



WFP EVALUATION



World Food Programme

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ENDLINE EVALUATION OF WFP'S USDA McGOVERN-DOLE INTERNATIONAL FOOD FOR EDUCATION AND CHILD NUTRITION PROGRAMME SUPPORT IN HAITI

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List of acronyms

AMURT	Ananda Marga Universal Relief Team
BND	<i>Bureau de nutrition et de développement</i>
CO	Country Office
CRS	Catholic Relief Services
CSP	Country Strategic Plan
DAC	Development Assistance Committee
DHS	Demographic and Health Survey
EGRA	Early Grade Reading Assessment
ET	Evaluation team
FAS	USDA's Foreign Agricultural Service
FGD	Focus group discussion
GBV	Gender-based violence
GEWE	Gender equality and women's empowerment
HGSF	Home-Grown School Feeding
IHDI	Inequality-Adjusted Human Development Index
IP	Implementing partner
IR	Inception report
ITT	Indicator tracking table
KI	Key informant
KII	Key informant interview
MGD	McGovern-Dole
MLNA	Map Li Nèt Ale
MNEVT	Ministry of National Education and Vocational Training
NGO	Non-governmental organisation
NSCP	National School Canteens Programme
NSFP	National School Feeding Programme
NSFPS	National School Feeding Policy and Strategy
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
RF	Results framework
SABER	Systems Approach for Better Education Results
SABER-SF	Systems Approach for Better Education Results (SABER)–School Feeding
SAPR	Semi-annual performance report

SBCC	Social and behaviour change communication
SDG	Sustainable Development Goals
SFMC	School Feeding Management Committee
SO	Strategic objective
SY	School year
ToR	Terms of Reference
UNEG	United Nations Evaluation Group
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
WASH	Water, sanitation and hygiene
WFP	World Food Programme

Executive Summary

INTRODUCTION

1. This report covers the final activity evaluation of the World Food Programme (WFP) **McGovern-Dole Food for Education and Child Nutrition Programme in Haiti (FFE-521-2019/012-00)**. The evaluation, commissioned by WFP's Haiti Country Office (CO), covers activities implemented between **September 2020 to April 2023** and was undertaken by an independent evaluation team (ET). Evaluation timing is appropriate to inform implementation of the anticipated next phase of the project.

2. Both a baseline study and a final evaluation are compulsory in all McGovern-Dole projects. This evaluation serves the **dual purpose of providing accountability and learning**, with equal weight given to both objectives. The expected users of the evaluation are WFP (Country Office, Regional Bureau, Headquarters, Office of Evaluation); the Ministry of National Education and Vocational Training, (MNEVT); and the implementing partners, Catholic Relief Services (CRS), the *Bureau national de développement* (BND), and the *Ananda Marga* Universal Relief Team (AMURT). The United States Department of Agriculture (USDA), as the project's main donor, also has an interest in this evaluation, as do its beneficiaries, as the ultimate recipients of WFP programming.

3. Haiti is one of the most unequal countries in the world. As the third most vulnerable country to extreme weather events,¹ it is repeatedly subject to natural disasters, including two earthquakes over the course of the project's implementation. The current sociopolitical situation remains precarious, with the assassination of Haiti's president in July 2021, violent civil unrest, high inflation, and growing gang activity. Important challenges to ensuring access to quality basic education, in a country where only 61 percent of the adult population is literate, remain. Access to education has been further restricted by repeated school closures due to COVID-19, teachers strikes and civil unrest.

SUBJECT OF THE EVALUATION

4. The project was implemented in **Haiti's Nord, Nord-Est and Grand'Anse departments**. Over 100,000 pupils² (50 percent girls) in 451 schools have received school meals over three school years.³ The total amount awarded for this programme was **US\$25,169,652**.⁴

5. WFP and USDA prioritised school feeding activities in response to the population's immediate food needs rather than implementing the holistic package approach proposed by the McGovern-Dole Programme. Literacy activities were limited to fifty schools in Grand'Anse, twenty of which also received improvements to their water, sanitation and hygiene (WASH) infrastructure. Another ten schools in the same department have also received the infrastructure improvements.

METHODOLOGY

6. The evaluation used a **mixed-method approach** that enabled comparison with the baseline study and between beneficiaries and non-beneficiaries. However, as half the control schools ended up being in the project, the remaining schools of the control groups are included for indicative purposes only, particularly to compare trends. Statistical comparisons between control and treatment groups are not included, to avoid inaccurate interpretation. The ET employed a participatory and gender-responsive approach to data collection and analysis. Data collection occurred between March and April 2023 in all departments where project activities were ongoing. The main data collection methods were a desk review, quantitative surveys in schools, and qualitative data collection. Primary data collection involved **1,340 surveys, 68 key informant**

¹ Global Climate Risk Index 2021. Who Suffers Most from Extreme Weather Events? Weather-Related Loss Events in 2019 and 2000–2019.

² 103,443 pupils reached.

³ School years 2020/21, 2021/22, and 2022/23.

⁴ Before the amendment IV signed in July 2022, the total amount was of US\$22,998,967.

interviews (KIs) and 24 focus group discussions (FGDs). Just over 50 percent of the participants were women.

7. The main limitations of the evaluation are the confounding effect of the deterioration in Haiti's socio-economic and security conditions, limitations in data availability, challenges in validating some outcome indicators and ongoing project implementation.

FINDINGS

8. Evaluation findings from the twelve evaluation questions are grouped under the five Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) criteria and three Learning Questions presented below.

Coverage and Relevance

9. The project adapted to the contextual constraints, reaching the overall beneficiary targets despite underachieving on the required number of first-year pupils (89 percent). The prioritisation of nutrition outcomes agreed with the USDA was based on the deterioration in the sociopolitical and economic contexts.

10. **Except for the use of imported food, all activities are aligned with relevant Government of Haiti policies.** The use of imported food for school meals conflicts with the home-grown school feeding (HGSF) approach promoted by both the National School Feeding Policy and Strategy (NSFPS) and the National Policy and Strategy for Food and Nutrition Sovereignty and Security in Haiti, and by the US Government's Global Hunger & Food Security Initiative (Feed the Future).

Effectiveness

11. Comparison of baseline and endline results suggest that the project has provided a buffer against the deteriorating sociopolitical context but has not fully overcome resulting challenges. Some activities **did not produce the expected results and outcomes.** For example, dietary diversity in pupils in supported schools has declined. However, this decline was lower than in non-supported schools. Pupils benefiting from the literacy component achieved improved results in the French reading test while those of all comparison schools have declined.

12. **Increased food insecurity, frequent school closures and high rates of teacher absenteeism** are primary threats to achieving the objectives. **Take-home rations and other adaptations were essential to compensate for disruptions to school canteen operation;** however, the food-delivery targets were not fully reached (84 percent in year one, 81 percent in year two). The evaluation survey and WFP monitoring data found that 20 to 60 percent of pupils, depending on department, reported that they were still hungry after school meals.

13. The results of the quantitative assessment of literacy activities are far below expectations, despite program participants' consistent praise for the quality of these activities. Pupils' capacity to read and understand a grade-level text in schools receiving the literacy activities has improved slightly in French, but not in Créole. Qualitative interviews with teachers and implementing partners (IPs) stressed that the main reason for teacher absenteeism is lack of motivation due to poor and irregular salary payment, a factor the project does not address.

14. Most activity-level outputs related to improved WASH and safe food preparation are expected to be completed by the end of the project. These activities were not designed to comprehensively address infrastructure needs, which remain high. The project's contribution to student behaviour change has been confounded by COVID-19; the lack of direct observation further limits ET assessment of the change.

15. Since 2022, WFP has been increasingly supporting capacity building activities related to school feeding. McGovern-Dole is the only project funding WFP's Technical Assistance and Capacity Strengthening work with the Government of Haiti.

16. In general, **results were delivered in accordance with the gender balance of the target population group.** The ET did not identify any meaningful significant differences between the effectiveness of interventions based on respondents' gender in the primary data.

Efficiency

17. Meals provided through the McGovern-Dole project are **slightly cheaper per beneficiary** (US\$0.39) than meals from other WFP school-feeding programmes using the local purchase and home-grown school feeding approach (US\$0.59), although the difference is much less when the smaller portion size of McGovern-Dole meals is considered. However, key informants such as implementing partners and WFP staff found the **other HGSF programmes** (different from McGovern-Dole) **to be more efficient than the McGovern-Dole project when also accounting for environmental and opportunity costs**; recognition of these benefits is similarly highlighted in the promotion of the HGSF approach in the NSFPS.

18. Data from primary and secondary sources show regular delays in food delivery largely due to the security context. It is too early to determine whether the CO's adaptation to working with local transporters in northern departments will improve efficiency.

19. The project's training in and sensitisation to food safety is **not sufficient for ensuring food safety**, considering the lack of community resources to ensure that food safety mechanisms are in place.

Impact and Coverage

20. No measurable project effects on **community-level systems of governance and management** have been noted. In three of the nine schools visited for qualitative data collection, School Feeding Management Committees (SFMCs) reported that their roles were poorly defined, regardless of their annual training, and/or that the director was effectively the only one in charge of supervising school feeding activities. It is too early to assess whether WFP's work with the Directorate of Support for Private Education and Partnership (DAEP) to test and better harmonise the communities' management of school canteens has been effective.

21. The main **unintended effect** has been a drop in attendance at some supported schools as students sought more diverse school meals in other school canteens. Despite the distribution of improved cooking stoves in 20 percent of the schools, the continued reliance on three-stone fires by 60 percent of the cooks consulted (knowing that some may have received the new cooking equipment, some not) has a negative impact on their health. It is too early to assess the impact of the distribution of heat-retention bags started by WFP in 2023 to reduce time spent cooking on an open fire.

22. The project misses the opportunity to **address substantial barriers to gender equality and women's empowerment (GEWE)**; notably, the exclusion of gender-based violence (GBV) from social behaviour change (SBCC) messaging and infrastructure investments not responding to the needs of girls entering puberty. An important opportunity was missed by not remunerating the cooks that are mostly female.

23. Several **internal and external factors directly affected the project's impact**: i) the extremely challenging sociopolitical context; ii) negative impact of teachers' poor wages on dedication to their work; iii) inflation and initial underbudgeting for WASH infrastructure activities create complications during implementation; and iv) WFP's difficulty recruiting certain senior staff for nutrition, WASH and Gender activities as well as the regular turnover of international staff.

Sustainability

24. The strategic **design of the McGovern-Dole Project, including partnership and coordination, includes sustainability considerations**. However, the project missed the opportunity to address the sustainability of the implementation model, particularly regarding community participation and ownership, local production and sourcing, and institutional arrangements. The persisting question of the institutional anchorage of the National School Feeding Programme (NSFP⁵) within MNEVT challenges institutional sustainability.

25. The ET endorses the six main steps leading to **full handover and ownership of the school feeding programme**, as defined by the 2022 Systems Approach for Better Education Results–School Feeding (SABER-SF):

- 1) Clarify the mandate of the NSFP

⁵ PNCS Programme national d'alimentation scolaire in French

- 2) Adopt legal frameworks ensuring sustainable national school feeding budget
- 3) Develop robust monitoring
- 4) Decentralise the NSFP and provide adequate resources
- 5) Include pupils aged 12 and above
- 6) Improve community involvement.

School Meal Programme Implementation: What community-level systems of governance and management are required for successful implementation and sustainability of school meal programmes?

26. Evidence from primary data collection and the latest SABER-SF exercise indicate that **current levels of community engagement are insufficient** to implement a school-meal programme successfully and sustainably. The low adult literacy rate in certain remote locations where WFP operates makes engaging the population challenging.

27. To date, there have been no studies or preliminary consultations with communities on the most suitable governance and management structures. Since the beginning of school year two, WFP has been working with DAEP to test and improve community management of school canteens.

Agricultural Evidence Gaps: How can local procurement at harvest time be supplemented with international food aid to promote a locally and/or nationally sustainable school meals programme?

28. The improved sustainability and economic benefits of local procurement are recognised by numerous actors. While the ET did not have the resources to conduct a full market assessment, ongoing HGSF activities in Haiti suggest that it is feasible. Donor conditions are the primary barrier to shifting towards increased local purchase and HGSF modalities.

Government Investment: What types of incentives are most effective for securing local or national government investment in school meal programmes, and in what contexts? What are the barriers and challenges to securing investment?

29. Despite increased engagement of the MNEVT since 2022, Haiti is not on track to reach 80 percent nationally funded school meals by 2030 as per the steps outlined in the NSFPS.⁶ Today, beyond the lack of fiscal space, the main challenge to securing investment is the need for a sound NSFP (or similar entity) endorsed by Haiti's political community, rather than any specific incentive.

CONCLUSIONS

30. Apart from its reliance on imported food, the McGovern-Dole project **is coherent with national policies and responds to the nutritional needs of school-age children.**

31. The extremely challenging global and national context has limited the project's effectiveness and efficiency, though evidence suggests that project activities have **moderated the negative effects of deteriorating contextual elements.**

32. Despite consistent adaptation (e.g., using sea routes for food transportation, delivering take-home rations, etc.), WFP has not achieved the expected distribution of food. While outputs largely implemented to plan, gaps in school and community resources are hindering changes at the strategic objective (SO) level.

33. The main barriers to achievement of the programme's objectives are:

- Teachers' demotivation, leading to absenteeism
- Inadequate cooking environment and remuneration demotivates cooks
- Gaps in WASH infrastructure
- Limited community ownership.

⁶ According to the 2016 National School Feeding Policy and Strategy, during the first five years, when the greatest short-term funding opportunity for the sector is international aid, the NSFP should strengthen its administrative and financial capacity so that at the end of this period it is able to manage international funding. This objective will not be reached based on the SABER-SF 2022 exercise.

34. Meals provided through the McGovern-Dole project are **cheaper per beneficiary** compared to local purchase and home-grown school feeding approach if environmental costs and opportunity costs are not included.

35. Not paying school cooks misses an opportunity to promote gender equality and women's empowerment.

36. It is too early to consider handing over the implementation of school-feeding activities to the Haitian government, especially while the NSFP is not fully established. WFP is playing a key advisory role but cannot take any political stand per its mandate. Working with the DAEP since 2023 should allow greater community ownership of school-feeding management.

LESSONS LEARNT

37. The evaluation generated the following lessons learnt:

- Certain logistic arrangements in Haiti can now be anticipated considering the fact that the sociopolitical situation still stays very volatile. It is important to see beyond the monetary costs when comparing the school meals model based on imported food with the home-grown model.
- Requirements to use imported foods prevents the incorporation of fresh foods which would be appreciated by project participants and better support dietary diversity. Determination of models for school feeding management structures must consider school and community dynamics.
- The main barrier to the expansion of the HGFSF modality is the McGovern-Dole's legislative mandate that prevents a higher proportion of than 10 percent of the funding for HGFSF in programme, until changed at the congressional level.
- Expectations of national ownership of school meals should be tempered in contexts where school feeding lacks a national budget line and a stable and legitimate school feeding governing body.
- Teacher motivation is key to reaching the programme's strategic objectives.

RECOMMENDATIONS

High priority

- I. WFP should monitor further whether the meals are making the expected contribution in terms of intake for all pupils receiving school meals. This needs to be done through enhanced monitoring questionnaires and continued logistic adaptation. (Sep 2024)
- II. To align with national school feeding policies, WFP's school feeding policies and the general trend of school feeding actors in Haiti, WFP should systematically use all means provided by the McGovern-Dole Programme to prioritise buying food locally over imports. In addition, WFP should prioritise locally grown food over local procurement of imported food as far as possible. (Sep 2024)
- III. WFP should ensure that communities are involved in the design of project activities through the SFMCs to encourage stronger local ownership of the programme. This is expected to contribute to programme sustainability. (Dec 2023)
- IV. WFP should ensure adequate cooking environments for cooks' health and food safety. (Sep 2024)
- V. WFP should pay cooks in alignment with national Gender Policy (2014–2034) and its own policy on gender equality and women's empowerment. (Sep 2024)
- VI. As far as possible, WFP should ensure that budgeting for the McGovern-Dole project secures fulfilment of the programme's holistic approach, bringing improved literacy and increased use of health and dietary practices to a greater number of school-age children. (Sep 2024)
- VII. WFP should enhance teachers' capacity and tools to integrate gender, WASH, health, nutrition and gender sensitisation into their teaching methods, and provide the means for schools to implement basic health and hygiene practices. (Sep 2024)

Medium priority

- VIII. To properly capture the difference in literacy improvement between USDA-assisted schools benefiting from literacy activities and non-assisted schools, WFP should review and quality assure the methodology of the EGRA test. (Sep 2024)

1 Introduction

1. This is the final evaluation report on the project activities implemented by the World Food Programme (WFP) under the McGovern-Dole Food for Education and Child Nutrition Programme in Haiti, corresponding to agreement number FFE-521-2019/012-00. The project is funded by the United States Department of Agriculture (USDA) Foreign Agricultural Service (FAS). The McGovern-Dole project is implemented within the framework of WFP's Country Strategic Plan (CSP) 2019–2023 under Strategic Outcome 2, Activity 3: 'Provide nutritious meals and complementary sensitisation and training in targeted schools, relying on centralised procurement of commodities.' Over 103,000 pupils in 451 schools in the departments of Grand'Anse, Nord and Nord-Est have been receiving school meals for three school years.⁷ Fifty of the schools (3,821 pupils) also received the programme's literacy component and thirty, hard WASH interventions,⁸ twenty benefiting from both (the comprehensive package of the McGovern-Dole programme).

1.1. EVALUATION FEATURES

2. This final activity evaluation assesses the project's progress and long-term effects from its start in 2020 to April 2023. It is directly connected to the 2020 baseline exercise carried out using the McGovern-Dole result frameworks (RFs) and performance indicators as the basic pillars for performance measurement. The final evaluation's approach and methodology are therefore as similar as possible to those of the baseline, to enable comparison of results over the duration of the project. A baseline study and final evaluation are mandatory in all McGovern-Dole projects. Evaluation timing is useful to inform the anticipated next phase of project implementation.

3. As per the ToR (Annex 1), the final evaluation serves the dual **objectives** of accountability and learning, with equal weight for both:

- **Accountability:** The evaluation assesses and reports on the programme's performance to help WFP present high-quality, credible evidence to its donors, government entities, partners, and to the public by making the evaluation results publicly available.
- **Learning:** The evaluation determines why certain results have or have not been achieved in order to draw conclusions and recommendations, derive good practices for learning at programme level and contribute to WFP Haiti's 2019–2023 CSP on school-feeding-related learning. The evaluation provides evidence to inform operational and strategic decision-making and contributes to USDA and WFP learning agendas. Findings will be actively disseminated, and lessons included in relevant lesson-sharing systems.

4. While there is no dedicated objective of assessing the contribution to human rights and gender equality, this has been mainstreamed within the aforementioned objectives. This evaluation was commissioned by WFP's Haiti Country Office (CO) and covers the period from September 2020 to April 2023. The evaluation covers all activities included within the three departments where the project is implemented: Grand'Anse, Nord and Nord-Est.

5. **Evaluation users:** The WFP Haiti CO and its main implementing partners (IPs), the Ministry of National Education and Vocational Training (MNEVT⁹), the National School Feeding Programme (NSFP¹⁰), and the non-governmental organisation (NGO) Catholic Relief Services (CRS), the Bureau national de développement (BND), and the Ananda Marga Universal Relief Team (AMURT). The endline report may also be used to inform the WFP Regional Bureau for Latin America and the Caribbean in Panama. USDA, as the main donor of the project, also has an interest in this evaluation. As the ultimate recipients of WFP programming, the beneficiaries also have an interest in the findings. All these evaluation users were consulted to inform its findings.

⁷ School years 2020/21, 2021/22, and 2022/23.

⁸ Construction and rehabilitation of latrines and hand-washing stations.

⁹ Ministère de l'Éducation nationale et de la Formation professionnelle, MENFP in French

¹⁰ Programme national de cantines scolaires, PNCS in French

6. The evaluation was undertaken by independent evaluators under the KonTerra Group (KonTerra), with four international evaluators¹¹ (three men, one woman) participating at both the baseline and the endline. The national evaluators (one man, one woman) and the local consultancy firm in charge of quantitative data collection differed in the two stages of the evaluation in direct response to the political crises and social instability at the time.

7. Data collection took place from March 17 to April 19, 2023, in all departments where project activities were ongoing. This evaluation was conducted two months before the end of the Haitian school year at the request of USDA.

1.2. CONTEXT

8. The Republic of Haiti shares the Caribbean Island of Hispaniola with the Dominican Republic. Haiti's mountains cover about three quarters of its land area, the remainder being plains. Most of the territory has suffered vast deforestation. In 1804, Haiti was the first and only country in the world to gain independence through a slave rebellion.

9. Haiti's 200 years of independence have been politically fraught. From 1957 to 1986 the country was ruled by the Duvalier dictatorship. At his death, the President handed his power on to his 20-year-old son, making him the youngest-ever president globally. Since 1986 the road towards democracy has been punctuated by coups and periods of military rule. After Jovenel Moïse's election in January 2017, several waves of violent demonstrations paralysed the economy. In January 2020, the mandate of almost all Haiti's parliamentarians expired and the President officially declared parliament null and void. In July 2021, Haiti's president was assassinated. The political situation remains precarious, and armed gangs have gained greater power, spreading terror around the country. The interim Prime Minister in charge of the transition proposed a new government in November 2021. The election for the presidency should be held in 2023, but no date has yet been set.

10. **Poverty, food security and nutrition.** Haiti is one of the most unequal countries in the world, with a Gini index of 41.1 in 2012¹² and persistent inequality since the Duvalier era, when a small group of elites gained monopoly rights over key industries. Inequality is also defined along geographic lines, with much higher rates of poverty in rural than in urban areas.¹³ Over 30 percent of the population lives in extreme poverty on less than US\$2.15/day.¹⁴ Those who are self-employed or work in the informal sector, who are more likely to be women, face the greatest poverty.¹⁵

11. Haiti ranks 116th of the 121 countries assessed for the 2022 Global Hunger Index.¹⁶ Between September 2022 and February 2023, 48 percent of the population were in need of urgent action to protect lives and save livelihoods: 19,200 of the population were estimated to be in Catastrophe (IPC Phase 5), about 18 percent (about 1.8 million) in Emergency (IPC Phase 4) and 29 percent (about 2.9 million) in Crisis (IPC Phase 3).¹⁷ Key drivers of food insecurity include the activities of armed gangs, recurrent natural disasters (cyclones, drought), low and disrupted humanitarian food assistance, and low agricultural production and related incomes.¹⁸

¹¹ Team leader, nutrition and gender specialist, education specialist, and statistician.

¹² The latest available data. World Bank, <https://data.worldbank.org/indicator/SI.POV.GINI?locations=HT> (accessed 18 July 2023)

¹³ International Monetary Fund, 2020. Inequality in Haiti: Background and Policy Options. Volume 2020: Issue 122.

¹⁴ The World Bank, The World Bank in Haiti, March 2023, <https://www.worldbank.org/en/country/haiti/overview> (accessed July 19, 2023).

¹⁵ World Bank Group. 2023. Haiti's untapped potential: An assessment of the barriers to gender equality. The World Bank.

¹⁶ Global Hunger Index, <https://www.globalhungerindex.org/haiti.html> (accessed November 29, 2022).

¹⁷ IPC, <https://www.ipcinfo.org/ipc-country-analysis/details-map/es/c/1155963/?iso3=HTI> (accessed November 29, 2022).

¹⁸ *ibid.*

12. The latest Demographic and Health Survey (DHS),¹⁹ conducted in 2017, found minimal changes in anthropometric indicators and a significant increase in overweight and obesity among women aged 15-49 compared to the previous, 2012 survey. UNICEF estimates for 2020 show a small decrease in stunting, and overweight in children under 5 remained stable.²⁰ In general the nutritional status of boys is slightly worse than that of girls in all survey rounds (Table 1). Importantly, these indicators do not capture the significant increase in the severity of Haiti's food crisis, which can be expected to exacerbate nutritional outcomes.

Table 1: Haitian nutritional indicators: 2012 and 2016/17

Indicator	2012	2016-17	2020*		
			Boys	girls	
Prevalence of stunting among children under 5 years	22%	22%	24%	20%	20%
Prevalence of wasting among children under 5 years	5%	4.5%	6.11%	4.2%	n/a
Prevalence of overweight/obesity among children under 5 years	4%	3.4%	4%	2.8%	3%
Prevalence of overweight/obesity among women of reproductive age	25%	32%	-	-	n/a

Source: Demographic and Health Data 2012–2017; 2020 estimates from UNICEF Child-related SDG indicators.

No sex-disaggregated data available for 2020 estimates.

n/a=not available

13. While 40 percent of all children aged under 2 meet the required minimum meal frequency,²¹ only 25 percent achieve minimum dietary diversity. There is no significant difference between girls and boys in this respect. A monotonous diet is one of the key factors leading to nutritional problems for small children and the entire family. According to WFP's last McGovern-Dole Project (2016–2019) evaluation,²² school meals are the only meals that some children receive. Therefore, the food diversity of provided school meals, which is supposed to cover approximately 40 percent of daily requirements, is important in improving nutritional outcomes.

14. In October 2022, more than three years after Haiti's cholera epidemic ended, the disease reappeared in the country.²³ On January 3, 2023, over 20,000 suspected cholera cases had been reported throughout the country, with 79 percent of patients hospitalised. Although the number of cases has declined, a multipronged approach is urgently needed.²⁴

15. **Agriculture.** The agricultural sector employs about 60 percent of the working population. Agriculture's contribution to gross domestic product (GDP) has dropped from 45 percent in the 1970s to around 20 percent in 2016. In 1981, Haiti imported 8.5 percent of its food; today it imports more than 50 percent.²⁵ The foreign trade liberalisation policy implemented since the 1990s, justified by inadequate home supply, has further weakened the agricultural sector.²⁶ While only 29 percent of land is considered usable for agriculture, 44 percent is farmed, meaning 45 percent of the country's non-arable land is under cultivation.²⁷ Farms are characterised by poor access to means of production, and 90 percent are dependent on rainfall.²⁸

¹⁹Ministry of Public Health and Population, *Enquête Mortalité, Morbidité et Utilisation des Services* (EMMUS-VI), 2016–17.

²⁰ UNICEF, [Child-related SDG indicators](#), (accessed December 13, 2022).

²¹ WHO, UNICEF (2021) Indicators for assessing infant and young child feeding practices

²² Final evaluation of WFP Haiti's Food for Education and Child Nutrition Programme (2016–2019), October 2019.

²³ UNICEF, [Retour sur l'année 2022 : la résurgence du choléra en Haïti](#); (Accessed January 10, 2023)

²⁴ US Department of Health and Human Services/Centres for Disease Control and Prevention; MMWR / January 13, 2023 / Vol. 72 / No. 2.

²⁵ Ministry of Agriculture, Natural Resources & Rural Development, *Politique de développement agricole 2010–2025*, 2011.

²⁶ Ibid.

²⁷ Ibid.

²⁸ Food and Agriculture Organisation, <http://www.fao.org/haiti/fao-en-haiti/le-pays-en-un-coup-doeil/fr/> (accessed November 29, 2022).

16. Small farmers are responsible for about 95 percent of livestock production, contributing 11 to 12 percent of total agricultural production.²⁹ The consumption of fishery products is estimated to be below the average of other countries in the Caribbean region.³⁰

17. **Gender and protection.** The Ministry for Women and Women's Rights policy on gender equality (2014–2034) states that Haiti's constitution recognises equality between women and men and that the country has ratified a set of international legal instruments relating to women's rights, including the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the Inter-American Convention for the Prevention, Punishment and Eradication of Violence Against Women. Despite political commitments, the inequality-adjusted Human Development Index (IHDI) scores 0.299 and ranks Haiti 180th out of 189 countries, the lowest in the region.³¹

18. Gender-based violence is prevalent, with 29 percent of all women reporting having suffered physical violence by the age of 15 and 12 percent reporting sexual violence.³² These indicators decline with women's increased education. Natural disasters, COVID-19 and increasing violence are exacerbating existing inequalities and vulnerabilities, creating additional barriers to gender equality and the protection of human rights.

19. **Disabilities.** The 2016–2017 DHS survey, the latest data available, estimates that approximately 20 percent of the Haitian population aged 5 and over have some form of disability, 4 percent of which are severe.³³ Among those aged over 15, women are slightly more likely than men to suffer functional difficulties at 28 percent and 21 percent respectively.³⁴ Full inclusion of people with disabilities is extremely challenging due to the overall population's extreme socio-economic vulnerability. Students with disabilities are much less likely to attend school.³⁵ The impact of this is reflected in the literacy rates; a recent registration of persons living with a disability in Haiti revealed their far lower literacy rates (less than 30 percent are literate) and lower still in women living with disabilities (less than 23 percent).³⁶

20. **Education.** Despite significant progress, important challenges to ensuring equitable access to quality basic education remain. The average Haitian is 25 or older and has fewer than 5 years of schooling. Only 61 percent of the adult population are literate. Gender gaps in enrolment have largely reversed and are now narrow, or marginally favour girls among some subgroups. By 2017, girls were outperforming boys in terms of enrolment at all educational levels except for primary education in urban areas, where the gender gap was minimal. In that year, girls' net attendance rate was 65 percent in urban areas and 41 percent in rural areas compared to only 59 and 30 percent respectively for boys.³⁷ Girls' enrolment is particularly low in the Nord-Est, Grand'Anse, and Sud regions.³⁸ The 2021 Early Grade Reading Assessment (EGRA) conducted by CRS in schools receiving McGovern-Dole support under this project found students far below MNEVT's standard for students in the second foundation year. Another EGRA conducted by CARE indicated girls performing better at most subtasks than boys overall.

21. Most schools in Haiti receive minimal government oversight. Schooling represents a significant cost relative to average earnings. NGOs, churches, communities and for-profit operators privately manage more

²⁹ Ibid.

³⁰ Ibid.

³¹ The Inequality-Adjusted Human Development Index (IHDI) looks beyond a country's average longevity, education and income development to show how this is distributed among its residents. The IHDI value can be interpreted as the level of human development when inequality is accounted for. The relative difference between IHDI and Human Development Index (HDI) values is the loss due to inequality in the distribution of the HDI within the country. Haiti's HDI in 2019 was 0.503.

³² Haitian Children's Institute, *Enquête Mortalité, Morbidité et Utilisation des Services (DHS)*, 2018, p. 389.

³³ Ibid. p. 20.

³⁴ Ibid. p. 21.

³⁵ World Bank Group. 2023. *Haiti's untapped potential: An assessment of the barriers to gender equality*.

³⁶ *Système d'Information du ministère des Affaires sociales et du Travail*, <http://infopage.simast.info/http://infopage.simast.info/>

³⁷ World Bank Group; 2023; *Haiti's untapped potential: An assessment of the barriers to gender equality*, p. 37.

³⁸ World Bank Group. 2023. *Haiti's untapped potential: An assessment of the barriers to gender equality*.

than 85 percent of primary schools. Half of the public-sector teachers in Haiti lack basic qualifications, and almost 80 percent of teachers have had no pre-service training.

22. Institutional instability at the MNEVT has resulted in frequent senior administrative changes. The 2019–2020 school year suffered major disruption: from September to December 2019 most public schools were closed due to nationwide protests. Protests also delayed the arrival of food commodities. Schools reopened for three to four weeks in January 2020 before closing again due to the COVID-19 global health crisis.

23. **School canteens.** Haiti has had a history of school-feeding initiatives since the 1980s. The National School Feeding Programme (NSFP, or PNCS in French) was created in 1997 to administer and regulate the national school meals programme. The first National School Feeding Policy and Strategy (NSFPS) was elaborated in 2016, in collaboration with WFP.³⁹ Despite longstanding efforts to increase the national management of school feeding,⁴⁰ day-to-day school-meals operations are still almost entirely dependent on contributions from donors and their IPs.

24. **Natural hazards.** According to the 2021 Climate Risk Index, Haiti currently ranks third in the world for extreme weather events.⁴¹ Crop failure due to below-normal rainfall, tropical storms Elsa (July 2021) and Grace (August 2021) and the earthquake in 2021 have increased the country's vulnerability.⁴² The combination of environmental factors, including soil erosion, has devastated the economy. Natural disasters have a disproportionate effect on women, increasing existing inequalities as their lower economic opportunities, limited access to information and opportunities for decision-making, and limited involvement in disaster-management policies create greater vulnerabilities.⁴³

25. **Displacement.** According to the International Organisation for Migration, 19,000 Haitians were internally displaced by gang violence between 2020 and early 2022.⁴⁴ By mid-2022 the situation was even more critical, with 96,000 people fleeing the capital between June and August due to intergang violence and social unrest.⁴⁵

26. **Government policy and priorities.** Haiti's Strategic Development Plan (*Plan stratégique de développement d'Haiti*) was developed in 2012 to guide the country's transition from emergency to developmental policies.⁴⁶ In January 2021 the Ten-Year Education and Training Plan (*Plan décennal d'éducation et de formation*) was presented to the public. The Plan promotes school feeding as an intermediary measure to ensure better school health for all pupils and keep them in school.⁴⁷ Other policies relevant to this evaluation are the NSFPS,⁴⁸ the Agricultural Development Policy (2010–2025), the Gender Equality Policy (2014–2034) and the National Food Sovereignty, Food Security and Nutrition Policy and Strategy (2018).⁴⁹ Details of these policies are discussed in EQ2 (p. 21).

27. **COVID-19.** The COVID-19 pandemic severely disrupted the country in 2020. Schools were closed in March 2020 and reopened on the 10th of August 2020 for two months to complete the 2019–20 school year.

³⁹ Politique et stratégie nationales d'alimentation scolaire (PSNAS), January 2016.

⁴⁰ An evaluation of WFP's support for the National School Feeding Programme and a review of the Canada-funded programming were conducted in 2014 and 2017

⁴¹ Global Climate Risk Index 2021. Who Suffers Most from Extreme Weather Events? Weather-Related Loss Events in 2019 and 2000–2019. Germanwatch.

⁴² OCHA, Humanitarian Needs Overview, 2022.

⁴³ World Bank Group. 2023. Haiti's untapped potential: An assessment of the barriers to gender equality.

⁴⁴ International Organisation for Migration Haiti; Assistance aux déplacés internes en zones urbaines; February 7, 2022

⁴⁵ International Organisation for Migration. <https://haiti.iom.int/news/96000-haitians-displaced-recent-gang-violence-capital-iom-report> (Accessed February 02, 2023)

⁴⁶ Forward to the Plan stratégique de développement d'Haiti.

⁴⁷ MNEVT; Ten-Year Education and Training Plan; December 2020; p. 88

⁴⁸ In French, Politique et stratégie nationales d'alimentation scolaire (PSNAS).

⁴⁹ The National Food Sovereignty and Food Security and Nutrition Policy and Strategy has not been officially validated by the Haitian government.

The situation pushed back the 2020–2021 school year to November 2020. The impacts of COVID-19 were less in 2021,⁵⁰ and all COVID-19 restrictions have now been lifted in Haiti.

28. **Sustainable Development Goals.** The identification of SDG 2, Zero hunger,⁵¹ as a ‘critical issue on the public agenda’⁵² positions WFP well to contribute to Haiti’s overall development through strong operational capacity and technical and policy-level partnerships with core ministries. In alignment with SDG 17, Partnerships for the goals, WFP has drastically increased its supply-chain services to the humanitarian community since 2019. After the 2021 earthquake, WFP pursued innovative solutions such as developing maritime routes and providing fuel to humanitarian and development partners in response to the humanitarian community’s logistical needs.⁵³

29. **Humanitarian overview.** In 2021, Haiti experienced profound political, socio-economic, security and environmental deterioration that increased its humanitarian needs. The number of people in need of humanitarian assistance rose from 4.4 million in 2021 to 4.9 million, or 43% of the population, in 2022.⁵⁴ The security situation remains precarious, with road access to earthquake-affected areas including Grand’Anse still impossible, and gangs controlling key arteries in and out of the Port-au-Prince area. WFP collaborates closely with national and international NGOs on these challenges. Several international donors are active in the education sector including the governments of Canada, Japan, France, and the Inter-American Development Bank. The other school-feeding actors in the country are the NSFP (264,500 beneficiaries), Fondation mission espoir (140,000), the BND (290,000), the Service de cooperation et d’action culturelle (28,000), and Food for the Poor (209,000).⁵⁵

30. **WFP** launched an HGSF programme in 2015–16 exclusively using produce from local smallholder farmers. In addition to supporting school feeding through the McGovern-Dole Project, WFP supported approximately 1,100 additional schools and 190,000 pupils funded by Canada. Apart from school feeding, WFP engages in various programmes across the country providing emergency food assistance and supporting risk reduction and the recovery of crisis-affected populations. In collaboration with the Ministry of Agriculture, Natural Resources and Rural Development, WFP implements disaster risk-reduction activities to improve productivity, income and resilience. In line with the NSFPS, WFP strengthens the capacity of smallholder farmers’ organisations to access markets through the Ministry of Agriculture’s Unit for the Facilitation of the Purchase of Local Agricultural Products⁵⁶ for the HGSF programme.⁵⁷ It also provides policy support to the Ministry of Social Affairs and Labour, and technical assistance in the areas of social protection and disaster risk management to national stakeholders.

1.3. OVERVIEW OF EVALUATION SUBJECT

31. The McGovern-Dole International Food for Education and Child Nutrition project is a school-based programme promoting literacy, nutrition and health, and includes school feeding. It is implemented as a

⁵⁰ United Nations Office for the Coordination of Humanitarian Affairs, Updated Humanitarian Response Plan, 2022.

⁵¹ The 2030 Agenda for Sustainable Development, adopted by all United Nations Member States in 2015, provides a shared blueprint for peace and prosperity for people and the planet now and into the future. At its heart are 17 Sustainable Development Goals (SDGs) that urgently call for action by all countries, developed and developing, in global partnership.

⁵² In 2017 and 2018, consultations on the National Zero Hunger Strategic Review, initiated by WFP and led by Haiti’s Prime Minister’s Office in collaboration with 11 ministries, major stakeholders, academic institutions and four United Nations agencies, highlighted challenges related to attainment of the SDG 2 targets. WFP, Haiti Country Strategic Plan (2019–2023).

⁵³ WFP, Annual Country Report 2021.

⁵⁴ United Nations Office for the Coordination of Humanitarian Affairs, Updated Humanitarian Response Plan, 2022.

⁵⁵ Figures provided by the National School Feeding Programme (NSFP). According to these, WFP reaches 460,000 beneficiaries.

⁵⁶ *Unité de facilitation des achats de produits agricoles locaux*. The Unit for the Facilitation of the Purchase of Local Agricultural Product is under the Ministry of Agriculture, Natural Resources and Rural Development.

⁵⁷ WFP, ACR 2021

continuation of two former McGovern-Dole projects. The McGovern-Dole project is integrated within Strategic Objective 2 of WFP's Country Strategic Plan (CSP) 2019–2023.⁵⁸

32. **Timing.** The agreement between the USDA and WFP on the provision of agricultural commodities through the McGovern-Dole International Food for Education and Child Nutrition Programme Act was approved on 26 September 2019 (Agreement number FFE-521-2019/012-00). The project is being implemented over four fiscal years (three school years) from September 2020 until September 30, 2023.

33. **Amendments.** Four amendments have been signed since the initial agreement, the main change being Amendment 3 in response to COVID-19, scaling down the social and behavioural change (SBCC) component and removing the planned Nutrition Week, and Amendment 4, increasing funding by approximately US\$2,000,000 to allow USDA to meet its commitments in terms of tonnes of food for delivery over the project's duration (see Annex 2 for further details of the amendments).⁵⁹

34. **Target population.** The project has been implemented in **Haiti's Nord, Nord-Est and Grand'Anse departments** (see map in Annex 3). The target population is the 100,000 girls and boys in grades 1 and 6 in around 450 schools in these departments. Only 50 schools in Grand'Anse received activities related to improved quality of literacy instruction (MGD 1.1) based on agreement with USDA to maximise coverage of school feeding.

35. The purpose of McGovern-Dole's funding is to use food commodities and technical assistance to improve the literacy and primary education of school-aged children in developing countries.⁶⁰ The McGovern-Dole Programme's theory of change is illustrated through two Results Frameworks (RF) developed by USDA's FAS that depict how the two strategic objectives (SOs) of the programme (impacts) can be achieved. McGovern-Dole programmes have two main SOs: 'Improved literacy of school-age children' (SO1; see Annex 4), supported through SO2: 'Increased use of improved health, nutrition and dietary practices' (SO2; see Annex 5).

36. The results chain for the programme's SO 1 includes three intermediate strategic objectives: 'improved quality of literacy teaching' is to be achieved through training, coaching and mentoring school officials alongside direct material support for schools. School feeding through food distribution is expected to contribute to the second intermediate objective, 'improved attentiveness',⁶¹ because children find it hard to study on an empty stomach, tending to lose focus. Finally, 'improved student attendance' is anticipated through increased school enrolment and retention with school feeding incentivising attendance, reduced health-related absence (based on SO2 described below), and improved school infrastructure.

37. Strategic Outcome 2 incorporates six intermediate outcomes based on improving knowledge of good health, hygiene and nutrition practices and increasing access to services, infrastructure and equipment. Activities supporting SO2 are based on increasing hygiene knowledge, access to water and sanitation, and safe food preparation infrastructure in schools, as well as wider behavioural change strategies at the community level.

38. To increase the likelihood of achieving the SOs with sustainable results, USDA has identified a set of standardised **foundational results** common to both RFs: 1) increased capacity of government institutions, 2) improved policy and regulatory framework, 3) increased government support, and 4) better engagement of local organisations and community groups. An illustration of the foundational results is presented in Annex 6.

⁵⁸ WFP/EB.A/2019/8-A/4

⁵⁹ Amendment 1 follows the Shell Agreement, mainly providing the commodity specifications, budget narrative, programme-level indicator agreement and programme-level results framework; amendment 2 incorporates the sub-recipients.

⁶⁰ <https://www.fas.usda.gov/programs/mcgovern-dole-food-education-program>

⁶¹ The initial agreement stated 'enrolment, retention and attentiveness'. 'Attentiveness' was taken out in the first amendment of the contract. However, WFP's custom indicator #15 relates to the percentage of students identified as attentive by their teachers.

39. WFP defined the **critical assumptions** on which the overall success of the project is based at the start of the project (listed in Annex 6).⁶² Some of these have not been realized, notably that political tension would decrease and that host-government funds would increase.

40. The five main activities supporting the programme’s objectives and implementation status are presented in Table 2 below. Annex 7 includes further details on the activities.

Table 2: Description of activities

Activity	Specific activity
Activity 1 Distribute food	1.1 Provide school meals
	1.2 Provide training in food preparation and storage
	1.3 Provide non-food items (NFI)
Activity 2 Promote improved health	2.1 Provide water purification tablets, soap and water buckets
	2.2 Provide handwashing stations, latrines, water access points (Grand’Anse department only)
	2.3 Provide health and hygiene training
	2.4 Distribute deworming tablets
	2.5 Provide fuel-efficient stoves
Activity 3 Promote improved literacy*	3.1 Procure and distribute materials for teachers and students
	3.2 Provide teacher training
	3.3 Provide teacher coaching and mentorship
	3.4 Provide classroom libraries
	3.5 Establish peer-to-peer tutoring activities to support student literacy
	3.6 Conduct national summer reading camps
	3.7 Train and mentor school directors
	3.8 Initiate cluster meetings
Activity 4 Promote improved nutrition	4.1 Conduct a social and behaviour change communication (SBCC) study ⁶³
	4.2 Develop a comprehensive SBCC package. Cancelled. This was replaced by activities aimed at promoting nutrition, and hygiene and gender equity at the school and community level ⁶⁴
	4.3 Nutrition week: cancelled ⁶⁵
Activity 5 Build capacity	5.1 Conduct a systems approach for better education results (SABER) ⁶⁶ assessment
	5.2 Build government capacity
	5.3 Conduct department-level training
	5.4 Conduct a South-South exchange visit
	5.4 Conduct community sensitisation

*Activity 3 was only implemented in the 50 USDA-assisted schools in the Grand’Anse department.

Green: complete; **Grey:** cancelled; **Yellow:** to be completed at the time of the evaluation

41. Over the three school years of the project, WFP planned to distribute 7,400 tons⁶⁷ of food as rotating daily rations per child of (1) 120 grams of fortified rice, 50 grams of black beans, and 10 grams of vegetable oil; and (2) 120 grams of soy-fortified bulgur, 50 grams of lentils, and 10 grams of vegetable oil per pupil. Food was provided by the USDA and shipped from the US. Each ration was to be complemented with three grams of iodised salt per child per day, mobilised via non-USDA resources.

⁶²These assumptions are grouped by political, environmental, funding and programmatic assumptions.

⁶³ WFP plans to conduct the SBCC formative research phase in the three USDA McGovern-Dole departments before the end of the school year to ensure that their activities and messages are well contextualised.

⁶⁴ Amendment 3; February 25, 2022.

⁶⁵ Ibid.

⁶⁶ This framework was developed under the leadership of the World Bank in collaboration with WFP and other partners based on the school feeding quality standards set out in the WFP policy.

⁶⁷ Initially the agreement was for 7,600 tons, but this was reduced to 7,400 tons in the 4th amendment in July 2022.

42. **School closures and adaptations.** Over the period of the project's implementation the COVID-19 pandemic, social unrest and natural disasters have resulted in multiple periods of school closure. Table 3 summarises the main closure periods and some of the mitigation measures put in place by WFP and its IPs.

Table 3: School closure and delivery adaptations

School year	Reason for school closure	WFP's delivery adaptations and adjustments
2020–2021	COVID-19 outbreak delayed school opening from September to November 9, 2020.	Start of the project delayed to November 2020.
	The government declared a state of health emergency due to the COVID-19 pandemic at the end of March, resulting in schools closing.	WFP distributed around 758 tonnes of remaining food stock under the alternative take-home ration modality. ⁶⁸
2021–2022	Schools reopened countrywide by the end of September. However, in the South, including Grand'Anse, they opened in early October due to an earthquake.	No specific action taken in terms of food provision.
	Rise in fuel prices led to civil unrest and school closure from early November to end of December.	No specific action taken in terms of food provision.
	From April to June 2022, many schools suffered regular periods of closure due mainly to civil unrest.	WFP and MNEVT decided to distribute the food remaining in school warehouses through take home rations at the end of the school year.
2022–2023	Civil unrest prevented schools operating from September to December 2022. They gradually opened from January 2023. In April 2023, they stopped functioning again due to teachers striking over unpaid salaries.	In December 2022, WFP and its partners delivered a first round of food as take-home rations. By the end of January, all schools had received a second supply of food to get all school canteens operational.

43. **Partners.** WFP's main government-level partners are the MNVET and the NSFP. For direct implementation of the project WFP has been working with the following NGOs: CRS, BND and AMURT.

44. **Resource requirements and funding situation.** According to the terms of agreement signed by WFP and the FAS and its amendments, the total amount awarded for this project is US\$25,169,652,⁶⁹ comprising commodity costs of US\$5,237,500, freight costs of US\$2,035,365, and programme costs of US\$17,896,786. The programme costs are further divided between activities (US\$8,729,159), internal transportation and handling (US\$3,642,171), administration (US\$4,009,036), and indirect costs (US\$1,5416,418). Annex 8 breaks down the programme costs. Table 4 presents the implementation budget allocation per IP.

Table 4: Share of implementation budget per implementing partner

	WFP	CRS	AMURT	BND	PI
USD	\$3,629,994	\$4,499,998	\$368,315	\$230,850	\$114,147
% of total	41%	51%	4%	3%	1%

Sources: Agreement FFE-521-2019/012-00-D Amendment 4, July 2022. For IP - Agreement FFE-521-2019/012-00-D Amendment 2, November 2020

45. **Outcomes and outputs planned vs. achieved.** McGovern-Dole Programmes are monitored using the Output Indicator Tracking Table (ITT) included in each semi-annual performance report (SAPR) sent to USDA.⁷⁰ The baseline evaluation exercise established baseline figures and WFP set targets in 2020. All output and outcome indicators and achievements to date are provided in Annexes 9 and 10. No final SAPR was available for the third school year at the time of ER submission, and so certain achievements are not available. Evaluation Question (EQ) 2 about effectiveness reviews planned outputs against targets. Further details are included in Annex 11.

⁶⁸ ACR 2021

⁶⁹ Before Amendment 4 was signed in July 2022, the total amount was US\$22,998,967.

⁷⁰ Terminology has changed since the baseline study, in which the tracking table is called the programme monitoring plan.

46. **Relevant preceding interventions and recommendations from past evaluation.** The project design was informed by the 2018 updated National Policy and Strategy for Food Sovereignty, Security and Nutrition, which calls for investment in social safety nets and quality basic services for the most vulnerable, ensuring adequate nutrition and that no one is left behind in the socioeconomic development of the nation. The project aligns with the vision of the Haitian Government for 2030, as articulated by the Ministry of National Education and Vocational Training: ‘ensure that all schoolchildren have the nutritional health necessary to learn through the provision of healthy and nutritious foods in schools.’⁷¹

47. This is WFP’s second McGovern-Dole project in Haiti, the previous one having run from 2016–2019. The main recommendations of the previous project and its implementation status are summarised in Table 5, below.

Table 5: Implementation status of previous recommendations

Recommendations from previous McGovern-Dole cycle	Implementation status
Continue supporting the validation of normative documents and governance structures and assist with their adoption and application.	WFP is supporting the Ministry of Education with the revision of the NSFP.
Build a partnership with the Ministry of Women's Status and Women's Rights to promote awareness-raising and training on gender equality in government structures at the decentralised level.	Pending
Develop a gender-transformative strategy for community engagement.	The SBCC has integrated gender-related sensitisation modules, which were implemented through the LENDI ⁷² pilot programme.
Consider increasing local purchases and supporting local producer organisations.	WFP has applied for the Local and Regional Food Aid Procurement Programme for an eventual future cycle. WFP already purchases locally and supports local producer organisations with non-McGovern-Dole funds.
Establish partnerships in the field of education to strengthen the quality of education in WFP-supported schools.	WFP coordinated with the World Bank at the institutional and field levels (see paragraphs 84–85) and with UNICEF at the education sector roundtable. UNICEF is also drafting a case study concerning take-home rations in emergency contexts in partnership with the Inter-American Development Bank.
Establish a comprehensive cookstove strategy to eliminate all occupational health and safety risks in cooking, such as those related to cooking on open fires in closed spaces and burning wood in urban areas, and to reduce unwanted environmental impacts.	WFP has distributed improved stoves to some schools. Since 2023, heat-retention bags have also been distributed in the northern regions. However, many schools are still using three-stone fires with undesirable environmental impacts.

⁷¹ Manuel d’Operation du PNCS, Draft. 2017

⁷² LENDI (Monday in Créole) is a social and behavioural communication change strategy to improve gender, nutrition, and hygiene norms and practices across schoolchildren, parents, teachers, directors and the surrounding communities (SAPR, March 2022).

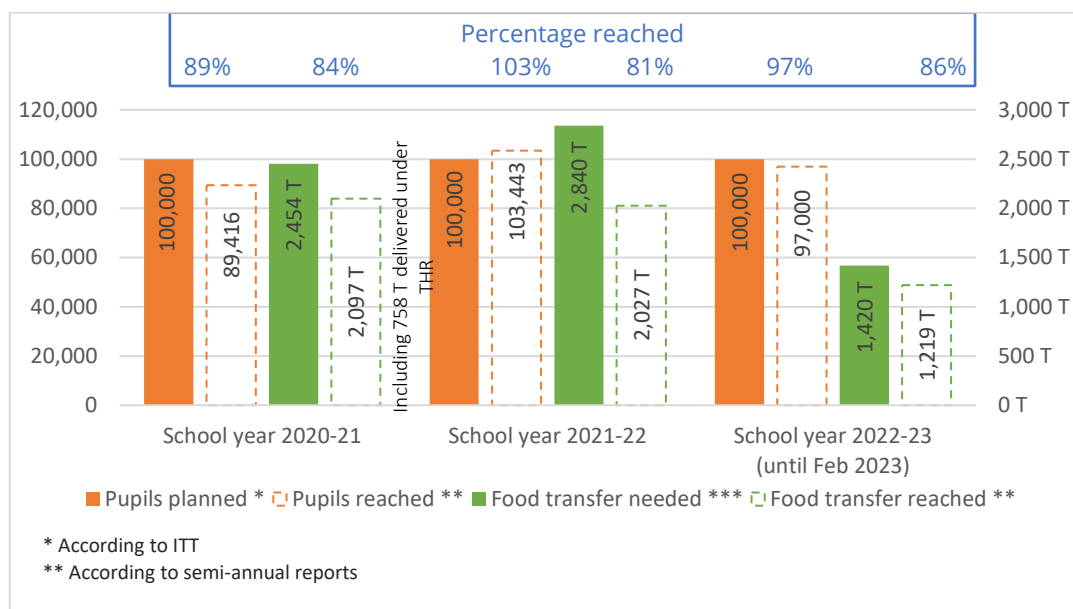
<p>Find a solution to prevent the suspension of schools that do not respect the rule of not feeding grade-3 children with USDA food.</p>	<p>WFP is now only suspending schools that do not respect the rules temporarily, and works with local Ministry of Education authorities to find a way to reintegrate these schools. WFP reintegrates schools after the MNEVT takes measures to ensure better management of the school feeding programme at the school level, such as by replacing directors. Additionally, pupils from grades 7 to 9 have been integrated into the most recent proposal to USDA as well as in the 2023-24 school year.</p>
<p>Baseline recommendations</p>	<p>Implementation status</p>
<p>WFP should go through all Programme Monitoring Plan indicators with its IPs to reflect adjustments made over the last months due to budget constraints and changes in the national context.</p>	<p>Completed.</p>
<p>Use the WFP McGovern-Dole Programme as leverage to involve other donors and partners in investing in Haiti's education, sanitation, health, nutrition and capacity-building sectors.</p>	<p>Flexible funds from other WFP donors have been used to provide salt for the school meal.</p> <p>In 2021 WFP and UNICEF signed a UN-to-UN agreement and collaborated in the installation of mobile handwashing stations provided in 64 McGovern-Dole-supported schools.⁷³ In 2021, UNICEF agreed to reconstruct facilities in two McGovern-Dole schools damaged by the August 2021 earthquake.</p> <p>If WFP is to be engaged in a new McGovern-Dole phase in 2023, the Global Partnership for Education will consider funding WFP to implement HGSF for one third of the McGovern-Dole award, reaching 30,000 pupils.</p>
<p>To strengthen the impact and sustainability of the programme's health, WASH and gender components, WFP should increase its collaboration with the Ministry of Women's Status and Women's Rights and the Ministry of Public Health and Population.</p>	<p>The Ministry of Public Health is involved in updating the revised school feeding policy. However, according to national and sub-national ET data the Ministries of Public Health and Women's Statutes were not involved in the implementation of the McGovern-Dole project.</p>
<p>WFP should advocate and explore alternative solutions for the school feeding of all pupils in the schools in which it intervenes.</p>	<p>The integration of pupils from grades 7 to 9 has been included in the most recent proposal to USDA, as well as in the 2023-24 school year.</p>
<p>To maximise the chance of achieving the McGovern-Dole Programme's strategic objectives, the FAS should ensure that all relevant activities cover all programme beneficiaries.</p>	<p>Due to budget constraints, USDA and WFP have decided to implement the complete McGovern-Dole package in only a limited number of schools. WFP expects the ratio to increase in the next cycle.</p>

Grey: not implemented Yellow: partially implemented Green: fully/mostly implemented

⁷³ Funds were provided from *Education Cannot Wait*, the United Nations global fund for education in emergencies and protracted crises.

48. **Planned beneficiaries and food transfers.** WFP reached 89 percent of pupils targeted in year one and 103 percent in year two, and as of February 2023, had reached 97 percent of those targeted for year three. Over 80 percent of food distribution targets were met in years one and two (84 and 81 percent respectively, see Figure 1).

Figure 1: Pupils reached and amount of food distributed against planned amount



Source: ITT and semi-annual reports to USDA

49. Table 6 presents a summary of planned versus actual output by department and year. For all years, the plan included equal numbers of girls and boys. As intended, the project gradually transferred schools from the McGovern-Dole project to the home-grown school feeding (HGSE) programmes run by WFP with funds from other donors (Canada, Japan and France) in years two and three (5,000 and 10,000 pupils, respectively). Due to needs in Grand'Anse and the limited resources of the McGovern-Dole project, it was later decided that the caseload would be maintained and that new schools would be included in the HGSE programme.

Table 6: Targets and numbers of beneficiaries reached at schools by school year and department

		Target	Reached	Target vs. Reached	Girls reached
Nord	School year 2020-21	34,951 pupils	30,608 pupils	88%	15,952 (52%)
		129 schools	152 schools	118%	-
	School year 2021-22	32,451 pupils	42,272 pupils	130%	21,010 (49%)
		129 schools	165 schools	128%	-
School year 2022-23	27,451 pupils	-	-	-	
	129 schools	-	-	-	
Nord-Est	School year 2020-21	34,369 pupils	33,942 pupils	99%	16,027 (47%)
		128 schools	137 schools	107%	-
	School year 2021-22	34,369 pupils	41,092 pupils	120%	19,645 (47%)
		128 schools	172 schools	134%	-
School year 2022-23	34,369 pupils	-	-	-	
	128 schools	-	-	-	
Grande-Anse	School year 2020-21	30,680 pupils	24,555 pupils	80%	11,322 (46%)
		131 schools	127 schools	97%	-
	School year 2021-22	28,180 pupils	20,079 pupils	71%	9,178 (45%)
		131 schools	110 schools	84%	-
School year 2022-23	23,180 pupils	-	-	-	
	131 schools	-	-	-	

Source: WFP Country Office monitoring data

1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

50. **Evaluation Questions and Criteria** defined by the ToR and synthesized during the inception phase are presented in Table 7.

Table 7: Evaluation questions and criteria

OECD/DAC Criteria	Evaluation Questions
Coverage and relevance	<ul style="list-style-type: none"> Did the programme reach the intended beneficiaries with the right mix of assistance for girls and boys, women and men? Is the programme aligned with and does it complement other national governments' and donors' education and school feeding policies and strategies?
Effectiveness	<ul style="list-style-type: none"> Did the interventions produce the expected results and outcomes? Were the set targets achieved? Did the intervention deliver equal results for men and women, boys and girls?
Efficiency	<ul style="list-style-type: none"> How efficient was the programme in terms of transfer costs, cost per beneficiary, logistics, and timeliness of delivery? What were the most effective methods for ensuring food safety within the school meals programme, taking into consideration the different national, regional, local and community governance systems?
Impact and coverage	<ul style="list-style-type: none"> What are the effects of the programme on beneficiaries and community-level systems of governance and management? Have there been any unintended positive or negative outcomes? What were the gender-specific effects? Did the intervention influence the gender context? What internal and external factors affected the programme's ability to deliver the impact?
Sustainability	<ul style="list-style-type: none"> Is the programme sustainable in the following areas: strategy for sustainability; sound policy alignment; stable funding and budgeting; quality programme design; institutional arrangements; local production and sourcing; partnership and coordination; community participation and ownership? What still needs to be addressed, including gender-related issues, to achieve a full handover and nationally owned school feeding programme?

51. While there is no dedicated criterion related to gender and/or human rights, the evaluation includes dedicated evaluation questions on gender. In addition to questions about coverage, relevance, effectiveness, efficiency, impact and sustainability, the evaluation addressed three questions drawn from USDA's Learning Agenda (Table 8).⁷⁴

Table 8: USDA's McGovern-Dole Learning Agenda questions

School meal programme implementation	What community-level systems of governance and management are required for the successful implementation and sustainability of school meal programmes?
Agriculture evidence gaps	How can a combination of local procurement at harvest time be supplemented with international food aid to promote a locally and/or nationally sustainable school meals programme?

⁷⁴ The Foreign Agricultural Service's (FAS) Office of Capacity Building and Development created the School Meals Learning Agenda for the McGovern-Dole (MGD) International Food for Education and Child Nutrition program, as a tool to highlight key research and evaluation questions around school meals. The Learning Agenda was designed to address key research and evaluation questions that align not only with the theory of change outlined in the MGD program-level Results Framework, but also the broader school meals program theory.' USDA, *Learning Agenda*, February 2016

Government investment	What types of incentives are most effective for securing local or national government investment in school meal programmes, and in what contexts? What are the barriers and challenges to securing investment?
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52. The ET developed an evaluation matrix including the evaluation questions, judgement criteria, expected information sources, opportunities for triangulation, data collection methods and evidence availability and reliability ratings (see Annex 12). During the inception phase the ET conducted a document review and KIIs that revealed consistent issues with monitoring data. As a result, the ET sought to systematically confirm project achievements through KIIs with the WFP (CO) and partners. The quantitative surveys also incorporated questions to validate monitoring data.

53. **Evaluation Approach and Methodology.** The evaluation employed a mixed-method approach with three main data collection methods: a desk review, collection of qualitative data from KIIs, focus group discussions and quantitative data collection through surveys in schools. Data collection and analysis was participatory and gender responsive, involving beneficiaries in FGDs and collecting quantitative data via five surveys. Sampling and data-collection tool design sought to fill gaps in monitoring data as far as possible (see Table 12 for further details).

54. The population of interest for the evaluation are the 100,000 children attending rural primary schools in Nord, Nord-Est and Grand'Anse departments where the McGovern-Dole project is implemented. The quantitative component of the evaluation was designed based on the same quasi-experimental design as the baseline, which includes a case-control comparison of schools in Grand'Anse and pre- and post-comparisons of schools in Nord and Nord-Est to measure the impact of the intervention. The approach was adapted to a before-and-after comparison for all schools (see paragraph 62). The tools and methods are informed by the stakeholder analysis and are directly linked to the evaluation matrix. The utilisation and purposes of the tools vary throughout the two different evaluation exercises (see Annex 13).

55. **Desk review.** The ET conducted a review of McGovern-Dole semi-annual reports, which include all activities related to the McGovern-Dole project; national policies; and other documentation related to school feeding. A list of the documents reviewed is provided in the final Annex.

56. **Qualitative data collection.** During the field phase, the national evaluation team collected qualitative data from KIIs and FGDs. A list of KIIs was originally provided by WFP, with purposive sampling to include people thought best able to provide the data needed and represent the diversity of those involved in or benefiting from the project. KIIs and FGDs with these stakeholders also allowed the ET to triangulate data collected from the surveys. Table 9 provides details of the KIIs and FGDs. The ET visited the same randomly sampled schools as at baseline, five in the Grand'Anse and four in the Northern departments (see Annex 14 for the complete list of people interviewed during data collection).

Table 9: Number of KII and FGDs conducted during data collection

	Stakeholder group	# of participants	% women/girls
KIIs	Director/deputy directors	10	30%
	Teachers	18	50%
	SFMC	5	43%
	Cooks	10	100%
	WFP	17	76%
	Government	18	17%
	IPs	10	40%
	Donors	3	0%
	Other	4	80%
		Total no. KII participants	95*
FGDs	Pupils	48	50%
	Cooks	10	90%
	School feeding committee	16	50%
	Total no. FGD participants	74	55%
	Total no. FGDs	24	

*Two teachers were also SFMC members

57. **Quantitative data collection.** At baseline, the ET intended to use a quasi-experimental case-control design for Grand’Anse, where the literacy component was implemented. However, this design had to be revised after the ET found that of the 22 control schools selected in conjunction with WFP, only 11 were not currently receiving WFP support. Data was however collected for the Control groups but used for indicative purposes only, particularly to compare trends. Statistical comparisons between control and treatment groups are not included, to avoid inaccurate interpretation. As a result, the quantitative data collection follows a before-and-after-only design for all departments to assess project attribution to outcomes. The pre/post design is less equipped to detect the effect of the intervention than a quasi-experimental design. It is important to note that WFP had been providing school meals to 307 of the 388 schools under former school feeding programmes before the current McGovern-Dole project began. In Grand’Anse, case schools are divided between Case 1 schools, which received the full package of programme activities, and Case 2 schools, which did not receive the literacy component.

58. **Sample size** was calculated based on stratified systematic sampling approach (with random start), with schools as the defined sampling unit (see Annex 15 for further description of sample size calculation). The sample aimed to produce representative results for Grand’Anse schools and a combination of Nord and Nord-Est schools. Data was collected in 108 schools at baseline and 107 at endline. Enumerators collected information from 1,256 persons (615 women/girls and 641 men/boys) at baseline and 1,340 people (719 women/girls and 621 men/boys) at endline (Table 10).

Table 10 Quantitative survey respondents

Survey participants	Departments						Total	
	Grand’Anse		Nord		Nord-Est			
	Total	% women/girls	Total	% women/girls	Total	% women/girls	Total	% women/girls
Baseline (per school)								
Administrator (1)	57	18%	25	40%	26	12%	108	21%
Teachers (1 M, 1 W)	113	37%	50	54%	52	54%	215	45%
Pupils (3 boys, 3 girls)	342	51%	150	51%	155	41%	647	49%
Cooks (2 cooks)	83	95%	37	95%	37	95%	157	95%
SFMC members (1 M, 1 W)	68	26%	28	29%	33	15%	129	25%
TOTAL							1,256	49%
Endline (per school)								
Administrator (1)	57	19%	25	28%	25	12%	107	20%
Teachers (1 M, 1 W)	114	61%	50	58%	50	48%	214	57%
Pupils (3 boys, 3 girls)	342	50%	150	47%	150	53%	642	50%
Cooks (2 cooks)	94	94%	46	96%	48	96%	188	95%
SFMC members (1 M, 1 W)	94	45%	46	39%	49	37%	189	41%
GRAND TOTAL							1,340	54%

59. The endline applied the same five survey tools as used at the baseline. The ET adapted the survey for each different population: school directors/administrators, teachers, pupils, cooks and SFMC members. Annex 16 details the link between these surveys with an assessment of components related to USDA RFs. Table 11 details the five surveys and the relevant information collected.

Table 11: Survey tools and purposes

#	Respondent	Information collected
1	School director (see Annex 17)	<ul style="list-style-type: none"> Numbers of staff, teachers and students Teacher attendance Student enrolment and attendance Availability of school supplies School infrastructure Access to clean water and sanitary practices
2	Teachers (Annex 18)	<ul style="list-style-type: none"> Quality of literacy instruction Access to supplies and materials Skills and knowledge Pupil attentiveness Pupil use of health and hygiene practices Nutrition knowledge
3	Pupils (Annex 19)	<ul style="list-style-type: none"> Girls' and boys' knowledge, attitudes, and practice questions related to the use of health and dietary practices
4	School cooks (Annex 20)	<ul style="list-style-type: none"> Use of health and dietary practices Knowledge of safe food preparation and storage practices Access to requisite food preparation and storage tools and equipment
5	SFMC (Annex 21)	<ul style="list-style-type: none"> Access to food Knowledge of safe food preparation and storage practices Access to requisite food preparation and storage tools and equipment

60. DemDev, a locally owned and managed private company registered in Haiti, was subcontracted to conduct all surveys and to contract Haitian enumerators. DemDev and the ET trained the enumerators on the survey content and the software to be used. The training also served to pilot the survey tools.

61. Enumerators collected data in person with structured questionnaires prepared in Haitian Creole using Kobo Toolbox, which allowed the ET to assess the quality of the data in real time.

62. The ET used the results of the EGRA administered to Grade 2 schoolchildren by CRS in June 2021 and August 2022 to determine progress on SO1 from baseline.

63. **Triangulation.** The ET collected data on the same questions from multiple sources to increase the credibility and validity of the findings. Triangulation ensured that all findings were not the view of a single person or group of persons but reflected the opinions of many key informants.

64. **Gender.** The ET followed UNEG guidance on Integrating Human Rights and Gender Equality in Evaluations to shape the evaluation approach and ensure that the project's gender aspects were assessed throughout. The evaluation design aims for balanced participation of men and women in all groups of stakeholders as far as possible, and emphasises gathering data on women's and girl's roles, responsibilities, opportunities and obstacles in the project. Throughout the evaluation, data was disaggregated by gender where available. The team analysed gender differences and assessed the extent to which the different needs, priorities, voices and vulnerabilities of women, men, boys and girls had been considered in the project's design, selection, implementation and monitoring.

65. Interviewees were provided with an environment adapted to promote free discussion taking local practices and cultural habits in consideration. The ET ensured that all interviewees understood that the discussions were confidential. As far as possible, girls were interviewed by women enumerators and boys by men enumerators. For the pupil FDGs the ET separated boys and girls so that they could express themselves freely. Group KIIs with teachers and SFMC FGDs were conducted in mixed groups. Participants' ability to express themselves freely in mixed-gender groups was confirmed by the national evaluators and verified during the data collection. DemDev hired nine women and nine men enumerators for the quantitative data collection.

66. **Data Analysis Methods.** Quantitative data analysis used SPSS and Excel software. Raw data was reviewed, cleaned and recoded for analysis. Where appropriate the ET used independent t-tests (mean comparisons for continuous measures) to identify significant differences between baseline and endline data. WFP requested disaggregated results for Nord and Nord-Est; sample sizes were not calculated to be representative for this disaggregation. Due to a smaller control group sample than planned (see limitations), the ET used associations or difference in means tests between baseline and endline or between different samples within each time period wherever appropriate. Statistical tests, where performed, are only included for the aggregated sample of Nord and Nord-Est. Most results are discussed based on trend analysis. Qualitative analysis was based on the ET’s review of transcripts of the KIIs and FGDs for content and thematic analysis, drawing out key findings that fed into the evaluation matrix.⁷⁵

67. **Ethics.** The ET followed UNEG’s Ethical Guidelines for Evaluation to design ethical protocols for use at the baseline and endline. Enumerators ensured voluntary participation and that all participants were informed of the implications of their participation. The data was treated anonymously so that findings could not be attributed to specific respondents. The enumerators and ET ensured cultural sensitivity and fair recruitment of participants, including women and socially excluded groups; obtained verbal consent from all respondents; respected their autonomy; and ensured that the evaluation resulted in no harm to participants or their communities.

68. Limitations and mitigation measures are detailed in Table 12 below.

Table 12: Limitations and mitigation measures

Limitations	Mitigation measures
Variations in data-collection processes for indicators and reporting during the project cycle made providing a summative analysis challenging.	The ET assessed project achievements based on the CO’s final version of the Performance Monitoring Plan as well as the SAPR submitted to USDA. When the ET identified areas of inconsistency, they asked the CO and/or IPs for additional information.
The validation of outcome indicators presented specific challenges.	Direct observation was beyond the resources available for the evaluation. Observation would have supported a more accurate understanding of outcomes assessing behaviour change, specifically in terms of attentiveness and changes to hygiene practices. The ET sought to explore these topics through qualitative evidence. Unfortunately, this is a substantial limitation to the evaluation. CRS aimed to compare outcomes of an Early Grade Reading Assessment conducted in assisted schools with three types of control schools (no intervention, similar literacy intervention only, canteen intervention only). ⁷⁶ However, as the project targeted the most vulnerable schools (all public) results cannot be compared to the control groups, which contained a mix of public and private schools, as private-schools students in general have better socio-economic backgrounds and teachers are better remunerated. The ET focused on trend analysis to strengthen the findings. The evaluation was conducted before the final EGRA in May 2023,

⁷⁵ The ET did not use any specific software, tool or matrix for the content and thematic analysis. Notes from each interview were thoroughly reviewed, triangulating information between sources and extracting information repeated by different people and different KI groups.

⁷⁶ Details of the EGRA test are available in Annex 27

	thus final achievements could not be assessed. The EGRA results should be viewed as a supplement to the findings in this evaluation when they become available.
<p>Quantitative survey</p> <p>The quasi-experimental design was not appropriate as only 11 schools could be identified for the control group.</p>	Control groups are included for indicative purposes only, particularly to compare trends. Statistical comparisons between control and treatment groups are not included, to avoid inaccurate interpretation. The ET has systematically reviewed differences at the baseline to incorporate these particularities within the analysis.
<p>Timing of data collection. Baseline data was collected during November 2020, and endline date was collected in April 2023, during the lean season.</p>	The ET has taken this into consideration when analysing the data collected, especially concerning questions related to food diversity intake.
<p>Not all activities have been implemented in all areas. Only 50 schools in the Grand'Anse Department received the literacy component. Coverage of hard WASH activities (construction and rehabilitation of latrines and water access points) was also limited to the same schools.</p>	The fact that not all schools received the comprehensive package of services as defined in the McGovern-Dole RFs limits the possibility of assessing and establishing the validity of the whole theory of change, the backbone of the McGovern-Dole FFE programme. Only RF2 can be used for the schools that did not receive the literacy component. No mitigation measures can be applied here.
<p>Heightened insecurity. Due to security issues, the international evaluation team members were unable to travel to Haiti, making it more difficult to capture qualitative information.</p>	The international evaluation team conducted interviews remotely as far as possible. KonTerra hired two national consultants in the field, who conducted interviews in close collaboration with the international ET members and the support of WFP. Despite the volatile situation, the ET considers that the team conducted a comprehensive survey contributing to a robust data collection and analysis process.
<p>Persistently unstable context. COVID-19; the assassination of the President; fuel scarcity; increased gang activity and general violence; roadblocks, particularly in Martissant, which links the capital to the south; and the advent of cholera were external elements that negatively impacted the implementation of all WFP activities.</p>	The findings take the challenging contextual circumstances into account. The ET is aware that the complexity of the external situation inevitably affected the project's implementation.
<p>Evaluation resources: The ET should have worked with WFP to ensure the scope of the evaluation was more realistically tailored to the resources available.</p>	The ET sought to prioritise those EQs to which the available resources and information sources were best suited. EQ 11 and 12 and all three McGovern-Dole Learning Agenda questions, for which the ET did not have sufficient resources, rely on existing studies and/or the ET has included recommendations to prioritise future studies to inform the remaining information gaps.
<p>Assessing gender equality results: There are no project-specific indicators for assessing gender 4 equality results.</p>	The evaluation includes a specific EQ dedicated to gender equity. The ET assessed the representation of women in decision-making bodies (the SFMCs),

	but not whether or how this has translated into active agency. Broader equity and inclusion dimensions have not been assessed in line with the evaluation's scope and focus.
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2 Evaluation findings

69. The findings are organised by the evaluation criteria and questions, followed by the three McGovern-Dole learning agenda questions. Annexes 22 to 26 provide a comprehensive overview of data collected through the quantitative surveys. Unless otherwise specified, the surveys performed in schools by DemDev are the sources used for all of the tables.

2.1 COVERAGE AND RELEVANCE

EQ1: Did the programme reach the intended beneficiaries with the right mix of assistance for girls and boys and women and men?

Key findings:

- EQ1.1. The project adapted to the contextual constraints, achieving the overall beneficiary targets despite reaching only 89 percent of the intended number of pupils in year one.
- EQ1.2. In response to the sociopolitical and economic deterioration, WFP, in agreement with USDA, prioritised food distribution over implementation of the full programme package (the 'right mix').
- EQ1.3. The gender breakdown of the project beneficiaries is appropriate and reflects the gender composition of the target groups.

70. Targeting rural public schools in remote areas of the country aligns with WFP's targeting and prioritisation mandate to 'ensure that those most in need receive the assistance they require'.⁷⁷

71. The project reached 89 percent of the pupils planned for year one (89,416 pupils of 100,000), and 103 percent of those planned for year two. In year three, 97 percent of intended pupils were reached in the first semester. External events, notably COVID-19 restrictions in year one and civil unrest in the first three months of 2022/23, negatively impacted the project's achievements. A more detailed analysis of achievements is included within EQ3 and 4 of the Effectiveness criteria (p. 24)

72. In line with the RF, achievement of the McGovern-Dole Programme outcomes relies on a combination of activities leading to three main intermediate results. However, from the beginning, WFP implemented the full programme package (the 'right mix') in only 50 schools out of 451.⁷⁸ This decision, made in agreement with USDA, was determined based on prioritisation of nutrition outcomes, allocating a bigger budget to school meals to feed more children rather than targeting fewer schools with the complete McGovern-Dole package. Most government, USDA and WFP staff interviewed agreed with this prioritisation, especially given the turbulent sociopolitical and economic context.

73. Boys and girls were equally reached through school feeding, with their primary school attendance rates similar, though slightly higher for boys. The smaller number of girls enrolled, as reported by the school directors surveyed, supports the fact that overachievement of boys receiving school meals is a result of the larger numbers of boys enrolled, rather than inequitable food distribution. This is further confirmed by the fact that there were no statistically significant differences in terms of boy and girl students reporting receiving school meals in the pupil survey.

74. There are more women staff (teachers/educators/assistants) than men, thus more women were reached. The converse is true of school administrators and officials, where fewer women in these positions meant that fewer trained. The fact that school cooks are predominantly women justifies the larger number of women trained in food preparation and storage.⁷⁹ Table 13 provides an overview of project beneficiaries reached, disaggregated by gender.

⁷⁷ WFP; Targeting and prioritisation - Operational Guidance Note; January 2021.

⁷⁸ According to the ITT, WFP reached 451 schools in year 2.

⁷⁹ Ninety-four percent of the cooks surveyed were women.

Table 13 Number of people reached by the project, disaggregated by gender

		Total	Women/girls	Men/boys
Number of school-age children receiving daily school meals	Target		50%	50%
	Year 1	89,416	49%	51%
	Year 2	103,443	48%	52%
Number of teachers/educators/teaching assistants trained	Target		65%	35%
	Year 1	170	71%	29%
	Year 2	112	75%	25%
Number of school administrators and officials trained	Target		17%	83%
	Year 1	137	53%	47%
	Year 2	69	19%	81%
Number of individuals trained in safe food preparation and storage & child health and nutrition	Target		50%	50%
	Year 1	2,084	64%	36%
	Year 2	1,774	60%	40%
Number of students attending summer reading camp	Target		50%	50%
	Year 1	321	48%	52%
	Year 2	600	46%	54%
Number of students participating in peer tutoring	Target		50%	50%
	Year 1	321	77%	23%
	Year 2	600	43%	57%
Number of teachers receiving bimonthly coaching and monitoring support	Target		65%	35%
	Year 1	49	76%	24%
	Year 2	109	76%	24%

Source: ITT

EQ.2: Is the programme aligned with and does it complement other national governments and donor education and school feeding policies and strategies?

Key findings:

- EQ2.1. Literacy, WASH, nutrition and SBCC activities align with relevant Haitian government policies. However, the use of imported food for school meals conflicts with the HGSP approach promoted by national school feeding policies, WFP’s own School Feeding Strategy and the US Government’s Global Hunger & Food Security Initiative (Feed the Future).
- EQ2.2. Supporting women’s leadership roles in SFMCs and promoting girls’ and boys’ equality through SBCC activities directly or indirectly addresses some pillars of the national government’s Gender Policy (2014–2034). However, paying men to construct latrines while cooks, who are predominantly women, are not paid through the project appears to contradict GEWE objectives both in Haitian policy and WFP’s Gender Policy.
- EQ2.3. Close cooperation between WFP and the World Bank supports alignment with an important donor in the educational sphere at both the strategic and operational levels.

75. **National government policies.** Overall, the project aligns with important national government policies and strategies around school feeding and health and nutrition. However, the project’s reliance on imported food is a notable deviation. Additionally, despite planning for inter-ministerial and intersectoral coordination at the conception of the project, this did not materialise. Table 14 below presents the most relevant national policies alongside the ET’s findings.

Table 14: Analysis of alignment and complementarity with national policies

Activity	Alignment and/or complementarity description	Alignment
1.1 Provide school meals	Aligns with the inclusion of canteens as part of the Ten-Year Education and Training Plan . ⁸⁰ Priority Programme 2 devoted to the schooling support mechanism.	
	Complements pillar 3 of the 2018 National Policy and Strategy for Food and Nutrition Sovereignty : investment in social safety nets and access to basic services for nutritional security.	
	Using imported food conflicts with the Home-Grown School Feeding (HGSF) aspect of the National School Feeding Policy and Strategy . Project participants, IPs and institutional stakeholders unanimously stated that a HGSF approach would have a much wider effect in the targeted communities.	
	Conflicts with two of the four main pillars of the 2018 National Policy and Strategy for Food and Nutrition Sovereignty and security in Haiti: 1) shift to policies promoting food sovereignty and security and nutrition and 2) rely on family-farming and agro-industry. In the next McGovern-Dole cycle WFP will implement the integrated Local and Regional Food Aid Procurement Programme, for which up to an additional 10 percent of the award can be allocated to local procurement. This is still under negotiation.	
1.2 Training in food preparation and storage; 1.3 Provide non-food items; 2.2 Provide handwashing stations, latrines, water access points, 2.3 Health and hygiene training; 2.5 Provide fuel-efficient stoves	These activities align with the Ten-Year Education and Training Plan's Health and Nutrition subprogramme objective to 'ensure an adequate sanitary environment and a quality school canteen in public schools.	
2.2 Provide handwashing stations, latrines, water access points; 2.3 Health and hygiene training; 2.4 Distribution of deworming tablets	Aligns with Haiti's Strategic Nutrition Plan's (2013–2018) ⁸¹ 'prevention of malnutrition' pillar focusing on promoting education on nutrition and hygiene, including integrated child and adolescent nutrition in schools, prevention of infectious diseases, and hygiene promotion. Limited engagement with the Ministry of Health does not align with the importance that the Strategic Nutrition Plan places on the need for intra- and inter-ministerial and intersectoral coordination in Haiti, including school feeding.	

⁸⁰ Plan décennal d'éducation et de formation 2020–2030 – PDEF

⁸¹ Plan stratégique de nutrition (2013 - 2018)

<p>4.1 Conduct SBCC study</p> <p>4.2: Comprehensive SBCC package</p>	<p>The engagement of communities complements the Strategic Nutrition Plan's (2013–2018) promotion of communities' active participation in promoting a healthy environment. Health and nutrition training complements the strategy's emphasis on the importance of a diverse diet and promoting fruit and vegetable consumption. However, the food provided through school meals does not support a diverse diet as the project does not include fruit or vegetables.</p>	
<p>3 Promote improved literacy through implementation of the 'M ap li nèt ale' (MLNA) curriculum based on Creole-French bilingualism and associated activities e.g., summer reading camps</p>	<p>Aligns with the Ten-Year Education and Training Plan's emphasis on increasing the integration of Creole and the recommendations of the Official Programme of the Ministry of National Education and Vocational Training to strengthen the Creole curriculum.⁸²</p>	
<p>5.1 Revised SABER assessment; 5.2 Build government capacity; 5.3 Department-level training</p>	<p>Complements pillar 4 of the 2018 National Policy and Strategy for Food and Nutrition Sovereignty on strengthening national capacities necessary for proper implementation of the same.⁸³</p>	
<p>Gender as a cross-cutting theme</p>	<p>Activities address some pillars of the Government of Haiti's Gender Policy (2014–2034) directly or indirectly, most notably pillars 5, equal participation of women and men in decision-making bodies, and 2, non-sexist education models, by promoting the equality of girls and boys in the SBCC component and emphasising the importance of women's active participation on school feeding committees. However, there are no activities addressing gender-based violence, despite this having been reported by school staff, students, and the Ministry of Women's Affairs (pillar 4: Elimination of all forms of GBV). Additionally, paying men to construct latrines while cooks, who are predominantly women, are not adequately remunerated, contradicts pillar 5: Economic equality and equitable access to employment.</p>	

Note: Yellow: limited alignment Green: good alignment

76. **WFP's strategic alignment.** The strategic objectives of the McGovern-Dole Programme align with the ambition of the **WFP School Feeding Strategy 2020–2030**, adopted in 2020, to 'work with governments and partners to jointly ensure that all primary school students benefit from good quality meals as well as a broader integrated package of health and nutrition services'.⁸⁴ While WFP's partnership with governments and IPs aligns with the strategy, the expected outcomes of these partnerships, namely to 'reduce the funding gap, lay the groundwork for moving to national programmes where possible, and ensure the delivery of well-

⁸² 'Creole, the mother tongue that binds all Haitians, must occupy a better place to build social cohesion and develop skills and knowledge,' Ministry of Education, Plan décennal d'éducation et de formation, December 2020, p. 17.

⁸³ Republic of Haiti, National Policy and Strategy for Food Sovereignty, Security and Nutrition in Haiti, June 2018

⁸⁴ WFP, School Feeding Strategy 2020–2030, January 2020, p. 6.

integrated packages⁸⁵ have only been partially realised, given the existing funding gaps and resulting limited implementation of literacy and hard WASH activities.

77. The project partially aligns with WFP's **Gender Policy 2015–2020**. Promoting decision-making and equal participation for women is integrated into WFP school feeding programmes by systematically sensitising school feeding committees (SFCs) to incorporate women (objectives 2 and 3). However, the project's ITT does not provide custom indicators with which to capture changes related to this objective or verify its success. Furthermore, economic equality is not supported, as the project paid men working in schools building toilets while cooks, who are predominantly women, are not paid.

78. **Donor priority.** In terms of alignment with USDA priorities, the McGovern-Dole Programme supports USDA Strategic Goal 3, promote American agricultural products and exports.⁸⁶ The McGovern-Dole Programme also aligns with some United States Agency for International Development Education Policy considerations such as school feeding programmes and teacher education and professional development.⁸⁷ However, the McGovern-Dole Programme importing food from the US does not align with the US Government's Global Hunger & Food Security Initiative (Feed the Future), which promotes inclusive and sustainable agriculture-led economic growth contributing to the resilience of households and communities through a strengthened agriculture sector that will spill over to other sectors, benefiting from increased incomes, skills, and capacities.⁸⁸

79. **Donor-funded initiatives.** The World Bank is an important actor in the education sector in Haiti. It has supported education initiatives since March 2017.⁸⁹ Its programmes improve the teaching and learning environments in selected public and non-public schools. The World Bank supported Haiti's COVID-19 response and school continuity through distance learning, remedial programmes and communication interventions. WFP and the World Bank cooperated closely at the institutional level through their participation in the regular meetings of the education sectoral table.⁹⁰

80. At the operational level, WFP and the World Bank avoided overlapping their school feeding activities in Grand'Anse, where both were operating, by exchanging lists of supported schools. BND, as a common implementing partner, facilitated this cooperation.

81. The McGovern-Dole project is complemented by collaboration with UNICEF, in particular on the installation of mobile handwashing units in schools. UNICEF has also reconstructed facilities damaged by the 2022 earthquake in two of the McGovern-Dole assisted schools.

2.2 EFFECTIVENESS

82. The effectiveness section focuses on the achievement of intermediate results and strategic objectives. Further details on activity-level achievements are provided in Annex 11. Quantitative surveys gathered a significant volume of data, much of which is presented in the report Annexes 22–26. Volume 1 describes the key findings, particularly areas which have changed substantially since the baseline or where a clear difference was found between USDA-supported and comparison schools. The full project monitoring output and outcome indicator tables are provided in Annexes 9 and 10.

⁸⁵ Ibid, p. 34.

⁸⁶ USDA; USDA Strategic Plan; FY 2018–2022; p. 25.

⁸⁷ USAID; USAID Education Policy; April 2020; p. 28 & 29.

⁸⁸ Feed the Future; U.S. Government Global Food Security Strategy; Fiscal year 2022-26; p. 28.

⁸⁹ The 'Providing an Education of Quality in Haiti (PEQH)' programme was replaced by PROMESSE, to end in 2026.

⁹⁰ KIIs with WFP and World Bank respondents.

EQ.3: Did the interventions produce the expected results and outcomes – were the set targets achieved?

Key findings:

- EQ3.1. Literacy achievements are far below expectations. Compared to baseline, pupils in schools benefiting from the literacy activities have shown a slight improvement in their capacity to read and understand the meaning of a grade-level text in French but not in Créole. Estimations of a more precise impact are undermined by the fact that the evaluation was conducted before the endline EGRA was scheduled and that the CRS evaluation methodology does not allow comparison with control schools.
- EQ3.2. Overall, most activity-level outputs related to improved literacy instruction have been achieved, contributing to improvements from baseline among many related indicators. While comparison of baseline and endline results suggests that the project has provided a buffer against the deteriorating sociopolitical context, the activities have not fully overcome these challenges. Increased food insecurity, frequent school closures and high rates of teacher absenteeism are primary threats to achieving literacy-related objectives.
- EQ3.3. Take-home rations were an important adaptation measure but did not sufficiently cover food needs when schools were closed.
- EQ3.4. Data from the evaluation survey and WFP monitoring data shows that 22–66 percent of pupils, depending on department, reported that they were still hungry after school meals. Likewise, WFP’s collected data shows that between 28 and 48 percent of surveyed pupils said they did not have enough food at school.
- EQ3.5. While the hard WASH activities were largely achieved, they were not designed to comprehensively address needs. Although training on health, hygiene and food safety largely reached its targets, project contributions to SO2 will remain limited without material support to respond to gaps in school canteen and WASH infrastructure. The contribution to student behaviour change has been confounded by COVID-19, and lack of direct observation further limits ET assessment of the change.
- EQ3.6. The effectiveness of SBCC project components will be assessed more comprehensively through the WFP-commissioned surveys. The limited evidence from the evaluation suggests that SBCC is effective in increasing the coverage and quality of teacher training on nutrition.
- EQ3.7. Since 2022, WFP has been increasingly supporting capacity building activities related to school feeding. McGovern-Dole is the only project funding WFP’s Technical Assistance and Capacity Strengthening work with the Government of Haiti.

SO1: Improved literacy

83. As described above, USDA RF1 indicates that literacy can be improved when children attend school, are attentive, and are provided with quality literacy instruction. The following section follows USDA RF1 (see Annex 4) describing the results WFP and IPs achieved during the project implementation, based on which contribution to improved literacy outcomes is assessed. Importantly, some activities contributing to these result streams are only relevant to the 50 schools selected in Grand’Anse to receive the literacy component.

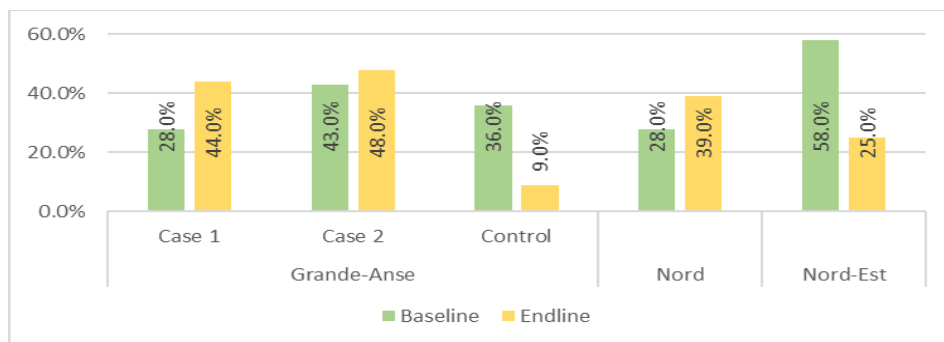
Result Stream MDG 1.1: Improving the Quality of Literacy Instruction

84. The four intermediate results leading to the MGD 1.1 result stream are analysed below.

85. **MGD 1.1.1: More consistent teacher attendance.** Activities related to MGD 1.1.1 were positively reviewed and generally achieved. These activities were only implemented in the 50 schools in Grand’Anse. In narrative reports, CRS stated that teachers attended classes more frequently during the 2020–21 school year, although some were forced to take time off for activities providing more income. Based on the narrative reports, teacher attendance increased dramatically during the second semester of 2021, with average teacher attendance in schools increasing from 50 percent at baseline to more than 80 percent. The delayed start to the 2021–2022 school year in the Grand’Anse department, prolonged teacher strikes in January and February 2022 and an influenza outbreak in the 50 schools supported by the early grade reading programme caused teacher attendance to drop to 71 percent. These results are still in line with the 2022 target of 70 percent teacher attendance at supported schools (see Annex 10, Ct. Ind. #13).

86. Far more teachers at McGovern-Dole-assisted schools were reported to be ‘always present’ than those in non-assisted schools. In Grand’Anse and Nord departments the proportion of those reported to be ‘always present’ has improved since baseline. Although a positive trend, this result is not statistically significant.⁹¹ This trend was not observed in Nord-Est department nor in the comparison group in Grand’Anse (Figure 2 below). The most positive school attendance results, an increase of 16 percent, occurred in Case 1 schools, the only schools receiving activities related to RF1. While this is a positive indication that related activities have contributed to improving teacher attendance, the change is not statistically significant.

Figure 2 Proportion of the time teachers are ‘always present’ according to school directors



Source: School directors’ survey

87. Qualitative interviews with teachers and IPs stressed that the main reason for teacher absenteeism is lack of motivation due to poor and irregular salary payment, a factor that the project does not address. Furthermore, the last three years have been marked by multiple teacher strikes. When striking, teachers’ absence does not appear on the school register as they come into school but do no work. As a result, increased reporting of teachers being ‘always present’ may overrepresent the time they are available for instruction. The BND estimated that teacher absenteeism⁹² were the reason for school closure 18.4 percent of the time in school year two and 14.2 percent of the time in 2021/22. This highlights the continuing teacher absenteeism barrier to reaching the improved literacy objective.

88. **MGD 1.1.4 & MGD 1.1.5: Improved Skills and Knowledge of Teachers and Administrators.** Output achievements were generally high, with overachievement of the numbers of administrators and teachers receiving bimonthly coaching and monitoring support (see Standard indicator #7, Custom indicator #5, Annex 9). The targeted number of teachers was not reached because some schools had fewer teachers than planned for in the first and second grades (Standard indicator #5, Annex 9, target=120). Details of these achievements are provided in Annex 11.

89. Based on these activities the ITT shows positive results for teacher capacity, with the number implementing MLNA reading methodology and applying teaching techniques learned during the training sessions progressively increasing from 33 percent of trained teachers in year one to 95 percent in year two, exceeding the year two target of 75 percent. Findings on administrator capacity cannot be assessed using the ITT as there are inconsistencies in the figures: in some cases, the number applying practices is higher than the number trained (compare Standard indicator #6 and Standard indicator #7).

90. These positive results are somewhat triangulated with the quantitative survey with teachers. In Case 1 schools, where all teachers were trained in implementing the MLNA reading methodology, there was a small increase in the percentage of those teachers who believed they had the capacity to teach their students well (from 82 at baseline to 88 percent). The fact that this improvement was larger among teachers who had not received the literacy activities is somewhat surprising (Table 4, Annex 23).

91. Importantly, the extremely high self-reported skills (above 80 percent for all schools) directly contradict specialist literature; for example in assessments of primary school teachers in the Central Plateau, where results are derived from testing teacher capacity directly, only 10 percent of French and 22 percent of

⁹¹ As stated in the limitations, statistical significance can only be assessed for Grand-Anse and Northern departments overall.

⁹² Due to social unrest, strike, or vocational training.

mathematics teachers were able to answer at least half of the questions correctly.⁹³ Thus the ET does not necessarily see the lower percentage change among the Case 1 teachers surveyed as a negative reflection of the effectiveness of project activities related to this result.

92. Key informants reported that even with regular follow-up,⁹⁴ many teachers still have difficulties implementing the MLNA curriculum. Here continued and expanded follow-up on teacher's training is very important to the project.

93. **Cluster meetings.** CRS organised two types of cluster meetings: 1) parent-teacher association meetings to reinforce key messages about the various components and activities of the project, increase parental ownership of roles and responsibilities and foster collaboration between schools and families; and 2) meetings of directors, first- and second-grade teachers to allow participants to discuss the difficulties encountered in the project's application and collectively identify solutions. According to CRS, cluster meetings have proven particularly useful for increasing teachers' attendance and sensitisation to the MLNA programme.

94. **1.1.2: More Access to School Supplies & Materials.** Activities to support this intermediate outcome primarily achieved or overachieved targets. Classroom libraries were established containing 55 titles; in the second year, libraries contain about 110 titles in the 50 schools benefiting from the literacy component (Annex 9, Custom indicator #1). Summer reading camps were held five days a week from 8 a.m. to 1 p.m. over four weeks in July 2021 and 2022. The targets planned were reached by 107 percent and 200 percent in years 1 and 2, respectively. Such camps were not going to be held in 2023 as originally planned (Custom indicator #2).⁹⁵ However, in view of the turbulent times during this academic year, in May 2023 it was agreed with WFP to run two weeks of summer camps from July 10 to 21 2023 in 30 schools, with the aim of filling certain gaps among the weakest students in grades 1 and 2.

95. Peer-to-peer tutoring was designed to provide additional time for pupils with reading weaknesses to focus on basic foundational literacy skills. This activity reached a total of 600 students (200 tutors and 400 tutees, 256 girls, 344 boys). The activity surpassed the planned objectives in year one (107 percent) and year two (200 percent, Custom Indicator #4). The agreement between WFP and CRS indicates that outside the McGovern-Dole project, CRS will continue to implement an integrated literacy programme including activities focused on social emotional learning and early childhood development in five of the country's departments, Plateau Central, South, Artibonite, Nord and Nord-Est. Annex 11 provides further details of these activities.

96. CRS distributed school supplies and equipment. Achievements are well above the baseline ITT target of providing 20,700 teaching and learning items (Standard indicator #3, Table 15). However, the data is not disaggregated by type of material (teacher guides, learning materials, etc.), which would be important for analysis of how the materials were expected to contribute to learning outcomes.

Table 15: Standard indicator #3 (output): Number of teaching and learning items provided as a result of USDA assistance

	School year 2020/21	School year 2021/22	School year 2022/23	Total
Planned	6,900	6,900	6,900	20,700
Actual	11,639	39,203	23,434*	

* School supplies and materials distributed during January and February 2023. This figure is provisional, pending final results.

Source: SAPR

97. The teachers surveyed provided a detailed analysis of the materials available. In line with project outputs, a higher percentage of teachers in Case 1 reported the availability of all types of teaching materials at endline, with notable increases in pencils and writing and reading books for pupils. The availability of school materials in Nord and Nord-Est declined dramatically, particularly in Nord-Est, indicating how the challenging socio-economic context exacerbates existing vulnerabilities (Table 16). Case 2 schools, which did

⁹³ World Bank, Haïti, investir dans l'humain pour combattre la pauvreté, 2014

⁹⁴ All teachers in Case 1 schools said that they received regular pedagogical follow-up.

⁹⁵ The reason given to the ET is that this activity had not been planned because the project ends on July 31, 2023.

not receive materials from the project, also improved slightly. This may indicate external sources of support outside the McGovern-Dole project.

Table 16: Change in the percentage of teachers reporting ‘enough’ teaching material available in classrooms⁹⁶

	Grand’Anse			Nord	Nord-Est
	Case 1	Case 2	Control		
Chalk	22%	13%	-14%	5%	2%
Brushes for blackboard	10%	18%	4%	9%	-4%
Rulers for blackboard	30%	6%	9%	12%	-17%
Pencils for pupils	60%	-1%	-13%	-11%	-33%
Rulers for pupils	22%	2%	-4%	-10%	-27%
Writing books for pupils	44%	6%	-9%	-22%	-40%
Reading books for pupils	78%	19%	-9%	-6%	-37%
Math books available for pupils	2%	2%	-18%	-8%	-37%
Instructional posters for classroom	8%	3%	-4%	10%	-21%

98. The percentage of teachers in Case 1 schools reporting that they had enough teaching tools to do their job well increased only marginally from baseline, despite CRS distribution of school supplies and equipment. However, the large decrease in the proportion of teachers reporting that they had sufficient tools to do their job in schools not receiving literacy activities (Case 2, Case 3 and Control) indicates that the support provided was important in preventing further deterioration (Table 17).

Table 17: Percentage of teachers reporting availability of sufficient teaching tools

Do you think you have enough teaching tools to be able to do your job as a teacher well?	Departments				
	Grand’Anse			Nord (n=50)	Nord-Est (n=52)
	Case 1 (n=50)	Case 2 (n=41)	Control (n=22)		
Baseline (% yes)	48%	37%	41%	50%	65%
Endline (% yes)	50%	26%	5%	29%	15%
Change in % from baseline	2%	-11%	-36%	-21%	-50%

Source: Teacher survey. Orange=deterioration since baseline

99. **MDG 1.2: Improved Attentiveness.** Based on calculations from WFP’s ad hoc survey,⁹⁷ over 64 percent of pupils were attentive in year two, with girls reported to pay slightly more attention in class than boys (66% and 61% respectively). These exceed the year one and 2 targets of 60 percent but fall below the year three target of 75 percent as planned in the ITT (Annex 11).

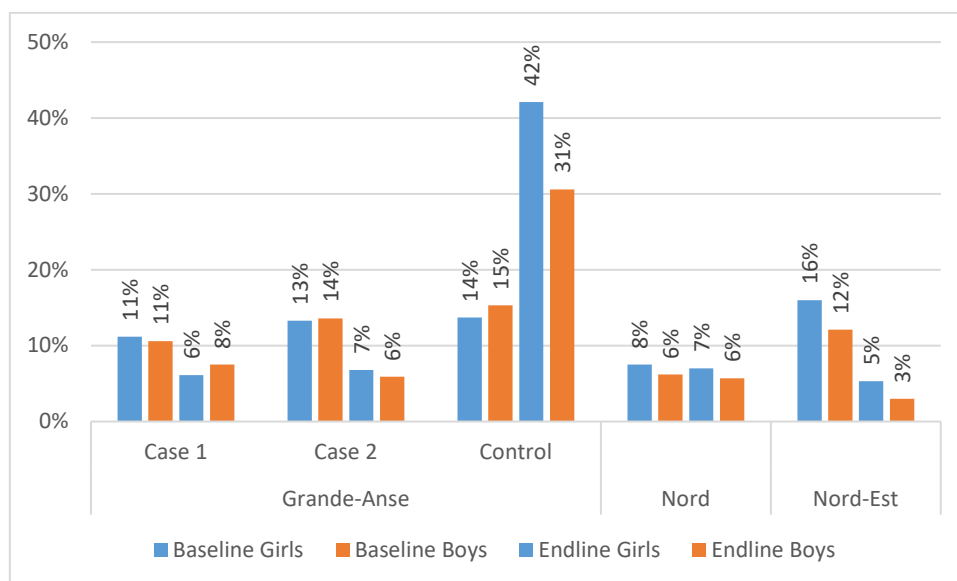
100. The evaluation sought to triangulate these findings by asking teachers at baseline and endline to estimate the number of boys and girls who are often and sometimes inattentive (sleepy or inactive) in class. The results appear even more positive than those from the ad hoc survey, with fewer than 20 percent of students estimated inattentive and lower percentages at endline (see Figure 3).⁹⁸ Greater attentiveness at supported schools aligns with general literature stating that school meals directly contribute to children’s attentiveness in class. In the non-McGovern-Dole schools, teachers reported much higher rates of inattentiveness than at baseline.

⁹⁶ Teachers were given four choices to answer these questions: 1) Yes, there is enough; 2) There are some, but a few missing; 3) There are some, but many missing; and 4) There are none. This table only provides the change in percentage of answer 1. See Annex 23 Table 3 for further details.

⁹⁷ Conducted by WFP in April 2022 through interviews with a minimum of three teachers at each target school. According to the teachers, an attentive student is one who most often listens in class, is active, asks questions, and memorises some lessons.

⁹⁸ Results are significant (p<0.01)

Figure 3: Percentage of students estimated to be inattentive at baseline and endline



Source: Teachers' survey

101. Disaggregated differences between boys and girls at both baseline and endline are marginal and do not follow a specific pattern. However, overall boys were significantly more likely to be attentive at endline compared to girls,⁹⁹ directly contradicting the findings from the WFP ad hoc survey.

102. Importantly, there are data quality issues, as pupils' attentiveness is very subjective and complicated to estimate. Furthermore, the endline data was collected at the end of the dry season, which may partially explain the large increase in inattentiveness in non-supported schools and may also reduce the observable impact of the McGovern-Dole project. Teachers interviewed by the national evaluators reported an increase in attentiveness of pupils directly linked to the food received at school.

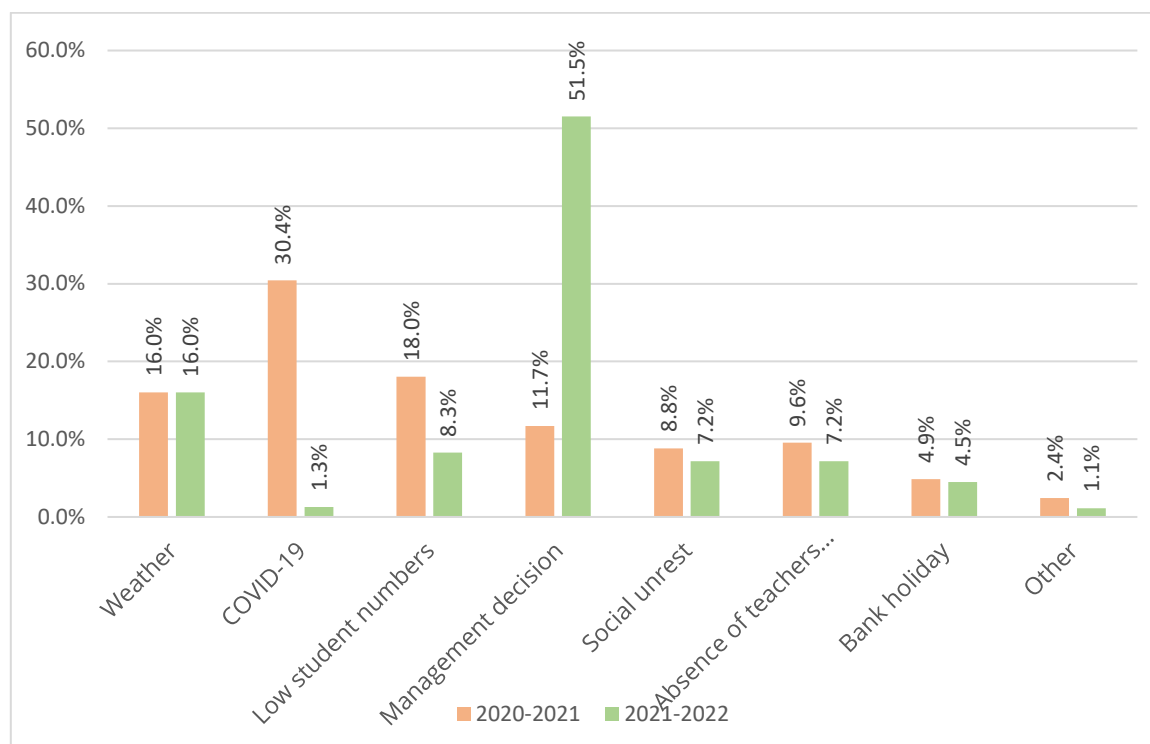
103. **Activity 1.1: Food distribution.** By February 28, 2023, WFP had distributed 5,344 tonnes of food, 71 percent of the project target (see Figure 1).¹⁰⁰ Achievements were negatively impacted by school closures. Schools were closed for 27 percent of school days in year one and 21 percent in year two for a variety of reasons including COVID-19, social unrest and resulting roadblocks and natural disasters (Figure 4).¹⁰¹

⁹⁹ P<0.01.

¹⁰⁰ The project's target is to distribute a total of 7,400 tonnes of food imported by USDA together with 120 tonnes of salt. See Figure 1 for more details.

¹⁰¹ BND data.

Figure 4 Reasons for school closures (as a percentage of total days closed)



Source: BND data

104. WFP put several mitigation measures in place to reduce delays in food distribution. For example, it established transportation by sea to be able to continue providing meals to schools in the Grand'Anse department when the main road linking Port-au-Prince to the south of the country was blocked for several months in 2022. Despite these efforts, school meals were not distributed on 7 percent of schooldays in year one and 16 percent in year two due to the lack of food stocks in the Grand'Anse department.¹⁰² According to the BND database, 50 percent of the time canteens were closed was due to lack of food in the school warehouse. Other causes included lack of water, cooking pots, and/or cooks (see Figure 10).

105. WFP provided take-home rations during school closures where possible (758 tonnes in 2020 and 777 tonnes in 2022). However, as reported by cooks and SFMC members, these far from covered the days schools were closed due to COVID-19 or periods of civil unrest.¹⁰³ In Grand'Anse, less than 10 percent of surveyed cooks and SFMC members said that take-home rations covered all/most days that schools were closed. Coverage was reported to be slightly higher in the northern departments, where approximately 40 percent of respondents reported the same (See Annex 25, Tables 40 and 41, and Annex 26 Tables 19 and 20). WFP estimates that by the end of the project 91.2 percent of the total amount food planned for will have been distributed, with over 650 tonnes of food left over. It has been agreed with USDA that this food will be distributed by WFP's programme in Cité Soleil in the Port-au-Prince area.

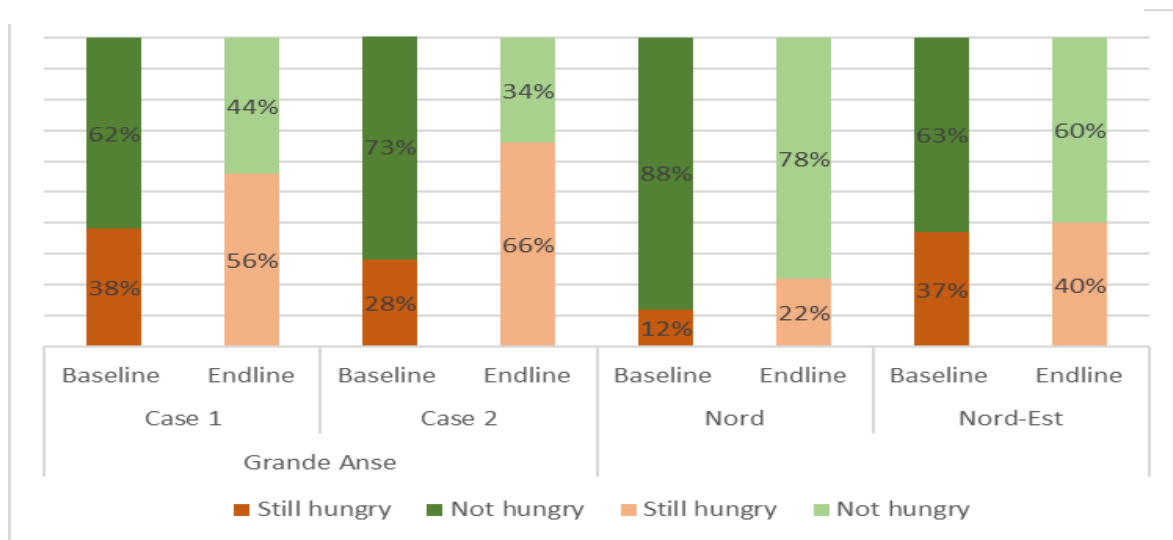
106. Quantitative and qualitative data from cooks and SFMC reflect impressions that pupils are receiving insufficient food despite the increase in their daily food ration from 30 to 50 grams of pulses over the course of the project. Insufficient portions were reported in seven of the nine schools visited by the ET. This corresponds with the quantitative survey, in which over two thirds of cooks said that meals are 'not always' or 'not' enough for children (see Annex 25, Table 21). This finding is supported by the pupil survey, in which a notable proportion of students reported 'sometimes' or 'often' being hungry after meals. The proportion of students that are still hungry is much higher in Grand'Anse and at endline and has risen in all the schools surveyed (see Figure 5 below). These findings should be interpreted considering the wider contextual food

¹⁰² BND data. Similar data is not available for Nord and Nord-Est.

¹⁰³ Cooks were asked: 'During Covid-related closures, did children have access to food through take-home rations?' and 'During periods of closure related to strikes, social movements or safety problems, have children had access to food through take-home rations?'

security deterioration and the fact that endline data was collected at the end of the lean season, when people are generally more subject to hunger than at the beginning of the lean season, when the baseline data was collected.¹⁰⁴

Figure 5: Pupils often or sometimes hungry after receiving school meals



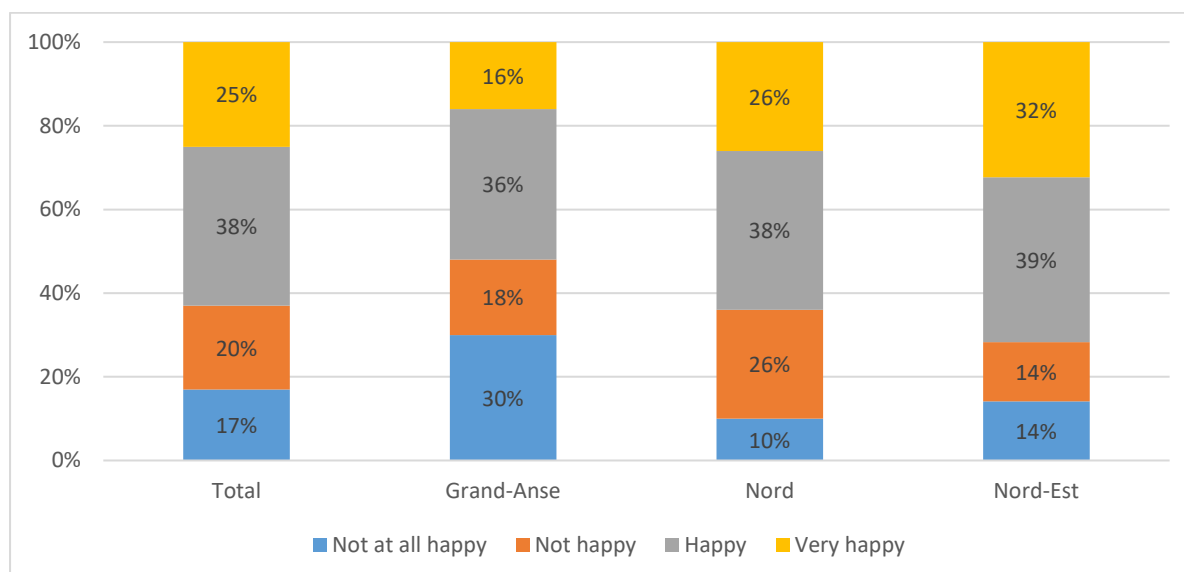
Source: Pupil's survey

107. Pupil satisfaction data is also collected in 189 schools in all three departments by WFP's end-of-year satisfaction survey. Overall, these findings are more positive than those of the evaluation, although over a third of pupils are unhappy with the quantity of school meals. WFP monitoring data reflects the department-level trends identified by the evaluation, with much lower satisfaction in Grand'Anse than in Nord and Nord-Est (Figure 6).¹⁰⁵

¹⁰⁴ Pupils surveyed reported seasonal changes in food availability, with lower consumption during the lean season. See Annex 24, Table 2

¹⁰⁵ Important methodological differences prevent direct comparison of these results, particularly as the question was asked of individual students in the ET pupil survey while WFP's data is based on responses from groups of ten children who must agree on whether they had enough food to eat at school. Seasonal differences in timing of data collection should also be considered.

Figure 6: Pupil satisfaction with school meals quantity



Source: WFP data collected in June 2023

Result Stream MDG 1.3: Improved Student Attendance

108. Figures from the ITT (Standard indicator #2, see Annex 10) show that the student attendance rate remained above the 80 percent expected throughout the implementation period. WFP used the same ad-hoc survey measuring attentiveness¹⁰⁶ to verify the reliability of its remote monitoring. Results confirm that the school attendance rate was very high in the collection period at 94 percent for both girls and boys. The ad-hoc survey also highlighted that attendance registers had not been used properly in a small number of schools, making them difficult to monitor.

109. However, attendance figures only reflect attendance on days when schools were open. As stated in WFP’s 2021 SAPR, during the 2020–2021 school year the sociopolitical crisis negatively impacted the functioning of schools and the attendance of schoolchildren, teachers and cooks. The SAPR also states that the MLNA programme in Grand’Anse only partially started, due to poor attendance of both students and teachers during October.

Custom result: Improved retention and pass rate

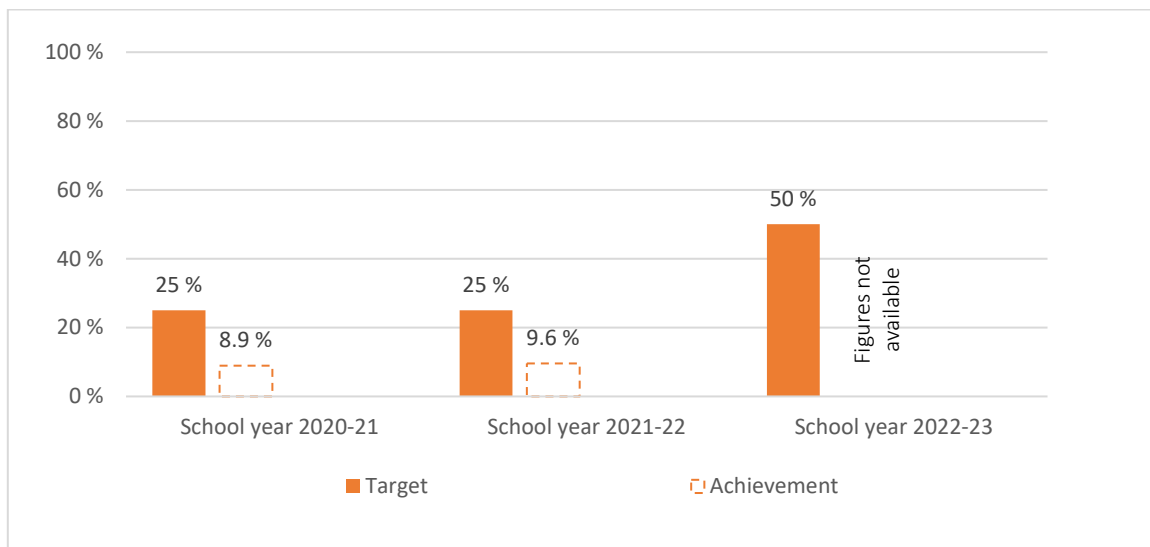
110. In addition to improved student attendance, WFP added Custom Indicators #11 and 12 to the ITT at baseline to assess the project’s impact on retention and pass rates. Both indicators were only collected in year two in schools benefiting from the literacy programme, which achieved the targets with a 92 percent retention rate and 73 percent pass rate. See Annex 10 for disaggregated figures.

Achievement of literacy outcomes

111. CRS collected data for Standard indicator #1 measuring SO1: the percentage of students who, by the end of two years of primary schooling, can demonstrate that they can read and understand the meaning of a grade-level text. Achievements are below half of the target at 8.9 percent for year one and 9.6 percent for year two (Figure 7). Girls’ achievements were higher than boys’ at 10.1 percent and 10.4 percent compared to 7.4 percent and 9.4 percent for years 1 and 2, respectively.

¹⁰⁶ See the semi-annual report October 1, 2021–September 30, 2022.

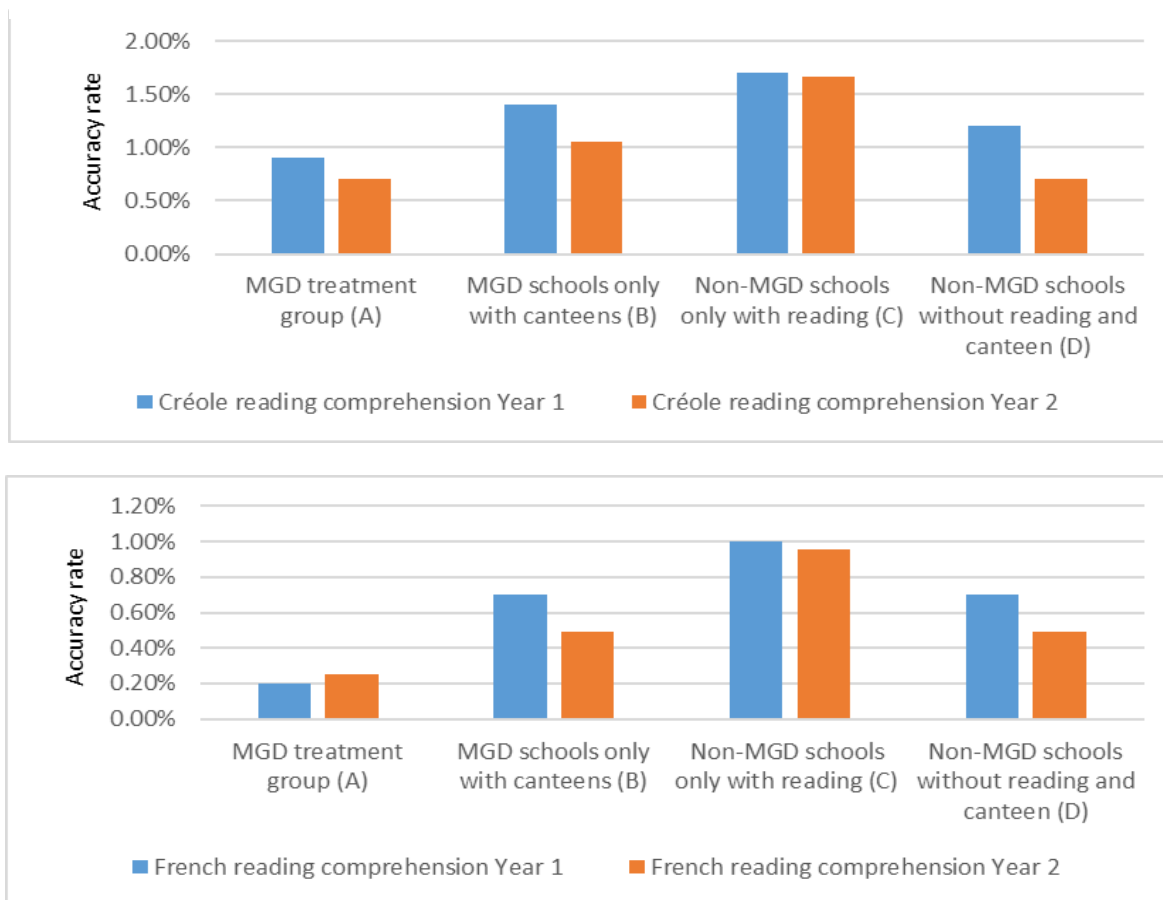
Figure 7 : Percent of pupils that demonstrate they can read and understand the meaning of a grade-level text



Source: ITT and semi-annual reports to USDA

112. The year two results of schools benefiting from the literacy and canteen components of the McGovern-Dole project were significantly worse than those of schools with similar literacy components or those benefiting only from canteens provided by the project (Figure 8). However, as explained in the limitations (Table 12), schools in the control group had a comparatively better starting point, reducing the validity of this comparison. Further details on the EGRA methodology are provided in Annex 27. The EGRA provides more relevant information by comparing changes in EGRA results between year one and two. All groups performed worse in Créole reading in year two. And only the McGovern-Dole treatment group performed better in French reading. This suggests that the McGovern-Dole literacy component has contributed to some improvement in French comprehension and may have buffered against declining outcomes due to the challenging operating environment.

Figure 8 Percent of words read accurately in a) Créole and b) French (year 1 and 2)



Source: CRS, EGRA test 2021 and 2022

113. Despite limited improvements shown by the quantitative data, teachers, directors and IPs interviewed for this evaluation consistently reported that the literacy activities implemented by CRS – training of supervisors, quality of the MLNA curriculum, training and supervision of teachers, integration of school inspectors in training and supervision, etc – are of high quality and responded to teachers’ and pupils’ needs.

SO2: Increased use of health and dietary practices

114. As presented in RF2 (Annex 5), increased use of health and dietary practices (SO2) directly contributes to reducing health-related absence (MGD 1.3.2) and ultimately to the achievement of SO1. The SO2 is achieved through six different health and nutrition outcomes, central to which are the SBCC component, which includes health, nutrition, and gender messages (see Annex 5MGD 2.3).

115. **MGD 2.1. Improved knowledge of health and hygiene practices** should be achieved by annual training for the directors of all schools, who are then expected to create WASH working groups that cascade this knowledge to teachers, cooks and students to improve their knowledge and practices by the end of the project.

116. Based on results from the teacher survey, the cascading to teachers seemed to have had a greater effect in the schools in Grand’Anse Case 1 and Nord-Est surveyed schools (Table 18). In the other areas the increased training on this subject stagnated or decreased. This is important, as the ET is only able to relate positive changes in behaviour to the project if the training took place.

Table 18: Percentage of teachers reporting having received training on hygiene practices

Have you received training on health and hygiene practices in the last three years? (% yes)	Departments				
	Grand'Anse			Nord	Nord-Est
	Case 1	Case 2	Control		
Baseline	46%	54%	46%	46%	46%
Endline	66%	55%	46%	39%	58%
Change in % of teachers	20%	1%	0%	-7%	12%

117. Even without cascading the training, it is uncertain whether it would have resulted in increased coverage of these topics in school curriculums, as according to the teacher survey, hygiene awareness classes were included in most classes at baseline. Although there was an increase in the percentage of teachers reporting hygiene awareness classes, this cannot be clearly attributed to the project. Inclusion of hygiene education appears to be part of the broader response to increased hygiene needs due to COVID-19 rather than a direct output of project activities, as supported by the near-universal inclusion of hygiene sensitisation in classes in both supported and unsupported schools at endline (Table 19).

Table 19: Percent of teachers reporting hygiene awareness classes ongoing in schools

Do you have hygiene awareness classes? (% yes)	Departments				
	Grand'Anse			Nord	Nord-Est
	Case 1	Case 2	Control		
Baseline	90%	81%	82%	82%	75%
Endline	96%	95%	91%	100%	100%
Change in % of teachers	6%	14%	9%	18%	25%

118. What is less encouraging is that most of the teachers reported not having any class teaching materials on good hygiene practices (see Annex 23, Table 30), despite CRS and AMURT having distributed hygiene promotion materials (leaflets, posters, etc.) to all schools in 2022 (see list of non-food items (NFIs) distributed in Annex 28). Importantly, the enumerators did not ask for confirmation of distribution of specific items but rather asked about 'teaching material on good hygiene' more generally. Thus, the finding does not negate distribution of these items though it does raise the question of whether teachers consider these items relevant to teaching hygiene and/or have access to them.

119. On the implementation of new health and hygiene practices, the ITT includes Standard indicators #19 and #20 to assess Increased Use of Health and Dietary Practice. These indicators, which are common to all McGovern-Dole Programmes, were only measured in year two. Results show overachievement of both at 110% and 133% respectively.¹⁰⁷

120. Results are based on interviews with trainees at the USDA-supported schools to assess the level of learning and application of the lessons learned during training on new child health and nutrition practices. Of the 1,379 people sampled, 73 percent (595 women, 412 men, total 1007), were able to demonstrate the use of these new practices in child health and nutrition (Standard indicator #19). Eighty-eight percent of the trainees (133% of target, 717 women, 497 men, total 1,214) were able to demonstrate the use of these new practices in safe food preparation and storage (Standard indicator #20).

121. The teacher survey sought to triangulate these findings by asking teachers if they were implementing 'new things' for health prevention and hygiene practices. A higher proportion of teachers across the survey reported having implemented new practices for disease prevention through improved health promotion since baseline, including new measures for hand washing and disease prevention through improved health promotion and hygiene practices, with very encouraging results in the McGovern-Dole supported schools versus the control schools (Table 20).

¹⁰⁷ Data provided in ITT tables from WFP CO

Table 20: Implementation of new measures to promote health prevention and hygiene practices

In the last three years, have you implemented new things in your school in terms of health prevention and hygiene practices?	Departments				
	Grand'Anse			Nord	Nord-Est
	Case 1	Case 2	Control		
Baseline	72%	73%	41%	72%	60%
Endline	98%	88%	59%	94%	98%
Change in % of teachers	26%	15%	18%	22%	38%

122. Results in terms of how new measures promoting hygiene or the inclusion of hygiene classes may have changed student behaviour are mixed. At endline, a smaller proportion of surveyed pupils and teachers reported that pupils wash their hands before and after meals (except for teachers in Nord and the control schools in Grand'Anse, Table 21). This decline in reported practices could be attributed to the fact that COVID-19 sensitisation was very high during the baseline data collection period, and thus students were more focused on handwashing (see Annex 23, Tables 26 and 27 and Annex 24, Tables 16 and 17). More frequent handwashing in response to COVID-19 is supported by the fact that over 90 percent of students and school administrators at both baseline and endline reported that students washed their hands more often than usual due to COVID.

Table 21: Change in the proportion of teachers and students reporting students washing their hands

		Grand'Anse			Nord	Nord-Est
		Case 1	Case 2	Control		
Handwashing before eating	Teachers	-30%	-11%	-14%	5%	-21%
	Students	-11%	-13%	-18%	-2%	-12%
Handwashing after eating	Teachers	-18%	-32%	0%	-18%	-12%
	Students	-23%	-35%	-32%	-28%	5%

123. There is a notable contradiction between from students' and teachers' results on reported handwashing after using the bathroom. The pupil survey results look very positive, with large increases in the percentage of pupils reporting that they wash their hands 'every time'. However, when the same question was asked of teachers the baseline values were much higher but declined at endline. The ET has no clear explanation for this result (see Annex 24, Table 19 and Annex 23, Table 28).

124. Gaps in handwashing infrastructure limit behaviour change, regardless of knowledge gained. Not all schools have handwashing stations, and their availability is reported to have decreased between baseline and endline in Nord-Est and Grand'Anse (see Annex 22, Table 34). The ET has no clear explanation for this decline. Where schools had handwashing stations, they were not functioning year-round in at least a quarter of the schools sampled (see Annex 22, Table 36).

MGD 2.2. Improved knowledge of safe food preparation and storage practices

125. BND trained each school feeding committee as planned (Annex 9 Standard indicator #22), covering 2,084 people in year one (1,335 women, 749 men) and 1,774 in year two (1,068 women, 706 men) to ensure the application of basic school feeding management procedures: food reception, warehouse management, food and safety procedures, etc. At least one cook per school is trained each year by one of the IPs.¹⁰⁸ Importantly, according to feedback from interviewed IP's, school directors and the cooks themselves, cooks are not always available, hence it may not always be the officially trained cooks that are preparing the meal. The incomplete training coverage of all cooks is reflected in the results of the cook survey, which found that around 80 percent of cooks interviewed had received training over the last three years (Annex 25, Table 26). All cooks who had been trained reported that the training was 'comprehensive and appropriate' (Annex 25, Table 29). Importantly, the evaluation did not assess whether there was any system in place to cascade the

¹⁰⁸ SAPR 1st October 2020–31 March 2021 and SAPR-1 October 2021 – 31 March 2022

training to cooks not officially trained by IPs. Following the programme's logic, it would be expected that there would be less change in SO2 if untrained cooks are preparing food.

126. Warehouse conditions substantially improved from baseline to endline, although approximately half of the schools need further improvements in different areas of the food storage process.¹⁰⁹ Findings from the quantitative survey support this conclusion, with an increase in desirable conditions including a clean depot, dry floor, pallets for storage, food stored off the ground, and correct ventilation of the warehouses (see Table 22). Some progress could still be made on ensuring that expiry or manufacturing dates are visible and that no food has passed the expiry date. At endline, cooks were much more likely to report food being 'often' or 'sometimes' spoiled. On further investigation, IPs and school directors explained that this is because during the 2021–22 school year WFP distributed red beans of very poor quality that took a long time to cook and often stayed hard. Pupils, cooks, and implementing partners acknowledged that the beans were unsuitable. By the endline, WFP had stopped distributing them.

Table 22: Warehouse conditions

Q5.45-Q5.58	Departments			
	Grand'Anse		Nord	Nord-Est
	Case 1	Case 2		
Baseline				
The depot is clean	100%	97%	96%	88%
The floor is dry	97%	84%	96%	100%
There are pallets for food storage	83%	84%	100%	94%
Food is stored off the ground	14%	25%	4%	6%
Food is stored in tidily	72%	47%	96%	58%
The door locks	92%	97%	100%	88%
Roofs are leaking	22%	19%	25%	3%
Certain windows and/or doors are damaged	47%	28%	25%	21%
The depot is ventilated	89%	78%	71%	85%
Food expiry or manufacturing dates are visible	64%	31%	50%	73%
Certain expiry dates have passed	33%	34%	25%	21%
Food is 'often' or 'sometimes' spoiled	10%	22%	8%	11%
Endline				
The depot is clean	100%	81%	100%	87%
The floor is dry	100%	100%	98%	100%
There are pallets for food storage	100%	92%	98%	96%
Food is stored off the ground	98%	92%	85%	100%
Food is stored in tidily	100%	89%	98%	96%
The door locks	100%	89%	100%	92%
Roofs are leaking	2%	0%	10%	2%
Certain windows and/or doors are damaged	0%	6%	10%	2%
The depot is ventilated	89%	78%	71%	85%
Food expiry or manufacturing dates are visible	64%	31%	50%	73%
Certain expiry dates have passed	33%	34%	25%	21%
Food is 'often' or 'sometimes' spoiled	46%	50%	39%	50%

Red=worse since baseline, yellow= no change since baseline, green=improvement since baseline

MGD 2.3. Increased knowledge of nutrition

127. **Activity 4.2 Promote improved nutrition:** WFP subcontracted Plan International to develop a SBCC package in year one based on two formative research phases, one on gender and one on nutrition and social

¹⁰⁹ According to site visits conducted by the DemDev enumerators and to a smaller extent by the ET and survey results

behaviour change. The initial plan to roll this out to all McGovern-Dole assisted schools was not feasible in the prevailing conditions and these plans were subsequently scaled down.

128. When the cooperation agreement with Plan International ended, WFP partnered with AMURT to implement LENDI (SBCC) in 25 McGovern-Dole-supported schools in the Nord-Est department, starting in the second school year. The material produced and used in the LENDI approach was validated by WFP and AMURT, and the approach was presented to the High-Level Regional School Feeding Seminar held in Columbia in April 2022 in the presence of the Haitian Minister of Education.

129. The LENDI programme is being implemented again in 50 different schools during the third school year. The transformative package includes an eight-week learning journey, curriculum-based activities, and community activities. Under the SBCC component the project developed nine key messages, including some related to gender equality. LENDI includes community sensitisation and activities on gender, nutrition, and hygiene, including parents as part of the intervention.

130. To better understand the effectiveness of the SBCC component, WFP initiated a baseline study in May 2022 and a second survey round at the beginning of 2023, whose results were not available at the time of writing this report. However, the quantitative figures from the data collection show that the teachers in Nord-Est, where the LENDI activities are taking place, were more likely to report having received training on nutrition. A higher percentage of teachers in this department were also able to remember most of the nutrition messages better than teachers from the other departments (see Annex 23, 38). Seventy to eighty-five percent of teachers surveyed across all departments reported having discussed good nutrition in the classroom (Annex 23, Table 37).

131. **Nutrition week** activities were cancelled due to the COVID-19 pandemic, when gatherings were prohibited.

MGD 2.4. Increased access to clean water and sanitation services

132. Budgets for activities promoting increased access to clean water and sanitation services were only planned for a limited number of schools. Continuing gaps in water and sanitation services cast doubt on the extent to which SO2 has been influenced by this result stream, particularly in schools in Nord and Nord-Est that received minimal support.

133. During the 2020–2021 school year, CRS assessed handwashing stations, latrines and water access points provided in Grand’Anse. Construction and rehabilitation started in year two and should be finalised by the end of this school year (Table 23).¹¹⁰ The Haitian government banned installation of the tippy taps originally intended, and mobile water stations were planned instead. Through an UN-to-UN agreement signed in 2021, UNICEF and WFP provided 64 additional handwashing stations in 64 supported McGovern-Dole schools. Hence while the 100 mobile water-access points planned by CRS could not be achieved, this was compensated for by the 64 additional ones provided by UNICEF-WFP.

Table 23 WASH infrastructure achievements

Planned		Achieved			Expected achievement rate
		2020/21	2021/22	2022/23*	
Grand’Anse	15 latrine construction		8*	5	100%
	15 latrine rehabilitation		10	5	
	15 water access points	10	8*	10	
	35 mobile water stations	28			83%
Nord	28				
Nord-Est	65 mobile water stations	27			

* In progress

Source: ITT and CRS data

¹¹⁰ Achievement will be reported in the WFP’s final last semi-annual report in October 2023.

134. The school administrator survey highlighted the continuing need for improvement. Four school directors, all in Case 2 schools, stated that they did not have a single functioning toilet. In the rest of the schools surveyed directors reported having at least one latrine, although improvements are needed as boys and girls share latrines in nearly a quarter of schools, and some schools have far more students per latrine than WASH guidelines recommend (Annex 22, Table 30).

135. Water needs also remain high, particularly in schools in Nord-Est, where only half of school directors reported any water supply within the school.¹¹¹ Among those with a water supply, some are still relying on unimproved sources (Figure 11). The issue of water availability is also pressing, with at least one school director in each department reporting that water had not been available in the last two days.

136. Access to **soap** and **water purification tablets**, which is particularly relevant to health outcomes, differed by department. No standard or custom indicator has been added to measure performance on the provision of water purification tablets or soap. As per the data provided by the BND and the CRS, soap and water purification tablets were distributed in schools in the Grand'Anse department (Annex 28).¹¹² AMURT started the implementing in year two only. According to its own data it provided 125 schools in Nord and 44 schools in Nord-Est with water purification tablets and distributed five buckets in total to two schools in the Nord-Est and none to schools in the Nord. Forty-two of the selected 162 schools in the Nord-Est benefited from soap, as did 119 of the 156 schools in the Nord. The mean quantity of soap received was two 1.25-kilo boxes of 40 bars of soap per school in the northern departments. In Grand'Anse, 110 schools each received a box of 24 bars, also during the second year.

137. Based on monitoring data, the quantities of the soap and water purification tablets distributed were very small (see Annex 28) with less than one bar of soap per child per year and under 10 litres of water per child per year in Grand'Anse, and nothing in Nord and Nord-Est (see Table 24).

Table 24: Non-food item distribution

Department	2020-21		2021-22		2022-23	
	Soap					
	#	School/pupil/year	#	School/pupil/year	#	School/pupil/year
Grand'Anse (distributed by BND)	23,310	0.95	13,830	0.69	5,850	0.25
Nord and Nord-Est (distributed by WFP)	Data not provided		36,528	0.44	21,942	0.35
	Aquatabs					
	#	Liters purified/pupil/year	#	Liters purified/pupil/year	**	Liters purified/pupil/year
Grand'Anse (distributed by BND)	193,523	7.88 L	164,630	8.20 L	-	
Nord and Nord-Est (distributed by WFP)	Data not provided		-		-	
*Up to July 2023						
**Target figures of pupils for school year 2022/23 have been used						

Source: ET calculations using NFI distribution data provided by WFP and BND (Annex 28)

¹¹¹ During the data collection the enumerators directly observed all WASH facilities in schools.

¹¹² Data for AMURT was not provided in time to be included in the evaluation report.

138. Despite these activities, results from the school administrator survey reveal a high level of existing need. Fewer than half of school administrators reported having a sufficient or 'good amount' of soap for the school, with much lower outcomes in Nord than Nord-Est. The proportion of administrators reporting a sufficient/good amount of soap increased marginally in Grand'Anse (Case 1 and 2) and declined amongst other surveyed groups. Availability of water purification tablets was much higher in Grand'Anse than in Nord and Nord-Est, with some improvement from baseline in Grand'Anse and Nord-Est only (Table 25).

Table 25: Availability of soap and water purification tablets

	Grand'Anse			Nord	Nord-Est
	Case 1	Case2	Control		
Able to meet 'all' or a 'good amount' of soap needs at endline	52%	48%	18%	27%	51%
Change in %	8%	7%	-1%	-3%	-11%
Able to meet 'all' or 'some' water purification tablet needs at endline	80%	72%	9%	50%	50%
Change	4%	19%	27%	-10%	15%

Source: School administrator survey. Orange=deterioration since baseline

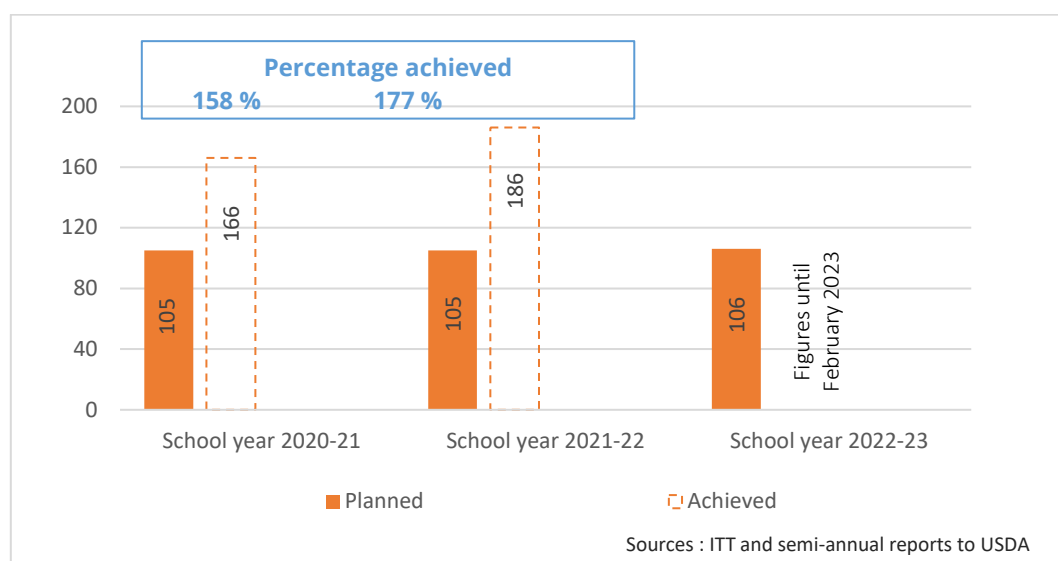
MGD 2.5. Increased access to preventative health interventions

139. **Distribution of deworming medication** achieved its targets in school year two only, with less than 25 percent of intended output achieved in year one (see Annex 9, Standard indicator #29). Distribution took place in Grand'Anse but is still to be done in the Nord and Nord-Est. This coverage is supported by the school administrator survey, which showed that all but one administrator in Grand'Anse reported that children in their school received deworming treatment every year, compared to only half of the administrators in the Control group schools (Annex 22, Tables 48- 50).

MGD 2.6. Increased access to required food preparation and storage tools and equipment

140. WFP provided more fuel-efficient stoves than planned in both years (Figure 9). Needs remain high as over half of the cooks in all departments reported that their kitchens still use the traditional three-stone fireplace (Figure 15). During the interviews, many cooks complained about the smoke they have to breathe each day. This is not unexpected, as planned distribution was meant to cover less than 20 percent of schools (see Annex 7).

Figure 9 Distribution of fuel-efficient stoves



Source: ITT and semi-annual reports to USDA

141. In year three, WFP is distributing heat retention bags that require less fuel, although cooking times are much longer. At the time of report submission, 271 bags had been distributed to 43 schools.¹¹³ BND plans to distribute additional bags before the project ends.

142. Non-food items distributed included food-preparation and storage materials (plates, cups, aprons, etc.). In year one, NFI distribution was delayed by the temporary closure of borders in response to the COVID-19 pandemic. However, 129 schools of the planned 275 received some NFIs, and in year two, 414 schools of the planned 350 received some NFIs (Annex 9 Custom indicator #10. Annex 11 provides further details). Data provided by the WFP CO shows that NFI distribution is not sufficient to meet the needs of all pupils if they eat at the same time (see Table 26).

Table 26 Quantity of NFIs distributed over the course of the project

Item	Department	# of NFIs	# of NFI / pupils / year*
Plates	Grand'Anse (distributed by BND)	13,313	0.60
	Nord and Nord-Est (distributed by WFP)	63,341	0.86
Spoons	Grand'Anse (distributed by BND)	13,313	0.60
	Nord and Nord-Est (distributed by WFP)	64,911	0.88
Drinking cups	Grand'Anse (distributed by BND)	2,885	0.13
	Nord and Nord-Est (distributed by WFP)	7,963	0.11
		# of NFIs	# of NFI / school / year**
Spoons for cooking	Grand'Anse (distributed by BND)	510	4.32
	Nord and Nord-Est (distributed by WFP)	1,516	4.84
Aprons and headscarves	Grand'Anse (distributed by BND)	224	1.90
	Nord and Nord-Est (distributed by WFP)	758	2.42

* Up to July 2023

Source: ET calculation using data on NFI distributed provided by WFP and BND (see Annex 28).

143. Based on findings from the cooks' survey, there has been a drop in sufficient availability of some materials for preparing and serving food across departments. This deterioration is more consistent across items with a larger decline among surveyed cooks in Grand'Anse (Table 27). The lack of cooking utensils is supported by the qualitative interviews, with six of the nine cooks or groups of cooks interviewed reporting that they had insufficient materials to cook with and/or eat. The deterioration in availability of materials is surprising, given the materials provided by WFP discussed above. The ET does not have sufficient information to verify the reasons for the decline, although the fact that over half of school administrators reported increased enrolment in their schools over the last three years offers one plausible explanation for the decrease in reported sufficiency of materials despite distributions through the project (see Annex 22, Table 8).

Table 27 Availability of NFIs

Do you have enough [...]? (% yes)	Grand'Anse		Nord		Nord-Est	
	Endline	Change since baseline	Endline	Change since baseline	Endline	Change since baseline
Pots for cooking	16%	-1%	84%	33%	50%	26%

¹¹³ Figure provided by BND: 143 small, 76 medium and 61 large bags.

Kitchen equipment for food preparation	12%	3%	88%	6%	44%	-7%
Plates, spoons, knives, forks and cups	8%	-32%	92%	-12%	35%	0%
Headscarves	51%	-24%	49%	21%	31%	-4%
Aprons	49%	-34%	51%	19%	24%	-3%

Source: Cooks survey

Capacity-building

144. As described above, capacity-building is the foundational framework of the McGovern-Dole Programme. Standard indicator #10¹¹⁴ monitors the strengthening of the enabling environment, which is one of the three pillars of WFP's capacity-strengthening model.¹¹⁵ Although WFP did not plan any objectives for this indicator, it engaged in some activities that directly contributed to reinforcing the enabling environment for school feeding from the start of 2022.

145. **Improved legal framework and regulation.** In March 2022, WFP Haiti supported the Ministry of Education with the implementation of the SABER exercise for the first time since 2016.¹¹⁶ WFP is also currently supporting the government with the revision of the National School Feeding Policy and Strategy, holding more than ten working sessions since March 2022. Discussions have been on standby for a while, as no agreement has been reached on the role of the NSFP. The main question is whether the NSFP should have an implementing role or focus on coordination and supervision of nationwide activities only.

146. **Improve Advocacy and Fundraising.** In April 2022, Haiti signed the Declaration of Commitment to the School Meals Coalition.¹¹⁷ WFP is currently supporting the MNEVT in the elaboration of a Commitment Statement to be presented and signed at the pre-summit of the School Meal Coalition in August 2023.

147. **Increase institutional Capacity and Coordination.** As reported in the SAPRs, WFP conducts joint-monitoring visits and coordination meetings with decentralised government stakeholders on a regular basis, including representatives from the Departmental Education Office and the National School Canteen Programme (PNCS) to ensure increased coordination, collaboration and impact across the school feeding programme. Also, WFP and its cooperating partners organise periodic meetings and joint visits with the School District Office and the PNCS to report on the situation of the schools receiving assistance. WFP is also supporting the PNCS for the organization and coordination of National School Feeding Sectorial Tables aimed at reinforcing coordination among and control of school feeding main implementers.

148. In parallel, WFP has been working to strengthen institutions. In October 2022, it supported a South-South exchange, accompanying the Minister of Health and the director of the NSFP to the Global Child Nutrition Forum in Benin, which provided an opportunity to see how school feeding is implemented in a similar context. An action plan was developed as a result of this activity with follow up needed. Few results had emerged at the time of this evaluation.

149. **Improve Targeting and Monitoring.** In the second quarter of 2022, on the demand of the PNCS, WFP organised a 3-day training session, in collaboration with UNICEF, at the national level. Four technical

'The McGovern-Dole Project is the only project funding WFP's Technical Assistance and Capacity Strengthening work with the Government of Haiti.' – SAPR March Sept 2022

¹¹⁴ Number of policies, regulations, and administrative procedures in each of the following stages of development as a result of USDA assistance.

¹¹⁵ The other two pillars are strengthening institutions and strengthening individuals and communities.

¹¹⁶ WFP recruited a consultant that has worked on the SABER exercise. A consultation process involving all relevant actors in the school feeding sector led to a 2-days SABER workshop, in coordination and support of PNCS. Fifty people from 25 organizations (government, international organizations, civil society and the private sector) participated in the two-day workshop in Port-au-Prince on March 24th and 25th.

¹¹⁷ The School Meals Coalition is an emerging initiative of governments and a wide range of partners to drive actions that can urgently re-establish, improve and scale up food and education systems, support pandemic recovery and drive actions to achieve the Sustainable Development Goals (SDGs); <https://schoolmealscoalition.org/> (Accessed May 9, 2023).

staff of the PNCS, two technical staff of the Ministry of Education Management Information System unit and one staff of UNICEF were trained on the use and design of data collection tools (such as ODK) and in the operationalization of data collection to ensure the proper monitoring of schools.

150. **Improve Roles of Communities.** Regular training conducted by WFP and its partners have also contributed to individual and community-level capacity-building. School feeding committees are trained in the management of school canteens. Other types of training take place at the beginning of each school year for three days with IP staff, to which NSFP staff and DDE staff are invited. Teachers and school directors also attend regular cluster meetings related to the literacy component. WFP staff turnover throughout the project implementation prevented the ET from identifying how the initial targets had been planned (see Annex 9, Custom Indicators #8 and #14).

EQ.4: Did the intervention deliver equal results for men and women, boys and girls?

Key finding

EQ4.1. In general, project partners tried to deliver the interventions in a gender-balanced way with the results proportional to the gender balance of the target population group. The ET did not identify any meaningful significant differences in the effectiveness of interventions according to respondents' gender in the primary data.

151. In general, project partners made efforts to deliver the interventions in a gender-balanced way with equal targets for men/boys and women/girls for most activities. These were achieved to the extent that men and women, boys and girls were within the population targeted (see discussion in EQ1, paragraphs 78-79). The ET did not identify any qualitative evidence suggesting that there was intentional exclusion of boys or girls from school meals or any other activities.

152. Some of the health, WASH and nutrition training activities included more women than men. While the IPs did not provide an explanation for this, existing literature highlights that nutrition and WASH are traditionally considered 'women's affairs'.¹¹⁸

153. In terms of the effectiveness of the training, the survey results do not indicate any significant differences based on participants' gender. Among the teachers receiving training from CRS/WFP there were no significant differences between men and women reporting feeling sufficiently enabled to teach, or more or less likely to implement new health-prevention and hygiene activities. The results of the student survey do not show statistically significant differences in terms of self-reported handwashing behaviour, suggesting that the effectiveness of these activities was similar across boys and girls. Direct observations were not conducted to confirm these results.

154. Quantitative data from the student and teacher surveys does not suggest any significant differences in absentee rates, nor in the percentages of boys and girls still hungry after school meals. At endline the teachers were significantly more likely to report that boys were attentive than girls.¹¹⁹ However, as discussed there are serious limitations to the measurement of this indicator, limiting ET assessment of whether food distribution has a differential effect on boys and girls.

155. The ET did not identify any systematic differences in the qualitative data between men and women, boys and girls, or respondents' own identification of difference.

¹¹⁸ World Bank Group. 2023. Haiti's untapped potential: An assessment of the barriers to gender equality

¹¹⁹ $p < 0.01$

2.3 EFFICIENCY

EQ.5: How efficient was the programme in terms of transfer costs, cost per beneficiary, logistics, and timeliness of delivery?

Key findings

- EQ5.1. In monetary terms, the McGovern-Dole imported meals are slightly cheaper than meals provided by another WFP programme using the HGSF approach, although the portion size is smaller in the former. Cost effectiveness requires also considering non-monetary costs such as environment and opportunity costs, which can be higher when relying on imported food.
- EQ5.2. In terms of timeliness, there are regular food shortages in schools. It is too early to determine whether the CO's adaptation to working with local transporters in northern departments will improve efficiency.

156. WFP has been implementing a locally purchased and partially HGSF programme in parallel with the McGovern-Dole project, both activities being implemented by the same IP in different regions. Based on BND accounting data and the McGovern-Dole operation budget, the ET estimates that the cost per kilo of food is US\$2.16 for the McGovern-Dole project and US\$2.29 for the partial HGSF. The McGovern-Dole project provides 183 grammes per child of imported (dry only) food per day, while the HGSF provides an average of 259 grammes of food purchased locally apart from oil (see Table 28).

Table 28 Food provided by different school feeding programmes

McGovern-Dole					Products	Locally purchased and partially HGSF				
Monday	Tuesday	Wednesday	Thursday	Friday		Monday	Tuesday	Wednesday	Thursday	Friday
Food ration						Food ration				
120 g	120 g	120 g	120 g	120 g	Cereals (rice, wheat, maize)	120 g	120 g	120 g	120 g	120 g
					Tubercules			200g		
50g	50g	50g	50g	50g	Peas	30g	30g	30g	30g	30g
10 g	10 g	10 g	10 g	10 g	Oil	10 g	10 g	10 g	10 g	10 g
					Vegetables			80g	80g	180g
					Flour			50g		
3 g	3 g	3 g	3 g	3 g	Iodised salt	3 g	3 g	3 g	3 g	3 g
183g	183g	183g	183g	183g	Total weight (dry)	163g	163g	493g	243g	243g

Source: BND Database

157. The McGovern-Dole meals cost US\$0.39 and the HGSF meals cost US\$0.59 per child per day (Table 29). The 45 percent lower cost of the McGovern-Dole meal is mostly because a smaller quantity of food is served. When portion size is considered the price difference is just 6.6 percent per kilo.

Table 29: Cost per meal comparison, McGovern-Dole and HGSF

	McGovern-Dole*	Other programme based on HGSF
Purchase costs of imported products	US\$ 5,237,500	US\$ 16,183
Cost of buying local products	-	US\$ 467,168
Storage and handling costs	US\$ 3,642,171	US\$ 121,631
Transport to Port-au-Prince	US\$ 2,035,366	-
Transport to schools	Included in the storage and handling costs	US\$ 10,891
Administrative cost	US\$ 1,443,253	US\$ 30,794 **
Indirect costs	US\$ 545,910	
Activities costs	US\$ 3,099,362	US\$ 144,821 **
Total Expenditure	US\$ 16,003,562	US\$ 791,488
Quantity of food considered	7,400,000 kg	345,773 kg
Quantity served per meals*	180 gr	259 gr
Cost of food per kilo	US\$ 2.16	US\$ 2.29
Cost of a meal	US\$ 0.39	US\$ 0.59

* Salt has not been taken into consideration in this calculation

** Administrative cost and Activities cost have been calculated following the same ratio to the quantity of food considered than for the McGovern-Dole programme.

Source: BND accounting unit and McGovern-Dole operational budget

158. This calculation of cost efficiency based only on realised implementation costs does not consider costs that cannot be readily monetised, such as environmental and opportunity-costs.¹²⁰ In recognition of these opportunity costs the NSFPP continues to promote HGSF strategies, despite acknowledging that school feeding models based on local products are more expensive than those based mainly on imported products.¹²¹

159. Based on BND data, transport costs to schools are significantly higher for the McGovern-Dole project at US\$222 per ton than for the locally purchased food programme (US\$32 per ton). Notably, the HGSF programme used for comparison was able to purchase food in the department where it is being implemented. However, the cost of transportation may differ if the food must be transported from further away in the country.

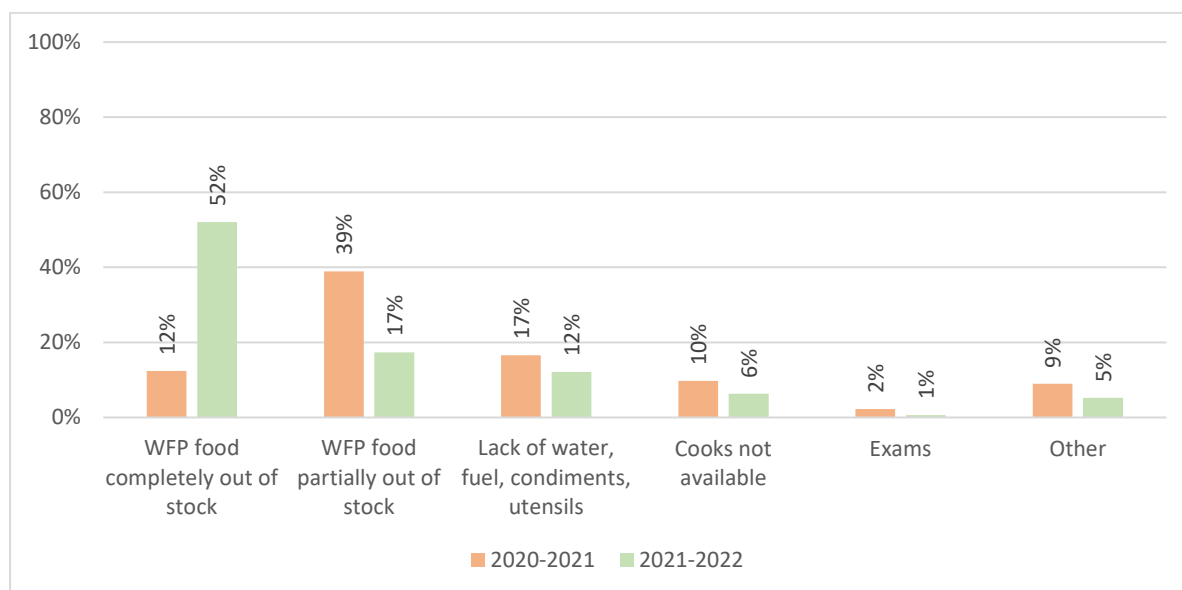
160. In terms of timeliness of food delivery in schools, data from primary and secondary sources identified delays. Quantitative surveys with SFMCs found that food delivery is 'often' or 'sometimes' late around 7 percent of the time in Grand'Anse and 20 percent of the time in the northern departments. Only 21 to 29 percent of SFMC members said there are never food shortages between food deliveries (see Annex 26, Table 2). In qualitative interviews, seven of the nine SFMCs met also reported regular delivery delays, and shortages of food are reported in the BND data with food completely or partially out of stock. These were given as the main reasons for the non-functioning of school canteens (Figure 10).¹²² According to KIIs with WFP and IPs, the delays were caused by different factors including COVID-19 lockdown, civil unrest resulting in long-term road blocks, and difficulty accessing remote places in the northern departments using WFP's 7.5 tonne four-wheel-drive trucks.

¹²⁰ i.e., what local producers have lost in terms of income and development opportunities.

¹²¹ MNEVT, National School Feeding Policy and Strategy, January 2016, p. 37.

¹²² Data for the Grande-Anse department only.

Figure 10: Reason for canteen closures



Source: BND database

161. WFP has been working with local transporters to improve timeliness of food distribution in the northern departments since January 2023. Local transport allows more customised use of transportation adapted to the amount of food carried and the types of roads travelled rather than systematically using WFP trucks. WFP is also working on opening a new warehouse in the south from which distribution to schools would not have to go through the main road blockage area, Martissant. The efficiency of this new strategy can only be evaluated once it has been running for a while.

EQ.6: What were the most effective methods for ensuring food safety within the school meal programme, taking into consideration the different national, regional, local and community governance systems?

Key findings

- EQ6.1. The project relies heavily on training and sensitisation to ensure food safety in the school meal programme. It does not consider the fact that the community does not have the means to ensure food safety even if some improvements were identified, particularly to warehousing quality.
- EQ6.2. At the regional and national levels, food safety considerations are incorporated into WFP's work in the revision of the NSFPS.

162. At the regional and national levels, the revision of the NSFPS ensures that food safety is considered. However, at the community level, gaps in both knowledge and infrastructure prevent achievement of these objectives.

163. Regular training provided by WFP and its implementing partners to SFMCs, cooks and school administrators provide communities with general knowledge about basic food safety. School directors and cooks themselves were positive about the quality of the training.¹²³ However, because they are volunteers, cooking responsibilities rotates among different people. This means that those who are officially trained are not always the ones preparing the meal; therefore, there may be knowledge gaps at this level.¹²⁴

¹²³ KIIs with school directors/cooks and Cooks Survey (Table 29, Annex 25)

¹²⁴ The ET is not aware of how or if training is cascaded to untrained cooks.

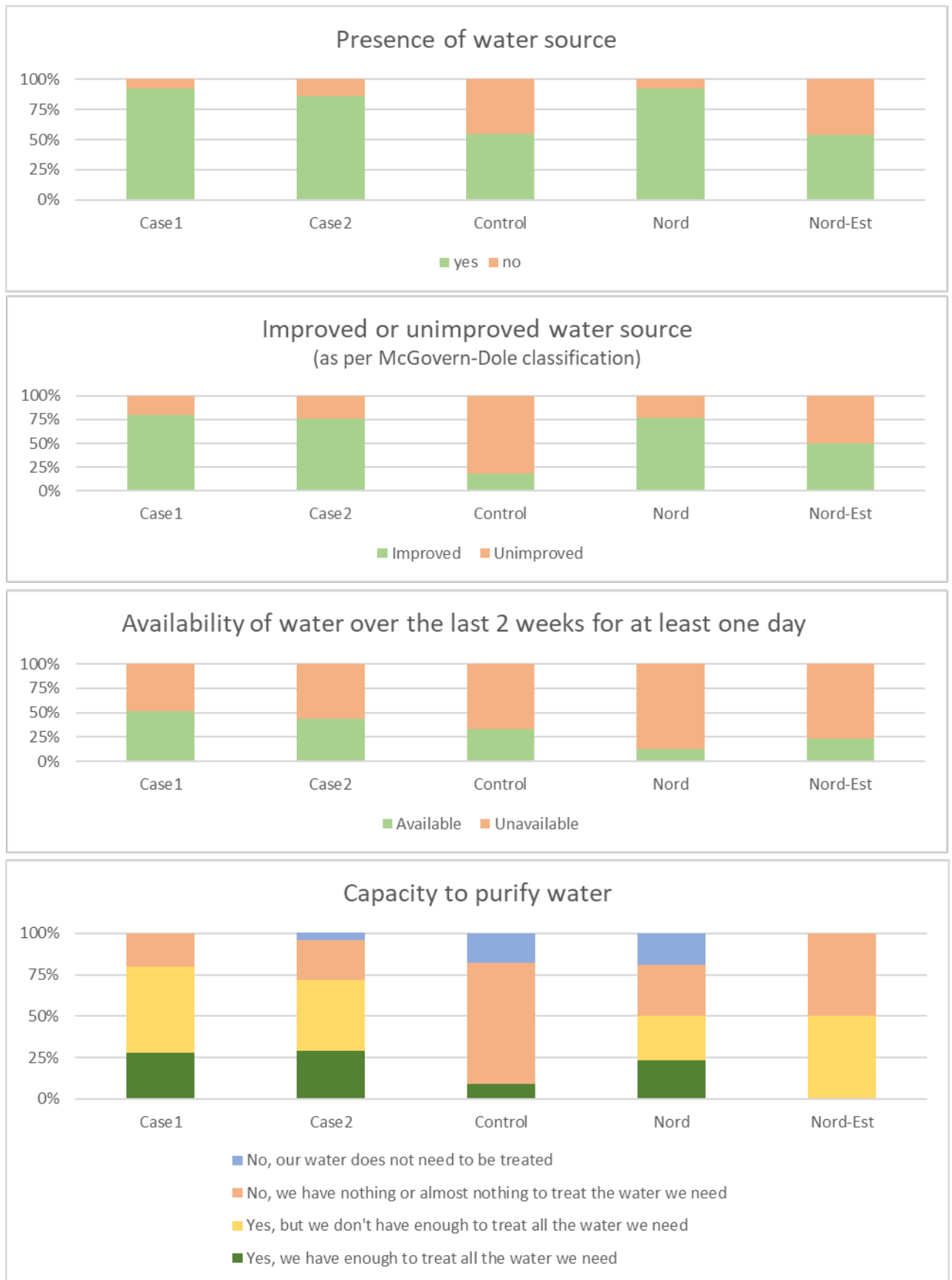
164. The quantitative survey highlighted several other gaps, primarily in schools, that pose risks to food safety.

165. **Food Handling and Storage.** Schools' proper handling of food and storage practices are essential to prevent contamination and spoilage. Over the course of the project the quality of school warehouses has improved in most categories reported on. However, there are notable gaps: there has been no reduction in the percentage of cooks reporting that food in the warehouse is past its expiry date or that expiry dates are not visible or that the warehouse lacks ventilation. More cooks at endline reported that food is 'sometimes' or 'often' spoiled (see Table 22).

166. **Food preparation.** Proper hygiene during food preparation is challenging in the environment in which cooks operate. Several cooks explained that they have barely enough money to buy soap to wash their work clothes, as confirmed by school directors.

167. **Infrastructure and sanitation.** Adequate infrastructure and sanitation facilities include access to clean water, proper waste management systems, and hygienic food-handling practices. As mentioned in the effectiveness section, the McGovern-Dole project in Haiti has been working towards these objectives and has achieved most of the stated infrastructure outputs. However, at project completion only 30 schools out of over 400 will have benefited from the construction or rehabilitation of latrines and water supply systems. Eighty-four schools have received mobile handwashing stations funded by McGovern-Dole, with a further 64 funded by the United Nations. However, school directors reported that many schools still lack access to water all year round, with up to 87 percent of school directors in Nord saying they had not had water for the last two weeks, and 20 to 50 percent of school directors reported not having access to a water supply and/or having nothing or almost nothing to purify water with and not enough soap (Figure 11).

Figure 11: Water availability and treatment in schools at endline



Source: School directors survey

2.4 IMPACT AND COVERAGE

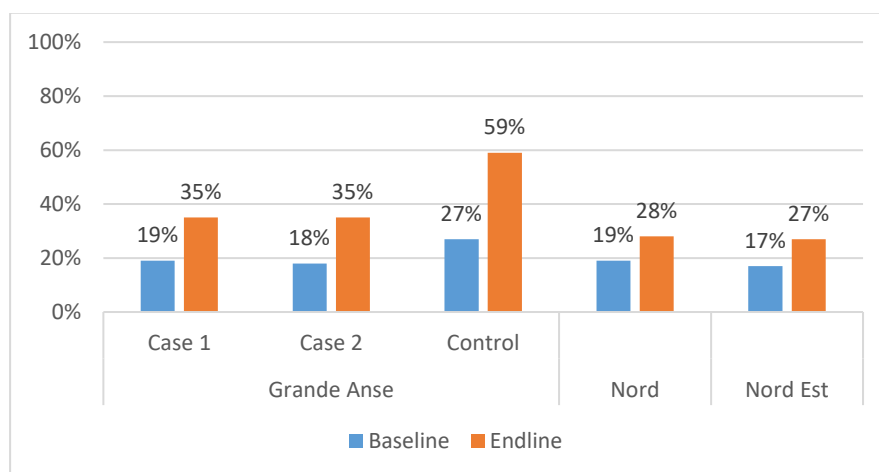
EQ.7: What are the effects of the programme on beneficiaries and on community-level systems of governance and management?

Key findings

- EQ7.1. Children’s dietary diversity score has fallen between baseline and endline. However, the greater deterioration in dietary diversity score among children in non-McGovern-Dole schools may indicate that project activities have had a protective effect in the context of extreme need.
- EQ7.2. According to cooks, school meals were less frequently supplemented by additional food at endline compared to baseline.
- EQ7.3. The ET did not identify any measurable effect of the project on community-level systems of governance and management. The school director remains effectively responsible for school feeding activities in many schools. It is too early to assess the effectiveness of WFP’s work with the Directorate of Support for Private Education and Partnership (DAEP) to test and better harmonise the community management of school canteens.

168. Based on the quantitative survey with students, the project has not been able to increase dietary diversity. This is reasonable within the prevailing context of rising food insecurity, where a higher percentage of students in all schools reported having eaten ‘nothing’ before school on the day of the data collection (Figure 12). The decline in this percentage of students is much larger among those in Grand’Anse than those in Nord and Nord-Est, particularly within the control.¹²⁵ The ET does not have an explanation for this difference in the control group in Grand’Anse. The fact that Case 1 and Control group schools comprise only public schools while other groups include some private schools could partially account for the higher rates of students’ food consumption at endline in Nord and Nord-Est.

Figure 12 Percent of students reporting that they had eaten nothing before coming to school that day



Source: Student’s survey

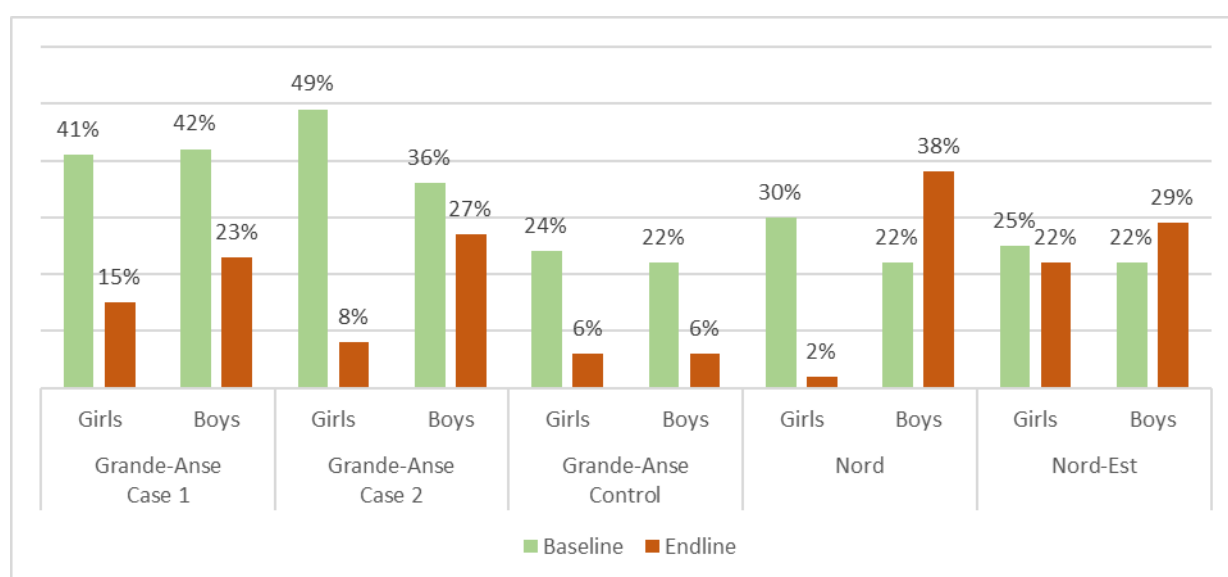
169. Importantly, the ET notes that this decline is also likely to be a result of the endline data being collected at the end of the lean season while the baseline data was collected at the beginning of the lean season. Over half of students surveyed reported that there are seasonal changes in eating before school, and most said they are less likely to eat before going to school at the end of the lean season, when the endline data was collected (see Annex 24, Tables 2 and 3).

¹²⁵ 73 percent of students at baseline; 41 percent at endline.

170. **Children’s dietary diversity score.**¹²⁶ Overall, the percentage of students attending USDA-supported schools who reported consuming four or more food groups in the past 24 hours (minimum dietary diversity) decreased significantly between baseline and endline (Figure 13). Dietary diversity was lower in the Control schools at both baseline¹²⁷ and endline, as would be expected given the absence of a school meal. However, even when school meals were provided, fewer than half of the students reached minimum dietary diversity.

171. No significant relationship between gender and dietary diversity was detected overall.¹²⁸ The sample was not designed to provide representative results by gender when also disaggregated by department. The notable differences between boys and girls at department level highlights an area for further exploration to understand whether these differences represent true systematic differences in access to diverse diets or are symptomatic of sampling errors.

Figure 13: Percentage of children (girls and boys) with acceptable dietary diversity score



Source: Pupil survey

172. A separate analysis of the data was performed to identify any difference between LENDI and non-LENDI schools in the Nord-Est. The sample of LENDI schools was extremely small (30 students). Findings were positive in terms of the percentage of students consuming more than four food groups, but the average number of food groups consumed was very similar (Annex 24, Table 5).

173. The McGovern-Dole project relies on parents’ provision of complementary foods to achieve the desired nutritional outcomes. According to the cooks interviewed, parental contributions have been declining in line with the increasingly challenging socio-economic conditions. Quantitative findings support these qualitative observations. The percentage of cooks reporting contributions from parents fell to zero percent throughout all departments between baseline and endline (Annex 25, Table 22)¹²⁹. One explanation could be

¹²⁶ The ET calculated the dietary diversity score based on consumption of seven food groups over a 24-hour period. It is internationally accepted that if children reach four out of seven food groups, they are probably getting an adequate diet, as there is a high probability that they enjoy animal foods as well as fruits and vegetables.

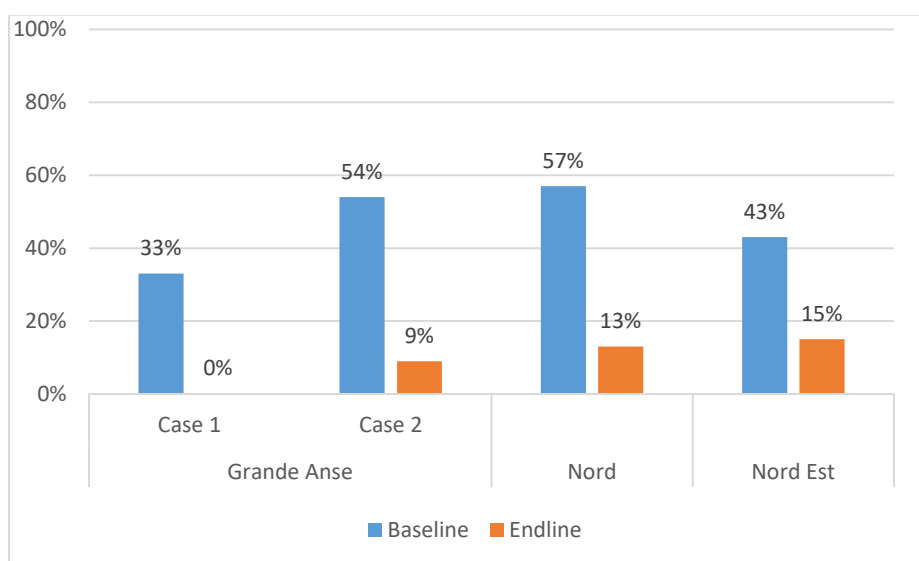
¹²⁷ Provision of school meals had started at baseline.

¹²⁸ The chi-square association between girls and boys is not statistically significant at either baseline or endline. Overall, 20.6 percent of boys and 20.7 percent of girls had acceptable dietary diversity scores.

¹²⁹ According to the WFP CO, this finding contradicts the school logbooks that note all contributions provided by the parents. However, not informed of their existence, the ET did not access those logbooks during data collection. Further analysis would be needed to evaluate the number of schools in which parents' contribution is happening as well as its

that parents are now expected to provide a financial contribution to help run the school canteen, which may reduce their ability to provide food as well. Further investigation would be needed to validate this hypothesis.

Figure 14: WFP-provided meals are 'sometimes' supplemented with additional food



Source: Cooks survey

174. The ET also tried to capture whether pupils' absences had changed because of McGovern-Dole support, the rationale of the RF2 being that new practices gained from sensitisation to health and dietary practices can ultimately have a positive effect on children's health. The quantitative data collected for the evaluation shows minimal positive changes in the percentage of students (Annex 24, Table 33) and school administrators (Annex 22, Table 13) reporting regular school attendance. However, among the children assessed, health-related absences from fever, stomach-ache, and headaches remain the leading cause across all schools, increasing between baseline (58 percent) and endline (83 percent) (Annex 24, Table 35). Considering the existing gaps in water and sanitation infrastructure, barriers to improved health outcomes remain high regardless of knowledge changes. Importantly, attendance records regularly kept by schools do not include reasons for absence. This type of data could provide more comprehensive and accurate information to determine whether these results were achieved.

175. The ET has not noted any particular effect on community-level systems of governance and management other than the involvement of the community in managing school feeding through the SFMC. In 2016, the NSFPS stated that 'even if management committees exist, they are often passive and suffer from a lack of ownership of the project. School headmasters often remain at the centre of canteen management'. SFMCs in three of the nine schools where qualitative data was collected reported spontaneously that their roles were not well-defined and/or that the director is the only one effectively in charge.¹³⁰ Two SFMCs were also unable to provide information on the amount of food in the warehouse, as only the director had access to it.

'To improve the situation, we need to define the remit of the canteen management committee and the responsibilities of each committee member. The committees need to know what formalities they have to complete.' – SFMC FGD

frequency. Also, the ET notes that data was collected at the end of the lean season, a time of year in which parents might be less able to contribute to school meals.

¹³⁰ No questions were asked directly about SFMC involvement in canteen management.

176. Since 2022, WFP has been working with the Directorate of Support for Private Education and Partnership (DAEP)¹³¹ to test and better harmonise community management of school canteens. The idea is to ensure that every school, regardless of school feeding, has a functioning school council, and that the SFMCs are under the supervision of these school councils. At the beginning of year two WFP, in collaboration with the DAEP, trained all IPs to ensure that all schools implementing activities under the McGovern-Dole project follow the same model of general governance through a school council comprising three parents, two teachers, two pupils and the director. The school council is to appoint the SFMC members, as per the NSFPS: a coordinator, a treasurer, a warehouse-keeper, two cooks and a guard. As this has only been implemented since September 2022, with school only opening from January 2023 onwards, it is too early to see whether this new governance system will change the dynamics vis-à-vis the uptake of the school feeding-related activities by the SFMCs.

EQ.8: Have there been any unintended positive or negative outcomes?

Key findings

- EQ8.1. CRS identified a drop in attendance at certain assisted schools as students preferred to attend schools providing more diverse school meals.
- EQ8.2. Reliance on three-stone fires has a negative impact on cooks' health.
- EQ8.3. There was no evidence that school meals had incentivised parents to withhold meals from students, a concern raised by WFP staff.

177. There was very little evidence of unanticipated effects, despite systematic exploration of these issues with different stakeholders.

178. One notable unintended outcome was a drop in attendance at some McGovern-Dole-assisted schools identified by CRS, because children preferred to attend the nearby school supported by the World Bank, which provided more diverse food. This preference for more varied food was reflected in qualitative interviews in which pupils in three of the five schools visited in the Grand'Anse reported a desire for morning snacks and meals supplemented by vegetables and/or canned fish. SFMC and school directors also stated that the McGovern-Dole meals were not as good as the meals of other school feeding programmes.¹³²

'Wood fires cause us eye problems.' - Cook KII

179. In some of the schools visited by the ET, cooks reported health problems due to unimproved stoves. WFP literature clearly recognises the link between emissions from cooking and respiratory disease.¹³³ The ET directly observed this in three of the nine schools visited. Based on quantitative surveys with school cooks, there has been only a slight increase in the use of improved stoves between baseline and endline (Figure 15, disaggregated data per department in Annex 25, Table 2). The ET notes that WFP has been distributing heat retention bags in 2023, which should reduce smoke inhalation as the bags reduce time cooking over flame.¹³⁴

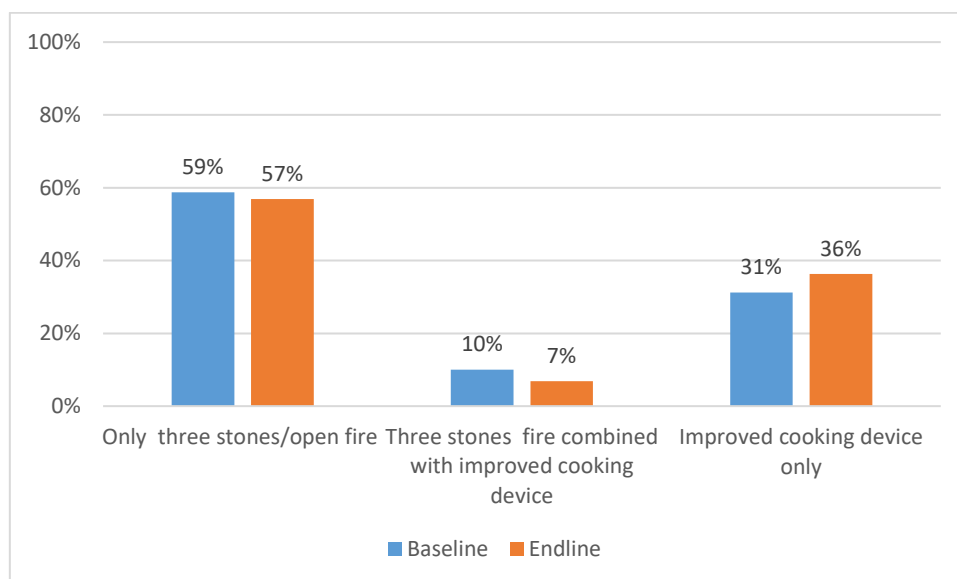
¹³¹ Direction d'appui à l'enseignement privé et du partenariat. As part of its mandate, the DAEP oversees school management.

¹³² The impact of this increase in enrolment within those World Bank schools was not within the scope of the evaluation.

¹³³ WFP; Clean cooking in schools; October 2021

¹³⁴ These heat-retention bags continue cooking food once removed from heat source.

Figure 15 Type of cooking device used



Source: Cooks survey

180. There was some concern among WFP Regional Bureau stakeholders that school feeding could unintentionally encourage some parents to not feed their children before sending them to school, knowing they would be fed there. Findings from the pupil survey help assuage this fear, as there were no large differences between treatment and control groups in the proportion of students reporting to have eaten before school (Figure 12). The large increase in the proportion of students who did not eat in the morning of the interview compared to baseline should be interpreted in the light of considerable externalities. First, baseline data was collected at the beginning of the lean season while endline data was collected at the end of the lean season. Students surveyed reported that the end of the lean season is often a period when they have less access to food (Annex 24, Table 3). Furthermore, it is reasonable to assume that the sociopolitical context has further exacerbated food scarcity.

EQ.9: What were the gender-specific effects? Did the intervention influence the gender context?

Key findings

- EQ9.1. It is not possible to detect gender-specific impacts as the project activities are still ongoing and meaningful change in this area will require sustained and significant effort. The project misses the opportunity to address substantial barriers to GEWE, notably the exclusion of GBV from SBCC messaging and infrastructure support, which does not respond to the needs of adolescent girls entering puberty.
- EQ9.2. Some activities have the potential to change attitudes towards gender, including through increasing coverage of gender-related topics in schools. There is some evidence of increased representation of women in decision-making bodies (SFMCS), although how this has translated into active agency has not been assessed.
- EQ9.3. Gender topics are included in teachers’ training, especially in the LENDI schools. However, teachers did not remember all key messages equally. Messages on GBV should be included in the LENDI programme. Importantly, survey results do not show that teachers receiving training were more likely to report classes on attitudes towards gender equality in their schools. This finding contradicts programmatic assumptions that training leads to higher coverage of gender-related topics.
- EQ9.4. Not considering providing a budget to pay cooks misses an opportunity for WFP to influence the gender context.

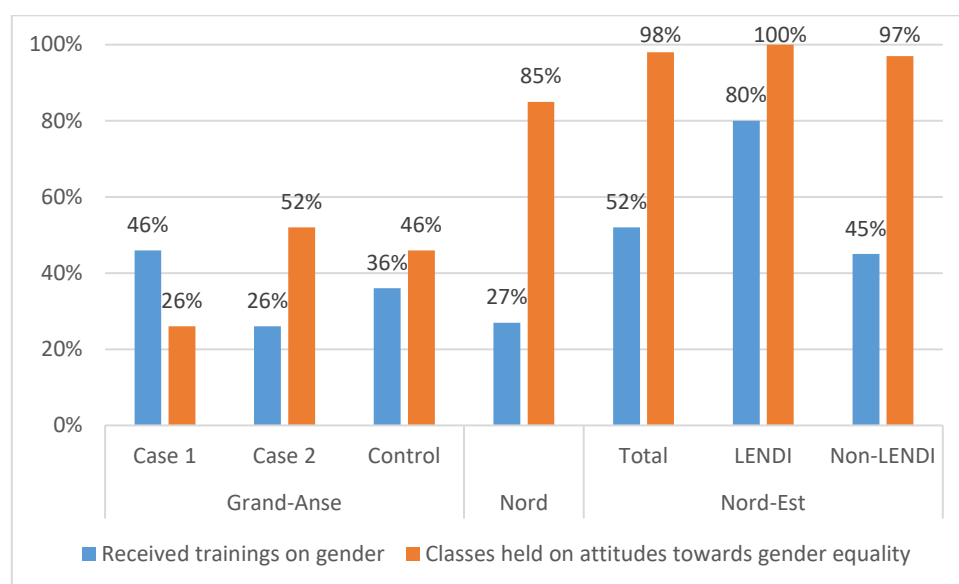
181. Meaningful change in the broader context requires sustained and significant effort. As project activities were still ongoing at the time of the endline evaluation, it was not possible to assess the impact

accurately. The ET focuses on assessing whether project activities have the potential for future impact based on the applicability of activities in responding to primary barriers to GEWE within the context.

182. WFP identified the importance of gender-transformative approaches through the formative research performed in 2020. As a result, two gender-related messages were included in the SBCC package. Assessment of coverage is difficult as these messages were developed after baseline collection (and thus not assessed at baseline).

183. Based on the teacher survey, there is no clear alignment between prevalence of classes and training. For example, in Nord, less than a third of surveyed teachers reported training on gender, yet 85 percent reported that classes covered attitudes towards gender equality. In Case 2 schools in Grand’Anse, the same proportion of teachers reported training but only 52 percent reported classes covering gender equality topics (Figure 16). The absence of a consistent pattern between training and topic coverage in classes is counter to programme logic, which assumes a direct relationship between training on gender norms and introducing gender topics in class. Within Nord-Est, the fact that teachers at LENDI schools were much more likely to report receiving training on gender and having classes on attitudes towards gender equality is a positive indication that LENDI could be contributing to increased coverage of gender-related topics. There are important limitations to this assessment. First, as noted, attribution to WFP in terms of increasing coverage of gender topics in school remains limited as there is no baseline for comparison. Second, the LENDI sample was not designed to be representative of all schools receiving LENDI programming.

Figure 16 Comparison between training on gender and coverage of gender in classes (endline only)



Source: Teacher survey

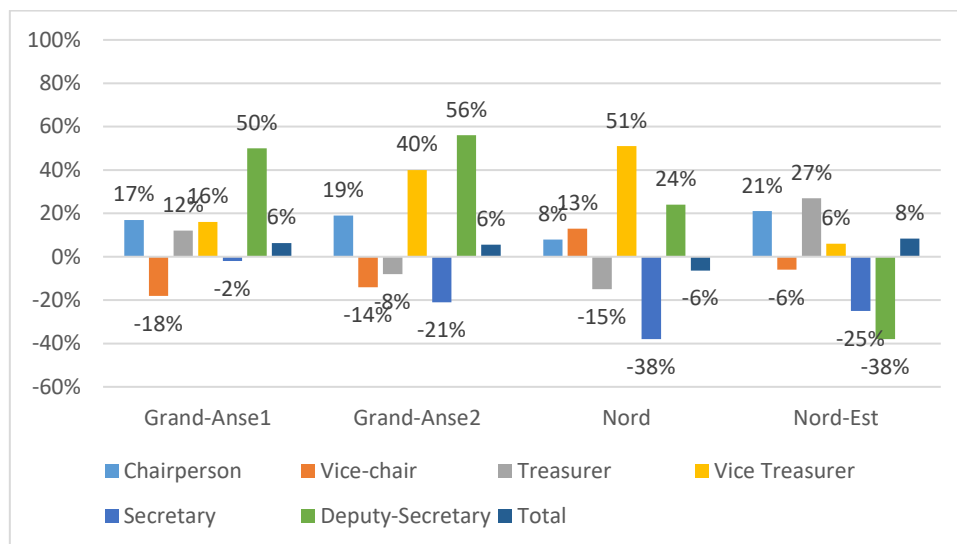
184. As discussed in the context section, gender-based violence is prevalent in Haiti (see paragraph 18). Qualitative evidence collected for this evaluation highlights this issue for students, with those participating in FGDs reporting that they both observe and experience GBV in their surroundings. Despite the relevance of this topic, it is not included in current SBCC messaging.

185. **Women’s participation in decision-making.** When sensitising parents, teachers or directors on the management of SFMCs at the beginning of each school year, IPs reported that they systematically raised gender equality, trying to incentivise communities to ensure that women and men equally occupy leading roles in school canteen management. The SFMC survey collects information about the number of men and women participating in SFMCs at both baseline and endline. A comparison of women’s representation on these committees affords some insight into WFP’s contribution to women’s participating in decision-making.

186. Comparing the change in SFMC composition overall, there was a small increase in the proportion of women SFMC members in Grand’Anse and Nord-Est and a small decrease in Nord. These results suggest that WFP activities have contributed to increasing women’s participation in decision-making, although with differential impacts by department. Women’s increased participation in more senior roles is mixed. While all departments saw an increase in the proportion of women in the position of chairperson, changes in their

participation in other positions differed depending on department. For example, the proportion of women as vice chairs fell except in Nord. While the proportion of women in decision-making positions may have increased overall, there was no indicator that allowed confirmation of whether their participation in SFMCs resulted in increasing their decision-making power or merely their representation.

Figure 17: Change in the proportion of women in SFMC positions



Source: SFMC baseline and endline survey comparison

187. **Latrines for girls.** According to the United Nations SDG Report, one in five girls of primary-school age do not attend school, compared to one in six boys.¹³⁵ One reason for this difference is the lack of appropriate school sanitation facilities for girls once they reach puberty. The onset of menstruation varies from person to person and commonly occurs between the ages of 10 and 16.¹³⁶ This justifies latrine construction/rehabilitation as an effective activity to increase equitable enrolment.

188. A comparison between baseline and endline suggests that project activities did not have an impact on increasing the availability of separate latrines for boys and girls (Annex 22, Table 29). Furthermore, almost none of the schools with gender-specific latrines provided space for hygiene kits (Annex 22, Table 31). While this was expected, as funding for infrastructure was very limited, it raises questions about the sustainability of changes in the gender context relying on knowledge and attitudes if schools do not meet older girls' infrastructure needs in practice.

189. **Economic effects.** Workers, who were predominately men, were paid through the project for constructing latrines and hand-washing stations for the project. However, cooks, who were predominantly women,¹³⁷ were not paid through project funds.

190. Women are spending part of their productive time working either for free or for a very low wage paid by some of the schools. This concern was raised at every KII with cooks and regularly raised by directors and/or SFMCs. The frequency with which it was reported highlights the validity of this as a concern more generally.

191. Rather than directly paying cooks, WFP promotes families' payment of a small fee to support school feeding. There has been no substantial increase in the percentage of cooks receiving payment since baseline. However, without a control group for comparison it is not clear whether a further decline would have been observed in the absence of this WFP measure.

192. At endline, around 60 percent of cooks reported having received some compensation from their schools, with 85 percent or more of these paid in cash (see Annex 25, Tables 35 and 37). There were no

¹³⁵ United Nations, Sustainable Development Goal Report, 2017.

¹³⁶ UNFPA; Menstruation and human rights: Frequently asked questions, May 2022.

<https://www.unfpa.org/menstruationfaq#When%20does%20menstruation%20start?> (Accessed June 18, 2023)

¹³⁷ 95 percent of surveyed cooks were women.

notable differences in payment to cooks by gender, with six of the ten male cooks receiving cash compensation. The average amount cooks reported being paid per month is HTG 4,800 (US\$33) in Grande - Anse (Case 1), and around HTG 3000 (US\$21) in the other treatment groups (Cases 2 and 3) (Annex 25, Table 38). The amount of cash received was not measured at baseline.

193. According to some of the cooks, this is barely enough to buy soap to wash their clothes. Sometimes they can eat some rice from the school meal, but it is not officially tolerated by the project. In 2022 the government increased the minimum wage. For people in the catering services it has risen to HTG 540 for an 8-hour day (US\$3.70), which amounts to HTG 11,340 (US\$78) per month (21 working days).¹³⁸ This is less than half of a teacher's salary, which teachers consider very low (see paragraph 194).

EQ.10: What internal and external factors affected the programme's ability to deliver the impact?

Key findings

- EQ10.1. The prevailing sociopolitical context has negatively affected the project, notably regarding reaching the food and non-food item distribution objectives in terms of quantity and timeliness.
- EQ10.2. The design of project activities did not consider teachers' attitudes. The social context together with the poor salary received can lead to lack of motivation.
- EQ10.3. Both external and internal factors affected the proper rollout of hard WASH activities. Inflation alongside initial underbudgeting for activities led to inefficient activity implementation.
- EQ10.4. WFP faces difficulties recruiting and retaining senior staff, particularly for nutrition, WASH and gender activities. This challenges its investment in long-term activities such as SBCC.

194. **External factors.** Project implementation was negatively impacted by external pressures, including the COVID-19 pandemic in 2020 and 2021 and intermittent periods of civil unrest that intensified from mid-2021 after the President's assassination. The civil unrest led to countrywide strikes, blockades and rising violence. School opening was delayed in all schools for two months in year one, one to one and a half months in year two, and four to five months in year three (see Table 3).

195. These external events directly affected WFP's capacity to deliver food to schools, partially explaining why 16 and 19 percent of planned distributions were not reached in years 1 and 2 respectively (see Figure 1).

196. COVID-19 delayed the start of literacy activities and WFP suffered delays to the procurement of materials such as schoolbooks for the MLNA, which had to be printed abroad. As mentioned, the teacher strikes regularly interrupted classes.

197. Lack of motivation in teachers, who are poorly and irregularly paid, was frequently reported as a factor disrupting achievement of the project objectives. The average wage for a public-school teacher is HTG 23,000 (US\$158, US\$128 after tax).¹³⁹ The situation is even more challenging for teachers not employed by the state, as some are on yearly contracts and are paid less than state teachers and on a very irregular basis. It was reported to the ET that teachers can go for a year without receiving their salary. According to the representative data on schools collected through the teacher survey, about a third of teachers in the treatment schools are not employed by the state, except in Case 1, where it is 17 percent (see Annex 23, Table 2, teachers with no professional diploma).¹⁴⁰ The IPs reported that the lack of payment influences teachers' attendance and reduces their motivation, making them reluctant to work more than the official hours and to attend additional activities such as MLNA training or coaching. Teachers prioritise other income-earning opportunities. According to the available literature, their salaries have an important impact on the

¹³⁸ Haiti Libre; Salaires minimum le Gouvernement réajuste à la hausse, version finale (Officiel); February 21,2022; <https://www.haitilibre.com/article-36009-haiti-flash-salaires-minimum-le-gouvernement-reajuste-a-la-hausse-version-finale-officiel.html> (Accessed June 10,2023) Haiti Libre; Salaires minimum le Gouvernement réajuste à la hausse, version finale (Officiel); February 21,2022; <https://www.haitilibre.com/article-36009-haiti-flash-salaires-minimum-le-gouvernement-reajuste-a-la-hausse-version-finale-officiel.html> (Accessed June 10,2023).

¹³⁹ Ayibo Post, How much do public school teachers in Haiti really get? <https://ayibopost.com/combien-touchent-reellement-les-professeurs-des-ecoles-publiques-en-haiti/>, September 2020 (Accessed May 17, 2023).

¹⁴⁰ Fifty percent in the control school.

recruitment, retention, and motivation of qualified teachers.¹⁴¹ Improved teacher motivation and attendance will influence literacy and educational impacts.

198. The construction and rehabilitation of infrastructure in schools was delayed due to COVID-19. According to IPs the rising cost of materials and fuel led to poorer-quality work as contracted firms tried to make up for their shrinking profit margins.¹⁴² National suppliers' profits also fell.

199. Political instability paused collaboration between WFP and some of the higher-level institutions. While WFP has managed to restart relations with the Ministry of Education, resuming those with other ministries such as the Ministry of Public Health and the Ministry of Women's Status and Women's Rights still requires some time.¹⁴³

200. **Internal factors.** The challenging external context negatively impacted factors internal to WFP. As noted above, rising prices reduced the quality of infrastructural work. This compounded the problem of underbudgeting, as reported by IPs, who stated that the initial budget for hard WASH activities were underestimated by 20–50 percent. Further investigation would be needed to assess to what extent this was due to rising prices or to gaps in the initial estimation.¹⁴⁴ These financial restrictions had direct consequences on the quality of implementation, with activities delayed due to negotiation for lower prices, and suppliers reluctant to adapt construction plans as they did not feel payment was sufficient.

201. In line with the RF2, a lack of adequate sanitation facilities is expected to negatively affect the intervention's health-related impacts.

202. The challenging context also pressurised human resources. For WFP, Haiti is a non-family duty station with high levels of risk. From 2022 onwards part of the WFP team was transferred to the Dominican Republic for safety reasons. There has been a progressive return of international staff to Port au Prince only since the second quarter of 2023. The Haiti CO has experienced difficulties keeping or recruiting some of its international staff; for example, the international position of Gender Officer is currently vacant. The former international gender staff worked remotely. No nutrition or WASH senior officer is currently operational at the WFP CO. Furthermore, the turnover of international staff every two to three years makes investing in long-term projects such as SBCC challenging. According to WFP staff interviewed, and as supported by secondary sources,¹⁴⁵ the socio-economic and political context increases emigration, draining the country of the most competent staff and making it difficult to recruit locally.

2.5 SUSTAINABILITY

EQ.11: Is the programme sustainable in the following areas: strategy for sustainability; sound policy alignment; stable funding and budgeting; quality programme design; institutional arrangements; local production and sourcing; partnership and coordination; community participation and ownership?

Key findings

EQ11.1. Strategic design of the McGovern-Dole project, including partnership and coordination, includes sustainability considerations. However, opportunities were missed in project implementation, particularly in terms of community participation and ownership, local production and sourcing, and institutional arrangements.

¹⁴¹ Fullard, J. Does money motivate teachers? November 2021, <https://www.bera.ac.uk/blog/does-money-motivate-teachers>, (Accessed May 2023).

¹⁴² According to KIs with IPs.

¹⁴³ Mentioned by KIs and in the SAPRs.

¹⁴⁴ Importantly, feedback on underbudgeting was received from IPs, who could benefit from receiving higher budgets. This finding was not validated by independent analysis by the ET and should be taken considering the potential conflict of interest.

¹⁴⁵ See for example Small, J. 2021. 'Haiti struggles for stability as educated class flees disasters, unrest.' Newsweek.

203. Considering Haiti's political context, achieving sustainability could not be expected over the course of the McGovern-Dole project. Under this evaluation question, sustainability is considered in terms of how the project was designed to anticipate or prepare for future sustainability in the medium and long term.

204. **Strategy for sustainability.** The McGovern-Dole sustainability strategy is based on capacity-building. Considering the current political situation and the results of the Systems Approach for Better Education Results – School Feeding (SABER-SF), in the short- and medium-term sustainability of school feeding not realistic. However, the McGovern-Dole project is following the right strategy by working as much as possible to support the Ministry of National Education and Vocational Training in improving the enabling environment of school feeding through the implementation of SABER-SF and revision of the NSFPS. Individual capacity-building is mainstreamed through the project by systematically including decentralised institutions in certain training and monitoring activities, although the evaluation did not include assessing the quality of these efforts.

205. **Sound policy alignment.** According to interviews and email exchanges with the Ministry of Health at the central level and the Ministry of Women at the regional level, there is no collaboration with the McGovern-Dole project to increase government ownership of components related to the project. The mismatch between national priorities and the McGovern-Dole Programme's reliance on imported food (see Table 14) would be expected to limit the future ownership of this model of school feeding.

206. **Stable funding and budgeting.** According to interviews with key government representatives there is currently no allocation for school feeding in the national budget, although the NSFP¹⁴⁶ does receive an annual budget from the Ministry of National Education and Vocational Training for managing school meals. In 2021–22 the NSFP oversaw school meal delivery for 264,500 pupils across all departments. However, the same KIs reported that lack of coordination between ministries makes it very difficult for the NSFP to spend this budget effectively and provide regular school meals in timely a manner (see section 2.8 on government investment for more detailed analysis).

207. **Quality programme design.** The project design is based on a sound theory of change illustrated through the RFs. The project's prioritisation of school feeding, while relevant in the context, reduces levels of change; particularly within RF1, where limited investment in WASH infrastructure reduces expectations of change (see EQ3's discussion on SO2 for further details, p. 34).

208. **Institutional arrangements.** Institutional anchorage of the NSFP within the MNEVT has been a consistent issue. As reflected in Interviews with key government representatives, there has been and still is much disagreement on the role of the NSFP. Some advocate for its implementation of school feeding while others see it as a regulatory body only. According to the KIIs, this lack of clarity is the reason the revision of the national school feeding policy was on hold. Its revision resumed recently with a workshop on May 30–31 and a steering committee meeting in June.¹⁴⁷ WFP, as an important stakeholder in the matter of school feeding, supports discussion between all partners at regular meetings such as roundtables every three months.¹⁴⁸ However, in line with its mandate as a humanitarian actor, WFP remains neutral in terms of political engagement and advice.

209. **Local produce and sourcing.** Based on qualitative data collected and WFP's own strategic policy, it is clear that WFP and local partners are convinced that sourcing locally produced food would be preferable to importing food. However, the project did not consider using any local produce over the three years evaluated.

¹⁴⁶ Programme national de cantines scolaires

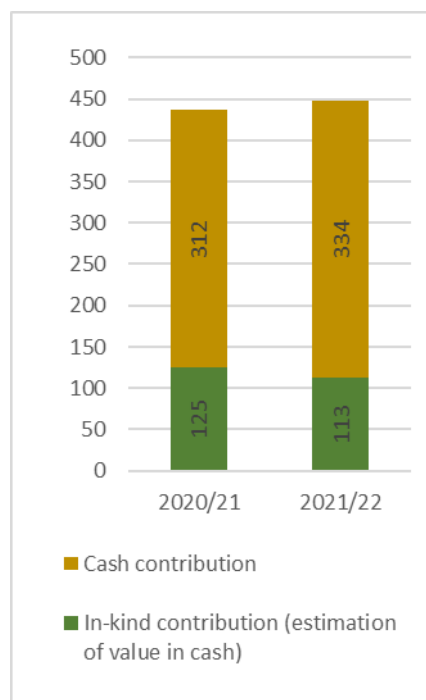
¹⁴⁷ Chapters 1 to 6 of 15 chapters have already been revised.

¹⁴⁸ Both the World Bank and WFP provide the financial means for regular meetings four times a year.

210. **Partnership and coordination.** Based on monitoring data, almost all activities have been implemented by BND, CRS and AMURT. The BND is a non-profit, non-political, non-denominational Haitian NGO. CRS and AMURT are international NGOs, although AMURT has no international staff.¹⁴⁹ Working with these partners reinforces local capacity for school meals capacity. WFP has even subcontracted the logistics of food delivery to Grand’Anse to the BND. Considering its experience and involvement in school feeding with over 292,000 beneficiaries in 2021–22,¹⁵⁰ it is highly probable that if the BND was financially self-sufficient it would be capable of running school feeding programmes in a sustainable way.

211. **Community participation and ownership.** Community participation in school feeding is very unequally distributed. The greatest degree of participation comes from the two or three women per school who dedicate a large amount of their time to cooking for the pupils. To help run the school feeding programme, WFP installed a system by which each household should try to pay HGT 5,000 (approx. US\$34) per year, although the right to eat at school is not conditional on this payment. The money collected can be ‘used to provide additional food, pay the cooks, buy soap, etc. On average, each school in Grand’Anse collected less than US\$450 dollars per year. Directors reported that contributions range from HGT 750 to 3,000 per year. Some households also contribute by giving or lending pots and cooking utensils (see Annex 25, Tables 6, 10 and 14). Cooks in Grand’Anse reported that parents did not contribute food. In Nord and Nord-Est, extrapolation from the cook’s survey suggests that school meals are upgraded by additional food in only 15 percent of the surveyed schools (Annex 25, Table 22).¹⁵¹

Figure 18: Average parents’ contribution in HGT and in-kind per year and per child in Grande-Anse



Source: BND database

EQ.12: What needs remain to achieve a full handover and nationally owned school feeding programmes (including gender-related issues)?

Key finding

- EQ12.1. The ET endorses the six main steps leading to full handover and ownership of the school feeding programme as defined by the 2022 SABER-SF:
- 1) Clarify the mandate of the NSFP
 - 2) Create legal frameworks ensuring a sustainable national school feeding budget
 - 3) Develop a robust monitoring system
 - 4) Decentralise the NSFP and provide adequate resources
 - 5) Include pupils aged 12 and over
 - 6) Improve community involvement.

212. The ET has based its answer to this EQ on existing literature, mainly on the SABER-SF conducted in 2022. The SABER-SF exercise is an internationally recognised strategy for identifying government capacity, gaps, and appropriate steps to support nationally owned school feeding programmes. Given the international validation of this exercise, government ownership in the SABER-SF process. and in line with evaluation resources, the evaluation team relies heavily on its recommendations.

213. The results of the 2022 SABER-SF exercise highlighted six recommendations that serve as the basis for analysis of the NSFP’s needs on which the current plan is based. This SABER-SF exercise was carried out

¹⁴⁹ KII with Country Representative, Operations Manager, Director of Programmes, Programme Director. CRS has five international staff members.

¹⁵⁰ Figures provided to the ET by the NSFP.

¹⁵¹ Reported by cooks at six schools in Nord and seven schools in Nord-Est. The ET does not know who provides this supplemented food.

in March 2022 in collaboration with MNEVT, the Ministry of Agriculture, National Food Security Coordination, the main national and international NGOs, various donors, and three UN agencies (WFP, UNICEF, and FAO).

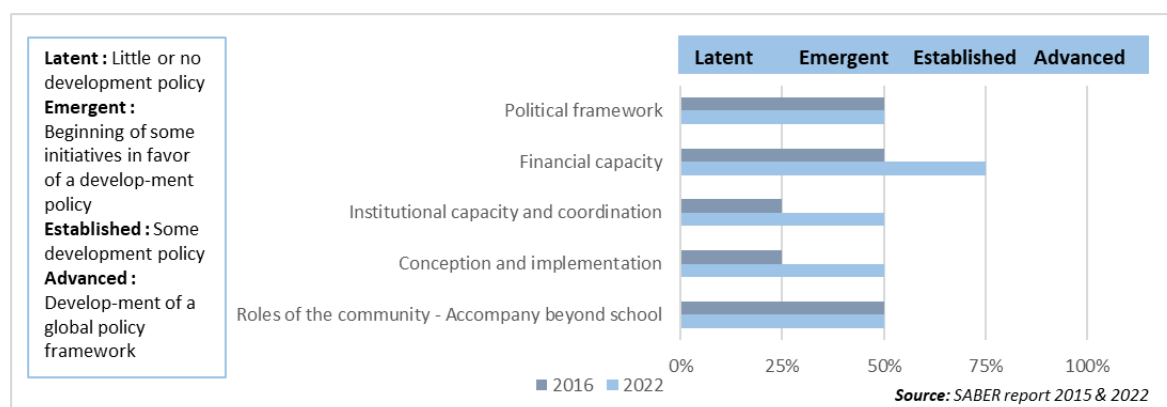
214. Table 30, below, details the SABER-SF recommendations, which have been triangulated to some extent with evaluation findings.

Table 30 SABER-SF Recommendations and evaluation triangulation

	SABER-SF main findings	Triangulation by ET
1	Clarify the dual mandate of the NSFP as regulator and operator (this role was later clarified by the Ministry of Education itself, asking the NSFP to delegate its implementation role and focus on the regulatory role)	Mentioned in various high-level KIIs
2	Introduce a law increasing financial resources from the national budget	Mentioned at various high-level KIIs
3	Develop mechanisms and tools to ensure effective monitoring by the NSFP in conjunction with other national monitoring systems, including the MNEVT system	Not discussed in depth during data collection
4	Provide the NSFP's departmental offices with resources to monitor the programme in the field	Mentioned in departmental-level interviews with key institutional staff and key IPs.
5	Expand the age range of beneficiaries to include children in secondary (aged 12 and above)	Mentioned frequently at baseline, and to a lesser extent at endline, by school directors and teachers.
6	Promote and encourage greater community involvement in school feeding management	The weakness of community involvement is evident in the quantitative data collection and at school-level KIIs

215. SABER-SF 2022 followed a previous SABER-SF organised in July 2016, through which the Haitian government identified key milestones and developed a detailed action plan for implementing school meals over a 15-year period. The action plan, building on the instrumental work of the SABER-SF exercise, supported these key milestones and identified the action required to achieve each of them. As shown in Figure 19, below, there has been limited progress made on the five policy goals from the first to the most recent SABER-SF exercise.

Figure 19: Results of the 2022 SABER-SF exercise



Source: SABER-SF exercise

216. WFP has clearly endorsed a full handover and national ownership of the school feeding programme. This is reflected in the shift from direct implementation to strengthening country capacity within the School Feeding Strategy 2020–2030. The WFP Strategic Plan 2022–2025 reiterates that WFP seeks to shift focus from direct implementation towards strengthening national and local capacity through capacity strengthening. Working to strengthen existing systems is relevant for eventual handover of activities supported through McGovern-Dole funding.

217. However, a major handover of WFP's operational activities is unlikely during the period of this project due to national fiscal constraints and institutional capacity challenges, which will be reviewed periodically. At the government's request, WFP will increase the use of domestic produce to stimulate agriculture through both centralised purchase of national products and scaling up the homegrown school feeding model. Alignment with national objectives for local production will facilitate future handover strategies.

2.6 SCHOOL MEAL PROGRAMME IMPLEMENTATION

What community-level governance and management systems are required for the successful implementation and sustainability of school meal programmes?

Key finding

MGD1.1. There have not been preliminary consultations with communities to assess the systems of governance and management most suited to implementation of the school meal programme and its sustainability. This ignores a key SABER-SF recommendation.

218. As discussed in greater detail in EQ7 (paragraph 172), the ET has not noted any particular effect on the involvement of the community apart from participation in school feeding through the SFMC. The lack of community ownership is also reported in the latest SABER-SF exercise, which states the need for greater community involvement in decision-making and implementation of the school meal programme.¹⁵²

219. For stronger community engagement, SABER-SF identified the following needs:¹⁵³

- A study must be carried out within the community during the design of the programme to diagnose the needs and reach a joint definition of the objectives to be achieved and methods of operation
- Adapt the monitoring tools to facilitate the involvement of the out-of-school community in the monitoring process
- Ensure a proper complaint mechanism is put in place, as the current one is not operational¹⁵⁴
- Broaden the scope of interventions at the community level alongside school canteen activities.

220. WFP and its Ips provide yearly training sessions at the beginning of each school year and conduct satisfaction assessments with beneficiaries at the end the year to improve project implementation. Despite these efforts, statements from all SFMCs interviewed for the evaluation indicated a continuing need for community consultation to assess needs and jointly define objectives. Meaningful collaboration with SFMCs and the community more broadly is essential to provide insights on what systems of governance and management are required for successful and sustainable implementation of school meals programmes. As mentioned in the limitations, this evaluation had neither the time nor the means to provide substantial responses to this EQ, which would require in-depth FGDs with a larger panel from the community including more than parents and SFMCs. To understand the dynamics of each community the ET would have needed to reach out to the leaders and influential members of the community.

221. As mentioned, WFP has been working in collaboration with the Directorate of Support for Private Education and Partnership to create a system for involving the community by revising the division of tasks

¹⁵² WFP, draft report of the SABER-SF exercise 2022.

¹⁵³ WFP, Rapport atelier SABER, 2022. These results apply to all school feeding programmes in the country and do not necessarily reflect WFP's school feeding programmes.

¹⁵⁴ WFP has strengthened its feedback and complaints mechanism over the last two years. Beneficiaries, including children, have provided feedback on the tollfree number.

between school committees and SFMCs (see paragraph 173). However, this approach did not include preliminary in-depth community collaboration as recommended by the SABER-SF.

2.7 AGRICULTURE EVIDENCE GAPS

How can a combination of local procurement at harvest time be supplemented with international food aid to promote a locally and/or nationally sustainable school meals programme?

Key findings

- MGD2.1. There is a lack of global evidence that could provide insights into how to combine local procurement with international food aid. However, most school feeding actors are already operating in this direction in Haiti.
- MGD2.2. According to Kis, local markets appear to have the capacity to deliver locally procured food for school meals.
- MGD2.3. Smallholder farmers do not have the capacity to absorb risk, hence the approach of humanitarian actors needs to differ from that adopted with well-established farmers and retailers.

222. The National School Feeding Policy (2016) emphasises sourcing locally produced food to gradually replace imported food in school canteens. This objective is in line with WFP's vision of school feeding.¹⁵⁵ While no recent exhaustive study exists to provide in-depth insight into the subject, Kis and a desk review show that many humanitarian and development actors in Haiti are successfully procuring local produce. The scope of the evaluation did not allow for a comprehensive market analysis.

223. One of the main questions about local procurement is markets' capacity to respond to demand. Kis were largely very positive about this. In 2016, the NSFP estimated that supplying exclusively locally-produced food to the 2.8 million pupils attending the first and second cycles of basic education would require the mobilisation through local purchases of 3.8 percent of the nation's production of maize, sorghum, rice, bananas and tubers to provide a school snack only, and 8.2 percent of production for both a snack and a hot meal, and 5.1 and 11.1 percent respectively of national pulse production.¹⁵⁶ The figures show that it is theoretically possible to find enough food grown within the country to feed all primary school students through school canteens. Calculation of the figures were based on: i) the proportion of a child's daily requirements and school meal intake in kcal/day; ii) energy intake covered by carbohydrates and pulses, and iii) national production of various cereal products in 2011.¹⁵⁷

224. According to Interviews with key WFP staff and Ips, the market is very weak in terms of investment capacity and risk-taking, especially when dealing with small actors. Kis believe that procedures need to be better adapted to ensure that smallholders are exposed to minimum risk, at least in the first years. IPs explained that smallholders need support to reach the required standards of quantity and quality. Risk in farming is largely recognised in literature, especially in countries such as Haiti, where farmers are extremely vulnerable to climate and price volatility.¹⁵⁸

225. Successful implementation of homegrown school feeding by various humanitarian actors (WFP, BND for example) in Haiti demonstrates the feasibility of this approach. Depending on the department in which they operate, NGOs use different approaches. No universal approach can be taken, highlighting the need for contextualised, in-depth research to fully assess feasibility. Many national NGOs use a combined approach to food procurement; for instance, Food for the Poor procures up to 50 percent of food from local markets for their school feeding programme covering 208,835 pupils. WFP provided locally sourced food through a

¹⁵⁵ WFP, Strengthening National Safety Nets, 2016; WFP, Home Grown School Feeding Resource Framework, 2017; WFP, Revised School Feeding Policy, 2013.

¹⁵⁶ Ministry of Education and Vocational Training, *Politique et stratégie nationales d'alimentation scolaire*, 2016, p. 40.

¹⁵⁷ Ibid, Annexe VII, p.69.

¹⁵⁸ For example: Kahan.D; Managing Risk in farming; FOA 2008.

HGSF programme in 312 schools across five departments in 2021.¹⁵⁹ On a smaller scale, the NSFPS listed four local NGOs providing over 10,100 meals with 100 percent locally produced food, excluding oil.¹⁶⁰

2.8 GOVERNMENT INVESTMENT

What types of incentives (and in which contexts) are most effective for securing local or national government investment in school meal programmes? What are the barriers and challenges to securing investment?

Key findings

MGD3.1. The main barrier to local or national government investment in school meals in Haiti is political disagreement about school canteen programme management. Political actors' agreement on administrative and financial responsibilities for school feeding are needed to secure investment.

MGD3.2. Haiti is not on track to reach 80 percent national funding by 2030 in line with the approach designed in the 2016 National School Feeding Policy and Strategy.

226. In the long term, successful handover of the school feeding programme to the government is highly dependent on the national budget. In 2016, the NSFPS outlined three steps to reach this objective:

- Phase 1: During the first five years, while the greatest short-term funding opportunity for the sector is international aid, the NSFP strengthens its administrative and financial capacities so that it is able to manage funding at the end of this period. Parents' participation constitutes part of the financing, particularly among non-poor households able to contribute to feeding their children.
- Phase 2: In years 5 to 10, funding from the public treasury and local authorities increases significantly while the coverage of school feeding implemented through the NSFP increases considerably; the NSFP is the main management channel for school feeding. Parental funding mechanisms are put in place. Other sources of funding, including the private sector and the diaspora, are explored.
- Phase 3: From years 10 to 15, national funding gradually increases to provide 80% of the cost of school feeding implemented through the NSFP.

227. Eight years later, according to the SABER-SF exercise held in March 2022, the operating costs for the NSFP are financed by the public treasury with a budget of HTG 900 million (US\$6,186,162) per year feeding around 300,000 pupils at a cost of HTG 175 (US\$1.2) per child per day. This will cover the cost of feeding approximately 20 percent of primary school pupils. According to the State of School Feeding Worldwide (2013), the minimum level of income a country needs to reach to transition to a national school feeding programme appears to be low- to lower-middle-income status, although more research in this area is needed.¹⁶¹ As a low-income country, domestic financing to transition to a national school feeding programme is expected to be difficult.¹⁶²

228. According to interviews with high-level KIs at MNEVT and NSFP and WFP staff, there is currently strong political will to scale up school meals and reach the objectives of the 2016 NSFPS. However, in the ET's understanding one of the main barriers to scaling-up school feeding is political deadlock over the role of the NSFP. Until agreement is reached on this it will not be possible to accomplish the first phase. The high level of political instability in the country is another major obstacle, and the need for its resolution limits the role WFP can play in supporting a government-led school feeding programme. The ET recognizes Haiti's fiscal constraints as a low-income country.

¹⁵⁹ WFP, ACR 2021, p. 19.

¹⁶⁰ MNEVT, NSFPS, January 2016, p. 38.

¹⁶¹ WFP, State of School Feeding Worldwide, 2013, p. 23.

¹⁶² World Bank, Data for Haiti, Low income, <https://data.worldbank.org/?locations=HT-XM> (accessed May 18, 2023).

3 Conclusions, lessons learnt, and recommendations

229. WFP Haiti and its IPs have been implementing the McGovern-Dole project diligently, adapting to contextual changes without undermining the quality of the activities. The following conclusions have been derived from the evaluation findings.

3.1. CONCLUSIONS

Coverage and Relevance

CL.1. The decision to prioritise maximizing provision of school meals, providing the comprehensive package of project activities in a small number of schools, is relevant given Haiti's dire sociopolitical and economic situation.

CL.2. All activities linked to literacy, WASH, nutrition and SBCC are well aligned with national policies and WFP's corporate policies. However, importing food as per donor policy contradicts the NSFPS and WFP school feeding strategy, which prioritises local procurement and HGSF. In the eventuality of a future McGovern-Dole project, WFP will apply to the USDA Local and Regional Food Aid Procurement Programme, which allows 10 percent of the overall funding to be used for local procurement of food. This is an opportunity to strengthen project alignment with national policy. While the McGovern-Dole Programme aligns with various US agencies and policies, the imported food element is not consistent with the US Government Global Food Security Strategy's Feed the Future initiative.

Effectiveness

CL.3. Despite poor quantitative measures of success at the outcome level, key informants at all levels of implementation praised the quality and professionalism of the operations and how they overcame the numerous contextual obstacles. Results from the quantitative assessments must be interpreted within methodological constraints: (i) the first EGRA test was conducted at the end of year one and thus does not accurately establish baseline conditions; (ii) the unavailability of a proper comparison group prevents a more precise estimation of impact controlling for deterioration in the sociopolitical context, and (iii) the evaluation timeline did not allow the integration of findings from the final EGRA test to be carried out at the end of the project, with results available at the end of July.

CL.4. WFP and its partners have been running this project in a very hostile environment, which has prevented food delivery targets being fully met. The take-home rations distributed when schools were closed did not fully compensate for meals missed, which will result in the leftover of an estimated 650 tonnes of food at the end of the programme. Eleven percent of pupils were not reached in year one, and in February 2023 three percent of year three pupils had not been reached. Factors affecting project achievements include the road blockage in Martissant in 2021 and WFP's internal capacity to deliver in northern regions. Both factors are being addressed by the CO. Considering the direct link between food distribution targets and pupil attentiveness, it is reasonable to assume that underachievement of food distribution targets would negatively impact the effectiveness of activities supporting consistent attentiveness.

CL.5. The prevalence of students reporting that they were still hungry after the school meal in WFP and ET data indicates issues with the quantity of food distributed, especially considering the number of cooks reporting declining parental contributions between baseline and endline. Following the RF rationale, hungry pupils are less attentive, which negatively impacts achievement of the literacy improvement objectives. The absence of an indicator for satiety makes it difficult to determine the strength of programmatic links between food distribution and attentiveness.

CL.6. The project reached its objectives in terms of hard WASH construction. However, the remaining hard WASH needs are still important, limiting the effectiveness of the project's contribution to SO2, improved health and dietary practices. While sensitisation on this appears to have reached its intended audiences, the school populations do not have the physical resources to practice positive hygiene behaviours,

notably because of a lack of sufficient soap and water purification tablets. Furthermore, while IPs have provided training on health and nutrition as well as posters and manuals on good hygiene and dietary practices, teachers continue to report a lack of materials and equipment for integrating those topics into their teaching lessons. Teachers could take greater ownership of passing the message on to their classes.

- CL.7. School canteens similarly require further material investment. While improvement is noted in terms of warehouse quality, kitchens are still underequipped for safe food preparation and consumption. Poor conditions in canteens hinder the achievement of good health practices.
- CL.8. Following the programme logic, a difference in food distribution impact on boys and girls would lead to differences in related absences, attentiveness, and hunger. While no significant gender differences are apparent in absences and hunger after school meals, data collected at endline shows differences between boys' and girls' attentiveness, with boys reported as being more attentive. However, as discussed in the findings, the measurement of this indicator relies on teacher's subjective judgement and faces limitations. Based on the programme logic, the fact that the ET did not find any differences in receipt of school meals between boys and girls suggests that there is no differential effect of project activities on boys and girls in this area.

Efficiency

- CL.9. Based on cost per meal, the McGovern-Dole project's school meals are slightly less expensive than those of another WFP programme following the HGSP approach. However, this calculation does not consider costs related to the environment and missed opportunities. Key informants and national policy continue to promote a HGSP approach based on benefits that outweigh the immediate cost implications. While ongoing implementation of HGSP programmes in Haiti and a limited desk review suggest the national market could be responsive to local production needs, a more in-depth market analysis is required to establish this with certainty.
- CL.10. The programme relies heavily on training and sensitisation to ensure food safety in the provision of school meals and allocates only a small budget for non-food provisions, even though most school directors reported threats to food safety related to lack of access to sufficient purified water and soap, and shortfalls in the quantities of cooking equipment and utensils.
- CL.11. Community-level governance of school feeding programmes was found to be weak, with school feeding-related activities often controlled by school directors. The ET was not able to identify whether this was related to school directors' lack of willingness to hand over control of the programme to the SFMC or parents' lack of involvement and/or management capacity. The variability of SFMCs' effectiveness observed through data collection shows that a universal approach cannot work due to the difference in community interactions in different villages. Only in-depth understanding of each community's dynamics together with close support from WFP and its partners can lead towards a better community governance system. WFP's current efforts to restructure SFMCs in close coordination with the Directorate of Support for Private Education and Partnership should ensure incorporation of this level of community consultation in the effort to restructure and reinforce SFMCs' role.
- CL.12. The budget for hard WASH activities was inadequate to efficiently construct the latrines and handwashing stations. Two reasons have been put forward: underestimation of the initial budget, and the rising cost of materials over the course of the project. While the impact of the latter is clear, the ET was unable to establish precisely how the initial budget was determined.

Impact

- CL.13. Measurement of impact was confounded by the different seasons of data collection at baseline and endline and declining socio-economic conditions in the country. As these externalities would be expected to affect supported and unsupported schools similarly, the relatively smaller decline in dietary diversity among students at supported schools indicates that while the McGovern-Dole project cannot guarantee nutritional outcomes, it acts as an important buffer in a rapidly deteriorating country context.
- CL.14. Specialised literature finds direct causality between the inhalation of cooking emissions and respiratory disease. Despite the provision of fuel-efficient stoves in approximately 20 percent of supported schools, cooks continue to operate in conditions that negatively impact their health, although there is no data from the project or the evaluation to determine the severity of this issue. Heat retention bags distributed in early 2023 may reduce their exposure to wood smoke.

CL.15. Notable external factors not fully addressed by project activities, for example the negative effect of low wages on teachers' motivation, negatively influenced the project's achievements. While the project addressed this through a variety of activities with positive outcomes for teacher attendance, teacher strikes, in part due to issues with payment, resulted in repeated school closures which invariably had a negative impact on literacy outcomes. Internally, the gap in senior gender and nutrition staff members has been a limiting factor, particularly in the rollout of the SBCC component of the project.

CL.16. The increased involvement of women in certain senior SFMC positions is a positive indicator of changing gender norms. However, the lack of an adequate measure of their participation prevents the evaluation of their empowerment. Quantitative findings suggest that gender-sensitisation activities, including those of the SBCC, are not integrated to the point that teachers consistently incorporate their messages into their classes. WFP is currently finalizing the results of a second round of the survey to assess the effectiveness and impact of SBCC implementation that will signpost how SBCC programming can be amended and enlarged moving forward.

CL.17. It is not possible to detect gender-specific impacts of the project, as its activities are still ongoing and meaningful change requires sustained and significant effort. The project has missed an opportunity to address substantial barriers to GEWE, notably by not including GBV in SBCC messaging or infrastructure that does not respond to the needs of girls entering puberty. The reliance on families to pay school cooks, who are predominantly women, rather than providing a wage misses an opportunity to promote gender equity and women's empowerment.

Sustainability

CL.18. Based on field observation, data collection, and the robust and internationally recognised SABER-SF process, the ET fully endorses the six steps for handover to the government identified by the SABER-SF exercise. The first step, which is to clarify the NSFP's mandate, is critical and remains challenging. WFP's role remains limited within its mandate.

CL.19. Strategic elements of the McGovern-Dole project, including its partnership and coordination activities, are important elements supporting its sustainability within the Haitian context. However, sustainability is limited at the community level by continued weaknesses in community participation and ownership, and at the institutional level by reliance on imported food in contradiction of national policies. WFP's influence on institutional arrangements and stable funding and budgeting is limited to advocacy and capacity-strengthening.

School meal programme implementation

CL.20. The absence of a study or preliminary consultation with communities to assess the systems of governance and management most suited to implementation of a school meal programme implementation neglects a key SABER-SF recommendation to do this.

Agriculture evidence gaps

CL.21. Multiple pathways exist to increase the use of locally produced or purchased food in school meals. Promotion of locally produced school meals is anchored within Haiti's national strategies and promoted through increasing implementation of HGSP by humanitarian and development actors working in the country, including WFP. This evaluation cannot provide the necessary in-depth market analysis to understand market capacity to absorb HGSP on a more comprehensive scale. At present, school feeding implementors rely on changes in donor policies to move forward with their own strategies supporting local procurement.

Government investment

CL.22. At the time of writing this report, the main challenge to securing investment is getting all governmental actors to agree on the role of the NSFP. This first step is already acknowledged in the 2016 NSFP and the 2022 SABER-SF exercise.

3.2 LESSONS LEARNT

230. The ET identified the following lessons that can contribute to wider organisational learning for USDA, WFP and partners for future McGovern-Dole project implementation in Haiti and similar contexts.

- LL.1. **Certain logistic arrangements in Haiti can now be anticipated considering the fact that the sociopolitical situation still stays very volatile.** WFP can expect similar situations to arise that will probably undermine its capacity to deliver food through school canteens in the near future. Based on its experience over the last two years, it is anticipated that logistical arrangements would be required for take-home rations to compensate for school closures.
- LL.2. **It is important to see beyond the monetary costs when comparing the school meals model based on imported food with the home-grown model.** Aligning with WFP's climate, environment and other relevant policies, COs should explore the relative benefits and costs of school feeding in terms of climate, environment and other cross-cutting issues.¹⁶³
- LL.3. **Requirements to use imported foods prevents the incorporation of fresh foods which would be appreciated by project participants and better support dietary diversity.** McGovern-Dole projects in contexts with similarly high levels of food insecurity should consider how school meals can contribute to a more diverse and healthy diet.
- LL.4. **Determination of models for school feeding management structures must consider school and community dynamics.** Without support, marginalised groups may be excluded from consultation and decision-making positions, and leaders may replicate existing power structures to the detriment of inclusive processes.
- LL.5. **The main barrier to the expansion of the HGSF modality is donors' legislative mandate that prevents a higher proportion of than 10 percent of the funding for HGSF in programme, until changed at the congressional level.** HGSF modalities for school feeding alongside McGovern-Dole projects in Haiti and other countries receiving USDA funding demonstrates both capacity and desire to shift towards local procurement.
- LL.6. **Expectations of national ownership of school meals should be tempered in contexts where school feeding lacks a national budget line and a stable and legitimate school feeding governing body.**
- LL.7. **Teacher motivation is key to reaching the programme's strategic objectives.** The McGovern-Dole Programme is highly dependent on teachers' participation to improve literacy outcomes and sensitise pupils on nutrition, dietary diversity and health. The adequacy of McGovern-Dole Programme activities to increase teachers' attendance should be considered within a wider contextual understanding of the opportunities for and barriers to teacher motivation.

¹⁶³ Policy on Country Strategic Plans. (WFP/EB.2/2016/4-C/1/Rev.1)

3.3 RECOMMENDATIONS

231. The eight following recommendations are directly derived from the conclusions based on the evaluation findings. They are presented in order of importance based on the ET's judgement. Four recommendations are operational and four are mostly strategic. After a first draft of this report, a stakeholder workshop in Port-au-Prince served to review and validate these recommendations. As the WFP CO is applying for the new McGovern-Dole Programme, the ET has phrased its recommendations in the expectation that a new phase will be implemented from September 2024 onwards. The deadlines for recommendations have been proposed in this regard. soon. Annex 29 provides a concordance table linking findings, conclusions and recommendations.

	Recommendation / Sub-recommendation	Type	Responsibility (and contributing entity if needed)	Priority: High / Medium	By when
I	Recommendation I. WFP should monitor further whether the meals are making the expected contribution in terms of intake for all pupils receiving school meals. This needs to be done through enhanced monitoring questionnaires and continued logistic adaptation.				
	Sub-recommendation 1.1: WFP should investigate why a notable proportion of pupils, cooks and SFMC members say that meals often do not satisfy pupils' hunger.	Operational	WFP CO (school feeding and Monitoring and Evaluation units)	High	December 2023
	Sub-recommendation 1.2: WFP should continue to strengthen the responsive monitoring and CFM systems that are in place to confirm that pupils receive enough food.	Operational		High	September 2024
	Sub-recommendation 1.3: WFP should continue refining its logistical capacity, taking into consideration two issues that have arisen over the course of the project: road blockages seriously disrupting food transportation to the south of the country, and difficulty reaching remote parts of the northern departments.	Strategic	WFP CO (school feeding unit and logistic support)	High	September 2024
II	Recommendation II. To align with national school feeding policies, WFP's school feeding policies and the general trend of school feeding actors in Haiti, WFP should systematically use all means provided by the McGovern-Dole Programme to prioritise buying food locally over imports. In addition, WFP should prioritise locally grown food over local procurement of imported food as far as possible.				

	Sub-recommendation 2.1: WFP should use the USDA Local and Regional Food Aid Procurement programme for all future McGovern-Dole project implementations.	Strategic	WFP CO	High	September 2024
	Sub-recommendation 2.2: WFP should undertake a market assessment in each of the departments in which it operates to map the availability of locally produced food throughout the country and throughout the year.	Strategic	WFP CO	High	December 2023
	Sub-recommendation 2.3: Data and trends from the market assessment should be used to inform future project steps (logistics, contracting, etc.) and for further advocacy of home-grown school feeding to donors.	Operational	WFP CO	High	
Recommendation III. WFP should ensure that communities are involved in the design of project activities through the SFMCs to encourage stronger local ownership of the programme. This is expected to contribute to programme sustainability.					
III	Sub-recommendation 3.1: WFP should coordinate with the DAEP to understand and reduce the barriers to community engagement and ownership. Consultations should ensure that all voices are represented including those of pupils, cooks, parents, school staff, community leaders and caregivers.	Operational	WFP CO in coordination with DAEP	High	December 2023
	Sub-recommendation 3.2: In coordination with MNEVT, WFP should identify whether and how responsibility for preventing misuse and fraud can be shared between school directors and SFMCs.	Operational			
Recommendation IV. WFP should ensure adequate cooking environments for cooks' health and food safety.					
IV	Sub-recommendation 4.1: Considering the significant health risks of smoke inhalation, WFP should conduct a comprehensive review of cooking facilities and prioritise investment in infrastructure including improved stoves/cooking bags, ventilation of facilities and other relevant factors.	Strategic	WFP CO (school feeding and M&E units)	High	December 2023

	Sub-recommendation 4.2: WFP should continue to improve the cooking environment to eliminate the smoke from open fires. This could be achieved through the improvement of all cooking stoves and testing infrastructure innovations.	Operational	WFP CO (School feeding unit)	High	September 2024
	Sub-recommendation 4.3: To improve food safety, WFP should ensure that all kitchens are equipped with sufficient food preparation and serving equipment, soap, and access to safe water.	Operational	WFP CO (school feeding unit)		
V	Recommendation V. WFP should pay cooks in alignment with national gender policy and its own policy on gender equality and women's empowerment.				
	Sub-recommendation 5.1: In view of WFP's commitment to GEWE and the prevailing socio-economic context restricting parental contribution capacity, the WFP CO should seek funds for a budget line to pay school cooks within school feeding activities.	Strategic	WFP CO (WFP RB)	High	September 2024
	Sub-recommendation 5.2: If WFP CO and the RB are willing to promote GEWE by paying school cooks, determine the best ways of implementing this decision with IPs taking the local and national contexts and potential unintended consequences into consideration.	Operational	WFP CO (WFP RB)	High	
	Sub-recommendation 5.3: The WFP CO should advocate for other school feeding actors, notably the national institutions, to provide payment for school cooks as an important initiative to promote gender equity. Relevant actors include the Ministry of National Education and Vocational Training, the NSFP, and school feeding actors in the country.	Strategic	WFP CO	Medium	December 2023
Sub-recommendation 5.4: Approach donors, other UN agencies (UN Women, ILO) and private investors willing to promote GEWE interventions in Haiti. This may allow WFP to find funding, develop advocacy papers and show that as a main school feeding actor it seeks to promote GEWE by paying cooks as it pays other service providers.	Operational	WFP CO	Medium		

VI	Recommendation VI. As far as possible, WFP should ensure that budgeting for the McGovern-Dole project secures fulfilment of the programme's holistic approach, bringing improved literacy and increased use of health and dietary practices to a greater number of school-age children.				
	Sub-recommendation 6.1: WFP should replicate the literacy activities in a larger proportion of schools.	Strategic	WFP CO	High	September 2024
	Sub-recommendation 6.2: In close collaboration with the IPs, WFP should ensure that the budget for all activities, and in particular for hard WASH, is appropriate and adjusted to changes in market prices, reviewing cooperating agreements if needed.	Strategic	WFP CO (and IPs)		
VII	Recommendation VII. WFP should enhance teachers' capacity and tools to integrate gender, WASH, health, nutrition and gender sensitisation into their teaching methods, and provide the means for schools to implement basic health and hygiene practices.				
	Sub-recommendation 7.1: School staff should be further empowered to ensure they are capable of teaching their classes the project's WASH, nutrition, and gender messages.	Strategic	WFP CO (and CRS)	High	September 2024
	Sub-recommendation 7.2: WFP should ensure that all schools are provided with sufficient quantities of soap and water-purifying tablets, and that monitoring and evaluation systems are in place allowing for early detection and replenishment of items that are running low.	Strategic	WFP CO (and IPs)	High	September 2024
VIII	Recommendation VIII. To properly capture the difference in literacy improvement between USDA-assisted schools benefiting from literacy activities and non-assisted schools, WFP should review and quality assure the methodology of the EGRA test.				
	Sub-recommendation 8.1: Ensure an appropriate control group for comparison of literacy outcomes that does not include private schools.	Operational	WFP (with CRS)	Medium	September 2024
	Sub-recommendation 8.2: Ensure that baseline indicators are measured before beginning of the literacy activities.	Operational	WFP (with CRS)		