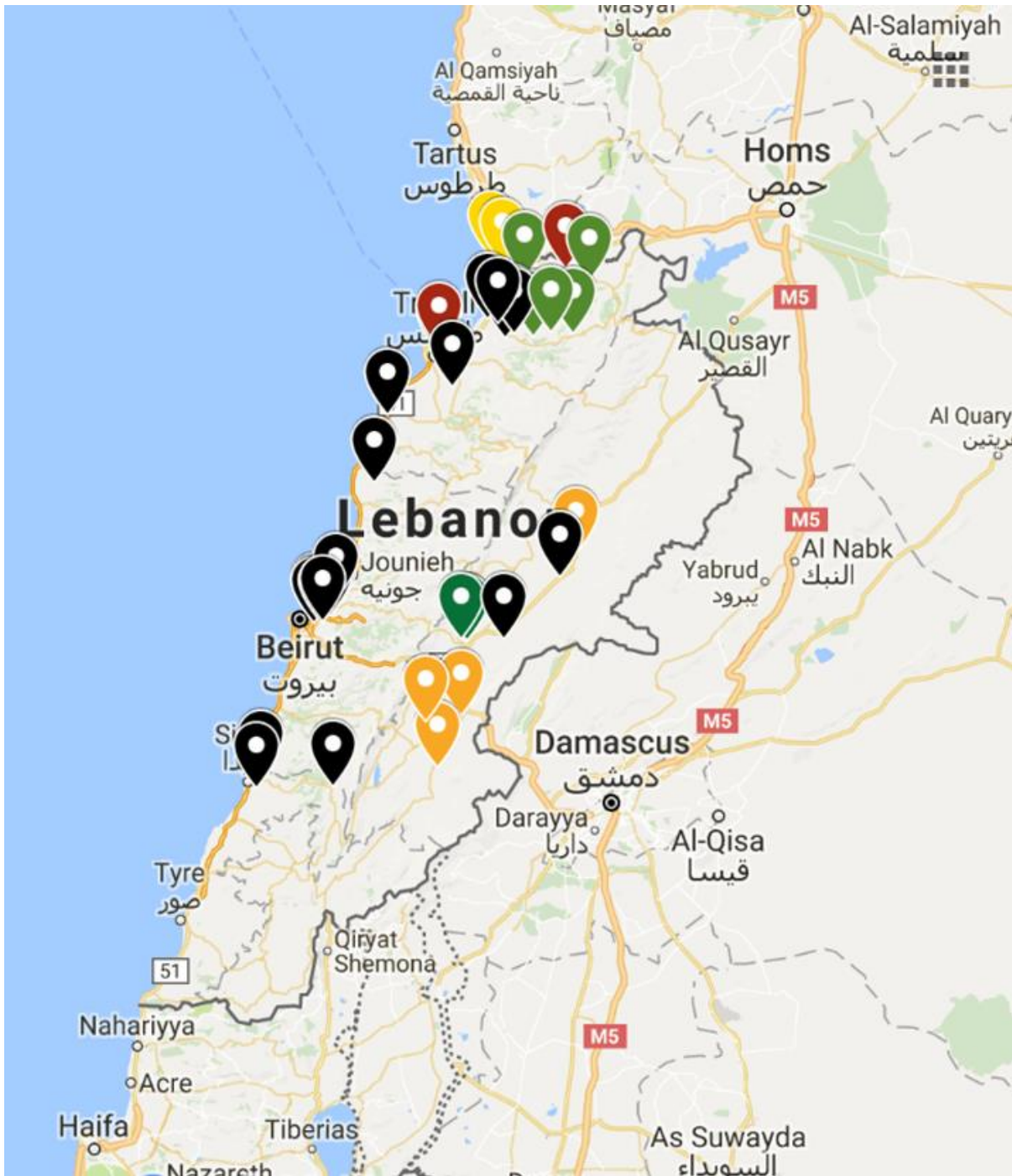


Figure 2 Lebanon: Map Schools in the Snacks Programme, 2018



## 6. COUNTRY ANNEX: NIGER

### Context

173. Niger is a land-locked and food-deficit Sahelian country with a population of 20 million. Niger ranks last of 189 countries according to the UNDP Human Development Index (UNDP 2018). With a population of 21.5 million that is predominantly rural; 44 percent of the population live on less than USD 1.25 per day, and 80 percent are in a situation of extreme poverty. including four since 2000. On average, 5.6 million people are food insecure because of insufficient food availability associated with inadequate production, security constraints, demographic growth and other factors. Of these, about 2.65 million are affected each year, constituting the most vulnerable people. In case of shocks, up to 48 percent of the country's population can become food insecure, highlighting the chronic nature of Niger's vulnerability to food insecurity. Evidence from the 2009/10 food crisis shows that it can take three or more years for the poorest households to recover and return to pre-crisis livelihood situation, stressing the importance of investing in resilience building activities to withstand climatic shocks and changes
174. According to the HNO, 1.9 million people required humanitarian assistance in Niger in 2017, and 2.3 million people in 2018. These national humanitarian needs are driven by structural poverty and food insecurity, malnutrition, epidemics, floods and displacement. Violent conflict in particularly Mali and, most recently, Nigeria have accentuated humanitarian needs, as well insecurity. The overall Niger humanitarian response plan was 53 percent funded in 2016, and 80 percent funded in 2018.<sup>128</sup>
175. WFP launched a regional EMOP to respond to crisis in North-Eastern Nigeria in January 2015 and activated a Level 3 emergency in August 2016. The response encompasses the Diffa region of Niger.
176. Diffa, which was already poor and food insecure prior to the current crisis, has since 2015 suffered Boko Haram cross border raids, suicide and other attacks particularly targeting schools, aid workers, and IDP camps, and population displacement waves.<sup>129</sup> Displacement has been both spontaneous and government-coordinated (i.e. the government has organised population movements from insecure to safer areas). The displacement is protracted, as there are limited hopes of returning, as the insurgency continues. The 2017 HNO noted that with a total population of 704 000, Diffa had 340 000 people in need of humanitarian assistance; in 2018, the HNO estimated the figure at 419 000. As of 2018, Diffa hosted around 110 000 Nigerian refugees, 130 000 IDPs, and 15 000 returnees, mostly living within the host community.<sup>130</sup>
177. As of early 2018, Diffa was mostly under IPC phase 2, with a risk of sliding into phase 3. Food needs in Diffa are driven by adverse climatic conditions that are undermining food production, disruptions to agriculture and livelihoods caused by the state of emergency, very limited livelihood opportunities for the displaced, and trade, movement and market constraints due to insecurity.<sup>131</sup>
178. Six years of primary education (ages 7-13 years) are mandatory in Niger, with a large share of education provided by the Government. The country remains far from achieving universal primary education: access and completion remain limited, even though the gross enrolment ratio (GER) has more than more than doubled from 35 percent in 2001 to 71 percent currently. Disparities are marked, with rural areas, children or poor households and girls being particularly disadvantaged. Primary school dropout rate is 36 percent, and the expected years

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<sup>128</sup> OCHA financial tracking service: <https://fts.unocha.org/appeals/530/summary>

<sup>129</sup> <https://www.acaps.org/country/niger/crisis-analysis>

<sup>130</sup> Niger Humanitarian Needs Overview 2018

<sup>131</sup> <http://www.fews.net/west-africa/niger>; Niger Humanitarian Needs Overview 2018

of schooling are 5.4 years.<sup>132</sup> Learning outcomes are generally weak.<sup>133</sup> The national Sector Programme for Education and Training (PSEF, 2014-2024) prioritises the quality of education at all levels, equitable access to basic education accompanied by a reduction in regional disparities, and overall capacity development in the sector.

179. The education scenario in Diffa is alarming: As many as 55 percent of children in the region have been estimated to be out of school. There are supply side constraints: schools have been destroyed, numerous schools have closed, and materials and teachers are scarce.<sup>134</sup> On the demand side, access is hindered by factors such as fear of Boko Haram attacks and abductions targeting schools, hunger, trauma that makes it hard for children to integrate back into school life, language barriers for Nigerian refugees, cultural beliefs (affecting girls' schooling), pressure to engage in child labour and household chores, early marriage, and inadequacy of school infrastructure and facilities.<sup>135</sup> The Education Cluster and the technical working group in Diffa have sought to provide a multisector response to ensure inclusive access to learning in a safe environment and to the protection and well-being of children.
180. WFP has implemented SF in Niger since the 1970s and remains the largest provider of SF in the country, under a single-country PRRO and a Regional EMOP operation, before transition to a CSP in mid-2019. WFP SF models have been tailored to suit the varying local contexts and crisis dynamics around the country, including recurrent food insecurity, conflict and displacement. SF is well integrated into the national policy framework and there is an emergent commitment to SF in the budgetary framework.<sup>136</sup> PSEF includes SF as a tool supporting the universalisation of primary education, by boosting demand among the most vulnerable and contributing to the quality of education. The national SF Strategy (launched in 2015) focuses on SF supporting education access, progression and learning, particularly for girls, while seeing the programme as entry point to build safety nets that help to ensure that every child has access to education, health and nutrition. The SF strategy includes some principles for programme design and delivery in emergencies. SF has been systematically featured in the HRPs in 2015-2018 as part of the wider education response strategy, and WFP coordinates this work with the Education Cluster.

### **Subject of the evaluation**

181. WFP expects an activity evaluation covering ESF activities implemented by WFP in Diffa under the regional EMOP 200777 Providing Life-Saving Support to Households in Cameroon, Chad, and Niger Directly Affected by Insecurity in Northern Nigeria from the onset of ESF activities in 2015 to the time of the evaluation.
182. The EMOP originally began in January 2015, but the SF component in Diffa was launched in late 2015, through BR4 of the regional EMOP 200777. The scope of the evaluation is from this point forward to the time of evaluation. The scope excludes SF activities carried out under the PRRO 200961. Under the latest Budget Revision, the EMOP 200777 was extended until the end of 2018. In 2019, the ESF activities in Diffa are planned under the emergency response component of the Transitional Interim Country Strategic Plan (TICSP), January 2019-December 2019.

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<sup>132</sup> UNDP HDR data, <http://www.hdr.undp.org/en/countries/profiles/NER>

<sup>133</sup> World Bank (2014), Project Appraisal Document on a Proposed Global Partnership for Education Fund Grant in the Amount of US\$84.2 million to the Republic of Niger for a Support to Quality Education Project. World Bank Report PAD444.

<sup>134</sup> 2017 HNO

<sup>135</sup> Global Partnership for Education (2017), Education for protection and development in the Lake Chad Basin crisis (blog entry): <https://www.globalpartnership.org/blog/education-protection-and-development-lake-chad-basin-crisis>; REACH (2017), Evaluation de la situation en termes de protection des personnes déplacées à Diffa : [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_ner\\_report\\_evaluation\\_protection\\_dans\\_la\\_region\\_de\\_diffa\\_mai\\_2017.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_ner_report_evaluation_protection_dans_la_region_de_diffa_mai_2017.pdf)

<sup>136</sup> WFP & World Bank (2017): Rapport pays SABER Niger

183. WFP has been implemented SF in Diffa under different operations over the past decade. The SF operation in question commenced in response to the Government's request to partners to respond to the urgent situation of out-of-school children generated by the Boko Haram insurgency. Coverage of SF has gradually expanded in line with the rising education and food needs in Diffa, from 6,000 children in the school year 2015/16, to 23,000 in 68 schools in 2017/18.
184. WFP provides on-site cooked meals comprising porridge and one or two cooked meals a day, in two types of schools in Diffa. The school populations comprise host community, IDP, refugee and returnee children. The number of meals is adapted to two contexts or types of schools. The two types of schools covered are:
- **écoles d'urgence:** These are primary schools, either existing or newly established, that cater to children of IDP families in spontaneous displacement sites. WFP offers 2 meals a day to children (morning porridge, and lunch of cereals and pulses), with the assumption that the children receive some food at home. In 2017/18, WFP covers 40 such schools.
  - **écoles d'accueil:** These are primary schools that cater to cater for children whose schools have been closed due to insecurity and the children have been moved by the government to more secure schools to continue their education. WFP provides 3 meals a day (morning porridge, and lunch and dinner of cereals and pulses). WFP covers the full daily nutritional needs of the child, based on the assumption that the children not live with their parents but with host families or other similar arrangements. In 2017/18, WFP covers 28 such schools.
185. SF under the two WFP operations present in Diffa - the EMOP and PRRO 200582 - adopted a streamlined model and ration starting in the school year 2016/2017.
186. Complementary activities in the schools include school construction/rehabilitation, materials, teacher training, and WASH interventions provided by the Education Cluster and other humanitarian partners.
187. Under the EMOP operation, WFP provides other types of food assistance – unconditional and conditional food assistance, and nutrition activities - to some of the SF beneficiary households. WFP also implements SF in Diffa under the PRRO 200961, but the operations target different areas and beneficiaries. SF under the PRRO in Diffa is outside of the scope of this evaluation as it has been subject to a separate evaluation.
188. In the volatile situation, needs are constantly revised and the response is adapted. Adjustments to the caseload are possible mid-2018. Over 140 sites have been identified as in need of SF in Diffa, indicating that need exceed WFP ability to cover them.
189. There is no separate theory of change available, but it is expected that the evaluation team facilitate the development of a theory of change at the inception phase. The objectives of the ESF component are captured under the EMOP logical framework, as follows:
- Strategic Objective 1: Save lives and protect livelihoods in emergencies
    - Outcome: Restored or stabilised access to basic services and/or community assets
      - Retention rate (boys) in WFP-assisted primary schools
      - Retention rate (girls) in WFP-assisted secondary schools
      - Retention rate (girls) in WFP-assisted primary schools
      - Retention rate in WFP-assisted primary schools
      - Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted primary schools
      - Enrolment: Average annual rate of change in number of children enrolled in WFP-assisted primary schools

- Enrolment (boys): average annual rate of change in number of boys enrolled in WFP-assisted primary schools.

190. A nationwide baseline survey of SF (encompassing the PRRO and the EMOP) was carried out by the CO in early 2018. This covered 10 schools with EMOP ESF in Diffa. The evaluation team is expected to examine evaluate its quality to identify whether it can be made use of for this evaluation.

191. Strategic partners include the Ministry of Education, the Diffa-level education cluster working group led by UNICEF and with participation other partners as well as the Government, and the Education Cluster at the national level. In the context of refugee and IDP interventions, UNHCR represents a key partner. WFP implements SF directly, without NGO cooperating partners.

192. This evaluation is the first time that ESF is evaluated systematically and in depth in Niger. Other relevant evaluations that touch upon SF or Diffa are:

193. the Regional EMOP 200777 Operation Evaluation<sup>137</sup> commissioned by OEV covering the entirety of the operation from January 2015 – December 2016. The evaluation did not discuss SF activities in Niger in detail as the activities had just started.

194. A decentralised mid-term evaluation of PRRO 200961 commissioned by the Niger CO in 2018. This evaluation includes the Diffa region but only SF activities under the PRRO, excluding ESF under the EMOP.

195. The CO is currently starting the preparation of a CSP, with the concept note scheduled for September 2018, and the final document for late 2018. It is expected that the inception and baseline phase of this evaluation contribute to the planning of the CSP. Furthermore, there is an opportunity for the evaluation to feed into a future update of the national SF Strategy as regards the use of SF to respond to emergencies.

196. Areas of interest for the CO include:

- Effectiveness of the ration approach and programme model
- Programme alignment with children’s most urgent needs
- How complementary activities such as WASH, rehabilitation and reconstruction have contributed to increase the efficiency and effectiveness of the programme?
- Cost-effectiveness
- Strong qualitative analysis

2. More information about the programme can be found in the factsheet below.

<b>FACTHSEET NIGER</b>	
School year	October – June
Type of transfer	In-kind: On-site meals
Type of schools	Primary (including pre-primary if contained within the same school); formal; public schools.
Beneficiary population	Refugee/IDP/host/returnees
Age range	4-14 years
Targeting approach	Specific schools are targeted based on humanitarian needs, and agreement with government and education partners
Number of meals per day	- ecoles d’urgence: 2 meals per day (breakfast, lunch) - ecoles d’accueil: 3 meals per day (breakfast, lunch, dinner) - (In 2015-16 all schools received 3 meals per day)

<sup>137</sup> “West Africa Regional EMOP 200777: Providing life saving support to households in Cameroon, Chad, and Niger directly affected by insecurity in northern Niger: An Operation Evaluation”, Available at: <https://www.wfp.org/content/west-africa-regional-emop-200777-providing-life-saving-support-households-cameroon-chad-an-0>

Daily ration content	<ul style="list-style-type: none"> <li>- Ecoles d'urgence: cereals 175 g, Super cereal 80 g, pulses 40g, oil 25 g, salt 4 g</li> <li>- Ecoles d'accueil: cereals 295 g, Super Cereal 80 g, pulses 70 g, oil 40 g, salt 7 g</li> </ul>			
Local sourcing of food	No			
Feeding days	Ecoles d'urgence: 5 days, 180 days per year; Ecoles d'accueil: 7 days a week (also weekend), 270 days per year			
Complementary interventions in schools	Various WASH and education activities, but not uniform across the targeted schools			
Key partners	MoE, UNICEF, UNHCR			
Key donors	ECHO, DFID, USAID, Canada			
INPUTS AND OUTPUTS		<b>2015</b>	<b>2016</b>	<b>2017</b>
		Reg-EMOP 200777		
	Planned beneficiaries	EU: 0 EA: 8,000	EU : 4,000 EA : 4,000  Total : 8,000 F : 3,600 M : 4,400	EU : 11,086 EA : 11,993  Total : 8, 000 F : 3,600 M : 4,400
	Actual beneficiaries	EU: 0 EA: 5,554	EU : 2,075 EA : 5,735  Total : 6,061 F : 2,727 M : 3,334	EU : 11,086 EA : 11,993  Total : 21,573 F : 9,708 M : 11,865
	Planned schools	13	16	68
	Actual schools	Total: 13 EU:0 EA:13	Total: 16 EU:4 EA:12	Total: 68 EU:40 EA:28
<b>DETAILS: OPERATION</b>				
	<b>Regional EMOP 200777</b>			
Name of operation	Providing life-saving support to households in Cameroon, Chad, and Niger directly affected by insecurity in northern Nigeria			
Start date	1 January 2015			
End date	31 December 2018			
Revisions	12/2017, 01/2017, 08/2016, 06/2016, 01/2016 (introduces ESF in Diffa), 10/2015, 04/2015, 02/2015			
Total Budget (as per final revision)	1,163,382,009			
Total beneficiaries (planned)	355,400 (Niger/Diffa only)			
ESF share of total beneficiaries (planned)	6 percent (Niger/Diffa only)			

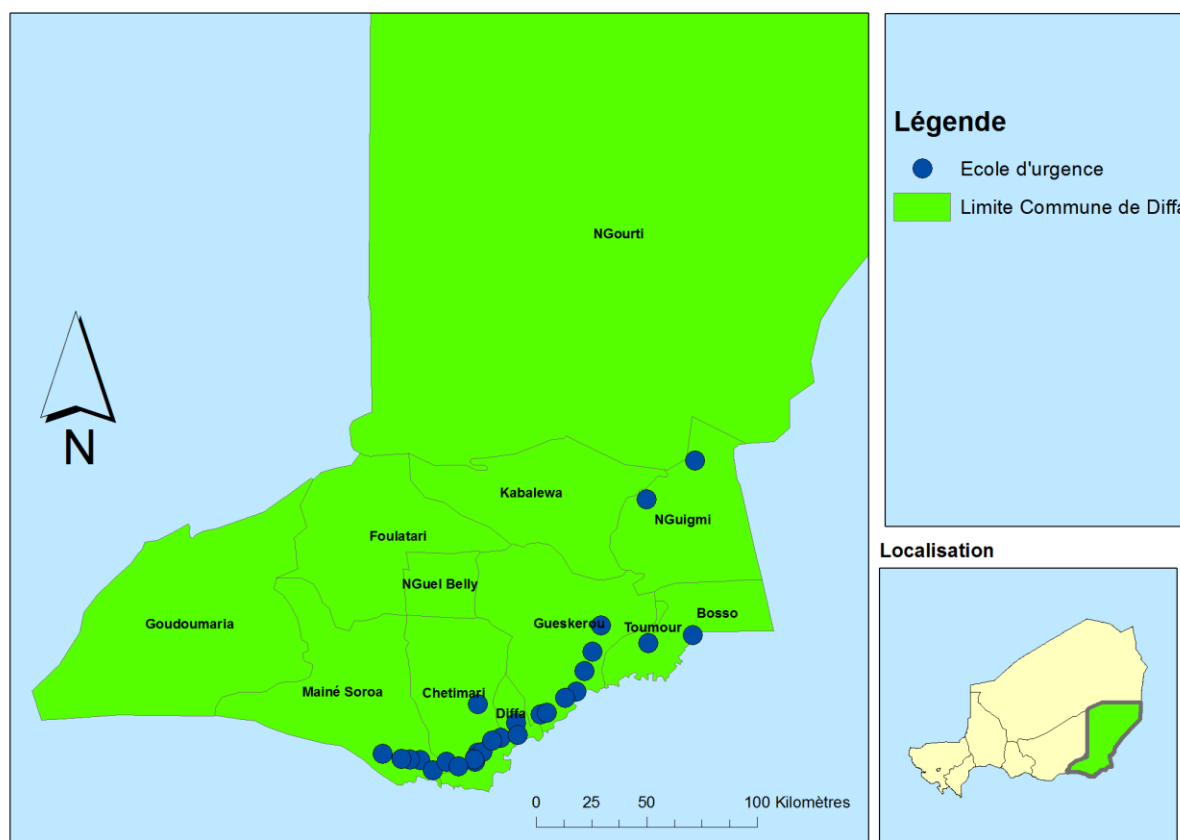


Figure 3 Niger: Map of ESF Schools in Diffa Region, 2017-2018

## 7. COUNTRY ANNEX: SYRIA

### Context

197. Once a middle-income country, the Syrian Arab Republic has faced a prolonged crisis in recent years, which has been detrimental to development gains achieved before 2011. The human toll is substantial: 10.5 million people, including 4.4 million children, need food assistance. While acute malnutrition is not widespread, high stunting rates indicate a serious chronic malnutrition problem. Aggravating factors include population displacement, high levels of food insecurity, soaring unemployment rates and weakened infrastructure for health services. Compounded by the fact that a staggering 1.75 million children are currently not attending school; this systemic crisis is likely to have an impact on future generations.
198. The Syrian Arab Republic is now in the low human development category, ranked 149th of 188 countries in the 2016 Human Development Index and 133rd of 159 countries on the Gender Inequality Index, with a score of 0.554. Before the crisis, the country had achieved many of the Millennium Development Goals, including those related to primary education and gender parity in secondary education, and had made progress in decreasing malnutrition and infant mortality rates and increasing access to improved sanitation.
199. The country's social security and protection programmes have significantly diminished over the course of the crisis, and subsidized bread and medicines are now the Government's primary contribution to a social safety net.
200. More than 10 million people (5.2 million men and boys and 5.3 million women and girls) need various forms of food assistance, including 6.5 million acutely food-insecure people and 4 million who are at risk of becoming food-insecure, the latter figure having doubled since 2016. Internally displaced persons and returnees are among the most food-insecure

population groups, along with woman-headed households (an estimated 14 percent of all households), children, persons living with disabilities or chronic illness, poor rural households with limited or no access to markets and agricultural land and households living in hard-to-reach areas.

201. High levels of food insecurity persist because of a loss of livelihoods, extremely high unemployment rates, especially among women and young people, and households' reduced purchasing power. Food prices have increased eightfold since the beginning of the crisis and remain volatile, with substantial geographical variations. Prices were at their peak at the end of 2016. Since then, they have stabilized or decreased as market access improved. The inflation rate was last officially recorded in October 2016, when it was 50.4 percent (up from 4.4 percent in 2010).
202. The crisis has reduced the cumulative gross domestic product of the Syrian Arab Republic by an estimated USD 254 billion and pushed the unemployment rate up to 50 percent, reaching 75 percent among young people and even higher among women. The proportion of Syrians living in extreme poverty with less than USD 2 per day increased from 34 percent before the crisis to 69 percent in 2017.
203. In 2010, before the onset of the crisis, agriculture contributed significantly to the national economy, accounting for 18 percent of gross domestic product and 23 percent of exports and employing 17 percent of the labour force. In 2017, the Food and Agriculture Organization of the United Nations (FAO) estimated that USD 16 billion had been lost as a result of decreased production and damage to and destruction of assets and infrastructure in the agriculture sector. Food production in the Syrian Arab Republic has deteriorated since the onset of the crisis owing to a lack of agricultural inputs such as irrigation and seeds, damage to crops and unexploded ordnance. The livestock sector has also seen substantial reductions, with herd and flock sizes falling by between 47 and 57 percent as a result of high fodder prices, inadequate veterinary services and insufficient access to grazing lands.
204. After more than seven years of crisis, both physical infrastructure and systems for providing public services are severely affected. Public services such as education, health and utilities have all deteriorated, resulting in a high number of children being out of school, a lack of adequate health facilities even for basic care, including sexual and reproductive health services, and higher prices for utilities such as water and electricity.
205. The education system is overstretched as many teachers have left and more than one in three schools have been damaged, destroyed or used as shelters. The education sector estimates that one in three school-aged children – 1.75 million children – are not in school and an additional 1.35 million children are at risk of dropping out. Many girls and boys are engaged in various forms of child labour, with boys facing the additional risk of recruitment by armed groups while girls may be married at an early age.
206. Several aggravating factors play a role in the overall nutrition status, including population displacement, high levels of food insecurity, deteriorating livelihoods, limited access to good-quality water and sub-optimum infant and young child feeding practices contributing to outbreaks of diarrhoea and other childhood diseases. These factors are exacerbated by systemic gender inequalities that pre-date the current crisis, particularly in hard-to-reach locations.
207. Under the coordination of the Ministry of Education, education partners have focused on addressing the crisis of out of school children through investment in formal, informal and accelerated learning opportunities, quality of education (e.g. teacher training and incentives), systems strengthening and policy development.<sup>138</sup> Access has improved thanks to initiatives

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<sup>138</sup> No Lost Generation (2016), "Syria Crisis Education Strategic Paper: London Progress Report", available at: [http://wos-education.org/uploads/reports/London\\_Education\\_Progress\\_Report\\_Sept2016.pdf](http://wos-education.org/uploads/reports/London_Education_Progress_Report_Sept2016.pdf)

such as Curriculum B – a fast-tracked alternative curriculum for out-of-school children, self-learning programmes, and back-to-learning campaigns.<sup>139</sup>

208. WFP has been operating in Syria since 1964. The Syria Level 3 crisis was declared in 2011 and has continued since. The country currently operates under an Interim Country Strategic Plan (ICSP, January 2019-December 2020). This contains general food assistance, ESF, food assistance for assets, and nutrition activities, among others. WFP first introduced ESF inside the country in 2014 in response to education sector reports of children being too hungry to concentrate in class, and requests by authorities and partners for WFP to introduce ESF. ESF is integrated within the education sector response plan in the HRP, as a tool to promote access to formal and informal learning.

### Subject of the evaluation

209. This evaluation will be an activity evaluation of WFP's full portfolio of ESF activities in Syria, from January 2015 to the time of evaluation.

210. WFP introduced ESF in Syria for the first time in the school year 2014/15 in the form of snacks, through BR12 of the Syria EMOP 200339 Emergency Food Assistance to People Affected by Unrest in Syria. As access has improved and the CO has sought to test more diversified models that can contribute to wider sustainability, a food voucher model was introduced in 2017, and meals prepared in a central kitchen and delivered to schools started to be piloted in 2017 (both introduced under the PRRO 200988 Food, Nutrition and Livelihood Assistance to the People Affected by the Crisis in the Syrian Arab Republic). The CO currently continues to implement SF under the ICSP.

211. These efforts to encourage and protect enrolment and attendance while improving the food intake and nutrition of school children are anchored within WFP's Vision 2020 document for the Syria crisis<sup>140</sup> that reaffirms WFP's role in addressing urgent food and nutrition needs, but also emphasises the need for increasing investments in people through education, and in livelihoods and economic opportunities.

212. The details of the three models are as follows:

- **Snacks:** The major share of WFP SF in Syria is in the form of the snacks that WFP delivers directly in partnership with the MoE. The snack comprises a fortified date bar. WFP targets formal primary schools within districts selected based on the high number of IDPs, low food insecurity and educational indicators. Originally, WFP introduced only the date bars (currently produced within Syria), and milk was added in December 2016 thanks to an in-kind contribution for two years. The coverage of the programme has expanded from four governorates and 90 000 children in 2014 to ten governorates and 625,000 children in twelve governorates in 2018.
- **Out-of-School Children / Fresh food vouchers:** 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 B which is designed to facilitate re-entry into mainstream education.<sup>141</sup> The voucher value is approximately US\$ 20 per month and it is redeemable with WFP-contracted retailers. WFP's aim is 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 on-going: In 2016, 376 children were reached, and in 2017, the number rose to 2,500 children. Two NGO partners work with WFP to help distribute the vouchers.

<sup>139</sup> Syria Humanitarian Response Plan 2018

<sup>140</sup> WFP (2016), "Syria +5 Vision 2020: Laying the Foundation for Syria's Future", available at: [http://documents.wfp.org/stellent/groups/public/documents/op\\_reports/wfp285730.pdf](http://documents.wfp.org/stellent/groups/public/documents/op_reports/wfp285730.pdf)

<sup>141</sup> See more information on Curriculum B in UNICEF (2016), "Annual Report for Syria 2016": [https://www.unicef.org/about/annualreport/files/Syrian\\_Arab\\_Republic\\_2016\\_COAR.pdf](https://www.unicef.org/about/annualreport/files/Syrian_Arab_Republic_2016_COAR.pdf)



- **Meals:** In the school year 2016/17, WFP started piloting locally procured meals consisting of a sandwich and a fruit/vegetable with 5 different menu options providing up to 500 kcals) in 3 schools in Aleppo. WFP works with two cooperating partner NGOs that purchases ingredients locally (including bread baked locally with fortified flour provided by WFP) and employs local women to prepare the meals. The fresh meals programme has so far reached five schools in Aleppo, with a total of 15,000 pupils.
213. WFP has also built the capacity of local food manufacturers to produce the date bars. Starting 2015, WFP began supporting local manufacturers to increase their capacity to produce date bars, to cover the programme's requirement through local procurement. In 2016, the transition towards locally produced fortified date bars was progressively scaled up, contributing to enhanced local capacity and improved food value chain. In 2016, WFP bought almost half of its fortified date bars through two local suppliers, reducing the lead time and ensuring consistency with local taste preference. This enabled WFP to establish a more reliable supply and contributed to the livelihoods of 241 people employed by the two suppliers, about 70 percent of whom are women. Starting 2017, WFP was able to locally source 100 percent of its date bar requirements for the school feeding programme.
  214. There have been important gaps between planned and actual beneficiaries due to the following reasons: In 2014, delayed approvals, funding constraints, delayed arrival of commodities and transportation bottlenecks; in 2015 and 2016, supply chain issues, and access issues were present; in 2016, in introducing the cash-based modality, delays in expanding the network for implementation were observed; and in 2017, access restrictions and clearances.
  215. The three models target primary school aged children, with the exception that the voucher programme reaches a wider age range of children in accelerated learning.
  216. Complementary activities for all models include the education cluster partners' interventions that include e.g. school materials and supplies, remedial classes, teacher training, and classroom rehabilitation. These are not consistently present in all the WFP-targeted schools. WFP also provides capacity strengthening particularly to MoE, local school administrators and teachers to contribute to effective implementation and sustainability.
  217. There is partial overlap between SF beneficiaries and beneficiaries of other types of food assistance from WFP, and complete overlap between those receiving vouchers under the SF programme and general food assistance.
  218. Expansion plans are in place for the three models for the duration of the ICSP, (2019-2020): WFP plans to deliver snacks to 1.1 million students, fresh meals to 50,000 students and vouchers to 100,000 pupils. The expansion is subject to the availability of resources, access and agreement with the MoE.
  219. A logical framework for SF has been in place since the onset of the programme (revised in 2017/18). Under the ICSP, the SF programme contributes to:
  220. Strategic Outcome 1: Food-insecure populations affected by the crisis, including host communities, internally displaced persons and returnees, in all governorates, have access to life-saving food to meet their basic food needs all year round.
  221. The outcome indicators for SF are: enrolment rate, attendance rate and retention rate in assistance schools.
  222. No baseline survey has so far been carried out.
  223. WFP's strategic partners for SF are the MoE and UNICEF. NGO partners are key in the implementation of the voucher and meal models.

- 224. The ESF programme in Syria has not yet been subject to an in-depth evaluation by WFP or other partners. This evaluation is an opportunity for the CO to review the three models in a context of a gradual shift from relief to interventions focused on resilience and recovery.
  - 225. The evaluation replaces a review of school feeding contained in the T-ICSP work plan. The findings are expected to complement the Syria Zero Hunger Review (which will be the basis for the development of the CSP), and eventually inform the SF strategy contained in the upcoming Syria CSP.
  - 226. Other evaluations of relevance for this exercise include:
  - 227. An Evaluation of WFP's Regional Response to the Syrian Crisis (2015-2017) taking place in 2018, commissioned by OEV.<sup>142</sup> This evaluation focused on the entirety of WFP's emergency response in the Syria+5 countries in, including strategic positioning and alignment with needs, factors driving WFP's strategic decision making, and the achievement of portfolio objectives. The evaluation did not focus on individual activities, reducing the risk of overlap.
  - 228. The previous WFP evaluation of the Regional Response to the Syrian Crisis (2011-2014)<sup>143</sup> commissioned by OEV also focused on the entirety of WFP's response. The evaluation touched upon school snacks in Syria but did not delve in-depth into the activity. The evaluation can, however, provide pertinent background information on the response.
  - 229. A Country Portfolio Evaluation (CPE) for the ICSP (2019-2020) planned to take place in 2020. This evaluation should establish a baseline for the Syria CPE.
  - 230. In addition, in the ICSP, the CO has included plans for assessments, such as updated food security assessments, and a protection analysis.
  - 231. Due to the complex context, this evaluation is expected to adopt operating principles similar to those outlined in the TOR of the Evaluation of WFP's Regional Response to the Syrian Crisis (2015-2017). The evaluation will have to remain flexible, maximise use of available evidence and build on information collected for this regional evaluation. Additional conceptual constraints are outlined in the section Data Availability.
  - 232. In this evaluation, issues of interest to the CO are:
    - The contribution of the programme to child well-being including but not limited to education access and role in return to school and continuation of schooling.
    - The effectiveness of targeting both schools with a regular curriculum and those implementing a catch-up programme (curriculum B).
    - Analysis of vouchers' impact on the household economy.
    - Obtaining findings that can help enhance the programme models of the newer modalities: fresh food vouchers and on-site meals with linkages to local economy revival and livelihood generation for disadvantaged groups.
3. More information about the programme can be found in the factsheet below.

<b>FACTSHEET: SYRIA</b>				
School year	Mid-September to Mid-May			
Type of transfer	<b>In-Kind: Snacks</b>	<b>Cash-based: Vouchers</b>	<b>In-Kind: Meals</b>	
Type of schools covered (pre/primary/secondary);	Primary; formal	Primary formal schools with accelerated "curriculum B" programme	Primary; formal	

<sup>142</sup> TOR available at: <https://www.wfp.org/content/evaluation-wfps-regional-response-syrian-crisis-2015-2017>  
<sup>143</sup> Drummond, et al. (2015), "An Evaluation of WFP's Regional Response to the Syrian Crisis, 2011-2014", available at: <https://www.wfp.org/content/evaluation-wfp%E2%80%99s-regional-response-syrian-crisis-terms-reference>

formal/non-formal)							
Beneficiary population type (refugee/IDP/host/etc.)	IDP/host community	IDP/host	IDP/host				
Age range	6-12 years	6 - years	6-12 years				
Targeting approach	All schools in specific sub-districts with low enrolment, high food insecurity, high number of IDPs	All children in UNICEF curriculum B programme in specific locations with CBT feasibility	Select schools in Aleppo				
Number of meals per day	1	-	1				
Daily ration content	- Date bars- 80g	Fresh food voucher, \$20/month (four food groups: meat, dairy, fruits, vegetables)	- Sandwich made from fortified bread and fresh fillings 120-240g - Fruit- 120g	-			
Local sourcing of food	Yes – date bars	N/A	Yes - all				
Feeding days	5 days/week, 141 days/year						
Complementary interventions in schools	UNICEF teaching and learning material, school supplies, training for teachers, remedial classes and classroom rehabilitation.						
Key partners	MoE, UNICEF, national NGO partners, UNESCO, ILO						
Key donors	Japan, ECHO, UK, France, KSA, private donors						
<b>INPUTS AND OUTPUTS: SNACKS</b>		<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019-2020</b>
		EMOP 200339			PRRO 200988	T-ICSP	ICSP
	Planned beneficiaries	Total: 350,000 F: 171,500 M: 178,500	Total: 500,000 F: 245,000 M: 255,000	Total: 500,000 F: 245,000 M: 255,000	Total: 800,000 F: 408,000 M: 392,000	Total: 1,000,000 F: 510,000 M: 490,000	Total: 1,100,000 F: 539,000 M: 561,000
	Actual beneficiaries	Total: 90,055 F: 44,126 M: 45,928	Total: 315,651 F: 154,669 M: 160,982	Total: 485,450 F: 237,871	Total: 660,611 M: 336,912 F: 323,699	Total: 625,000* M: 318,750	

				M: 247,579		F: 306,250	
	Planned schools	350	650	920	1,629	1,800	2,200
	Actual schools	285	483	883	1,591	1,050	
	Governorates	Tartous, Aleppo, Al-Hasakeh, Rural Damascus	Homs, Rural Damascus, Aleppo, Tartous, Hama, Hasakeh, Damascus	Aleppo, Tartous, Hama, Homs, Al-Hasakeh, Damascus, Rural Damascus, Dar'a, Quneitra, Lattakia, Deir Ezzor	Dara'a, R. Damascus, Tartous, Latakia, Homs, Hama, Aleppo, As Sweida, Quneitra, Damascus	Aleppo, Ar-Raqqah, As-Sweida, Damascus, Dar'a, Deir Ezzor, Hama, Homs, Lattakia, Quneitra, Rural Damascus, Tartous	Aleppo, Ar-Raqqah, As-Sweida, Damascus, Dar'a, Deir Ezzor, Hama, Homs, Lattakia, Quneitra, Rural Damascus, Tartous
<b>INPUTS AND OUTPUTS: VOUCHERS</b>		<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019-2020</b>
	Planned beneficiaries	0	0	50,000	50,000	50,000	100,000
	Actual beneficiaries	0	0	376	1,534	2,500*	
	Planned schools	0	0	15	74	TBD	TBD
	Actual schools	0	0	15	74	TBD	TBD
	Governorates	-	-	Homs, Latakia	Homs, Latakia	Aleppo, Al-Hassakeh, As-Sweida, Damascus, Hama, Homs, Lattakia, a,	Aleppo, Al-Hassakeh, Damascus, Hama, Homs, Lattakia, Rural Damascus, Tartous

						Quneitra, Rural Damascus, Tartous	
<b>INPUTS AND OUTPUTS: FRESH MEALS</b>		<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019-2020</b>
	Planned beneficiaries	0	0	0	N/A	10,000	50,000
	Actual beneficiaries	0	0	0	10,210	15,000*	
	Planned schools	0	0	0	3	5	
	Actual schools	0	0	0	3	5	
	Governorates	-	-	Aleppo	Aleppo	Aleppo	Aleppo
<b>DETAILS: OPERATION</b>							
	<b>EMOP 200339</b>	<b>PRRO 200988</b>		<b>T-ICSP</b>		<b>ICSP</b>	
Name of operation	Emergency Food Assistance to People Affected by Unrest in Syria	Food, Nutrition and Livelihood Assistance to the People Affected by the Crisis in the Syrian Arab Republic		Syrian Arab Republic Transitional Interim Country Strategic Plan		Syrian Arab Republic Interim Country Strategic Plan	
Start date	1 October 2011	1 January 2017		1 January 2018		1 January 2019	
End date	31 December 2016	31 December 2017		31 December 2018		31 December 2020	
Revisions	02/2016, 12/2015, 01/2015 (introduced ESF), 10/2014, 01/2014, 08/2013, 02/2013, 01/2013, 10/2012, 08/2012, 06/2012, 05/2012, 03/2012, 01/2012	08/2017, 05/2017, 02/2017		None		None	
Total Budget US\$ (as per final revision)	2,842,072,220	1,678,245,360		795,882,366		1,386,306,865	
Total beneficiaries (planned)	4,500,000	5,740,000		4 877 500		5,055,000	
ESF share of total beneficiaries (planned)	11 percent	14 percent		22 percent		25 percent	

\* Pending final reconciliations.

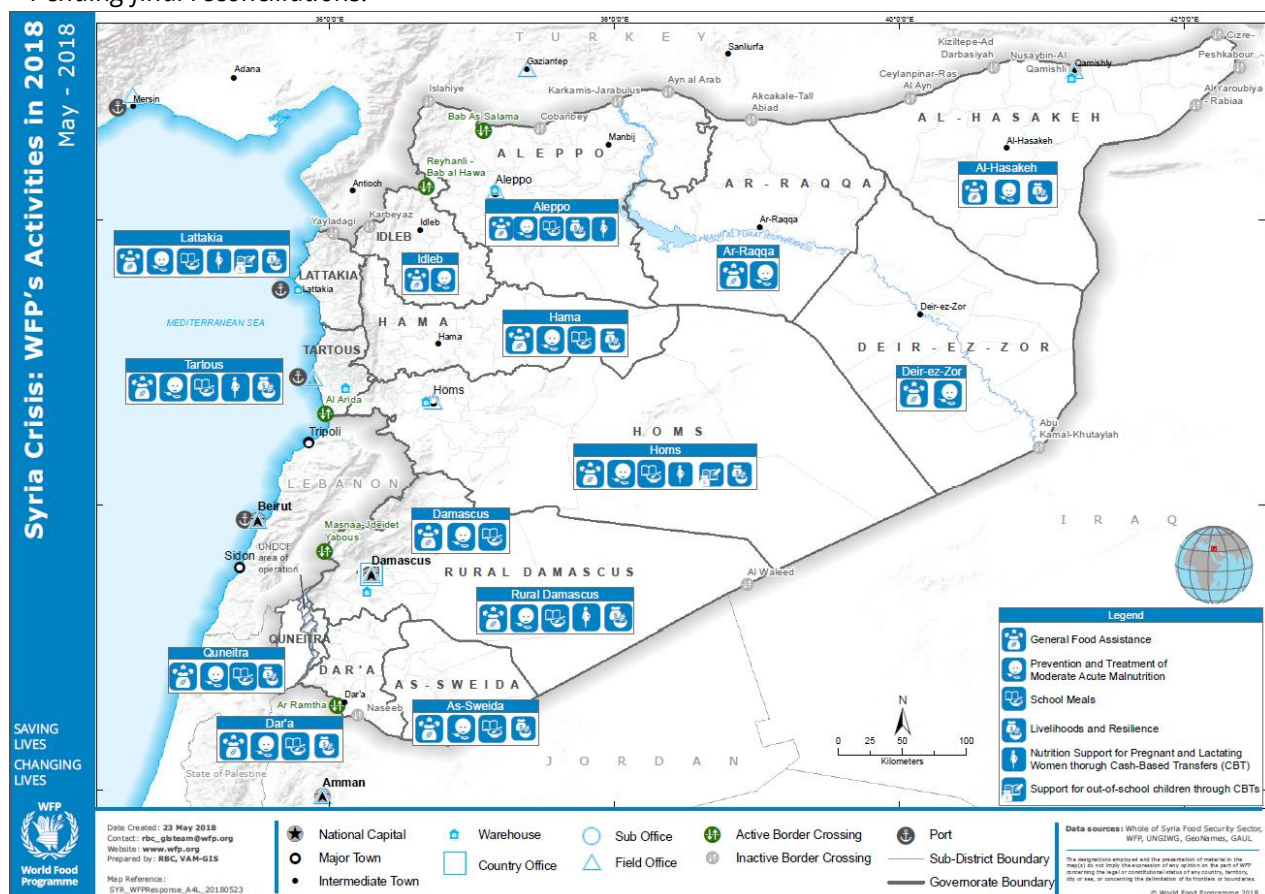


Figure 4 Syria: Map of Operations Including School feeding, 2018

## 8. Annex 4 Evaluation Schedule

Phases, Deliverables and Timeline (subject to confirmation)	Key Dates
<b>Phase 1 - Preparation</b>	<b>Oct 2018 – Jan 2019</b>
Draft of TOR and quality assurance (QA) using TOR QC	Oct- Nov-Dec 2018
Sharing of draft TOR with outsourced quality support service (DE QS)	By 14 Dec 2018
Review draft TOR based on QA	By 22 Jan 2019
Submits the final TOR to the ERG	By 22 Jan 2019
Submits the final TOR to the evaluation committee for approval	By 11 Jan 2019
<b>Sharing final TOR with key stakeholders</b>	14 Jan 2019
<b>Selection and recruitment of evaluation team</b>	12 Feb 2019
<b>Phase 2 - Inception</b>	<b>Feb – Mar 2019</b>
Desk review of key documents, literature and secondary data	13-18 Feb 2019
Orientation for evaluation team in Rome	19-21 Feb 2019
Inception mission for Syria	25 Feb 2019
Inception mission for Niger	25 Feb 2019
Organize remote inception meetings for Lebanon and DRC as applicable	25 Feb 2019
Submission of draft inception report (IR) to EM	15 March 2019

Sharing of draft IR with outsourced quality support service (DE QS) and quality assurance of draft IR by EM using the QC	15 March 2019
Revise draft IR based on feedback received by DE QS and EM	20-25 March 2019
Submission of revised IR based on DE QS and EM QA	25 March 2019
Circulate draft IR for review and comments to ERG, RB and other stakeholders	25 March 2019
Consolidate comments	27 Mar 2019
Revise draft IR based on stakeholder comments received	7 Apr 2019
Submission of final revised IR	10 Apr 2019
Submits the final IR to the internal evaluation committee for approval	10 Apr 2019
<b>Sharing of final inception report with key stakeholders for information</b>	<b>10 Apr 2019</b>
<b>Phase 3 – Data collection – All four countries (Scenario A)</b>	<b>Apr-May 2019</b>
Briefing evaluation team at CO	15 Apr 2019
Presentation of preliminary findings at CO	3 May 2019
<b>Data collection</b>	<b>15 Apr – 3 May 2019</b>
<b>In-country Debriefing (s)</b>	<b>3 May 2019</b>
<b>Phase 4 – Data Analysis and Reporting – All four countries (Scenario A)</b>	<b>May-Sept 2019</b>
Draft evaluation report	29 May – 19 Jun 2019
Learning workshop in Rome	24 -27 Jun 2019
Sharing of draft ER with outsourced quality support service (DE QS) and quality assurance of draft ER by EM using the QC	12 Jul 2019
Revise draft ER based on feedback received by DE QS and EM	22 – 25 Jul 2019
Submission of revised ER based on DE QS and EM QA	25 Jul 2019
Circulate draft ER for review and comments to ERG, RB and other stakeholders	25 Jul 2019
Consolidate comments	19 Aug 2019
Revise draft ER based on stakeholder comments received	20 – 23 Aug 2019
Submission of final revised ER	28 Aug 2019
Submission of evaluation brief	28 Aug 2019
Submits the final ER to the internal evaluation committee for approval	29 Aug 2019
<b>Sharing of final evaluation reports with key stakeholders for information</b>	<b>2 Sept 2019</b>
<b>Phase 3 – Data collection – All four countries (Scenario B)</b>	<b>Oct 2019</b>
Briefing evaluation team at CO	25 Oct 2019
Presentation of preliminary findings at CO	20 Nov 2019
<b>Data collection</b>	<b>25 Oct –10 Nov 2019</b>
<b>In-country Debriefing (s)</b>	<b>11 Nov 2019</b>
<b>Phase 4 – Data Analysis and Reporting – All four countries (Scenario B)</b>	<b>Nov 2019 – Feb 2020</b>
Draft evaluation report	21 Nov – 12 Dec 2019
Sharing of draft ER with outsourced quality support service (DE QS) and quality assurance of draft ER by EM using the QC	16 Dec 2019
Revise draft ER based on feedback received by DE QS and EM	25-28 Dec 2019

Submission of revised ER based on DE QS and EM QA	28 Dec 2019
Circulate draft ER for review and comments to ERG, RB and other stakeholders	28 Dec 2019 – 30 Jan 2020
Consolidate comments	30 Jan 2020
Revise draft ER based on stakeholder comments received	Feb 2020
Submission of final revised ER	Feb 2020
Submission of evaluation brief	Feb 2020
Submits the final ER to the internal evaluation committee for approval	Feb 2020
<b>Sharing of final evaluation reports with key stakeholders for information</b>	<b>Feb 2020</b>
<b>Synthesis phase</b>	<b>Mar 2020</b>
Draft synthesis report	Mar 2020
Hold synthesis workshop	Mar 2020
Circulate draft SR for review and comments to ERG, RB and other stakeholders	Mar 2020
Submission of final revised SR	Mar 2020
Submits the final SR to the internal Evaluation Committee for approval	Mar 2020
<b>Sharing of final synthesis report with key stakeholders for information</b>	<b>Mar 2020</b>
<b>Phase 5 Dissemination and follow-up</b>	<b>Q1-2 2020</b>
Prepare management response	Q2 2020
<b>Share final evaluation reports and management response with OEV for publication</b>	<b>Q2 2020</b>

## 9. Annex 5 WFP's Theory of Change for School Feeding



ANNEX 1 - FIRST TYPE OF RESULTS: CHILD OUTCOME AND THEORY OF CHANGE FOR SCHOOL FEEDING

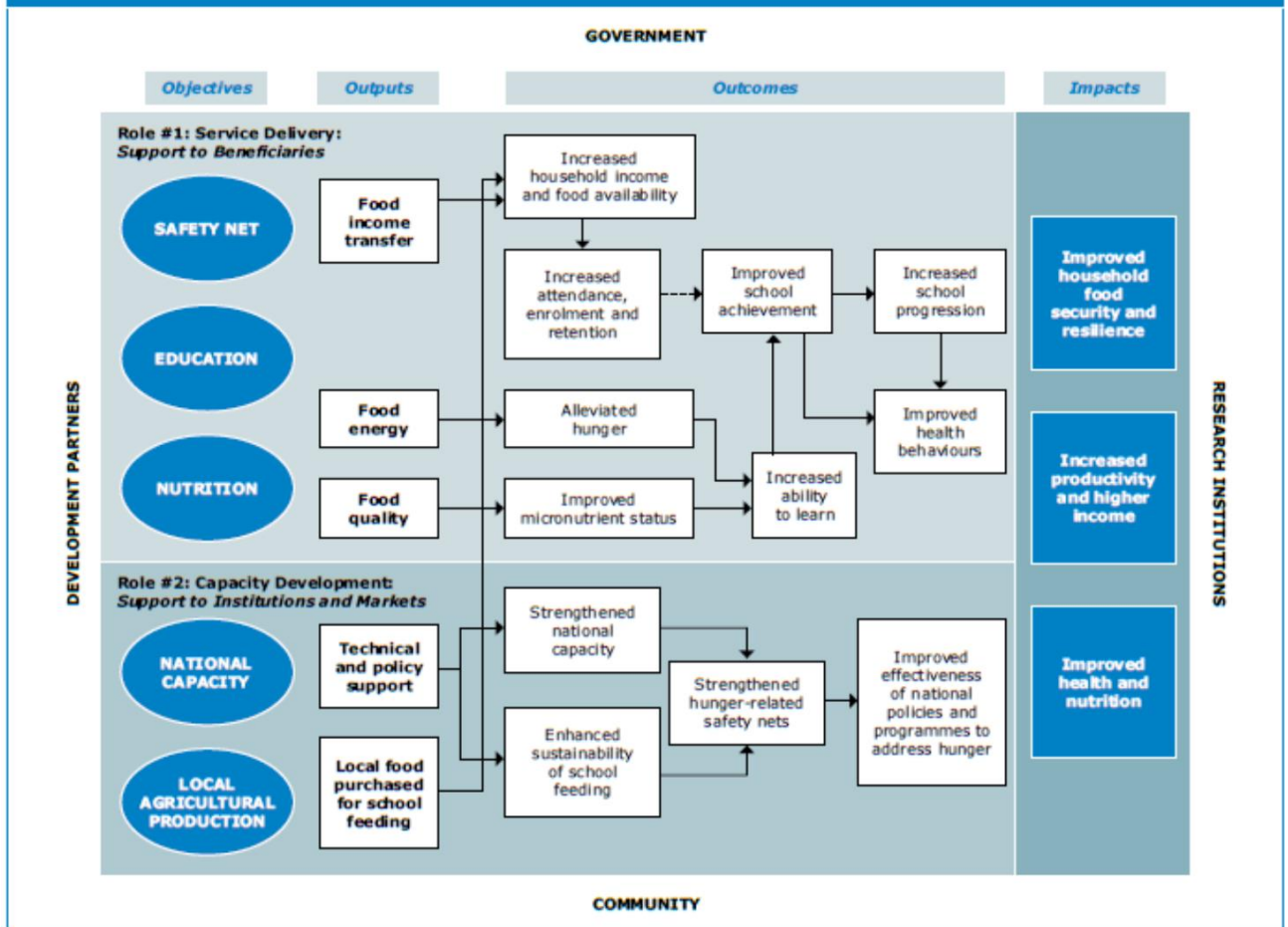


Figure 5 WFP 2013 School Feeding Policy: Theory of Change for School Feeding

## **10. Annex 6 Membership of the Evaluation Committee and Reference Group**

### **Membership of the Evaluation Committee**

Carmen Burbano, Director, School Feeding Service (chair of EC)  
Emilie Sidaner, Programme Policy Officer, School Feeding Service  
Edward Lloyd-Evans, Research and Policy, School Feeding Service  
Luca Molinas, Regional Evaluation Officer, RBC  
Maria Tsvetkova, Regional School Feeding Officer, RBC  
Abdi Farah, Regional School Feeding Officer, RBD  
Filippo Pompili, Regional Evaluation Officer, RBD  
Grace Igweta, Regional Evaluation Officer, RBJ  
Soha Moussa, Programme Policy Officer, Lebanon, RBC  
Dorte Jessen, Monitoring and Evaluation Officer, Syria, RBC  
Mona Shaikh, Programme Policy Officer, Syria, RBC  
Fatema Fouda, Evaluation Manager (secretary to ERG)

### **Membership of the Evaluation Reference Group**

#### World Food Programme:

- Kathryn Ogden, Programme Officer, Nutrition Division
- Geraldine Lecuziat, Nutrition Officer, Nutrition Division
- Jacqueline Paul, Senior Gender Adviser, Gender Office
- Francesca Decegile, Programme Policy Officer, Emergencies and Transitions Unit
- Rachel Goldwyn, Programme Policy Officer, Emergencies and Transitions Unit
- Koffi Akakbo, Senior Programme Policy Officer, Niger, RBD
- Kountcheboubacar Idrissa, Programme Policy Officer, Niger, RBD
- TrixieBelle Nicolle, Programme Policy Officer, RBJ
- Taban Lokonga, Programme Policy Officer, DRC, RBJ
- Fidele Nzabandora, Programme Policy Officer, DRC, RBJ
- Sophia Dunn, Evaluation Officer, Office of Evaluation
- Representatives from WFP VAM and Monitoring units
- Representatives of the four WFP Country Offices

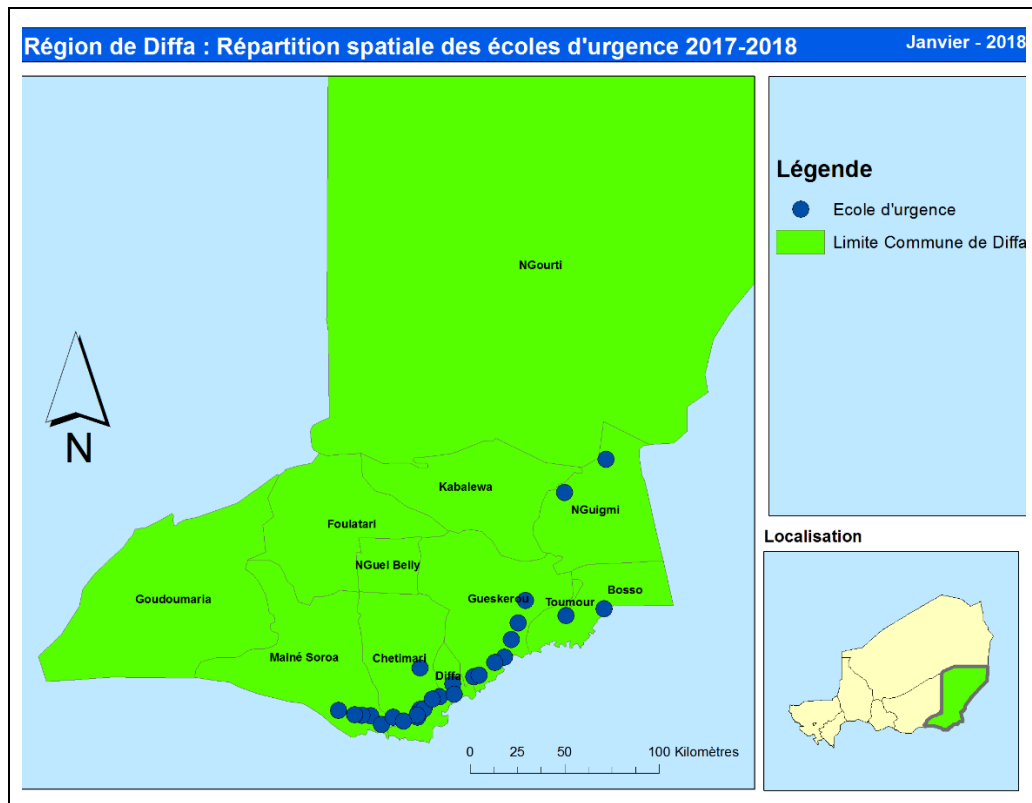
#### Partners:

- Arlene Mitchell, Executive Director, Global Child Nutrition Foundation
- Elizabeth Kristjansson, Professor, Centre for Research on Educational and Community Services and The School of Psychology, University of Ottawa
- Maria Agnese Giordano, Global Education Cluster Coordinator, UNICEF
- Ragen Lane Halley, Senior Programme Officer, International Humanitarian Assistance, Global Affairs Canada/Government of Canada
- Representative from UNESCO
- Randi Gramshaug, Senior Advisor, Education Section, Norad/Norway
- Zeinab Adam, Senior Advisor on Coordination, Development and Strategic Planning, Education Cannot Wait (ECW) | A Fund for Education in Emergencies
- Suyoun Jang, Researcher, Stockholm International Peace Research Institute

## **11. Annex 7 Acronyms**

AAP: Accountability to Affected Populations  
CO: Country Office  
CBT: Cash-Based Transfer  
CERF: Central Emergency Response Fund  
CPE: Country Portfolio Evaluation  
CSP: Country Strategic Plan  
DEQAS: Decentralized Evaluation Quality Assurance System  
DRC: Democratic Republic of Congo  
EC: Evaluation Committee  
EM: Evaluation Manager  
EMOP: Emergency Operation  
ERG: Evaluation Reference Group  
ESF: Emergency School Feeding  
DHS: Demographic and Health Surveys  
GDI: Gender Development Index  
GDP: Gross Domestic Product  
GNI: Gross Domestic Income  
HQ: Headquarters  
HDI: Human Development Index  
HNO: Humanitarian Needs Overview  
HRP: Humanitarian Response Plan  
IDP: Internally Displaced People  
ICSP: Interim Country Strategic Plan  
IPC: Integrated Food Security Phase Classification  
mVAM: mobile Vulnerability Analysis and Mapping  
MICS: Multiple Indicator Cluster Survey (MICS)  
NGO: Non-Governmental Organisation  
OEV: Office of Evaluation  
PRRO: Protracted Relief and Recovery Operation  
QS: Quality Service  
RB: Regional Bureau  
SF: School Feeding  
THR: Take-home rations  
T-ICSP: Transitional Interim Country Strategic Plan  
TOR: Terms of Reference  
UNCT: UN Country Team  
UNHCR: United Nations High Commissioner for Refugees  
UNHCT: United Nations Humanitarian Country Team  
UNICEF: United Nations Children's Fund  
UNEG: United Nations Executive Group  
VAM: Vulnerability Analysis and Mapping  
WFP: World Food Programme

## Annex 2: Map of location of emergency schools in Diffa



## ANNEX 2. METHODOLOGY FOR THE GLOBAL LITERATURE REVIEW AND PRIMARY DATA COLLECTION

35. This annex outlines the global data collection activities carried out for the synthesis report. The data collection activities in the four countries are described in the country reports.

### *Global literature review*

36. The literature review was focused on the following key research question (which informed SQs 3 to 5 of this synthesis report): *"What are the mechanisms and the associated positive and negative effects that are likely to materialize when SF-E is provided in different types of emergency, post-conflict and humanitarian settings in support of improved food and nutrition security, or access to education, child protection, social cohesion or peacebuilding?"*

37. The review was carried out in two stages. The first stage specifically identified studies on the effects of SF in emergency settings. Since only few such studies were found, the review was extended in a second stage to literature on education in emergencies more broadly, which also considered studies on certain knock-on effects of SF-E through more regular attendance and retention in school (e.g., on mitigation of conflict).

38. In both stages, the inclusion/exclusion criteria for the studies covered several dimensions: sectors and associated objectives, type of emergency context, study type, study quality (rated using a standardized quality framework), outcome areas, document language, and time period. The retrieval mechanism included both academic literature search and grey literature capture.

### *Online survey with WFP Country Offices and Regional Bureaus*

39. The objective of the global web-based survey was to collect data on WFP-internal operational and programmatic challenges and lessons learned in relation to their SF-E portfolios, as well as to strengthen the external validity of some of the findings from the four country reports.

40. The survey was administered to WFP staff in COs (18 responses received) and RBs (1 response received) whose operating framework comprised school feeding activities for population groups affected by crises/emergencies. Respondents included School Feeding Coordinators (37%), Programme Policy Officers (32%), and Head(s) of Programme with SF-E in their portfolios (31%). Multiple respondents per country were allowed. The survey sample covered 17 countries: Afghanistan, Bangladesh, Burkina Faso, Cameroon, Central African Republic, Chad, Colombia, Ethiopia, Iraq, Madagascar, Myanmar, Nicaragua, Niger, Pakistan, Philippines, Somalia, and South Sudan.

41. The online questionnaire consisted of both closed and open questions and was structured around five main thematical sections (providing evidence for SQs 1, 2 and 6 of this synthesis report).

- Difference between SF and SF-E
- Targeting of SF-E
- Synergies of SF-E with WFP portfolio
- Coordination and partnerships
- Nexus, connectedness and sustainability.

### *Key informant interviews with external global partners of WFP*

42. Together with the SBP Unit, the evaluation team identified contacts at WFP partner organisations with deep insight into emergency responses and WFP's work, who would help the team to put the findings from the country reports into a wider context and take into account the perspective of external stakeholders. 14 persons from 11 WFP partner organisations were interviewed – see Annex 3 below for the full list. The interviews covered mainly strategic aspects related to SQs 1, 2 and 6.

### ANNEX 3. GLOBAL THEORY OF CHANGE FOR SCHOOL FEEDING IN EMERGENCIES

43. The global theory of change (ToC) for school feeding in emergencies – depicted in Figure 1 below – was derived from the four country reports of the evaluation series (DRC, Lebanon, Niger, Syria), as well as the global-level literature review, key-informant interviews among key WFP partners, and the e-survey among WFP COs/RBs.

#### *Overview of main structural elements of the SF-E ToC*

44. The ToC distinguishes **four areas for action for WFP:**

- The **global and regional level** where education partners put in place the foundations for cooperation at country-level on delivering school-based services.
- The **national level**, where partners utilize frameworks, strategies, programmes and resources identified and developed at global and regional level to operationalize these agreements in cooperation and consultation with national governments, developing concrete structures for cooperation and coordination (using, where possible, standard, pre-existing mechanisms for the coordination of humanitarian and emergency response).
- The **local level**, where WFP and partners work with local authorities to set-up service delivery, monitoring and supervision of SF-E activities.
- The **school / individual / household level** where school feeding services are provided to children and families; and where effects on households and families materialize.

45. The **core-mechanism of SF-E** (and SF in non-emergency contexts) is the provision of food to schools; and the support of schools in preparing and serving that food to students. This core mechanism provides food energy, food quality and (to a certain extent) an income transfer to children and families.

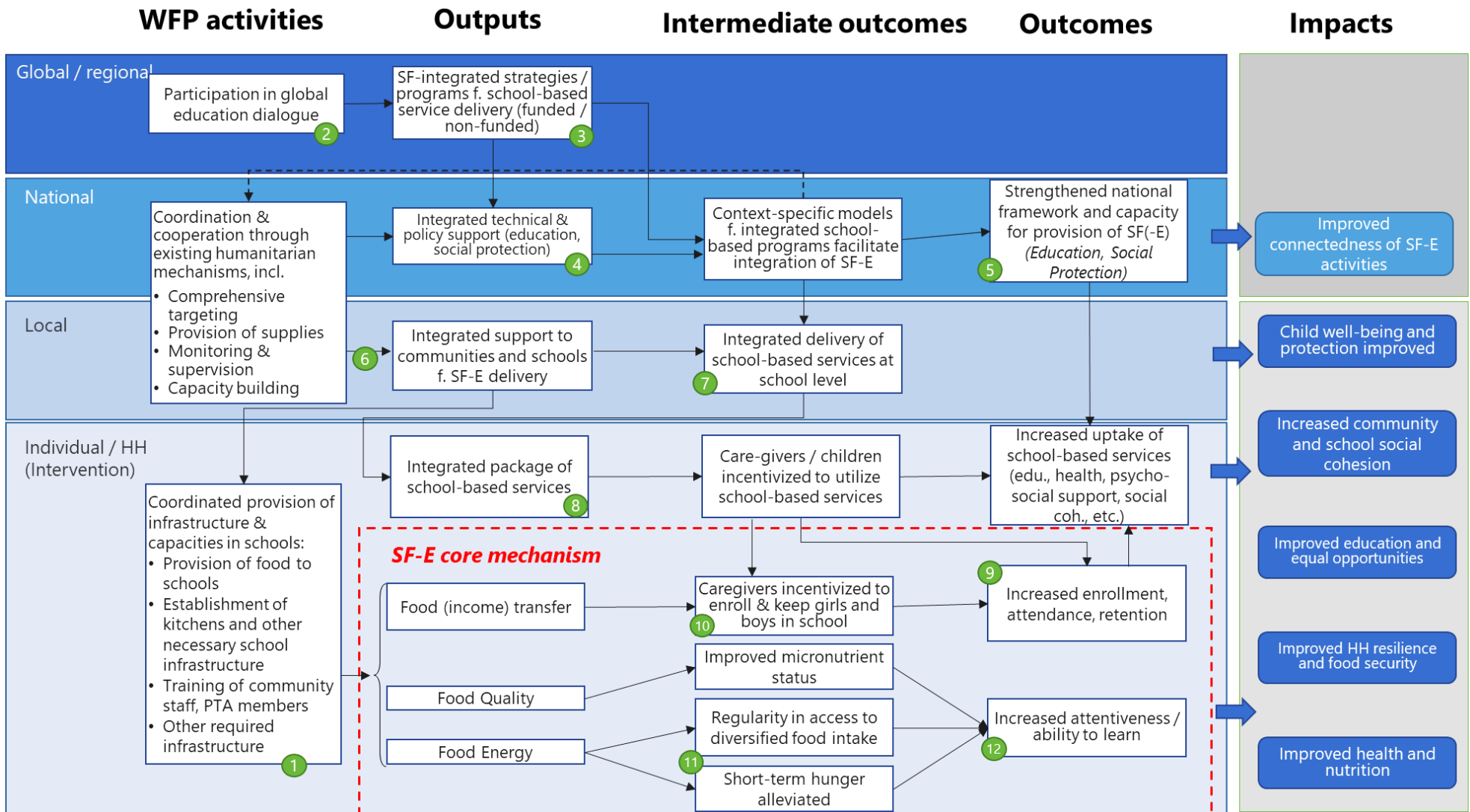
- **Food quality and food energy** address food and nutritional deficiencies in children and help to increase their attentiveness and ability to learn.
- The **income transfer through food**, together with a degree of “peace of mind” that some parents experience when food is provided to their children also helps to increase the incentive of parents and students enrol in school, attend school, and stay in school.

46. Other (or less) than in non-crisis situations, however, WFP cannot assume or rely on the presence of other “complementary” services that help school-meals to unfold their full catalytic effect. This makes it more central for WFP in emergency and crisis situations than in non-emergency situations to plan for and ensure the availability of such complementary services by **working to set up concrete and joint strategies and programmes** for the funding and implementation of integrated school-based emergency responses.

- Setting up these opportunities already starts at **global and regional levels**. Here, WFP, partners in education in emergencies and others can jointly develop concrete, context-specific strategies and global and regional programmes for integrated, school-based delivery of services in emergencies or crises. WFP’s role in this context is to contribute to the development of concrete solutions for current barriers and obstacles to integrating SF into such packages. Advocating for the importance of SF-E as part of an emergency response is of secondary importance. Most partners understand and endorse the importance of providing food to school children in emergencies.
- These global frameworks then facilitate the work of COs and their partners **at national level**, providing funding sources, coordination frameworks and models for operational cooperation for targeting, supervision and monitoring and capacity building.

- This sets the stage for **cooperation at local and school levels**, ensuring that the SF-E core mechanism is combined with additional, complementary services (in education, health, psycho-social support, etc.)

Figure 1: Global Theory of Change for School Feeding in Emergencies





### ***Main assumptions***

The ToC for SF-E rests on the **following key assumptions** (also identified in the diagram itself – see Figure 1):

- 1) Physical access to schools is consistently possible throughout the year.
- 2) Global education partners create and allow for opportunities for WFP to participate in dialogue.
- 3) Sufficient funding is made available to finance global strategies and programmes.
- 4) Interest and capacity of Government partners to absorb and utilize technical and policy support.
- 5) Uptake of models, resources by national Government; capacity to utilize resources.
- 6) Effective internal coordination by WFP partners (and WFP); and effective inter-organizational coordination.
- 7) Effective coordination with educational authorities at national and local levels.
- 8) Access to schools is possible for all WFP partners (including government, if some services are provided by government partners).
- 9) Barriers to education / access to schools were appropriately analysed and addressed by joint package.
- 10) Access to schools is neither hindered by non-financial barriers nor by large financial barriers that outweigh the (comparatively small) financial incentive provided by SF-E.
- 11) Food is / can be consumed regularly by children.
- 12) Beneficial effect of food on attentiveness is not counteracted by other, detrimental effects (stress, social discord, etc.)

## ANNEX 4. PROGRAMME DETAILS OF SF-E ACTIVITIES

**Table 1: Programme details of SF-E activities in DRC, Lebanon, Niger and Syria covered by the evaluation**

Attributes of SF-E activities	Country			
	DRC	Lebanon	Niger	Syria
Operations and CSPs with SF-E activities	PRRO 200540 (2014-2015) PRRO 200832 (2016-2017) I-CSP (2018-2020)	EMOP 200433 (2012-2016) PRRO 200987 (2016-2017) CSP (2018-2021)	EMOP 200777 (2015-2018) T-ICSP (2019)	EMOP 200339 (2011-2016) PRRO 200998 (2017-2018) T-ICSP (2018) CSP (2019-2020)
Modalities offered	On-site meal	On-site snack	On-site meal	On-site snack On-site meal CBT (food vouchers)
Start year of SF-E in the country	2001	2016 <sup>a</sup>	2015 (Diffa)	2014 <sup>a</sup>
Regions targeted	North Kivu province	Country-wide	Diffa region	Country-wide
Total no. of direct beneficiaries of SF-E (school children) reached	n/a for 2015/16 41,000 in 2018/19	16,610 in 2016/17 34,530 in 2019/20	7,714 in 2015/16 23,382 in 2018/19	315,651 in 2015/16 <sup>b</sup> 782,000 in 2019/20
No. of schools reached	n/a for 2015/16 73 in 2018/19	13 in 2016/17 59 in 2019/20	69 in 2015/16 67 in 2018/19	483 in 2015/16 <sup>b</sup> 2,800 in 2019/20
Key strategic partners	Ministry of Education FAO, UNICEF	Ministry of Education UNICEF, UNHCR	Ministry of Education Various UN Agencies	Ministry of Education UNICEF, UNESCO, ILO
<p>EMOP = Emergency Operation PRRO = Protracted Relief and Recovery Operation (T/I)-CSP = (Transitional/Interim) Country Strategic Plan            Note: The information in the table only refers to SF-E activities covered by the evaluation.  <sup>a</sup> Year when SF-E was integrated in existing EMOPs.  <sup>b</sup> Only snack modality.</p>				

## ANNEX 5. ADDITIONAL COUNTRY-LEVEL EVIDENCE RELATED TO KEY DIMENSIONS OF THE ANALYSIS

This annex presents additional information on the evidence gathered in the evaluation series on the following key dimensions of the analysis: i) Appropriateness of SF-E targeting (mostly related to SQ1); ii) Modalities and Approaches (mostly related to SQ1); iii) Coherence with other humanitarian actors and Government (mostly related to SQ2); and iv) Integration into broader social protection policies (mostly related to SQ6).

### *Appropriateness of SF-E targeting*

In all four countries studied, limited funding available for SF-E and difficulties to obtain access to some schools led COs to support only subsets of schools in the targeted geographic areas. This led, in **Niger** and **DRC**, to ease of access and security being determinants of school selection more important than actual food insecurity. In Niger a large number of schools in need did not receive SF-E, in part due to funding limits, but also due to WFP's policy to target only formal Government primary education even though children who went to other types of schools/basic education were in the same age groups and faced identical food security, nutrition and educational needs. This is a classic exclusion error. Yet, an equally classic inclusion error was observed in DRC, where it proved impractical to exclude students who were not part of the primary target group – older grade-repeaters and vocational education students, for example.

Such implementation-level problems are almost impossible to eliminate entirely in emergency situations. Yet, more significant, strategic-level targeting failures were identified in **DRC**. In the context of declining resources and the decision to limit activities to Bwisha province, WFP's geographic targeting did not map SF-E activities into areas and communities that were most vulnerable in terms of food security, access to education, or recent internal displacements. Decisions were informed less by need than by accessibility from Goma, security, and favourable conditions in local subsistence agriculture (for self-provisioning). The targeted schools and the targeted area overall were comparatively more stable and less food insecure than many others in the province. Most IDPs in the targeted area have been there for more than six years, while more recent displacements, likely to give rise to more urgent needs, have occurred outside Bwisha.

Targeting was more successful in **Syria**, where WFP applied a range of analytical tools to map food security and nutrition patterns and deficits across the country. As areas became newly accessible and secure, WFP gradually expanded its geographical coverage, with the number of targeted schools and planned beneficiaries increasing each year. In **Lebanon**, to address the increasing poverty among Lebanese communities and, in particular, tensions in Syrian refugee-hosting communities, the exclusive targeting of refugees for international assistance was replaced by the more equitable targeting of both vulnerable refugee and host community populations. Targeted schools were located in the most vulnerable governorates, but it was not always clear that the selection of targets reflected a solid analysis at sub-governorate scale of where the most vulnerable communities were located.

Some targeting weaknesses had to do with underestimating beneficiary population heterogeneity; the one-size-fits-all fallacy. Data deficiencies were evident everywhere, and WFP is to be complimented by dealing with these as best they could. Also acknowledged is the impossibility of micro-managing SF-E at the community or school level. Yet, country studies found that many children from IDP, returnee, and refugee households in the **DRC**, **Niger**, and **Lebanon**, for example, experienced differing degrees of social marginalization that made it harder to benefit

from SF-E services and schooling. Girls in DRC and Syria remained more likely than boys to be denied access to schooling because of economic constraints and cultural factors.

Situation analyses and targeting for SF-E were generally carried out by WFP alone, and not in partnership with organizations with expertise and resources to examine the social or economic barriers to education. While the assessments were appropriate (subject to reservations expressed above) for directing resources to populations who needed food-related and nutritional support, they were not detailed enough to allow COs to examine social and economic barriers to school access and education specific to girls or boys, to children from IDP or, or to returnee households or other groups. They also did not examine the root causes and prevalence of other phenomena that WFP hoped SF-E could help to address, such as child labour, child marriage or recruitment into armed groups. This represented an opportunity missed for WFP to find a more prominent place at the table of national and global-level policy dialogue.

#### *Modalities and approaches*

The four evaluations provide evidence of WFP's expertise in designing and implementing appropriate actions. In **Syria**, three modalities – in-kind date bar distribution, cash-based transfers for UNICEF's Curriculum B programme students, and fresh meals – were designed to respond to a specific objective; in addition to which, the mix of modalities evolved with the evolving security context. SF-E implementation started in 2014 with the distribution of fortified date bars in 2014, operationally and logistically easy to implement quickly at a large scale, especially in newly accessible areas. This was expanded to include a cash-based transfer (CBT) modality, paper vouchers in 2016 and e-vouchers in 2017, in order to complement UNICEF's Curriculum B programme by incentivizing caregivers to enrol their out-of-school children and to ensure their attendance at least 80 percent of the time. The fresh meals modality, designed as a pilot modality to gain experience and lessons on how to better attract students to schools in an urban setting while generating employment for disadvantaged women, such as widows, women head of households, IDPs, and returnees, provided a sandwich and a fruit every day for primary school students in Aleppo. WFP's choice of implementing partner for each modality was appropriate -- date bar distribution directly through the schools, increasing ownership and opportunities for nutrition training; the CBT modality and fresh meals through CPs because schools lacked both the capacity to produce, on a daily basis, fresh meals which met WFP's standards in terms of food safety and quality and to supervise the food retailers where students used their e-vouchers. In **Lebanon**, while the retention rate, one of the main outcome indicators, has been high since the start of the programme in the SF intervention schools, the evaluation revealed no particular lessons related to modalities adopted.

In the **DRC** and **Niger**, cooked school meals provided a strong incentive for children to attend school, but various difficulties emerged. Storing and preparing the food was logistically demanding and required significant inputs from families. WFP provided materials and training so that schools could store food appropriately and could organize school kitchens. However, the shortfall of kitchen utensils, pots and pans and the difficulty of poorer households to make required contributions to the daily meals presented a consistent challenge. Operational requirements for preparing a cooked meal presented challenges for at least some of the targeted schools (lack of pots, frying pans, plates, utensils, etc.). At a more strategic level, in DRC, as described below under targeting, local procurement, while an appropriate and functional criterion, contributed to WFP concentrating on school feeding in Bwisha to the exclusion of less stable regions. All the same, there were significant disruptions (e.g., a teacher strike at the beginning of the 2019-20 school year) in the delivery of meals. In **Niger**, the Diffa programme represented in principle a

continuation of two intervention models that had been in place prior to the crisis -- two hot meals a day for children in displaced schools, and three meals a day for children whose parents are absent – but most schools did not, in practice, make a distinction between the two types of SF-E. Rather, the two modalities morphed into a single modality of providing two meals a day, five days a week, due to logistical issues of meal preparation and security issues (the need to close well before dinner time in order for staff to return to Diffa city). In addition, in at least some schools, directors took the decision to provide children with a take-home ration *in lieu of* breakfast in order to target only students actually present on a given day and reduce the food preparation burden on the school, but at risk that the targeted children would not be the ultimate consumers of the ration provided.

The use of CBTs offered WFP the opportunity to expand its role beyond food provision. Yet, as the evaluations in **DRC**, **Syria** and **Lebanon** found, CBTs must be large enough to overcome opportunity costs in terms of lost household labour (both boys and girls) and gender discrimination (girls).

#### *External Coherence*<sup>144</sup>

In **DRC**, WFP documents at programme level foresaw partnerships with UNICEF, other UN agencies and NGO partners. However, with some exceptions, these commitments were not translated into concrete activities in project documents, leaving school feeding to function more or less as a stand-alone activity. The umbrella joint CAAFAG project foresaw the provision of a broad range of activities, but in terms of number of children benefiting, school feeding dominated the project. For most children, the daily meal would have been essentially a stand-alone intervention. The project document did not describe the intended conceptual linkages between school feeding and the other project components.

In **Niger**, coordination of SF with other humanitarian efforts took place within the Education Cluster, which met regularly. However, complementarity was challenging in practice. Shortfalls in funding meant that WFP could not cover schools where other partners were implementing activities. The evaluation revealed some tensions. Some partners faulted WFP for the quality of its participation in joint planning and work. On the other hand, some these partners themselves, constrained by funding shortfalls, were not in a strong position to criticise. Perhaps more consequential was the feeling of partners that WFP should have been more proactive in advocating and leading on SF. Complementarity between WFP and Government was variable. There was, within Government, insufficient coordination and weak linkages between Diffa and the national Education Cluster. SF-E design in Niger was based on an assumption of complementarity between WFPs in-kind/food contribution and a Government contribution in funds for schools for SF. Yet, in practice, the Government contribution fell short of needs and was been unpredictable, with significant negative effects. At the same time, in the DRC and Niger, COs did not make enough use of existing national coordination mechanisms for joint planning.

Complementarity in both **Lebanon** and **Syria** was better. Programme documents in Lebanon made references to working in partnership with other agencies active in the education sector, such as UNICEF. Complementarity with other humanitarian actors was coordinated through the education sector working group. School feeding was also complemented with other services such as nutrition education and child health services under the government's school health policy. In Syria, due to coordination at the regional level, WFP's SF-E portfolio's design and implementation

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<sup>144</sup> Coherence with other humanitarian actors and Government.

in Syria took into consideration other interventions by UN agencies. It complemented UNICEF's Curriculum B programme, which supported the Ministry of Education's (MoE) efforts to reach out-of-school children. WFP provided date bars to children attending UNICEF centres and UNESCO summer schools. SF-E also distributed date bars to school children attending the summer schools which UNESCO organized. However, while WHO was implementing "the healthy schools programme" and UNICEF some WaSH activities in selected schools, WFP did not use these complementary activities as criteria for selecting the schools, missing an opportunity to reap synergies. A constraint to effective coordination between the partners was that all information had to pass through the MoE before being shared with the other partners, a bottleneck or even chokepoint.

#### *SF-E and transition to nationally owned social protection systems*

In **DRC**, WFP has provided substantive and continuous support to the inclusion of SF into the national education and social protection policy frameworks, based on the SABER approach, including drafting of a national school feeding policy in 2013. While local authorities were involved in SF-E planning and school selection, they did not have cars, fuels, and other resources to assume autonomous roles in its daily implementation and oversight. WFP work at national level to promote school feeding as part of a strengthened social protection policy has still to be matched by Government ownership of the SF policy agenda. SABER was launched in 2014, but political instability has prevented implementation of a credible action plan, which still needs to be developed, costed, and financed.

**Niger**, in contrast to DRC, has a reasonably developed resilience and social protection structure reflecting its 2011 Social Protection Policy. Since October 2017, a safety net programme supported by the World Bank has strengthened the integration of food and nutrition into Social Protection broadly speaking. A Government scale-up plan of resilience activities has recently been launched with the support of WFP. The National School Feeding Strategy (SNAS) drafted with the support of WFP and adopted in 2015 has foreseen schools functioning during crises situations. However, the SNAS Action Plan did not specifically acknowledge SF-E as part of the national programme. An action plan 2017-2024 is in place.

In **Lebanon**, the link between a national school feeding programme and the wider national social protection system and strategy is not yet evident because a nation-wide social protection system is in a nascent stage. However, the current pilot programme has provided MEHE with an evidence base on which to develop a national school feeding framework. Within MEHE there is a strong commitment to develop the school feeding programme in coordination with other ministries and actors. However, financing strategies beyond regular government budgets will be needed, and financial resource constraints – both within Lebanon and from international donors – require government institutions to make choices on where to allocate funding.

Like Lebanon, **Syria** does not have a national SF policy and/or legislation. WFP (and UNICEF) have advocated for a national school feeding programme, including training workshops for MoE staff and school staff at governorate level. At the time of the evaluation, the MoE indicated that a national SF policy was being developed and that it was expected that it would start to be implemented during the school year 2020/2021. There was no evidence that WFP – or any other UN agency – was involved and/or consulted in drafting this strategy. Nevertheless, WFP's continuous discussions on SF with MoE officials has most likely contributed to raising the awareness of MoE regarding the importance of SF for ensuring educational outcomes. Given the emergency context and the current economic crisis, it is unlikely that any significant funding will be earmarked for SF in the near future.

## ANNEX 6. LIST OF PERSONS INTERVIEWED FOR THE SYNTHESIS REPORT

**Table 2: List of interviewees in global WFP partner organisations**

Organization	Person interviewed
UNESCO	Yayoi Segi-Vltchek
UNHCR	Irina Isomova
	Rebecca Telford
Education Cannot Wait (ECW) / UNICEF	Zeinab Adam
Global Education Cluster (GEC)	Maria Agnese Giordano
FAO	Melissa Vargas Araya
	Diana Carter
Global Partnership for Education	Fazle Rabbani
International Network for Education in Emergencies	Peter Transburg
Norad	Randi Gramshaug
USAID	Danielle Mutone-Smith
Canada	Jessica Hartley
World Bank	Fernando Lavadenz
	Mohamadou Mustapha Lo

## **ANNEX 7. LIST OF COMPONENT EVALUATION REPORTS AND OTHER BIBLIOGRAPHY**

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# Acronyms

<b>CBT</b>	Cash-Based Transfers
<b>CO</b>	Country Office
<b>CSP</b>	Country Strategic Plan
<b>DRC</b>	Democratic Republic of Congo
<b>ECW</b>	Education Cannot Wait
<b>EMOP</b>	Emergency Operation
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>GEC</b>	Global Education Cluster
<b>GPE</b>	Global Partnership for Education
<b>IDP</b>	Internally Displaced Persons
<b>ILO</b>	International Labour Organization
<b>INEE</b>	International Network for Education in Emergencies
<b>NB</b>	Nota bene
<b>NGO</b>	Non-Governmental Organization
<b>PRRO</b>	Protracted Relief and Recovery Operation
<b>RB</b>	Regional Bureau
<b>SBP</b>	School-Based Programmes
<b>SF</b>	School Feeding
<b>SF-E</b>	School Feeding in Emergencies
<b>SQ</b>	Synthesis Question
<b>T/I-CSP</b>	Transitional/Interim Country Strategic Plan
<b>UN</b>	United Nations
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organizations
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>USAID</b>	United States Agency for International Development
<b>WFP</b>	World Food Programme

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