



WFP EVALUATION

**Mid-Term Evaluation of WFP's USDA
McGovern - Dole International Food for Education and
Child Nutrition Programme's Support in Afar and Oromia
Regions in Ethiopia (2019 to 2025)**

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Calendars

The Ethiopian calendar year starts on 11th September in the Gregorian calendar (September 12th in leap years) and fully includes the academic year.

Ethiopian Calendar (EC)	Gregorian Calendar, (GC) - Academic Year
2005	Sep 2012 – Jul 2013
2006	Sep 2013 – Jul 2014
2007	Sep 2014 – Jul 2015
2008	Sep 2015 – Jul 2016
2009	Sep 2016 – Jul 2017
2010	Sep 2017 – Jul 2018
2011	Sep 2018 – Jul 2019
2012	Sep 2019 – Jul 2020
2013	Sep 2020 – Jul 2021
2014	Sep 2021 – Jul 2022
2015	Sep 2022 – Jul 2023
2015	Sep 2024 – Jul 2024
2016	Sep 2025 – Jul 2026

EXECUTIVE SUMMARY

McGovern-Dole school feeding in Afar and Oromia

Objectives

S1. The World Food Programme (WFP) in Ethiopia is implementing a five-year school feeding project funded by the McGovern-Dole International Food for Education and Child Nutrition Programme of the United States Department of Agriculture (USDA). The project, with a total budget of USD 28,373,187.50, focuses on Afar Region and two Zones of Oromia Region (Borana and East Hararghe).

S2. The project was originally due to commence in 2019. The project agreement between USDA and WFP was finalised in December 2019 but school feeding was delayed by school closures on account of the Covid-19 pandemic. A no-cost extension has extended the project period by a year, to September 30, 2025. The Government of Ethiopia (GoE) is WFP's main implementation partner, primarily through the education authorities at relevant levels of Ethiopia's federal system.

S3. The project provides school meals for primary schools (grades 1–8), and also for pre-primary children (“grade 0”) on the same sites. The project's initial targets were to feed 200,000 children from 450 schools in Year 1, tapering down to 134,500 children from 348 schools in Year 5. In Afar, the project includes take-home rations (THR) for girls in grades 5 and 6 and boys in grade 6. Various support activities aim to promote literacy, health, nutrition and capacity strengthening.

S4. The project supports McGovern-Dole's strategic objectives concerning improved literacy of school-age children and increased use of health and dietary practices. Additional important objectives are to improve the income and resilience of food-insecure households, and strengthen government capacity to manage and extend school feeding.

Context

S5. WFP has supported school feeding in Ethiopia for many years, and also managed a previous McGovern-Dole project in Afar and Somali Regions from 2013-2018. Like its predecessor, the current project focuses on pastoralist areas which are disadvantaged educationally and in terms of food security. The project has had to cope with multiple stresses including the northern war, other security challenges and persistent droughts, as well as the pandemic.

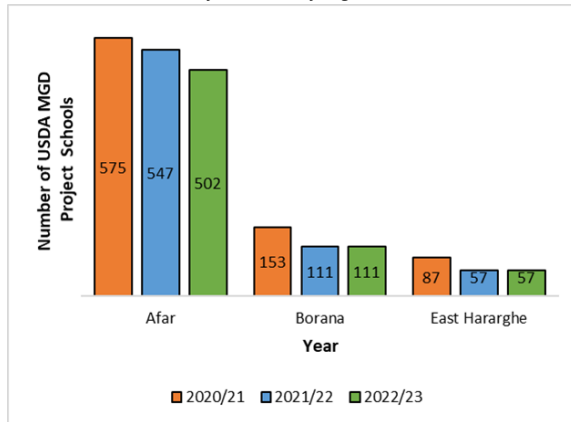
Implementation

S6. Implementation is summarised in the charts overleaf. Figure A shows the number of schools participating by project area, and Figure B the number of students. Student numbers have been roughly in line with targets, but there are more schools than expected, because school sizes were overestimated in the design. The intention was to reduce the number of schools each year with the government's own school feeding programmes taking over,

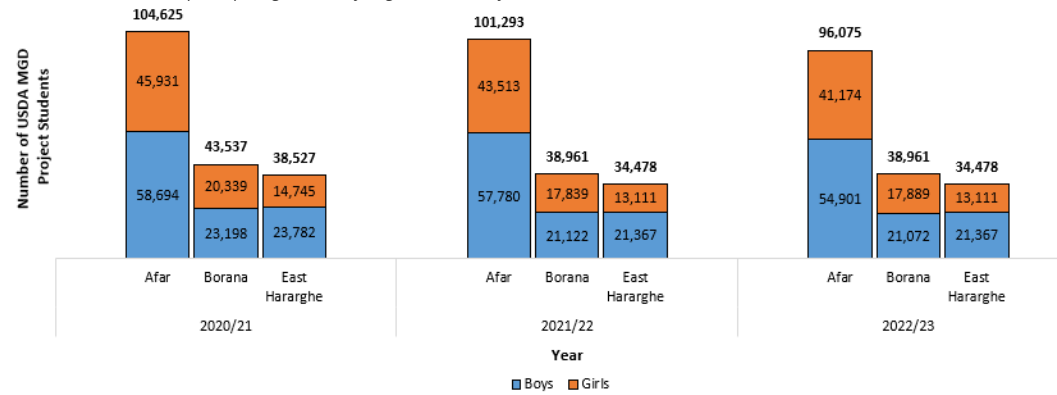
S7. Meals served have been fewer than planned (Figure C), largely because of school closures during the pandemic. Food that could not be served as meals has been distributed as THR, so the proportion of THR has been more than planned (Figure D). Shortfalls in meal delivery after the pandemic reflected effects of war and conflict, but also inefficiencies in delivering food to schools on time.

Mid-Term Evaluation of McGovern-Dole school feeding programme in Afar and Oromia Regions 2019–2025
Evaluation Report

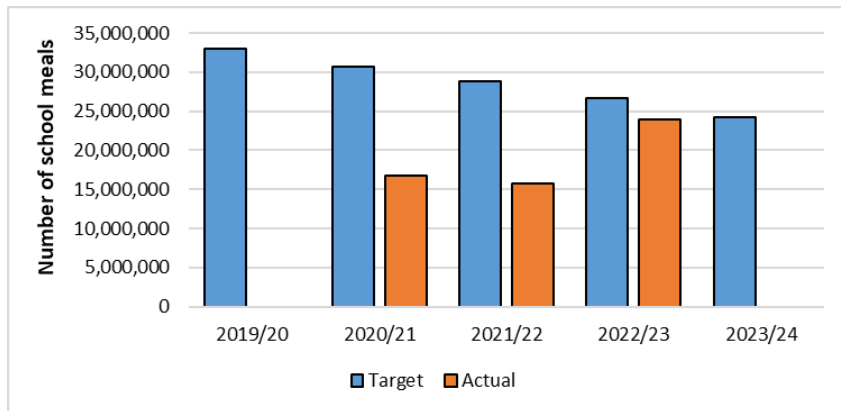
A. McGovern-Dole Project Schools by Region, FY21–23



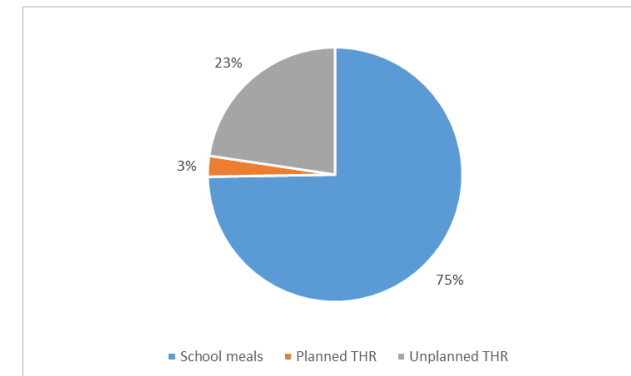
B. Students enrolled in participating schools by Region/Zone and year



C. Planned and actual number of school meals delivered up to September 2023¹



D. Balance between school meals and THR (%)²



¹ The project agreement was signed towards the end of 2019, and commodities were not received in-country until July and August 2020. 2020/21 was the year most affected by school closures; in principle schools were fully operational for most of 2021/22.

² Planned THR was for Grade 5 and 6 girls and Grade 6 boys in selected schools in Afar.

Unplanned THR in both Oromia and Afar included the use of THR while schools were closed due to Covid-19 and other pragmatic distributions to avoid wastage of commodities approaching expiry dates.

Evaluation Purpose

S8. A baseline study was conducted in 2021 and will link to an endline evaluation in 2025. The mid-term evaluation (MTE), commissioned by WFP's Ethiopia country office (ETCO) and undertaken by an independent team, is a lighter exercise to assess if the project is on track and to support mid-course corrections. It covers all project activities in Afar and Oromia, up to September 2023. The primary users of the MTE are stakeholders directly involved in implementing the project. Key evaluation questions for concern the relevance of design, the effectiveness and efficiency of implementation, and prospects for sustainability.

Methodology

S9. The MTE used mixed methods, exploring the theory of change developed at baseline. Its only quantitative primary data collection was a first Early Grade Reading Assessment (EGRA) across all project zones.. Gender and equity issues were mainstreamed. Two weeks were spent visiting schools in Afar, Borana and East Hararghe, in addition to other interviews and secondary data collection. The MTE was constrained by limitations of time and funding, and by weaknesses in the project's performance data which are noted in the findings.

Findings and Conclusions

Overall conclusion

S10. In a challenging overall context, school feeding provided a critical and significant safety net for children and their families, and in particular for girls. Significant efficiency and effectiveness gains can be derived from qualitatively strengthening school feeding delivery, with consistent attention to school meal preparation, monitoring and support, and recognizing that transition support will – in this particular context – be a long-term endeavour.

Relevance and adaptation

S11. The project objectives and targeting remain highly relevant. Unfavourable changes in context increased food insecurity in the target areas, and also made implementation more difficult, but adaptations to address crises were appropriate. There is scope to improve efficiency and effectiveness in implementation.

S12. The targeting of food-insecure populations in pastoral areas was highly relevant. The project remains well aligned with government and donor policies. Its premise that school feeding is a strong incentive and support for student participation and educational performance is supported. Changes in context (the pandemic, war and other security issues, drought and other natural disasters) increased its value to the direct beneficiaries and their households. The project adapted well to changes in context, both in design and in implementation, but there is scope to strengthen efficiency and effectiveness in implementation. The menu was appropriate but progress towards diversifying it with fresh foods was limited.

Effectiveness and efficiency of implementation

S13. The project broadly achieved its beneficiary and school coverage targets but has fallen significantly short of its targets for delivering school meals. Use of THR during the pandemic was an appropriate response, but subsequent THR distributions partly reflected inefficiencies in deliveries, and were a second-best solution to avoid food wastage. WFP's recent takeover of commodity transport to schools is expected to improve school meal delivery for the remainder of the project.

S14. The project covered the envisaged districts, although the number of schools involved was higher than anticipated. The number of immediate beneficiaries (schoolchildren) was close to target, but they received less than half the number of school meals planned. Extensive ad hoc use of THR increased the number of direct household beneficiaries, but even without THR schoolchildren's households benefited indirectly.

S15. The largest single factor in failure to meet the target for number of school meals served was the disruption, including school closures, caused by the pandemic. Using THR in this context was a highly appropriate response. Subsequent ad hoc use of THR partly reflected inaccessibility of some schools, but was also due to inefficiencies in the timely delivery of commodities to accessible schools, and as such represented a second-best solution.

S16. WFP's takeover of responsibility for transporting food to schools is likely to increase timeliness of delivery and reduce costs.

S17. The project continues to address various operational challenges at school level, which sometimes risk unintended negative effects.

S18. Challenges to project quality at school level include wide variations in the quality of cooking and dining facilities and shortages of non-food items (NFIs – utensils, plates, cutlery) and difficulties in ensuring adequate hygiene in the face of water scarcity. The MTE identified several issues where school feeding may operate in ways that have potential negative effects (but ones that could be mitigated if anticipated). Thus: extended serving times for meals may cut the time available for lessons; shortages of NFIs may disadvantage girls; making special mealtime arrangements for children with disabilities may inadvertently reinforce stigma; and, despite advertised exemptions, cash levies to support schools may exclude some poor children.

Progress towards results

S19. The project is clearly delivering benefits in terms of food security for children and their families. The achievement of other results has been constrained by the relatively short time frame of the project, and the MTE has not been able to quantify educational and health outcomes. However, there is evidence that the results logic of the project is valid.

S20. The project has contributed significantly to household resilience in food insecure areas during a period of exceptional stresses. The safety-net role of school feeding is enhanced in vulnerable contexts; school meals are treated as part of a household's overall food security strategy, and the value of the income-transfer that the school feeding represents is substantial, especially for the poorest households.

S21. A robust assessment of the project's educational results will depend on the endline survey. As yet, the EGRA results only provide a baseline, but they do confirm low levels of literacy in early grades (especially in Afar, and with lower attainment for girls in both regions). Various factors correlated with literacy performance are identified for further investigation at endline.

S22. There is strong qualitative evidence that the project has provided a significant incentive for enrolment and attendance, including for girls, but time-series data robust enough to allow quantitative inferences about the project's influence on enrolment, attendance or attentiveness are not available. However, comparing the endline survey with the baseline will allow an assessment in due course.

S23. Health and nutrition results were excluded from the MTE scope but the MTE noted that nutrition screening within the McGovern-Dole school feeding project is an appropriate initiative that could be strengthened.

Prospects for sustainability

S24. Capacity development, community support and sustainability are interlinked. Capacity development is integral to the project design, and both the Government and local communities have shown strong commitment to school feeding. However, handovers to Government have been limited, and it will be many years before Ethiopia is able to sustain a high-quality school feeding programme in pastoralist areas without external support.

S25. The project has supported the Government's growing commitment to school feeding, and home-grown school feeding (HGSF) strategies at regional level, but progress has been constrained by financial pressures in the face of other emergencies. Handovers so far have been limited and have highlighted the gap between the McGovern-Dole project's levels of provision and the much more limited service the government school feeding schemes provide. Communities actively support schools and school feeding in particular. This demonstrates the value they attach to the project, but community resources are limited and could not sustain the school meals service without external support. It was always optimistic to expect a seamless handover to Government provision at the end of the current phase of the project, and the crises Ethiopia has been facing have made this even less practical.

Gender and equity issues

S26. School feeding programmes are having a positive influence on girls' education in pastoralist communities, but serious inequities persist, and these are being exacerbated by pandemic and conflict-related crises. School feeding is credited by many in project areas for its role in changing community attitudes to girls' education, in a context where girls have traditionally been disadvantaged by the gender roles assigned to them. Nevertheless, the gender parity index (GPI) has not improved overall during project implementation, and social and economic pressures continue to fuel child marriage. Progress towards inclusive education is limited. There has been valuable analytical work that may inform future programmes but sex-disaggregated data are only patchily available. Other cross-cutting issues are reflected in implementation.

Monitoring, evaluation and learning

S27. WFP has taken important steps to strengthen its monitoring of school feeding programmes in Ethiopia, but major challenges remain. The quality of data remains an issue in many areas, and there is scope for more systematic learning from monitoring and evaluations.

S28. Since the McGovern-Dole project was designed, WFP steps to improve monitoring and reporting have included strengthened M&E staffing, a shift to electronic data gathering and the better articulation of responsibilities and procedures for both WFP and its cooperating partners. However, the review of data quality in monitoring the project's key indicators shows that these improvements need to be reinforced with more detailed guidance. The MTE identifies many specific areas for data improvement and highlights the scope for more systematic analysis and use of data.

Validity of theory of change and its assumptions

S29. The basic logic of the theory of change is sound, but many of its underlying assumptions were optimistic at design stage and have been made more unrealistic by subsequent events.

S30. Some of the more problematic assumptions concern the ability of federal and regional government's to mobilise adequate resources for their own HGSF programmes. The resources of beneficiary communities to support the project through cash and in-kind contributions are also limited, despite the extensive community support efforts that are visible.

Recommendations

S31. The project is more than halfway through implementation, and so mid-term recommendations have to be very practical. The MTE recommendations are focused on three main areas:

- Operational priorities for the remainder of the project.
- Lessons on design that can be factored into other school feeding projects as well as any successor to the current project.
- Strengthening of monitoring and evaluation.

Recommendation 1. For the remainder of the project WFP and partners should focus on maximising the efficiency of the delivery of school meals and preparing for a smooth transition to successor programmes. This should involve;

- a. Taking advantage of the WFP role in delivery to ensure that school feeding days are maximised and avoid the need for ad hoc THR.
- b. Continue efforts to resolve the shortage of NFIs.
- c. Address other factors that may also disadvantage girls.
- d. Strengthen the roll-out of nutrition screening in schools.
- e. Continue to seek partnerships that can provide additional support for the final year of the project and help to avoid a “cliff-edge” termination when USDA commodities have been fully utilised.
- f. Simultaneously make contingency plans for transferring the project’s schools to the government programmes in Afar and Oromia, while seeking support for a further phase of the project.

Recommendation 2. Feed lessons from this project into the design of its successor and into the design and implementation of other school feeding programmes across Ethiopia. Areas for learning include:

- a. Ensuring project design is informed by comprehensive gender and equity analyses in project areas, and incorporating the lessons from recent gender analysis.
- b. The importance of working with broad coalitions across school health and nutrition to maximise school feeding complementarities, and address weaknesses in the current school feeding theory of change.
- c. The value of community support, but the need to be realistic about the level of resources that can be raised from poor and crisis-stressed communities.
- d. The need to reinforce capacity strengthening elements of SFPs, while also being realistic about timetables for handover to government programmes.
- e. The need to strengthen monitoring, evaluation and learning (see Recommendation 3).

Recommendation 3. Take short-term actions to strengthen the project’s monitoring and evaluation. These are important not only to strengthen the evidence base for the endline evaluation, but also to establish a better foundation for M&E of any future McGovern-Dole programmes in Ethiopia. Priorities should include:

- a. Update the Performance Monitoring Plan to provide rigorous guidance for the monitoring of McGovern-Dole indicators in full compliance with USDA guidelines. Use this:
 - Retrospectively, where possible, to provide valid time series to feed into the endline.
 - Prospectively, to strengthen guidelines that accompany the school feeding monitoring SOP.

- b. Pay particular attention to the sex-disaggregation issues the MTE has highlighted.
- c. Prepare for the endline evaluation by:
 - Ensuring TOR are issued in good time to allow for an inception mission not later than August/September 2024. (This is to allow for the endline survey to be conducted in November/December, with the qualitative fieldwork to follow in early 2025.)
 - Preparing the follow-up KAP survey (assuming the endline contractor will again be asked to administer the KAPS alongside the main survey).
 - Ensuring an adequate budget to align with the evaluation's scope (including the incorporation of repeat KAPS and EGRA survey).

1. INTRODUCTION

1.1 EVALUATION FEATURES

McGovern-Dole school feeding in Afar and Oromia Regions

1. The World Food Programme (WFP) in Ethiopia is implementing a five-year school feeding project funded by the McGovern-Dole International Food for Education and Child Nutrition Programme of the United States Department of Agriculture (USDA). The project, with a total budget of USD 28,373,187.50,³ focuses on Afar Region and two Zones of Oromia Region (Borana and East Hararghe) – see Map 2 below.
2. The project, a FY18 award by USDA, was originally due to commence in 2019. The project agreement between USDA and WFP was dated 27 September 2019 and amended in December 2019 (USDA & WFP, 2019) but commencement of school feeding was delayed by school closures on account of the Covid-19 pandemic. A no-cost extension has extended the project period by a year, to September 30, 2025 (USDA & WFP, 2023a).
3. A full description of the project is provided in Annex 3. Section 1.3 below provides a summary and also describes the project’s implementation to date.

Role of the Mid-Term Evaluation

4. The project design envisaged a baseline study at project commencement, to be linked to an endline study. The endline study would be conducted before the project ended in order to provide an independent, evidence-based assessment of the performance of the project in time to influence the design of any successor project. In the exceptional circumstances of the Covid-19 pandemic, the project was allowed to commence before the baseline study was undertaken. The Inception Report for the baseline was finalised in February 2021 (Lister et al, 2021a). The survey which formed the centrepiece of the baseline study was conducted in March/April 2021, and the Baseline Evaluation Report was finalised in March 2022 (Lister et al, 2022a).⁴ The evaluation plan for the project also envisaged a lighter mid-term review to assess if the project is on track and to support mid-course corrections (WFP, 2020a, p5–6.). The present Mid-Term Evaluation (MTE) has the same basic purpose but was upgraded to an evaluation rather than a review in order to apply WFP’s decentralised evaluation quality standards (DEQAS) and meet USDA’s request for more comprehensive evidence generation.
5. The Terms of Reference (TOR) for the MTE (WFP, 2023a) are summarised at Annex 1. They give equal weight to accountability and learning (TOR ¶15). The MTE objectives are specified as:
 - a) The evaluation will assess and report on the performance and results of the programme to generate and present high quality and credible evidence to its stakeholders for accountability purposes.
 - b) The evaluation will determine the reasons why certain results occurred or not, to draw lessons, derive good practices and pointers for learning. It will provide evidence to inform operational and strategic decision-making. It will contribute to USDA learning agenda. Findings will be actively disseminated, and lessons will be incorporated into relevant lesson sharing systems. (TOR ¶20)

³ The figure of USD 40.7 million given in the TOR is an error (apparently repeating the amount of the 2014 award).

⁴ However it was not approved by USDA until May 2023.

6. The TOR also specify that the MTE will:
- (1) assess whether the programme has likely demonstrated relevance, effectiveness, efficiency, impact and sustainability,
 - (2) generate evidence on performance, strategic objectives and higher-level results,
 - (3) assess whether the project is on track to meet the final planned targets,
 - (4) review the results frameworks and theory of change, and
 - (5) identify any necessary mid-course corrections. (TOR, ¶121)
7. The MTE is required to include a light touch⁵ Early Grade Reading Assessment (EGRA) (TOR ¶35) It is also required to make appropriate use of the baseline study (TOR ¶121).
8. The MTE is expected to consider gender, equity and wider inclusion objectives (TOR, ¶32, ¶34). This resonates with the gender and equity focus embodied in the McGovern-Dole project, both in its choice of target locations and in its design to support gender equality (see ¶65 below).

Evaluation scope

Programmatic and geographical scope

9. The MTE is intended to be coherent with the baseline evaluation and with the planned endline evaluation. It has the same programmatic and geographical scope as the baseline and endline, in focusing on the USDA-funded project, and on the entire project areas of Afar region and the zones of East Hararghe and Borana in Oromia region. It will also cover the project's capacity building elements, which are national in scope.
10. The TOR specify that the MTE will cover all activities and results in the target areas of the project. However two outcome indicators are excluded from consideration: "The only outcome indicators which will not be tracked by the midterm evaluation are standard indicator #19 MGD S02 (Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance) and standard indicator #20 MGD S02 (Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance)" (TOR ¶16). It was decided that it was not practical to include a second iteration of the baseline knowledge, attitudes and practices survey (KAPS) at midline⁶ although it will be repeated at endline,

⁵ In practice, the MTE EGRA was "light touch" in using a sub-set of EGRA instruments, focusing only on McGovern-Dole project schools, and using the smallest practical sample to cover the project areas. Oral reading fluency is the focal assessment. The omitted tasks are invented words reading, phonemic awareness and listening comprehension. The first two were considered less important than letter identification and familiar word reading. Listening comprehension typically returns high scores unless the student is unfamiliar with the language concerned.

⁶ The rationale for excluding these indicators is given in TOR ¶36:

"For tracking of two of the outcome indicators i.e. ([1] Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance and [2] Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance) undertaking KAP survey is necessary. Due to the fact that: [a] KAP survey was conducted recently during the baseline evaluation which was completed in 2022 and we didn't expect significant change in attitude and practice of individual in this short period of time and [b] to avoid survey fatigue among participants and "prioritize" the use of evaluation resources to gather the most useful data, it is planned to postpone undertaking of the KAP survey for final evaluation."

Evaluation timeframe

11. The TOR specify that the mid-term evaluation will cover the period from Jan 2019 – December 2022 (MTE TOR ¶30). However, the MTE took place later than anticipated, and the evaluation team has taken account of results reported to USDA for the period to September 2023.

Key issues

12. The key issues to be addressed are highlighted in the evaluation questions (Table 12 in section 1.4 below). The MTE does not include a repeat of the baseline/endline school survey, but it does require an Early Grade Reading Assessment (EGRA) to be conducted. There is emphasis on assessing the extent to which the project is on track to achieve its objectives, and to recommend appropriate mid-course corrections. Evaluability challenges in answering the evaluation questions (EQs) are reviewed in section 1.4 below.

13. Two USDA Learning Agenda questions were included in the MTE TOR (¶37), concerning the roles and potential outcomes of Water Sanitation and Health (WASH) and nutrition components within school feeding. It was agreed during inception that the scope of these questions as originally worded is too broad to be practical for the MTE, but that the MTE should include a focus on the specific WASH and nutrition (and especially nutrition screening) components of the project in addressing EQ2.1 on effectiveness. This is reflected in the evaluation matrix (Table 36 in Annex 11).

14. It is clear from the TOR, and from discussions during inception, that there is special interest in EQ2.2 (“To what extent is the M&E functionally effective?”), and the MTE has accordingly paid careful attention to this question.

Evaluation users

15. The project’s beneficiaries are key stakeholders, but the primary users of the MTE are stakeholders directly involved in carrying out the project. These include WFP’s Ethiopia country office (ETCO) and its main implementing partner, Ethiopia’s federal Ministry of Education (MoE), together with the Regional Education Bureaus (REBs) for Afar and Oromia Regions. The evaluation is also of direct interest to USDA, to WFP headquarters (the Office of Evaluation and the division responsible for school feeding⁷) and to WFP’s Regional Bureau in Nairobi (RBN), which provides oversight and support to ETCO. Organisations represented on the external reference group (ERG) also have a direct interest in the MTE.⁸

Preparation of the Evaluation Report

16. Contracting for the MTE was finalised in late September 2023,⁹ and the evaluation team held inception meetings in Addis Ababa during the week of 9-13 October. The approved Inception Report (Lister et al, 2023a) was dated 6 November 2023, and fieldwork took place between 15 November and 5 December 2023 for the overall data collection, with the EGRA survey administered between 30 November and 18 December. The full revised timetable for the MTE is at Annex 2. An overview of people consulted is at Annex 3. The MTE expanded the e-library assembled for the baseline; the most important references are included in the bibliography at Annex 18.

⁷ This was formerly the School Based Programmes division, but in 2024 this became the School Meals and Social Protection Service.

⁸ The membership of the ERG is given in Annex 4.

⁹ The MTE is being carried out by the same company (Mokoro Ltd) that was contracted in June 2020 to undertake the baseline and endline evaluations.

17. The evaluation team is independent. None of its members has a material conflict of interest in relation to this project, and all have signed the United Nations Evaluation Group (UNEG) Pledge of Ethical Conduct in Evaluation. Team members and their roles are summarised in Annex 5.

1.2 CONTEXT

Country context

Social and political context

18. Ethiopia has a highly diverse population of 102 million people with annual population growth of 2.6 percent. About 42 percent of Ethiopians are under 15 years of age.¹⁰ Eighty-three percent live in rural areas and depend on rain-fed agriculture. Significant pastoralist populations tend to be poorer, more vulnerable to climate-related shocks, and lagging in access to education and other services. The largest pastoralist populations are in Afar and Somali Regions and parts of Oromia.

19. Ethiopia is a federal state, with constituent units demarcated according to ethnicity. Regions¹¹ have considerable autonomy in service delivery, within the framework of federal policies and strategies. Regions' largest source of funding is a federal block grant that is not earmarked to specific purposes, but Regions have little discretionary expenditure after funding basic services, including education, for which they are responsible. Regional administrations are further decentralised to zone and woreda (district) level.

Internal security issues and conflict

20. Ethiopia has had a strong track record of economic growth and improving social indicators, but there has been political and social turbulence in recent years. A change of leadership in early 2018 brought widespread political, economic, and security reforms. This attracted popular support, but long-suppressed ethnic differences came to the fore and are still expressed, often violently.

21. The northern Ethiopia conflict, which initially broke out in Tigray in early November 2020 between the Tigray People's Liberation Front (TPLF) on one side and the Ethiopian National Defence Forces (ENDF) and its allies on the other, expanded into bordering Afar and Amhara regions starting in July 2021. This came at a time when large parts of southern and eastern Ethiopia were grappling with the worst drought in recent history, exacerbating a dire humanitarian situation. Whole communities were displaced and humanitarian needs surged, notably in regard to food security and nutrition, but also health, WASH and shelter (IASC, 2021& HRP, 2023). The gender effects of the conflict, and their links to youth issues, are highlighted in Box 1 below.

22. After a peace agreement was signed between the TPLF and the Government of Ethiopia in November 2022, humanitarian access improved significantly. A scaled-up humanitarian operation during the final six weeks of 2022 involved WFP providing food assistance to 2.1 million people in the region (WFP, undated-g).

¹⁰ Population estimates for 2020 from CSA, 2013. This remains the source for the latest figures on population projections.

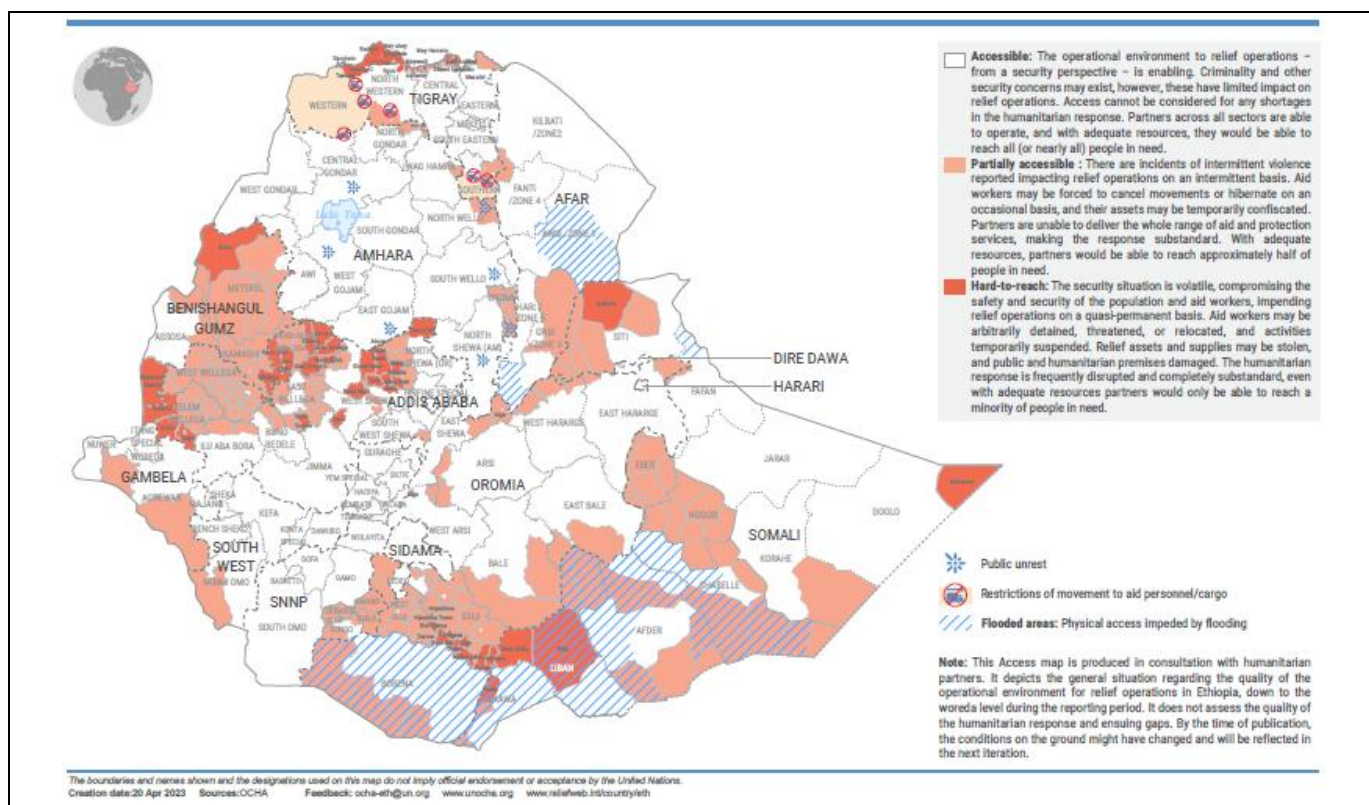
¹¹ And also the two designated city administrations of Addis Ababa, the capital, and Dire Dawa. The number of Regions has increased in recent years, with the Southern Nations Nationalities and Peoples Region (SNNPR) now divided into four successor regions. There are some continuing boundary disputes between Regions.

Box 1 Gender and equity effects of conflict in Northern Ethiopia

The northern Ethiopia conflict has exacerbated pre-existing structural gender inequalities and discrimination rooted in cultural beliefs and social attitudes, increasing the vulnerability of women-headed and child-headed households and people with disabilities to economic shocks as well as sexual and Gender Based Violence (GBV). Disability-specific and intersectional vulnerabilities were rampant, as documented by various actors, including the joint investigation conducted by the Ethiopian Human Rights Commission (EHRC) and the Office of the United Nations Commissioner for Human Rights (OHCHR). With the disruption of essential services such as basic health care, including reproductive health care and counselling, women and girls are especially hit the hardest in contexts where gender-based violence and discrimination are rampant. The conflict period also saw an increase in harmful traditional practices such as under-age/forced marriages and Female Genital Mutilation (FGM) and in the number of youths joining the armed struggle for lack of viable options. The conflict has had a negative impact on socioeconomic conditions, and affected communities have set aside previously held gender norms in the pursuit of income without classifying the work based on gender. (OCHA, 2022, OHCHR & EHRC, 2021)

23. Despite these improvements, some areas remained hard-to-reach or only partially accessible (see the April 2023 United Nations Office of the Commissioner for Humanitarian Affairs (OCHA) access map below), including areas in Zone 2 and Zone 4 of Afar Region, where the McGovern- Dole project is active.

Map 1 Ethiopia Access Map (OCHA, April 2023)



Covid-19

24. Ethiopia's first confirmed case of Covid-19 was reported on 13 March 2020. By 23 November 2021, 370,522 confirmed cases and 6,704 deaths were reported.¹² The national government closed all schools

¹² <https://news.google.com/covid19/map?hl=en-GB&mid=%2Fm%2F019pcs&gl=GB&ceid=GB%3Aen>

and suspended all public gatherings and events from 16 March 2020.¹³ A state of emergency declared on 8 April lasted until 6 September 2020. Most school feeding ceased, but WFP provided support to a government-led take-home rations (THR) response linked to the Home-Grown School Feeding (HGSF) programmes in Oromia and SNNPR. THR were also substituted for in-school feeding under the USDA project in Oromia and Afar.

25. In late October 2020, staggered re-opening of schools began, with priority for rural areas.¹⁴ Learning was subject to strict new guidelines: classrooms were to operate at a third of their previous capacity with students and teachers to wear masks. Furthermore, double- and triple-shift schedules were introduced to reduce numbers of students, meaning that teachers must cover more classes than before.¹⁵

26. WFP reported that Covid-19 restrictions were limiting WFP staff's mobility to provide technical and monitoring support to the areas of operation. WFP continued to conduct monitoring remotely and meetings virtually (WFP, 2021a). In September 2021, WFP reported that "the full-scale teaching and learning process was [still being] disrupted, forcing students to attend school only three days a week" (WFP, 2021b).

National objectives and the SDGs

27. Ethiopia's Ten-year Development Plan (TYDP, 2021-2030, GoE, 2022a) is aligned with the Sustainable Development Goals (SDGs). In Ethiopia's 2022 SDG Voluntary National Review (VNR), the constitution of Ethiopia is described as an "authoritative document for aligning national policies, strategies and development plans with the fundamental principles of the 2030 agenda for sustainable development (GoE, 2022b:25).

28. The VNR (HLPF, 2022) describes Ethiopia's progress against the five pillars of People, Prosperity, Planet, Peace and Partnerships, and gives a snapshot of progress between 2015/16 to 2020/21:

- People: Poverty has declined from 23.5 percent to 19 percent in 2019/20, however, shocks, both global and domestic) have hampered progress.
- Prosperity: Gross Domestic Product expanded by 6.03 percent per year and access to infrastructure improved, e.g. in electricity access, but the Covid-19 pandemic, internal conflict and drought reduced the expected dividend from this increase.
- Planet: The country has seen a widespread, citizen-led, move towards natural resource conservation and there were improvements in access to clean drinking water which reached 58.5 percent in 2020/21.
- Peace: Internal conflicts have continued to cause casualties and destruction of infrastructure and prompted a response from the government to facilitate a reconciliation process through the independent National Dialogue Commission.
- Partnerships: There is an openness to cooperate with other countries to strengthen means of implementation and there has been an increase in the level of Official Development Assistance (ODA), however, the global environment has become hostile over this period and is hampering effective cooperation.

¹³ <https://www.aa.com.tr/en/africa/covid-19-ethiopia-closes-schools-bans-public-events/1767683>

¹⁴ <https://www.cam.ac.uk/research/news/in-ethiopia-schools-still-lack-basic-means-to-contain-covid-19-as-pupils-return-after-months-of#:~:text=Schools%20in%20Ethiopia%20are%20currently,by%20the%20crisis%20in%20Tigray.>

¹⁵ <https://www.unicef.org/ethiopia/stories/schools-reopening-restores-normalcy-children-amid-lingering-covid-19-risks>

Education

29. Basic education has been a longstanding Government priority and a focus for multi-partner collaboration through successive Education Sector Development Plans, most recently ESDP VI for 2020/21–2024/25 (GoE, 2021c). Net primary school enrolment is increasing, but 7.4 million children (3.8 million girls and 3.6 million boys) do not attend school (GEC, 2023). Primary education dropout rates are high, while progression through and graduation from the primary education cycle remain low, with only 58 percent of children completing a full eight years of schooling (WFP, 2020b). The poor quality of education and low educational attainment of students are abiding concerns.

Aid flows

30. Ethiopia is a major recipient of humanitarian aid and development assistance, but the country's funding requirements have far exceeded funding received in recent years. In 2019, a requirement of USD 1.01bn to target 7.9m people was 76 percent funded. In subsequent years the funding gap has increased; in 2020 only 64 percent of requirements was funded and in 2023 only 34 percent was funded of the 3.24bn required to target 24.5 million people. In 2024, the Government/United Nations humanitarian response plan (HRP) posted a requirement of 3.24bn to target 15.5m people (OCHA, 2024). The Organisation for Economic Co-operation and Development - Development Assistance Committee (OECD-DAC) lists Ethiopia as the fifth largest beneficiary of ODA for the 2020-21 year, receiving USD 3.98 billion in net ODA in 2021 (3.6 percent of GNI;¹⁶ USD 33 per capita¹⁷). In that period, Ethiopia's principal OECD-DAC donors were the International Development Association/World Bank (USD 1.49 billion), the United States (USD 1.06 billion), and Germany (USD 311 million). 37 percent of that aid went to the humanitarian sector, 17 percent to health and population, and eight percent to production. The education sector received six percent.

Food security and progress towards Sustainable Development Goal (SDG) 2 (Zero Hunger)

31. Food insecurity remains a major challenge. Thirty-one percent of households (more than 30 million people) have inadequate energy intake.¹⁸ Since 2005, an average of 14 million people have required food assistance every year under the government-led Productive Safety Net Programme (PSNP)¹⁹ and the HRP. The PSNP currently targets 8 million chronically food-insecure people (49.5 percent are women and girls). In 2022, 6.4 million people were targeted for relief food assistance, including people affected by climate-related shocks and forced displacement (WFP, 2023b). In 2023 WFP delivered school meals to about 370,000 children in conflict-affected areas, inclusive of the McGovern-Dole project (WFP, 2023g, p16). Refugees also face persistent challenges in obtaining sufficient food.

32. **Agricultural productivity and incomes of small-scale food producers.** Ethiopia's cultivated area has increased by 27 percent since 2004 but production growth has not matched burgeoning demand. Cereal yields grew from 1 mt per hectare in 1995 to 2.5 mt in 2015, but the population grew by 77 percent over the period. Production is highly susceptible to climate shocks, especially increasingly frequent droughts, mainly in pastoral lowlands. Erratic heavy rain also leads to floods. Investments in

¹⁶ <http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm>

¹⁷ <https://data.worldbank.org/indicator/DY.ODA.ODAT.PC.ZS?locations=ET>

¹⁸ <2,550 kcal per adult-equivalent per day (WFP & CSA, 2019).

¹⁹ The PSNP is supported by several donors. The donor working group in 2019 comprised the United Kingdom Department for International Development, the European Union, the Government of Ireland, UNICEF, the United States Agency for International Development, the World Bank and WFP.

small-scale irrigation systems and mechanization, and access to finance and credit in rural areas are increasing but remain limited, especially for women. (World Bank, 2021)

33. Ethiopia's **food system** is changing rapidly as a result of urbanization, income growth and shifting diets. Communication, transport and storage capacities have expanded, but logistics and supply chain management remain inadequate, constraining the adoption of quality and safety standards that could increase access to affordable nutritious foods.

34. The **WFP Country Strategic Plan 2020-2025 (CSP)** identifies underlying factors related to other SDGs that inhibit progress towards SDG2. These include: continuing chronic poverty (SDG1) with highest poverty rates in pastoral lowlands; the low level and quality of education (SDG4); gender inequalities (SDG5); conflict and insecurity (SDG16) and capacity gaps in national systems for delivering services (SDG17). (WFP, 2020b, p8-9.) Within the CSP, WFP's major focus is on humanitarian support,²⁰ but the school feeding activity cuts across humanitarian and development work, including the strengthening of government capacity (for details see Box 12 in Annex 7).

Progress towards SDG17 (Partnerships to achieve the Goals)

35. Ethiopia is a major recipient of international assistance (¶30 above). Government leadership and ownership of Ethiopia's development and humanitarian agenda is strong, but implementation of policies is limited by capacity constraints.²¹ A common country analysis by the United Nations (UN) in 2019 identified major gaps in government monitoring and evaluation, collection and analysis of disaggregated data, and accountability mechanisms. Both government's capacity and relationships with development partners have been strained by ongoing conflicts within Ethiopia (see ¶20-23 above)).

National gender context

36. Ethiopia has progressive gender laws and policies and a renewed political commitment to gender equality. Ethiopia has also embedded gender units in many of its ministries. However, much remains to be done in implementing laws and policies so as to address deep-rooted gender norms and inequalities which limit access to education, employment and health services for women and girls. Poor women who lack resources and assets are more vulnerable to shocks (IMF, 2018, Mersha & Van Laerhoven, 2016, UN Women, 2014). The gender effects of the northern war are highlighted in Box 1 above.

37. Significant improvements in access to education, healthcare and other basic social services have contributed to increasing net primary enrolment for girls and reducing maternal and child mortality. The Net Enrolment Rate (NER) for boys in primary school was 96.9 percent and for girls 88.3 percent nationally during 2021/22 (GoE, 2022a). The expansion of primary and adult education has played a significant role in increasing literacy rates but gendered social norms and economic disadvantages still constrain women's educational attainment.²²

38. The latest rankings on the Global Gender Gap Index (GGGI) show that Ethiopia's gender gap has widened slightly (from having closed 70.5 percent of its gender gap in 2020 to 69.1 percent in 2021). Ethiopia ranks 116 out of 159 countries in the Gender Inequality Index. At the same time Ethiopia has

²⁰ "Strategic outcome 1: Shock-affected populations in targeted areas and refugees in camps are able to meet their basic food and nutrition needs throughout the year."

²¹ For more detail on international assistance see the Inception Report, ¶19 and Box 1 (Lister et al, 2021a).

²² Almost 20 percent of girls and 12 percent of boys are not receiving formal primary education; gender differences in education remain particularly large beyond elementary school and gender gaps in tertiary enrolment stand at 50 percent. Only 5.2 percent of women and 10.9 percent of men graduating from high school attend university (WEF, 2019).

made significant progress on the Health and Survival sub-index (97.1 percent of the gap closed). (WEF, 2021, WEF, 2022, WEF, 2023).

Disability and inclusion

39. The enrolment rate of children with special educational needs, remains below the targets set in ESDP VI. Out of about 3 million children between the ages of 7-14 with special educational needs, only 10.4 percent are enrolled in primary and middle schools, with enrolment of female students being less than males in all regions.²³ In Afar, the Gross Enrolment Rate (GER) for students in this age group who have special educational needs is 2.5 percent while it is 6.7 percent in Oromia. (GoE, 2022a).

40. Addressing disability and special educational needs is an evolving area within the Ethiopian education system. The country's Special Needs and Inclusive Education Strategy (GoE, 2012b) articulates the rights of affected students to get access at all education levels. The national strategy, echoed at regional, zonal and woreda levels, follows an inclusive education approach whereby students with special needs are educated within regular schools. This has implications for schools' physical facilities, as well as for training and supporting teachers to adopt an inclusive approach.

Context in the McGovern-Dole project areas

Geography and population

41. The McGovern-Dole project is spread over a very large and discontinuous area – see Map 2 below.

42. Afar Region (population approximately 1.5 million²⁴) is divided into five Zones and 38 woredas, about 30 of which are part of the McGovern-Dole project.²⁵ The Region is exceptionally vulnerable to chronic food insecurity. OCHA puts Afar fourth among Ethiopia's Regions in terms of most repeated recipients of food relief. Food insecurity in Afar is reflected in the high incidence of child malnutrition: 43 percent of under-fives are stunted (the national average is 37 percent), and 32 percent are underweight – (the highest prevalence in Ethiopia (the national average is 21 percent). The El Niño-induced drought from 2016–2018 led to a considerable increase in food insecurity. In Afar in 2014, 66 percent of rural households were in the PSNP compared to 11 percent at the national level, which was the highest coverage rate in the country.²⁶ More recently, Afar was directly affected by the spillover effects of the northern war (¶21-23 above).

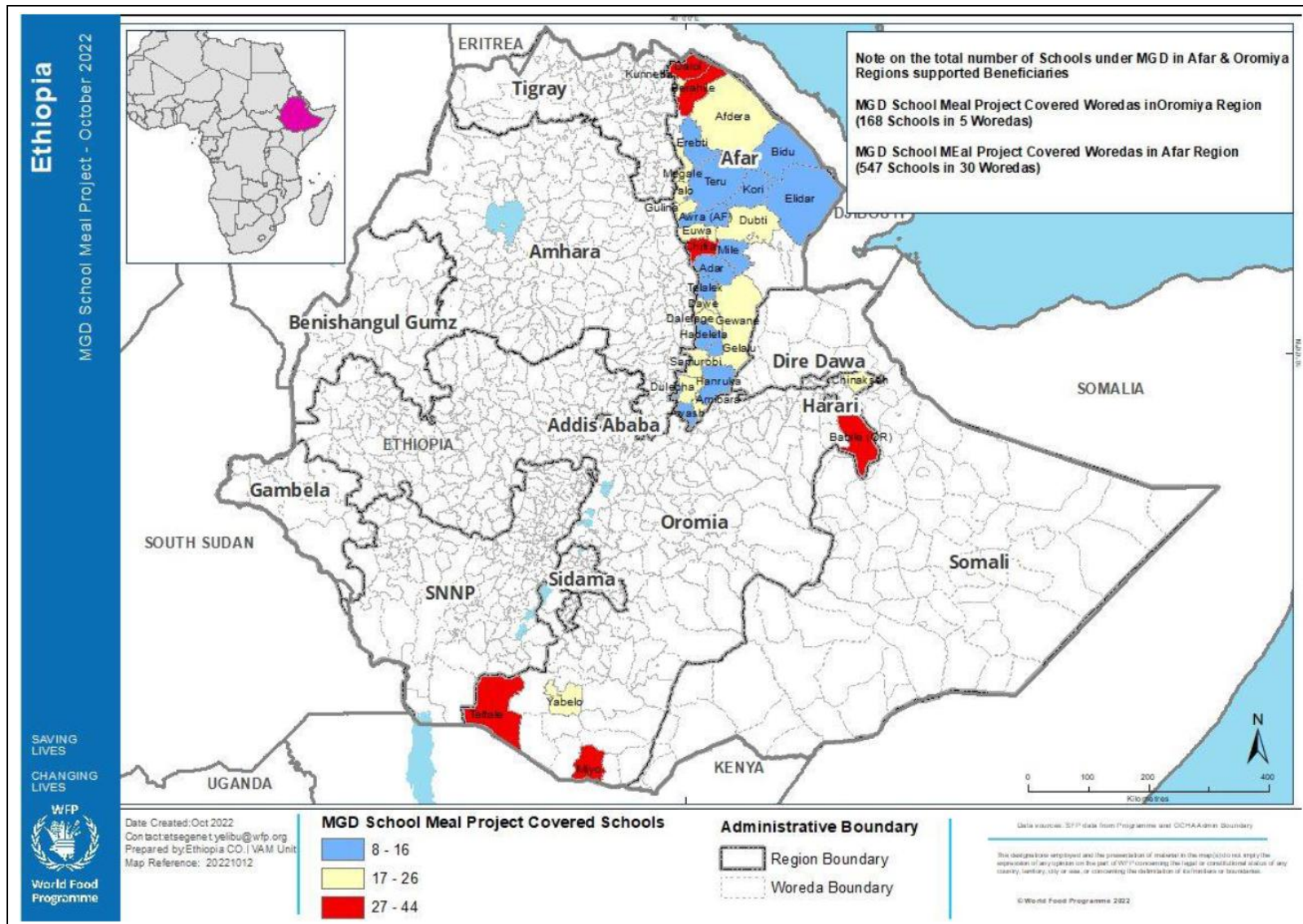
²³ Calculation based on the World Health Organization (WHO) estimate that 15 percent of the total population has special needs.

²⁴ Regional populations are based on projections from the 2007 census. Some sources (e.g. the UNICEF situation analysis) give a higher figure of 1.9m million for 2019.

²⁵ Details in Table 6 below (FY21 = 29; FY22= 30; FY23 = 32).

²⁶ Paragraph based on a UNICEF situation analysis (UNICEF, n.d. (a)).

Map 2 Areas covered by the McGovern-Dole Project in Ethiopia



Source: WFP – from MTE TOR Annex 1.

43. Oromia is Ethiopia's largest region, with a population of over 35 million, and divided into 20 zones, two of which, Borana and East Hararghe, were chosen for the McGovern-Dole project because they, like Afar, are food-insecure pastoralist areas where access to basic services is a particular challenge. East Hararghe alone has a population of over 3 million and is divided into 17 woredas. The McGovern-Dole project focuses on two pastoral woredas (Baabilee and Cinaaqsan), each with an estimated population of a little more than 100,000. Borana Zone has an estimated population of over 1.5 million, and is divided into 12 woredas; the McGovern-Dole project focuses on three of the woredas (Miyoo, Taltallee and Yaaballoo).²⁷

Gender context for McGovern-Dole project areas

44. Pastoralist communities in Ethiopia remain at the margins of national economic and political life. Pastoral women experience double marginalization: they face the same discrimination and marginalization as other women in Ethiopia while also living in remote areas with very limited or no access to basic social services (CSA & DHS Program, 2016). Overall, pastoral women's workload may be higher than men's, although the disparity varies between pastoral groups and with season (Nigussie, 2014). Cultural norms, the gendered division of labour and women's status and social capital affect pastoral women's control over their labour (UNDP et al., n.d., Mamo, 2013).

45. Harmful traditional practices (HTPs) such as child marriage and FGM,²⁸ remain prevalent and affect girls' access to education. These may be accentuated in times of increased poverty when families resort to negative coping mechanisms. Nationally, marriage before age 18 accounts for 58 percent of total marriages; 16 and 17 years are the median age at first marriage in Afar and Oromia respectively. (CSA & DHS Program, 2016)

46. Qualitative findings of the McGovern-Dole project's baseline study showed continued pressures for early marriage as the biggest obstacle to girls' completing their education in Afar. The strong tradition of *absuma*, whereby young girls are married to much older relatives by the time they start menstruating, is considered by many in the community as such an integral part of the culture and religion that even the Parent Teacher Association (PTA) endorses the practice. (Lister et al, 2022a, ¶251).

47. The role of education in addressing unpaid care work and GBV, including child marriage, FGM, spousal violence cannot be overstated. Unpaid care work is one of the key drivers of gender inequality in Ethiopia, with women and girls engaged in unpaid care spending less time on education, paid work, self-care and rest, and community/political engagement. National data show that only slightly more than one-third (37 percent) of husbands provide any help with household chores, but the more educated and the wealthier the woman, the more likely it is that her husband participates in household chores. 87 percent of women with more than secondary education participate in decision-making regarding their own health care and household issues (compared with 68 percent of women with no education), while 80 percent of women in the highest wealth quintile participate in similar decision-making compared with 65 percent in the lowest wealth quintile. Women with no education are more likely to have experienced physical, sexual, or emotional violence (36 percent) than women with more than secondary education (17 percent). Likewise, husbands/partners who have more than a secondary education are less likely (18 percent) to

²⁷ WFP has withdrawn from a fourth woreda. Areeroo, due to security concerns,

²⁸ Afar registers the second highest (after Somali) FGM prevalence rate among women aged 15-49 (91 percent); the rate for Oromia is 76 percent (CSA & DHS Program, 2016).

commit physical, sexual, or emotional spousal violence than their peers with no education (36 percent) or with primary education (34 percent). (CSA & DHS Program, 2016)

48. Concerning child marriage, national data show the median age at first marriage rising from 16.3 years among women with no education to 24 years among women with more than secondary education. Attitudes of men and women on whether FGM is required by religion also reflect levels of education – 31 percent of women and 24 percent of men with no education state that FGM is required by religion, but only 8 percent of women and 12.7 percent of men with secondary education believe the same (CSA & DHS Program, 2016).

1.3 SUBJECT BEING EVALUATED

Project overview²⁹

School feeding context

49. The background and current context for school feeding in Ethiopia is summarised in Annex 7.

Geographical scope, objectives and targeting/beneficiaries

50. The USDA support for school feeding covers Afar Region and two Zones of Oromia Region (Borana and East Hararghe) – see Map 2 above. The project provides school meals for primary schools (grades 1–8), and also for pre-primary children (“grade 0”) on the same sites. The project's initial targets were to feed 200,000 children from 450 schools in Year 1, tapering down to 134,500 children from 348 schools in Year 5.³⁰ In Afar, the project includes THR for girls in grades 5 and 6 and boys in grade 6. Various support activities aim to promote literacy, health, nutrition and capacity strengthening.

51. The project supports McGovern-Dole's overall strategic objectives concerning improved literacy of school-age children and increased use of health and dietary practices. Another important objective is to improve the income and resilience of food-insecure households.

Duration and project amendments

52. The project was part of the FY18 round of awards by USDA but the project agreement was finalised in late (see Table 1 below). Originally due to run from 2019–2024, its commencement was delayed by the Covid-19 pandemic and resulting school closures. In practice, McGovern-Dole school feeding did not begin until early 2021.³¹

53. In response to these delays, the project agreement was amended 2023 (USDA & WFP, 2023a and USDA & WFP, 2023b). An amendment signed in February 2023 followed approval of the Baseline Evaluation Report. It included a one-year no-cost extension,³² amendments to update indicator targets³³ and allow the endline evaluation to be deferred. A further amendment signed in April 2023, reflected the

²⁹ A more detailed description and analysis of the project under evaluation is provided as Annex 3. (The terms "project" and "programme" are used interchangeably in much project/programme documentation.)

³⁰ For details of original and revised targets see Table 4 and Table 5 below.

³¹ The baseline survey conducted in March/April 2021 found that the school meal service had still not commenced in a large proportion of Afar schools.

³² The scheduled end date of the project was originally 30 October 2024 (USDA & WFP, 2019), but is now 30 September 2025 (USDA & WFP, 2023b).

³³ These adjustments are reflected in the review of MGD indicators in Annex 14.

approval of some additional funds to take account of the effects of global inflation on the commodity and freight budget, These funds are intended to allow WFP to call forward the quantities of commodities anticipated under the original agreement (USDA & WFP, 2023c).

Table 1 Milestones in the McGovern-Dole Programme's Support in Ethiopia

Milestone	Date	Reference
WFP Project Submission to McGovern-Dole	2018	WFP, 2018b
Project Agreement	September 2019	USDA & WFP, 2019
Project Amendment I	December 2019	
Commencement of Baseline/Endline Evaluation	June 2020	
Baseline Inception Report	February 2021	Lister et al, 2021a
Baseline Report finalised	March 2022	Lister et al, 2022a
Project Amendment II	February 2023	USDA & WFP, 2023a
"Amendment C" (cost adjustment)	April 2023	USDA & WFP, 2023c
Final USDA approval of Baseline Report	May 2023	Lister et al, 2022a
Project Amendment III	July 2023	USDA & WFP, 2023b
Commencement of Mid-Term Evaluation & EGRA Survey	October 2023	
Mid-Term Inception Report	November 2023	Lister et al, 2023a
Mid-Term Evaluation Report (draft)	March/April 2024	[this document]

Source: Evaluation Team

54. Another significant development in 2023 was the decision that WFP would resume direct responsibility for all transport of commodities for the project. This reflected wider concerns in Ethiopia about the risks of diversion of aid commodities, as well as increased difficulties in obtaining private transport contractors on account of conflict and security concerns.

Implementation

55. The Government of Ethiopia (GoE) is WFP's main implementation partner, primarily through the education authorities at relevant levels of Ethiopia's federal system.³⁴ Accordingly the Regional Education Bureaus (REBs) for Afar and Oromia have the direct responsibility for implementing the project; they are supported by the WFP ETCO, with any funds channelled to REBs via the Regional Bureaus of Finance. REBs are responsible for maintaining records at school level and reporting to WFP. Monitoring reports shared with WFP by REBs are triangulated by WFP's own process monitoring findings and used to inform programming, as well as reporting to USDA.³⁵

Relevant previous projects

56. A previous phase of McGovern-Dole support to pastoral areas of Ethiopia was focused on Afar and Somali Regions. That project began in 2013 and closed in 2018, so there was a hiatus between the present project and its precursor, although the design is similar. Previous WFP school feeding support in Ethiopia dates back to 1994 (see Annex 7).

³⁴ These are the federal Ministry of Education (MoE), the Afar and Oromia Regional Education Bureaus (REBs), the Zonal Education Offices (ZEOs) for Borana and East Hararghe Zones, and Woreda Education Offices (WEOs) in the woredas (districts) where the project is active. (Although Afar Region is divided into five Zones, education administration and coordination with WFP takes place through the Regional and woreda levels.)

³⁵ For a complete description of the monitoring and reporting system, see Annex 15.

Budget

57. The initial USDA budget for this project was USD 28 million; it increased slightly in 2023 as shown in Table 2 below.³⁶ USD 12.7 million is provided in cash, with the remainder representing the costs of providing commodities in kind. The commodities provided by USDA include vegetable oil, fortified milled rice, and fortified corn soy blend (CSB Plus). No formal cost sharing is shown in the USDA budget, but some other contributions were expected, including iodized salt to be provided by GoE.

Table 2 Total McGovern-Dole Food for Education Budget

Component	Original Budget 2019 (USD)	Amended Budget 2023 (USD)
Commodity cost	10,273,998.44	10,556,498.44
Freight cost	5,003,837.85	5,072,587.85
total in kind	15,277,836.29	15,629,086.29
Administrative costs (cash portion)	12,722,163.71	12,744,101.21
grand total	28,000,000.00	28,373,187.50

Source: amendment to project agreement FFE-663-2018/013-00-A (USDA & WFP, 2023b).

Project components

58. The school feeding project's budget and reporting frame is organised around the seven "Activities" listed in Table 3 below.

Table 3 Breakdown of USDA cash budget for Activities

Component	Original Budget 2019 (USD)	Amended Budget 2023 (USD)
Activity 1 – Food Distribution	2,075,761.83	2,075,761.83
Activity 2 – Support Improved Safe Food Preparation and Storage	468,987.59	468,987.59
Activity 3 – Promote Improved Nutrition	197,843.30	197,843.30
Activity 4 – Promote Improved Health	345,615.33	345,615.33
Activity 5 – Build Capacity	227,132.51	227,132.51
Activity 6 – Promote Improved Literacy	416,875.67	416,875.67
Activity 7 – Promote Increased Enrolment	8,620.04	8,620.04
total Activity budget	3,740,836.27	3,740,826.27

Source: amendment to project agreement FFE-663-2018/013-00-A (USDA & WFP, 2023b)
There were no amendments to allocations for the Activities.

Note: For a detailed breakdown of each activity, see Table 26 in Annex 8.

Objectives, results framework and theory of change

59. The project agreement describes the specific project objectives as:

- Improve student attendance and reduce short-term hunger through the provision of a daily school meal;
- Increase student enrolment by raising community awareness of the importance of education to parents and community members following a national community-based mobilization model;
- Improve literacy among children and quality of education through teacher recognition and provision of school kits and indoor/outdoor materials;
- Improve health and dietary practices of students through rehabilitation/rebuilding of water, sanitation and hygiene facilities;

³⁶The project amendment in 2023 increased some funds associated with commodity movement, to take account of increases in global costs, but there was no increase in the volume of the commodities or the scope of the project.

- Improve food preparation and cooking practices by provision of training, sensitization, and fuel-efficient stoves; and
- Increase government ownership and strengthen national capacities through training and mentoring aimed at developing a school feeding programme with lasting impact. (USDA & WFP, 2019)

60. All McGovern-Dole projects are linked to the top-level strategic objectives of improved literacy (MGD SO1) and improved health and dietary practices (MGD SO2). The results frameworks for the two SOs are reproduced as Figure 11 and Figure 12 in Annex 10. Figure 13 in Annex 10 shows the associated “foundational results” linked to capacity development.

61. For the baseline study, in line with its TOR,³⁷ the evaluation team developed an inferred theory of change which built on the standard McGovern-Dole results framework and its main Strategic Objectives, but also factored in some wider objectives that are simultaneously important to WFP and the Government of Ethiopia. Thus the two main McGovern-Dole strategic objectives are improved literacy of school-age children (MGD SO1) and increased use of health and dietary practices (MGD SO2) but both GoE and WFP also highlight the function of school feeding as a safety net, supporting improved incomes and resilience of food-insecure households, and the project is also oriented towards strengthening national school feeding capacity, and supporting progress towards nationally operated and financed school feeding systems.

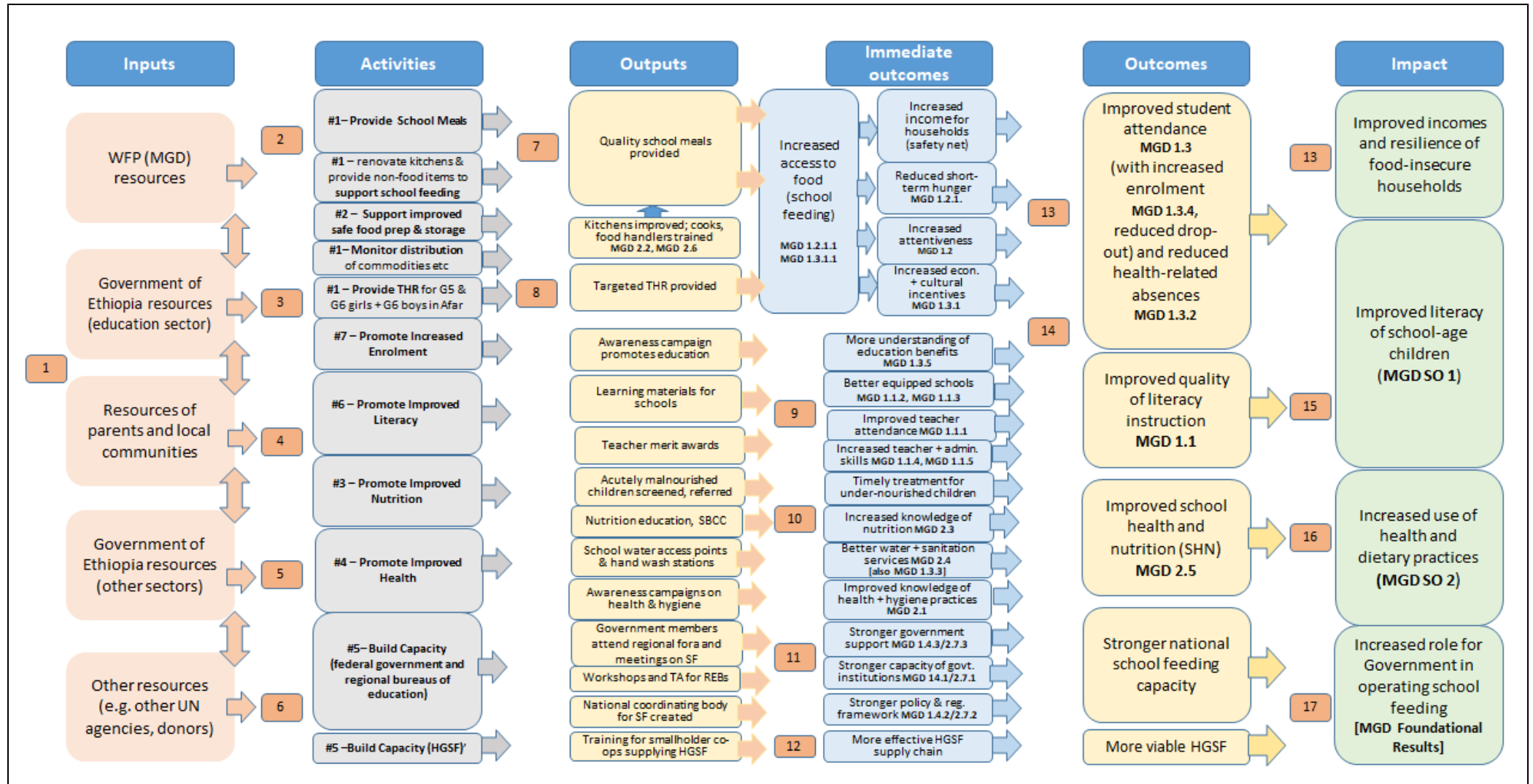
62. For the MTE, the baseline theory of change was elaborated to map onto it the various results specified in the McGovern-Dole results framework, as well as the underlying assumptions. This updated theory of change is shown in Figure 1 below. Additional detail in Annex 10 includes the key to the McGovern-Dole results (Table 34) and the full set of assumptions (Table 35). In the conclusions chapter of this MTE, Table 19 updates the baseline assessment of the validity of the theory of change assumptions.

63. In the activities column, we show the same set of numbered activities that appears in the project proposal (cf. ¶59 above) and in its detailed budget (Table 3 above, and, for more detail Table 26 in Annex 8).

64. Arrows are intended as an approximate representation of causality, but this is only schematic. Arrows from the various ‘input’ boxes on the left show contributions to the project overall, not just to the activities immediately to the right of each input category. The vertical, two-headed arrows next to the ‘input’ boxes are thus meant to show that resources will be variously pooled and complementary in their assorted contributions to different elements of the project.

³⁷See ¶36 of the TOR reproduced as Annex A of Lister et al, 2021a; the baseline-endline methodology was expected to allow testing of the ToC’s underlying assumptions and envisaged causal pathways. The TOR for the MTE (¶21) also require a review of the programme’s results framework and theory of change.

Figure 1 Inferred Theory of Change (MTE version)



Gender, equity and inclusion

65. The project design reflected gender and equity concerns in several ways: the selection of the project area and of participating woredas was based on considerations of need which incorporate gender and equity dimensions; the McGovern-Dole results framework mandates a gender-sensitive approach to monitoring; the approach to school hygiene takes particular account of girls' requirements; and girls continued to be a particular target of the THR component in Afar. The design had not benefited from a full gender analysis, which instead was done as part of the baseline study.³⁸ Subsequently, in 2023, a gender analysis of the school feeding project in Afar (Zone 1), Oromia (Borana), and Amhara (North Wollo) was jointly commissioned by MoE, WFP and UNICEF to assess the contributions of school feeding to gender issues and identify ways to better address gender gaps in future programming.³⁹

66. Disability was not specifically mentioned in the project proposal, but the TOR for the baseline-endline evaluation required attention to this dimension of inclusion.

Project implementation to date

67. The rest of this Section provides a factual overview of project implementation, including the adjustments that were made to the initial plans and targets. It is supported by some more detailed tables in Annex 8, while Annex 14 provides a comprehensive review of the data reported against each of the project indicators. Assessment of performance is reserved for Section 2 below. ETCO reports (particularly the semi-annual project reports – SAPRs) have been a key source of information for the MTE.

Expected project coverage – schools and children

68. Table 4 below shows original targets for schools to be included and children to be fed. To support sustainability and handover to government-run school feeding, the numbers were expected to decline year by year, particularly in the Oromia zones, with schools transferring to the Oromia government's HGSF programme. The table also reflects much smaller average school sizes in Afar. An amendment in 2023 revised the targets as shown in Table 5 below.⁴⁰

Table 4 Annual targets for children and schools

	Year 1		Year 2		Year 3		Year 4		Year 5	
	Children	Schools	Children	Schools	Children	Schools	Children	Schools	Children	Schools
Afar	100,000	350	97,500	342	95,000	333	90,000	315	85,000	298
Oromia	100,000	100	90,000	90	77,000	78	62,000	62	49,500	50
Total	200,000	450	187,500	432	172,500	411	152,000	377	134,500	348

Source: project proposal (WFP, 2018b)

Table 5 Revised annual targets for children and schools

	Year 1		Year 2		Year 3		Year 4		Year 5	
	Children	Schools	Children	Schools	Children	Schools	Children	Schools	Children	Schools
Total	187,425	450	174,420	432	163,640	411	151,762	693	137,779	450

Source: USDA & WFP, 2023a

³⁸ Accordingly, see Annex M of Lister et al, 2022a.

³⁹ Terms of Reference at MoE, WFP and UNICEF, 2022; draft report– Includovate, 2023.

⁴⁰ The revised targets in the amendment are not broken down between regions.

Current data on schools and children participating in the project

69. Table 6 shows the numbers of schools participating in the project. The total number of participating schools (though much higher than originally envisaged), has reduced significantly each year, both in Afar and Oromia. Table 7 shows that at the outset of the project most schools in the target woredas were participating in the project.

Table 6 Number of McGovern-Dole Project Woredas and Schools by Region, FY21–FY23

Region	Zone	FY 21 (2020/2021)		FY 22 (2021/2022)		FY 23 (2022/2023)	
		Woreda	School	Woreda	School	Woreda	School
Afar	One	6	112	6	107	8	97
	Two	7	176	7	166	7	161
	Three	6	111	7	102	7	96
	Four	5	90	5	87	5	79
	Five	5	86	5	85	5	75
	Total		29	575	30	547	32
Oromia	Borana	4	153	3	111	3	111
	East Hararghe	2	87	2	57	2	57
	Total	6	240	5	168	5	168
Total		35	815	35	715	37	676

Source: compiled by evaluation team from data provided by ETCO.

Note: The FY22 number of schools is out of line with the figures reported against indicator #32 (see Annex 14), but we have relied on these more detailed figures.

Table 7 Number of project and non-project sites, 2020/21

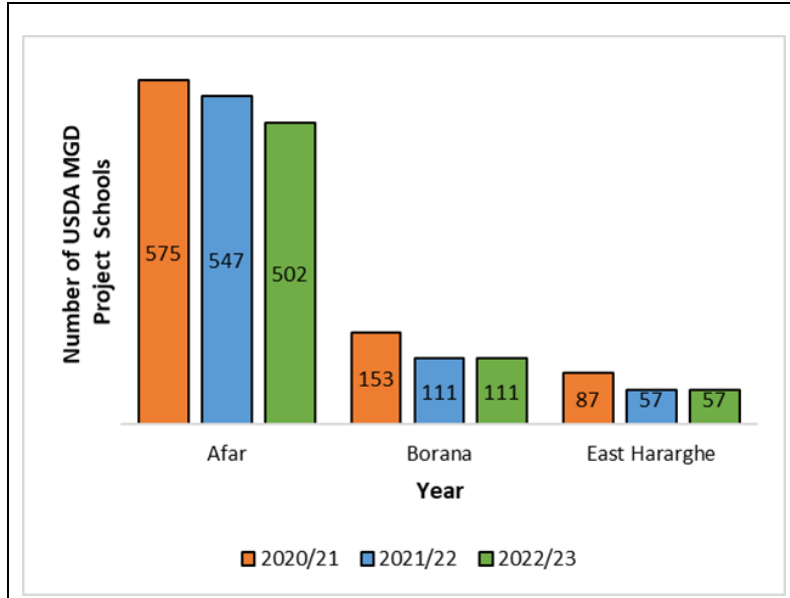
Region	Zone	Total Woreda	Program target Woreda	Non-targeted Woreda	Total Schools in target Woredas	Program target Schools in target Woredas	Non-targeted School in target Woredas
Afar	One	12	6	6	137	112	25
	Two	9	7	2	206	176	30
	Three	7	6	1	136	111	25
	Four	5	5	0	113	90	23
	Five	5	5	0	102	86	16
	Total		38	29	9	694	575
Oromia	Borena	14	4	10	174	153	21
	East Hararghe	24	2	22	119	87	32
	Total	29	6	23	293	240	53
Total		67	35	32	987	815	172

Note: Target woredas and schools reflect woredas and schools covered in FY 21 (2020/21). Subsequently McGovern-Dole coverage in Borana has been reduced to three woredas, with the fourth having proved impractical due to security concerns.

Source: The non-project site list was obtained from WFP Ethiopia SF team.

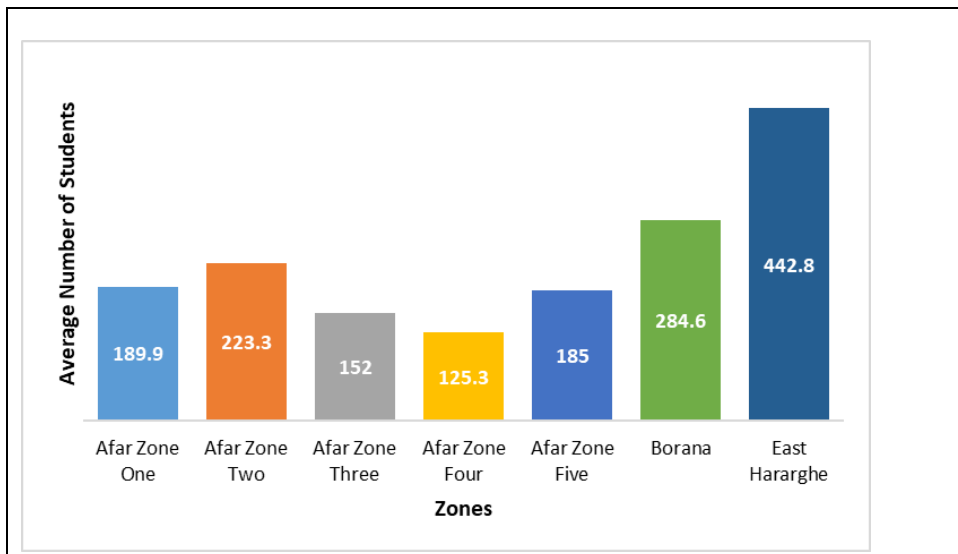
70. Table 29 and Table 30 in Annex 8 provide details on student numbers and school sizes by Zone. Because of smaller school sizes than anticipated, the number of schools participating in the project (Figure 2) was much higher than the original targets shown in Table 4 above. Figure 3 below shows the wide range of average school size across zones in Afar, while East Hararghe has by far the largest average school size. However, the number of students covered has been roughly in line with targets. Enrolments and gender parity are discussed in more detail in Section 2.2 below.

Figure 2 USDA McGovern-Dole Project Schools by Region, FY21–23



Source: data supplied by ETCO, see details in Table 29 in Annex 8.

Figure 3 Average school sizes by zone (2020/2021)



Source: data supplied by ETCO, see details in Table 29 in Annex 8.

Budget adjustments

71. Although the project amendments in 2023 did not alter the allocations of the cash budget (Table 3 above), there were some subsequent adjustments within the 10 percent discretion allowed by USDA, as shown in Table 8 below.

Table 8 Adjustments of USDA cash budget for Activities

Component	Budget 2023	Adjusted budget (2024)	Percent change
Activity 1 – Food Distribution	2,075,761.83	2,912,010	+40.29
Activity 2 – Support Improved Safe Food Preparation and Storage	468,987.59	468,988	0.00
Activity 3 – Promote Improved Nutrition	197,843.30	197,843	0.00
Activity 4 – Promote Improved Health	345,615.33	345,615	0.00
Activity 5 – Build Capacity	227,132.51	227,132	0.00
Activity 6 – Promote Improved Literacy	416,875.67	416,876	0.00
Activity 7 – Promote Increased Enrolment	8,620.04	8,620	0.00
total Activities budget	3,740,826.27	4,577,084	+22.35
Administrative	2,269,727.91	2,006,772	-11.59
Internal Transportation, Storage, and Handling	5,098,770.48	4,505,481	-11.64
Total Indirect Costs	1,634,766.55	1,634,767	0.00
total cash budget	12,744,101.21	12,724,104	-0.16

Source: ETCO, January 2024.

Notes: USDA allows implementers to transfer up to 10% of project grand total costs between direct cost line items without prior approval required. The food distribution budget line was increased to meet WFP's principle of full cost recovery during the last two project call forwards. Administration funds were transferred to other cost categories to support the call forward costs during the last round of commodity procurement, to cover deficits under WFP associated costs such as supply chain.

Activity 1 – Food Distribution

72. This activity is the centrepiece of the whole project. It accounts for the entire in-kind costs of the project (Table 2 above) and the largest share of the cash budget (Table 8 above). Annual commodity distributions are shown in Annex 8, Table 31.

73. The timing and quantity of school meals delivered were affected by the external constraints on the project – particularly the effects of Covid-19 in delaying the commencement of school feeding, and of the northern war, other security challenges and natural disasters in making some schools inaccessible for parts of the period. As Table 9 shows, only about 55 percent of the planned number of school meals were delivered in the first two years of school feeding (after the start-up delay). Although school meals served in the 2022/23 school year were 90 percent of the original target for that year, cumulative deliveries by September 2023 had reached only 39 percent of the life-of-project (LoP) target.

Table 9 Planned and actual number of school meals delivered

Year	Target	Actual	Percent of target
2019/20	32,986,800	0	0%
2020/21	30,697,920	16,724,139	54%
2021/22	28,800,640	15,782,540	55%
2022/23	26,710,112	23,911,759	90%
2023/24	24,249,104	na	na
2024/25	0	na	na
Total (LoP)	143,444,576	56,418,438	39%

Source: MGD Indicator #16, see Annex 14.

Note: None of the targets from the draft PMP have been adjusted.
Under the no-cost extension, no school feeding is targeted for 2024/25.

74. The shortfall in school meal delivery contrasts with much higher than planned distributions of THR, see Table 10 below.

Table 10 Planned and actual THR distributed (MT)

Year	Target	Actual	Percent of target
2019/20	100	0	0%
2020/21	140	911	651%
2021/22	140	1,202	859%
2022/23	130	894	688%
2023/24	120	na	na
2024/25	0	na	na
Total (LoP)	2,430 ^b	3,055	126%

Source: MGD Indicator #14, see Annex 14.

Notes: (a) Data on breakdown between rice, oil and CSB+ are incomplete. Originally, only rice was planned to be distributed, as an attendance incentive for G5 and G6 girls and G6 boys in Afar region.

(b) The draft PMP LoP target was 630 MT (the sum of the annual targets still shown in this column). This LoP target was adjusted to 2,430 MT in Attachment D of the updated amendment.

Table 11 Actual use of commodities (meals vs. THR) as of January 2024

	Oromia	Afar	Tigray ¹	Total	Remaining balance ²
school meals	4,426	4,457	0	8,882	
planned THR	0	313	0	313	
unplanned THR (i.e. Covid-19 response, BUBD management, etc.)	1,288	1,402	430	3,120	
TOTAL	5,714³	6,172	430	12,315	1,617

Source: ETCO, January 2024.

Notes: (1) Tigray is not part of the McGovern-Dole project, but in September 2021 USDA approved the distribution of 430 MT of rice to children in IDP camps in Mekele, when conflict made it impossible to transport the rice to Afar from WFP's store in Mekele. Technically this is registered as a loss to the project.

(2) WFP expects this entire remaining balance to be delivered to schools for the February 2024 semester.

(3) Of commodities distributed in Oromia, 2,809MT was distributed in Borana and 2,905MT distributed in East Hararghe schools.

75. Use of THR as an attendance incentive was delayed by the slow start-up and pandemic-related school closures. Both before and after schools fully reopened, substantial quantities were distributed as THR as a pragmatic way to benefit the target population and avoid wasting commodities nearing expiry dates. Table 11 above shows the balance between school meals and THR. About 25 percent of total food commodities has been distributed as THR, with similar proportions of unplanned THR in Oromia and Afar. The use of THR is reviewed in more detail in Section 2.2 below (EQ2.3).

76. Food distribution was to be supported by kitchen renovations and supply of non-food items (NFIs) such as cooking utensils, plates and cutlery. As of September 2023, WFP reported having renovated about 80 kitchens (Annex 14, MGD indicator #11), typically aided by community contributions. ETCO has reported that, at the onset of the project, 475 schools originally received NFIs (174 in Oromia, 301 in Afar). Significant inflation affected purchasing power and ability to reach all schools. Further, conflict, particularly in Afar (impacting all Zones but mostly Zones 2, 4, and 5) has had significant consequences – NFIs were either completely or partially looted from schools in addition to normal damage/wear and tear. As a result, WFP has initiated another round of procurement, informed by an NFI inventory across Afar and Oromia to identify the schools that have gaps and what needs to be replaced, given limited budget. The procurement process was ongoing at the time this report was drafted. (For more details see Annex 14, Custom Indicator #3.)

Activity 2 – Support Improved Safe Food Preparation and Storage

77. Planned activities to support improved safe food preparation and storage included the construction of feeding shelters and the rehabilitation of storerooms as well as training in food preparation and general school feeding management. Relatively few physical facilities are reported as provided through the project – seven storerooms and four canteens are recorded under MGD indicator #8, but additional construction is planned for 2024-2025 to achieve the full project target. The scale of training in food preparation (mainly for cooks) is much larger (see MGD indicator #22), with over two thousand trainings reported, the majority of them for female cooks.

Activity 7 – Promote Increased Enrolment

78. This activity was planned to cover awareness campaigns on the benefits of education (including development of social and behaviour change communication (SBCC) material in the form of radio messages to be run in the local language). The REBs have supported general messaging around enrolments, including through efforts by woreda-level officials and school committees to follow up on out-of-school children and non-attenders. USDA funds have been used to support back-to-school campaigns through leaflets and radio messages in local languages.

Activity 6 – Promote Improved Literacy

79. Under this heading, the project planned to supply indoor and outdoor learning materials, and help to establish a merit award scheme for teachers. Various literacy materials were procured and distributed in Afar, with more in the pipeline. Details are reported against MGD indicator #3 in Annex 14. An additional round of scholastic materials has been procured and will be distributed during the 2023/2024 academic year. Additionally, outdoor playing/learning facilities have been installed in 18 schools in Afar (recorded against MGD indicator #8 in Annex 14).

Activity 3 – Promote Improved Nutrition

80. An SBCC strategy and materials have been developed, drawing on the Knowledge Attitudes and Practices (KAP) survey that was attached to the baseline survey (see Annex N of Lister et al, 2022a and WFP, undated-f). Against an original target of 900, 946 individuals (575 male, 371 female) have been trained on improved child health and nutrition (MGD indicator #23 in Annex 14).

81. In-school screening of “Grade 0” (ECD) pupils is reported under Custom Indicator #2 in Annex 14. The six-monthly progress reports are not very consistent in reporting numbers of schools and children involved, but for the most recent year WFP reported that over 5,000 children in Oromia and about 900 in

Afar had been screened, with 92 children referred to health centres to be treated for moderate acute malnutrition (MAM). For a detailed assessment of nutrition screening see Section 2.2 below, from ¶152.

Activity 4 – Promote Improved Health

82. Planned activities to promote health included supplying handwashing stations to schools, providing a smaller number of water access points, and developing awareness campaigns on health and hygiene. Delivery of handwashing stations was accelerated as a Covid-19 response, with 614 procured and distributed during FY21 compared with an original LoP target of 530 (see Custom Indicator #4 in Annex 14). 35 water access points were provided in FY23 (MGD Indicator #8 in Annex 14). The awareness campaign has been prepared for delivery during the 2023/2024 academic year.

Activity 5 – Build Capacity

83. The capacity building activities supported by the project have countrywide significance with an objective to “strengthen government capacity to transition towards national ownership of school meals programme”. Planned components of Activity 5 included: enabling regional and federal members of the government to attend regional fora and meetings on school feeding; policy and strategic support for the creation of a national coordination body for school meals; technical assistance to the regional bureaus of education; and training to smallholder farmer cooperatives to provide commodities to schools for nationally-led home-grown school feeding (see Annex 8, ¶31). For review and assessment of capacity building activities see Section 2.2 below, from ¶172.

1.4 EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

84. The MTE has carefully followed the methodology elaborated during inception and spelt out in the final MTE Inception Report. This focused on the requirements of the MTE, but at the same time was designed to maintain consistency with the baseline/endline methodology, and to build as much as possible on the baseline analysis (see Box 2 below).⁴¹

Box 2 Relevance of the baseline study for the MTE

It was agreed during the inception phase that the MTE should build as much as possible on the baseline study for the following reasons:

- To maintain consistency in methodology between the baseline study, the MTE and the final evaluation.
- Some of the MTE EQs echo the baseline EQs, particularly on the relevance and coherence of project design, and it made sense for the MTE to draw on the baseline findings while also checking for any changes in context that might justify revision of those findings.
- The MTE scope covers the period from 2019 to September 2023. The baseline study did not take place before the project started but during its roll-out and the commencement of on-school feeding. The baseline therefore collected considerable evidence on early implementation, and took account of performance data reported up to September 2022. The MTE has used and added to the baseline evidence.

The Evaluation Matrix (discussed in ¶86 below) systematically notes how the MTE EQs relate to the baseline/endline EQs, and the extent to which the MTE can build on the evidence assembled at baseline.

⁴¹ To ensure consistency through the different phases of the evaluation, the glossary prepared at baseline, records applicable definitions of evaluation terms, and also other relevant terminology, including nutrition and gender terms (see Annex 8 of Lister et al, 2023a).

Mixed methods and theory-based evaluation

85. Consistent with the baseline/endline methodology, the MTE is framed as a theory-based evaluation using mixed methods. It is guided by two overarching frameworks. First, the theory of change, which was developed by the evaluation team at baseline and further refined for the MTE (see Figure 1 above), provides a perspective on the causal pathways linked to various outputs and outcomes sought by the McGovern-Dole project. The theory of change is fully explained in Annex 10. It highlights links to the McGovern-Dole results framework and results indicators, and identifies the key assumptions/success factors on which the realisation of project objectives depends.

86. The second overarching framework is the evaluation matrix presented in Annex 11, which provides guidance for collecting and analysing evidence to address each of the evaluation questions (EQs), which are discussed next. The matrix systematically: links each EQ to the OECD DAC evaluation criteria; identifies indicators and lines of enquiry for addressing each EQ; highlights the different sources of evidence relevant to each EQ; notes how evidence will be triangulated; and provides an assessment of the likely strength of available evidence. It also notes how the MTE EQs relate to the baseline/endline EQs, and the extent to which the MTE can build on the evidence assembled at baseline.

87. Mixed methods are employed to ensure transparency and minimise bias. As well as drawing on available quantitative data, the MTE gathered qualitative information from key informant interviews (KIIs) and focus group discussions (FGDs), as well as structured observation during field visits., in addition to secondary sources; findings are triangulated across different types of evidence and the views of different stakeholders. The team's guidance for interviews, FGDs and school observation is reproduced in Annex 13.

88. Gender, equity and inclusion issues are mainstreamed. They are particularly highlighted in the second column of the evaluation matrix, where analysis and indicators for each EQ are specified, and the matrix draws on the stakeholder analysis prepared during inception to ensure the perspectives of different stakeholder groups are taken into account and their views are weighed in evidence.

Evaluation questions and evaluation criteria

89. The EQs in the MTE TOR were drawn up separately from those prescribed at baseline. The evaluation matrix highlights the overlaps between the MTE EQs and those used at baseline. Table 12 below shows the agreed set of Key Questions and sub-questions, along with the OECD DAC evaluation criteria applicable to each. There were no substantive changes to the MTE EQs but they were slightly modified for clarity.⁴²

⁴² Details of the changes are provided in Annex 10, Table 32 of the MTE Inception Report (Lister et al, 2023a).

Table 12 MTE evaluation questions and OECD DAC evaluation criteria

Revised evaluation questions	OECD DAC criteria
<p>Key Question 1: What is the quality of the programme design including beneficiary and geographic targeting, and coverage of the right type of assistance?</p> <p>EQ1.1 To what extent has the programme been aligned with the education and school feeding policies of the government and of donors?</p> <p>EQ1.2 How well has the programme’s design adapted to changes in the national and operational contexts and needs in Ethiopia?</p> <p>EQ1.3 Has the programme design considered cross-cutting issues: gender equality, girls and women’s empowerment, protection, accountability to affected population, disability inclusion, capacity strengthening, do no harm, peace contribution and triple nexus?</p>	<p>relevance</p> <p>relevance of design, external coherence</p> <p>continuing relevance</p> <p>relevance of design, continuing relevance</p>
<p>Key Question 2: To what extent has the programme been implemented as planned? Is the programme on track towards the achievement of planned results?</p> <p>EQ2.1 How effectively has the programme been implemented?</p> <p>EQ2.2 What was the extent of community participation in programme implementation?</p> <p>EQ2.3 Has the programme adapted effectively to the Covid-19 pandemic, droughts, conflicts, etc.?</p> <p>EQ2.4 Have there been unintended positive or negative effects including peace and conflict situation due to targeting procurement, partnership, stakeholders’ relationship, fund mobilization and grievance handling procedure?</p> <p>EQ2.5 To what extent is the M&E functionally effective?</p>	<p>effectiveness</p> <p>effectiveness</p> <p>coherence, effectiveness</p> <p>effectiveness, continuing relevance</p> <p>effectiveness, continuing relevance</p> <p>Coherence, effectiveness</p>
<p>Key Question 3: To what extent has the programme been implemented efficiently?</p> <p>EQ3.1 To what extent has implementation been timely??</p> <p>EQ3.2 To what extent have resources been used efficiently in terms of cost?</p>	<p>efficiency</p> <p>efficiency (timeliness)</p> <p>allocative efficiency, cost efficiency</p>
<p>Key Question 4: Does the programme have an exit strategy towards a nationally owned school feeding programme?</p> <p>EQ4.1 To what extent has the programme followed a strategy of transition to national ownership of school feeding?</p> <p>EQ4.2 Has the programme ensured community participation for sustaining school feeding and education activities and results?</p>	<p>effectiveness, sustainability</p> <p>coherence, sustainability</p> <p>coherence, effectiveness</p>

90. These questions form the basis of the full evaluation matrix in Annex 11, Table 36.

Gender and equity analysis

91. All aspects of the evaluation are viewed through a gender lens, with the data collection methods and tools tailored to gather gender-responsive information while also taking account of the diversity that exists in the various groups that participate in the evaluation process, including age and disability. Girls and boys have been equally targeted both in the EGRA survey and in qualitative fieldwork, with gender-balanced teams of enumerators/interpreters, enabling gender-sensitive interviews/FGDs to be held.

Data collection methods

Secondary data

92. The MTE has built on the baseline analysis and drawn substantially on the data and documents collected at baseline, updating them as necessary. This enabled the team to be focused and frugal in seeking additional information from programme staff and others (see Annex 3 for a list of key informants). The key documents consulted (including all those cited in this report) are listed in the bibliography at Annex 18. Additional documents and data collected at midline will remain available as inputs to the endline evaluation.

Primary data collection – EGRA

93. Undertaking an EGRA survey was a distinct sub-task for the MTE and a full inception report for the EGRA (Mokoro, 2023a) was prepared in parallel with the overall inception report. The methodology was designed to be consistent with the approach to EGRAs that has been adopted nationally. It adapted existing language instruments and was designed to dovetail as much as possible with the baseline-endline survey instruments (as the next EGRA round will be part of the endline survey). Both the methodology and the results of the EGRA survey are fully described in Volume 2 of this report. For ease of reference, its Executive Summary is reproduced as Annex 16.

94. The sampling frame for the EGRA is shown in Box 3 below. It was designed as the minimum size that would ensure reasonable explanatory power across the different zones in which the McGovern-Dole project operates. The full justification for this sampling approach is given in Section 4 of Volume 2. The sample obtained exactly matched the numbers in Box 3.

Box 3 EGRA sampling frame

Region	# of zones	Sample Size				
		# of woredas	# of schools	# of students*		
				f	m	Total
Afar	5	10	20	320	320	640
Oromia	2	4	8	128	128	256
Total	7	14	28	448	448	896

* 50% of the samples drawn from grade 2 and 50% from grade 3.⁴³

95. The possibility of including non-McGovern-Dole schools in the EGRA was considered. This could have provided insights into the relative performance of the schools within the McGovern-Dole project, but it would have required a larger sample size that was beyond the resources available.

Qualitative primary data – field visits, interviews and focus groups

96. Qualitative data was gathered from stakeholder interviews and FGDs, with particular emphasis on fieldwork in schools and at local level. See Annex 3 for people consulted, Annex 12 for the fieldwork approach and schedule, and Annex 13 for associated data collection guidance, which includes relevant questions and observation guides.

⁴³ Because of the timing of the survey (in the first semester of a school year rather than the last), children who had started grade 3 and grade 4 were taken as proxies for children at the end of grade 2 and grade 3 respectively. This does not affect the sample design, and there will be comparability with the endline survey as that is also likely to take place towards the end of a calendar year.

97. For the in-depth qualitative visits to selected schools, the team visited the same number of schools as the baseline (i.e. five schools in three woredas in Afar and four schools in Oromia - two in each of two woredas). Following discussions with WFP sub-offices, the sample was purposively selected by the evaluation team to cover a range of contexts (location, livelihoods, affected by conflict, drought, etc), but also to include one school that has been designated as disability-friendly, and one that has community-led school garden initiatives. Only one of the selected schools had also been visited at baseline.⁴⁴

98. Table 13 below summarises the fieldwork consultations that took place. School-level KIIs and FGDs were conducted with students, the school director, the coordinator of school meals, teachers, parents and community representatives, and beneficiaries and non-beneficiaries of the THR scheme. The team aimed to conduct four FGDs (with female students, male students, teachers, and the Parent Teacher Association/Food Management Committee (PTA/FMC) in each of the nine schools in Afar and Oromia, or 36 FGDs in total. KIIs were also conducted with representatives of zonal and woreda offices and kebele officials involved in the SFP. In Chinaksen, the team also conducted KIIs with NGOs operating in the project area. After the fieldwork the team held follow-up discussions with the relevant WFP sub-offices.

Table 13 Stakeholders consulted during data collection

Stakeholders	KII		FGD	
	Male	Female	Male	Female
School Director (including cluster leads)	12			
School Parent Teacher Association / Community Groups			36	16
School Teacher	1		48	25
Students			69	70
Kebele Chair Person	10	1		
Zone Education Office	3			
Ward Education Office	4			
Regional Education Bureau		1		
NGO	2			
Sex disaggregated total	32	2	153	111
Total	34		264	

Source: ET.

Note: Stakeholders were consulted from 9 schools (5 in Afar and 2 each in East Hararghe and Borana).

Triangulation

99. Findings have been systematically triangulated both within and across different types of evidence. The final column of the evaluation matrix (Table 36 in Annex 11) shows the scope for triangulation for each evaluation subquestion.

Data analysis

The EGRA

100. Collection and analysis of data for the EGRA survey is fully described in Volume 2 (¶47–50).

⁴⁴ Since only a small sample was feasible, the team judged that it could learn more by selecting different schools in most cases.

McGovern-Dole indicators and other quantitative data

101. The evaluation team drew systematically on secondary data included in the McGovern-Dole project's monitoring reports, supplemented by other data requested from ETCO. Annex 14 provides an exhaustive analysis and critique of the data reported against the project's key indicators. This is deliberately recorded in a form that will facilitate further investigation and analysis during the endline evaluation. The overall quality of M&E data is assessed under EQ2.5, see ¶211 onwards in Section 2.2.

Processing and analysis of qualitative data

102. Interview notes and records of fieldwork discussions are confidential to the evaluation team. They were promptly written up using standard templates and systematically collated into an evidence compendium to facilitate keyword searches across the evidence accumulated. Records of qualitative evidence collected were tabulated in an evidence grid that echoes the evaluation questions and sub-questions. This facilitated triangulation across evidence types and informants.

Ethical standards

WFP requirements

103. WFP decentralized evaluations must conform to WFP and UNEG ethical standards and norms. The contractors undertaking the evaluations are responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

Adherence to ethical standards

104. There was no conflict of interest in the performance of this evaluation. None of the ET members had been involved in the preparation or direct implementation of the WFP-supported school feeding activities in Ethiopia.

105. Mokoro has its own Code of Conduct which is incorporated in the contracts of all evaluation team members. In addition, all team members have signed the UNEG pledge of ethical conduct in evaluation. The ethical principles of integrity, accountability, respect and beneficence, as described in the UNEG Ethical Guidelines for Evaluation (UNEG, 2020) anchored the ET's work throughout the evaluation process. All team members have signed the UNEG pledge of ethical conduct in evaluations (Annex 6).

106. The team's approach to the ethics of the evaluation complied with standard 3.2 of the UNEG Norms and Standards (UNEG, 2016). While supportive and collegiate in its working relations with WFP, it has remained neutral and unbiased. It requested consent from all interviewees and focus groups before proceeding with discussions, and assured them of full confidentiality.

107. The team complied with GoE and WFP guidelines on contact with children (UNEG, 2008, UNEG, 2014), making sure that children realised that they may participate or not, as they wish and without consequence if they chose not to. Interviews with individuals were conducted in places that were accessible for persons living with disabilities (PLWD), and where participants could speak without being overheard. We ensured as far as possible that enumerators or interpreters were the same sex as the respondent.

Quality assurance

WFP and USDA evaluation standards

108. The Mokoro team has closely followed the guidance from WFP's Decentralised Evaluation Quality Assurance System (DEQAS – see WFP, 2018a) and has also taken account of USDA evaluation guidelines (USDA, 2019a, USDA, 2019b). Mokoro's own quality assurance systems have also been followed with deliverables reviewed before submission by the quality support experts described in Annex 5.

Limitations and risk management

Limitations

109. The following main limitations are noted:

- The MTE is a lighter exercise than the baseline evaluation, focused on implementation of the project. Apart from the EGRA survey, it has not collected primary quantitative data.
- For performance data it has relied heavily on the project's reporting of the selected key indicators. Shortcomings in these data are summarised under Finding 32 in Section 2.2 below, and also noted in the detailed review of indicators in Annex 14. Common weaknesses include the lack of disaggregation by sex and geographical area and inconsistencies in the definition of indicators from year to year.
- It is early to assess most outcomes and the Key Question on effectiveness therefore seeks a more qualitative judgement as to whether the project is on track to achieve planned results.
- The MTE qualitative fieldwork was constrained by time and funding. Distances and travel considerations meant that only one school could be visited each day, and nine schools in total (and it was not always possible to arrive in time to observe the serving of the school meal) – see ¶97-98 above. No handed-over schools were visited.
- The inherent limitations of the EGRA study are highlighted in Volume 2. In particular, because this is the first such study focused on the project area, it provides a baseline but cannot report on trends in reading attainment. Non-inclusion of comparison schools (¶95 above) was an additional limitation.

110. Where our findings have been limited by the quality of evidence available, this is highlighted in the report, and these factors are taken into account also in our recommendations for the endline evaluation, which also draw on the detailed review of monitoring and reporting processes that fed into our assessment of the M&E system. Our approach to triangulation is spelt out the evaluation matrix (Annex 11) and the evidential basis for each finding is provided in Section 2.

Risks

111. Risks identified at the inception stage are set out in Annex 9, Table 33, together with the way they were addressed in practice. The main anticipated operational risk concerned security constraints in visiting the project areas, both for qualitative research and the EGRA survey. The survey teams drew on up-to-date UN security information in avoiding security hotspots, and the qualitative fieldwork team used WFP transport. Both the qualitative and quantitative fieldwork was successfully completed (see Box 3 and Table 13 above). Precautions against health risks and risks to communications were successful. An unforeseeable challenge was the sudden illness which prevented the qualitative lead from joining the field work; fortunately Mokoro was able to identify a highly qualified alternate to join in her stead.

2. EVALUATION FINDINGS

2.1 EVALUATION QUESTION 1 – QUALITY OF PROGRAMME DESIGN

Key Question 1: What is the quality of the programme design including beneficiary and geographic targeting, and coverage of the right type of assistance?

Targeting and coverage

Finding 1. The baseline study provided strong evidence about the relevance of the project in terms of its targeting. Subsequent changes in context have served to reinforce the relevance of the project.

112. The baseline report presented ample evidence that the target areas selected for the project were relevant, in terms of their poverty, their food insecurity, the poor quality of education services and low levels of educational attainment. The baseline survey also confirmed the poor quality of educational infrastructure in the project areas. The changes in context described in Section 1.2 above (including drought, Covid-19 and conflict) increased the food security challenges in the target areas.

113. Food consumption scores (FCS) in the project areas confirm the relevance of school feeding as a food security intervention. At baseline, woredas included in the baseline survey sample were ordered from best to worst, in terms of percentages of poor food consumption, keyed red (as shown in Figure 4 below). Only five of the 13 woredas sampled had a poor-FCS incidence of close to or below 15 percent. Five of the remaining eight had poor-FCS incidence of over 35 percent, and this group included woredas from East Hararghe and Borana as well as Afar. In a sense, this is not surprising, because poor food security was a criterion for McGovern-Dole's geographical targeting, but it strongly confirms the relevance of school feeding as a food security intervention.

The right type of assistance

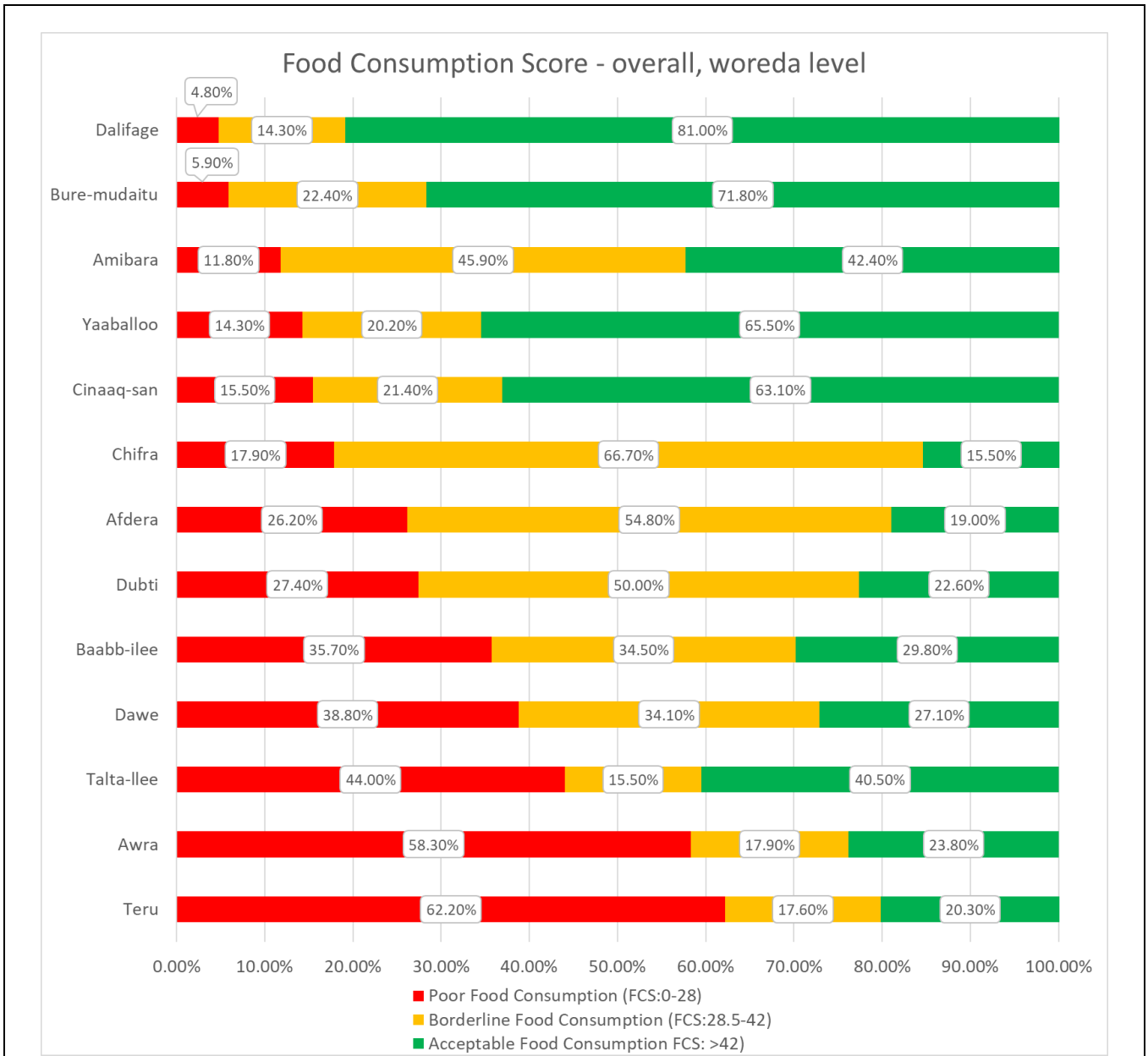
Finding 2. Stakeholders continue to perceive school feeding as a strong incentive for pupil attendance.

114. The project's theory of change (Figure 1 above and Annex 10) relies on the assumption that the provision of a daily meal to school children will be a strong incentive for parents to send their children to school. Baseline survey findings confirmed that the school meal is an effective incentive in the Afar and Oromia contexts, with households in the project areas treating school meals as part of an overall food security strategy (Lister et al, 2022a, ¶211-212).

115. Since the baseline survey, the pressures on food security in the project's target areas have been intensified by drought, conflict and food price inflation. Without exception, the groups of teachers, parents, local officials and students the MTE consulted in interviews and FGDs confirmed their perception that the school meal is a strong incentive for attendance.

116. The project also relies on school feeding's potential to strengthen educational performance by alleviating hunger. Baseline survey data strongly supported the connection between quality of diet and school performance in the project schools (see Box 4 below).

Figure 4 Food Consumption Score (woreda level)



Source:: Baseline Report (Lister et al, 2022a.), Figure 17.

The baseline survey was conducted in March and April 2021, and the FCS assessment will be repeated at endline.

Note: Of the above woredas, Baabbilee and Cinaaqsan are in East Hararghe, Yaaballoo and Taltallee are in Borana, and the other woredas are from across Afar.

Box 4 Correlations between FCS and child performance

Based on analysis of the baseline survey, the table below shows the significance of the correlations, or covariance, between FCS and various indicators of children’s performance. FCS depended significantly on the number of days children came to school. For girls, concentration or attentiveness and academic performance were correlated with FCS; for boys, concentration also depended on diet, although academic performance was less definitely correlated, with a significance level of around 90 percent ($P \leq 0.1$).

Bearing in mind that the performance questions were answered by the class teacher about the child, and the children themselves provided the FCS component responses, these are independent and important indicators of the linkage between adequate diet and school performance .

Significance of covariance between performance indicators and Food Consumption Score

Indicator	Significance of Covariance Girls	Significance of Covariance Boys
Number of days a week the student came to school	0.000 ***	0.010 **
Percentage of children feeling sleepy or tired when coming to school	0.275	0.010 **
Teacher's opinion regarding child's academic performance over last year	0.004 **	0.098
Teacher's opinion regarding child's concentration or attentiveness	0.001 ***	0.025 *
Teacher's opinion regarding child's performance compared with the rest of the class	0.018 *	0.100

* significant, ** highly significant, *** very highly significant

Source: Baseline Report (Lister et al, 2022a) ¶216–217 and Table 11.
The correlations are described in more detail in Annex L of the Baseline Report.

Alignment with government and donor policies

Finding 3. The project continues to be strongly aligned with government systems and there is strong coherence with government and donor policies, both as regards school feeding and more generally in terms of educational priorities.

117. The baseline report noted that the project is designed to work through government systems, and this has continued to be the case, with the federal Ministry of Education and the REBs for Afar and Oromia as the main implementing partners. As noted in ¶29 above, successive ESDPs have formed a basis for multi-donor collaboration on basic education. There has been continuity in Ethiopia's educational policies and in its school feeding policies and strategy (see Annex 7) and there is strong coherence between government and donor policies, both as regards school feeding and more generally in terms of educational priorities.

EQ1.1 To what extent has the programme been aligned with the education and school feeding policies of the government and of donors?

Adaptations to changes in context

Finding 4. The main alterations to project design all helped to ensure its continuing relevance. Thus: (a) the increased number of participating schools was a relevant reaction to mistaken design assumptions about average school sizes; (b) adjustments to the Covid-19 pandemic helped to safeguard the flow of benefits to the project's target groups; and (c) concerns about diversion of food commodities in Ethiopia justified the decision to assign full responsibility for commodity transport to WFP.

118. EQ1.2 focuses on the *relevance* of alterations in the project's design resulting from changes in context. The evaluation team considers that the following adjustments were substantial enough to be considered as alterations to the original design of the project:

- The increase in the number of participating schools.
- Adaptation to Covid-19 by revising the project's implementation timetable and making increased use of THR.
- Assigning all commodity transport responsibilities to WFP in response to the assurance issues that arose in 2023.

119. The *effectiveness* of their implementation is considered under EQ2.3 (from ¶195 below), which also considers operational adaptations that did not amount to changes in project design.

EQ1.2 How well has the programme's design adapted to changes in the national and operational contexts and needs in Ethiopia?

120. As noted in Section 1.3 above (see Table 4, and Table 5), assumptions and targets for the number of schools participating in the project had to be revised when it was realised that average school sizes, especially in Afar, were much smaller (in terms of enrolment) than assumed in the project proposal. Thus the project design envisaged only 450 schools, 350 of them in Afar, but the effective starting number was 815 (as shown in Table 14 below). Broadly in line with original expectations about progressively handing over schools to government school feeding programmes, the total has reduced significantly each year, both in Afar and Oromia zones. (The handover process is assessed under Finding 13 and Finding 40 below.) Even though the project has not exceeded the originally planned student numbers, the increase in school numbers has had implications for logistics, for training, support to PTAs and requirements for facilities such as kitchens and stores.⁴⁵

Table 14 Number of McGovern-Dole Project Schools by Region, FY21–FY23

Region	Zones	FY 21	FY 22	FY 23
Afar	All	575	547	508
Oromia	Borana	153	111	111
	East Hararghe	87	57	57
	total	240	168	168
Total		815	715	676

Source: ETCO – summarised from Table 6 above.

Note: The FY22 number of schools is out of line with the figures reported against indicator #32 (see Annex 14), but we have relied on the more detailed figures provided by ETCO.

121. Adaptations to Covid-19 had already been instigated at the time of the baseline evaluation, which judged that WFP and USDA should be commended for their flexibility in initiating and adapting the project in unprecedented circumstances. Flexibility over menus and pragmatic use of THR were adaptations that were intended to avoid waste and provide benefits for food-insecure households experiencing the additional stress of the pandemic (Lister et al, 2022a, ¶27). The project agreement was signed in December 2019 (USDA & WFP, 2019), only shortly before Covid-19 became a global game-changer. With schools closed for a substantial period, USDA waived the requirement that the baseline study should precede the commencement of school feeding, and considerable volumes of food had been shipped by July 2020; distribution of commodities as THR was authorised in the period before in-school feeding was able to commence, and the menu was adapted (changing the balance between rice and CSB+) to minimise the risk of losses in storage. The slow start-up had implications for subsequent phasing of the project, and the eventual agreement of a no-cost extension was intended to ensure best use of project resources. All stakeholders consulted by the MTE agreed that these adaptations were very appropriate. Effectiveness in implementation is reviewed under EQ2.3 (¶195-198 below).

122. The September 2023 report to USDA (WFP, 2023e) noted that WFP Ethiopia was assuming responsibility for commodity transportation for the coming academic year, which was previously a responsibility of the Afar and Oromia Bureaus of Education. This was linked to wider assurance measures across WFP after concerns were raised about diversion of food under other WFP programmes, leading

⁴⁵ As WFP reported: “The increment of the number of schools was due to small number of students enrolled per school. This will cause additional need of budget for kitchen infrastructures, number of non- food items, monitoring and washing facilities.” (WFP, 2020d).

some donors to suspend support for food assistance.⁴⁶ Implications for efficiency are considered under EQ3.2 (from ¶221 below), but the evaluation team’s qualitative fieldwork found virtually universal approval for this change in responsibilities, which stakeholders expected to result in more efficient and timely deliveries to schools.

Incorporation of cross-cutting issues

Gender and disability in project design

Finding 5. There has been significant additional analytical work on gender in the WFP Ethiopia school feeding programme since baseline, but the MTR did not find evidence that this has significantly influenced McGovern-Dole project design and implementation. Disability is not directly referenced in the project design and, although the project operates within the framework of Ethiopia’s inclusive education policy, engagement with disability and inclusion issues has been limited.

EQ1.3 Has the programme design considered cross-cutting issues: gender equality, girls and women’s empowerment, protection, accountability to affected population, disability inclusion, capacity strengthening, do no harm,

123. As extensively discussed in the baseline report, there is strong gender relevance in the SFP design despite the fact that the initial project design was not informed by a comprehensive gender analysis. The gender relevance is also confirmed by the final evaluation of its precursor project (the McGovern-Dole project in Afar and Somali regions from 2013 – 2017), which showed that school feeding, supplemented by specific interventions targeted at girl students such as THR, improved inclusiveness, participation, and achievements in education (Visser et al, 2018b).

124. To deepen understanding of the gendered constraints that are at play in project areas/communities and could impact the McGovern-Dole project, a rapid gender analysis was conducted as part of the baseline study (hence Annex M of the baseline report, Lister et al, 2022a). Gaps and issues related to gender roles and stereotypes, obstacles to girls’ attendance, continued pressure for early marriage (in Afar), and school meal management were identified; the aim was to provide a basis for adjusting implementation during the project lifetime. In view of the various issues, particularly concerning girls’ attendance and the need for complementary programmes, the importance of collaboration with other stakeholders came out strongly. The study also highlighted that the school feeding service could be improved by ensuring adequate non-food items so that children do not have to take turns to eat, which has an unintended effect of disadvantaging girls, as they are mostly the ones who stay behind while boys rush to the front of the queue to get their meals.

125. The evaluation team did not find clear evidence that the findings and recommendations of the baseline’s rapid gender analysis were taken up, or that the project has strengthened its attention to

⁴⁶ As described in the July 2023 Internal Audit of WFP Operations in Ethiopia:

- Allegations of significant post-delivery food aid diversion in the Tigray were made in March 2023, and later in other regions of Ethiopia, further to significant aid sale by the refugee community and potential fraudulent food diversion schemes in all regions.
- In May 2023, WFP and the United States Agency for International Development suspended food distributions in the Tigray region. A WFP management-led review launched subsequently concluded that systemic gaps occurred in the implementation of WFP’s assurance measures and controls in Ethiopia. In June 2023, WFP announced a country-wide pause of general food distributions while assurance measures and controls are being enhanced.
- At the time of this audit reporting, WFP was implementing the Ethiopia Assurance Project, which aims to target the people most in need of assistance and put in place sufficient assurance measures and controls to ensure that only the intended beneficiaries receive WFP assistance. To achieve this, WFP is updating its operations throughout the country using a phased approach prioritizing Tigray and subsequently expanding to other regions. The first phase of the project will run from June to September 2023 with a dedicated project team. (WFP, 2023f, ¶6-8)

gender and other cross-cutting issues since baseline. This may reflect practical and procedural challenges in making changes to the programming of a project already agreed and under way (KII). However, ETCO has taken steps in the right direction with the joint commissioning (by WFP, UNICEF and MoE) in August 2023 of a comprehensive gender analysis of the range of WFP Ethiopia school feeding programmes (Includovate, 2023⁴⁷); its objectives are to assess school feeding programmes' contributions towards addressing gender gaps related to access, agency, participation and power dynamics, and to identify key approaches/pathways to changes on how the school feeding programme can be refined to better address gender gaps in future programming. The study included an assessment of various SFP components along a gender continuum, as shown in Box 5 below.

Box 5 Gender analysis study's assessment of SFP components

The gender analysis study assessed seven WFP SFP components along the gender continuum, and classified them as follows:

- Gender transformative: the provision of hot meal service, when provided in a way that is considered a good practice in changing gender stereotypes.
- Gender responsive: WASH components (separate toilets for boys and girls and the occasional provision of sanitary pads).
- Gender unaware elements were identified as: capacity development with mostly male beneficiaries; institutional arrangements that have women underrepresented in decision-making structures; and a THR scheme that was discontinued without proper assessment.
- Gender unequal elements identified were: procurement. for failing to include "organized mothers" as suppliers to the SFP; and M&E for not collecting and analysing qualitative gender disaggregated data.

This study was not specific to the McGovern-Dole project. Also, while the study has made recommendations on how to improve the various components of SFP programmes, the findings and recommendations of this gender analysis are meant to inform future rather than current programming.

Source: Gender Analysis of School Feeding Programme in selected locations of Ethiopia, November 5, 2023 - Includovate, 2023

126. The project operates in the context of the inclusive education strategy noted in ¶40 above, and targets all students enrolled in participating schools, including children with disabilities. However, disability inclusion is not mentioned in the project proposal and there is no evidence of a deliberate integration of the issue in the project. Discussions with CO key informants also indicate the absence of a meaningful engagement with the disability pillar to ensure its integration, starting from the planning stage, so as to consider the specific needs of children with disabilities related to nutrition, food distribution and feeding, which may prevent them from participating in and fully benefiting from the SFP.

Other cross-cutting issues

Finding 6. The project has a built-in capacity building dimension, but other cross-cutting issues, including protection, accountability to affected populations, do no harm, peace contribution and triple nexus are not directly featured in the project design.

127. Capacity development is a standard feature in the McGovern-Dole results framework (the "foundational results" depicted in Annex 10, Figure 13). It is reflected in the project's design not only in the designated elements of Activity 5 ("Build Capacity" – see ¶83 above) but also in the close alignment of the

⁴⁷ The gender analysis covered the WFP school feeding program, including MGD and non-MGD school feeding initiatives, in selected locations in Borana, Afar and North Wollo.

project with government policies and its implementation through government agencies with the intention of progressive handover to government's own school feeding programmes. Based on review of recent documents and KIIs, the MTE has confirmed the baseline assessment that the capacity building dimension, with its countrywide significance, is also relevant and supports the overall coherence of the design and the prospects for sustainability. For assessment of progress in capacity development, see Finding 20 and Finding 40 below.

128. Although the other cross-cutting dimensions mentioned in EQ1.3 are not explicitly referenced in the project design, they are taken into account in the MTE assessment of effectiveness in Section 2.2 below.

2.2 EVALUATION QUESTION 2 – PROGRAMME IMPLEMENTATION AND RESULTS

Key Question 2: To what extent has the programme been implemented as planned? Is the programme on track towards the achievement of planned results?

129. This section responds sequentially to the EQs on effectiveness, except that, for a more logical flow, EQ2.3 (adaptation to crises) is discussed before EQ2.2 (community involvement).

Effectiveness in implementation

130. Under EQ2.1 we consider first the extent to which the project has been implemented as planned, transforming inputs into project-specific outputs and outcomes. We then consider whether project delivery is on track to achieve project outcomes (noting that in many cases results at outcome level depend also on complementary support, as depicted in the theory of change).

EQ2.1 How effectively has the programme been implemented?

Delivery of school meals

Finding 7. The number of school meals served in the first three years of implementation was only 47 percent of target. This partly reflects school closures during the pandemic, and the school meals served in FY23 reached 90 percent of the annual target.

131. Figure 5 below shows planned and actual numbers of school meals served per year by the project. Meals served in 2022/23 reached 90 percent of the original target, but the numbers were much lower in the preceding years, so that by September 2023 the aggregate number of meals served was only 47 percent of the original target.

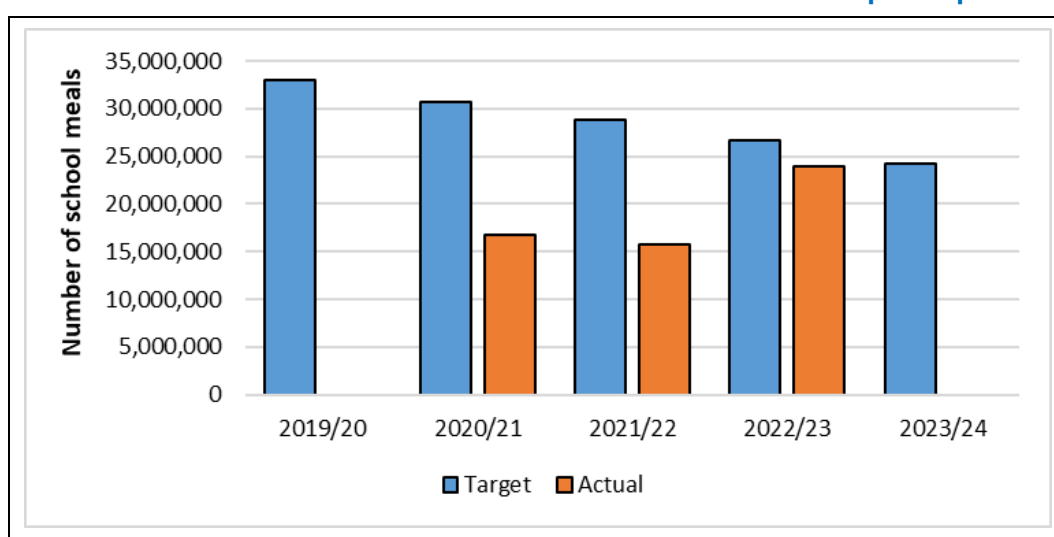
132. The shortfalls reflect a combination of factors, all recorded in Semi-Annual Performance Reports (SAPRs) at various points. The biggest single factor was the delay in beginning school feeding while schools were closed due to the pandemic. Both the eventual reopening of schools and the commencement of school feeding thereafter took place unevenly.⁴⁸ Subsequently, there were periods when some schools in the project could not be reached due to the northern war or other conflicts, as well as logistical challenges in ensuring timely delivery of commodities to all schools. For most of the period, REBs were responsible

⁴⁸ As noted in the baseline evaluation report: "Although the government announced that schools would reopen from 19 October 2020, the actual reopening was staggered and subject to various restrictions). ... McGovern-Dole school feeding in Afar and Oromia commenced in mid-January 2021, but there were start-up delays in many schools, particularly in Afar. At the time of the baseline survey in March/April 2021 a large proportion of the sampled schools reported that McGovern-Dole school feeding had not yet commenced." (Lister et al, 2022a ¶168.) The SAPR for April–September 2021 noted: "due to the COVID-19 pandemic, the full-scale teaching and learning process was disrupted, forcing students to attend school only three days a week."

for transporting commodities from WFP depots to schools; there were lags in the government contracting process, and availability of competent haulage contractors was affected by conflicts.

133. It was planned to serve school meals on every day that schools were open, with an estimated total of 176 school feeding days in a year. In practice, late deliveries to schools or other glitches in implementation could cause potential school feeding days to be lost (and increase the likelihood of unused food stocks at school level at the end of a semester). For example, the SAPR from October 2021–March 2022 reported: “WFP has distributed food for 70 feeding days in both regions. Feeding took place for 94 percent of the planned feeding days in the Oromia region, while in the Afar region, the children have only received meals for 60 percent of the planned feeding days due to delayed delivery of the food to school as a result of access problems and roadblocks”. This resonated with findings from MTE school visits, where all schools reported having experienced late deliveries or lost school feeding days for other reasons (such as absence of staff or lack of kitchen equipment).

Figure 5 Planned and actual number of school meals delivered up to September 2023

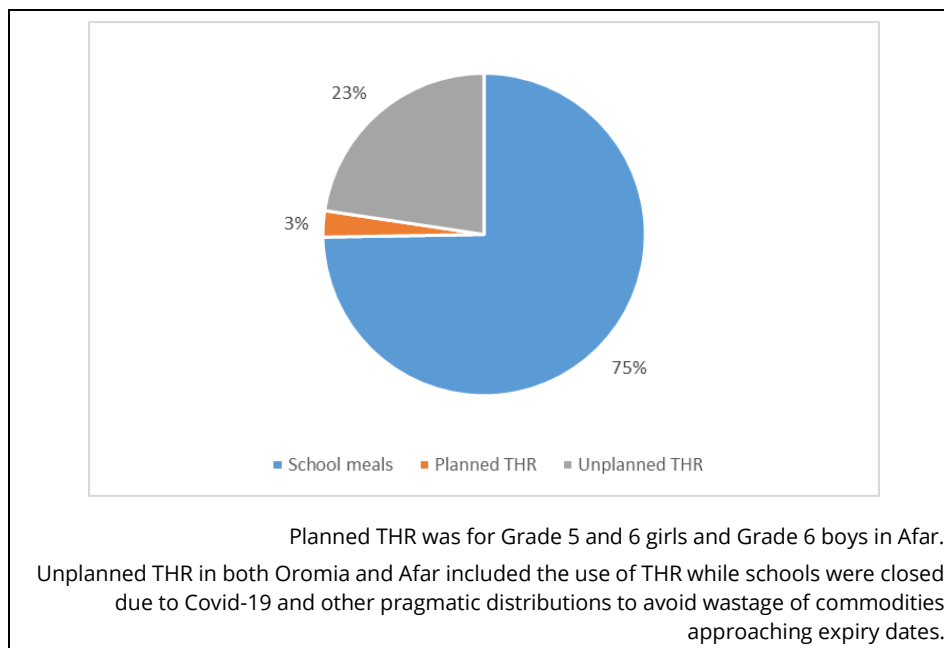


Source: Table 9 above, based on MGD Indicator #16.

Note: The project agreement was signed towards the end of 2019, and commodities were not received in-country until July and August 2020. 2020/21 was the year most affected by school closures; in principle schools were fully operational for most of 2021/22.

134. The volume of THR rose to offset the shortfall in school meal delivery (see Figure 6 below) with the result that unplanned THR had accounted for 23 percent of the tonnage distributed in the project zones by the end of 2023. For further assessment of THR see Finding 25 and Finding 26 below.

Figure 6 Balance between school meals and THR (%)



Source: ETCO, see Table 11 above.

Beneficiaries and coverage

Finding 8. The numbers of school children benefiting from school feeding have been close to the target, but they received far fewer meals than planned.

135. The immediate beneficiaries of school feeding are the children fed, and the project aims to feed all the children enrolled in the schools which participate in the McGovern-Dole project.⁴⁹ Table 15 below shows that the number of student beneficiaries has been very close to the revised annual targets. However, as illustrated in Figure 5 above, the number of school meals served to them fell well short of target. Figure 7 below illustrates the geographical and gender distribution of student beneficiaries.

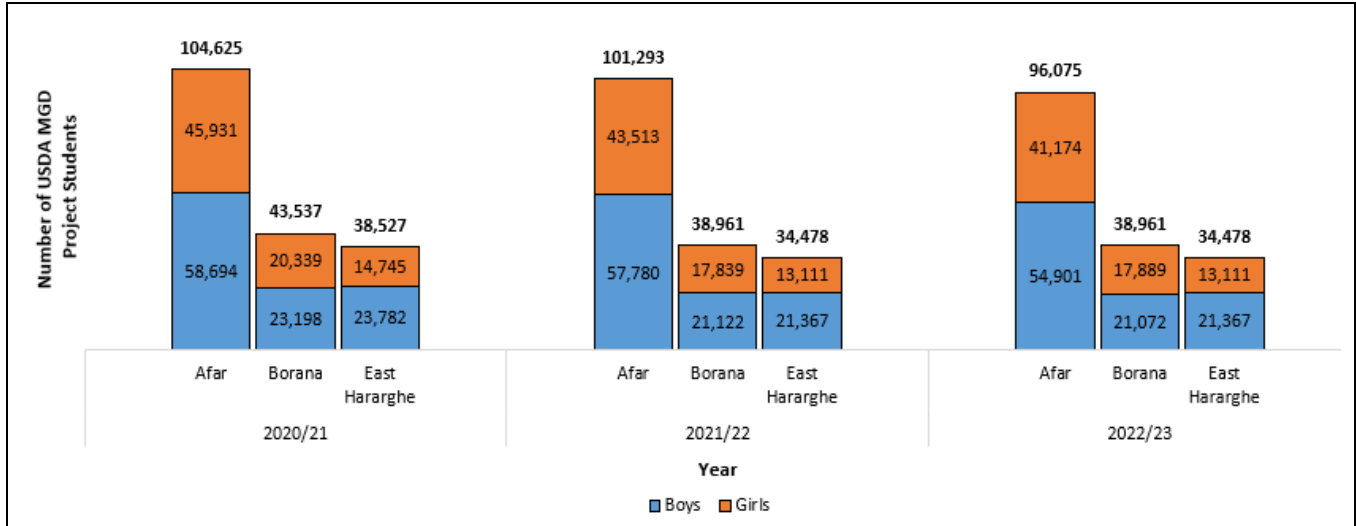
Table 15 Revised targets vs. numbers of children covered

	Year 1 (FY21)	Year 2 (FY22)	Year 3 (FY23)	Year 4 (FY24)	Year 5 (FY25)
Target	187,425	174,420	163,640	151,762	137,779
Actual	186,689	174,732	168,213	NA	NA

Source: revised targets from USDA & WFP, 2023a, actual based on ETCO data – details in Table 29 in Annex 8

⁴⁹ The best estimates of participating schools and their enrolments are presented in Table 29 and Table 30 in Annex 8.

Figure 7 Students enrolled in participating schools by Region/Zone and year

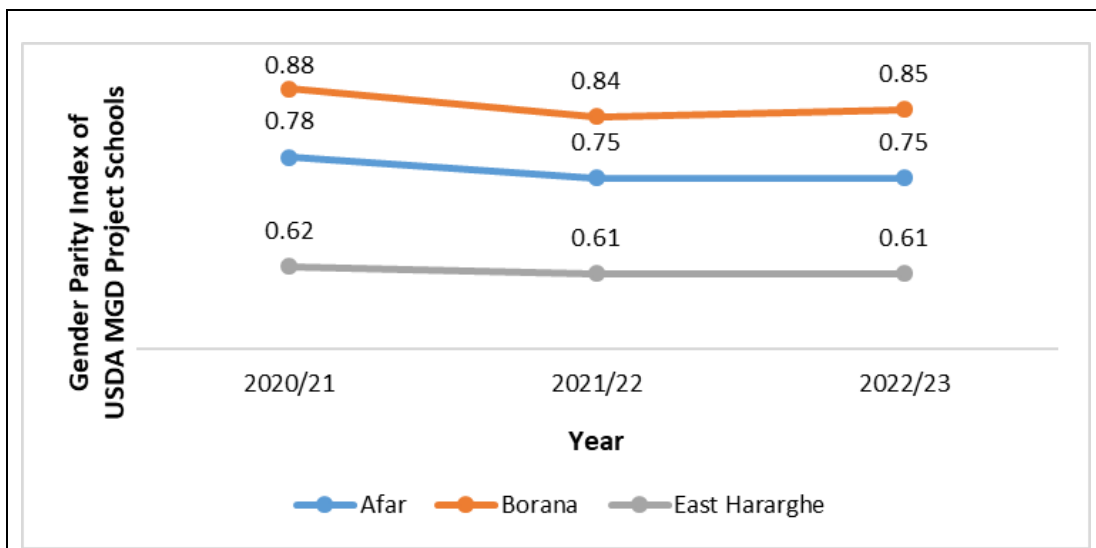


Source: ETCO data, see details in Table 29 and Table 30 in Annex 8.

Finding 9. Boys continued to outnumber girls among the enrolled schoolchildren in the project, across all zones. The gender parity index has not improved and is especially poor in East Hararghe and Afar’s Zone Two.

136. Concerning gender balance of enrolments, Figure 7 above shows that boys have outnumbered girls in all project areas for the duration of the project. Figure 8 below demonstrates that in each project area the gender parity index (GPI) was worse in 2022/23 than in the first year of project implementation (2020/21). It is also noteworthy that East Hararghe is much further from gender parity than Afar, with Borana having the highest proportion of female students. Figure 9 below shows GPI at zone level, and highlights the differences between Afar zones: Zone Three performance is significantly better and Zone Two significantly worse than the 0.75 average for the region. These geographical and chronological differences merit further investigation as part of ongoing gender work (see ¶177 below).

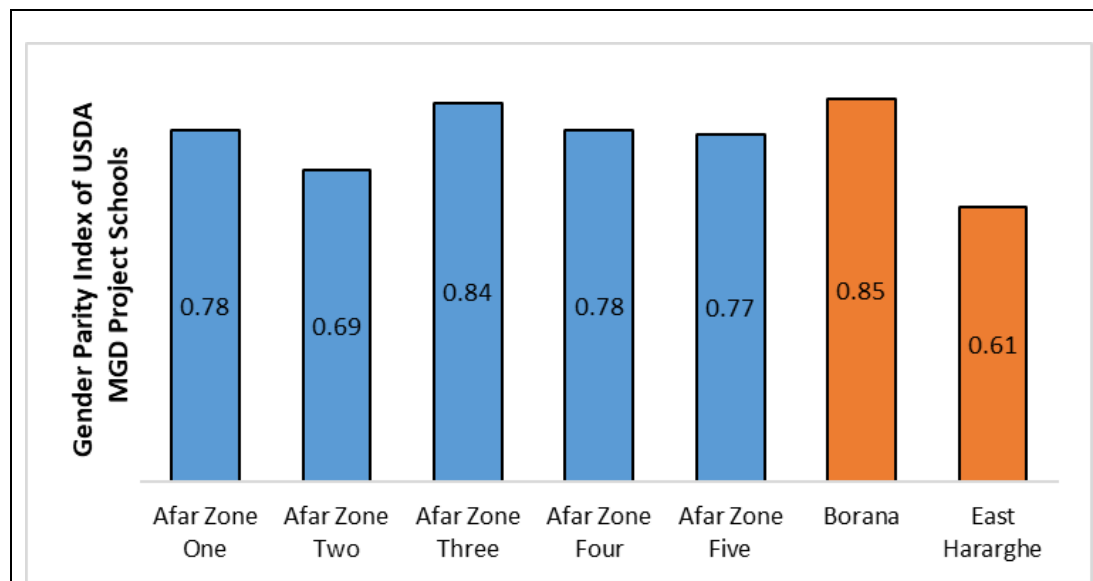
Figure 8 GPI for USDA McGovern-Dole participating schools 2021/22 – 2022/23



Source: data from ETCO, see Table 30 in Annex 8.

Note: a GPI of 1.0 would indicate equal numbers of girls and boys; GPI below 1.00 indicates fewer girls than boys.

Figure 9 GPI of USDA McGovern-Dole Project Schools by Zone (2022/2023)



Source: data from ETCO, see Table 30 in Annex 8.

Note: a GPI of 1.0 indicates equal numbers of girls and boys.

Finding 10. Beneficiaries from school feeding include school-children’s families as well as the school-children themselves. On this basis, the total number of beneficiaries has probably ranged from about 743,000 in FY21 down to 673,000 in FY23.

137. None of the relevant McGovern-Dole indicators have been reported in a way that provides reliable annual estimates of the direct and indirect beneficiaries of school feeding other than the children themselves.⁵⁰ However the families of participating children are legitimately regarded as indirect beneficiaries of school feeding, whether or not their child brings THR to the household (families are counted as direct beneficiaries when THR arrive). The baseline survey found clear evidence that the school meal is regarded as a contribution to overall household food resources, while interviewees and focus groups during field work frequently highlighted that, if the school meal were not available, many families would assign their children to productive activities rather than sending them to school. The value of the main benefit to the families (and to the children) depends on the number of school feeding days, but the value of THR is more episodic, as discussed under EQ2.3 below (Finding 25 and Finding 26).

⁵⁰ The following MGD indicators (see Annex 14) are relevant to the discussion of beneficiaries from school feeding other than the children themselves:

- Indicator #15 reports direct recipients of THR; however, it is not supposed to include family members, and should not count any recipient more than once in a given year. The figures reported contravene both these criteria, and so the MTE has not relied on them.
- Indicator #18 reports the number of [direct] social assistance beneficiaries from the USDA programme. This ought to aggregate children receiving school meals with the families of the children receiving THR. In practice, these family members have not been reported consistently and the series is therefore not reliable.
- Indicator #30 reports “direct beneficiaries”. In effect this indicator aggregates recipients of school meals and THR with those who benefit from training under the programme. The overwhelming majority of the beneficiaries are the school feeding recipients. However, the reported data are inconsistent as to whether THR family members are included.
- Indicator #31 reports “indirect beneficiaries”. USDA guidance is clear that the indicator “may include, for example, family members of students receiving school meals”; however those recorded as direct beneficiaries, e.g. of THR, should not also be recorded as indirect beneficiaries. In practice, inconsistencies in the ways indicators #30 and #31 have been reported mean that neither series can be relied on.

138. Although the reported data series for the relevant indicators are unreliable, a simple rough estimate of the total number of beneficiaries can be made by including the households of all the participating schoolchildren. If we make the common assumption that four household members benefit indirectly from each child's meal,⁵¹ the total number of beneficiaries has probably ranged from about 743,000 in FY21 down to 673,000 in FY23. The value of the benefit will have fluctuated according to the pattern of school feeding days and volumes of THR different families experienced.

Operational issues in school feeding

School feeding menu

Finding 11. The planned menu (alternating CSB+ and rice) satisfied the criteria of being adequately nutritious and broadly acceptable, and adjustments to avoid wastage did not affect the nutritional quality of the meals.

139. The planned school feeding menu was "120g of fortified rice, 35g of pulses, 13g of fortified vegetable oil and 3g of iodized salt for 3 days alternated with a mid-morning porridge of 120g of CSB+, 8g of vegetable oil, and 3g of iodized salt for two days in a week" (Annex 8, ¶15). The salt and the pulses were to come from non-USDA sources. Dietary diversity was to be promoted by piloting the use of fresh fruit and vegetables in in Oromia. (Annex 8, ¶16). Rice would be used as the THR to incentivise attendance by grade 5 and 6 children in Afar.⁵²

140. In practice, against the background of delays and disruptions to school feeding, use of commodities nearing expiry dates was prioritised. By the time of the MTE team's fieldwork, three CSB+ days and two rice days seemed to be regarded as the default. In most, but not all, of the schools the team visited, children expressed a preference for the CSB-based meal. Rice itself was welcomed by children, but they sometimes complained about the cooking of the accompanying pulses (which require longer than the rice). Rice meals were still eaten, though some children claimed they were less likely to attend on the days rice was served. The augmentation of the meal with fresh foods appears to be rather limited, but we assess this issue, along with school gardens, under EQ2.2 (see Finding 30 below).

Preparing and serving meals

Finding 12. Wide variations in the quality of cooking and dining facilities, along with shortages of NFIs, sometimes contribute to inefficiencies in serving the meal which reduce benefits by delaying the meal for some children and restricting the time spent in lessons.

141. During field visits to schools, the ET were consistently told that WFP preferred the school meal to be served early in the day. This makes sense in terms of limiting the intrusion of the meal into teaching hours and ensuring that children are not attempting to learn on an empty stomach. However, practical difficulties (e.g. for cooks who have to start work hours before the meal is served) were also noted. Some schools therefore serve the meal during the scheduled morning break, but shortages of cooking pots and eating utensils may extend the feeding period. Disruption of classes may be mitigated by serving different grades in sequence, but we found at least one case where teaching periods had been systematically

⁵¹ The assumption of four household members per schoolchild as indirect beneficiaries is from the PMP (as noted under MGD indicator #31 in Annex 14.) The Baseline Evaluation Report (Annex O, Table 69) noted that "The baseline survey confirms that the usual estimate of 4 household members per student beneficiary is reasonable for Afar and Oromia."

⁵² The planned ration was 12.5 kg of rice each quarter (see Annex 8, ¶17) The precursor McGovern-Dole programme in Afar and Somalia used oil.

shortened to allow longer for the meal.⁵³ The meal is supposed to improve the quality of learning (by aiding children's concentration) but interruptions to the teaching process may have an adverse effect.

142. The status of project activities to provide NFIs (Activity 1) and to support improved food preparation and storage (Activity 2) was noted in Section 1.3 above (¶175-77). According to Custom Indicator #3, WFP had, by September 2023, provided NFIs to 385 schools (against a revised target of 636 schools), but procurement for more NFIs is under way. As already noted, shortage of NFIs (plates and cutlery) may unintentionally disadvantage girls (see ¶124 above). The number of physical facilities that the project planned to fund was always small relative to the number of participating schools, and the increase in school numbers has compounded this (Table 4 and Table 6 above).

143. The small selection of schools visited for fieldwork revealed a wide range in terms of the quality of kitchen structures and the existence and quality of sheltered spaces for eating – ranging from dedicated canteens (or repurposed classrooms), to crude shelters for shade, to simply relying on students to find somewhere to sit outdoors. Helping to construct appropriate facilities was an important area of community support (see Finding 29 and discussion under EQ2.2). In some cases, the serving of school meals did not begin as soon as commodities were delivered for the semester because of problems with cooking utensils. In other cases, large cooking pots were borrowed from the community. Training of cooks (including refresher training) has been prioritised, but the ET heard requests for more training on account of turnover.

Handover to national SFPs

Finding 13. So far, there has been limited progress in handovers to national SFPs. In different ways, the experiences in both Afar and Oromia highlight issues of equity and sustainability to be faced when the project terminates.

144. The project design envisaged progressive handover of schools from the McGovern-Dole project to national school feeding schemes (see Section 1.3, ¶168-70). As illustrated there in Figure 2, the number of participating schools in Afar fell from 575 in FY21 to 547 in FY22 and 502 in FY23; in both Oromia zones there was a fall between FY21 and FY22 (from 153 to 111 for Borana, and from 87 to 57 for East Hararge), but no further reduction in FY23. As explained in Box 6 below it was agreed that instead of transitioning any additional schools, Oromia would make an equivalent commodity contribution to support the existing caseload. The earlier reduction in Borana reflected a decision to withdraw the project from Arero woreda for security reasons.⁵⁴ There was a strong preference in Borana to include all schools within each participating woreda, and this partly explains why the REB was content for WFP to withdraw from one entire woreda rather than transition schools elsewhere (KII), as well as the choice to increase the region's support to all McGovern-Dole schools rather than require some to exit the McGovern-Dole project. A practical reason for treating schools equally is to avoid the incentive for students to transfer into the McGovern-Dole schools, which was particularly cited as an issue in areas where a significant proportion of students are from displaced groups.

⁵³ In one of the Oromia schools the ET visited, since the 30 minutes break time was not enough for all students to have their meals, an additional 20 minutes was provided by deducting 5 minutes from each period.

⁵⁴ "The recent Tigray crisis and the security concerns have affected the monitoring and provision of training for 175 schools in Afar and 49 schools in the Oromia region. To mitigate these challenges, WFP and BoE managed to assess the targeted schools affected by the crisis in the Oromia region. As a result, and in agreement with the donor, Arero woreda is handed over to the government programme and 7 new schools in Yabelo woreda were added to the existing MGD programme." (SAPR Apr – Sept 2021)

Box 6 Changes to transition plans for 2023/2024

With the 2023/2024 academic year, 61 schools covering approximately 6,472 school children graduated into the Afar regional state school feeding programme.

A transition of 11,676 beneficiaries into the Oromia regional state school feeding programme was also anticipated for the 2023/2024 academic year. However, given the severe drought impacting the region – in particular the 5 pastoralist woredas covered under the McGovern-Dole project – and the impact this has on the ability for the government and communities to financially support school feeding, the Oromia regional Bureau of Education (BoE) has proposed a revised transition plan. Following discussion with the BoE and USDA, the proposed transition plan was accepted, in which WFP will maintain its current caseload of 73,439 school-age children in 168 schools for the coming year. However, the BoE will provide commodities to cover 18 feeding days for the entire caseload, with a ration of maize flour, fortified vegetable oil, pulses, and salt. Thus, the caseload for this 2023/2024 academic year is 163,042 school children in 615 schools.

Source: SAPR to September 2023 (WFP, 2023e)

145. In the case of Oromia, the region has a strong commitment to the development of its own HGSP programme, which aims to support smallholder farmers from whom food is procured, whilst simultaneously benefiting schoolchildren and their families. Pastoral woredas are a particular priority, especially because of the effects of persistent drought, and the preference is to share available resources across all the 33 pastoral woredas (KII). The meal is based on locally procured maize and pulses, and budget constraints mean that the number of school feeding days each semester is only a fraction of the possible total; school feeding takes place five days a week until supplies run out.

146. According to KIIs, Afar Region, by contrast, does not have an explicit school feeding policy, though it has long experience with school feeding, including through previous periods of McGovern-Dole support and through the government's emergency school feeding (ESF) programme. Opportunities for procurement within the region are much more limited than for Oromia, though some land along the Awash river has been set aside to support HGSP, and France is supporting a school gardens project in about 25 pilot schools. There is also a plan to enable schools to raise income from salt production. The ESF programme is said to be supporting 320 schools, including alternative basic education centres (ABECs). Funding is limited by budget constraints (with the region's budget failing to keep up with inflation), and participating schools/ABECs receive only enough food for part of each semester. The menu is inferior to McGovern-Dole's, and, as in Oromia, feeding takes place five days a week for as long as supplies last.

147. Initial selection of Afar schools to participate in the McGovern-Dole project was based on prioritising areas with food security challenges, while avoiding urban areas and areas where other agencies are providing school feeding (the Save the Children Fund (SCF) was serving three woredas for a time). In order to reduce school numbers in line with McGovern-Dole expectations, the Region determines the number of schools to be cut by each woreda, and leaves it to the woreda to determine the resulting priorities. If/when the McGovern-Dole project terminates, ESF resources will be transferred from ABECs – the ex-WFP schools will get priority "because they are used to school feeding" (KII).

148. In different ways the transition experiences from both Regions highlight concerns for equity and sustainability. The potential diversion of ESF from ABECs to ex-McGovern-Dole schools is a concern, and the gulf between McGovern-Dole school feeding standards and those of the regions highlights the challenges of sustainability, which are further addressed in Section 2.4 below.

Water, sanitation and hygiene (WASH)

Finding 14. Good hygiene is important in the context of school feeding, and the project's support has been useful although limited in scale. Adequate water supplies and sanitation remain a major challenge for the majority of the schools involved in the McGovern-Dole project.

149. Some specific inputs to support WASH are provided under Activity 4 (see ¶82 in Section 1.3 above). The main component completed under this activity has been the provision of handwashing stations (reported under both MGD indicator #8 as part of “Educational facilities rehabilitated / constructed” and as a separate custom indicator #4 – see Annex 14). However, the theme of promoting hygiene influences most project activities, and is highlighted as an area where WFP and REBs will seek to obtain support from other sources besides USDA. Other relevant MGD indicators include #22 (individuals trained in food preparation practices) and #27 (school water sources improved).

150. Indicator #8 is for items provided through the USDA project itself; apart from over 600 handwashing stations provided in the first year of project implementation, the other main input reported is 35 water access points installed during 2023. Indicator #27 is not confined to USDA provision; unfortunately the data for this indicator are not recorded consistently enough to show a reliable trend, but the process monitoring in 2023 found over 500 of the schools did have an improved water source (see Annex 14). The admittedly small sample of schools visited for the MTE fieldwork strongly suggests that many of these improved sources may not be in reliable working order.⁵⁵

151. The MTE field visits showed concern everywhere to promote good hand hygiene – both teaching and enabling children and all those involved in food handling to wash hands effectively. Children are regularly prompted to wash their hands, and PTAs may be involved in supplying soap. At the same time, inadequate and unsanitary latrines were evident at all schools visited (but with varying levels of effectiveness in regular cleaning), and even where safe water supplies had been installed they were often not in working order. Safe drinking water is not provided everywhere, and children are frequently required to bring water with them to school. In some cases the PTA organises the delivery of water for cooking. The importance of better water supplies was widely recognised by PTAs and kebele officials; their expectations from government are not high and they are keen to engage with any other agencies that may be able to help. SAPRs record efforts by WFP and BoEs to seek other partners:

SAPR Oct 2021 – Mar 2022: “According to the WFP monitoring results, there is improvement in access to water and sanitation facilities in the targeted schools, but the coverage is still low. Currently, only 40 percent of the targeted schools have access to safe water. WFP and BOE are working to bring in other UN and NGO partners including the “ONE WASH National Programme” to target the school feeding programme schools as a priority for water supply and WASH interventions.”⁵⁶

⁵⁵ According to ETCO records, the status of water access of the four schools visited in Oromia is as follows: one school has a water access point that was constructed using the McGovern-Dole FY18 project resources, and it is functional; one school does not have piped water access in the school compound, and they use the public water tap from the community; one school has a water access point connected with the main woreda town water supply, constructed using community participation and government budget completed around Nov 2023 (i.e. not yet complete at the time of the field visit); one school is selected for water point construction during 2024, and a contractor has been selected.

Of the five schools visited in Afar, one school has been targeted for rehabilitation of a water point under FY18 resources, but technical problems remain due to the slope difference between school and the main water tank. and water was not flowing through the pipeline to fill the tank inside the school.; the water tank is constructed by UNICEF. The remaining four schools were not targeted for the water point construction/rehabilitation although one of them has challenges accessing reliable water sources.

⁵⁶ “The One WaSH National Program (OWNP) Consolidated WaSH Account (CWA), supported by the World Bank and seven other development partners, is the Ethiopian Government's initiative for ensuring universal access to water, sanitation, and hygiene

SAPR Apr–Sept 2022: A feasibility study to assess water access and availability was initiated and is being conducted in 24 schools in the Afar region, while the construction of 20 water access points, kitchens, stores and canteens commenced and is ongoing in Oromia region. Availability of clean water in most of the public rural schools particularly in drought-prone areas is very limited. A feasibility study on establishing the extent of water access was undertaken in 24 schools in the Afar region in partnership with the MoE.

Nutrition screening

Finding 15. Nutrition screening within the McGovern-Dole school feeding project has been an appropriate initiative but the roll-out has been limited and the reporting of its implementation and results has been weak.

152. The school feeding project is nutrition-sensitive and it seeks to promote improved health and dietary practices in ways that are integral to the school environment and the school feeding process. This is reflected in Activity 3 (Promote Improved Nutrition) and Activity 4 (Promote Improved Health); for progress under these activities see ¶180 and ¶182 above. Related outcomes (MGD indicators #19 and #20, see Annex 14) are excluded from the MTE scope, but the MTE was asked to pay special attention to nutrition screening (¶113 in Section 1.1 above). The nutrition screening activity reflects Ethiopia’s multi-sector approach to nutrition (see Box 7 below) while also being consistent with McGovern-Dole Result 2.5 – Increased Access to Preventative Health Interventions.

Box 7 Background and rationale for nutrition screening

Ethiopia has made considerable progress in alleviating child malnutrition. Between 2005 and 2019, the prevalence of stunting decreased from 51 percent to 37 percent; underweight declined from 33 percent to 21 percent; and wasting decreased from 12 percent to 7 percent (DHS 2019, EPHI, 2021). A strategy of multi-sectoral collaborative interventions has been followed, and the Seqota Declaration was launched by the government of Ethiopia in 2015. The declaration is a high-level government commitment and a major collaborative platform to end child under-nutrition by 2030. The Seqota Declaration is continuing to provide multisectoral support to different sectors including education (GoE, 2016g). In addition, the National Nutrition Program (NNP II) 2016 (GoE, 2016c) and School Health and Nutrition Strategy (SHNS) 2012 (GoE, 2012a) recognize school feeding programmes as nutrition-sensitive interventions.

In 2019 the government of Ethiopia developed guidelines for integrated management of acute malnutrition (IMAM) to help harmonization of effort in alleviating malnutrition related sufferings in Ethiopia. The guideline promotes community outreach with the aims of empowering communities and families to understand the causes of malnutrition, and prevent and manage acute malnutrition at community level. The nutrition screening activity within the McGovern-Dole project is linked to this IMAM approach. Regular screening for malnutrition in schools can help early detection of cases and facilitate timely management of acute malnutrition to decrease morbidity and mortality in children. (GoE, 2019e)

(WaSH) through an integrated sector-wide approach. Since 2014, over 5,000 schools have been equipped with essential WaSH facilities and 223 dedicated Menstrual Hygiene Management rooms, improving school attendance, especially among girls, due to safer and more reliable sanitation and water supply.... Addressing the challenges faced in providing Water, Sanitation, and Hygiene (WaSH) facilities in Ethiopia’s nearly 45,000 schools is a high priority for the government since currently only 25% of schools have safe water supply facilities and only 60% have basic sanitation amenities. ... World Bank support for the program started in 2014 and will continue until 2025” see <https://www.worldbank.org/en/news/feature/2024/01/19/breaking-barriers-empowering-girls-with-clean-water-and-sanitation-facilities-in-ethiopia-s-schools>, January 19, 2024. Where the ONE WASH programme is implemented in target schools, there is no USDA-funded WASH intervention to avoid duplication.

153. Screening of under-5 children (in Year 0) is done by pre-primary teachers using MUAC (Mid Upper Arm Circumference) tape.⁵⁷ This screening operates only in a limited number of schools in IMAM woredas, to access available nutrition services in the community.⁵⁸ In principle, such screening is a good way to link the school to nutrition and health services.^{59, 60}

154. Unfortunately the information reported against custom indicator #2 (“Number of screenings of ECD children conducted as a result of USDA assistance”) does not clearly show the number of schools undertaking nutrition screening, the number of children screened during each period, and the number of children referred as a result. As detailed in Annex 14, such information has been provided sporadically but not systematically in the SAPRs. It will be difficult for the endline evaluation to draw meaningful conclusions about the effects of nutrition screening unless a better data series can be reconstructed.

Is the project on track towards results?

155. The inferred theory of change (Figure 1 above) shows how all of the McGovern-Dole project components are expected to work towards four impact-level results:

- Improved incomes and resilience of food-insecure households.
- Improved literacy of school-age children.
- Increased use of health and dietary practices.
- Increased role for Government in operating school feeding.

156. We next review progress towards each of these high-level results, drawing on insights from qualitative information as well as what can be inferred from reported progress against the project’s chosen indicators (Annex 14). Even when outcome trends are unclear, it is often possible to assess whether supporting activities may be having the sort of influence that the theory of change anticipates.

Progress towards results – food security

Finding 16. The project has made a significant contribution to the resilience of households in food-insecure areas during a period of exceptional stresses.

157. Under EQ1.1 we noted that the project is targeted on woredas of exceptional food insecurity, where stresses have increased during the period of implementation (Finding 1). The WFP Post Distribution Monitoring (PDM) survey that followed the Covid-19 round of THR found that the food provided made a substantial, albeit short-term, contribution to the food security of recipient households (WFP, 2022e). The draft Value for Money (VFM) analysis of school feeding in Ethiopia has estimated that “The value of the

⁵⁷ According to national IMAM guideline low MUAC measurement is an indication of wasting. In under-five years of age children, if MUAC is less than 11.5 cm indicates severe wasting or severe acute malnutrition (SAM). MUAC \geq 11.5 cm and $<$ 12.5 cm indicates moderate wasting or moderate acute malnutrition (MAM). (GoE, 2019e)

⁵⁸ Thus, according to the outcome survey (Abebe, 2023) only three woredas are involved in Afar. The outcome survey information on nutrition screening is reproduced in the Annex 14 review of custom indicator #2.

⁵⁹ WFP notes that WFP provides treatment of moderate malnutrition and provides specialized nutritious food (SNF) to prevent malnutrition. UNICEF supports treatment of severe acute malnutrition providing ready-to-use therapeutic food (RUTF) for affected children. These activities are carried out in partnership with Regional Bureaus of Health and the Ethiopia Disaster Risk Management Commission (EDRMC). (from the SAPR to Sept 2023).

⁶⁰ At the validation workshop which discussed a draft of this report on 12 April 2024, a recent directive by the Ministry of Education was mentioned, which provides that school children should only enrol in pre-primary school from the age of five and primary school at the age of seven. If implemented by the regions, this would undermine the logic of in-school screening, since Year 0 children would already be aged out of the malnutrition services that that the screening service is intended to refer them to.

transfer associated with school meals would amount to up to 11 percent of the annual food expenditures for the poorest households” (Memirie et al, 2023b). Evidence from the baseline survey that households treat the meals eaten at school as part of their overall food security strategy, was confirmed by accounts from all stakeholders during the MTE fieldwork (KII and FGDs) who emphasised that households would have been significantly hungrier otherwise (¶Finding 2 above).

Progress towards results – improved literacy

EGRA findings

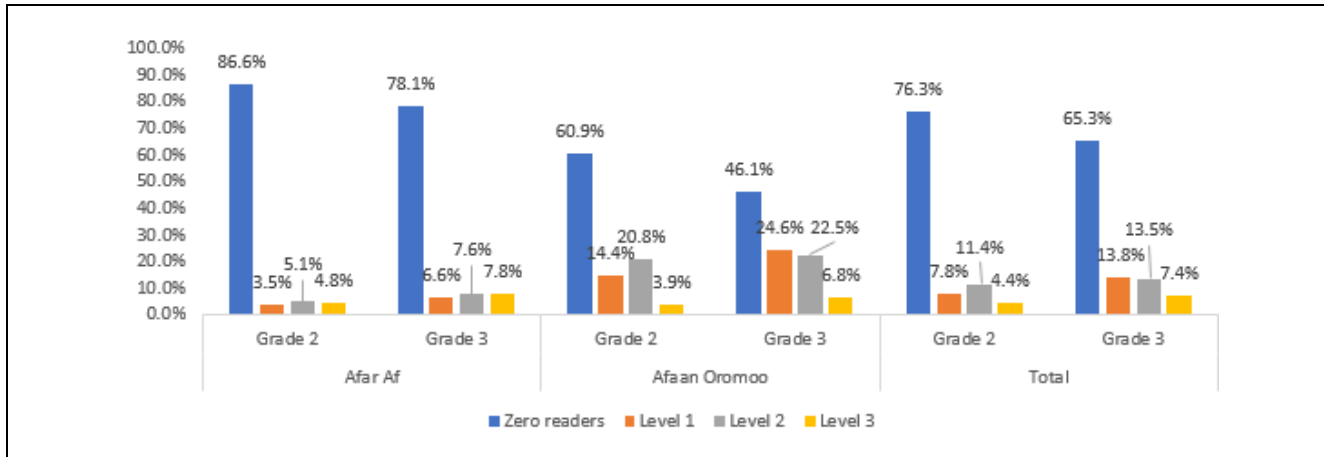
Finding 17. Trends in early grade literacy cannot yet be established, but current literacy levels are low, especially for female students.

158. The MTE conducted a light touch EGRA sample survey across all the project zones.⁶¹ Because it was the first such exercise, it cannot show trends,⁶² but it does provide a benchmark on current literacy levels in the early grades of primary school.

159. **Overall reading proficiency.** EGRAs in Ethiopia use a standard set of benchmarks to classify students according to their reading proficiency on the oral reading fluency (ORF) test. “Zero readers” are children who fail to register a positive score on the ORF test. Non-zero scores are graded as *Level 1* (reading with limited fluency and comprehension), *Level 2* (reading with increasing fluency and comprehension) or *Level 3* (reading fluently and with full comprehension).

160. Generally, reading proficiency of WFP’s McGovern-Dole school feeding project participant students was found to be low. This is encapsulated in Figure 10 below, which shows a large proportion of zero readers for both languages, but with more proficiency among Afaan Oromoo readers. For both languages, the survey found higher proficiency and fewer zero readers in grade 3 than grade 2. Box 8 below shows how the EGRA scores may be reported against MGD indicator #1.

Figure 10 Percentage of students at benchmark levels by language



Source: see the EGRA report at Volume 2.

⁶¹ In practice, the MTE EGRA was “light touch” in using a sub-set of the instruments used in Ethiopia’s national EGRAs, focusing only on McGovern-Dole project schools, and using the smallest practical sample to cover the project areas. Oral reading fluency is the focal assessment. The omitted tasks are invented words reading, phonemic awareness and listening comprehension. The first two were considered less important than letter identification and familiar word reading. Listening comprehension typically returns high scores unless the student is unfamiliar with the language concerned. See Volume 2 for full details of methodology and results; its executive summary is reproduced as Annex 16.

⁶² See comments on MGD indicator #1 at Annex 14.

Box 8 Reported EGRA scores and MGD Indicator #1

The specification for MGD Indicator#1 is: *percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text.*

Ethiopia’s EGRAs measure reading performance for children who have completed Grade 2 and Grade 3, and use a standard set of benchmarks to classify students according to their reading proficiency on the oral reading fluency (ORF) test. “Zero readers” are children who fail to register a positive score on the ORF test. Non-zero scores are graded as *Level 1* (reading with limited fluency and comprehension), *Level 2* (reading with increasing fluency and comprehension) or *Level 3* (reading fluently and with full comprehension). The table below shows the grade-level performance measured by the MTE EGRA.

Language	Grade	Zero Readers	Level 1	Level 2	Level 3	% non-zero readers	% at Level 2 or Level 3
Afar Af	Grade 2	86.6%	3.5%	5.1%	4.8%	13.4%	9.9%
	Grade 3	78.1%	6.6%	7.6%	7.8%	21.9%	15.4%
	Total	82.3%	5.1%	6.3%	6.3%	27.7%	12.6%
Afaan Oromoo	Grade 2	60.9%	14.4%	20.8%	3.9%	39.1%	24.7%
	Grade 3	46.1%	24.6%	22.5%	6.8%	53.9%	29.3%
	Total	53.5%	19.5%	21.7%	5.3%	46.5%	27.0%
Total	Grade 2	76.3%	7.8%	11.4%	4.4%	23.7%	15.8%
	Grade 3	65.3%	13.8%	13.5%	7.4%	34.7%	20.9%
	Total	70.8%	10.8%	12.5%	5.9%	29.2%	18.4%

The data for 2023 that most closely fit the MGD Indicator#1 specification are:

- For students in Afar, either 13.4% (if all non-zero readers after Grade 2 are counted towards the target) or 9.9% (if only Level 2 and Level 3 readers are counted towards the target).
- For students in Oromia, either 39.1% (if all non-zero readers after Grade 2 are counted towards the target) or 24.7% (if only Level 2 and Level 3 readers are counted towards the target).
- For the combined total of Afar and Oromia students, either 23.7% (if all non-zero readers after Grade 2 are counted towards the target) or 15.9% (if only Level 2 and Level 3 readers are counted towards the target).

The difference between Oromia and Afar is so great (for perfectly understandable reasons) that the aggregate for both regions is much less meaningful than the separate figures for each region.

Table 16 EGRA Mean Score of Students in Timed Fluency by Sex

Language	Sex	Letter Name Recognition	Familiar Word Reading	Oral Reading Fluency
Afar Af	Male	28.4	7.4	8.0
	Female	29.5	5.6	6.2
	Total	28.9	6.5	7.1
Afaan Oromoo	Male	62.0	22.0	18.8
	Female	40.1	12.3	11.7
	Total	51.1	17.1	15.2
Total	Male	41.8	13.2	12.3
	Female	33.7	8.3	8.4
	Total	37.8	10.7	10.3

Source: see the EGRA report at Volume 2.

161. **Reading proficiency is worse among female students.** Sex-disaggregated results showed average performance of male students was better than female students (see Table 16 above). Male students generally performed better in the three timed subtasks than female students; the only exception

was that female Afar Af students scored slightly higher on letter name recognition than their male counterparts.

162. **Comparison with 2021 national EGRA.** Caution is required in comparing this EGRA with the 2021 national EGRA: the Afar sample did not focus on the McGovern-Dole schools,⁶³ and its sample for Oromia was Region-wide, whereas the MTE EGRA focused only on the two Zones included in the McGovern-Dole project. However the two EGRAs follow a similar pattern in reporting low scores for reading proficiency, with high proportions of zero readers and worse scores for female than male students. There are some indications of better (less unsatisfactory) performance in 2023 than 2021.

163. **Possible explanatory factors.** Correlation between two variables does not necessarily imply a causal relationship, but it is useful to identify such correlations as a step towards understanding possible explanatory variables. Statistical tests of correlations between background factors and oral reading fluency highlighted the factors shown in Box 9 below. These are issues that may be further explored in the endline evaluation and more generally.

Box 9 Light touch EGRA – factors that may be correlated with reading proficiency

- Students' background characteristics that were found to have significant relationships with ORF included speaking the same language at home as they are speaking at school, going to pre-primary school before first grade, individuals helping students most with their homework, and ability of the student's mother to read and write.
- Among the correlated background factors from principals' responses were: qualifications and relevant training, support to teachers in mother-tongue instruction, availability of mother-tongue textbooks or materials for reading in the school, availability of a library in the school and frequency of observing teachers in the classroom.
- Correlated background factors from mother-tongue teachers' responses included: being a trained teacher to teach language, qualification, availability of a functional library or reading room, supervising students while they use library, availability of sufficient learning materials among students, availability of functional parent-teacher association, conducting class meetings with students' parents, and frequency of class meetings with students' parents.

Source: see the MTE EGRA report at Volume 2.

School feeding influences on literacy

164. According to the theory of change, school feeding contributes towards improved literacy through:

- Improved student attendance (with increased enrolment, reduced drop-out and reduced health-related absences).
- Increased attentiveness.
- Improved quality of literacy instruction.

165. Activity 6 of the project involves supplementary efforts to improve literacy instruction, e.g. by providing learning materials and incentivising teachers (see ¶179 in Section 1.3 above). The MTE does not

⁶³ Before commissioning the MTE EGRA, the Ethiopia Country Office had shared the list of McGovern-Dole project schools with the National Education Assessment and Examinations Agency (NEAEA) to see whether the national 2021 EGRA might have included enough McGovern-Dole project schools to provide a baseline for MGD indicator #1. NEAEA responded that their 2021 sample included only two McGovern-Dole schools from the relevant zones in Oromia (Borana and East Hararghe), and 10 from Afar (out of a total sample of 35 schools in Afar). The NEAEA did not disclose which particular MGD schools had been involved.

have enough evidence to judge the effectiveness of this activity, but this will be followed up in the endline survey..

Finding 18. There is consistent qualitative evidence that the project has provided a strong incentive for enrolment and attendance, including for girls. However, reported data on enrolment and attendance are not strong enough to support quantitative conclusions about the project's effects.

166. Under EQ1.1, we noted the strength of the school feeding incentive for enrolment and attendance (Finding 2 and ¶114 above). As well as the meal itself, Activity 7 has supported awareness campaigns on the benefits of education (see ¶178 above). The relevant MGD indicators are #2 (student attendance rate) and #9 (students enrolled in USDA assisted schools).

167. **Evidence on enrolments.** Enrolments in project schools have been reviewed in Section 1.3 above, see ¶68-70.⁶⁴ However, as noted in Annex 14, MGD indicator #9 cannot reliably reflect the influence of the project on enrolments, because the baseline figure is arbitrary,⁶⁵ and aggregate numbers are affected by the retirement of schools as the project proceeds. The 2023 SFP outcome survey used EMIS data on gross enrolments by grade, but found no significant differences between program and non-program schools in its Afar region sample (Abebe, 2023, section 3.2.3). The outcome survey report also notes that external factors would make it very difficult to attribute observed changes to the school feeding programmes surveyed.⁶⁶ However, the evaluation team noted that schools are required to keep and report records of enrolment, and so it should be possible for the endline survey to analyse enrolment trends in its sample schools, although such analysis was beyond the scope of the MTE.

168. **Evidence on attendance.** During fieldwork, the evaluation team heard strong qualitative evidence about the influence of school meals on attendance.⁶⁷ This could cut both ways: children were likely to come to school on days when a school meal was served; on the other hand, if the school meals were not available, attendance would fall. Some schools mentioned that failure to commence school feeding at the beginning of a semester had led to low attendance until the school feeding started. As already noted (under Finding 2) this reinforces findings at baseline. However quantitative analysis of attendance rates is very challenging, as discussed in the ET's assessment of MGD indicator #2 in Annex 14. The 2023 outcome survey estimated average attendance rates by two different methods (asking schools for a sample of attendance on selected days, and asking surveyed students to recall their attendance in the preceding week). Teachers reported percentage attendance rates in the very high 90s, which the outcome survey author suspected could reflect self-interested biases.⁶⁸ Based on observations of classrooms and/or the meal service during school visits, the ET does not regard these figures as credible. Even the slightly lower figures reported by student recall seem implausibly high, and in any case neither

⁶⁴ See also Table 29 and Table 30 in Annex 8 which provide details on student numbers and school sizes by Zone.

⁶⁵ WFP did not have project school lists at the time of preparing the PMP, and early data on participating schools was unreliable, as the baseline study discovered (see Annex K of the Baseline Inception Report – Lister et al, 2021 a).

⁶⁶ "Since the livelihood and social situations of the families have been significantly affected by the recent Northern Ethiopia war (the case of Afar and Amhara regions) or other forms of conflicts and drought (in all regions), flood (SNNP and Afar), and wind (Afar), the educational outcomes related to change in gross enrollment, drop-out and retention rates over the past two academic years were abnormal. All these external factors have affected the educational outcomes across regions differently, making it difficult to attribute changes observed in attendance rate, enrolment and drop-out rates to the school feeding program." (Abebe, 2023)

⁶⁷ As noted at ¶115 "Without exception, the groups of teachers, parents, local officials and students who were consulted in interviews and FGDs confirmed their perception that the school meal is a strong incentive for attendance."

⁶⁸ "There is doubt over the accuracy of attendance data as teachers and school administrators might take the survey as an exercise to evaluate their school's performance." (Abebe, 2023)

method has provided a time series to show trends.⁶⁹ However, as also noted in Annex 14, schools do keep attendance records which should enable the endline survey to analyse attendance more robustly.⁷⁰

169. The project includes a small element to provide THR to girls in grade 5 and grade 6, and to boys in grade 6. This applies only in selected woredas in Afar.⁷¹ There was strong evidence from the final evaluation of the previous McGovern-Dole project in Afar that such an incentive can be effective (Visser et al, 2018b), but the MTE did not separately assess the extent to which THR have been an incentive for attendance under this project. As documented in Annex 8, Table 32, it may have been overshadowed by much larger, and more generally available, ad hoc distributions of THR in each year of implementation (see Finding 26 below).

Finding 19. The baseline survey collected teachers' perceptions of attentiveness, and found evidence of a link with quality of diet. However there are no comparable data on which to assess progress over time.

170. **Evidence on attentiveness.** As noted in ¶114-116 above, the baseline survey strongly supported the connection between quality of diet and school performance. Its data on attentiveness were based on teachers' perceptions of their students, and the scores are reproduced in Annex 14, Figure 15. In both Afar and Oromia, teachers perceived boys as more attentive than girls (based on the percentages rated either good or excellent). The project adopted custom indicator #5 to monitor student attentiveness; in the absence of official data it proposed that those survey findings would form a baseline. However, the only subsequent assessment of attentiveness is in the 2023 school feeding outcomes survey (Abebe, 2023), which used students' own self-assessment of attentiveness. There are therefore no comparable data on which to base an assessment of the project's influence on attentiveness. However, the endline survey will be able to follow up the baseline findings.

Progress towards health and nutrition results

171. Activities 3 and 4 to promote health and dietary practices are reported in Section 1.3 above, see ¶80 and ¶82. However, assessment of the increased use of health and dietary practices is excluded from the scope of this MTE (see ¶10 above). The endline evaluation will assess these activities.

Progress towards capacity development

Finding 20. Government has reinforced its strategic commitment to school feeding, but financial constraints and preoccupation with other crises have constrained progress in the roll-out of national HGSF programmes.

172. The project design has an explicit capacity building feature that is focused on supporting the development of functional institutional structures and strengthening Government capacity to implement school feeding and school health and nutrition programmes with the view to transitioning to nationally and locally owned HGSF programmes. Implementation of the capacity building activities supported by the project (summarised in ¶83 above) had to adapt to the Covid-19 contexts at the outset of the project,

⁶⁹ The data reported by the outcome survey are reproduced in Annex 14.

⁷⁰ Attendance monitoring should also be possible using the February 2023 *SMP process monitoring checklist* (WFP, 2023c). This expects the monitor to randomly select three classes from across a range of low to high grades. For each selected class a headcount is taken and compared against the teacher's record of children registered to attend the class. Male and female attendance are separately recorded, and the monitor undertakes a headcount if the veracity of the attendance record is doubted.

⁷¹ We were told by the REB in Semera that about 125 schools in 15 woredas are eligible.

which restricted travel and meetings. Technical assistance personnel seconded to the federal ministry of education and the Afar and Oromia REBs have remained in place. Training for smallholder cooperatives has not begun, as procurement from local suppliers has not been initiated.

173. WFP has collaborated with the government over many years⁷² on the development of school feeding strategy and policy guidelines.⁷³ A SABER⁷⁴ analysis workshop was held in Bishoftu in February 2021, and assessed institutional capacity and coordination as only “latent”; policy frameworks, financial capacity and design & implementation were all assessed as “emerging” while “community roles reaching beyond schools” were assessed as “established”.⁷⁵ Subsequently WFP supported the further development of school feeding policy documents and guidelines.⁷⁶ According to narrative reports, these included: the national school feeding policy (GoE, 2021a, endorsed in 2021); a national food hygiene protocol for school feeding (under development in FY22 and endorsed in FY23); national school feeding guidelines (under development in FY22 and awaiting endorsement in FY23); and a national resource mobilization, partnership and advocacy strategy (in its inception phase in FY23⁷⁷).

174. This activity also sought to support the establishment of a national level interministerial and technical coordination committee for school meals. However, there is now a well-functioning national food and nutrition technical committee and steering committee, and it has been decided to use and strengthen this platform for coordination of the national school feeding programme, as it includes stakeholders from all relevant line ministries, making a separate committee redundant. WFP is advocating for similar multisectoral coordination platforms at regional level.

175. SAPRs report that recent support to cross-country learning by senior officials has included:

- In March 2023, Ethiopia hosted the 8th African Day of School Feeding (ADSF) continental commemoration, which was celebrated with the theme “Boosting Local Food Procurement Systems and Regional Value Chains:
- MoE senior officials and WFP seconded staff attended the sub-regional East Africa Global School Meals Coalition network launch in Kigali June 2023 and maintain active participation in the network

176. Support to capacity development is also provided in the way that the project is implemented. Thus field monitors cooperate closely with woreda and zonal officials and provide advice to the schools they visit (see the review of M&E under EQ2.5, from ¶211 below), while WFP’s Supply Chain Unit has supported

⁷² As indicated in Annex 7, WFP collaboration with the Government on HGSF dates back as least as far as 2012.

⁷³ For example, the Ministries of Health and Education have jointly developed a school health and nutrition programme framework, (GoE, 2021b). This result has been achieved from many years of investment made by donors, such as USDA and technical support provided by WFP. (SAPR Apr – Sep 2020)

⁷⁴ SABER = Systems Approach for Better Education Results. See SABER, 2015, SABER, 2021.

⁷⁵ For more details, see Annex Q of the Baseline Evaluation Report (Lister et al, 2022a).

⁷⁶ Progress in such work is supposed to be tracked by MGD indicator #10 (Development of policies, regulations, administrative procedures). As noted in Annex 14, reporting under this indicator is meant to track the progress of relevant government documents through five successive stages (from initial analysis through to final approval and then implementation), recording each year the highest stage that has been reached so far. In practice indicator #10 has not been reported in this way and does not make clear how many such instruments WFP has been assisting with.

⁷⁷ As described in the SAPR Apr-Sep 2023: “WFP is supporting the Ministry of Education to develop a resource mobilization, advocacy, and partnership strategy to support scale-up of the national home-grown school feeding programme, in line with the Ministry of Education’s objective to see universal pre-primary and primary school feeding coverage in Ethiopia by 2030. The purpose of the study is to map financial, technical, and in-kind resources available in Ethiopia, and to outline how the MoE can increase investment in school feeding and strengthen partnerships with all relevant partners to augment sustainable domestic financing streams in Ethiopia that support the scale-up and universal coverage of the national home-grown school feeding programme.”

the capacity of the regional government on transportation, commodity management, and storage through dedicated staff in Afar Region (SAPR Oct 2020 – Mar 2021). Overall, however, there has been less progress than anticipated in capacity development because policy development has been slowed by staff turnover and government has had to prioritise dealing with emergencies, while the roll-out of national school feeding programmes, although it has made progress, has suffered from the resulting constraints on government finances.

Gender, equity and cross-cutting issues

Gender and equity dimensions of the project

177. As already noted (¶123 above), the original project design was not informed by a thorough gender analysis, but WFP has commissioned further gender analysis since. Project implementation has been taking place against the background of ETCO-wide efforts to strengthen its focus on gender equality. Thus the most recent internal audit report notes:

“Compared to the 2020 audit, the current audit noted positive practices to support the achievement of gender equality outcomes in food security and nutrition. The [Country Strategy Programme] design fully integrated gender and the logical framework comprised gender-sensitive indicators. Agreements with cooperating partners included clauses on diversity, inclusion and gender equality, and third-party monitors were required to hire at least 30 percent of female staff. The country office had made efforts towards gender parity in its staffing, notably through an internship programme for women.” (Internal Audit Report 2023, WFP, 2023f)

178. This section provides a qualitative assessment followed by a review of the sex-disaggregated performance indicators available.

Finding 21. School feeding is widely applauded for its role in changing community attitudes to girls’ education and there are some encouraging signs of girls continuing with their education even though the THR incentive scheme is not implemented on a large scale in the current McGovern-Dole project. However, social and economic pressures continue to fuel child marriage. The reasons for boys and girls dropping out of school are frequently linked to family livelihood strategies in times of stress.

179. The MTE’s discussions at school and local government levels highlighted the significant role school feeding has played in helping change communities’ attitude towards girls’ education and the ET has also observed some encouraging examples of young mothers returning to school. This is even more significance because the THR scheme is operated on a smaller scale in the current McGovern-Dole project than it was in the previous one (in Afar) – see ¶169 above.

180. However, gains made in communities’ attitude towards girls’ education are impeded by social and economic pressures that continue to fuel child marriage despite pervasive awareness of government policy and law against early marriage. In Afar, continued pressures for early marriage are the biggest obstacle to girls’ completing their education, reflecting a strong tradition of *absuma*, whereby young girls are married to much older relatives by the time they start menstruating. In East Hararghe, abduction is a major challenge and one of the main reasons for female students to drop out from school, which has prompted one of the schools the ET visited to engage its male and female students in awareness-raising activities in an effort to address the abduction problem.

181. Dropout in the pastoral communities where the SFP is being implemented reflect multiple gender-related factors. The different reasons given (in KII and FGDs) for boys and girls dropping out, were frequently linked to family livelihood strategies in times of stress, including boys dropping out to pursue income generating activities or migrating with the family’s herds during droughts, and girls being coerced to marry a rich man and lessen the economic burden on their families. School children also claimed

(FGDs) that recent harsh Grade 12 matriculation exam results had discouraged some of their peers from continuing education.

182. Female students highlighted the equity of the school meal which provides the same portion to boys and girls on individual plates and contrasted it to how they have to compete with siblings when eating communally at home. However, shortage of eating utensils remains one of the major challenges in ensuring equitable and timely feeding of students. With these NFIs in very limited supply, students take turns to eat. Unless this is well organised (e.g. with different meal times for different grades) this may, albeit unintentionally, disadvantage girls who go for their food after the boys have eaten. Observation indicates that in some cases it is culturally inappropriate for adolescent boys and girls to eat together and, combined with a shortage of plates and cutlery, this results in boys being served first. In cases where boys are more assertive, schools do not prevent this eating sequence.

183. In some of the schools in Afar and Oromia the ET visited, girl students were assigned to assist cooks with the meal preparations, which risks creating an additional burden on the girls and perpetuating gender stereotypes.

184. WFP has collaborated with other agencies to promote gender clubs which address the challenges of early marriage and GBV,⁷⁸ and to help provide girls with safe spaces and dignity kits. Box 10 below provides an overview of these efforts. In some schools, female teachers contribute money and restock dignity kits so adolescent female students do not have to miss class when they are on their monthly period.

Box 10 WFP support to gender clubs (reported September 2023)

619 schools have gender clubs (Oromia: 111, Afar: 508) to provide sensitization activities on improved gender awareness. During the reporting period, the gender clubs provided awareness trainings for students on the effects of early marriage, prevention of gender-based violence, and importance of girls education. In Oromia, many of the gender clubs are strengthened by members providing monthly contributions between 5-10 ETB (\$0.09-\$0.18 USD) to provide scholastic materials and sanitary materials to vulnerable female students. Earlier in the project, certain teachers were designated as gender focal persons then trained by WFP on gender to cascade implementation of gender transformative programming through gender clubs and community engagement. As a result in this reporting period, in Oromia 210 community members (48 men, 162 women) were trained on negative effects of early marriage and importance of girls education; 68 PTA members (26 men, 42 women) were trained on prevention of gender-based violence; and 2,646 students (940 boys, 1,706 girls) were trained on life skills and importance of girls education. In Afar, 272 persons (115 male, 157 female) were trained in gender and protection.

Source: SAPR Apr–Sept 2023

Finding 22. Progress made in inclusive education remains limited and children with disabilities still face barriers to access and participation, including in McGovern-Dole schools.

185. As noted in ¶126 above, disability inclusion was not mentioned in the project design, and there has been limited progress so far in incorporating a disability inclusion perspective in project planning and implementation.

⁷⁸ For example the SAPRs drew attention to: work by CARE in Oromia to construct safe spaces girls clubs and gender associations, and by UNICEF to establish girls clubs and provide life skill training in Afar (SAPR Apr– Sept 2021); a UNAIDS campaign on gender and protection (SAPR Oct 21 – Mar 22);

186. Local education officials claimed substantial increase in enrolment of students with disability in areas where disability-friendly schools are located. Local education authorities and PTA members engage in community awareness-raising to encourage parents to enrol children with disability. However, in areas where disability-friendly facilities and special education support are not available and accessible, families do not see the value of sending children with disability to school and consider it an added burden on the family to escort the children to and from school (KII and FGDs).

187. The ET has observed that progress made in inclusive education remains limited and children with disabilities still face barriers to access and participation, with only a minority of children with disability attending school (see ¶139 above). Teachers said their ability to support children with disability was constrained by lack of special aids and resources and, in most cases, lack of special training. As for the children with special needs who are not coming to school, school and community level interviewees raised accessibility challenges (including transport to school) and absence of special needs education as the main reasons for these children missing out on education; some in Oromia (Borana) mentioned social stigma as another reason. The project's September 2021 Post Distribution Monitoring Survey also highlighted that absence of special needs education was associated with many of the reasons households gave for not sending children with disability to school (WFP, 2022e).

188. In the absence of the necessary disability-friendly school facilities and special educational support in a setting where inclusive education is the standard, teachers in Oromia said the best they can do is to provide psychological support and encouragement to students with disabilities. In the absence of appropriate and accessible designated eating areas, some teachers also said they made arrangements for students with disabilities to eat their meals separately from the other students; this could potentially have an unintended negative effect by contributing to an already existing social stigma and exclusion.

189. Nevertheless, the ET has also observed some encouraging work to support children with disabilities in two of the schools visited in Afar, which are designated as "disability-friendly". These are cluster centre schools that are linked with another six or seven regular and satellite schools, and they have received assistance from Finnish Development Cooperation to provide support for learning by establishing Inclusive Education Resource Centres (IERCs), as part of the technical assistance for inclusive education to the General Education Quality Improvement Programme – Equity (GEQIP-E).⁷⁹ The IERCs serve the special needs students in the catchment schools and are equipped with a few disability-friendly materials as well as access ramps in the recently built classrooms and latrines. There is also a roving special needs teacher, who in addition to providing extra support to students with disability in the cluster-centre school, travels to other catchment schools to offer guidance and support to the teachers there. In the current school year, the project, with the support of parent committees in the catchment schools, had conducted house-to-house canvassing for children with disability who stay at home. and managed to get a few of them enrolled in school.

Finding 23. Sex-disaggregation of indicators has been patchy. Where disaggregated data are available, they often highlight the continuation of gender inequities.

190. USDA expects monitoring data to be sex-disaggregated whenever possible (as does WFP). For many of the standard USDA McGovern-Dole indicators, sex disaggregation is expressly required. However, in most cases, the reporting to USDA is not sex-disaggregated, and sex-disaggregated data series are not readily available from ETCO (see Box 11 below).

⁷⁹ One of the disability-friendly schools was also visited during the fieldwork for the baseline evaluation.

Box 11 Indicators for which sex-disaggregation is required by USDA

For the following McGovern-Dole indicators, USDA expressly specifies sex-disaggregation of reporting (USDA, 2019b):

- MGD Indicator #1 – Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text
- MGD Indicator #2 – Average student attendance rate in USDA supported classrooms/schools
- MGD Indicator #9 – Number of students enrolled in schools receiving USDA assistance
- MGD Indicator #15 – Number of individuals receiving take-home rations as a result of USDA assistance
- MGD Indicator #17 – Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance
- MGD Indicator #18 – Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance
- MGD Indicator #22 – Number of individuals trained in safe food preparation and storage as a result of USDA assistance
- MGD Indicator #23 – Number of individuals trained in child health and nutrition as a result of USDA assistance
- MGD Indicator #30 – Number of individuals participating in USDA food security programs (direct beneficiaries)

Only in two cases (MGD Indicator #2, and MGD Indicator #30) does WFP's SAPR spreadsheet include rows to report males and females separately. For the other indicators, some male/female breakdowns are mentioned in spreadsheet comments or in the narrative reports, but this is haphazard, and consistent time series of the data are not readily available from ETCO. For details on each indicator see Annex 14.

191. Where sex-disaggregated data have been available, they often highlight the persistence of gender inequities. Thus:

- Despite the strong qualitative evidence of a school feeding role in encouraging girls' enrolment and attendance, gender parity has not improved during project implementation (see Finding 9 above and the GPI graphs at Figure 8 and Figure 9).
- The 2023 EGRA indicates weaker female than male performance on literacy (see ¶Box 8 and ¶161 above).
- Data on attentiveness at baseline showed that teachers perceived girls as less attentive than boys (¶168 above).⁸⁰

Other cross-cutting issues

Finding 24. Other cross-cutting issues, including protection and accountability to affected populations (AAP), are factored into the way WFP operates in school feeding, as in other programmes. WFP tries to pursue such issues jointly through the coordination platforms in which it engages.

192. As already noted, protection and AAP were not explicitly mentioned in the project's design documents (Finding 6 above). However, these factors are taken into account in the implementation of the project. For example a complaints mechanism that includes a free phone number operating, (although not everyone in the schools the ET visited was aware of it), and the PDM survey of THR included an assessment of relevant protection and AAP issues (WFP, 2021f).

193. School monitoring reports include cross-cutting issues, but as one SO key informant said, "cross-cutting issues are captured in monitoring checklists, but the challenge is in addressing them, since that requires resources and collaboration with other stakeholders. For example, we know from our monitoring

⁸⁰ The 2023 outcome survey (Abebe, 2023) did not report the sex-disaggregation of its student self-reported assessments of attentiveness.

that girls' enrolment declines as you go up the grades, but what we can do to address this problem within the McGovern-Dole programme is limited."

194. Given the project's limited scope to address identified gaps in cross-cutting issues, including gender and disability inclusion, SO staff said they have taken the approach of raising these issues at various coordination platforms for other organizations to act.

Programme adaptation to crises

195. Under EQ1.2 (¶118 above) the ET considered the *relevance* of various changes in design. These included two design changes that were responses to specific crises (the various adaptations on account of Covid-19 that were discussed in ¶121 above) and WFP's more recent assumption of responsibility for commodity deliveries to schools (¶122 above). Both these changes were relevant (Finding 4 above). We consider the effectiveness and efficiency of the change in transport arrangements in Section 2.3 below (under EQ3.1). This section therefore focuses on the operational effectiveness of project implementation in the context of the pandemic, the northern war and other security challenges, and the continuing drought across the project areas.

EQ2.3 Has the programme adapted effectively to the Covid-19 pandemic, droughts, conflicts, etc.?

Direct responses to the pandemic

Finding 25. Both the distribution of THR as a response to school closures and the prioritisation of contributions to hygiene when schools reopened helped to mitigate the effects of the pandemic.

196. It is important to recognise the constraints on adaptation. The project had to operate within the context of a fixed overall budget, and work with commodity stocks already in the pipeline. Restrictions on movement, school closures and the parameters for operating safely (both in schools and more generally) were set by government. Often the short-term future was uncertain at the time decisions were made, and both government and WFP staff were constrained by restrictions on movement (e.g. for supervision and monitoring). Before schools reopened the major innovation was the large-scale use of THR to support the families of schoolchildren. After reopening, WFP collaborated with other agencies to prioritise pandemic-related hygiene (most notably in bringing forward the supply of handwashing stations).⁸¹ Both these initiatives were justified, and were part of broader efforts to mitigate the effects of the pandemic. They were strongly appreciated by all groups of stakeholders consulted by the MTE (KII and FGDs). A post-distribution monitoring survey by WFP also found that the THR had provided valuable short-term food security support to recipient households (WFP, 2022e).

Subsequent use of THR

Finding 26. Subsequent ad hoc THR distributions avoided wastage of commodities, and provided short-term food security benefits to recipients. However, they were a second-best solution when the project was unable to deliver the planned numbers of school meals.

197. A detailed account of all THR distributions (incentive-oriented and ad hoc) is provided in Annex 8, Table 32, drawing on the information available in the SAPRs. As noted there and in Annex 14, data reported against the key indicators for amounts of THR distributed and recipients of THR are not

⁸¹ The SAPR for Mar – Sept 2020 reported: "In light of the COVID-19 outbreak and to ensure health and hygiene practice in schools are implemented, WFP has developed Standard Operating Procedures (SOP) for school feeding implementation under COVID-19. WFP is working with BOEs to ensure the procurement of hand washing stations to target schools. WFP is also working with education cluster and other partners like UNICEF to mobilize additional resources to cover more schools, as the need for WASH facilities is overwhelming."

consistently recorded, nor systematically disaggregated between Regions and by sex. Accordingly, our assessment is mainly qualitative.

198. After schools reopened, the continued use of ad hoc THR distributions reflected the accumulation of commodities nearing expiry. This partly reflected inaccessibility of schools due to conflict (or in some cases natural disaster such as flooding), but was also partly due to other inefficiencies in distribution (e.g. late deliveries by the transport contractor) and utilisation of commodities for school meals (e.g. absence of key staff or cooks). THR during school closure were directed to the children and households affected by the closure, but subsequent ad hoc THR did not necessarily reach the direct victims of conflict or other disasters. It was therefore a sensible but second-best solution. The SAPR for April 2022 – Sept 2022 drew this lesson: “Flexibility over the food delivery mechanism through use of THR has contributed to avoided food losses. WFP will, however, endeavour to ensure this is avoided in situations where it has control over the prevailing factors.”

Other adaptations to crises

Finding 27. In some cases, WFP chose not to operate in areas where security issues made it very difficult to deliver food and to monitor its use. In other cases where project schools were directly affected by conflict, WFP worked with government and other agencies and the communities to restore school feeding, to help make good the effects of damage and looting, and to help staff and students recover from trauma. Such tasks stretched already limited resources.

199. Security issues were taken into account when WFP and REBs addressed targets for reducing the number of project schools over time. Thus, as noted in ¶144 above, it was agreed to discontinue the project in Arero woreda (Borana) for security reasons. The ET understands that this was also a factor in selecting schools in East Hararghe from which to withdraw at the end of FY21. Conversely, the project continued to engage with numerous schools in northern Afar that were directly affected by the northern war. The SAPRs reported:

“Afar Region has been severely affected by Tigray conflict. According to MoE’s report, about 455 schools serving 88,000 school children were affected by the war and displacement. Out of these, around 95 schools under MGD programme have been affected of which 40 were severely damaged. Most of the schools’ infrastructure was damaged, lost their school furniture including cooking utensils or the schools were used as shelters for the IDPs.” (SAPR Apr–Sept 2021)¹

“The northern conflict had affected the timely distribution of food due to the insecurity and inaccessibility of schools in some locations in the Afar region. As a result, one woreda (Megale woreda) in Zone Two, consisting of 22 schools and 5,686 children, did not receive school meals fully as the area was under the control of Tigray Forces (TF). Another four woredas under Zone Two (Erupti, Dallole, Kuneba, and Berhale) that cover 112 schools consisting of 26,741 school children have also been under the control of TF after 39 days following the delivery of food to schools. As a result, 102.77 mt of rice and 11.486 mt of vegetable oil were stolen from the schools (already previously reported to USDA). This situation has left around 32,427 school children out of school and without school meal.” (SAPR OCT 2021 – Mar 2022)

200. The ET’s fieldwork included a school that had been occupied during the war. We saw the scale of the destruction, and the degree of trauma experienced by staff, students and the community. FGDs and interviews underscored how WFP’s work to restore cooking facilities and recommence school feeding was appreciated, alongside concerted efforts by government and other agencies working with the community to repair damaged buildings, replace looted equipment, and provide psychosocial support. The project’s budgets for NFIs and other supporting facilities were already limited compared to the larger-than-expected number of participating schools, and were further strained by the effects of war.

Extent to which gender and equity implications of crises were addressed

Finding 28. By helping to address households' food needs, THR may have reduced the pressure on households to adopt negative coping mechanisms, including those with gender and equity implications.

201. The project did not track or assess the gender and equity implications of the Covid-19 pandemic, the war in northern Ethiopia and insecurity in Oromia with the view to informing programming. However, as already noted, THR helped address households' food needs. It may thus have kept them from resorting to negative coping mechanisms, including those with gender and equity implications. Nevertheless, in the absence of intentional and systematic tracking and assessment of the gender and equity implications of the pandemic (as well as the war in northern Ethiopia and insecurity in Oromia), it is difficult to know whether project adaptations have addressed the felt gender and equity needs of communities.

Community participation

Roles played by PTAs and Food Management Committees

Finding 29. Community participation and support is important everywhere but there are significant variations in its scale and scope.

EQ2.2 What was the extent of community participation in programme implementation?

202. There is a strong tradition in Ethiopia of expecting community contributions towards social and community services. Accordingly, there are significant levels of community participation and support everywhere, but also differences in the scale of community efforts and types of support. Communities provide both cash (usually including a monthly per-child fee) and in-kind contributions, including labour and local materials for the construction of school kitchens, and supplying the school with cooking pots, water and firewood for meal preparations. Students at a school in East Hararghe spoke of their struggle to get to school on time, since they first have to collect firewood and fetch three litres of water, as part of their required contributions to the SFP. In one of the Borana schools, additional classrooms, a library, and fencing were built with community contribution of more than ETB 300,000 (about USD 5,000 at the time), and according to the teachers and school administration, "*community members are doing what the government should be doing.*"⁸²

203. Based on KIIs and FGDs during fieldwork, students in Oromia pay higher monthly cash contributions than those in Afar, and there is wide acknowledgment of the burden that paying the monthly fee has placed on communities' already meagre resources.⁸³

204. PTAs and Food Management Committees (FMCs) are an integral part of the SFP and play an important role in mobilizing community support and monitoring the different aspects of the SFP, including preparation and serving of the school meal. In Oromia schools where there are school gardens (more so in Borana than East Hararghe), the PTA is also responsible for managing both the school gardening

⁸² At design stage, the value of expected community contributions to the project was estimated at USD 18 million. ("The communities will also be encouraged to make in-kind and cash contributions towards the implementation of school meals. In the previous McGovern-Dole grant, these contributions were estimated at USD 10.6 million. In this project, community contribution is estimated at USD 18 million." – see Annex 8, ¶11)

⁸³ We do not have comprehensive data on cash contributions by parents and communities, but they were happening in all the schools the MTE visited. The McGovern-Dole project design document (see ¶11 of Annex 8) notes:

• "The communities will also be encouraged to make in-kind and cash contributions towards the implementation of school meals. In the previous McGovern-Dole grant, these contributions were estimated at USD 10.6 million. In this project, community contribution is estimated at USD 18 million"

activity and the income earned from it. . PTA/FMC members spoke of their vested interest in the SFP, stating that all of them have children enrolled at the school, appreciate the provision of school meals, and understand the impact it has on children’s ability to learn. PTAs/FMCs were active in all the schools visited during fieldwork; kebele chairmen and cluster supervisors were involved as well as teachers and parents; FMCs could include student representatives.

205. In the Oromia schools the ET visited, the monthly per-child fee, which ranges from 20 to 40 ETB (about USD 0.35–0.70) goes to pay the salary of the cooks and purchase of salt (East Hararghe) and beans (Borana), while in Afar, the monthly per-child fee of about 15 ETB (about USD 0.25) pays the salary of cooks and purchase of water needed for cooking school meals. In theory, families that cannot afford to pay the monthly fee are exempted, however, schools highlighted how paying the monthly fee has become a considerable burden on the community that is hit by drought and is struggling to survive. Some students also spoke of being sent home from school when their families were unable to pay the monthly fee.

206. School staff and community representatives highlighted the significant role SFPs have played in changing communities’ attitude towards girls’ education, but acknowledged the need for continued work, including community awareness raising on early marriage and addressing the needs and challenges of adolescent girls, to close the gender gap. They also noted the role of school gender clubs (see ¶184 and Box 10 above).

Fresh foods and school gardens

Finding 30. There has been only limited success in efforts to augment the school meal with fresh food. There has been some progress in developing school gardens but their role and relevance are highly dependent on context.

207. Efforts to augment the school feeding menu with fresh foods are encouraged but not funded by USDA and therefore depend on mobilising complementary resources.⁸⁴ During fieldwork, the ET observed very different approaches to school gardens. The value of diversifying meals by adding fresh fruit or vegetables is uncontested, and school gardens are recognised as potentially being a valuable aid to teaching about cultivation and diet. In the wake of the Seqota Declaration (see Box 7 above), some schools maintain small vegetable patches on site, but in the McGovern-Dole project areas these are viable only if there is a reliable water source. In East Hararghe, government funding for the Seqota Declaration gardens has dwindled but there were encouraging signs of community groups keeping them going.

208. Oromia’s HGSP programme is based on procuring locally grown foods from small farmer cooperatives but, in addition, some PTAs have adopted “school gardens” as a way to generate income to support the school. We saw a flourishing example in Borana (after the drought had broken), where community members had allocated land some distance from the school and volunteered labour; the resulting produce was sold to support the school generally (e.g. for purchasing teaching/ learning materials), and was not earmarked for school feeding. In other cases, productive use was made of spacious school grounds, e.g. by cutting and selling grass. The context in Afar is more challenging but there is a pilot project for school gardens near the Awash river (see ¶146 above).

⁸⁴ See Annex 8, ¶26-27.

Unintended effects

Finding 31. Though not completely unintended, the positive effects of school feeding on household resilience and equity deserve to be highlighted. On the other hand, community support contributions may be a bigger burden for poorer families, and the evaluation team also identified a number of operational issues where potential negative effects should be mitigated.

EQ2.4 Have there been unintended positive or negative effects including peace and conflict situation due to targeting procurement, partnership, stakeholders' relationship, fund mobilization and grievance handling procedure?

209. Finding 16 above noted the unambiguously positive effect of the project on household resilience in food-insecure areas. This safety-net role of school feeding is acknowledged in the McGovern-Dole results framework,⁸⁵ but its main focus is on the two Strategic Objectives of improving literacy and health and dietary practices. The safety-net effect is highly equitable, since the implicit transfer is worth more to the poorest families (and is therefore all the more important for them as an incentive to send their children to school). FGDs with children also highlighted some of the intra-household equity effects of school feeding, with some children contrasting the security of their own serving at school with the competition among siblings over family meals at home (¶182 above). However, the costs of community contributions (in-kind as well as in cash) to support school feeding may disadvantage the poorest families (see ¶205 above).

210. The ET also noted several issues where school feeding may operate in ways that have potential negative effects (but ones that could be mitigated if anticipated). Thus:

- Extended serving times for meals may cut into the time available for lessons (¶141 above).
- Shortages of NFIs may disadvantage girls (¶124 above).
- Making special meal time arrangements for children with disabilities may inadvertently reinforce stigma (¶188 above).
- Despite advertised exemptions, cash levies to support schools may exclude some poor children (¶205 above), and the burden of community contributions in kind as well as in cash may disadvantage the poorest families,.

Effectiveness of M&E

211. In assessing the effectiveness of the project's M&E, we have taken account of generic guidance for assessing both the quality of the data collected and reported, and the quality of the underlying monitoring and reporting systems (UNAIDS, 2009 and FHI 360, 2021). Additional background information to support the assessment is provided in Annex 15.

EQ2.5 To what extent is the M&E functionally effective?

Finding 32. Reporting against the key indicators adopted by the project has continued to show considerable shortcomings.

212. At the time of fieldwork for the baseline report, the project was in the process of starting up, and M&E was still hampered by pandemic-related restrictions. Nevertheless, the baseline report drew attention to problems in reporting many of the McGovern-Dole key indicators adopted for the project. Weaknesses included the lack of credible baselines, inadequate disaggregation, and obsolete targets (Lister et al, 2022a, Table 10). For the MTE, the evaluation team has conducted another review of all the

⁸⁵ e.g. the guidance for MGD indicator #18 (Annex 14) gives this rationale: "school feeding programs as a social safety net provide an explicit or implicit transfer to households of the value of the food distributed."

key indicators (MGD and custom) with detailed indicator-by-indicator findings set out in Annex 14. There have been some improvements (e.g. the MTE EGRA has now provided a literacy benchmark), but many issues persist. Not least, a significant number of indicators fail to follow the USDA's *Food Assistance Indicators and Definitions* correctly (USDA, 2019b), Box 11 above has already highlighted the number of cases in which required sex-disaggregation is not being consistently reported. Table 17 below updates the baseline report's analysis of the status of data collection against each indicator. The table is based on the detailed analysis in Annex 14, and shows that action is needed by ETCO to strengthen reporting and facilitate more thorough analyses for almost all the indicators.

Table 17 Status of data collection against the chosen MGD Indicators⁸⁶

MGD#	Indicator Type	Indicator	Reporting Frequency	Credible baseline?	Data collection on track?	WFP CO action needed?
1	outcome	Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text	Baseline, Midterm, Endline			
Baseline report status		<i>There is no prospect of collecting the data required for this indicator. Mitigation: it may be possible at endline to test for the influence of school feeding on some relevant school inspection scores.</i>		NO	NO	NO
Status at MTE		<i>The MTE EGRA means there is now a benchmark in 2023, although the baseline and targets adopted at project outset were completely unrealistic (based on national data not applicable to the project areas).</i>		NO	YES	NO
2	outcome	Average student attendance rate in USDA supported classrooms/schools	Biannual			
Baseline report status		<i>Data reported so far are Region-wide, not specific to McGovern-Dole schools. The ability of the endline survey to analyse the possible effects of USDA assistance on attendance rates will depend on the availability of school-level data on attendance, disaggregated by grade, sex and year, for the schools included in the endline sample.</i>		NO	NO	YES
Status at MTE		<i>Endline assessment will rely on data from the endline sample survey. This should enable analysis over time and by sex. Comparison with non-project schools will remain problematic because of the absence of credible GoE data. Scope for ETCO to strengthen routine monitoring of attendance in project schools so as to strengthen attendance monitoring in future/other school feeding projects.</i>		NO	NO	YES
3	output	Number of teaching and learning materials provided as a result of USDA assistance	Biannual			
Baseline report status		<i>Project management and monitoring requires disaggregated records of progress in procuring and delivering items against the specific targets for different types of supplies and materials.</i>		YES (0)	PARTLY	YES
Status at MTE		<i>Quality of endline assessment will depend on improvements in the granularity of reporting against this indicator (e.g. breakdowns by type of learning material and geographically).</i>		YES (0)	PARTLY	YES
8	output	Number of educational facilities (i.e. school buildings, classrooms, improved water sources, and latrines) rehabilitated/constructed as a result of USDA assistance	Biannual			
Baseline report status		<i>Project management and monitoring requires granular records that are disaggregated both by geographical area and by the different types of infrastructure and infrastructure improvements, that the McGovern-Dole programme has planned to deliver</i>		YES (0)	PARTLY	YES
Status at MTE		<i>Quality of endline assessment will depend on improvements in the granularity of reporting against this indicator (e.g. breakdowns by type of facility and geographically).</i>		YES (0)	PARTLY	YES

⁸⁶ Some of the global series of MGD indicators are not used by this project, which accounts for the gaps in the sequence of numbers.

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MGD#	Indicator Type	Indicator	Reporting Frequency	Credible baseline?	Data collection on track?	WFP CO action needed?
9	outcome	Number of students enrolled in schools receiving USDA assistance	Annual			
Baseline report status		<i>Action needed to ensure definitive lists of McGovern-Dole schools, woreda and school-level breakdown, disaggregation by sex, and a record of Grade 0 enrolment</i>		NO	NO	YES
Status at MTE		<i>Project now has better records of participating schools; needs to maintain their quality as basis for selection of endline sample and for aggregate analysis at endline.</i>		NO	YES	YES
10	output & outcome	Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance	Annual			
Baseline report status		<i>Continual monitoring of effectiveness of national school feeding strategy will be needed.</i>		YES	YES	NO
Status at MTE		<i>Reporting so far has not correctly followed MGD guidelines (as noted in Annex 14, "to respond coherently to the MGD indicator specifications, the different documents should be listed separately in the first column, and the annual reports should indicate which stage each document has reached at the end of the reporting period."). This should be retrospectively corrected by ETCO.</i>		NO	PARTLY	YES
13	output	Number of Parent-Teacher Associations (PTAs) or similar "school" governance structures supported as a result of USDA assistance	Biannual			
Baseline report status		<i>Provenance of data so far is not clear, and disaggregation will be required for the data to be useful.</i>		NO	PARTLY	YES
Status at MTE		<i>Definitions that have been used in reporting this indicator need to be clarified (see Annex 14) and consistent figures presented by ETCO.</i>		NO	PARTLY	YES
14	output	Quantity of take-home rations provided (in metric tons) as a result of USDA assistance	Biannual			
Baseline report status		<i>THR distribution so far has been ad hoc.</i>		N/A	YES	NO
Status at MTE		<i>Good data on total quantities of THR are available, but its use has been more significant and more ad hoc than anticipated. Analysis of efficiency and results of THR distributions will require more granular compilations from ETCO records than have been compiled so far. This needs action by ETCO ahead of the final evaluation.</i>		N/A	PARTLY	YES
15	output	Number of individuals receiving take-home rations as a result of USDA assistance	Biannual			
Baseline report status		<i>Number of recipients has been inflated by ad hoc distributions. Future monitoring needs to report separately on the G5 and G6 students receiving THR as an attendance incentive.</i>		N/A	YES	YES
Status at MTE		<i>As for Indicator #14, analysis of THR distributions will require more granular compilations from ETCO records than have been compiled so far. This needs action by ETCO ahead of the final evaluation.</i>		N/A	PARTLY	YES
16	output	Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance	Biannual			
Baseline report status		<i>Evaluation will depend on the maintenance of disaggregated records of school feeding days and children participating. Targets need to be adjusted on account of delayed start.</i>		YES	YES	YES
Status at MTE		<i>ETCO will need to provide the endline evaluation with more disaggregated data on numbers of school feeding days (by dates and geographical locations) to support analysis of reasons for shortfalls against this indicator.</i>		YES	YES	YES
17	output	Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance	Biannual			
Baseline report status		<i>WFP should maintain records of children fed by grade or at least by pre-primary (Grade 0), lower primary (G1-G4) and upper primary (G5-G8).</i>		YES	YES	YES

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MGD#	Indicator Type	Indicator	Reporting Frequency	Credible baseline?	Data collection on track?	WFP CO action needed?
Status at MTE		<i>As noted at baseline, more disaggregated data could improve the quality of endline analysis. MGD specifies disaggregation by sex and by grade level but this is not being provided.</i>		YES	YES	YES
18	output	Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance <i>[This indicator is reflective of all social assistance beneficiaries, which will be equal to the children receiving school meals as well as those receiving take home rations.]</i>	Annual			
Baseline report status		<i>WFP should have made an annual report of student recipients plus household members of students receiving THR against this indicator.</i>		N/A	YES	YES
Status at MTE		<i>Definitions used in reporting have not been consistent over time.</i>		N/A	PARTLY	YES
19	outcome	Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance	Annual			
Baseline report status		<i>Activity not started; should reflect KAPS findings.</i>		YES (0)	NO	YES
Status at MTE		<i>This indicator was excluded from the scope of the MTE.</i>		YES (0)	NO	YES
20	outcome	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	Annual			
Baseline report status		<i>Like #19, data are expected to be collected by an annual survey, but the ET has no information about this survey or who will conduct it.</i>		YES (0)	NO	YES
Status at MTE		<i>This indicator was excluded from the scope of the MTE.</i>		YES (0)	NO	YES
22	output	Number of individuals trained in safe food preparation and storage as a result of USDA assistance	Biannual			
Baseline report status		<i>Targets need revision because of large increase in participating schools.</i>		NO	YES	YES
Status at MTE		<i>MTE analysis suggests that quality of data reported is weak (see Annex 14)..</i>		NO	PARTLY	YES
23	output	Number of individuals trained in child health and nutrition as a result of USDA assistance	Biannual			
Baseline report status		<i>Activity not yet started.</i>		YES (0)	NO	YES
Status at MTE		<i>MTE analysis suggests that quality of data reported is weak (see Annex 14)..</i>				
27	output	Number of schools using an improved water source	Biannual			
Baseline report status		<i>Baseline survey has good sample data, but annual administrative records should augment this.</i>		YES	PARTLY	YES
Status at MTE		<i>MTE notes inconsistencies between successive annual figures reported.(see Annex 14).</i>		YES	PARTLY	YES
30	output	Number of individuals participating in USDA food security programs <i>[Defined as direct beneficiaries, i.e., for this program, recipients of school meals and beneficiaries from trainings.]</i>	Annual			
Baseline report status		OK.		YES (0)	YES	NO
Status at MTE		<i>MTE notes year-to-year inconsistencies in the way this indicator is defined (see Annex 14).</i>		YES (0)	PARTLY	YES
31	output	Number of individuals benefiting indirectly from USDA-funded interventions	Annual			
Baseline report status		<i>In the first year's figures, beneficiaries are much higher than planned because of ad hoc THR distributions.</i>		YES (0)	YES	NO
Status at MTE		<i>[MTE notes that it is not clear whether MGD indicator definition has been correctly followed (see Annex 14).</i>		YES (0)	PARTLY	YES

MGD#	Indicator Type	Indicator	Reporting Frequency	Credible baseline?	Data collection on track?	WFP CO action needed?
32	output	Number of schools reached as a result of USDA assistance	Biannual			
Baseline report status		<i>The number of participating schools (815 reported in September 2021) is far above the planned baseline (450). This may be partly explained by small size of schools in Afar but in both Afar and Oromia, contrary to expectations at design stage, almost all schools in each participating woreda have been included in the school feeding programme. Targets need to be reformulated, linked to an agreed procedure for selecting the schools to be transferred out of the McGovern-Dole programme as it tapers down.</i>		NO	PARTLY	YES
Status at MTE		<i>There are inconsistencies between annual and LoP targets.</i>		NO	PARTLY	YES

213. The *Performance Monitoring Plan* (PMP – WFP, 2019b) is supposed to spell out in detail the specifications of the project’s key indicators and how data will be collected, linked to baseline values and annual targets for each one. Although the revised project agreement between USDA and WFP (USDA & WFP, 2023a and USDA & WFP, 2023b) included adjustments to targets, the PMP itself has not been updated.

Finding 33. During implementation of the project, WFP has taken important steps to strengthen its monitoring of school feeding programmes in Ethiopia, but significant challenges remain.

214. Since the McGovern-Dole project was first designed, WFP has taken important steps to strengthen its monitoring and reporting. As elaborated in Annex 15, a new Monitoring Standard Operating Procedure (SOP) was issued by ETCO in October 2020 (WFP, 2020f). This clarified standards and responsibilities for outcome and process monitoring, and mandated the use of tablets for data collection, to support the Mobile Operational Data Acquisition (MODA) system which links electronic data capture to automated reporting. It envisaged capacity enhancement for SO staff to enable them to use MODA for analysis and reporting. The SOP also envisaged that, for school feeding and other WFP activities, the monitoring should include capacity development activities to support REBs and related government departments.

215. A school-feeding specific monitoring SOP was issued in August 2022 (WFP, 2022b). It is too recent to have guided much of the reporting for the ongoing McGovern-Dole project, but it takes account of USDA-specific reporting requirements as well as the general reporting requirements for all WFP school based programmes. It includes detailed guidance on the monitoring and reporting expected from WFP staff and cooperating partners (CPs – usually government), and is accompanied by detailed monitoring checklists and reporting templates. The process monitoring checklist for school feeding programmes was updated in February 2023 (WFP, 2023c). The school feeding outcome survey undertaken in 2023 (Abebe, 2023) was intended as a prototype for an annual exercise envisaged in the SOP.

216. There have also been steps towards strengthening the M&E staffing responsible for monitoring the McGovern-Dole project, with efforts to align the staff available at SOs with the scale of their monitoring responsibilities (cf. WFP, undated-j). Staff have been augmented both by direct hire and by the use of third party monitoring (TPM), with TPM staff expected to follow the same procedures and formats as WFP field monitoring assistants (FMAs). TPM for school feeding began in both Afar and Oromia in September 2023. TPM staff are required to visit all schools within their coverage on a quarterly basis. Monitoring coverage in some woredas/regions is higher based on access. Access can be impacted by fluctuations in conflict as well as deterioration of roads due to flood, etc. WFP has prioritized TPM coverage to be in woredas that are more challenging to access, to support improved monitoring coverage there.

217. The observations which follow are based on document review, interviews and school-level observation during fieldwork and are linked to key dimensions for assessment of M&E systems:

- **Alignment with national M&E systems.** There is close collaboration between WFP monitors and their government counterparts. Where possible, WFP seeks to draw data from government systems such as EMIS, and it works closely with WEOs and ZEOs, both in specifying data requirements and, whenever possible arranging joint monitoring visits to schools. Such close collaboration is intended to help strengthen government capacity, but also to enable issues that arise during school visits to be resolved on the spot as much as possible. Nevertheless there is a tension between, on the one hand, WFP's need to ensure rapid aggregation and analysis of data, to support accountability to donors and beneficiaries alike, and, on the other hand, the slower pace of aggregation of reporting from woreda to zone to REB, that is exacerbated when reporting is paper-based.
- **Electronic data gathering.** The adoption of MODA is a major advance (though not yet fully exploited for analysis, see below). At a less formal level, school principals, school feeding focal persons in government, and SO staff all highlighted the value of group chats on Facebook or Telegram as an efficient and innovative way of sharing information and experiences.
- **Documentation of M&E systems.** The SOPs and their associated checklists and formats are very valuable, although not yet fully embedded in use. However, the ET's review of MGD indicators (Annex 14) highlights that the methodological specifications of many of the indicators to be reported are not yet sufficiently detailed and robust. A reformulated Performance Monitoring Plan could have addressed this by responding to the detailed critique provided in the baseline report (see Annex 15, ¶13-14; see also Table 17 above).
- **Data quality assurance.** The ET did not see evidence of a systematic data quality assurance process. Good practice requires such assessment of data against the standards of validity, integrity, precision, reliability and timeliness. The review of indicators in Annex 14 finds many shortfalls against these standards (see for example the critique of MGD indicator #2, on attendance).
- **Human resources and capacity building.** WFP has assigned more personnel to M&E (see ¶216 above) but FMAs are still stretched, Human and financial resources for their government counterparts appear even more of an issue. Government appears to have assigned able staff to the school feeding focal person roles at various levels (indicating the importance attached to the McGovern-Dole project) but they are handicapped by lack of supporting budget (e.g. for travel to schools). Interviewees highlighted the need for more, and more systematic, training linked to the enhanced M&E systems propagated by the updated SOPs.
- **Analysis and use of data for learning.** The ET saw some good examples of summary analytical reports prepared at SO level⁸⁷ but our impression (KIs) is that the primary concern is to report data upwards, and that analysis of data by those who collect it (envisaged as a potential benefit of the MODA system) is in its early stages. Annual meetings with Federal and Regional partners are valuable in addressing issues that emerge during implementation and coordinating WFP and government follow-up.

Finding 34. The sequence of baseline, mid-term and endline evaluations set out in the agreed Evaluation Plan has been followed, but there have been some delays in commencing and in finalising evaluations. Follow-up of M&E recommendations from the Baseline Evaluation Report has been limited.

218. The closure of schools and restrictions on movement caused by the Covid-19 pandemic led to an unavoidable delay in the implementation of the baseline stage of the baseline-endline evaluation. Although the McGovern-Dole project was due to commence early in 2020, contracting of the independent evaluation team was not completed until September 2020 when a virtual inception mission was held, and the survey was eventually conducted in March/April 2021 (as soon as the re-opening of schools allowed). It

⁸⁷ See: *Monitoring highlights: School Feeding Programme (SFP) in Afar region* (WFP, 2022d), and *Borena Zone MGD SBP 2nd-Year First Semester Monitoring Report* (WFP, undated-k). No similar report for East Hararghe was found.

was not possible to include an EGRA component at that stage,⁸⁸ but the baseline survey did include a KAPS module which was prepared and then analysed by ETCO.

219. There was a substantial interval between submission of the final Baseline Evaluation Report (dated 1 March 2022) and its approval by USDA (in May 2023, see Table 1 in Section 1.3 above), but the report's findings were discussed between USDA and WFP in mid-2022 (see USDA & WFP, 2022). Although the report included recommendations about both monitoring and evaluation, the MTE found only limited evidence of practical follow-up. The various improvements to monitoring noted under Finding 33 above, have not included an update to the PMP or the Evaluation Plan although this was envisaged in the discussions between USDA and WFP (USDA & WFP, 2022).

220. According to its original TOR (WFP, 2023a, dated 17 March 2023) the MTE was intended to be completed by September 2023, after commencement in May 2023. However, contracting was not completed until late September. Through collaboration between ETCO and the evaluation team an accelerated inception process was followed which enabled fieldwork, including the EGRA survey, to take place before the December holiday period. The current expectation is that the quantitative survey for the final evaluation should take place in November/December 2024, It is important to meet this target, so that the final evaluation findings can influence the design of any successor projects. As already noted in the Baseline Evaluation Report⁸⁹ the required budget for the final evaluation will exceed that for the baseline, not only because of inflation but because of its wider scope and the additional KAPS element to be included; the EGRA component in the final school survey will be a further addition.

2.3 EVALUATION QUESTION 3 – EFFICIENCY

Key Question 3: To what extent has the programme been implemented efficiently?

Timeliness

Finding 35. The pandemic-related school closures that delayed the commencement of school feeding under the project were clearly beyond the control of the project's managers. Beneficiaries and other stakeholders generally considered that the project did well in beginning school feeding when this was allowed, and in distributing THR in the meantime.

EQ3.1 To what extent has implementation been timely?

221. The project's response to the pandemic and other crises has been considered under EQ2.3 (¶196-201 above). The initial delay to the commencement of school feeding was due to factors that could not have been anticipated, and helpful adjustments were made to avoid compounding the delay (Finding 4 above). The use of THR when in-school feeding was not possible was an important mitigation (Finding 25). As indicated the discussion of implementation in section 1.3 above, most of the complementary activities of the project understandably experienced delays; a notable exception was the acceleration of handwashing stations during the pandemic (see ¶196 above).

⁸⁸ At the time the baseline survey was commissioned, no EGRA had been conducted using the Afar language and it was beyond the scope of the baseline survey to develop the required instruments. The first national EGRA that included Afar Af was conducted in 2021, and the MTR was able to adapt the instruments it had developed.

⁸⁹ Lister et al, 2022a, see Lesson 4 and ¶300.

Finding 36. Subsequent use of THR was partly a reflection of late deliveries to schools leading to a loss of school feeding days, and resulting in unused stocks at the end of a semester. There is strong support for transfer of responsibility for delivery to schools from REBs to WFP, which is expected to improve timeliness.

222. Post-pandemic use of THR was an indicator of further shortfalls against the targets for delivery of school meals (see Finding 7 and ¶131-134 above). Some shortfalls were due to the inaccessibility of schools on account of conflict or natural disaster, but it is clear from the MTE field observations and KIs, that accessible schools also experienced delays in commodity deliveries and therefore could not always commence the school meal service at the beginning of a semester. This helps to explain the residual stocks at the end of a semester, which then might be distributed as THR to avoid wastage. It is regrettable that the poor quality of monitoring data on THR distributions (see ¶197 above) must have made it harder to project management to pinpoint and to address the underlying inefficiencies.

223. REBs, especially in Afar, experienced difficulties in contracting transport to move food from WFP depots to the schools. The northern war exacerbated a shortage of contractors, and the government procurement process also caused delays. The decision in 2023 to give WFP responsibilities was related to assurance issues rather than inefficiency (¶122 above), but was strongly welcomed by all the Ethiopian stakeholders consulted for the MTE, who expected much more timely deliveries to result.

Efficient use of resources

Finding 37. The project has taken steps to minimise wastage, and in some cases avoided areas where security issues could have introduced added costs.

EQ3.2 To what extent have resources been used efficiently in terms of cost?

224. Although sometimes a second-best solution, the use of THR has provided benefits and avoided wastage (Finding 25 and Finding 26). Pragmatic adjustments to the menu also helped to avoid wastage (Finding 11). As noted in ¶199 above, withdrawal from Arero woreda enabled the project to focus on areas where delivery of school meals was more straightforward.

Finding 38. As well as improving timeliness (see Finding 36), delivery by WFP is likely to reduce costs and therefore improve the overall efficiency of the project.

225. The ET requested the food transfer cost (FTC) comparison shown in Table 18 below, which indicates that WFP expects to deliver at a lower unit cost than the experience of government-contracted transport. Thus, an efficiency gain should be accompanied by a cost saving.

Table 18 Comparative Food Transfer Costs (WFP vs. Government)

Transporter / Region	Origin	FTC cost (USD/MT)
Summary		
Government (Afar)	Average all depots	64.90
Government (Oromia)		71.50
WFP	Average, both regions	52.29

Transporter / Region	Origin	FTC cost (USD/MT)
WFP details		
Afar	Adama	53.00
	Kombolcha	52.00
	Mekele	57.00
	Semera	30.00
Oromia		
Borana	Adama	84.00
East Hararghe	Dire Dawa	34.00

Source: ETCO, January 2024

2.4 EVALUATION QUESTION 4 – SUSTAINABILITY

Key Question 4: Does the programme have an exit strategy towards a nationally owned school feeding programme?

226. We have taken this question further to consider the prospects for sustainability in the medium and long term. We consider the community role (EQ4.2) before turning to the overall exit strategy (EQ4.1).

Community participation for sustainability

Finding 39. As noted under Finding 29, there is substantial community support for schools, structured through PTAs/FMCs. However, community resources are limited and communities remain reliant on external support.

EQ4.2 Has the programme ensured community participation for sustaining school feeding and education activities and results?

227. As discussed under Finding 29 above, school governance structures are well established and are actively engaged in monitoring and supporting the SFP, as well as supporting educational activities. Communities understand the importance of their engagement in and contribution to the feeding project but admit their challenges in mobilising local resources. The MTE fieldwork (KILs and FGDs) noted strong engagement of kebele officials and the community in supporting schools, but found that PTAs were quite realistic about the limited capacity of government agencies to assist.

228. Supported by the investment the project has made in establishing school governance structures, community representatives are actively engaged not only in monitoring and supporting the various aspects of school feeding, but also the overall teaching-learning process (e.g. by raising funds for purchase of learning materials). And while the scale and types of support differ, the SFP depends on significant levels of community participation and support for its day-to-day operations.

229. While communities fully understand the importance of their engagement in and contribution to the feeding programme, most are struggling to meet the contributions required of them, since their livelihoods have been severely impacted by recurrent droughts, local conflicts, and to some extent, the more recent war in Ethiopia. Given the precarious situation in the project areas, communities count on the school meals to nourish and sustain their children, but also acknowledge the burden the monthly contributions have placed on their already meagre resources.

Progress towards national ownership of school feeding

Finding 40. There has been significant progress, both in developing national school feeding strategy and in rolling out national school feeding programmes (especially in Oromia). However, high quality school feeding programmes in pastoralist areas continue to depend on external support.

EQ4.1 To what extent has the programme followed a strategy of transition to national ownership of school feeding?

230. The McGovern-Dole project had an explicit exit strategy from the outset, involving a phased transfer of school feeding responsibilities from McGovern-Dole to government. This was reflected in the targets for handing over some schools to the government school feeding programmes each year, as well as the capacity strengthening elements of the project.

231. Progress in handover was reviewed earlier (see Finding 13 above and ¶144-148), where we noted the gap in standards between McGovern-Dole school feeding and the alternative government programmes (with the latter unable to cover more than a fraction of potential school feeding days).

232. The review of progress in capacity development (Finding 20 and ¶172-176) noted that Government has reinforced its strategic commitment to school feeding, but that financial constraints and preoccupation with other crises have constrained progress. The efficiency improvements resulting from the WFP takeover of food delivery to schools (Finding 38 above) indicate some of the limits to government capacity at regional level.

233. Original expectations of handover to government school feeding systems have become increasingly unrealistic in the wake of subsequent crises (war, drought etc) and their effect on government resources. It was always optimistic to expect that the McGovern-Dole project could be fully transferred within the project time-frame, and contextual developments have made it even harder for the regional governments to provide continuity on a similar scale.

3. CONCLUSIONS AND RECOMMENDATIONS

3.1 CONCLUSIONS

Overall conclusion

234. In a challenging overall context, school feeding provided a critical and significant safety net for children and their families, and in particular for girls. Significant efficiency and effectiveness gains can be derived from qualitatively strengthening school feeding delivery, with consistent attention to school meal preparation, monitoring, and support, and recognizing that transition support will – in this particular context – be a long term endeavour.

Relevance and adaptation

Conclusion 1. The project remains highly relevant in terms of its objectives and its targeting. Unfavourable changes in context increased the food security challenges in the target areas, and also made implementation more difficult, but adaptations to address crises were appropriate. There is scope to improve efficiency and effectiveness in implementation.

235. The baseline evaluation found that the targeting of the project on food-insecure populations in pastoral areas was highly relevant, and this was confirmed by the MTE (Finding 1). The project remains well aligned with the policies of government and other donors (Finding 3). Its premise that school feeding is a strong incentive and support for student participation and educational performance is supported

(Finding 2, Finding 18, Finding 19). Changes in context (the pandemic, war and other security issues, drought and other natural disasters) increased its value to the direct beneficiaries and their households. The project adapted well to changes in context, both in design (Finding 4) and in implementation (Finding 25, Finding 26, and Finding 27), but there is scope to strengthen efficiency and effectiveness in implementation (Finding 36, Finding 38). The menu was appropriate but there was limited progress towards diversifying it with fresh foods (Finding 11, Finding 30).

Effectiveness and efficiency of implementation

Conclusion 2. The project broadly achieved its beneficiary and school coverage targets but has fallen significantly short of its targets for delivering school meals. Use of THR during the pandemic was an appropriate response, but subsequent THR distributions partly reflected inefficiencies in deliveries, and were a second-best solution to avoid food wastage. The change in transport arrangements is expected to lead to stronger performance in school meal delivery for the remainder of the project.

236. The project covered the envisaged districts, although the number of schools involved was higher than anticipated. The number of immediate beneficiaries (children enrolled in participating schools) was close to target, but they received less than half the number of school meals planned (Finding 7, Finding 8). Extensive ad hoc use of THRs increased the number of direct household beneficiaries, but even without THR schoolchildren's households benefited indirectly (Finding 10).

237. The largest single factor in failure to meet the target for number of school meals served was the disruption, including school closures, caused by the pandemic. The use of THR in this context was a highly appropriate response (Finding 25, Finding 35). Subsequent ad hoc use of THR partly reflected inaccessibility of some schools, but was also due to inefficiencies in the timely delivery of commodities to accessible schools, and as such represented a second-best solution (Finding 26, Finding 36, Finding 37).

238. WFP's takeover of responsibility for transporting food to schools is likely to increase efficiency (timeliness of delivery) and also save costs (Finding 36 and Finding 38).

Conclusion 3. The project continues to address a variety of operational challenges at school level, which sometimes risk unintended negative effects.

239. Challenges to the quality of the project at school level include: wide variations in the quality of cooking and dining facilities and shortages of NFIs (Finding 12) and difficulties in ensuring adequate hygiene in the face of water scarcity (Finding 14). The MTE identified several issues where school feeding may operate in ways that have potential negative effects (but ones that could be mitigated if anticipated). Thus: extended serving times for meals may cut into the time available for lessons; shortages of NFIs may disadvantage girls; making special mealtime arrangements for children with disabilities may inadvertently reinforce stigma; and, despite advertised exemptions, cash levies to support schools may exclude some poor children. (Finding 31)

Progress towards results

Conclusion 4. The project is clearly delivering benefits in terms of food security for children and their families. The achievement of other results has been constrained by the relatively short time frame of the project, and the MTE has not been able to quantify educational and health outcomes. However, there is evidence that the results logic of the project is valid.

240. On food security, the project has made a substantial contribution to household resilience in food insecure areas during a period of exceptional stresses. The safety-net role of school feeding is enhanced in vulnerable contexts; school meals are treated as part of a household's overall food security strategy,

and the value of the income-transfer that the school feeding programme entails is substantial, especially for the poorest households (Finding 16, Finding 28, Finding 31).

241. On educational results: a robust assessment of the project's educational results will depend on the endline survey. However, the MTE EGRA confirms concerns about literacy performance. As yet, the MTE EGRA results only provide a baseline, but they do confirm low levels of literacy in early grades (especially in Afar) and identify various factors correlated with literacy performance that may be further investigated at endline (Finding 17 and the summary of EGRA findings in ¶158-Box 8).

242. There is consistent qualitative evidence that the project has provided a strong incentive for enrolment and attendance, including for girls, but time series data that are robust enough to allow quantitative inferences about the project's influence on enrolment, attendance or attentiveness are not available. However, comparing the endline survey with the baseline data will allow an assessment in due course (Finding 18, Finding 19).

243. Health and nutrition results were excluded from the MTE scope but the MTE noted that nutrition screening within the McGovern-Dole school feeding project is an appropriate initiative that could be strengthened (Finding 15).

The outlook for sustainability

Conclusion 5. Capacity development, community support and sustainability are interlinked. Capacity development is integral to the project design, and both the Government and local communities have shown strong commitment to school feeding. However, handovers from the project to Government have been limited, and it will be many years before Ethiopia is able to sustain a high-quality school feeding programme in pastoralist areas without external support.

244. The project has supported the Government's growing commitment to school feeding, and HGSF strategies at regional level, but progress has been constrained by financial pressures in the face of other emergencies (Finding 20). Handovers so far have been limited and have highlighted the gap between the McGovern-Dole project's levels of provision and the much more limited service the government school feeding schemes provide (Finding 13). Communities are actively engaged in supporting schools and school feeding in particular. This demonstrates the value they attach to the project, but community resources are limited and could not sustain the school meals service without external support (Finding 29, Finding 39). It was always optimistic to expect a seamless handover to Government provision at the end of the current phase of the project, and the crises Ethiopia has faced during project implementation have made this even less practical (Finding 40). The efficiency improvements resulting from the WFP takeover of food delivery to schools (Finding 38 above) indicate some of the limits to government capacity at regional level.

Gender and equity issues

Conclusion 6. School feeding programmes are having a positive influence on girls' education in pastoral communities, but serious inequities persist, and these are being exacerbated by pandemic and conflict related crises. Gender analysis has been strengthened but sex-disaggregated data is inadequate.

245. School feeding is credited by many in project areas for its role in changing community attitudes to girls' education, in a context where girls have traditionally been disadvantaged by the gender roles assigned to them (Finding 21, Finding 2). Nevertheless, the GPI has not improved overall during project implementation and social and economic pressures continue to fuel child marriage (Finding 9, Finding 21). Progress towards inclusive education is limited (Finding 22). There has been valuable analytical work that may inform future programmes (Finding 5) but sex-disaggregated data are only patchily available (Finding 23). Other cross-cutting issues are reflected in implementation (Finding 6, Finding 24).

Monitoring, evaluation and learning

Conclusion 7. WFP has taken important steps to strengthen its monitoring of school feeding programmes in Ethiopia, but significant challenges remain. The quality of data remains an issue in many areas, and there is scope for more systematic learning from M&E.

246. Since the McGovern-Dole project was designed, WFP has taken important steps to strengthen its monitoring and reporting. These include strengthened M&E staffing, a shift to electronic data gathering and the better articulation of responsibilities and procedures for both WFP and its cooperating partners. (Finding 33) However, the MTE review of data quality in monitoring the project's key indicators shows that these improvements need to be reinforced with more detailed guidance. The MTE identifies many specific areas for data improvement (Finding 32, Finding 17, Finding 18, Finding 19, Finding 23) and highlights the scope for more systematic analysis and use of data (Finding 33). There have been some issues with the timeliness of project evaluations (Finding 34).

Validity of theory of change and its assumptions

Conclusion 8. The basic logic of the theory of change is sound, but many of its underlying assumptions were optimistic at design stage and have been made more unrealistic by subsequent events.

247. The assumption that school feeding can be an incentive for enrolment and attendance at primary school which is also likely to strengthen students' educational performance is valid, based not only on international experience but on the baseline study findings for the project areas (Finding 2). But the effectiveness and sustainability of a school feeding programme depends on many contingent factors, as reflected in Table 19 below. The table's first column presents the ToC assumptions, the second column shows the ET's comments in the baseline evaluation report, while the final column shows up-to-date reflections that draw directly on the findings of this MTE.

Table 19 Theory of change - comments on the main assumptions

Theory of Change Assumption	Mokoro interim comments (Baseline Report)	MTE reflections
General		
1. Absence of natural or other shocks that disrupt the education system and prevent school feeding being delivered as planned	The initial period of the McGovern-Dole programme has been hugely affected by the Covid-19 pandemic and resulting school closures across the whole project area. There has been additional disruption in many schools due to conflict-related insecurity, which has also exacerbated a difficult environment for logistics.	Although the pandemic stage of Covid-19 has passed. Internal conflicts and adverse weather events have been hugely disruptive to the delivery of school feeding as planned by the project, and have undermined its strategy for sustainability. (Finding 20, Finding 40) Even if human conflicts subside, climate related stresses are likely to persist
Inputs to Activities'		
2. McGovern-Dole food will be delivered in a timely manner and in the required quantities, along with agreed cash support.	Some delay in initiating the project agreement, but subsequent deliveries by McGovern-Dole have been timely; however there have been subsequent delays in delivering food (and in some cases related NFIs), so that especially in Afar, the commencement of school feeding was delayed beyond the general reopening of schools.	Deliveries by USDA to Ethiopia have been sustained, but the shocks already noted have continued to disrupt in-country implementation of the project, by obstructing and delaying the delivery of school meals to many schools and leading to an unplanned reduction in school meals served and an increase in THR. (Finding 7, Finding 8)

Theory of Change Assumption	Mokoro interim comments (Baseline Report)	MTE reflections
3. Federal and regional governments allocate sufficient funds and human resources to the school meals programme.	The Federal Government has continued to show significant commitment to school feeding but the effects of Covid-19 and various conflicts are such that the strains on financial and human resources are substantially greater than anticipated during project design. At Region level, known capacity constraints, especially in Afar Region, have been exacerbated, and were manifested during baseline fieldwork e.g. by problems in reporting as well as in shortfalls in provision of complementary inputs such as salt.	National funding and other support for the school meals programme continue to be heavily constrained by other demands on national resources, exacerbated by the shocks Ethiopia has experienced during the project's implementation period. (Finding 20)
4. Communities are able to contribute to the programme in spite of stresses they may be experiencing.	We have noted that the extent of community contribution appears historically to be stronger in Oromia than Afar. The effects of the extraordinary stresses of the pandemic and recent conflicts need to be kept under review.	The extent of community contributions at school level provides evidence of the high value communities attach to school feeding, but they are inevitably constrained by the stresses communities are experiencing. (Finding 29, Finding 39)
5. Federal and regional governments provide adequate resources and efforts for complementary programmes (especially SHN and agriculture)	Both these complementary programmes (SHN and agriculture) have been delayed.	Federal and regional contributions in these areas are significant but severely constrained by circumstances. SHN and agriculture components of the project are behind schedule.
6. Availability of complementary initiatives (for literacy, SHN, HGSF) supported by development partners.	This assumption will need to be reviewed as and when the programme's initiatives on literacy, SHN and HGSF gather pace.	Complementary initiatives on SHN and HGSF in particular are being taken forward, but remain severely constrained in scope.
Activities to Outputs		
7. Food served regularly and in required quantities	The delayed commencement of school feeding makes it too soon to assess the regularity that may be achieved.	Deliveries of school meals (in contrast to THR) have fallen short of targets. (Finding 7)
8. Take Home Rations effectively targeted and delivered.	For reasons explained in the report, <i>targeted</i> THR were not systematically implemented during the period of the baseline study.	Most THR have been ad hoc, and a means of avoiding waste when schools meals targets have not been met. (Finding 26)
Outputs to Outcomes		
9. Complementary (non-McGovern-Dole/WFP) outputs to support delivery of literacy programme	awaited	Not reviewed in detail by the MTE.
10. Complementary (non-McGovern-Dole/WFP) outputs to support school nutrition and health programmes	awaited	<i>Outside the scope of the MTE.</i>

Theory of Change Assumption	Mokoro interim comments (Baseline Report)	MTE reflections
11. Sufficient continuity and commitment (by all parties) for capacity strengthening efforts to be effective	Remains to be seen. Although there has been encouraging progress at federal level (adoption of the school feeding policy and strategy), the present internal conflict, now with an associated state of emergency, is casting a shadow over future prospects.	Evidence of continuing, and increased, national commitment to strengthening of school feeding, but the resource outlook has worsened. (Finding 20, Finding 40)
12. WFP efforts feed into broader HGSF efforts	Likely still to hold; government displays continuing commitment to school feeding and HGSF in particular; more certain in Oromia than Afar, but potentially constrained by direct and indirect effects of conflict.	Baseline judgement is still valid. (Finding 3, Finding 20, Finding 40)
13. School feeding incentive strong enough to outweigh other factors (safety net)	Interim evidence strongly supports the view that school feeding plays a significant role as a safety net for households experiencing food insecurity.	Incentives provided by school feeding and THR are substantial but not always decisive. (Finding 21, Finding 22)
14. School feeding and THR incentive not outweighed by other factors (girls' enrolment)	Some interim evidence that incentives for early marriage may outweigh THR and SF incentives, which should be seen as contributing to broader education and gender strategies.	Strong contention by fieldwork interviewees that attitudes to girls' education have changed substantially, influenced by earlier rounds of school feeding. But traditional attitudes to women's roles and early marriage are still powerful, and GPI has not improved. (Finding 21, Finding 9)
Outcomes to Impact		
15. Quality of broader education system is sufficient to enable literacy efforts to be effective	Questionable, to be kept under review.	MTE EGRA results have reinforced concerns about the current poor quality of primary education. (Finding 17)
16. Improved nutrition and health practices spread beyond school into community	Not yet testable, as this component not yet in operation.	<i>This issue was excluded from the scope of the MTE.</i>
17. Government continues to prioritise school feeding despite other calls on resources	Some interim evidence that government continues to prioritise SF, despite unanticipated calls on resources.	Other calls on resources, in the wake of civil war and other setbacks have increased. (Finding 20, Finding 40)

3.2 RECOMMENDATIONS

248. The project is more than halfway through implementation, and mid-term recommendations therefore have to be very practical. The MTE recommendations in Table 20 are focused on three main areas:

- Operational priorities for the remainder of the project.
- Lessons on design that can be factored into other school feeding projects as well as any successor to the current project.
- Strengthening of monitoring and evaluation.

Table 20 Recommendations

#	Recommendation	level/nature	Responsibility	Other contributing entities	Priority	By when
1.	For the remainder of the project WFP and partners should focus on maximising the efficiency of the delivery of school meals and preparing for a smooth transition to successor programmes. This should involve;					
	a. Taking advantage of the WFP role in delivery to ensure that school feeding days are maximised and avoid the need for ad hoc THR.	Operational	WFP and REBs		High	Immediate
	b. Continue efforts to resolve the shortage of NFIs,.	Operational	WFP	REBs	High	Ongoing
	c. Address other factors that may also disadvantage girls (e.g. by ensuring that boys are not always served first when children eat separately, avoiding gender stereotypes in the assignment of roles for helping with school feeding).	Operational	WFP	REBs	High	Ongoing
	d. Strengthen the roll-out of nutrition screening in schools (if such screening remains age-relevant for children in Year 0). ⁹⁰	Operational	WFP and REBs	Partners in the health and nutrition sector	High	Immediate
e. Continue to seek partnerships that can provide additional support for the final year of the project and help to avoid a “cliff-edge” termination when USDA commodities have been fully utilised.	Operational and strategic	WFP	Federal government	High	Ongoing	

⁹⁰ At the validation workshop which discussed a draft of this report on 12 April 2024, a recent directive by the Ministry of Education was mentioned, which provides that school children should only enrol in pre-primary school from the age of five and primary school at the age of seven. If implemented by the regions, this would undermine the logic of in-school screening, since Year 0 children would already be aged out of the malnutrition services that that the screening service is intended to refer them to. The wording of this recommendation has been adjusted accordingly.

#	Recommendation	level/nature	Responsibility	Other contributing entities	Priority	By when
	f. Simultaneously make contingency plans for transferring the project's schools to the government programmes in Afar and Oromia, while seeking support for a further phase of the project.	Operational and strategic	WFP and REBs	Federal MoE	High	Immediate
2.	<p>Feed lessons from this project into the design of its successor and into the design and implementation of other school feeding programmes across Ethiopia. Areas for learning include:</p> <p>a. Ensuring programme design is informed by comprehensive gender and equity analyses in programme areas, and incorporating the lessons from recent gender analysis.</p> <p>b. The importance of working with broad coalitions across school health and nutrition to maximise school feeding complementarities, and address weaknesses in the current school feeding theory of change.</p> <p>c. The value of community support, but the need to be realistic about the level of resources that can be raised from poor and crisis-stressed communities.</p> <p>d. The need to reinforce capacity strengthening elements of SFPs, while also being realistic about timetables for handover to government programmes.</p> <p>e. The need to strengthen monitoring, evaluation and learning (see Recommendation 3).</p>	Strategic and operational	WFP	Federal and regional governments, other international agencies	High	Ongoing

#	Recommendation	level/nature	Responsibility	Other contributing entities	Priority	By when
3.	<p>Take short-term actions to strengthen the project’s monitoring and evaluation. These are important not only to strengthen the evidence base for the endline evaluation and to ensure its timeliness, but also to establish a better foundation for M&E of any future McGovern-Dole programmes in Ethiopia. Priorities should include:</p> <p>a. Update the Performance Monitoring Plan to provide rigorous guidance for the monitoring of MGD indicators in compliance with USDA guidelines. Use this:</p> <ul style="list-style-type: none"> • Retrospectively, where possible, to provide valid time series to feed into the endline. • Prospectively, to strengthen guidelines that accompany the school feeding monitoring SOP. <p>b. Pay particular attention to the sex-disaggregation issues the MTE has highlighted.</p> <p>c. Prepare for the endline evaluation by:</p> <ul style="list-style-type: none"> • Ensuring TOR are issued in good time to allow for inception mission not later than August/September 2024. (This is to allow for the endline survey to be conducted in November/ December, with the qualitative fieldwork to follow in early 2025.) • Preparing follow-up KAP survey (assuming the endline contractor will again be asked to administer the KAPS alongside the main survey). • Ensuring an adequate budget to align with the evaluation’s scope (including the incorporation of repeat KAPS and EGRA survey). 	Operational	WFP	Government and other partners	High	July 2024, so as to feed into endline evaluation
		Operational, with strategic implications	WFP	Liaison with USDA and government partners	High	By end April 2024
		Operational	WFP		High	By June 2024
		Operational	WFP		High	By end April 2024

ANNEXES

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Annex 1 Terms of Reference

This Annex Reproduces the Terms of Reference for the MTE. It lists but does not include the annexes to the TOR.

MID-TERM EVALUATION OF UNITED STATES DEPARTMENT OF AGRICULTURE (USDA) MCGOVERN- DOLE INTERNATIONAL FOOD FOR EDUCATION ANDCHILD NUTRITION PROGRAMME’S SUPPORT IN AFAR AND OROMIA REGIONS IN ETHIOPIA (2019 - 2025)

TECHNICAL REQUIREMENTS

1. BACKGROUND

1. These terms of reference (ToR) are for the upcoming mid-term evaluation of WFP’s United States Department of Agriculture (USDA) McGovern Dole International Food for Education and Child Nutrition Programme’s Support in Afar and Oromia regions in Ethiopia (2019 – 2025). This evaluation is commissioned by WFP Ethiopia Country Office (ETCO) and will cover the period from January 2019 to June 2023.

2. Following WFP’s standard template, the ToR were prepared by ETCO based on an initial document review and consultation with stakeholders. The purpose is to provide key information to stakeholders about the mid-term evaluation, to guide the evaluation team and to specify expectations during the various phases of the evaluation

1.1.INTRODUCTION

3. WFP’s school feeding programme aims to ensure that school children have access to nutritious and reliable school meals and are healthy and improve access to education. WFP supported the ministries and bureaus of education and agriculture to implement and scale up the national school feeding programme in four out of eleven regions in the country. WFP supported the Government to provide nutritious school meals to 275,514 children (46 percent females) in regions affected by conflict, and recurrent drought.

4. WFP ETCO has been implementing USDA McGovern-Dole International Food for Education and Child Nutrition Programme’s Support in Afar and Oromia regions in Ethiopia since 2019. As required by the agreement between USDA and WFP the baseline evaluation was completed in 2022. The agreement also requires that a Mid-term evaluation is conducted for 2023.

5. The mid-term evaluation will serve for accountability and learning purpose. It will assess performance and results to date, identify what works well and what doesn’t work. The evaluation will aim at *i) assessing performance against agreed targets and determine successes, challenges and areas that need improvement based on answers to evaluation questions; ii) determining factors that have affected the performance and results, drawing lessons and good practices; iii) presenting how the lessons could be applied to inform implementation during the second half of the programme; and iv) identifying changes required to enable achievement of set program objectives and targets within the set timeframes.* It will utilize internationally accepted evaluation criteria of relevance, effectiveness, efficiency, and sustainability.

6. It will cover all activities and results in the two geographic target areas of the programme namely Afar and Oromia regions of Ethiopia. The only outcome indicators which will not be tracked by the midterm evaluation are standard indicator #19 MGD S02 (Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance) and standard indicator #20 MGD S02 (Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance).The evaluation will start with the inception in May 2023, data collection June 2023 and final report by August 2023.

CONTEXT

7. In 2022, Ethiopia faced a multitude of concurrent threats to food security including conflict, drought, and floods, leaving 22.6 million people food insecure. Continued conflict in Northern Ethiopia, mass movement of refugees and IDPs across regions within the country, communal violence among pastoral communities, and a fifth consecutive drought largely impacted humanitarian and development interventions throughout the year.

8. Insecurity in Northern Ethiopia continued to disrupt the livelihoods of millions of people, further impacting humanitarian access in many conflict-affected areas. The Emergency Food Security Assessment conducted by WFP in August 2022 showed food insecurity in Tigray increased by six percentage points between November 2021 and June 2022. 89 percent of the survey households were classified as food insecure, and 47 percent as severely food insecure. It is estimated that 3.6 million school-going boys and girls across Afar, Amhara and Tigray regions missed out on education and access to the nutritious foods provided in schools. Despite increasing needs, the lack of funding in 2022 stretched WFP's operations in conflict-affected areas. Between January and April, WFP only reached 40 percent of mothers and children targeted in Northern Ethiopia (560,000 out of 1.4 million) with nutrition support for the treatment of malnutrition due to the severe lack of funding for its operation and access constraints. Across Northern Ethiopia, approximately 6.5 million women and children are moderately malnourished.

9. The conflict internally displaced 3.5 million people and an additional 700,000 people have been displaced due to climatic shocks and loss of livelihoods. Further, the country hosts 844,000 refugees and asylum seekers predominantly from Eritrea, Somalia and South Sudan. Ethnic and political tensions continued to drive mass displacement, and by the end of the year, the number of Ethiopian refugees fleeing to neighbouring countries reached over 874,000 in 2022.

10. Since March 2022, the conflict in Ukraine sparked inflation and pushed food prices to their highest in a decade. The inflationary pressure was further sustained by the removal of fuel subsidies step by step by the government throughout 2022. The crisis in Ukraine also pushed the cost of fertilizer contributing further to the food price inflation, undermining food security of the vulnerable population. In September 2022, Ukraine signed the Black Sea Grain Initiative with the first shipments of 158,000 mt from Ukraine with wheat arriving in Ethiopia - meeting the needs of over one million people. By the end of 2022, three shipments of wheat had arrived in Ethiopia from Ukraine. Meanwhile, in October, the Government of Ethiopia announced it would plan to export wheat to foreign markets in the coming year.

11. In November 2022, the peace agreement signed between the Tigray People's Liberation Front (TPLF) and the Government of Ethiopia focused on a scaled-up humanitarian operation in the north of the country and brought significant progress during the final six weeks of the year. WFP advocated for and played a key role in opening all four corridors into the Tigray region, delivering assistance to millions in need, after 18 months of impeded road access. The gradual restoration of banking and communication services, as well as road and air travel into the region brings hope for WFP's sustained response to the enormous humanitarian needs in the region.

12. Ethiopia has a highly diverse population of 102 million people: 49.82 percent are women and girls and 50.18 percent men and boys. Annual population growth is 2.6 percent. About 42 percent of Ethiopians are under 15 years of age. Eighty-three percent live in rural areas and depend on rainfed agriculture for their livelihoods. Ethiopia remains one of the world's poorest countries, ranked 174 out of 188 in the Human Development Index (HDI). 87 percent of the population—a staggering 89 million people—are multi-dimensionally poor: deprived of adequate food security, opportunity and access in terms of education, health and adequate living standards. Eighty-seven percent of the population is "multidimensionally poor", suffering from some combination of food insecurity, insufficient access to adequate education and health services and inadequate employment opportunities. These challenges are experienced differently among different population groups owing to gender and other systemic inequalities. In particular, pastoral and lowland areas, mainly in the regions of Afar, Oromia and Somali, lag behind on nearly all social indicators.

13. **Education:** The Net Enrolment Rate (NER) for primary has increased from 21.6 percent in 1995/96 to 93.7 percent in 2014/15. However, grade 1-8 dropout rates increased by almost one percentage point in 2015/2016 to 10.7 percent compared to the previous year and failed to meet the 1 percent target in the Education Sector Development Programme (ESDP IV) (Government of Ethiopia, 2016), (Government of Ethiopia, 2015). High dropout rates, especially in pastoralist and emerging regions, are poverty-related and reflect that both boys and girls, work or take care of cattle to support the family – a fact which has become more predominant due to the recent drought. Learning outcomes are not keeping pace and there are also regional and gender disparities in basic education proficiency. National strategies to ensure equal access to education have contributed to increasing the number of enrolled girls and boys across different regions. However, the Gender Parity Index (GPI) indicates gaps at all levels of education (Government of Ethiopia, 2016). Gender disparities are widely attributed to societal gender roles and socio-economic challenges, including girls' responsibilities for household chores and a lack of gender-sensitive facilities and services in and around schools (UN Women, 2014). Three million Ethiopian children remained out of school, many of whom are girls. A significant number of out-of-school children are from pastoralist and semi-pastoralist areas where nomadic lifestyle combined with conflict and drought, makes girls particularly prone to being taken out of school when families come under stress (Atem Consultancy Service, 2012). Responsibility for School Feeding is formally recognized in the structures of government. At central, regional and woreda levels, staff assigned to support SF activities.

14. **Nutrition:** The national prevalence of stunting among children is 38 percent (41 percent for boys, 35 percent for girls), and is highest in the Amhara Region (46 percent). Wasting rates remain static at 10 percent but are highest in the Somali and Afar Regions (23 and 18 percent, respectively). Undernourishment figures for the country are almost identical with 32 million people affected. Of this total, only 8 million people are explicitly targeted under the Government-led Productive Safety Net Programme (PNSP). In parallel, every year, humanitarian assistance is required.

15. **Gender equality and women's empowerment (GEWE):** Gender inequalities continue to limit women's health and education outcomes and economic opportunities and as such constrain women's development and the progress of society as a whole. Women and girls are strongly disadvantaged as compared to boys and men in all sectors, including literacy, health, food and nutrition security, livelihoods, basic human rights, as well as access to land, credit and productive assets, resulting in a Gender Inequality Index of 116 out of 159 countries.

16. **COVID 19 and Desert Locust:** Ethiopia has faced significant humanitarian and development risks linked to these unprecedented phenomena, with major implications for vulnerable people throughout the country. The urban poor, destitute, homeless and those working in informal sectors of the economy are likely to be highly affected. Women make up 65 percent of the informal workforce, and they will be the most severely impacted.

17. The WFP Ethiopia Country Strategic Plan (CSP) has been implemented since July 2020 . The CSP has five Strategic Objectives (SO), 6 activities and several outputs. School feeding is under strategic SO 2 Vulnerable and food-insecure populations in targeted areas have increased resilience to shocks. output 3 (Provide safe, nutritious and reliable daily meals to primary school children and support to the ministries and bureaux of education and agriculture in scaling up nutrition-sensitive and gender equitable school feeding programmes)

2. REASONS FOR THE EVALUATION

2.1. RATIONALE

18. The mid-term evaluation while aiming for accountability will focus more on learning. USDA awarded WFP Ethiopia a total of USD 28 million of the support for the period of 2019 – 2025. The grant agreement incorporates specific USDA standard performance and results indicators against which performance of the programme will to be measured. In the evaluation plan agreed with USDA, WFP

commits to conducting a baseline study, a mid-term evaluation, a final project evaluation and incorporating two USDA learning agenda throughout the evaluation process.

19. The mid-term evaluation will assess progress since 2019 and will provide an early signal of the performance and results of the programme; document lessons learned; assess sustainability efforts to date; and discuss and recommend mid-course corrections.

2.2. OBJECTIVES

20. The mid-term evaluation will aim on the following objectives:

- a) The evaluation will assess and report on the performance and results of the programme to generate and present high quality and credible evidence to its stakeholders for accountability purposes.
- b) The evaluation will determine the reasons why certain results occurred or not, to draw lessons, derive good practices and pointers for learning. It will provide evidence to inform operational and strategic decision-making. It will contribute to USDA learning agenda. Findings will be actively disseminated, and lessons will be incorporated into relevant lesson sharing systems.

21. Specifically, the midterm evaluation will (1) assess whether the programme has likely demonstrated relevance, effectiveness, efficiency, impact and sustainability, (2) generate evidence on performance, strategic objectives and higher-level results, (3) assess whether the project is on track to meet the final planned targets, (4) review the results frameworks and theory of change, and (5) identify any necessary mid-course corrections. The midterm evaluation will make appropriate use of the Baseline Study and critical context.

2.3. STAKEHOLDER ANALYSIS

22. A number of stakeholders, both inside and outside of WFP, have interests in the results of the mid-term evaluation. Some of these actors will be asked to play a role in the process. Table 1 provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the inception phase.

23. Accountability to affected populations is tied to WFP’s commitments to include beneficiaries as key stakeholders in WFP’s work. As such, WFP is committed to ensuring Gender Equality and the Empowerment of Women (GEEW) in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups (including age and disability considerations). To date, a comprehensive GEEW analysis has not been undertaken for the programme and should be addressed as part of the mid-term evaluation.

Table 1: Preliminary stakeholder analysis

Stakeholders	Interest and involvement in the evaluation
Internal (WFP) stakeholders	
WFP Ethiopia CO	Key informant and primary stakeholder - Responsible for commissioning this evaluation and planning and implementation of WFP interventions at CO. The CO has an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its programmes. The country office will be involved in using evaluation findings for programme implementation and/or in deciding on the next programme and partnerships.

Stakeholders	Interest and involvement in the evaluation
WFP field offices in [Adama, Dire Dawa and Semera]	Key informant and primary stakeholder - Responsible for day-to-day programme implementation and liaising with stakeholders at decentralized levels and have direct beneficiary contact.
Regional bureau (RB) for Nairobi (RBN)	Key informant and primary stakeholder - Responsible for both oversight of country offices and technical guidance and support, the regional bureau management has an interest in an independent/impartial account of operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. The regional bureau will be involved in the planning of the next programme, thus it is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight. The regional evaluation officer support country office/regional bureau management to ensure quality, credible and useful decentralized evaluations
WFP HQ School Based programming divisions	Key informant and primary stakeholder - WFP headquarters divisions are responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities and modalities, as well as of overarching corporate policies and strategies. They also have an interest in the lessons that emerge from evaluations, as many may have relevance beyond the geographical area of focus. Relevant headquarters units should be consulted from the planning phase to ensure that key policy, strategic and programmatic considerations are understood from the onset of the evaluation. They may use the evaluation for wider organizational learning and accountability.
WFP Office of Evaluation (OEV)	Primary stakeholder – The Office of Evaluation has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralized evaluation stakeholders as identified in the evaluation policy. It may use the evaluation findings, as appropriate, to feed into centralized evaluations, evaluation syntheses or other learning products.
WFP Executive Board (EB)	Primary stakeholder – The Executive Board provides final oversight of WFP programmes and guidance to programmes. The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Executive Board, but its findings may feed into thematic and/or regional syntheses and corporate learning processes
External stakeholders	
Beneficiaries [boys and girls underage of 18]	Key informants and primary stakeholders - As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought
Government [FMoE, Oromia Education Bureau and Afar Education Bureau, MoA, MoH]	Key informants and primary stakeholder - The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonized with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest.

Stakeholders	Interest and involvement in the evaluation
United Nations country team (UNCT) [UNICEF, UNESCO, UNDP, IFAD]	Secondary stakeholder - The harmonized action of the UNCT should contribute to the realization of the government developmental objectives. It has therefore an interest in ensuring that WFP programmes are effective in contributing to the United Nations concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.
Non-governmental organizations (NGOs)	Key informants and primary stakeholder - NGOs are WFP partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. They will be involved in using evaluation findings for programme implementation.
Donors [USDA]	Primary stakeholders - WFP interventions are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP work has been effective and contributed to their own strategies and programmes.

3. SUBJECT OF THE EVALUATION

3.1 SUBJECT OF THE EVALUATION

24. The current USDA grant (FFE - 663-2013/026-00) provides USD 40.7 million for 5 years. The programme covers the period from 2019 to 2025 focussing on the following objectives: **[1]** Improve student attendance and reduce short-term hunger through the provision of a daily school meal; **[2]** Increase student enrolment by raising community awareness of the importance of education to parents and community members following a national community-based mobilization model; **[3]** Improve literacy among children and quality of education through teacher recognition and provision of school kits and indoor/outdoor materials; **[4]** Improve health and dietary practices of students through rehabilitation/rebuilding of water, sanitation, and hygiene facilities; **[5]** Improve food preparation and cooking practices by provision of training, sensitization, and fuel-efficient stoves; and **[6]** Increase government ownership and strengthen national capacities through training and mentoring aimed at developing a school feeding program with lasting impact.

25. To achieve the above objectives the program implemented the following activities : [a] school level cooked food distribution and take home ration for girls, [b] support Improved safe food preparation and storage, [c] promote improved nutrition, [d] promote improved health and hygiene practices, [e] capacity strengthening, [f] promote improved literacy and [g] promote increased Enrolment.

26. The program uses MGD-provided commodities and cash funding to contribute to: (1) MGD SO1: Improved Literacy of School-Aged Children by distributing food, promoting improved literacy, promoting Increased Enrolment and Support Improved Safe Food Preparation and Storage. (2) MGD SO2: Increased Use of Health and Dietary Practices by supporting Improved Safe Food Preparation and Storage, Promote Improved Nutrition and Promote Improved Health and Hygiene Practices

27. WFP has also incorporated a strong focus on capacity strengthening to ensure sustainability by targeting the following MGD Foundational Results: [1] MGD 1.4.1/2.7.1: Increased Capacity of Government Institutions; [2] MGD 1.4.2/2.7.2 Improved Policy and Regulatory Framework; [3] MGD 1.4.3/2.7.3: Increased Government Support and [4] MGD 1.4.4/2.7.4 Increased Engagement of Local Organizations and Community Groups.

28. In 2018, WFP ETCO commissioned the decentralized evaluation previous MGD program ,it covers the period from 2013 to 2017 which recommended: [a]Prioritize fundraising for the continuation of school feeding and a THR for girls to the schools that were covered under the McGovern-Dole programme.[b] Prioritize finalization of the national strategy and use it as the basis to develop an implementation

guideline with different types of school feeding scenario.[c] Develop and implement an adequately funded advocacy strategy that builds on the key findings of this evaluation and previous work to scale up political and financial commitment to SF in Ethiopia.[D] Ensure that future SF in Ethiopia by WFP includes attention to strategies, targets, and indicators for increasing the participation of women and girls in SF design and implementation stages and [e] Ensure that the selection of beneficiary schools under the next phase of McGovern-Dole support to SF in Ethiopia is based on a clustered approach so that the distances between schools do not make monitoring overly onerous or complicated.

29. The evaluation team is required to assess planned and actual output and outcome indicators that are mandatory to measure and report.

3.2 SCOPE OF THE EVALUATION

30. The mid-term evaluation will cover the period from Jan 2019 – December 2022. It will include all activities and results envisaged in the programme. It will also target the geographic areas of the programme namely Afar and Oromia regions.

31. The mid-term evaluation data collection is planned to take place on June 2023. There is a need to take note time of Ramadan fasting season and starting of the final school exam when planning for data collection.

4. EVALUATION APPROACH, METHODOLOGY AND ETHICAL CONSIDERATIONS

4.1. EVALUATION QUESTIONS AND CRITERIA

32. The mid-term evaluation will be guided by the results framework of the programme. The Mid-term evaluation team will conduct evaluability assessment as part of inception phase. It will establish and validate the evaluation approach, with a robust and detailed methodology. The methodology will clearly outline a sample design and sample size calculations that incorporate considerations of gender, age, disability and methods of analysis.

33. The evaluation will answer the following key questions, which will be further developed and tailored by the evaluation team in a detailed evaluation matrix during the inception phase, see table 2 below. Collectively, the questions aim at highlighting the key lessons and performance of the programme, with a view to informing future strategic and operational decisions.

34. The evaluation should analyse how gender, equity, and wider inclusion objectives and GEWE mainstreaming principles were included in the intervention design, and whether the evaluation subject has been guided by WFP and system-wide objectives on GEWE. The gender, equity and wider inclusion dimensions should be integrated into all evaluation criteria as appropriate. The evaluation will apply the international evaluation criteria of relevance, effectiveness, efficiency, and sustainability.

Table 2: Evaluation questions and criteria

Questions for mid-term Evaluation	Evaluation criteria
<p>EQ1. What is the quality of the programme design including beneficiary and geographic targeting, and coverage of the right type of assistance?</p> <p>1.1 To what extent has the programme been aligned with the education and school feeding policies of the government and of donors?</p> <p>1.2 Has the programme’s design adapted to changes in the national and operational contexts and needs in Ethiopia?</p> <p>1.3 Has the programme design considered cross-cutting issues: gender equality, girls and women’s empowerment, protection, accountability to affected population, disability inclusion, capacity strengthening, do no harm, peace contribution and triple nexus?</p>	Relevance
<p>EQ2. To what extent has the programme been implemented as planned? Is the programme on track to towards the achievements of planned results?</p> <p>2.1 Have there been untended positive or negative effects including peace and conflict situation due to targeting procurement, partnership, stakeholders’ relationship, fund mobilization and grievance handling procedure?</p> <p>2.2 To what extent is the M&E functionally effective?</p> <p>2.3 Has the programme adapted effectively adjust to the Covid-19 pandemic, droughts, conflicts, etc.?</p> <p>2.4 What was the extent of community participation in programme implementation?</p>	effectiveness
<p>EQ3. To what extent have resources been used efficiently in terms of timeliness and cost?</p>	efficiency
<p>EQ4. Does the programme have an exit strategy towards a nationally owned school feeding programme?</p> <p>4.1 Has the programme ensured community participation for sustaining school feeding and education activities and results?</p>	sustainability

35. Early Grade Reading Assessment (EGRA): as part of the mid-term evaluation light touch EGRA will be conducted to inquire USDA improved literacy of school aged children result. The firm need to employ a simplified assessment tool adapted to the crisis context instead of a complete EGRA. The assessment aims to report on indicator percent of students who, by the end of two grads of primary schooling, demonstrate that they can read and understand the meaning of grade level text. The main research question for EGRA is to what extent has there been improvement in early grade reading mainly because of the programme implementation.

36. For tracking of two of the outcome indicators i.e ([1] Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance and [2] Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance) undertaking KAP survey is necessary. Due to the fact that: [a] KAP survey was conducted recently during the baseline evaluation which was completed in 2022 and we didn’t expect significant change in attitude and practice of individual in this short period of time and [b] to avoid survey fatigue among participants and “prioritize” the use of evaluation resources to gather the most useful data, it is planned to postpone undertaking of the KAP survey for final evaluation.

37. To the extent feasible, the evaluation should collect qualitative data to contribute towards answering the learning agenda questions, which will be further investigated at endline. The learning agenda questions that form part of USDA’s learning agenda:

- a) How do wash programs impact learning and literacy outcomes, and
- b) How are nutritional outcomes affected by different food sourcing modalities of school meal programs? Outcomes to consider may include iron deficiency, body mass, and other measurements or behaviour changes related to nutritional intake and dietary diversity.

4.2. EVALUATION APPROACH AND METHODOLOGY

38. The evaluation approach will comprise:
 - A participatory and adaptive approach that encourages CO ownership and ensures a use of the evaluation process and results.
 - A high level of engagement with WFP CO and sub-offices staff during data collection with regular feedback opportunities;
 - Periodic presentation of emerging findings, conclusions, and implications by the evaluation team to WFP internal and external stakeholders.
 - An interdisciplinary and collegiate approach within the evaluation team involving regular discussions and communications to harness its collective expertise and experience.
39. The methodology will be designed by the evaluation team during the inception phase. It should:
 - Employ the evaluation criteria above
 - Apply an evaluation matrix geared towards addressing the key evaluation questions considering the data availability challenges, the budget and timing constraints
 - Ensure through the use of mixed methods that women, girls, men and boys from different stakeholder groups participate and that their different voices are heard and used
 - Design a mini quantitative survey to establish mid-term baseline for early grade reading assessment.
40. The methodology chosen should demonstrate attention to impartiality and reduction of bias by relying on mixed methods (quantitative, qualitative, participatory etc.) and different primary and secondary data sources that are systematically triangulated (documents from different sources; a range of stakeholder groups, including beneficiaries; direct observation in different locations; across evaluators; across methods etc.). It will consider any challenges to data availability, validity, or reliability, as well as any budget and timing constraints. The evaluation questions, lines of inquiry, indicators, data sources and data collection methods will be brought together in an evaluation matrix, which will form the basis of the sampling approach and data collection and analysis instruments (desk review, interview and observation guides, survey questionnaires etc.).
41. The methodology should be sensitive in terms of GEWE, equity and inclusion, indicating how the perspectives and voices of diverse groups (men and women, boys, girls, the elderly, people living with disabilities and other marginalized groups) will be sought and considered. The methodology should ensure that primary data collected is disaggregated by sex and age; an explanation should be provided if this is not possible.
42. The evaluation team will be expected to set out how the evaluation methodology, sampling frame and data analysis will be gender-responsive, and fully address the diversity of stakeholders affected by the intervention in particular the most vulnerable following [TN on integrating gender in WFP evaluations, checklist](#), and [quick guide](#).
43. Looking for explicit consideration of gender and equity/inclusion in the data after fieldwork is too late; the evaluation team must have a clear and detailed plan for collecting data from women and men in gender and equity-sensitive ways before fieldwork begins.
44. The evaluation findings, conclusions and recommendations must reflect gender and equity analysis. The findings should include a discussion on intended and unintended effects of the intervention on gender equality and equity dimensions. The report should provide lessons/ challenges/ recommendations for conducting gender and equity-responsive evaluations in the future.

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

- An Evaluation Reference Group (ERG) will be set up to steer the evaluation, comment on all evaluation deliverables and exercise oversight over the methodology.
- All tools and products from the Evaluation Firm will be externally and independently quality assured (both by the ERG as well as the Decentralized Evaluations Quality Support Service).
- The Evaluation Firm will be asked to set out how ethics can be ensured at all stages of the evaluation (design, implementation and dissemination) and that they seek appropriate ethical clearances (institutional and local) for the design ahead of going to the field.

4.3. EVALUABILITY ASSESSMENT

46. The main sources of information available to the evaluation team are baseline report, outcome monitoring reports and field monitoring reports at CO and suboffice level. Some issues in relation to data reliability could be timeliness of data collection by field teams and reliability of school records. The evaluation team will have also access to quantitative data, monitoring data, project reports,⁹¹ the Country Office Monitoring and Evaluation Tool (COMET), and SCOPE.⁹² Gender disaggregated data will also be shared when available. There was no gender analysis undertaken for the programme, although data collection for some indicators was disaggregated.

47. The list of available data and documentation will be shared with the evaluation team during the kick-off meeting.

48. As qualitative information is limited, primary data collection will be needed. The level of quality of data and information, as well as the sources available, can differ by indicator types. The evaluation team should critically assess data availability and reliability as part of the inception phase expanding on the information provided. This assessment will inform the data collection and the choice of evaluation methods.

49. The following potential risks to the approach and methodology have been identified:

- Data availability and reliability:
- Difficulty in establishing baseline data.
- Lack of key outcome data.
- Uneven availability of data.
- Difficulty in accessing certain affected populations and communities at certain times of year.

50. Mitigation measures for each of these risks will be developed in close consultation with the Evaluation Committee and target country office focal points. Mitigation measures may include: the use of proxy and/or secondary data to measure any emerging changes related to evaluation questions, discussions across countries to standardize as much as possible certain data collection or analysis exercises, and others. The evaluation team and approach should be prepared for possible remote support or data collection if access barriers arise.

51. During the inception phase, the evaluation team will be expected to perform an in-depth evaluability assessment and critically assess data availability, quality and gaps expanding on the information provided in this section. This assessment will inform the data collection and the choice of evaluation methods. The evaluation team will need to systematically check accuracy, consistency and validity of collected data, information and acknowledge of any limitations or caveats in drawing conclusions using the data during the reporting phase. The team should also propose alternative methods and techniques to help filling such gaps.

⁹¹ WFP's new data platform that supports evidence-based decision-making and launched in 2019.

⁹² SCOPE is WFP's beneficiary and transfer management platform that supports WFP programme intervention.

4.4. ETHICAL CONSIDERATIONS

52. The evaluation must conform to UNEG ethical guidelines for evaluation. Accordingly, the selected evaluation firm is responsible for safeguarding and ensuring ethics at all stages of the evaluation process. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of respondents, ensuring cultural sensitivity, respecting the autonomy of respondents, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results do no harm to respondents or their communities.

53. The evaluation firm will be responsible for managing any potential ethical risks and issues and must put in place, in consultation with the evaluation manager, processes and systems to identify, report and resolve any ethical issues that might arise during the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required.

54. The team and evaluation manager have not been involved in the design, implementation or monitoring of the WFP USDA McGovern-Dole Food for Education Programme nor have any other potential or perceived conflicts of interest. All members of the evaluation team will abide by the [2020 UNEG Ethical Guidelines](#), including the Pledge of Ethical Conduct as well as the WFP technical note on gender. The evaluation team and individuals who participate directly in the evaluation at the time of issuance of the purchase order are expected to sign a confidentiality agreement and a commitment to ethical conduct. These templates will be provided by the country office when signing the contract.

4.5. QUALITY ASSURANCE

55. The WFP evaluation quality assurance system sets out processes with steps for quality assurance and templates for evaluation products based on a set of [Quality Assurance Checklists](#). The quality assurance will be systematically applied during this evaluation and relevant documents will be provided to the evaluation team. This includes checklists for feedback on quality for each of the evaluation products. The relevant checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.

56. The WFP Decentralized Evaluation Quality Assurance System (DEQAS) is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice. This quality assurance process does not interfere with the views or independence of the evaluation team but ensures that the report provides credible evidence and analysis in a clear and convincing way and draws its conclusions on that basis.

57. The WFP evaluation manager will be responsible for ensuring that the evaluation progresses as per the [DEQAS Process Guide](#) and for conducting a rigorous quality control of the evaluation products ahead of their finalization.

58. To enhance the quality and credibility of decentralized evaluations, an outsourced quality support (QS) service directly managed by the WFP Office of Evaluation reviews the draft ToR, the draft inception and the evaluation reports, and provides a systematic assessment of their quality from an evaluation perspective, along with recommendations.

59. The evaluation manager will share the assessment and recommendations from the quality support service with the team leader, who will address the recommendations when finalizing the inception and evaluation reports. To ensure transparency and credibility of the process in line with the [UNEG norms and standards](#),^[1] a rationale should be provided for comments that the team does not take into account when finalizing the report.

60. The evaluation team will be required to ensure the quality of data (reliability, consistency and accuracy) throughout the data collection, synthesis, analysis and reporting phases.

61. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in the [WFP Directive CP2010/001](#) on information disclosure.

62. WFP expects that all deliverables from the evaluation team are subject to a thorough quality assurance review by the evaluation firm in line with the WFP evaluation quality assurance system prior to submission of the deliverables to WFP.

63. All final evaluation reports will be subject to a post hoc quality assessment (PHQA) by an independent entity through a process that is managed by the Office of Evaluation. The overall PHQA results will be published on the WFP website alongside the evaluation report.

5. ORGANIZATION OF THE EVALUATION

5.1 PHASES AND DELIVERABLES

64. Table 4 presents the structure of the main phases of the evaluation, along with the deliverables and deadlines for each phase. Annex 2 presents a more detailed timeline.

Table 4: Summary timeline – key evaluation milestones [
Main phases	Indicative timeline	Tasks and deliverables	Responsible
1. Preparation	March 2023	Preparation of ToR Selection of the evaluation team & contracting Document review	Evaluation manager
2. Inception	May - June 2023	Inception mission Inception report	Evaluation firm
3. Data collection	June 2023	Fieldwork Exit debriefing	Evaluation firm
4. Reporting	July – Sep. 2023	Data analysis and report drafting Comments process Evaluation report	Firm
5. Dissemination and follow-up	October 2023	Management response Dissemination of the evaluation report	Evaluation Manager

5.2 EVALUATION TEAM COMPOSITION

65. The evaluation team is expected to include three members with evaluation expertise, including the team leader, senior evaluator with school-based programming experience, and a research specialist. Incorporation of competent national evaluators with experience related to the evaluation subject are essential to ensure the team to have strong contextual knowledge to support the on-going evidence generation and learning process.

66. To the extent possible, the evaluation will be conducted by a gender-balanced and geographically and culturally diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the ToR. Team members should have WFP experience.

67. The team will be multi-disciplinary and include members who, together, include an appropriate balance of technical expertise and practical knowledge in the following areas:

- Extensive technical and operational experience in food for education, nutrition, and survey data analysis.

- Good knowledge of gender, equity and wider inclusion issues
- Strong analytical and communication skills, evaluation experience with a track record of written work on similar assignments, and familiarity with Ethiopia.
- Fluency (spoken and written) in key English and local languages (Afar and Oromia) in Ethiopia is expected. All team members, especially the Team Leader should, have high oral and written fluence in English. All written deliverables are expected to be in English.

68. The team leader will have expertise in one of the key competencies listed above as well as demonstrated experience in leading similar evaluations, including designing methodology and data collection tools. She/he will also have leadership, analytical and communication skills, including a track record of excellent in English writing, synthesis and presentation skills. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; and iv) drafting and revising, as required, the inception report, the end of field work, debriefing presentation and evaluation report in line with DEQAS.

69. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; and iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

70. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the WFP ETCO evaluation manager. The team will be hired following agreement with WFP on its composition.

5.3 ROLES AND RESPONSIBILITIES

71. The **WFP ETCO management (Director or Deputy Director)** will take responsibility to:

- Assign an evaluation manager for the evaluation. Seblewengel Tesfaye has been assigned as the WFP ETCO Evaluation Manager.
- Compose the internal evaluation committee and the evaluation reference group (see below)
- Approve the final ToR, inception and evaluation reports
- Approve the evaluation team selection
- Ensure the independence and impartiality of the evaluation at all stages, including establishment of an evaluation committee and a reference group
- Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the evaluation manager and the evaluation team
- Organize and participate in two separate debriefings, one internal and one with external stakeholders
- Oversee dissemination and follow-up processes, including the preparation of a management response to the evaluation recommendations.

72. The **evaluation manager** manages the evaluation process through all phases including: drafting this ToR; identifying the evaluation team; preparing and managing the budget; setting up the evaluation committee and evaluation reference group; ensuring quality assurance mechanisms are operational and effectively used; consolidating and sharing comments on draft inception and evaluation reports with the evaluation team; ensuring that the team has access to all documentation and information necessary to the evaluation; facilitating the team's contacts with local stakeholders; supporting the preparation of the field mission by setting up meetings and field visits, providing logistic support during the fieldwork and arranging for interpretation, if required; organizing security briefings for the evaluation team and providing any materials as required; and conducting the first level quality assurance of the evaluation products. The evaluation manager will be the main interlocutor between the team, represented by the team leader, the evaluation firm's focal point, and WFP counterparts to ensure a smooth implementation process.

73. An internal **evaluation committee** is formed to help ensure the independence and impartiality of the evaluation.

74. **An evaluation reference group (ERG)** is formed as an advisory body with representation from key internal and external stakeholders for the evaluation and refer to Annex 3 where list of members is available]. The evaluation reference group members will review and comment on the draft evaluation products and act as key informants in order to contribute to the relevance, impartiality and credibility of the evaluation by offering a range of viewpoints and ensuring a transparent process.

75. WFP regional bureau in Nairobi will take responsibility to:

- Advise the evaluation manager and provide support to the evaluation process where appropriate
- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required
- Provide comments on the draft ToR, inception and evaluation reports
- Support the preparation of a management response to the evaluation and track the implementation of the recommendations.

76. While Dawit Habtemariam, the regional evaluation officer, will perform most of the above responsibilities, other RBN-relevant technical staff may participate in the evaluation reference group and/or comment on evaluation products as appropriate.

77. Relevant WFP Headquarters divisions such as School Feeding and Nutrition will take responsibility to:

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

78. Other Stakeholders (National Government including relevant ministries, implementing partners / NGOs, partner UN agencies) will participate as key informant, providers of relevant documentation, and participating in the validation workshop.

79. **The Office of Evaluation (OEV).** OEV is responsible for overseeing WFP decentralized evaluation function, defining evaluation norms and standards, managing the outsourced quality support service, publishing as well submitting the final evaluation report to the PHQA. OEV also ensures a help desk function and advises the Regional Evaluation Officer, the Evaluation Manager and Evaluation teams when required. Internal and external stakeholders and/or the evaluators are encouraged to reach out to the regional evaluation officer and the Office of Evaluation helpdesk (wfp.decentralizedevaluation@wfp.org) in case of potential impartiality breaches or non-adherence to UNEG ethical guidelines.

5.4 SECURITY CONSIDERATIONS

80. **Security clearance** where required is to be obtained from ETCO and UNDSS.

- Consultants hired by WFP are covered by the United Nations Department of Safety & Security (UNDSS) system for United Nations personnel, which covers WFP staff and consultants contracted directly by WFP. Independent consultants must obtain UNDSS security clearance for travelling from the designated duty station and complete the United Nations basic and advance security trainings (BSAFE & SSAFE) in advance, print out their certificates and take them with them.
- As an “independent supplier” of evaluation services to WFP, the contracted firm will be responsible for ensuring the security of the evaluation team, and adequate arrangements for evacuation for medical or situational reasons. However, to avoid any security incidents, the evaluation manager will ensure that the WFP country office registers the team members with the security officer on arrival in country and arranges a security briefing for them to

gain an understanding of the security situation on the ground. The evaluation team must observe applicable United Nations Department of Safety and Security rules and regulations including taking security training (BSAFE & SSAFE), curfews (when applicable) and attending in-country briefings.

5.5 COMMUNICATION

81. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders. These will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders.

82. Should translators be required for fieldwork, the evaluation firm will arrange and include the cost in the budget proposal.

83. Based on the stakeholder analysis, the communication and knowledge management plan (in Annex 5) identifies the users of the evaluation to involve in the process and to whom the report should be disseminated. The communication and knowledge management plan indicates how findings including gender, equity and wider inclusion issues will be disseminated and how stakeholders interested in, or affected by, gender, equity and wider inclusion issues will be engaged.

84. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available. It is important that evaluation reports are accessible to a wide audience, thereby contributing to the credibility of WFP – through transparent reporting – and the use of evaluation

5.6 BUDGET

85. The evaluation will be financed from the ETCO budget of the programme.

86. The offer will include a detailed budget for the evaluation, including consultant fees, travel costs and other costs (interpreters, etc.).

List of Annexes to the TOR

Annex 1: Map of MGD School Meal Covered Projects

Annex 2: Timeline

Annex 3: Role and Composition of the Evaluation Committee

Annex 4: Role and Composition of the Evaluation Reference Group

Annex 5: Communication and Knowledge Management Plan

Annex 6: Bibliography

Annex 7: Acronyms

Annex 8: Theory of Change

Annex 9: Performance Indicators

Annex 2 Mid Term Evaluation Timetable

1. Table 21 below shows the revised timetable and workplan. Blue shaded cells show the EGRA component activities.

Table 21 Detailed Evaluation Approach and Phasing

Events and activities (TOR Annex 2, amended)	Revised timetable	Mokoro proposed workplan
Planning and preparation + team selection		
Evaluation team recruitment/contracting	Friday 22 September	Agreement on revised timetable for MTE including; EGRA survey. (This will allow subcontracting of Mokoro team and full commencement of work.)
Phase 1: Inception		
<i>The TOR envisage various stages of inception – document review, inception visit, and drafting review and approval of Inception Report to extend until mid-June</i>		<i>The detailed steps below are designed to accelerate the process of preparation and review of the Inception Report, so that field work and initial drafting of the Evaluation Report can take place before the European holiday period in December.</i> The EGRA study will be conducted by a separate sub-team, but carefully coordinated with the rest of the MTE (as described in shaded rows).
Brief core team	25-26 September	<ul style="list-style-type: none"> Initial liaison between TL and EM. ETCO shares documents with the ET. (In practice the TL, EM and Programme Policy Officer began sharing documents in the week beginning 18 September.) TL and EM finalise dates for key events including initial team briefings, inception workshop, and schedules for review of drafts (including DEQS review)
Review of key documents	25 September – Friday 6 October	Review of key documents, simultaneously assembling available data and working on evaluability issues, and preparing a skeleton/zero draft of the MTE IR
Inception mission	Monday 9 October – Friday 13 October	In-country inception mission: to include meeting with Evaluation Committee (EC) and workshop with WFP CO and sub-office staff.
Inception (EGRA)	Monday 9 October – Friday 13 October	Staff mobilization and team internal discussion Consultation with Client/ WFP (CO and SOs), and with MoE/ NEAEA
Drafting Inception Report (IR)	Draft 1 IR submitted on Thursday 19 October	The draft IR clearly cannot be delivered in the same week as the Inception Mission, since it has to draw on inception discussions and findings. It is also simply not feasible to have three rounds of IR drafting and comments before fieldwork commences. Mokoro will deliver a high quality IRv1 for simultaneous review by the EM and DEQS.
Drafting Inception Report (EGRA component as a self-contained annex)	14-31 October	Desk review of EGRA related documents/ reports, retrieving relevant info/ data, etc; Preparation & submission of draft inception report (IR), including refined approach, methodology, work plan, survey instrument s& logistics arrangement, list of sample schools & planned sample size; Team members continue consultation with relevant stakeholders (as need be)
	Draft of EGRA IR submitted 31 October	

Mid-Term Evaluation of McGovern-Dole school feeding programme in Afar and Oromia Regions 2019–2025
Evaluation Report

Events and activities (TOR Annex 2, amended)	Revised timetable	Mokoro proposed workplan	
EM and DEQS review, consolidated comments to ET	by Fri 27 October	ET will discuss key elements of the IR with the EM in advance, so that review by EM and DEQS reviewer can take place simultaneously. The ERG and Evaluation Committee will also be reviewing simultaneously, as timetable constraints mean that there is not time for separate rounds of review and revision. Timing allows DEQS six business days for review.	
		WFP comments received Friday 27 October and Thursday 02 November. DEQS comments received Wednesday 01 November	
EM and EC Chair approve final Inception Report.	Revised, near-final IR Mon 6 November	ET to take account of comments from DEQS, EM and ERG in revised version.	
Submission of EGRA methodology and workplan by ET and review by client	Wed 1 Nov – Tuesday 7 Nov	WFP EGRA IR comments received Tuesday 7 and Wednesday 8 November	
Refine EGRA IR (mainly approach, methodology, instruments, et al), incorporating Client's comments	Wed 08—Wed 15 November		
	Revised EGRA IR submitted Tuesday 14 November		
Review of IR by EM and EC Chair	Wed 8 November	Review to check that comments have been sufficiently addressed.	
Submission of Final IR	Fri 10 November	only if additional comments come from EM and EC chair in previous stage)	No additional comments received
Phase 2: Fieldwork and continued data collection			
Continued secondary data collection		Secondary data collection will have begun during inception and will continue during the fieldwork phase. Apart from the light touch EGRA, data collection will not involve a school survey; it will involve the collation of available quantitative monitoring data, and qualitative data collection based on interviews, workshops and FGDs. Accordingly, data collection will be ongoing throughout the MTE, beginning with utilisation of the monitoring reports etc shared with the ET at the outset. The initial proposed workshop with ETCO staff at inception, will focus among other things, on data collection and data monitoring procedures.	
EGRA preparation	16–30 November	Programming of instruments/ electronic form of the instruments to be uploaded to tablets; Administrative work, agreeing on data repository server, tablets, etc, Team mobilization; logistics (the team will make the necessary preparations, including liaison to regional focal points, logistics, etc for the field work internally); Training to supervisors mainly on instruments.	
Fieldwork briefing and mini-workshop	Thursday 16 November	Rather than just the briefing by ETCO proposed in the TOR, we advocate a mini-workshop with ETCO to review fieldwork issues and programme; scheduled for Thursday because Friday office hours for EGRA would allow only half a day.	
Fieldwork visits to project areas	20 November through Saturday 02 December	Travel to and from project areas at weekends to allow two full working weeks for field visits, to see a selection of schools but also to meet with EGRA and government staff involved in delivery and monitoring of the programme.	
Post-fieldwork de-brief	Tuesday 05 December	A powerpoint presentation of fieldwork undertaken and emerging issues.	

Mid-Term Evaluation of McGovern-Dole school feeding programme in Afar and Oromia Regions 2019–2025
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Events and activities (TOR Annex 2, amended)	Revised timetable	Mokoro proposed workplan
Commencement of EGRA fieldwork	01-03 December	<ul style="list-style-type: none"> Travel to Afar; contact entree facilitators; accommodation; visit to BoE & admin work, mainly liaising the Survey Team (ST) with the zones & sample woredas Train enumerators Contact Oromia BoE; travel to Oromia zones; contact entree facilitators; accommodation; visit to BoE & admin work (mainly liaising the ST with the zones & sample woredas) Train enumerators
Conduct surveys	04–28 December 04–19 December	<ul style="list-style-type: none"> survey sample schools in selected Afar woredas survey sample schools in selected Oromia woredas
Phase 3: Reporting		
Data cleaning, consistency checks & analyses	20 December–29 January	
Continue compilation, analysis and consolidation of data; preparation & submission of draft EGRA Report	01–29 January	Target for submission was 15 January but further time was required for analysis and revisions post internal quality review. Draft Report on EGRA findings submitted Monday 29 January as Volume 2 of the MTE Report and findings included in first draft of MTE report.
Client review and feedback on draft EGRA report, including DEQS comments	Comments on EGRA volume to be provided not later than comments on the main MTE volume	This should allow EGRA findings to be presented to validation workshop, and EGRA report to be incorporated in submission to USDA.
ET draft Mid-Term Evaluation Report (MTER) and submit to EM	MTER v1 submitted Tuesday 13 February	Earlier targets proved infeasible because of personnel changes for fieldwork period and the amount of work required in reconciling data and documents, with some key documents received late in the process.
Comments by ETCO and RBN	Received COB Thursday 29 February	
ET submit revised draft responding to comments	MTER v2 submitted COB 7 March 2024	
Share revised draft ER (v2) with quality support service (DEQS) and organize follow-up call with DEQS. ERG will do simultaneous review.	8 -22 March	Still allowing 2 weeks for DEQS review, and ERG review. (EM to consolidate and share matrix of ERG comments.)
ET review DEQS and ERG feedback and submit revised draft ER (3)	MTER v3 submitted 23 March to 1 April	Allowing seven working days for revisions.
EM and EC review MTERv3 to check feedback adequately addressed	2-10 April	
ET submits MTER v4	MTERv4 submitted Wednesday, 17 April	With additional revisions if necessary.
Validation Workshop	Thursday 18 April	Remote validation workshop (timed to allow advance sharing of draft Evaluation Report.)
ET revises draft based on feedback in validation workshop.	Friday 26 April	This review is strictly to take account of feedback from validation workshop.
EM and EC reviews final draft report to confirm all comments duly addressed.	Friday 3 May	If all comments addressed by 26 April, final draft report shared to USDA.

Annex 3 Key Informants Overview

Organisation	F	M
Inception		
WFP Ethiopia	6	10
Federal Ministry of Education		3
National Educational Assessment & Examinations Service (NEAEA)		2
Total	6	15
Midline data collection		
WFP Ethiopia	8	14
Regional Bureau of Education Office		5
Zonal Education Office		3
Woreda Education Office		4
Taltalle Woreda, primary school A	14	19
Taltalle Woreda, primary school B	18	23
Chinaksen Woreda, primary school A	11	23
Chinaksen Woreda, primary school B	10	19
Adear Woreda, primary school A	11	15
Adear Woreda, primary school B	12	17
Elidar woreda, primary school A	13	17
Mille Woreda, primary school A	11	22
Mille Woreda, primary school B	12	21
International Rescue Committee		1
Oromo Development Association		1
Total	120	204

Annex 4 Evaluation Committee and External Reference Group

Role of the Evaluation Committee

1. The purpose of the evaluation committee (EC) is to ensure a credible, transparent, impartial and quality evaluation in accordance with WFP evaluation policy. It will achieve this by supporting the evaluation manager in making decisions, reviewing draft deliverables (ToR, inception report and evaluation report) and submitting them for approval by the Country Director/Deputy Country Director (CD/DCD) who will be the chair of the committee. Table 22 shows the membership of the evaluation committee.

Table 22 Evaluation Committee members

	Position
1	Country Director /Deputy Country Director (Chair)
2	Evaluation manager (Secretariat)
3	Head of Programme
4	Head of School Feeding
5	Programme Officer, School Feeding
6	Regional Evaluation Officer (REO)
7	Country office monitoring and evaluation (M&E) officer

Role of the External Reference Group (ERG)

2. As noted in the TOR (Annex 4), the ERG is an advisory group providing advice and feedback to the evaluation manager and the evaluation team at key moments during the evaluation process. It is established during the preparatory stage of the evaluation and is mandatory for all decentralized evaluations.

3. The overall purpose of the evaluation reference group is to contribute to the credibility, utility and impartiality of the evaluation. For this purpose, its composition and role are guided by the following principles:

- **Transparency:** Keeping relevant stakeholders engaged and informed during key steps ensures transparency throughout the evaluation process
 - Ownership and Use: Stakeholders' participation enhances ownership of the evaluation process and products, which in turn may impact on its use
- **Accuracy:** Feedback from stakeholders at key steps of the preparatory, data collection and reporting phases contributes to accuracy of the facts and figures reported in the evaluation and of its analysis

4. Members are expected to review and comment on draft evaluation deliverables and share relevant insights at key consultation points of the evaluation process. Table 23 below shows the composition of the ERG.

Table 23 External Reference Group members

	m/f	Organization & responsibility
1	f	WFP Ethiopia, Deputy Country Director
2	f	WFP Ethiopia, Evaluation Manager
3	m	Director, School Feeding Programme, Federal Ministry of Education
4	m	Programme Associate (National School Feeding Programme Coordinator), Federal Ministry of Education
5	m	Deputy Head, Afar Regional Bureau of Education
6	m	Process owner, Afar Regional Bureau of Education (alternative)
7	m	Head of Oromia Region Education Bureau
8	m	Oromia Education Bureau School Feeding Focal Person
9	f	Head, Nutrition Office, Ministry of Agriculture
10	m	Senior Nutrition Expert, Ministry of Health
11	f	Agricultural Councillor, U.S. Embassy Addis Ababa
12	m	Agricultural Specialist, U.S. Embassy Addis Ababa
13	f	Research and Evaluation Specialist, UNICEF Ethiopia
14	f	Programme Specialist in Health Education, UNESCO Ethiopia
15	m	Head of M&E, WFP
16	m	WFP Ethiopia School Feeding Lead
17	f	WFP Ethiopia School Feeding
18	m	WFP Evaluation Officer, Regional Bureau Nairobi
19	m	National Monitoring Officer, WFP Semera SO
20	m	National Program Officer, WFP Adama SO
21	f	Program Policy Officer (Gender), WFP


Annex 5 Team Roles and Responsibilities

1. Table 24 summarises roles and responsibilities for the MTE team members.

Table 24 Team roles in the assignment


Team member	Roles
Core Team	
Stephen Lister Team Leader (TL)	Team Leader with overall responsibility for all aspects of the evaluation, including: professional point of contact and continuing liaison with the Evaluation Manager; supervision of evaluation team members, and liaison with Quality Support advisers; lead author of Inception Report, and Mid-Term Evaluation Report through successive iterations to finalisation; ensuring the finalisation of the reports through the DEQS process and to agreed timelines. Oversees and coordinates the EGRA team.
Doe-e Berhanu Senior Evaluator & Qualitative Lead	Ethiopia based senior evaluator focusing on qualitative evaluation to supplement quantitative monitoring data. Leads on gender, equity and accountability issues, including community involvement in the programme. <i>Dr Eleni Asmare</i> substituted for Doe-e Berhanu during the qualitative data collection;
Gadissa Bultosa EGRA Team Leader (TL)	EGRA Team Leader with overall responsibility for all aspects of the EGRA, including: supervision of EGRA core team members, and liaison with Quality Support advisor
Eskindir Tenaw Research Specialist and Data Analyst	Experienced Ethiopian statistician and research specialist who can draw on his experience in designing and analysing the baseline survey. Lead responsibility for collating, quality assessing and analysing programme monitoring data, with special focus on the chosen MGD indicators. Research analyst for the EGRA sub-team.
Dr Solomon Areaya EGRA Expert and Technical Adviser	Assist liaison with the National Education Assessment and Examination Agency (NEAEA); Support drafting of EGRA annex to the main Inception Report; Inform EGRA methodology design, approach, instruments and workplan; Support compilation, analysis and consolidation of data; preparation & submission of draft EGRA Report
Advisory & quality support	
Muriel Visser Advisor / Quality Support	Continuing in this role from the baseline evaluation, she will draw on her extensive evaluation and sectoral experience (including particular experience of school feeding, education, gender and social protection issues) and M&E approach to baseline evaluations
Dennis Alder Advisor / Quality Support	Advises EGRA core team on sampling and analysis and ensure that there is maximum coherence between the light touch EGRA and the subsequent endline survey; Reviews and comments on EGRA methodology and workplan, and the survey report.
In-house research support and assignment management	
Jim Grabham Research Coordinator	Assists in sourcing documents and data, and managing the team's e-library. Under TL direction, undertakes literature review and data analysis, and remote planning of field visits, including coordinating logistics for the evaluation team.
Céline Cornereau Assignment Manager	Responsible for assignment administration, contracts and logistics; administrative liaison with client. Assesses and ensures effective management of risks, taking account of Mokoro's duty of care.

Annex 6 Evaluation team ethical declarations



ETHICAL GUIDELINES FOR EVALUATION

PLEDGE OF ETHICAL CONDUCT IN EVALUATION



By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.

INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional**, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible**.

ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent** regarding evaluation purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.

RESPECT

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

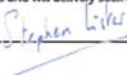
- **Access** to the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).

BENEFICENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration of risks and benefits** from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm**. I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.


I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.



1 January 2021


(Signature and Date)

Stephen Lister



ETHICAL GUIDELINES FOR EVALUATION

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2020.12.24
09:23:01

(Signature and Date)

Denis Alder

Mid-Term Evaluation of McGovern-Dole school feeding programme in Afar and Oromia Regions 2019–2025
Evaluation Report



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Evaluation Midterm Evaluation of WFP's USDA McGovern - Dole International Food for Education and Child Nutrition Programme's Support in Afar and Oromia regions in Ethiopia 2019 to 2025

Date 17-Oct-2023

Signature Digitally signed by Eskindir Tenaw
DN: cn=Eskindir Tenaw, gn=Eskindir Tenaw, o=United States, ou=UNEG, email=eeskindirtenaw@yahoo.com
Reason: I am the author of this document
Location:
Date: 2023-10-17 12:19:03.00

Name Eskindir Tenaw

Eskindir Tenaw



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Date 17-Oct-2023

Signature Doe-e Berhanu

Name Doe-e Berhanu

Doe-e Berhanu



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- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).

BENEFACTENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration** of risks and benefits from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm.** I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

Evaluation Midterm Evaluation of WFP's USDA McGovern - Dole International Food for Education and Child Nutrition Programme's Support in Afar and Oromia regions in Ethiopia 2019 to 2028


Date

Date: October 17, 2023

Signature




Solomon Areaya



ETHICAL GUIDELINES FOR EVALUATION

PLEDGE OF ETHICAL CONDUCT IN EVALUATION



By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.

INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional**, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible.**

ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent** regarding evaluation purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.

RESPECT

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Evaluation Midterm Evaluation of WFP's USDA McGovern - Dole International Food for Education and Child Nutrition Programme's Support in Afar and Oromia regions in Ethiopia 2019 to 2028

Date

16-Oct-2023

Name Mr Jim Grabham

Signature



Digitally signed by Jim Grabham
Date: 2023.10.16
13:33:33 +0100'

Jim Grabham

Mid-Term Evaluation of McGovern-Dole school feeding programme in Afar and Oromia Regions 2019–2025
Evaluation Report

 ETHICAL GUIDELINES FOR EVALUATION
PLEDGE OF ETHICAL CONDUCT IN EVALUATION 

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Evaluation: Midterm Evaluation of WFP's USDA McGovern - Dole International Food for Education and Child Nutrition Programme's Support in Afar and Oromia regions in Ethiopia 2019 to 2025

Date: 17 October 2023

Signature: 

Name: Muriel Visser

Muriel Visser

 ETHICAL GUIDELINES FOR EVALUATION
PLEDGE OF ETHICAL CONDUCT IN EVALUATION 


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Evaluation: Midterm Evaluation of WFP's USDA McGovern - Dole International Food for Education and Child Nutrition Programme's Support in Afar and Oromia regions in Ethiopia 2019 to 2025

Date: 17/10/2023

Signature: 

Name: Gadissa Bultosa

Gadissa Bultosa

Annex 7 The context for school feeding in Ethiopia

School feeding in Ethiopia

1. **National policy and WFP support.** WFP has supported school feeding in Ethiopia since 1994 and remains the main partner for Government in delivering school feeding. ESDP VI foresees expansion of school meals to food-insecure and vulnerable areas, particularly pastoralist areas and chronically food-deficit highland districts with lower school enrolment and higher gender disparity. WFP supported the drafting of the national school feeding policy that was endorsed in 2021 (GoE, 2021a), and continues to be involved in supporting the elaboration of related guidelines.
2. WFP's CSP for 2020–2025, highlights school feeding as a contribution to its Strategic Outcome 2⁹³ through the following outputs (for more detail see Box 12 below):
 - *Targeted schoolchildren benefit from nutrition-sensitive school feeding programmes* (traditional and home grown) – including take-home rations to meet their basic food and nutritional needs and to increase school enrolment and attendance (linked to SDG4).
 - *Crisis-affected primary schoolchildren receive a daily nutritious meal at school* to support their school attendance and learning outcomes (linked to SDG4).
 - Nutritionally vulnerable people benefit from *increased capacity of Government institutions for the scale up of nutrition-sensitive school feeding programmes* (linked to SDG4). (WFP, 2020b p17-18, *emphasis added*.)

Box 12 School feeding in the WFP Country Strategic Plan 2020-2025

Key activities

Activity 4: Provide safe, nutritious and reliable daily meals to primary schoolchildren and support to the ministries and bureaux of education and agriculture in scaling up nutrition-sensitive and gender-equitable school feeding programmes.

72. WFP will support in-kind food assistance and cash transfers to schools so that they can purchase food for home-grown school feeding (HGSF). The Ministry of Education, regional authorities and community actors will be supported in implementing these activities in the regions of Afar, Oromia, the Southern Nations, Nationalities, and Peoples' Region (SNNPR) and Somali, where education and food security outcomes are among the worst in the country. Support will include efforts to link school feeding to PSNP and nutrition interventions; measures for promoting gender-transformative practices that encourage and enable equal engagement of women and men in a range of roles, including in school management and HGSF committees; market engagement and food safety interventions for smallholder farmers and cooperatives; and, where feasible, improvements in infrastructure for school feeding in order to enhance hygiene and reduce environmental impacts.

73. Capacity strengthening for the Ministry of Education will include support for the establishment and operationalization of a school feeding steering committee; coordination of other relevant ministries to deliver a comprehensive package of interventions for school health and nutrition, taking into consideration age, gender and disability-related dimensions; monitoring and evaluation at the national and decentralized levels; development of a standardized nutrition-dense menu for school feeding, along with nutrition education and school garden activities; and market assessments and supply chain solutions. Within the education cluster, WFP will support the Ministry of Education in implementing the multiyear resilience programme for education in emergencies as a way of providing youth-focused, shock- and gender-responsive social protection.

⁹³ "Vulnerable and food-insecure populations in targeted areas have increased resilience to shocks by 2025".

Partnerships

78. Activity 4 (school feeding) will be implemented through the federal Ministry of Education and regional bureaux of education, finance and agriculture. WFP's partners for HGSF are FAO and the International Fund for Agricultural Development (IFAD). Other partners include UNICEF, UNFPA, individual smallholder farmers and farmer cooperatives.

Assumptions

80. Assumptions include support for WFP's efforts from the Government and donors, local organizations and women and men in targeted communities; a conducive and stable macroeconomic, political and security environment in the country that allows access for the delivery of food and CBTs; commitment of the Government; and availability of microinsurance and microcredit.

Transition and handover strategy

81. Under activity 4, WFP will focus on providing capacity strengthening and long-term support to the Government. The phased transition has clear milestones for marking progress in strengthening government capacities in preparation for the handover of school feeding and HGSF activities. WFP will build capacities within national institutions with a view to ensuring the sustainability of resilience-building activities, nutrition activities, progress in addressing gender inequalities and WFP's market-driven support for smallholder farmers and food value chain actors.

Source: WFP, 2020b, p18-20.)

3. **Home-Grown School Feeding (HGSF).** The key principle of HGSF is to link school feeding to the local production of the food involved, WFP and MoE collaborated to pilot a HGSF programme in 37 schools in the Southern Nations Nationalities and Peoples region (SNNPR) in 2012, later expanding to an additional 50 schools. In 2014, the HGSF model was replicated in 18 primary schools in Oromia. By 2017, the HGSF programmes in Oromia and SNNPR were targeting 139,000 students in 286 schools (SABER, 2015, WFP, 2017a). The HGSF programme was primarily supported by WFP with contributions from the regional governments of SNNPR and Oromia, in the absence of federal grants for non-emergency school feeding programmes. A fresh food component was introduced in 2022 benefitting 9,500 children as part of an overall transfer of USD 900,000 from WFP to the Government for HGSF (WFP, 2023b). As of 2023, the HGSF programme in SNNPR has expanded to reach 84,000 school children in 224 schools, with 15,000 school children in 45 schools now covered by a fresh food pilot. Further, the Oromia regional government has expanded its HGSF programme to target 7.5 million children in the 2023/2024 academic year.⁹⁴

4. From 2022 HGSF funding in SNNPR has been provided by the Norwegian Agency for Development Cooperation (NORAD), enabling WFP to reach 84,000 school children during 2023/2024; 15,000 of those children are included in a fresh food pilot, under which different fruits, vegetables and animal products are included in the meals based on a rotating weekly menu that ensures seven food groups are provided in each meal. Additional capacity strengthening activities include school gardening support, both financial and technical; WFP has developed a fresh food procurement manual and school gardening manual, among others. (Source: ETCO)

5. **Emergency School Feeding (ESF).** As part of the broader government-led response to the 2015/16 El Niño drought, the MoE developed an education-in-emergency response plan to provide educational supplies, facilities for WASH, and school feeding, along with psychosocial support and establishing temporary learning spaces to reduce the risk of children in drought-affected areas dropping

⁹⁴ ETCO based on confidential donor records.

out of school. The ESF programme framework emulated the HGSF programme, with linkages to local farmers' cooperatives in surplus-producing areas to provide the grains and legumes needed for the school meals.⁹⁵

6. Building on a charitable initiative, **Addis Ababa City Administration** launched an ambitious school feeding programme in 2019. It was interrupted when schools all over the country closed due to the Covid-19 pandemic, but universal school feeding coverage is now provided in Addis Ababa in public schools reaching nearly 800,000 school children. All children receive two meals per day plus subsidized scholastic materials⁹⁶. Up to December 2023 **Save the Children** (SCF) was implementing a school feeding programme funded by the Global Partnership for Education (GPE) across five regions of Ethiopia, reaching over 220,000 children.⁹⁷

7. **Previous Phase of McGovern-Dole Support.**⁹⁸ A McGovern-Dole Food for Education programme was approved in November 2012 and closed in early 2018. It provided students with one hot meal per day, as well as a monthly Take-home Ration (THR) of two litres of vegetable oil for girls. It covered 292,249 children in 590 schools in Afar and Somali Regions, and had a total budget of USD 40.7 million. Results from a rigorous evaluation completed in 2018 demonstrated the importance of school feeding for areas that are severely affected by food insecurity. Positive effects were found on enrolment, repetition and completion, with the THR component clearly benefiting girls. (Visser et al, 2018b)

Recent developments in school feeding

8. Ethiopia officially launched the School Feeding Policy and Strategy (GoE, 2021a,⁹⁹ WFP, 2021d) on 8th July 2021. WFP had been providing technical support to the development of the policy for the past five years, but, according to WFP, it had not been endorsed due to the high turnover of the management and commitment issues, among others.

9. Highlights from the policy, as cited in WFP, 2021c, include:

The national school feeding policy has set a vision of providing at least one in-school meal in a day to all pre-primary and primary school children by 2030. The Policy has four policy pillars and each policy pillars have strategies and initiatives

- Shall provide at least one in-school nutritious meal with the food mainly sourced from local purchase to all pre-primary and primary children
- Shall create strong institutional arrangement, capacity building and promotion
- Shall ensure a sustainable and stable financial source
- Shall establish vigorous coordination mechanisms that can create enabling environment for school feeding implementation.

⁹⁵ WFP assisted with some international procurement of nutritious foods.

⁹⁶ ETCO

⁹⁷ In 2021 the programme areas were listed as: Afar Region (Asyita, Abaala and Afambo woredas), Amhara Region (Sahla, Tsagbgi and Abergelie), Oromia Region (Lege Hida, Gura Dhamule and Rayitu), Somali Region (Filtu, Mubarak and Kedaduma), and Sidama Region (Borocho) (SCI Ethiopia, 2021). None of the SCF woredas were included in the MGD programme. More recent updates are at <https://www.egeresource.org/profiles/programs/7efbf6b4-80ca-4e77-a68f-ba3effc06de4/> and <https://www.globalpartnership.org/blog/ethiopia-nutritious-meals-help-children-learn>. The Ministry of Education has asked WFP to step in and support the schools previously supported by SCF, but WFP has not had the resources to do so.

⁹⁸ Annex 4 of the Inception Report included a full summary of the previous programme and of the impact evaluation findings.

⁹⁹ However, we note that this version is still marked "strictly confidential and not for circulation".

10. Between 2021-2023 WFP obtained support from France for a HGSF project in SNNPR which included links to local markets and school gardens. WFP has also recently received support from France for a HGSF pilot in Afar's zone 3, where 32 schools under the McGovern-Dole project will receive cash from France for local procurement of fresh food items to supplement the staple commodities provided by USDA. Schools will also receive school gardening support and 300 smallholder farmers will also be supported to build production capacity to enable scale-up of the HGSFP. (Source: ETCO)

Annex 8 The McGovern Dole Project in Ethiopia¹⁰⁰

Introduction

1. This annex complements Section 1.3 of this Evaluation Report. It provides a fuller description of the design of the project, and provides additional detail on implementation.
2. The USDA's McGovern-Dole International FFE and Child Nutrition Program project to support school feeding in Ethiopia's Afar and Oromia regions is an operation implemented by WFP under agreement no. FFE-663-2018/013-00 between WFP and USDA. Key source documents are the project proposal (WFP, 2018b), agreement amendment II (USDA & WFP, 2019) and the most recent version of the agreement between USDA and WFP (USDA & WFP, 2023b). The Covid-19 pandemic and a delayed commencement of school feeding led to significant adaptations of the project, which are noted below.
3. Two amendments were signed in 2023. An amendment signed in February 2023 followed approval of the Baseline Evaluation Report.¹⁰¹ It included a one-year no-cost extension, on account of the delays at the front end of the project and further delays caused by the northern conflict. It included amendments to update indicator targets for baseline, FY23-FY25 and life of project. These adjustments are reflected in the review of McGovern-Dole indicators in Annex 14 below. The no-cost extension is also intended to allow revised timing of the endline evaluation.
4. A further amendment signed in April 2023, reflected the approval of some additional funds to take account of the effects of global inflation on the commodity and freight budget. These funds are intended to allow WFP to call forward the quantities of commodities anticipated under the original agreement (USDA & WFP, 2023c).
5. Another significant development is the decision that WFP would resume direct responsibility for all transport for the project. This reflects wider concerns in Ethiopia about the risks of diversion of aid commodities, as well as increased difficulties in obtaining private transport contractors on account of conflict and security concerns.

Context and scope

6. The background to school feeding in Ethiopia is extensively described in Annex F of the Baseline Inception Report. A previous McGovern-Dole project operated in Afar and Somali Regions and was the subject of an impact evaluation completed in 2018 (Visser et al, 2018b). For more detail on the project and the evaluation's findings, see Annex 4 of the MTE Inception Report.

Geographical focus and targeting

7. The project's geographical focus is on Afar Region and two zones (East Hararghe and Borana) within the neighbouring Oromia Region. Participating woredas had not been selected at the time of preparing the project application to USDA, and the proposed approach to targeting was as described in Box 13 below. Before the commencement of the baseline evaluation's inception phase, the woredas and schools to be included within the project had been selected. In practice, only two of the woredas in East Hararghe and four of those in Borana were included.¹⁰²

¹⁰⁰ This is an updated version of the Inception Report's Annex 5.

¹⁰¹ See Lister et al, 2022a; USDA comments and WFP response are at USDA, 2022a.

¹⁰² Subsequently MGD coverage in Borana has been reduced to three woredas, with the fourth having proved impractical due to security concerns.

Box 13 Project proposal on targeting

11.5 Method of Choosing Beneficiaries

WFP supports the implementation of school feeding programs and all other complementary activities based on need in the poorest countries, targeting the most vulnerable based on food insecurity, poverty, low educational and nutrition indicators and gender-related problems. WFP will advise the regional education bureaus to identify areas where high level of food insecurity and malnutrition and educational problems (low enrolment rate) exist. WFP will fill the gap in food insecure areas of the targeted regions which are currently targeted through HGSE.

11.6 Target Geographic Area

In Ethiopia, school feeding has targeted primarily regions where food insecurity is highest and where number of enrolment, particularly for girls, is lowest. Within the region, targeting is based on the chronic vulnerability levels, whereby most vulnerable pocket areas are targeted. In the past McGovern-Dole grant, the targeted areas were Afar and Somali region where access to education lagged behind in the country.

For this project, WFP will target Afar and Oromia regions. Currently, all districts in Afar are identified as priority one. In Oromia region, districts will be selected based on two criteria: (1) in most vulnerable pocket areas, and (2) in schools that are receiving literacy interventions through US funds. WFP will agree with the regional government to exclude the target districts where HGSE will be implemented in the grant period. Normally, all schools in targeted food-insecure districts are targeted to prevent children from moving between schools. The EMIS provides the number of children to be targeted for this proposal. All children in targeted schools should be included to avoid stigmatism, and for practical reasons. Based on the initial selection, a joint assessment by WFP and education sectors will be conducted to identify eligible schools. Additional criteria such as availability of water, accessibility, community willingness to participate in the program are taken into consideration when targeting schools.

Source: extracted from project proposal (WFP, 2018b).

Duration

8. The project was originally designed to commence in 2019 and finish in 2024; its scheduled end date after the no-cost extension is 30 September 2025 (USDA & WFP, 2023a).

Budget (from McGovern-Dole project agreement)

9. The total USDA budget for this project is USD 28.4 million, of which USD 12.7 million is provided in cash, with the remainder covering the costs of providing commodities in kind (see Table 25 below). The commodities to be provided by USDA include vegetable oil, fortified milled rice, and fortified corn soy blend (CSB Plus). No formal cost sharing is shown in the USDA budget, but some other contributions were expected, including iodized salt to be provided by GoE.

Table 25 Total McGovern-Dole Food for Education Budget

Component	Amount USD
Commodity cost	10,556,498.44
Freight cost	5,072,587.85
	total in kind
	15,629,086.29
Administrative costs (cash portion)	12,744,101.21
	grand total
	28,373,187.50

Source: amendment to project agreement FFE-663-2018/013-00-A (USDA & WFP, 2023b).

10. Table 26 below shows the detailed breakdown of the cash budget, including specifications of the activities to be funded.

Table 26 Breakdown of McGovern-Dole FFE cash budget

Component	Amount USD
Activity 1 – Food Distribution	2,075,761.83
A mid-day meal and take-home ration to school children in pre-primary and primary schools in Afar and Oromia regions. includes:	
• purchase and distribution of non-food items in 270 schools, used to directly implement school feeding	540,000.00
• Renovation of 225 kitchens, including provision of fuel-efficient stoves and assessment of effective fuel-efficient stove type	1,025,000.00
• visibility boards for each school	45,000
• Cost for monitoring the distribution of commodities and all other activity management costs	465,761.83
Activity 2 – Support Improved Safe Food Preparation and Storage	468,987.59
• Construction of feeding shelters in 20 schools	100,000.00
• Rehabilitation of 40 storerooms	200,000.00
• Training cooks, storekeepers, community members	117,500.00
• All other activity management costs	51,487.59
Activity 3 – Promote Improved Nutrition	197,843.30
• Health screening and referral of under-nourished children	20,000.00
• Nutrition education for approx. 900 individuals	137,250.00
• Formative assessment and development of SBCC materials	20,000.00
• All other activity management costs	2,593.30
Activity 4 – Promote Improved Health	345,615.33
• Construction of water access points in 50 schools	288,000.00
• Building 500 handwashing stations in approx. 450 schools	26,500.00
• Awareness campaigns (e.g. posters, radio) on health and hygiene	31,115.33
Activity 5 – Build Capacity	227,132.51
• Enable regional and federal members of the government to attend regional fora and meetings on school feeding	40,000.00
• Policy and strategic support for the creation of a national coordination body for school meals	30,000.00
• Training to smallholder farmer cooperatives to provide commodities to schools for nationally-led home-grown school feeding	100,000.00
• Technical assistance to the regional bureaus of education and workshops	50,000.00
• All other activity management costs	7,132.51
Activity 6 – Promote Improved Literacy	416,875.67
• School Learning Materials for 160 schools	128,000.00
• Indoor and outdoor learning materials for 160 schools	240,000
• Merit-based award initiatives that are aimed at promoting teacher attendance	34,000.00
• All other activity management costs	14,875.67
Activity 7 – Promote Increased Enrolment	8,620.04
• Covers awareness campaigns on the benefits of education (development of SBCC material in form of radio ad to be run in local language), as well as activity management costs.	8,620.04
total Activities budget	3,740,826.27
Administrative	2,269,727.91
• Professional services	681,359.40
• Other	1,588,368.51
Internal Transportation, Storage, and Handling	5,098,770.48
• Other	5,098,770.48
Total Indirect Costs	1,634,766.55
total cash budget	12,744,101.21

Source: amendment to project agreement FFE-663-2018/013-00-A (USDA & WFP, 2023b).

Complementary inputs

11. Although no formal cost sharing is shown in the McGovern-Dole budget, the project proposal (WFP, 2018b) anticipated various complementary inputs as follows (emphasis added):

- The food basket will be complemented by **pulses, iodized salt and fresh foods** procured locally through non-USDA resources mobilized by the Government of Ethiopia and WFP. (p3)
- In Oromia, WFP will pilot use of **fresh vegetables and fruits** to contribute to improved dietary diversity and increased nutritional value. **Pulses, iodized salt and fresh foods** will be procured locally through non-USDA resources mobilized by the Government of Ethiopia and WFP. (p29)
- Additionally, WFP will seek complementary partnership with PSI to **provide water purification tablets (Activity 4.3)** to treat the water, and with the Regional Health Officers conduct random bacterial water quality testing at schools to ensure that water is safe for consumption. (p32)
- The project will leverage funding from the government of Ethiopia to procure 1,803 MT of **pulses** and 447 MT of **iodized salt**. (p43)
- Between 2014-18, WFP mobilized about USD 100,000 for procurement of iodized salt to complement ongoing McGovern-Dole in-kind donation. In this project WFP will mobilize additional USD 1.2 million to complement the food basket through provision of salt and pulses for this proposal. **The communities will also be encouraged to make in-kind and cash contributions towards the implementation of school meals.** In the previous McGovern-Dole grant, these contributions were estimated at USD 10.6 million. **In this project, community contribution is estimated at USD 18 million.** (p48)
- [For Activity 2 – construction of feeding shelters and store rooms] The construction shall be carried out in collaboration with the WFP Productive Safety Net Programme, and **the local communities shall be expected to contribute building materials.** (p30)
- Activity 6.3 (school administrator training) "will not utilize McGovern-Dole funds" (p35).
- Activity 5.4 (fleet system in Afar¹⁰³) was mentioned in the project proposal but not included in the McGovern-Dole project agreement.

Objectives

12. The project agreement describes the project objectives as:

- Improve student attendance and reduce short-term hunger through the provision of a daily school meal;
- Increase student enrolment by raising community awareness of the importance of education to parents and community members following a national community-based mobilization model;
- Improve literacy among children and quality of education through teacher recognition and provision of school kits and indoor/outdoor materials;
- Improve health and dietary practices of students through rehabilitation/rebuilding of water, sanitation and hygiene facilities;
- Improve food preparation and cooking practices by provision of training, sensitization, and fuel-efficient stoves; and
- Increase government ownership and strengthen national capacities through training and mentoring aimed at developing a school feeding programme with lasting impact.

Activities – design

13. The grant proposal provided more detail on proposed activities, but some activities were dropped or modified between the proposal and the signed agreement.

¹⁰³ WFP proposes to strengthen the capacity of the regional governments on transportation, commodity management and storage by setting up a **fleet system (Activity 5.4)** in Afar where transportation problems have led to delays in food delivery to the warehouses and schools.

14. This section provides more detail on the constituent activities of the planned project. They are described in the same sequence as adopted for the inferred theory of change (see Annex 10). In each case we note the full set of activities anticipated in the project proposal and comment on the extent to which they are reflected in the subsequent project agreement between WFP and USDA.

Activity 1 – Food Distribution

Implemented by: WFP

Location: Afar, Oromia

Partners: Government of Ethiopia, Ministry of Education

Objective: To increase access to food, raise attendance, reduce drop-out, reduce short term hunger and raise attentiveness, while contributing to improved diet diversity.

Activity 1 – Food Distribution

A mid-day meal and take-home ration to school children in pre-primary and primary schools in Afar and Oromia regions includes:

- purchase and distribution of non-food items in 270 schools, used to directly implement school feeding
- Renovation of 225 kitchens, including provision of fuel-efficient stoves and assessment of effective fuel-efficient stove type¹⁰⁴
- visibility boards for each school
- Cost for monitoring the distribution of commodities and all other activity management costs

15. School children (“O” class, pre-primary, and primary) in approximately 450 schools in Afar and Oromia regions will receive an onsite, nutritious **midday meal (Activity 1.1)** consisting of 120g of fortified rice, 35g of pulses, 13g of fortified vegetable oil and 3g of iodized salt for 3 days alternated with a mid-morning porridge of 120g of CSB+, 8g of vegetable oil, and 3g of iodized salt for two days in a week for the 176 school days in a year.

16. In Oromia, WFP will pilot use of fresh vegetables and fruits to contribute to improved dietary diversity and increased nutritional value. Pulses, iodized salt and fresh foods will be procured locally through non-USDA resources mobilized by the Government of Ethiopia and WFP.

17. Girls in grades 5 and 6, and boys in grade 6 in Afar that maintain an attendance of at least 80 percent, will receive a **take-home ration (Activity 1.2)** of 12.5 kg of fortified rice each quarter.¹⁰⁵

18. The annual targets for schools and children receiving McGovern-Dole school feeding are shown in Table 27 below. These reflect an intention to progressively scale down the McGovern-Dole activity, particularly in Oromia, with an understanding that schools will be transferred to the government's home-grown school feeding programme. (The table also reflects much smaller average school sizes in Afar.)

Table 27 Annual targets for children and schools

	Year 1		Year 2		Year 3		Year 4		Year 5	
	Children	Schools	Children	Schools	Children	Schools	Children	Schools	Children	Schools
Afar	100,000	350	97,500	342	95,000	333	90,000	315	85,000	298
Oromia	100,000	100	90,000	90	77,000	78	62,000	62	49,500	50
Total	200,000	450	187,500	432	172,500	411	152,000	377	134,500	348

Source: project proposal (WFP, 2018b)

¹⁰⁴ Note: the fuel-efficient stoves have been repositioned under Activity 1 budget. (They were described under Activity 2 in the project proposal):

"WFP will provide fuel efficient stoves (Activity 2.2) as a strategy to protect the environment. WFP plans to distribute 530 stoves (260 in Afar and 270 in Oromia) in this project. All schools will be covered. In addition to energy saving stoves, WFP will equip kitchens with adequate non-food items that include equipment and tools for food preparation and eating utensils (Activity 2.4) to prepare and serve the daily meals." (WFP, 2018b)

¹⁰⁵ However, according to the Evaluation Plan the THR is to be provided three times a year. (WFP, 2020a), p2

*Activity 2 – Support Improved Safe Food Preparation and Storage***Implemented by:** WFP**Location:** Afar, Oromia**Partners:** Government of Ethiopia**Objective:** To provide a supportive and safe environment for the preparation and distribution of school meals programme**Activity 2 – Support Improved Safe Food Preparation and Storage**

- Construction of feeding shelters in 20 schools
- Rehabilitation of 40 storerooms
- Training cooks, storekeepers, community members
- All other activity management costs

19. Because of poor infrastructure in Afar and Oromia, WFP will **rehabilitate storerooms** (*Activity 2.1*) in 50 schools (25 in Afar and 25 in Oromia) based on annual assessments on the conditions of kitchens and storerooms in the targeted schools. The construction shall be carried out in collaboration with the PSNP.

20. WFP proposes to strengthen food quality management through **training of cooks and storekeepers on food preparation and storage practices** (*Activity 2.3*) in each school in the first year, and by conducting a follow up training in the third year. In total, WFP will train 2 cooks/storekeepers per school (900 total).

21. This training is expected to increase the capacity and knowledge of cooks and storekeepers to ensure less spoilage, waste and better dietary practices. WFP Field Monitors will ensure regular follow-up and on-site coaching during monitoring visits throughout the school year.

22. To ensure **school directors, PTAs and school meals committees** (comprising administrators, teachers and parents) effectively undertake the day-to-day management of the school meals programme that include operational responsibilities, reporting and performance management, WFP will continue to systematically **train them on general school feeding management** (*Activity 2.5*) covering topics related to commodity management, storage and recording food commodities in storerooms, and meals preparation.

*Activity 7 – Promote Increased Enrolment***Implemented by:** WFP**Location:** Afar**Partners:** Ministry of Education, Regional Education Bureau**Objective:** To boost school enrollment and teacher capacity for better literacy results**Activity 7 – Promote Increased Enrolment**

- Covers awareness campaigns on the benefits of education (development of SBCC material in form of radio ad to be run in local language), as well as activity management costs.

23. The THR (Activity 1.2 above) will be complemented with sensitization campaigns on the importance of education in the communities (*Activity 7.1*), which is specified thus in the project proposal:

WFP together with REB will **raise awareness of the importance of education** (*Activity 7.1*) at the school and within the communities. Community-based mobilization strategies will be adapted for the indigenous population will be conducted bi-annually to encourage indigenous parents to send their children to schools including: i) developing IEC materials) on the benefits of education, parental education for children's growth monitoring for sustainable and productive development, etc; broadcasts on local radio stations; joint awareness and school enrollment campaigns with UNICEF and Ministry of Education at the beginning of each school year, etc. To maximize the use of resources, these mobilization and awareness campaigns shall be done jointly for literacy, nutrition, health and hygiene. (WFP, 2018b, p36)

Activity 6 – Promote Improved Literacy

Implemented by: WFP

Location: mainly Afar

Partners: Ministry of Education, Regional Education Bureau

Objective: To boost school enrollment and teacher capacity for better literacy results

Activity 6 – Promote Improved Literacy

- School Learning Materials for 160 schools
- Indoor and outdoor learning materials for 160 schools
- Merit-based award initiatives that are aimed at promoting teacher attendance
- All other activity management costs

24. This activity is tailored to the different contexts of Afar and Oromia Regions:

"The McGovern-Dole project will not implement literacy activities in Oromia but will coordinate with World Vision and Creative Associations who currently implement USAID's READ II programme. In Afar, there are no operational partners for literacy, thus WFP will work directly with the Ministry of Education and Afar REB in implementing this component. WFP has consulted with Ministry of Education at the federal level and Afar REB and agreed on laid down structures for the implementation of the project." (WFP, 2018b, p19)

25. For Afar:

WFP will coordinate at the national and regional level through (1) the established unit in Ministry of Education and (2) the coordinator placed in the Regional Bureau of Education. The Ministry of Education, through GEQUIP [sic] development partner funding and its own budget, [will] support and fund the national Teachers' Development Program through Pre-Service Teacher Education Quality Improvement and In-Service Teacher Education Quality Improvement trainings. WFP, through its coordination will ensure that the targeted schools are the same as those supported by the Government-funded training of teachers in pre-primary and primary schools on **improved literacy instruction (Activity 6.1)**. Teacher training will be facilitated through a teacher training toolkit that has been developed by Ministry of Education. This project will support the development of three modules on classroom management and inclusive teaching strategies with mentoring, coaching and in-classroom support approaches. To ensure the training of teachers is effective, peer to peer sessions are organized by the Ministry of Education regularly to ensure the teachers practice their acquired skills between sessions, reflect on their practice sessions with their peers, and share their challenges. This approach maximizes cross-sharing and learning. **This sub-activity will not utilize McGovern-Dole funds.**

To augment the above, WFP will support Ministry of Education and REB to develop and directly manage a teacher recognition awards program increase **teacher attendance and recognition (Activity 6.2)**. This program will provide a team-based award to high performing teachers within the regions. Three teachers from each of the project's 32 woredas will receive an award linked to results of the Early Grade Reading Assessment EGRA and two from the National Learning Assessment for grade 4 starting year two of the project. The awards are team based to ensure a grouping of primary school teachers teaching different subjects work together and in recognition that not one class teacher is solely responsible for the performance of students but rather a team of teachers. The project will therefore promote the strengthening of teachers working together as a multidisciplinary team to improve learning outcomes, producing well rounded students. Additionally, this team-based approach establishes a peer support and accountability system for teachers that will promote more regular attendance and shared teaching goals to jointly improve pre-primary and primary student education outcomes. REB with support from Ministry of Education and WFP will develop a system of feedback mechanism to mobilize communities to play a role in improving teacher attendance. Teachers, administrators, and Ministry of Education staff will utilize the feedback mechanism to strengthen social accountability mechanisms between communities and schools to improve teacher attendance rates.

School Administrators in Ethiopia are instrumental in providing leadership and management for strong school governance. The proposed project will work alongside the Ministry of Education **ongoing school administrator trainings (Activity 6.3)** on effective school management practices to strengthen school governance and ensure geographical complementarity. Capitalizing on existing systems and resources, School Administrators will be included in the government-led teacher training in order to support the improvement of reading instruction, with additional sessions on: i) leadership and communication; ii) financial and resource management (including human resource management), infrastructure management and planning, and improving teaching and learning materials within classrooms; partnering with PTAs and communities for

improved learning and accountability; and iii) ensuring safe schools and inclusive education is provided. **This sub-activity will not utilize McGovern-Dole funds.**

This project will complement GEQUIP's [sic] capitation grant program which provides USD 2.5 per child per year and Ministry of Education's block grant to support the regional education programming for school supplies, school repairs, teacher and administrator trainings, and for off-site meetings. This grant is critical in the targeted schools but is stretched and inadequate to cover all the needs. To respond to this need **WFP will distribute the necessary school supplies, materials, and supplementary reading materials/books (Activity 6.4) in 325 schools**¹⁰⁶ (excluding schools in the 8 woredas supported by UNICEF). This will include school literacy starter kits (notebooks, pens, pencils, markers, paper, and other literacy aides to support the local development of reading aids e.g. letter charts within the classroom). Each school will be provided with a menu of basic materials for their kit and will select what is most needed from this list.

To ensure consistency and appropriateness of the "O" class instruction, the project will work with UNICEF to create child-friendly learning environment by providing **indoor and outdoor learning and playing materials (Activity 6.5)**.¹⁰⁷ This will include indoor games, teaching aid[s,] tables and chairs, and outdoor playing and instructional infrastructure in the ECCD schools. REB will mobilize teachers, administrators and community volunteers on the teaching and learning using locally available resources (TALULAR) methodology to enable community participation on creating locally sourced learning aids for pre-school children. This methodology could also support replenishment of supplies purchased by McGovern-Dole.

Activity 3 – Promote Improved Nutrition

Implemented by: WFP

Location: Afar, Oromia

Partners: Government of Ethiopia

Objective: To contribute to improved dietary diversity and increased nutritional value.

Activity 3 – Promote Improved Nutrition

- Health screening and referral of under-nourished children
- Nutrition education for approx. 900 individuals
- Formative assessment and development of SBCC materials
- All other activity management costs

26. The project proposal envisaged the following activities:

With non-McGovern-Dole funds, WFP will **pilot provision of fresh vegetables and fruits (Activity 3.1)** in Oromia region to diversify children's diet. In the initial period, WFP will explore the possibility of including potatoes, carrots and bananas with a longer shelf life as the capacity of the targeted schools is built on the management of food safety and quality issues related to perishables.

In partnership with FAO, WFP will assess the feasibility of and explore the possibility of establishing innovative approaches to **school gardens** in arid regions with insufficient water. If successful, school gardens will be managed by parents of the targeted school children and will be used as a platform for nutrition education for both children and parents.

27. Discussions during the baseline study indicated that the school garden component was no longer included in this project but that the piloting of fresh foods in Oromia was expected to go ahead.

¹⁰⁶ The budget for this activity in Table 26 indicates a reduced target of 160 schools. The budget also makes no mention of textbook procurement mentioned in the proposal, so we presume the following activity has been dropped:

WFP will also ensure school children targeted by the project have access to supply of textbooks and supplementary reading materials in both pre-primary and primary schools to establish and promote a culture of reading. **To support this endeavor, WFP will procure 280,000 textbooks.** To ensure long term sustainability of this project, WFP through Ministry of Education and partnership with USAID, will strengthen the capacity of teachers to develop literacy instructional materials in Amharic and English and identify strategic public-private partnerships to support development of contextually relevant and affordable printable and electronic materials in Amharic and English. (WFP, 2018b, p36)

¹⁰⁷ According to the budget in Table 26, this will also target 160 schools.

28. Activities that are reflected in the Table 26 budget Include the following:

The health extension workers¹⁰⁸ will undertake a **monthly screening of ECD children to assess any health and nutrition issues (Activity 3.2)** and refer children with acute malnutrition to the WFP targeted supplementary feeding program (TSFP) for treatment of moderate acute malnutrition, while children with severe acute malnutrition will be referred for treatment at the nearest UNICEF OTP. The health extension workers will undertake household consultation to assess the underlying causes of malnutrition and provide nutrition counselling and where possible link households in need of additional support to complementary activities. The health extension workers will through its community engagement support the school meals team to ensure all out-of-school children (3 – 5 years) are identified and encouraged to go to school.

Using McGovern-Dole funding, to support nutrition education, WFP will work with UNICEF, Ministry of Health and Ministry of Education to advocate for the review of the **content of nutrition education in the curriculum (Activity 3.3)** and support the Ministry of Health to establish a regional nutrition monitoring system in schools. With support from the Ministry of Health and WFP Nutrition team, the project will support development of supplementary nutrition materials for teachers, school inspectors, school administrators, school management committees, farmer's organizations. WFP will further organize annual awareness campaigns to the communities on good nutrition and integration of local nutritive foods in the diet, and train cooks and communities on proper food preparation. WFP will provide one ToT **nutrition education training module** to 1380¹⁰⁹ [one teacher and one school health club representatives **(Activity 3.4)**, in each of the targeted schools].

Activity 4 – Promote Improved Health and Hygiene Practices

Implemented by: WFP

Location: Afar and Oromia

Partners: Ministry of Health, Ministry of Education, UNICEF, PSI and WFP

Objective: To improve healthy growth for better and consistent school attendance.

Activity 4 – Promote Improved Health

- Construction of water access points in 50 schools
- Building 500 handwashing stations in approx. 450 schools
- Awareness campaigns (e.g. posters, radio) on health and hygiene

29. Activities included in the McGovern-Dole budget include the following:

WFP, in partnership with UNICEF, Ministry of Water and building on the government's "One WASH" program, will ensure availability of safe water in schools through the **rehabilitation/building of 50 water systems (Activity 4.2)** for collection of piped water in schools. With USDA funds, WFP will complement and expand the reach of UNICEF and the Ministry of Water's ongoing programs. In areas without piped water, WFP will support water trucking to the extent possible.

The project proposal envisaged construction of 620 low-cost **hand washing facilities (Activity 4.3)** -in (2 per school in Afar and 3 in Oromia).¹¹⁰ in addition to **hand washing facilities (Activity 4.3)**, infrastructure maintenance is an important element and school management committees, PTA will be trained to ensure sustainability of these facilities.¹¹¹

WFP will reinforce the work of the Ministry of Health and UNICEF on awareness **campaigns and training on health and hygiene (Activity 4.4)** by facilitating the creation and/or strengthening of 100 school health and nutrition clubs to oversee WASH in school hygiene activities. In collaboration with UNICEF and the Ministry of Health, WFP will provide a three-day hygiene awareness training to one selected teacher and one representative from the school health club through a training of trainers (TOT) methodology to pass on the message to the school level. This will be followed up by a two-day refresher training for these staff every two years to reinforce their knowledge and practice of proper hygiene. Ministry of Health will also design a comprehensive health and

¹⁰⁸ In practice, teachers have been trained to undertake the screening and refer undernourished ECD pupils to the health system.

¹⁰⁹ The Table 26 budget has a reduced target of approx. 900 individuals.

¹¹⁰ But the budget in Table 26 implies a lower target of 500 handwashing stations in 450 schools.

¹¹¹ It is not clear whether this training is funded separately from MGD.

hygiene behavior change strategy with accompanying social and behavior change communication materials promoting key health and hygiene messages targeting schools. Additional promotional annual hygiene and sanitation campaigns, promotion of educational story books focused on the chain of contamination, and Information Education Communication (IEC) materials to help school children visualize good and poor hygiene practices.

30. Complementary activities, not funded by McGovern-Dole, are expected to include the following:

Additionally, WFP will seek complementary partnership with PSI¹¹² to **provide water purification tablets (Activity 4.3)** to treat the water, and with the Regional Health Officers conduct random bacterial water quality testing at schools to ensure that water is safe for consumption

[In addition to the handwashing facilities constructed with McGovern-Dole support] WFP will work with private sector partners to **rehabilitate and build 100 latrine blocks (Activity 4.1)** equipped with separate latrines for boys (with urinals) and a larger area for girls to ensure appropriate space for menstrual hygiene.

WFP will provide logistics support whenever necessary for the Ministry of Health's ongoing bi-annual **deworming medication distribution (Activity 4.5)**. Deworming is provided based on the prevalence of intestinal worms in each district of the country. The recent mapping exercise showed that Oromia has relatively lower worm load compared to the national prevalence whereas in Afar the full mapping is not yet finalized. Currently, deworming tablets are provided in 29 woredas in Oromia and 5 woredas in Afar. WFP will ensure the children in the targeted schools are provided with meals during the campaign to increase drug absorption as well as minimize severe drug side effect.

Activity 5 – Build Capacity

Implemented by: WFP

Location: Countrywide

Objective: Strengthen government capacity to transition towards national ownership of school meals programme

Activity 5 – Build Capacity

- Enable regional and federal members of the government to attend regional fora and meetings on school feeding
- Policy and strategic support for the creation of a national coordination body for school meals
- Training to smallholder farmer cooperatives to provide commodities to schools for nationally-led home-grown school feeding
- Technical assistance to the regional bureaus of education and workshops
- All other activity management costs

31. The capacity building activities supported by the project have countrywide significance. Activities specifically mentioned in the McGovern-Dole budget (Table 26) include the following:

WFP will continue its strategic, operational and technical assistance to the Government of Ethiopia's transition towards national ownership of school meals program. To keep the momentum on the need to adopt and implement the proposed National School Meals Strategy, WFP will continue to support **South-South learning (Activity 5.1)** by sponsoring senior government officials to attend global or regional fora on school feeding, to learn good practices by other countries in the management and implementation of school meals.

To support national level coordination, oversight and advocacy for resourcing, WFP will advocate for the formation of a **national level inter-ministerial and technical coordination committee for school meals (Activity 5.2)**, to coordinate and provide oversight of the program.

In coordination with FAO and the Ministry of Agriculture, WFP will continue its **support local farmer organizations (Activity 5.5)** in Oromia to increase and diversify their agricultural production, and to provide improved links to markets to school meals. WFP will provide trainings farmers to increase the quantity and quality of their crop yields, to reduce post-harvest losses and on improved storage, transport and handling of

¹¹² Population Services International – <https://www.psi.org/country/ethiopia/>

crops. Trainings delivered to farmers will include drying, grading and bagging commodities using innovative methods and utilizing locally available materials. The support will put emphasis on value chain development and access to improved market information.

WFP will support implementation of the national school feeding strategy through prioritizing **government staff capacity building (Activity 5.3)** i.e. national and regional staff on school feeding and monitoring to track progress in literacy and school meals outcomes by seconding staff at each regional office.

Gender and equity dimensions

32. Gender and equity concerns are reflected in the project design in several ways: the selection of the project area and of participating woredas is based on considerations of need which incorporate gender and equity dimensions; the McGovern-Dole results framework mandates a gender-sensitive approach to monitoring; the approach to school hygiene takes particular account of girls' requirements; and girls continue to be a particular target of the THR component in Afar. There was not a comprehensive gender and equity analysis at design stage, and the Baseline Evaluation Report was required to include a substantial gender analysis (see Annex M of Lister et al, 2022a).

Arrangements for project implementation

Implementation of core school feeding activity

33. The Government of Ethiopia is WFP's main implementation partner. Accordingly, the grant proposal states:

"This project will not have any sub-recipients. Historically, the Government of Ethiopia has taken a lead role in designing and implementing relevant policies and programmes and has well established structures at both the federal and regional levels to address education and food insecurity in the country." (WFP, 2018b, p19)

34. In line with this approach, WFP concluded Field-Level Agreements (FLAs) with the regional governments of Oromia and Afar (Box 14 below). These are general agreements with the Regional Bureau of Education and the Regional Bureau of Finance and Economic Cooperation in each case. They are not exclusively concerned with the USDA McGovern-Dole project, but linked generally to the WFP Country Strategic Plan (WFP, 2020b). Project details for the McGovern-Dole project are annexed, but in some aspects have been overtaken by subsequent refinements to the project as agreed between WFP and USDA (for example, the Oromia agreement (p37) anticipated that Guji Zone would be included along with East Hararghe and Borana). Nevertheless, the FLAs set out very detailed mutual responsibilities and accountabilities for administrative, financial and physical management of the project.

35. The McGovern-Dole project, not least in its country-wide capacity strengthening dimension, also involves a direct relationship between WFP and the Federal Government of Ethiopia, and with the Federal Ministry of Education in particular. The Ministry of Education has a school feeding section, to which WFP has seconded an officer.

Box 14 FLAs with Governments of Afar and Oromia Regions

 <p style="text-align: center;">AGREEMENT BETWEEN</p> <p style="text-align: center;">THE AFAR REGIONAL BUREAU OF EDUCATION</p> <p style="text-align: center;">AND</p> <p style="text-align: center;">THE AFAR BUREAU OF FINANCE AND ECONOMIC COOPERATION</p> <p style="text-align: center;">AND</p> <p style="text-align: center;">THE WORLD FOOD PROGRAMME (WFP)</p> <p style="text-align: center;">ON THE IMPLEMENTATION OF SCHOOL FEEDING IN AFAR REGION, ETHIOPIA IN THE FRAMEWORK OF WFP COUNTRY STRATEGIC PLAN (CSP ET02) 2020-2025</p> <p style="text-align: center;">Agreement No: ET02_Act 04_ABOE/BOFEC.01</p>	 <p style="text-align: center;">AGREEMENT BETWEEN</p> <p style="text-align: center;">THE OROMIA BUREAU OF EDUCATION</p> <p style="text-align: center;">AND</p> <p style="text-align: center;">THE OROMIA BUREAU OF FINANCE AND ECONOMIC COOPERATION</p> <p style="text-align: center;">AND</p> <p style="text-align: center;">WORLD FOOD PROGRAMME</p> <p style="text-align: center;">ON THE IMPLEMENTATION OF SCHOOL FEEDING IN OROMIA REGION IN THE FRAMEWORK OF WFP COUNTRY STRATEGIC PLAN (CSP) 2020-2025</p> <p style="text-align: center;">Agreement No: ET02_Act 04_OBOE/BOFEC.01</p>				
<p>Signed at Addis Ababa</p> <table border="0"> <tr> <td style="vertical-align: top;"> <p><u>For The Afar BOE</u></p> <p>Name: Ahemed Mohammed</p> <p>Title: Bureau Head</p> <p>Date: <u>12/01/2013</u></p> <p><i>Ahmed Mohammed Bodaya</i> Head of Education Bureau</p> <p><u>For Afar BOFEC</u></p> <p>Name: Mohammed Hassen</p> <p>Title: Bureau Head</p> <p>Date: <u>12/01/2013</u></p> <p><i>Eyste Mohammed Aden</i> Economic Sector Head</p> </td> <td style="vertical-align: top;"> <p><u>For World Food Programme</u></p> <p>Name: Paul Turnbull</p> <p>Title: Deputy Country Director</p> <p>Date: <u>10 September 2020</u></p> <p><i>Paul Turnbull</i> Country Director a.i.</p> </td> </tr> </table> <p>Page 15 of 58 Afar BOE_SF</p> 	<p><u>For The Afar BOE</u></p> <p>Name: Ahemed Mohammed</p> <p>Title: Bureau Head</p> <p>Date: <u>12/01/2013</u></p> <p><i>Ahmed Mohammed Bodaya</i> Head of Education Bureau</p> <p><u>For Afar BOFEC</u></p> <p>Name: Mohammed Hassen</p> <p>Title: Bureau Head</p> <p>Date: <u>12/01/2013</u></p> <p><i>Eyste Mohammed Aden</i> Economic Sector Head</p>	<p><u>For World Food Programme</u></p> <p>Name: Paul Turnbull</p> <p>Title: Deputy Country Director</p> <p>Date: <u>10 September 2020</u></p> <p><i>Paul Turnbull</i> Country Director a.i.</p>	<p>Signed at Addis Ababa</p> <table border="0"> <tr> <td style="vertical-align: top;"> <p><u>For The Oromia BOE</u></p> <p>Name: Mamo Bogale</p> <p>Title: Deputy Head, Oromia BOE Bureau</p> <p>Date: <u>16/9/2020</u></p> <p><i>Mamo Bogale</i> Deputy Head of Oromia Education Bureau</p> </td> <td style="vertical-align: top;"> <p><u>For World Food Programme</u></p> <p>Name: Paul Turnbull</p> <p>Title: Deputy Country Director</p> <p>Date: <u>10 September 2020</u></p> <p><i>Paul Turnbull</i> Country Director a.i.</p> </td> </tr> </table> <p>Page 15 of 57 Oromia BOE_SF</p> 	<p><u>For The Oromia BOE</u></p> <p>Name: Mamo Bogale</p> <p>Title: Deputy Head, Oromia BOE Bureau</p> <p>Date: <u>16/9/2020</u></p> <p><i>Mamo Bogale</i> Deputy Head of Oromia Education Bureau</p>	<p><u>For World Food Programme</u></p> <p>Name: Paul Turnbull</p> <p>Title: Deputy Country Director</p> <p>Date: <u>10 September 2020</u></p> <p><i>Paul Turnbull</i> Country Director a.i.</p>
<p><u>For The Afar BOE</u></p> <p>Name: Ahemed Mohammed</p> <p>Title: Bureau Head</p> <p>Date: <u>12/01/2013</u></p> <p><i>Ahmed Mohammed Bodaya</i> Head of Education Bureau</p> <p><u>For Afar BOFEC</u></p> <p>Name: Mohammed Hassen</p> <p>Title: Bureau Head</p> <p>Date: <u>12/01/2013</u></p> <p><i>Eyste Mohammed Aden</i> Economic Sector Head</p>	<p><u>For World Food Programme</u></p> <p>Name: Paul Turnbull</p> <p>Title: Deputy Country Director</p> <p>Date: <u>10 September 2020</u></p> <p><i>Paul Turnbull</i> Country Director a.i.</p>				
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Implementation of literacy and other ancillary components

36. A broader set of government and other bodies are expected to be involved in the implementation of literacy and other ancillary components, as follows:

"WFP proposes to implement the proposed literacy, WASH, [and nutrition] components through the government structures and in close collaboration with other development partner (including USAID) programmes, UN agencies and NGOs operating in the targeted locations. WFP's approach is to align, plan and coordinate all the proposed activities with the government. **This process will be coordinated through the unit dedicated to implement the project and positioned at Ministry of Education.**" (WFP, 2018b, p19)

"The McGovern-Dole project will not implement literacy activities in Oromia but will coordinate with World Vision and Creative Associations who currently implement USAID's READ II programme. In Afar, there are no operational partners for literacy, thus WFP will work with directly with the Ministry of Education and Afar REB in implementing this component. WFP has consulted with Ministry of Education at the federal level and Afar REB and agreed on laid down structures for the implementation of the project. **At the regional level, WFP will position one staff in each REB to provide oversight for the project implementation.** In both regions, WFP shall work with the existing extension work structures supported by UNICEF to support health, nutrition and WASH interventions. ." (WFP, 2018b, p19)

Logistics

37. The grant proposal includes the following undertaking on logistics and monitoring:

"To enable activity 1.1 and 1.2, WFP will establish and operationalize a commodity pipeline, transportation, storage and handling system ensuring timely delivery of food in the warehouses in the targeted regions, and particularly handles transportation of the food to the schools in Afar region. In parallel, WFP will provide technical assistance in logistics and commodity management to the regional offices that will be designed to ensure these functions are fully handed over within the first two years of the project. School management committees and head teachers will be responsible for commodity storage and meal preparation. Monitoring and reporting will be done by both Ministry of Education and WFP Field Monitors." (WFP, 2018b, p29)

38. As already noted. WFP has currently (2023) assumed responsibility for all commodity transport.

Planned outputs and outcomes

McGovern-Dole results framework

39. The project's results framework is reproduced in Annex 10, which explains the inferred theory of change that incorporates the activities detailed in paragraphs 13–31 above.

Selected indicators and targets

40. The most detailed set of indicators and targets is provided in the draft Performance Monitoring Plan (WFP, 2019b), which is an Excel sheet organised with the columns listed in Table 28 below; its rows are the McGovern-Dole and custom indicators adopted for the project. Full details of the project indicators, including McGovern-Dole definitions and measurement criteria, were documented during the baseline inception phase. Annex 14 reviews the indicators and available information on performance against targets.

Table 28 Structure of Performance Monitoring Plan

Indicators	Indicator Number	
	Standard/Custom	
	Result	
	Performance Indicator	
	Definition	
	Unit of Measurement	
	Indicator Level	
	Data Source	
	Method. Approach to Data Collection	
	Disaggregation	
	Data Collection	When
		Who
	Data Analysis, Use and Reporting	Why
	Who	
Targets	Baseline	
	Year 1	2020
	Year 2	2021
	Year 3	2022
	Year 4	2023
	Year 5	2024
Life of project		
Notes on Indicator and Target		

Monitoring and evaluation

41. Plans for M&E of the project are set out in a separate 16-page Evaluation Plan (WFP, 2020a). Annex 15 reviews the project's monitoring and reporting systems and their performance.

Additional data on project Implementation

Participating schools and students

Table 29 Number of McGovern-Dole project woredas, schools and participant students by region and year of implementation

Region	Zone	FY 21 (2020/2021)				FY 22 (2021/2022)				FY 23 (2022/2023)			
		Woreda	School	Students Total	Avg. school size	Woreda	School	Students Total	Avg. school size	Woreda	School	Students Total	Avg. school size
Afar	One	6	112	21,269	189.9	6	107	19,580	183.0	6	92	17,841	193.9
	Two	7	176	39,294	223.3	7	166	40,128	241.7	7	160	39,004	243.8
	Three	6	111	16,877	152.0	7	101	15,020	148.7	7	96	14,694	153.1
	Four	5	90	11,276	125.3	5	88	11,292	128.3	5	79	10,521	133.2
	Five	5	86	15,909	185.0	5	85	15,273	179.7	5	75	14,015	186.9
	Total		29	575	104,625	182.0	30	547	101,293	185.2	30	502	96,075
Oromia	Borana	4	153	43,537	284.6	3	111	38,961	351.0	3	111	38,961	351.0
	East Hararghe	2	87	38,527	442.8	2	57	34,478	604.9	2	57	34,478	604.9
	Total	6	240	82,064	341.9	5	168	73,439	437.1	5	168	73,439	437.1
Total		35	815	186,689	229.1	35	715	174,732	244.4	35	670	168,213	251.1

Source: compiled by evaluation team from data provided by ETCO

Table 30 Gender breakdown of students by Zone and year

Region	Zone	FY 21 (2020/2021)				FY 22 (2021/2022)				FY 23 (2022/2023)			
		Students				Students				Students			
		Boys	Girls	Total	GPI	Boys	Girls	Total	GPI	Boys	Girls	Total	GPI
Afar	One	11,738	9,531	21,269	0.81	10,923	8,657	19,580	0.79	10,021	7,820	17,841	0.78
	Two	23,042	16,252	39,294	0.71	23,730	16,398	40,128	0.69	23,065	15,939	39,004	0.69
	Three	9,072	7,805	16,877	0.86	8,159	6,861	15,020	0.84	7,981	6,713	14,694	0.84
	Four	6,170	5,106	11,276	0.83	6,358	4,934	11,292	0.78	5,917	4,604	10,521	0.78
	Five	8,672	7,237	15,909	0.83	8,610	6,663	15,273	0.77	7,917	6,098	14,015	0.77
	Total	58,694	45,931	104,625	0.78	57,780	43,513	101,293	0.75	54,901	41,174	96,075	0.75
Oromia	Borana	23,198	20,339	43,537	0.88	21,122	17,839	38,961	0.84	21,072	17,889	38,961	0.85
	East Hararghe	23,782	14,745	38,527	0.62	21,367	13,111	34,478	0.61	21,367	13,111	34,478	0.61
	Total	46,980	35,084	82,064	0.75	42,489	30,950	73,439	0.73	39,256	34,183	73,439	0.87
Total	105,674	81,015	186,689	0.77	100,269	74,463	174,732	0.74	93,424	74,789	168,213	0.80	

Source: compiled by evaluation team from data provided by ETCO

Commodity distributions

42. Table 31 below shows the volumes of McGovern-Dole commodity distributions.

Table 31 Expected and actual commodity direct distributions (Afar and Oromia combined)

	Apr – Sept 2020		Oct 2020 – March 2021		April – Sept 2021		Oct 2021 – Mar 2022		Apr – Sept 2022		Oct 2022 – Mar 2023		April – Sept 2023	
	Quantity (MT)													
Commodity	Expected	Actual	Expected	Actual	Expected	Actual	Expected	Actual	Expected	Actual	Expected	Actual	Expected	Actual
Rice			1,719.20	-	1,719.20	824	1,552.00	1,473.00	740.00	539.00	815.43	900.94	357.04	115.38
Super Cereal (CSB+)			2,335.125	648	2,355.125	1,707		-	1,960.00	1,392	1,391.86	1,142.84	981.06	1,109.60
Vegetable Oil Canola			330.010	41	108.000	289	159.00	154.00	180.00	110.40	166.26	156.76	145.05	62.13
Total			4,384.335	689.382	4,182.325	2,819.903	1,711.000	1,627.000	2,880.00	2,041.40	2,373.54	2,200.54	1,483.15	1,287.12
Comments	Food was not distributed in the reporting period		Rice was not distributed in the reporting period. It was distributed in September 2021 instead for the new academic year 2021/2022		Out of the total rice distributed, 430mt was registered as loss. The stock was in Mekele and couldn't be delivered to the planned beneficiaries		CSB+ was not distributed for this reporting period due to its late arrival in-country							

Source: WFP, 2023e (Annual Report for 2022-2023).

Take Home Ratios

43. Table 32 shows the complicated pattern of THR over time, based on successive SAPRs. The numbers for MGD Indicator #14 and #15 are as they appear in the SAPR spreadsheet (see Annex 14). Other data are gleaned from SAPR text.

Table 32 THR, reported quantities and beneficiaries 2020–2023

Reporting period	Take-home rations update
<p>October 2020 - March 2021</p>	<p>MGD#14 Quantity of take-home rations: N/A (THR did not commence until the next reporting period) Regional distribution: N/A Individual commodity distribution: N/A</p> <p>MGD #15 Number of individuals receiving take-home rations: N/A Regional distribution: N/A Gender disaggregation: N/A</p> <ul style="list-style-type: none"> WFP has already started the implementation of the initial plan, reaching 1,395, boys and 2,581 girls <p style="text-align: center;">From SAPR text</p> <p>Incentive THR (G5 & G6 in Afar): WFP requested to distribute approximately 169.38 mt of vegetable oil as take-home ration, including a monthly ration of 3 litres/child for five months to grade 5 girls and grade 6 boys in the Afar (3,976 beneficiaries; 1,395 boys and 2,581 girls) from February to June 2021. This ration will minimize spoilage from expiration and commodity loss and help adapt programming to respond to COVID-19 school.</p> <p>Ad hoc THR: In the event that schools do not remain open after June 2021, WFP requested to distribute a one-time 1 litre/child ration to all 104,625 student beneficiaries in Afar (58,700 boys and 45,925 girls) in 505 schools. Since USDA has approved the request in mid-February, and schools have opened, WFP has already started the implementation of the initial plan, reaching 1,395, boys and 2,581 girls.</p>
<p>April - September 2021</p>	<p>MGD#14 Quantity of take-home rations: 911.103 MT Regional distribution: Afar: 312.231 MT / Oromia: 598.872 MT Individual commodity distribution:</p> <ul style="list-style-type: none"> 324.82 metric tons of CSB plus (for Afar and Oromia) 192.45 metric tons of vegetable Oil (for Afar and Oromia) 394 metric tons rice (for E Hararghe, Oromia) <p>MGD #15 Number of individuals receiving take-home rations: 132,926 [but this number is reported for the next six-month period in the text of the SAPR for Oct 2021 -Mar 2022)</p> <ul style="list-style-type: none"> Afar 3,976 (m 1,409, f 2567) [incentive] Afar 96,792 [ad hoc] Oromia (E Hararghe) 36,314,

Reporting period	Take-home rations update
	<p style="text-align: center;">From SAPR text</p> <p>Incentive THR: In the Afar region, as per the original project plan, 3,976 students from grades 5 and 6 were expected to receive 12.5kg of rice per quarter. However, due to the imminent expiration date, WFP with the donor approval has distributed 3 litres of vegetable oil for 3,911 children in grades 5 and 6 as THR to improve children’s attendance</p> <p>Ad hoc THR: Afar: In addition, due to the larger quantity of oil approaching the expiry date, an additional one litre of vegetable oil was distributed as a THR to all 96,792 children in Afar region.</p> <p>Oromia: 394 MT of rice was distributed to 36,134 school children as a one-time THR, and each child received 10.9kg rice in the Oromia region.</p> <p>SAPR text: The Programme has delivered a total of 2,390.21 mt of assorted commodities during the reporting period to the MGD-targeted schools in Afar and Oromia region. Out of this, 1,478.80 metric tons of food commodities have been distributed as school meals and 911.41 metric tons of food as take-home rations (THR). The decision to distribute the food as a THR was made with the approval of the donor due to the significant amount of carryover food in the schools by the end of the academic year 20/21. This is due to delayed school reopening, deterioration of the security situation in some of the targeted areas, and reduction of the number of school days in a week because of the COVID-19 pandemic.</p> <p>Due to the late reopening of schools and the reduced number of school days caused by the COVID-19 pandemic, a large quantity of carryover food has remained at the schools by the end of the academic year (July 2021). These commodities had a one-year expiration date since the schools were closed during the first semester in 2020 and commodities cannot be carried over to the next academic year. WFP consulted with the donor and agreed to distribute the carried over commodities as THR. WFP and BOEs distributed 517 mt of food commodities (324.82 metric tons of CSB plus and 192.45 metric tons of vegetable Oil) remained at the schools as a THR in both Afar and Oromia regions. In addition, out of the rice stock planned to be used for the next academic year, 394 metric tons of rice stored in the Dire Dawa warehouse in Oromia was distributed as a THR due to the extended period of stay in the warehouse and the repeated fumigation that caused concern that the quality of the rice will deteriorate. The rice was distributed to 36,134 school children as a one-time THR, and each child received 10.9kg rice in East and West Hararge¹¹³ of the Oromia region.</p> <p>In the Afar region, as per the original project plan, 3,976 students from grades 5 and 6 were expected to receive 12.5kg of rice per quarter. However, due to the imminent expiration date, WFP with the donor approval has distributed 3 litres of vegetable oil for 3,911 children in grades 5 and 6 as THR to improve children’s attendance. In addition, due to the larger quantity of oil approaching the expiry date, an additional one litre of vegetable oil was distributed as a THR to all 96,792 children in Afar region. The commodity was provided as an incentive to encourage families to send their children back to school and to</p>

¹¹³ The SAPR says "East and West Hararghe" but according to ETCO this is mistaken as West Hararghe is not included in the MGD project, and the THR was in two woredas of East Hararghe.

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Reporting period	Take-home rations update
	<p>ensure the utilization of the commodity before it expires.</p> <p>Incidences of misunderstanding the rules of MGD programme implementation have resulted in sporadic cases of food mismanagement. Woreda education office in Afar region has decided to change the food distribution modality to THR without prior notice and approval. However, the situation was discovered through WFP monitors, which helped to investigate the incidences on time and take immediate corrective measures, such as orienting the woreda education officers on the MGD project and legal obligations, and return the food distributed as a THR to the school. These instances were all reported to the donor when WFP became aware of the issues.</p> <p>Note: A post distribution monitoring survey of THR in Afar and Oromia was undertaken in September 2021 and reported in June 2022 – see WFP, 2022e.</p>
October 2021 - March 2022	<p>MGD#14 Quantity of take-home rations: 48 MT</p> <p>Regional distribution: N/A</p> <p>Individual commodity distribution: N/A (both oil and CSB+ distributed)</p> <p>MGD #15 Number of individuals receiving take-home rations: 2,711 (132,926)</p> <p>Regional distribution: N/A (distribution in both Oromia and Afar)</p> <p>Gender disaggregation: Boys: 1,133 / Girls: 1,578 132,926 (59,817 girls and 73,109 boys)</p> <p style="text-align: center;">From SAPR text</p> <p>Incentive THR: not mentioned</p> <p>Ad hoc distribution: Take-home rations of vegetable oil or super cereal were provided to 132,926 (59,817 girls and 73,109 boys) school children to protect access to food and education</p> <p>In partnership with the Afar and Oromia Bureau of Education, WFP has delivered a total of 1,627 mt of assorted commodities to the MGD-targeted schools in the Afar and Oromia regions. Out of this, 1,541 metric tons of food commodities have been distributed as school meals and 86 mt of food as take-home rations (THR).</p> <p>Comments: The THR reached 70% of the target number of students due to restricted access to some schools that were under the control of the TPLF.</p>

Reporting period	Take-home rations update
April - September 2022	<p>MGD#14 Quantity of take-home rations: 1,201.797 MT</p> <p>Regional distribution: N/A</p> <p>Individual commodity distribution:</p> <ul style="list-style-type: none"> • CSB+: 791.165 MT • Rice: 354.449 MT • Veg. oil: 56.183 MT <p>MGD #15 Number of individuals receiving take-home rations: 198,525</p> <ul style="list-style-type: none"> • 3,837 boys and girls from grade 5 and 6 in Afar • a total of 119,613 students • An additional 75,075 students received THR in September/October <p>Regional distribution: NA</p> <p>Gender disaggregation:</p> <ul style="list-style-type: none"> • Afar incentive THR: Boys: 1,650 / Girls: 2,187 <p style="text-align: center;">From SAPR text</p> <p>Incentive THR: Another 3,837 boys and girls from grade 5 and 6 in Afar Region received take-home ration</p> <p>Ad hoc distribution: Food distribution was, however, delayed due to insecurity leading to the distribution of food as take-home ration (THR) to a total of 119,613 students to avoid spoilage of food. An additional 75,075 students received THR in September/October due to food stock balances with short Best Before Use (BUB) date of CSB+ and vegetable oil.</p> <p>A total of 2,041.798 MT of food comprising of CSB+ 1,392.216 MT, Rice 539.098 MT, vegetable oil 110.484 MT was distributed during the reporting period. Out of this, 1,201.797 MT (CSB+ 791.165 MT, Rice 354.449, Veg. oil 56.183 MT) was distributed as THR while 840 MT (CSB+ 601.051, Rice 184.649, Veg oil 54.301) was provided as in school meals</p> <p>In addition, 119,613 students benefited from a one-time take home ration (THR) from the food carried over at school while 3,837 students benefited from the regular additional THR. To avoid food spoilage due to short BUB date, additional food was distributed to 75,075 students in the month of September 2022.</p> <p>Lesson: Flexibility over the food delivery mechanism through use of THR has contributed to avoided food losses. WFP will, however, endeavor to ensure this is avoided in situations where it has control over the prevailing factors.</p> <p>Comments: The quantity of THR distributed is higher than the planned due to the change in the modality of food distribution from school meals to take-home ration due to short BUB dates and carried-over stocks at the end of the academic year.</p>

Reporting period	Take-home rations update
<p>October 2022 - March 2023</p>	<p>MGD#14 Quantity of take-home rations: 894 MT Regional distribution: Afar: 96.171MT Individual commodity distribution: NA</p> <p>MGD #15 Number of individuals receiving take-home rations: NA Regional distribution: Afar: 3,651 Gender disaggregation: NA</p> <p style="text-align: center;">From SAPR text</p> <p>Incentive THR: In Afar, targeted take-home rations of 96.171MT of fortified rice were distributed to 3,651 school children as planned. This take-home ration has proven to be an important incentive to keep grade 5 and 6 girls and boys attending school regularly.</p> <p>Ad hoc distribution: A total of 255MT of Corn-Soy Blend Plus (CSB+) was distributed as Take-Home Ration (THR) to ensure consumption before best use by date (BUBD), following receipt of USDA pre-approval.</p> <p>Due to lower enrolment, persistent conflict at the beginning of the reporting period, and challenges with commodity dispatch, there are significant stocks approaching BUBD at the beginning of the fall (Sept/Oct 2023 BUBD) that cannot be consumed during regular school meals before the BUBD, given the summer holiday will begin June 2023. The school year is intended to resume in September, although the school re-opening is determined by the Government annually, and there are often delays to both school re-openings and resumption of school meals distribution. As a result, instead of carrying this stock over to be used for the second semester, which comes with increased risks of infestation, looting, or loss if school meals distribution does not resume by BUBD, WFP will request a take-home ration during the next reporting period for distribution before the end of the 2022/2023 school year to ensure the commodities reach the intended school-age children before BUBD.</p> <p>WFP anticipates a take-home ration distribution to be requested shortly for distribution in June 2023. There is a stock balance of CSB+ with approaching Sept/Oct 2023 BUBDs that WFP will request to distribute before the summer holiday to ensure all commodity is consumed before BUBD. While schools typically re-open in September, there are sometimes delays to the Government school calendar and WFP assesses a significant risk with waiting to distribute these commodities with the kick-off of the 2023/2024 school year in case the school year and school meals distribution does not start on time and commodities reach BUBD. WFP will submit a formal request to USDA for the take-home ration once the final stock balance is confirmed.</p>

Reporting period	Take-home rations update
<p>April - September 2023</p>	<p>MGD#14 Quantity of take-home rations: 894 MT</p> <ul style="list-style-type: none"> • a total of 550.758MT of commodities were distributed <p>Regional distribution: N/A</p> <p>Individual commodity distribution: N/A</p> <ul style="list-style-type: none"> • 536.22MT CSB+, • 8.891MT rice, • 5.647MT vegetable oil <p>MGD #15 Number of individuals receiving take-home rations: given as 702,033, but this included students' families</p> <ul style="list-style-type: none"> • The take home rations benefited 115,158 school children <p>Regional distribution: N/A</p> <p>Gender disaggregation: N/A</p> <p style="text-align: center;">From SAPR text</p> <p>Ad hoc distribution: WFP conducted a take-home ration distribution in June/July 2023 to distribute remaining school level stock balance as well as additional CSB+ with approaching BUBD to minimize risk of loss or spoilage of commodity by keeping over the summer holiday With this take-home ration, a total of 550.758MT of commodities (536.22MT CSB+, 8.891MT rice, 5.647MT vegetable oil) were distributed.</p> <p>Comments: The overall quantities distributed varied somewhat from the initially planned amounts due to more detailed data reconciliation on stock balances at school level before distribution (at the time of USDA approval, WFP had to use estimates, which were then revised based on THR monitoring reports). The take home rations benefited 115,158 school children and approximately 586,875 beneficiaries in the household (total beneficiaries: 702,033 including school children and their households). The overall beneficiary number varied from the planned figure (847,570) because the planned figure was calculated based on an average household size of 5 persons, but during the THR distribution, families were required to report the actual number of persons per household, and the total ended up being lower. The ration distributed per child differed based on the stock balance at school as well as size of household.</p>

Source: SAPRs.

Annex 9 Methodology

Elaboration of methodology

1. The methodological components described in Section 1.4 of the main text are elaborated as follows:

- Table 33 below sets out the significant risks identified at inception and notes how they were dealt with.
- Annex 10 shows the connections between the inferred theory of change and the McGovern-Dole results framework.
- Annex 11 provides the full evaluation matrix for the MTE and highlights its links to the evaluation matrix for the overall baseline-endline evaluation.
- The methodology for the EGRA survey, including its approach to sampling and the data collection tools employed, is fully set out in Volume 2 of this report. For ease of reference, the Executive Summary is reproduced as Annex 16.
- Annex 12 sets out the approach to the qualitative fieldwork as well as the schedule that was followed.
- Annex 13 describes the approach to interviews and sets out the discussion and observation guides that were used during fieldwork.

Risks, limitations and mitigations

Table 33 Risks, limitations and mitigations

Risks and limitations	Rating	Mitigations
Programmatic Risks		
Data availability and quality: There is a risk that the quality of data is not sufficient and limits what can be drawn from it. This risk is inter-related to risk on data and documentation availability where there is a risk that there may be a lack of availability or gaps in documentation, including limited access to adequate (sex- and age-disaggregated) data.	Medium	The MTE has benefitted from Mokoro's experience and lessons learnt during the baseline as we were already aware of the gaps which may be expected. As part of the evaluability analysis we have worked closely with ETCO to assemble available data and understand remaining gaps and limitations. <i>ETCO has been very helpful in sharing data and reports available. Remaining limitations are highlighted in this report, particularly in the review of key indicators at Annex 14.</i>
Stakeholder availability: There may be a lack of timely access to relevant stakeholders	Medium	The ET team will work with the EM as part of stakeholder mapping to reach out to key stakeholders (internally and externally). WFP's support to securing meetings with the more senior managers and officials will, as through inception phase, be critical, especially considering the short period and intensive nature of the fieldwork schedule. <i>The ET did not experience significant difficulties in access to stakeholders.</i>
Synergy with baseline/endline – There is a risk that the MTE could fail to maximise synergies with the baseline and endline evaluations.	Low	Our MTE methodology has been developed in such a way that it builds on findings and the methodology from the baseline and segues into the final evaluation. <i>This approach continues to be reflected in the MTE.</i>

Risks and limitations	Rating	Mitigations
<p>Timeliness of delivery of MTE report: The timeline for this MTE and the conduct of the EGRA survey is extremely pressured given the substantial delays with procurement. However it is crucial that the MTE report and EGRA survey findings are delivered in a timely fashion to ensure their utility for programming adjustments and renewal of funding streams.</p>	<p>Low Medium</p>	<p>The ET (same as the team contracted for the baseline) is extremely familiar with the Ethiopian context and this program, and will benefit from this experience to undertake both the MTE and the EGRA survey in the most efficient way.</p> <p>The ET has developed a process and timeline for this MTE and EGRA survey that meet both USDA and the project's requirements,</p> <p>Through close collaboration with the evaluation manager and others, the review process for the Inception Report was completed in time to allow data collection before the December holiday season. However, the ET had underestimated the time required for data reconciliation, and further time pressure arose from the need to substitute a key team member for the qualitative fieldwork. Although the EGRA reporting remained on track, there was a delay in submission of the draft MTE, as set out in Annex 2.</p>
<p>Operational risks</p>		
<p>Security constraints. It is possible that security issues will mean that certain Zones, woredas or more localised areas will be inaccessible to the ET for fieldwork, including the EGRA survey.</p> <p>Reorganising travel to sites at short notice, may however have an impact on logistics and budget implications for the survey team if the said location is far away (e.g. extending the length of time of the data collection and increasing costs accordingly).</p>	<p>Medium</p>	<p>The EGRA survey sample is being drawn close to the time of the survey so as to be able to take account of any general security restrictions that may be in force.</p> <p>If it is not be possible visit or locate a specific school because of security or other issues the local sample will be revised operationally from a list of alternates.</p> <p>The ET will carefully monitor the security situation ahead of each team's travel to a new location and will liaise closely with WFP sub-offices to share intelligence on any security developments that would prevent or put at risk our team or the people the team interacts with.</p> <p>All team members will complete at least the United Nations basic safety training (BESAFE) and if required by UNDSS at the time of travel the SSAFE. The MTE team members will also ask to be briefed on the situation by UNDSS representatives in sub-offices on arrival, and a briefing on security will be included in the training of EGRA survey teams.</p> <p>Thanks to close collaboration with WFP, the qualitative fieldwork logistics were managed safely without detriment to the timetable. As noted in Volume 2, security considerations necessitated some substitutions between sample schools, but without detriment to the overall timetable.</p>

Risks and limitations	Rating	Mitigations
<p>Health risks.</p> <p>There is a risk that the Cholera outbreak in Oromia (south in particular) and Afar¹¹⁴ continues to spread and affects the woredas the MTE team hopes to access for fieldwork or the EGRA survey.</p> <p>The EGRA survey and fieldwork cannot take place unless schools are functioning, and the survey teams can safely conduct interviews.</p> <p>The Covid-19 situation needs to be monitored in case of a resurgence that could have similar effects.</p>	<p>Low/Medium</p>	<p>The ET will monitor the situation carefully; where the programme delivery be affected by, or schools closed as a result of the outbreak by the time the data collection starts, work with the WFP Ethiopia CO to identify new schools and stakeholders for key interviews planned in locations that are not affected by the outbreak.</p> <p>The ET will also ensure minimum hygiene precautions are taken by our survey and MTE teams in woredas neighbouring affected zones. Appropriate protocols will be included in the training of the survey teams and observed by all ET members to avoid contamination and transmission when/if visiting cholera affected areas or neighbouring woredas where cholera is prevalent.</p> <p>The ET will liaise with WFP over any other health issues that may emerge.</p> <p>These precautions were followed successfully.</p>
<p>Power outages and communication blackouts are common in remote locations of Ethiopia and woredas near the Tigray Region which could result in difficulties to communicate with survey/MTE teams and to upload EGRA survey data collected daily onto servers.</p>	<p>Medium</p>	<p>Survey teams will use hard drives to save the data collected on tablets when uploading onto the central server is not possible due to no or limited internet connectivity.</p> <p>In high risk areas. survey team will travel with at least one satellite phone to ensure continued lines of communication with the EGRA Survey Manager, and the MTE team members will use WFP vehicles for fieldwork and therefore have access to the same if an incident occurs.</p> <p>These precautions were successfully followed without loss of vital communications or data.</p>
<p>There is a risk that hosting survey data on the WFP server causes delays in accessing data for analysis which could affect the timely delivery of MTE deliverables.</p>	<p>Medium</p>	<p>Given the MTE team's experience with the baseline and the issues faced to extract the survey data from WFP's server, the survey team will test the facilities offered by WFP in advance of the survey. If issues arise that cannot be satisfactorily resolved, renting of alternative server space will be considered. In any case, all data will be transferred to WFP for safe storage once the data cleaning, processing and analysis has been completed.</p> <p>In line with WFP's expressed preferences, EGRA data was hosted on a third party server for the duration of data collection and analysis and no problems were encountered.</p>

¹¹⁴ WHO Ethiopia Health Cluster Bulletin, published on 6 October 2023: [Health Cluster Bulletin Ethiopia_Q3_2023.pdf](#)

Annex 10 Theory of Change

Introduction

1. The terms of reference for the baseline-endline study required the evaluation team to review the theory of change for the programme and adopt a methodology which would allow testing of its underlying assumptions and envisaged causal pathways (¶36 of the TOR reproduced as Annex A of Lister et al, 2021a). The TOR for the MTE also require a review of the theory of change..
2. For consistency through the baseline, mid-term and end-line evaluations, the MTE team has retained the ToC developed at baseline, but has made the links between this theory of change and the McGovern-Dole results framework more visible.
3. This annex first presents the standard McGovern-Dole results framework and then explains the evaluation's more elaborate theory of change, which attempts to capture all the main objectives of the project as well as the main underlying assumptions that the evaluation will need to test

The McGovern-Dole results framework

Results chain and indicators

4. The McGovern-Dole results framework prepared for the project proposal¹¹⁵ incorporates the indicators linked to different outputs and outcomes; it is presented in three parts: Figure 11 shows the results linked to MGD SO1 (literacy); Figure 12 shows the results linked to MGD SO2 (health and dietary practices); while Figure 13 shows the "foundational results" oriented towards strengthening various dimensions of capacity for school feeding, nationally as well as in the districts where WFP is operating. The McGovern-Dole indicators incorporated in the results framework are reviewed in detail in Annex 14.

Critical assumptions

5. The framework presentation identifies some critical assumptions that must hold for the McGovern-Dole project to achieve its proposed results:
 - Political: Continued monetary commitment from government ministries of Education, Agriculture, Health and other ministries to support the national school meals program;
 - Funding: Federal and regional governments allocation of funds to the school meals program; and availability of public and private donors able to contribute sufficient resources to WFP Ethiopia to maintain a healthy pipeline (with non-USDA commodities) for the school meals program;
 - Environmental: Absence of or limited large scale natural disasters or macro-economic shocks that could hinder communities' ability to contribute to the school meals programs;
 - Programmatic: Adequate linkages to health care and other social services; availability of complementary initiatives supported by development partners to enhance learning and literacy results take place as planned in the schools targeted by WFP school meals; and adequate quality of education and sufficient support for literacy activities at the community level.

¹¹⁵ PowerPoint file at A2-4 in the e-library.

Figure 11 WFP Ethiopia FY2018 McGovern-Dole Proposal: Results Framework #1

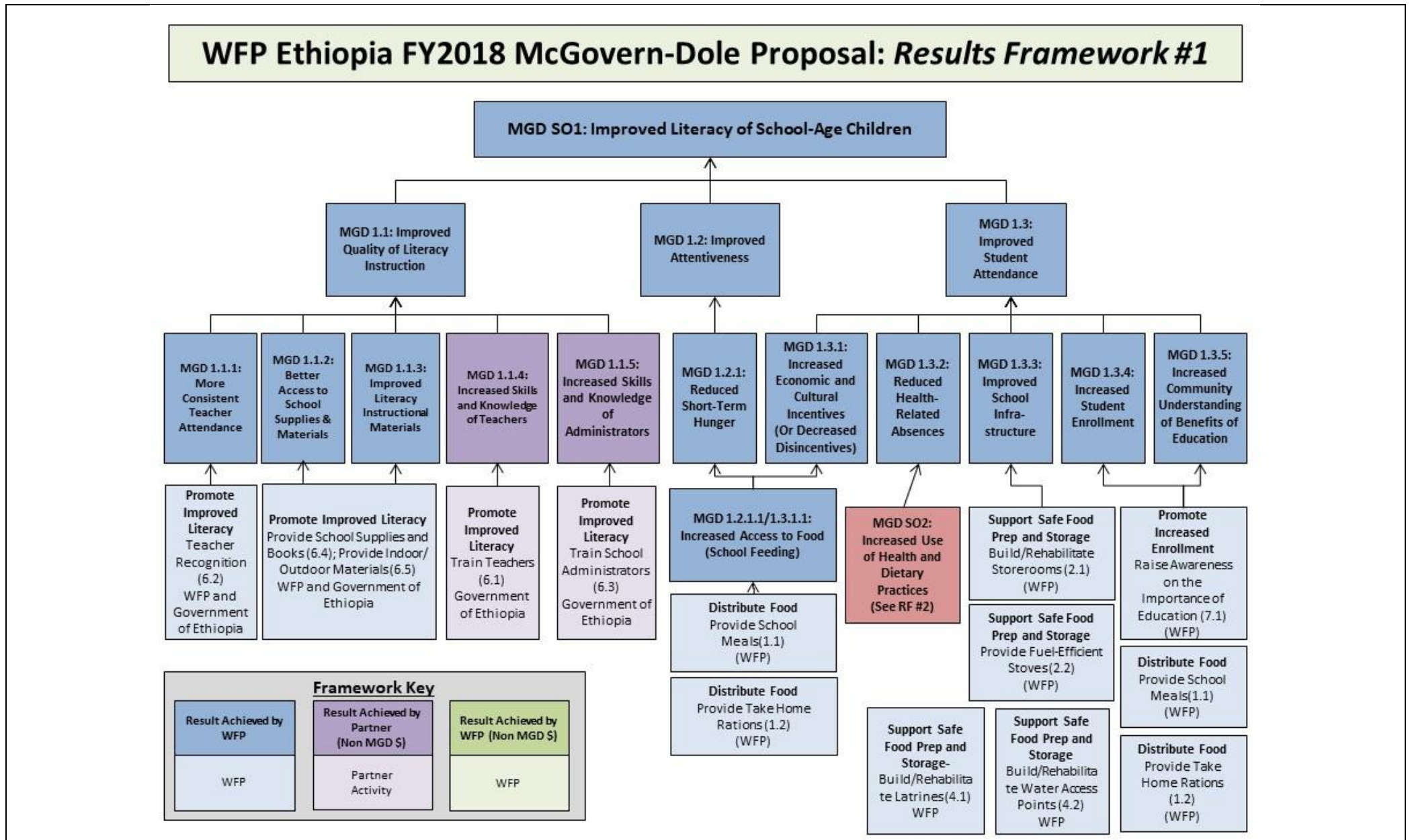


Figure 12 WFP Ethiopia FY2018 McGovern-Dole Proposal: Results Framework #2

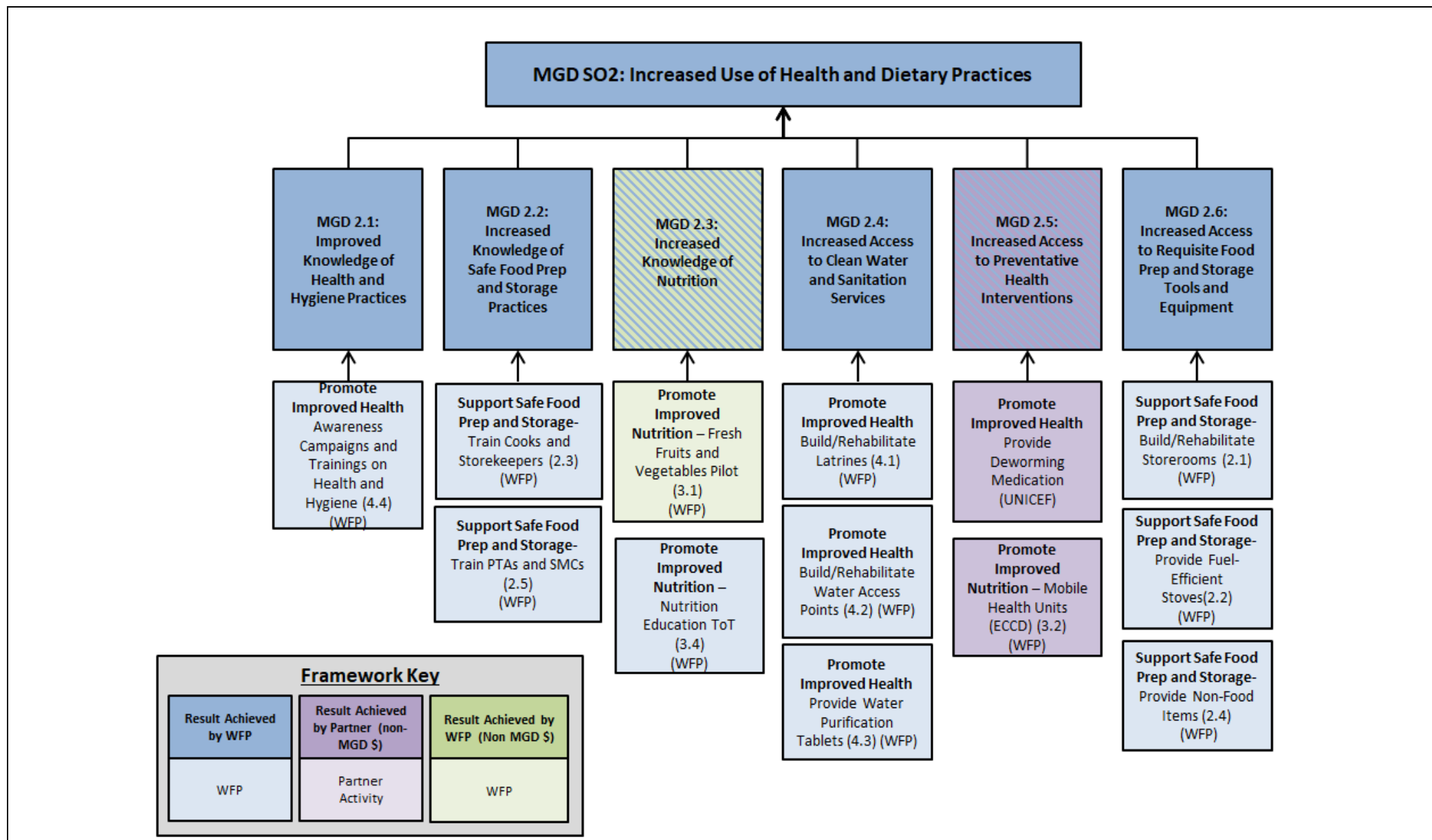
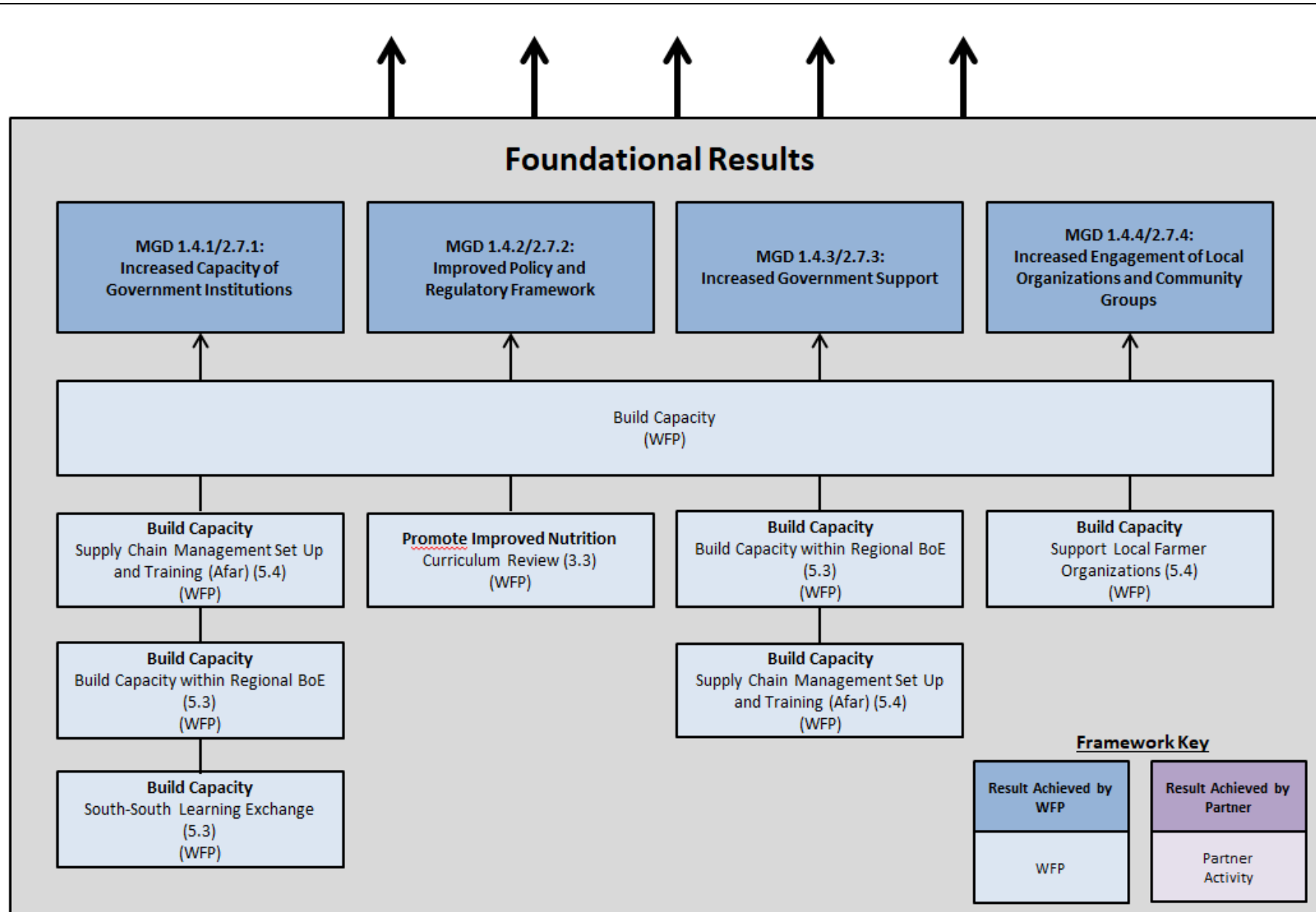


Figure 13 WFP Ethiopia FY2018 McGovern-Dole Proposal : Foundational Results



Inferred theory of change

ToC diagram

6. Preparing an inferred theory of change is a way to check whether the evaluators' understanding of a programme's intentions and assumptions correspond with those of its protagonists. It then provides a basis for identifying key issues for the evaluation to investigate (which typically will relate to testing of the main underlying assumptions in the ToC). This in turn feeds into the questions and sub-questions identified in the evaluation matrix.

7. For the baseline study, the evaluation team developed an inferred theory of change which builds on the standard McGovern-Dole results framework and its main Strategic Objectives, but also factors in some of the wider objectives that are simultaneously important to WFP and the Government of Ethiopia. Thus the two main McGovern-Dole strategic objectives are improved literacy of school-age children (McGovern-Dole SO1) and increased use of health and dietary practices (MGD SO2) but both GoE and WFP also value the function of school feeding as a safety net, supporting improved incomes and resilience of food-insecure households, and the project is also oriented towards strengthening national school feeding capacity, and supporting progress towards nationally operated and financed school feeding systems.

8. For the MTE the baseline theory of change has been elaborated to map on to it the various results specified in the McGovern-Dole results framework, as well as the underlying assumptions. This updated theory of change is shown in Figure 14 below.

9. Arrows are intended as an approximate representation of causality, but this is only schematic. Arrows from the various 'input' boxes on the left show contributions to the project overall, not just to the activities immediately to the right of each input category. The vertical, two-headed arrows next to the 'input' boxes are thus meant to show that resources will be variously pooled and complementary in their assorted contributions to different elements of the project. In the activities column, we show the same set of numbered activities that appears in the project proposal and in its detailed budget (see Table 26 in Annex 3).

McGovern-Dole results

10. McGovern-Dole results are mapped onto the ToC diagram in bold. The key to the McGovern-Dole result numbers is given in Table 34 below. The table also shows the key McGovern-Dole indicators associated with each result.

ToC assumptions

11. The numbered boxes on the diagram are linked to the set of assumptions shown in Table 35 below; their positioning on the diagram is inevitably approximate, but shows roughly which component of the project each assumption mainly concerns, and also which level (e.g. assumptions 2 – 6 concern inputs to activities, assumptions 13 – 17 concern outcomes to impact).

12. In drawing up this set of assumptions, the evaluation team incorporated the ones already identified alongside the McGovern-Dole results framework (see ¶5 above) and also adapted some of the assumptions from the ToC used for the earlier operation's impact evaluation (described in Annex F of Visser et al, 2018a). We believe that this ToC usefully reinterprets the results framework and helps to clarify its expectations of causation, and the assumptions that underlie it. We have taken account of this ToC and its assumptions in drawing up our detailed evaluation matrix(see Annex 11).

Figure 14 Inferred Theory of Change (MTE version)

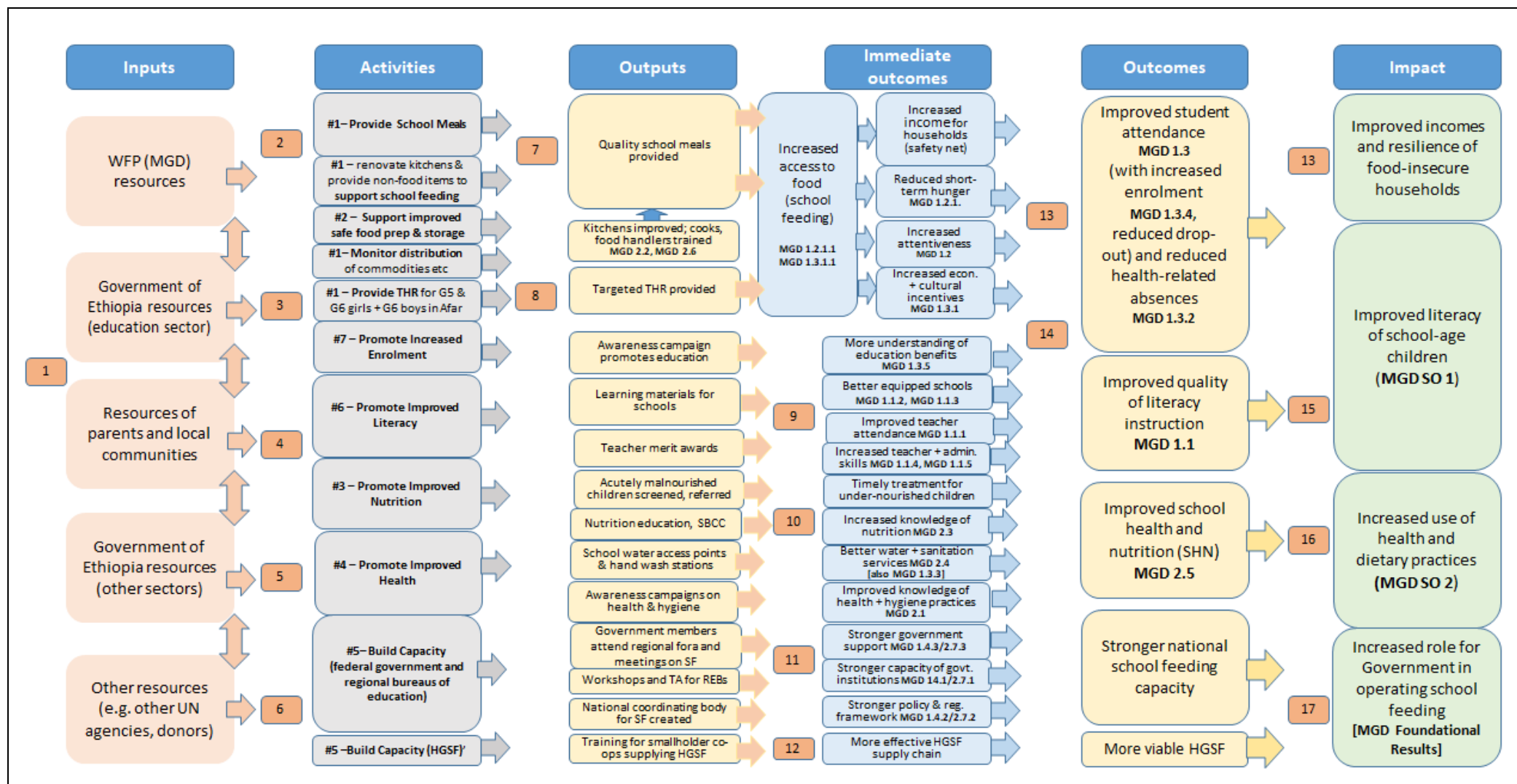


Table 34 Key to McGovern-Dole Results in the Theory of Change

MGD SO1	Improved Literacy of School-Age Children		MGD Indicator →	#1, #30, #31, #32
MGD 1.1	Improved Quality of Literacy Instruction			
	MGD 1.1.1	More Consistent Teacher Attendance		
	MGD 1.1.2	Better Access to School Supplies and Materials		#3
	MGD 1.1.3	Improved Literacy Instructional Materials		#2
	MGD 1.1.4	Increased Skills and Knowledge of Teachers		
	MGD 1.1.5	Increased Skills and Knowledge of School Administrators		
MGD 1.2	Improved Attentiveness			
	MGD 1.2.1	Reduced Short-Term Hunger		#14, #15, #16, #17, #18
		MGD 1.2.1.1	Increased Access to Food (School Feeding)	#14, #15, #16, #17, #18
MGD 1.3	Improved Student Attendance			
	MGD 1.3.1	Increased Economic and Cultural Incentives (or Decreased Disincentives)		#14
		MGD 1.3.1.1	Increased Access to Food (School Feeding)	#14, #15, #16, #17, #18
	MGD 1.3.2	Reduced Health- Related Absences		
	MGD 1.3.3	Improved School Infrastructure		#8
	MGD 1.3.4	Increased Student Enrollment		#9
	MGD 1.3.5	Increased Community Understanding of Benefits of Education		
MGD SO2	Increased Use of Health, Nutrition and Dietary Practices			#19, #20, #30, #31, 32
MGD 2.1	Improved Knowledge of Health and Hygiene Practices			
MGD 2.2	Increased Knowledge of Safe Food Prep and Storage Practices			#22
MGD 2.3	Increased Knowledge of Nutrition			#23
MGD 2.4	Increased Access to Clean Water and Sanitation Services			#8, #27
MGD 2.5	Increased Access to Preventative Health Interventions			#18
MGD 2.6	Increased Access to Requisite Food Prep and Storage Tools and Equipment			
Foundational Results				
	MGD 1.4.1 / MGD 2.7.1	Increased Capacity of Government Institutions		
	MGD 1.4.2 / MGD 2.7.2	Improved Policy and Regulatory Framework		#10
	MGD 1.4.3 / MGD 2.7.3	Increased Government Support		
	MGD 1.4.4 / MGD 2.7.4	Increased Engagement of Local Organizations and Community Groups		#13

Note: The following MGD indicators are not included in the monitoring framework for this project: #4, #5, #6, #7, #11, #12, #21, #24, #25, #26, #28, #29.

Table 35 Theory of Change - Main Assumptions

General	
1.	Absence of natural or other shocks that disrupt the education system and prevent school feeding being delivered as planned
Inputs to Activities'	
2.	MGD food will be delivered in a timely manner and in the required quantities, along with agreed cash support.
3.	Federal and regional governments allocate sufficient funds and human resources to the school meals programme.
4.	Communities are able to contribute to the programme in spite of stresses they may be experiencing.
5.	Federal and regional governments provide adequate resources and efforts for complementary programmes (especially SHN and agriculture)
6.	Availability of complementary initiatives (for literacy, SHN, HGSF) supported by development partners.
Activities to Outputs	
7.	Food served regularly and in required quantities
8.	Take Home Rations effectively targeted and delivered.
Outputs to Outcomes	
9.	Complementary (non-MGD/WFP) outputs to support delivery of literacy programme
10.	Complementary (non-MGD/WFP) outputs to support school nutrition and health programmes
11.	Sufficient continuity and commitment (by all parties) for capacity strengthening efforts to be effective
12.	WFP efforts feed into broader HGSF efforts
13.	School feeding incentive strong enough to outweigh other factors (safety net)
14.	School feeding and THR incentive not outweighed by other factors (girls' enrolment)
Outcomes to Impact	
15.	Quality of broader education system is sufficient to enable literacy efforts to be effective
16.	Improved nutrition and health practices spread beyond school into community
17.	Government continues to prioritise school feeding despite other calls on resources

Annex 11 Evaluation Matrix

MTE evaluation matrix

1. The MTE evaluation matrix is presented in Table 36 below. It draws directly from the evaluation matrix prepared for the baseline-endline evaluation, which is reproduced as Table 37 below. The evaluation matrixes are informed by the theory of change developed by the baseline study and refined for the MTE (see Annex 10).

Table 36 Evaluation Matrix for the Mid-Term Evaluation

Specific questions	Analysis/indicators	Main sources of information	Triangulation and strength of evidence
Key Question 1: What is the quality of the programme design including beneficiary and geographic targeting, and coverage of the right type of assistance?			
<i>Overall approach: This is essentially the same as Key Question 1 at baseline (Table 37 below). Accordingly the MTE will focus on factors that may have changed since baseline. Such points are noted against the subquestions below.</i>			
EQ1.1 To what extent has the programme been aligned with the education and school feeding policies of the government and of donors? OECD DAC criteria: relevance of design; external coherence	<ul style="list-style-type: none"> Check alignment of programme's objectives, targeting and activities with those stated/ prioritised in national policies on education, food security and nutrition and gender (including gender elements of sector policies and alignment with government priorities in the area of disability inclusion) Check of alignment of programme's design objectives and targeting (and any subsequent revisions thereof) with corporate WFP and UN strategies, policies and standards: school feeding, resilience, nutrition, gender. Evidence that the design was based on specific analysis of the contexts in Afar region and Borana and East Hararghe zones 	<ul style="list-style-type: none"> Programme documentation National policy and strategy documentation WFP and UN corporate policy and strategy documentation USDA corporate documentation Interviews 	<ul style="list-style-type: none"> Compare the views of GoE, WFP, DPs and other informants Compare issues as summarised in formal documentation with those expressed by key informants. <p><i>Strength of evidence: Good</i> <i>This question was already comprehensively addressed at baseline (EQ2 in Table 37 below). The MTE will check against recent developments in government and donor policies.</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation and strength of evidence
<p>EQ1.2 How well has the programme’s design adapted to changes in the national and operational contexts and needs in Ethiopia?</p> <p>OECD DAC criteria: continuing relevance</p>	<ul style="list-style-type: none"> The extent to which programme revisions and adaptations responded to changes nationally, to the context in the programme areas, and to the priorities of intended beneficiaries, including boys and girls and students with disabilities. The appropriateness of the programme’s adaptation to the constraints of the Covid-19 pandemic, the war in northern Ethiopia (Afar), and conflict in Oromia (Borana)? Extent to which analysis of gender roles and power dynamics in communities informed the programme. 	<ul style="list-style-type: none"> Programme documentation interviews with key informants from GoE, DPs, WFP, UN and other actors GoE, DP, WFP and UN corporate documentation Opinions of target groups on relevant issues, 	<ul style="list-style-type: none"> Compare the views of GoE, WFP, DPs and other informants at all levels. Compare issues as summarised in formal documentation with those expressed by key informants sat all levels. <p><i>Strength of evidence: Good</i> <i>This will be a key focus under KQ1, looking at how, and how well, the programme has adapted to the pandemic, to climate crises and to conflicts that have affected the original implementation plans. (See also EQ2.3 below.)</i></p>
<p>EQ1.3 Has the programme design considered cross-cutting issues: gender equality, girls and women’s empowerment, protection, accountability to affected population, disability inclusion, capacity strengthening, do no harm, peace contribution and triple nexus?</p> <p>OECD DAC criteria: relevance of design; continuing relevance</p>	<ul style="list-style-type: none"> Attention to gender and other cross-cutting issues during initial programme design. Attention to gender, equity and inclusion and other cross-cutting issues during revisions and adaptations of the programme. Accessibility of the programme to students with disabilities (attitudinal, physical and institutional barriers to children with disabilities accessing education) The extent to which gender and inclusion issues related to the conflict/drought/Covid-19 in program areas/intervention schools been tracked and helped to inform program revisions and adaptations? 	<ul style="list-style-type: none"> Programme documentation interviews with key informants from GoE, DPs, WFP, UN and other actors GoE, DP, WFP and UN corporate documentation Opinions of target groups on relevant gender issues, 	<ul style="list-style-type: none"> Compare issues as summarised in formal documentation with those expressed by target groups. Compare the views of GoE, WFP, other UN and DP informants <p><i>Strength of evidence: Good</i> <i>This echoes EQ3 in Table 37 below. The MTE will check continuing relevance against more recent developments in context.</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation and strength of evidence
Key Question 2: To what extent has the programme been implemented as planned? Is the programme on track towards the achievement of planned results?			
<i>Overall approach: Although it is in most cases too soon to establish project outcomes, we will check whether the project (at input, activity and output levels) is being implemented as planned. This is closely linked to the consideration of continuing relevance EQ1.2 above).</i>			
<p>EQ2.1 How effectively has the programme been implemented?</p> <p>OECD DAC criteria: effectiveness</p>	<ul style="list-style-type: none"> • Analysis of programme inputs vs plans. • With reference to the agreed set of indicators for the programme: <ul style="list-style-type: none"> ○ Comparison of most recent output data with baseline and targets ○ Comparison of most recent outcome data with baseline and targets ○ Gender disaggregation and analysis of all outcome and output data • Qualitative analysis by GoE, WFP, DPs and other federal and local observers/actors of outcome-level performance • Qualitative analysis of the views expressed by beneficiaries at local level (parents, pupils, community leaders) • Extent to which the programme actively supports the elimination of barriers (attitudinal, physical, and institutional) to access to education for boys/girls and students with disabilities. • Assess the programme’s engagement with other actors, including Organizations of Persons with Disabilities (OPD) in addressing gender and disability inclusion gaps. • Did the programme set any targets for disability inclusion? Were they met? <p>To apply these indicators with special attention to USDA Learning Agenda items:</p> <ul style="list-style-type: none"> ○ Implementation and performance of WASH components ○ Implementation and performance of nutrition components, especially nutrition screening 	<ul style="list-style-type: none"> • WFP performance data • Update analysis of EMIS data • Update analysis of school inspection data • Interviews at regional, woreda and school level • Programme documentation and Government reports 	<ul style="list-style-type: none"> • Check consistency and reliability of data between different sources and informants in GoE and at schools visited in field • Triangulate views on the key outcomes between different informant groups <p><i>Strength of evidence: Moderate.</i> <i>The challenges experienced at baseline in reconciling different data sources, and the (unsurprisingly slow establishment of routines for reporting monitoring data suggested there may be issues in gathering and interpreting the relevant data. Evaluability analysis for the MTE confirms that this is still an issue.</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation and strength of evidence
<p>EQ2.2 What was the extent of community participation in programme implementation?</p> <p>OECD DAC criteria: coherence; effectiveness</p>	<ul style="list-style-type: none"> Participants' assessments in terms of legitimacy, clarity, efficiency, sustainability, challenges experienced. Extent to which school staff and community representatives are aware of gender and disability inclusion needs at the school/community and are active in addressing them. Comparison with experiences of related initiatives (e.g. PSNP, school grants linked to GEQIP). 	<ul style="list-style-type: none"> Previous reports' and evaluations' assessment of school feeding governance and community involvement Discussions at school, kebele and woreda level Interviews with key informants from GoE, DPs, WFP, UN and other actors 	<ul style="list-style-type: none"> Compare findings across different sources of information and different stakeholders Compare different models found, and how models operate in different contexts <p><i>Strength of evidence: Moderate</i> <i>Scope for fieldwork is limited; we will raise this issue in school visits, but will also draw on secondary data to build on our understanding at baseline.</i></p>
<p>EQ2.3 Has the programme adapted effectively to the Covid-19 pandemic, droughts, conflicts, etc.?</p> <p>OECD DAC criteria: effectiveness,</p>	<p><i>Closely linked to EQ1.2 above. Will add assessment of effectiveness in implementation to the earlier assessment of the relevance of changes in design.</i></p> <ul style="list-style-type: none"> Effectiveness of programme revisions and adaptations in response to changes in national and local contexts In particular effectiveness of the response to the constraints of the Covid-19 pandemic and to conflicts Extent to which gender and equity implications of Covid-19 and other crises were understood and addressed 	<ul style="list-style-type: none"> Programme documentation interviews with key informants from GoE, DPs, WFP, UN and other actors GoE, DP, WFP and UN corporate documentation Opinions of target groups on relevant issues, 	<ul style="list-style-type: none"> Compare the views of GoE, WFP, DPs and other informants at all levels. Compare issues as summarised in formal documentation with those expressed by key informants sat all levels. <p><i>Strength of evidence: Good</i> <i>This will be a key focus under KQ2, looking at how effectively the programme has adapted to the pandemic, to climate crises and to conflicts that have affected the original implementation plans.</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation and strength of evidence
<p>EQ2.4 Have there been unintended positive or negative effects including peace and conflict situation due to targeting procurement, partnership, stakeholders' relationship, fund mobilization and grievance handling procedure?</p> <p>OECD DAC criteria: effectiveness; continuing relevance</p>	<p>Links to for EQ2.1, EQ2.2, and EQ2.3 above,</p> <ul style="list-style-type: none"> • With reference to the agreed set of indicators for the programme: <ul style="list-style-type: none"> ○ Comparison of most recent output data with baseline and targets ○ Comparison of most recent outcome data with baseline and targets ○ Analysis of any gender/equity biases in performance • Qualitative analysis by GoE, WFP, DPs and other federal and local observers/actors of outcome-level performance. • Qualitative analysis of the views expressed by beneficiaries at local level (parents, pupils, community leaders). • Unintended positive or negative effects of women participating in PTAs and working as cooks in the programme (in light of the community's perception of gender roles/dynamics). 	<ul style="list-style-type: none"> • Data sources as for EQ2.1, EQ2.2, and EQ2.3 above, scanning for unintended effects, positive or negative, considering, but not limited to, the possibilities noted in EQ2.4 itself. • Discussions at school, kebele and woreda level. 	<ul style="list-style-type: none"> • Triangulate views on possible unintended effects between different informant groups <p><i>Strength of evidence: Moderate.</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation and strength of evidence
<p>EQ2.5 To what extent is the M&E functionally effective?</p> <p>OECD DAC criteria: coherence, effectiveness</p>	<ul style="list-style-type: none"> Review quality of WFP, McGovern-Dole and GoE monitoring and reporting against key objectives of the programme and standards of good practice, including sex-disaggregation and attention to equity dimensions Analyse content, timeliness and external perceptions of monitoring and reporting arrangements and the extent to which these have been (or can be) used to inform decision making Determine whether monitoring reports are just a procedural statement of performance data or offer any analysis of issues affecting performance Check links between programme monitoring/reporting and GoE systems for coherence, efficiency and sustainability Assess to what extent M&E information was/is being used to adapt and improve implementation, including on gender and disability inclusion issues. Assess to what extent there has been flexibility in programme implementation 	<ul style="list-style-type: none"> WFP reports and M&E systems Records of meetings between WFP and GoE and of key decisions taken Interviews with WFP staff, GoE, and external stakeholders at different levels 	<ul style="list-style-type: none"> Compare assessments by WFP staff and GoE at different levels. <p><i>Strength of evidence: Good Closely related to EQ9 in Table 37 below, and will build on baseline findings and MTE evaluability analysis.</i></p>
<p>Key Question 3: To what extent has the programme been implemented efficiently?</p>			
<p><i>Overall approach: The MTE will update the baseline analysis under EQ6 in Table 37 below.</i></p>			
<p>EQ3.1 To what extent has implementation been timely??</p> <p>OECD DAC criteria: efficiency (timeliness)</p>	<p>To be analysed in terms of:</p> <ul style="list-style-type: none"> logistics efficiency – timeliness of deliveries, pipeline breaks etc., relative to programme targets and beneficiary needs timeliness of adaptation to changing contexts 	<ul style="list-style-type: none"> Programme reporting and documentation Interviews with programme staff, other stakeholders, and intended beneficiaries. 	<ul style="list-style-type: none"> Triangulate across data a sources and the views of different groups of informants <p><i>Strength of evidence: Good</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation and strength of evidence
<p>EQ3.2 To what extent have resources been used efficiently in terms of cost?</p> <p>OECD DAC criteria: allocative efficiency, cost-efficiency</p>	<p>To be analysed in terms of:</p> <ul style="list-style-type: none"> cost-efficiency – relevant unit cost comparisons (if available) efficient use of commodities etc in response to constraints and delays in implementation 	<ul style="list-style-type: none"> Programme reporting and other relevant WFP documentation Reports by GoE and other DPs on events and trends during the review period 	<ul style="list-style-type: none"> Compare assessment by responsible WFP personnel and views of external stakeholders and observers and compare views at different levels (federal, regional, woreda, schools) <p><i>Strength of evidence: Moderate (it is known to be difficult to extract meaningful unit cost data from WFP systems)</i></p>
<p>Key Question 4: . Does the programme have an exit strategy towards a nationally owned school feeding programme?</p>			
<p><i>Overall approach: This is a key issue, given the disruptive context the programme has experienced, and the MTE will revisit the assumptions about sustainability that were explored at baseline.</i></p>			
<p>EQ4.1 To what extent has the programme followed a strategy of transition to national ownership of school feeding?</p> <p>OECD DAC criteria: effectiveness, sustainability</p>	<ul style="list-style-type: none"> Clarity of the transition strategy expressed in programme documents. Extent to which elements of the strategy (e.g. progressive transfer of schools to GoE) have been implemented in the face of external factors affecting the programme context. Progress in support to strengthening of national and regional school feeding strategies and programmes. 	<ul style="list-style-type: none"> Programme design and performance documentation SABER Analysis of funding trends by GoE to school feeding Interviews and focus group discussions during mission field work 	<ul style="list-style-type: none"> Compare the views of WFP, GoE and other policy and programme observers Compare assessment in Addis Ababa and regional capitals with that in sample communities and schools <p><i>Strength of evidence: Good/Moderate Assessment of prospect for national ownership is inevitably speculative.</i></p>
<p>EQ4.2 Has the programme ensured community participation for sustaining school feeding and education activities and results?</p> <p>OECD DAC criteria: coherence, effectiveness,</p>	<ul style="list-style-type: none"> Extent to which the degree of community participation envisaged in programme design is being realised in practice across different programme contexts. Extent to which partners/stakeholders were made aware of the importance of inclusion of girls and students with disabilities in the programme. Assess barriers at community and school levels that limit access to education for girls, including girls with disabilities. 	<ul style="list-style-type: none"> Previous reports' and evaluations' assessment of school feeding governance and community involvement Interviews and discussions at school, kebele and woreda level 	<ul style="list-style-type: none"> Compare findings across different sources of information and different stakeholders <p><i>Strength of evidence: Moderate The MTE will focus on evidence concerning the current degree of community participation in different programme locations. A fuller assessment of implications for sustainability will be possible at endline.</i></p>

Table 37 Evaluation Matrix at Baseline

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
Key Question 1: How appropriate was the programme?			
<p>EQ1. What was the quality of project design, in terms of focusing on the right beneficiaries with the right mix of assistance?</p> <p>OECD DAC criteria: relevance/continuing relevance</p>	<ul style="list-style-type: none"> Assessment of needs and preferences of target population at design stage, and significant trends Check of alignment of programme's strategies with those needs, and preferences at design and currently Check design choices vs. alternatives considered, and generic evidence on likely effectiveness and efficiency of design adopted <p>Relevant ToC assumptions to consider: #8 (Take Home Rations effectively targeted and delivered.); #13 (School feeding incentive strong enough to outweigh other factors (safety net)); #14 (School feeding and THR incentive not outweighed by other factors (girls' enrolment)).</p>	<ul style="list-style-type: none"> Programme documentation Analysis of data (reflecting the situation at the start of the programme and other assessments) of needs and preferences of girls, boys, women and men in the target population Expressed views of target population (girls, boys, women and men) as recorded at design stage, since, and during mission field work Analytical opinions of expert informants (national and regional governments, DPs, other actors). 	<ul style="list-style-type: none"> Compare needs as summarised in formal documentation with those expressed by target groups. Compare needs as interpreted in the design and implementation of the programme with the interpretation of expert analytical informants <p><i>Strength of evidence: Good</i></p>
<p>EQ2. How well was the project aligned with the education and school feeding policies of the government and of donors?</p> <p>OECD DAC criteria: relevance; external coherence, internal coherence</p>	<ul style="list-style-type: none"> Check of alignment of programme's objectives, targeting and activities with those stated/ prioritised in national policies on education, food security and nutrition and gender (including gender elements of sector policies) Check of alignment of programme's design objectives and targeting (and any subsequent revisions thereof) with corporate WFP and UN strategies, policies and standards: school feeding, resilience, nutrition, gender. Was the design based on specific analysis of the contexts in Afar and Oromia Regions? 	<ul style="list-style-type: none"> Programme documentation National policy and strategy documentation WFP and UN corporate policy and strategy documentation USDA corporate documentation Interviews 	<ul style="list-style-type: none"> Compare the views of GoE, WFP, DPs and other informants Compare issues as summarised in formal documentation with those expressed by key informants. <p><i>Strength of evidence: Good</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ3. To what extent was the intervention design based on sound analysis of gender and equity, and sensitive to GEEW? Were other cross-cutting issues, including protection and accountability towards affected populations adequately factored in?</p> <p>OECD DAC criteria: relevance</p>	<ul style="list-style-type: none"> • Analysis of programme's priorities and gender and equity strategies compared with national, WFP and other relevant policy and strategies • Analysis of programme design against WFP and UN policies on protection and accountability to affected populations <p>Relevant ToC assumptions to consider: #14 (School feeding and THR incentive not outweighed by other factors (girls' enrolment));</p>	<ul style="list-style-type: none"> • Programme documentation • GoE, DP, WFP and UN corporate documentation • Opinions of target groups on relevant gender issues, as expressed at the design stage • Gender analysis component of fieldwork • Interviews with key informants from GoE, DPs, WFP, UN and other actors 	<ul style="list-style-type: none"> • Compare issues as summarised in formal documentation with those expressed by target groups. • Compare the views of GoE, WFP, other UN and DP informants <p><i>Strength of evidence: Good, documentation mostly available. Remaining information to be collected through interviews and fieldwork.</i></p>
<p>Key Question 2: What are the results of the programme?</p>			
<p>EQ4. To what extent have planned outputs and outcomes been attained? Have there been any unintended results (positive or negative)?</p> <p>OECD DAC criteria: effectiveness</p>	<ul style="list-style-type: none"> • With reference to the agreed set of indicators for the programme: <ul style="list-style-type: none"> ○ Comparison of most recent output data with baseline and targets ○ Comparison of most recent outcome data with baseline and targets • Qualitative analysis by GoE, WFP, DPs and other federal and local observers/actors of outcome-level performance • Qualitative analysis of the views expressed by beneficiaries at local level (parents, pupils, community leaders) 	<ul style="list-style-type: none"> • Survey • WFP performance data • Analysis of EMIS data • Analysis of school inspection data • Interviews at federal, regional, woreda and school level • Programme documentation and Government reports 	<ul style="list-style-type: none"> • Cross-check recorded output and outcome data with programme/government documentation and informants in GoE and at schools visited in field • Triangulate views on the key outcomes between different informant groups • EMIS, Inspection, WFP monitoring data and survey results will be triangulated to evaluate data reliability and consistency. <p><i>Strength of evidence: Moderate. The challenges experienced at baseline in reconciling different data sources, and the (unsurprisingly slow establishment of routines for reporting monitoring g data suggest there may be issues in gathering and interpreting the relevant data</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ5. What have been the gender and equity dimensions of the programme's results?</p> <p>OECD DAC criteria: effectiveness</p>	<ul style="list-style-type: none"> • Analysis of output- and outcome-level performance data compared with design targets • Qualitative analysis by GoE, WFP, DP and NGO observers of programme's gender equality and equity performance against WFP and GoE criteria • Qualitative analysis of interviews with beneficiaries • Analysis of the impact of the take-home rations on girls and boys and at household level 	<ul style="list-style-type: none"> • Survey • WFP performance data • WFP internal reporting, and documentation/reports by other partners • Analysis of EMIS data • Interviews, 	<ul style="list-style-type: none"> • Cross-check recorded performance data and survey data with informants in GoE and at schools visited in field • Compare WFP perceptions of gender equality and protection performance with those of GoE and DP, NGO informants <p><i>Strength of evidence: Moderate.</i></p>

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Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
Key Question 3: What factors affected the results?			
<p>EQ6. What was the efficiency of the programme, in terms of transfer cost, cost/beneficiary, logistics, and timeliness of delivery?</p> <p>OECD DAC criteria: efficiency</p>	<p>To be analysed in terms of:</p> <ul style="list-style-type: none"> • logistics efficiency – timeliness of deliveries, pipeline breaks etc. • extent to which complementarities were achieved between the programme's interventions and interventions of relevant humanitarian and development partners as well as other WFP country office interventions in the country? How did these complementarities contribute to savings and efficiency? • cost-efficiency – relevant unit cost comparisons • to what extent were programme management practices and tools adequate to implement the programme? • were programme resources adequate and available on time to implement the activities as planned? <p>Relevant ToC assumptions to consider: #2 (McGovern-Dole food will be delivered in a timely manner and in the required quantities, along with agreed cash support); #3 (Federal and regional governments allocate sufficient funds and human resources to the school meals programme); #5 (Federal and regional governments provide adequate resources and efforts for complementary programmes (especially SHN and agriculture)); #7 (Food served regularly and in required quantities); #8 (Take Home Rations effectively targeted and delivered.).</p>	<ul style="list-style-type: none"> • Programme reporting and other relevant WFP documentation • Reports by GoE and other DPs on events and trends during the review period • Review of WFP SPRs and other reporting for commentary on internal factors positively or negatively affecting performance: including staffing levels, financial resources, pipeline issues • Qualitative assessment by GoE, WFP and community/school level informants of positive or negative influence of external and internal WFP factors 	<ul style="list-style-type: none"> • Compare assessment by responsible WFP personnel and views of external stakeholders and observers and compare views at different levels (federal, regional, woreda, schools) <p><i>Strength of evidence: Moderate (it is known to be difficult to extract meaningful unit cost data from WFP systems)</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ7. How well has food safety been ensured taking into consideration the different systems of national, regional, local and community governance?</p> <p>OECD DAC criteria: effectiveness, efficiency, coherence</p>	<ul style="list-style-type: none"> Consider relevant food safety issues at each stage along the chain from procurement-transport-storage-preparation and serving of meals, with special reference to potential and actual food safety lapses Level of awareness of food safety issues among those involved in school feeding, including beneficiaries 	<ul style="list-style-type: none"> Interviews with expert personnel of WFP interviews with other stakeholders involved in food management and public health issues school-level observation survey findings on training of school meals personnel KAP survey 	<ul style="list-style-type: none"> Compare findings across different sources of information and different stakeholders <p><i>Strength of evidence: Moderate</i> <i>The evaluation team was not able to address this EQ meaningfully during the baseline study period and recommends special attention to it during the MTR.</i></p>
<p>EQ8. How well did community-level systems of governance and management contribute to the effectiveness and efficiency of implementation?</p> <p>OECD DAC criteria: efficiency, effectiveness, external and internal coherence</p>	<ul style="list-style-type: none"> Assessment of systems from perspectives of consistency, complexity, levels of demands on men and women involved, effectiveness Participants' assessments in terms of legitimacy, clarity, efficiency, sustainability, challenges experienced Comparison with experiences of related initiatives (e.g. PSNP, school grants linked to GEQIP) <p>Relevant ToC assumptions to consider: #4 (Communities are able to contribute to the programme in spite of stresses they may be experiencing).</p>	<ul style="list-style-type: none"> Previous reports' and evaluations' assessment of school feeding governance and community involvement Discussions at school, kebele and woreda level Interviews with key informants from GoE, DPs, WFP, UN and other actors 	<ul style="list-style-type: none"> Compare findings across different sources of information and different stakeholders Compare different models found, and how models operate in different contexts <p><i>Strength of evidence: Moderate</i> <i>This EQ also merits special attention during the MTR.</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
<p>EQ9. What was the quality of the monitoring and reporting system? Did this enhance or impair the performance of the programme?</p> <p>OECD DAC criteria: efficiency, effectiveness</p>	<ul style="list-style-type: none"> Review quality of WFP, McGovern-Dole and GoE monitoring and reporting against key objectives of the programme and standards of good practice Analyse content, timeliness and external perceptions of monitoring and reporting arrangements and the extent to which these have been (or can be) used to inform decision making Determine whether monitoring reports are just a procedural statement of performance data or offer any analysis of issues affecting performance Assess to what extent M&E information was/is being used to adapt and improve implementation Assess to what extent there has been flexibility in programme implementation 	<ul style="list-style-type: none"> WFP reports and M&E systems Records of meetings between WFP and GoE and of key decisions taken SABER Interviews with WFP staff, GoE, and external stakeholders at different levels 	<ul style="list-style-type: none"> Compare assessments by WFP staff and GoE <p><i>Strength of evidence: Good</i> <i>At the time of the baseline study, and for understandable reasons, the monitoring and reporting system was still emergent. It will be important to revisit it during the MTR, both from the perspective of endline evaluability and as an essential contribution to project management and accountability.</i></p>
<p>EQ10. What other internal or external factors affected the project's ability to deliver results?</p> <p>OECD DAC criteria: all</p>	<ul style="list-style-type: none"> Internal factors : the processes, systems and tools in place to support the programme design, implementation, monitoring, reporting and evaluation; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc. External factors: the external operating environment; the funding climate; external incentives and pressures etc. <p>Relevant ToC assumptions to consider: #1 (Absence of natural or other shocks that disrupt the education system and prevent school feeding being delivered as planned); #5 (Federal and regional governments provide adequate resources and efforts for complementary programmes (especially SHN and agriculture));</p>	<ul style="list-style-type: none"> Project time-line Programme reporting and other relevant WFP documentation Reports by GoE and other DPs on relevant political and policy events and trends during the review period Interviews 	<ul style="list-style-type: none"> Compare assessment of factors by WFP CO and field staff Compare assessment of factors by WFP and GoE staff Compare assessment of factors by WFP staff and community/school level informants <p><i>Strength of evidence: Good</i> <i>The MTR should be a good opportunity to reflect on lessons from the adaptations to Covid-19.</i></p>

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Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
	<p>#6 (Availability of complementary initiatives (for literacy, SHN, HGSF) supported by development partners);</p> <p>#9 (Complementary (non McGovern-Dole/WFP) outputs to support delivery of literacy programme);</p> <p>#10 (Complementary (non McGovern-Dole/WFP) outputs to support school nutrition and health programmes);</p> <p>#11 (Sufficient continuity and commitment (by all parties) for capacity strengthening efforts to be effective);</p> <p>#12 (WFP efforts feed into broader HGSF efforts);</p> <p>#13 (School feeding incentive strong enough to outweigh other factors (safety net));</p> <p>#14 (School feeding and THR incentive not outweighed by other factors (girls' enrolment));</p> <p>#15 (Quality of broader education system is sufficient to enable literacy efforts to be effective);</p> <p>#16 (Improved nutrition and health practices spread beyond school into community);</p> <p>#17 (Government continues to prioritise school feeding despite other calls on resources);</p>		

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
Key Question 4: To what extent are the programme results sustainable?			
<p>EQ11. 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?</p> <p>OECD DAC criteria: sustainability</p>	<ul style="list-style-type: none"> At baseline establish evidence base for each of the dimensions listed in the EQ. At final evaluation assess prospects for sustainability against each dimension. <p>Relevant ToC assumptions to consider: #3 (Federal and regional governments allocate sufficient funds and human resources to the school meals programme); #4 (Communities are able to contribute to the programme in spite of stresses they may be experiencing); #5 (Federal and regional governments provide adequate resources and efforts for complementary programmes (especially SHN and agriculture)); #6 (Availability of complementary initiatives (for literacy, SHN, HGSF) supported by development partners); #11 (Sufficient continuity and commitment (by all parties) for capacity strengthening efforts to be effective); #12 (WFP efforts feed into broader HGSF efforts);</p>	<ul style="list-style-type: none"> Programme design performance documentation SABER Analysis of funding trends by GoE to school feeding Interviews Focus group discussions during mission field work 	<ul style="list-style-type: none"> Compare the views of WFP, GoE and other policy and programme observers Compare assessment in Addis Ababa and regional capitals with that in sample communities and schools <p><i>Strength of evidence: Good/Moderate EQ applies more to final evaluation than baseline; answers are inevitably speculative.</i></p>
<p>EQ12. To what extent will household food security for school going boys and girls be sustained without / beyond USDA/WFP funding?</p> <p>OECD DAC criteria: sustainability</p>	<ul style="list-style-type: none"> Analysis of evidence collected through in-depth interviews with beneficiaries of school feeding and take-home rations Analysis of documentary evidence from other regions where school feeding has ended (e.g. under the emergency school feeding programme) 	<ul style="list-style-type: none"> Interviews Document review 	<ul style="list-style-type: none"> Document review and analysis of financial data to judge the trajectory of sector funding against components with commitments, track record, political outlook... <p><i>Strength of evidence: Good/Moderate EQ applies more to final evaluation than baseline; answers are inevitably speculative</i></p>

Specific questions	Analysis/indicators	Main sources of information	Triangulation approach
Key Question 5: What are the main lessons that can be learned from this programme?			
EQ13. How can a combination of local procurement during harvest time be supplemented with international food aid to promote locally and/or nationally sustainable school meals programme? OECD DAC criteria: all	<ul style="list-style-type: none"> Analyse experience with local procurement and added diversity of meals. Effects on diversity of meals Effects on local economy and smallholders (including women) 	<ul style="list-style-type: none"> performance data for this McGovern-Dole programme and other HGSF activities in Ethiopia perceptions of participants and beneficiaries perspectives of GoE, WFP, DP and other informants 	<ul style="list-style-type: none"> compare this programme's experience with others in Ethiopia and elsewhere of which the evaluators have knowledge <i>Strength of evidence: Potentially good</i>
EQ14. What community-level systems of governance and management are required for the successful implementation and sustainability of school meal programmes? OECD DAC criteria: all	<ul style="list-style-type: none"> draw together analysis from previous EQs, especially EQ8. 	<ul style="list-style-type: none"> based on findings against the previous EQs. 	<ul style="list-style-type: none"> compare this programme's experience with others in Ethiopia and elsewhere of which the evaluators have knowledge <i>Strength of evidence: Potentially good</i>
EQ15. What lessons from this programme should influence future programmes (Including good practices to be emulated and weaknesses to be mitigated)? OECD DAC criteria: all	<ul style="list-style-type: none"> draw together analysis from previous EQs 	<ul style="list-style-type: none"> based on findings against the previous EQs. 	<ul style="list-style-type: none"> compare this programme's experience with others in Ethiopia and elsewhere of which the evaluators have knowledge <i>Strength of evidence: Good</i>

Annex 12 Field Work Approach and Schedule

Approach to Fieldwork

1. The team undertook qualitative fieldwork visits to project areas in Afar region and East Hararghe and Borana zones of Oromia region from November 20 through December 1, 2023.
2. The purpose of the qualitative fieldwork was to deepen initial situational analysis, especially in gender and equity dimensions, and focus on qualitative performance issues, including school-level organization and delivery of school feeding.
3. Specifically, the field visits included:
 - Observation of school feeding in progress (see Annex 13 for observation guidelines).
 - KIIs and FGDs with key stakeholders at all implementation levels, including regional, zonal, woreda and kebele levels and with schools, following the pattern adopted for the baseline qualitative fieldwork. Guidelines for the KIIs and FGDs are in Annex 13.
 - Separate student FGDs were held for female and male students and conducted by the female member of the evaluation team. One or two students were drawn from among volunteers present in grades 3 and upwards (for a total group of not more than 8). If children with disabilities were present, they were given the opportunity to join.
4. Observation allowed the evaluation – among other aspects – to gather information on conditions under which school feeding is provided in practice, assess nutrition and hygiene practices and investigate the school-level nutrition screening, verify to what extent selected beneficiaries have been able to apply the knowledge acquired during training, verify compliance with WFP guidance on school feeding, and assess gender dynamics and disability inclusion issues. As part of the observation, the team inspected storage facilities and arrangements as well as latrines and other hygiene and sanitation facilities. The same checklist that was adopted for the baseline evaluation was used to observe the organization, preparation and serving of the meals, water source, WASH facilities, availability and suitability of latrines, including accessibility for students with disability (see Annex 13).
5. The KIIs and FGDs with relevant stakeholders, including the students and parents, were intended give the team a grounded understanding of the SF activities and changes in context and implementation since the baseline evaluation was conducted. In particular, the qualitative fieldwork KIIs and FGDs will explore:
 - How well the program’s design has adapted to changes in the national and operational contexts and needs in Ethiopia (EQ1.2).
 - The program design’s consideration of cross-cutting issues, including but not limited to, gender and disability inclusion (EQ1.3).
 - Effectiveness of program implementation (EQ2.1) and how effectively it adapted to the Covid-19 pandemic, droughts, and conflicts (EQ2.3).
 - The extent of community participation in program implementation (EQ2.2) and if it is at a level that will help sustain school feeding and education activities and results (EQ4.2).
 - If there were unintended positive or negative effects (EQ2.4).
 - The extent to which the M&E system is functionally effective (EQ2.5).
 - The timeliness of program implementation (EQ3.1).
6. The qualitative fieldwork also contributed to answering the USDA Learning Agenda items in EQ2.1 related to WASH and nutrition screening.

Fieldwork sampling

7. The team visited the same number of schools as the baseline (5 schools in 3 woredas in Afar and 4 schools in Oromia - 2 in each of 2 woredas); back-up schools were also identified in each of the woredas. KIIs

and FGDs were conducted with students, the school director, the coordinator of school meals, teachers, parents and community representatives, and beneficiaries and non-beneficiaries of the THR scheme.

8. Following discussions with WFP sub-offices, the sample was purposively selected by the evaluation team to cover a range of contexts (location, livelihoods, affected by conflict, drought, etc), but also to include at least one school that has been designated as disability-friendly, and one that has community-led school garden initiatives.

9. The team aimed to conduct four FGDs (with female students, male students, teachers, and PTA/Community representatives) in each of the nine schools in Afar and Oromia, or 36 FGDs in total. As at baseline, it was not practical to visit more than one school per day, and it was important to arrive as early as possible in the morning, in order to observe school meal preparation and feeding.

10. It was important for the evaluation that the team could observe how the school feeding program typically functions, so schools should not be overly prepared for the visit. To ensure this, schools were only informed of their participation in the MTE a day prior to the team's visit. Most schools only run in the morning and students are engaged in household and livelihood activities after school, so staying behind after class to participate in FGDs would have been an added burden on the students and community.

11. At kebele and woreda level, the team sought interviews with the local education authorities, specifically any officials responsible for school feeding, staff of NGOs and other agencies working on complementary interventions related to SHN, WASH, gender, and disability inclusion.

12. At zonal and regional level, the team conducted in-depth interviews with the relevant authorities and WFP sub-office staff. This was done after the team completed the school visits, so as to prioritise school visits in the morning and to maximize the opportunity for further investigation of issues at the school level.

13. To ensure a shared analysis, as well as thorough investigation at each school, all three team members travelled to the same locality and focused on different aspects of the fieldwork, However, the team was flexible and opportunistic in its approach to maximize the utility of time.

14. The team hired Afaan Oromo and Afar Af interpreters (1 male and 1 female in each programme location) to support school and woreda level interviews. To keep the independence of the evaluation, care was taken to recruit interpreters who were not affiliated with WFP, the schools or the school feeding programme.

15. The team endeavoured to maintain a gender balance in FGDs and conducted separate FGDs with female students with the help of a female interpreter. To the extent possible, FGDs also included students with special needs.

16. The evaluation team held a mini workshop on Thursday, November 16, 2023, with the CO to review fieldwork issues and programme. Similarly, the team held a post-fieldwork debrief with the CO on Tuesday, December 5, 2023, with a PowerPoint presentation of fieldwork undertaken and emerging issues.

Fieldwork schedule

Week 1 - Oromia



Date	Activity	
Addis Ababa		
Thurs, November 16	Fieldwork briefing and mini workshop with CO	
Borana		
Sun, November 19	Travel (fly to Arba Minch, drive to Yabello)	
Mon, November 20	Visit school #1 in Teltele woreda	Meeting with zonal education office (Yabello) Meeting with woreda education office (Teltele)
Tues, November 21	Visit school #2 in Teltele woreda	Meeting with agencies working on complementary activities (Action Against Hunger) Meeting with Kebele Chair
Wed, November 22	Travel: Drive back to Arba Minch, fly to AA and continue to Jigjiga	
East Hararghe		
Thurs, November 23	Chenaksen : visit school #1	Kebele chair person/woreda SF person & agencies working on complementary interventions (ODA & IRC)
Fri, November 24	Chenaksen : visit school #2	Kebele chair person
	Travel: Drive to Jigjiga and on to Harar	Meeting with Zonal Education Office (Harar)
Sat, November 25	Travel: Drive from Harar to Dire Dawa	Meeting with WFP Dire Dawa sub-office staff (morning), then fly to AA.



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Week 2 - Afar



Date	Activity	
Afar		
Sun, November 26	Travel Fly from AA to Semera	
Mon, November 27	Visit school #1 (Adear woreda)	Meeting with kebele chair person
Tues, November 28	Visit school #2 (Adear woreda)	Meeting with kebele chair person/woreda SF person
Wed, November 29	Visit school #3 (Elidar Woreda)	Meeting with kebele chair person/woreda SF person
Thurs, November 30	Visit school #4 (Mille woreda)	Meeting with kebele chair person/woreda SF person Meeting with Afar Region Education Bureau SF person
Fri, December 1	Visit school #5 (Mille woreda)	
	Fly back to AA	
Addis Ababa		
Mon, December 4	Meetings with WFP Semera and Adama SubOffice staff	
Tues, December 5	Post-fieldwork debriefing	



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Annex 13 Data Collection Tools¹¹⁶

INTERVIEW APPROACH

Stakeholder interviews

1. Interviews will be a key source of information for the MTE, which, apart from the EGRA, is not conducting a school survey. They will be a means to add depth and triangulation to the evaluation team's understanding of context and the understanding of performance obtained from reviewing programme reporting and other records.
2. The MTE will target a range of stakeholders across significant institutional, policy and beneficiary interests. The stakeholder analysis (Inception Report,) will inform the selection of interviewees at all levels (federal, regional and local). However, the MTE fieldwork will focus particularly on school visits and interviews at local level (see Annex 12 for the field mission schedule and Annex 3 for people consulted).

Interview process and note keeping

3. Key points to be covered in each of the interviews and focus group discussions with various categories of informants are presented below. These guidelines will be flexibly used, and not all interviews will cover all the points. The choice of the interview questions will be left to the interviewer/facilitator and will be made in line with priority gaps, and the time available.
4. Interviews will be confidential. Most interviews will be conducted on a one-to-one basis. Reports will not quote informants by name and will not include direct quotes or attribution without prior consent. Interviews at woreda, kebele and school level will be done through an interpreter when necessary.
5. While it may be appropriate for WFP personnel to accompany evaluation team members to interview sites and introduce them to interviewees, they will be respectfully expected to leave once the introductions have been made, so as to enable interviewees to speak more freely.
6. Interview notes will be written up, consolidated into an interview compendium and shared among team members via the internal team-only e-library. To respect interviewee confidentiality, the interview notes will be accessible only to team members. The compendium of interview notes will facilitate analysis across all interviews and will enable searches on key thematic terms. This will maximise the analytical potential of interviews and the possibilities for triangulation. The team will compile a matrix of evidence collected against each evaluation question as an aid to analysis and assessment.

¹¹⁶ Data collection via the EGRA survey is considered separately in Annex 16.

DISCUSSION AND OBSERVATION GUIDES

Please note that these guidelines are not intended as questionnaires but rather as generic questioning and observation guides. It is clearly impossible to cover every issue with every informant, and team members will use their judgment to focus on areas which are likely to add most to the ET's existing knowledge, while allowing interviewees and groups to highlight the issues of most importance to them.

These discussion guides are specific to the field work for the MTE, and relate to interviews, focus group discussions and observations that will be undertaken.

The Inception Report for the final evaluation will include discussion guides that reflect the more retrospective and evaluative nature of enquiries at that stage.

Observation guide for school feeding

Storage of the food

1. How appropriate is the space in terms of:
 - Ventilation
 - Protection against rodents
 - Are bags stacked
 - Screens on windows
 - Records and registers
 - Security
 - Other observations

2. Registration/record keeping at school level including attendance records
 - How good is record keeping on food received and used?
 - Is there are record of the composition of the meals on a daily basis?
 - Is there a record of daily school attendance by children?
 - Is there a record of store entries and use of food ?
 - Is there are record of beneficiaries of the THR ?

Community contributions in kind

3. Are communities contributing:
 - Food
 - Firewood
 - Water
 - Local produce / school garden
 - Through labour
 - Other

4. How is this organized?

Food preparation

5. Arrangements for food preparation: is there:
 - Appropriate and sufficient space
 - Adequate hygiene
 - Adequate organization
 - Availability of water
 - Availability of (sufficient) utensils
 - Soap for cleaning

6. Are fuel saving stoves used?

Serving meals

7. Arrangements for meal times: is there:

- Appropriate space/organization
- Accessibility of space for students with disability
- Composition of meals
- Utensils for eating
- Drinking water
- Facility for hand washing

8. Are meals served in a way that provides equal portions and treatment to boys/girls/students with disabilities?

9. Are there separate latrines for boys and girls?

10. Are the latrines:

- Clean
- Well maintained
- Appropriately placed
- Accessible for students with disability

Reporting

11. Reporting tools and processes (what are the tools, how are they used/understood, who is responsible, frequency and quality of reporting compared to expected standards)

Discussion guide for school staff

Introduction

- Introduction of team member(s) present
- Explain purpose of evaluation
- Explain confidentiality and next steps
- Note roles, background and sex of participants

Background

1. Please explain briefly when and how the school feeding programme came to this local school, and what the roles and contributions of the various stakeholders were and are.
2. How was the school feeding affected by the Covid-19 pandemic?
3. Was the SF program at your school affected by the northern Ethiopia conflict or other local conflicts? How?

Relevance

4. How relevant was the SF program to the students and the community when it started? Has it continued to remain relevant?
5. How has the SF program adjusted to changing local contexts (conflict, drought, Covid-19)?
6. Do you think that the SF program is needed at your school? Why?
7. Is it equally important for boys and for girls?
8. How does the SF program address issues of gender equality, girls and women's empowerment, and disability inclusion in light of the changing local contexts?

Effectiveness & Efficiency

9. Do you think the SF program components, including school meals, WASH, nutrition screening, and capacity building are well implemented? Is one component better implemented than the others? Which one and why?
10. Are the supplies needed to provide school meals (CSB, rice, oil, salt, NFIs) delivered to the school on time?

11. Was the adaptation of the SF program to changing local contexts done in a timely manner?
12. How does the school collect data and report on gender and disability inclusion issues and concerns? Who addresses these reported concerns? What is the follow up process?
13. How is the community involved in the SF program?
14. Has the SF program led to unintended positive or negative effects? If so, what are they?
15. Are there other NGOs/agencies implementing activities at your school/community that are complementary to the SF program? What are the project activities?
16. What are the challenges you are facing in recording (collecting) and reporting routine monitoring data? Do you have clear understanding regarding each of the performance indicators you are regularly collecting and reporting?
17. How frequent are you receiving supportive supervision visits from SF program and/or other stakeholders?
18. What do you suggest are necessary to improve the quality of SF monitoring data and its reporting mechanism?

Sustainability

19. What do you think the community's roles and responsibilities are in contributing to the sustainability of the SF program education activities and results after the WFP-McGovern-Dole support concludes?
20. What do you think the roles and responsibilities of the government are in ensuring the same?
21. What needs to improve or change for SF and education activities and results to be sustained without WFP-McGovern-Dole support?

Discussion guide for school children

Approach

The ET will seek to interview small groups (between four and six) school children from Grade 2 and above. Girls and boys will be interviewed separately.

Introduction

Schools will have been asked to inform parents about the interviews and to seek their consent. Children will be told they do not have to participate and that they may opt out of the interview at any time. Questions will be posed in simple personal terms.

- Introduction of team member(s) present
- Explain purpose of evaluation
- Explain confidentiality and next steps

Relevance & Effectiveness

1. Do you think that the school feeding programme is needed at your school? Why?
2. Do you think the programme is providing the right kind of food?
3. Do you know children of school age who do not get school feeding? If so, why not?
4. Are there any problems with the school feeding programme? If so, what are they?
5. What difference does the school feeding programme make to you?
6. Does the school feeding have a different effect for girls and boys?
7. Do any of you get a take home ration? If so, how important is it? (Afar)
8. If you no longer receive the take home ration, will it have an impact on whether you will be able to come to school? Please explain. (Afar)
9. How has school feeding been affected by the Covid-19 pandemic and the conflict?
10. Has anything been changed/modified with the SF program activities since the Covid-19 pandemic and/or the conflict? Please explain.
11. How could the school feeding programme be improved? How would you change the school feeding programme if you could decide?

For girls only:

12. Do you know of any girls who are no longer coming to school? What is the reason for this?
13. Are there days that you are not able to come to school? What are the reasons for this?
14. Have you regularly received the take home ration of rice? If not, why not? (Afar)

For boys only:

15. Do you know boys who are no longer coming to school? What is the reason for this?
16. Are there days that you are not able to come to school? What are the reasons for this?
17. Have you regularly received the take home ration of rice? If not, why not? (Afar)

Discussion guide for PTA and community groups

Introduction

- Introduction of team member(s) present
- Explain purpose of evaluation
- Explain confidentiality and next steps
- Note roles, background and sex of participants

Background

1. Please explain briefly when and how the school feeding programme came to this local school, and what the roles and contributions of the various stakeholders were and are.
2. How was the school feeding affected by the Covid-19 pandemic?
3. Was the SF program at your school affected by the northern Ethiopia conflict or other local conflicts? How?

Relevance

4. How relevant was the SF program to the students and the community when it started? Has it continued to remain relevant?
5. Is the SF program equally important for boys and for girls?
6. What do you think are the most important benefits of the school feeding programme?

Effectiveness & Efficiency

7. Do you think the SF program components, including school meals, WASH, nutrition screening, and capacity building are well implemented? Is one component better implemented than the others? Which one and why?
8. Are the supplies needed to provide school meals (CSB, rice, oil, salt, NFIs) delivered to the school on time?
9. How is the community involved in the SF program?
10. Are there other NGOs/agencies implementing activities at your school/community that are complementary to the SF program? What are the project activities?
11. Has the SF program led to unintended positive or negative effects? If so, what are they?
12. If your child were to no longer receive take home ration, would it have an impact on whether you will continue to send her/him to school? Please explain. (Afar)

Sustainability

13. What do you think your roles and responsibilities as parents/community members are in contributing to the sustainability of the SF program education activities and results after the WFP-McGovern-Dole support concludes?
14. What do you think the roles and responsibilities of the government are in ensuring the same?
15. What needs to improve or change for SF and education activities and results to be sustained without WFP-McGovern-Dole support?

Discussion guide for Government personnel (local level)

Introduction

- Introduction of team member(s) present
- Explain purpose of evaluation
- Explain confidentiality and next steps
- Note roles, background and sex of participants

Background

1. Please explain briefly when and how the school feeding programme came to this area/ school, and what the roles and contributions of the various stakeholders were and are.
2. How was the school feeding affected by the Covid-19 pandemic?
3. Was the SF program at your school affected by the northern Ethiopia conflict or other local conflicts? How?

Relevance

4. How relevant was the SF program to the students and the community when it started? Has it continued to remain relevant?
5. How has the SF program adjusted to changing local contexts (conflict, drought, Covid-19)?
6. Do you think that the SF program is needed at your area? Why?
7. Is it equally important for boys and for girls?
8. How does the SF address issues of gender equality, girls and women's empowerment, and disability inclusion in light of the changing local contexts?

Effectiveness & Efficiency

9. Do you think the SF program components, including school meals, WASH, nutrition screening, and capacity building are well implemented? Is one component better implemented than the others? Which one and why?
10. Are the supplies needed to provide school meals (CSB, rice, oil, salt, NFIs) delivered to the school on time?
11. Was the adaptation of the SF program to changing local contexts done in a timely manner?
12. Do you receive reports from schools/kebeles on gender and disability inclusion issues and concerns at SF program schools? Who addresses these reported concerns? What is the follow up process?
13. Are there other school feeding providers in this area? If so, how do their programmes compare with WFP school feeding?
14. Has the SF program led to unintended positive or negative effects? If so, what are they?
15. Are there other NGOs/agencies in the SF program area who are implementing programs (on education, health, nutrition, gender) that are complementary to the SF program? How does the SF program relate to these other programs?
16. Did you or anyone from your office take part in any joint supervision/ review meeting/ learning sessions or similar project performance review and learning activities? If yes, what is your expectation regarding the SF program fulfilling its intended objectives? What can you tell us about the major barriers and opportunities for the SF program to achieve its intended objectives?
17. Is your office getting regular updates from the SF program regarding accomplishments, challenges and lessons learned? What should be improved in the SF program regarding

Sustainability

18. What do you think the community's roles and responsibilities are in contributing to the sustainability of the SF program education activities and results after the WFP-McGovern-Dole support concludes?
19. What do you think the roles and responsibilities of the government are in ensuring the same?
20. What needs to improve or change for SF and education activities and results to be sustained without WFP-McGovern-Dole support?

Discussion guide for WFP sub-office personnel

Introduction

- Introduction of team member(s) present
- Explain purpose of evaluation
- Explain confidentiality and next steps
- Note roles, background and sex of participants

Background

1. Please explain briefly what the main issues and changes have been in the SF program since the baseline evaluation was conducted 2 years ago.
2. How was the school feeding affected by the Covid-19 pandemic?
3. Was the SF program in your area affected by the northern Ethiopia conflict or other local conflicts? How many schools were affected? How were they affected?

Relevance

4. Do you think that the school feeding programme is needed in your area? Why?
5. Is it equally important for boys and for girls?
6. How has the SF program adjusted to changing local contexts (conflict, drought, Covid-19)?
7. How well have gender and disability inclusion issues related to the conflict/drought/Covid-19 in program areas/intervention schools been tracked? Has the information helped to inform program revisions and adaptations?

Effectiveness & Efficiency

8. Have there been challenges with timeliness of deliveries and pipeline breaks?
9. Was the adaptation of the SF program to changing local contexts done in a timely manner?
10. Has the SF program led to unintended positive or negative effects? If so, what are they?
11. Are there other school feeding providers in this area? If so, how do their programmes compare with WFP school feeding?
12. To what extent is M&E information is being used to adapt and improve implementation, including on gender and disability inclusion issues?
13. Are you involved in other WFP programmes in this area (e.g. PSNP or TSFP)? If so, how do the different WFP programmes relate to each other?
14. How is the school feeding programme coordinating with other relevant programmes and programme providers that have interventions which are complementary to the SF program? [If necessary, prompt with mention of literacy, nutrition, gender, disability inclusion and other objectives of the McGovern-Dole programme, and mention possible collaborators such as UNICEF, NGOs etc]
15. In your opinion, do you think that all the M&E components (Resource & human capacity, M&E tool and guidelines or plan, Data collection, storage & retrieval, Data quality assurance, Data verification, Data analysis, use and feedback, Evaluation, and M&E leadership and alignment) are working well? In other words, do you think that the current M&E system is enabling your organization to obtain complete, quality and timely M&E data? If not, which areas do you believe will require improvements?
16. In your opinion, which specific performance indicators were challenging for your team in compiling, calculating and reporting quality and timely data? What were the challenges you faced?
17. How participatory is your M&E system? Do you have scheduled joint supervision visits/ review meeting/ learning sessions that involves different stakeholders? If not Why? Do you give regular official updates to stakeholders regarding SF program's performances?

Sustainability

18. What needs to improve or change for SF and education activities and results to be sustained without WFP-McGovern-Dole support?

19. What plans are in place to bridge the funding gap when the USDA funds run out next year?
20. What criteria will WFP use to exclude schools from the SF program due to the funding shortfall?

Discussion guide for NGO/Development agency personnel

Introduction

- Introduction of team member(s) present
- Explain purpose of evaluation
- Explain confidentiality and next steps
- Note roles, background and sex of participants

Background and program activities

1. Please describe your program. What are its core focus and activities?
2. How long has your organization/program been active in this location?
4. Are you familiar with WFP's SF program?
5. Do you see complementarities between your program and that of WFP's SF program?
6. How is your program coordinating with other relevant programs and program providers in this area?

Annex 14 Review of McGovern-Dole Indicators

1. This annex reviews each of the McGovern-Dole indicators that are included in the M&E framework for this project. It also covers the five custom indicators adopted. WFP expectations on each indicator were set out in the Performance Monitoring Plan (WFP, 2019b).
2. For each indicator, the baseline values and targets shown (including life-of-project (LoP) targets) are obtained from Project Amendment II, signed in February 2023 (USDA & WFP, 2023a). USDA does not allow retrospective adjustment of targets, so the target figures for FY21¹¹⁷ and FY22 are unchanged. All performance figures are obtained from the project's semi-annual reports (drawing on both the narrative reports and the accompanying data spreadsheets).
3. As well as showing reported quantitative performance against each indicator, the annex displays relevant supplementary information drawn from WFP reports and comments on the quality of the data available.
4. USDA's *Food Assistance Indicators and Definitions* (USDA, 2019b) are the source for the MGD specifications summarised in this annex.

¹¹⁷ FY21 signifies Fiscal Year 2020/2021, etc.

MGD Indicator #1 – Early Grade Reading

MGD S01 – Percent of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text

Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
		SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
32%	37%			42%			47%			52%	57%	62%	62%

This indicator was not reported in SAPR-2 for FY23: the value shown here is from the MTE EGRA which reported later (see explanation below). 15.8%

WFP expectation (performance monitoring plan):

- Data for this indicator is collected every 4 years by the MoE through a national assessment; Baseline as 32% is based on the national average reading assessment that was conducted in 2018. The annual target for the project period is taken to be 5% annual increment.

Data collection so far:

- Data was not reported against this indicator prior to the EGRA survey incorporated in the MTE (see discussion below).

ET observations:

- The national baseline is of little value for assessing project effects. At most it may indicate aggregate performance for a Region as a whole; it will not support comparison of performance between schools with and without McGovern-Dole school feeding.
- It will be important to disaggregate findings, and particularly to report Afar and Oromia results separately.

The grant proposal suggested that: "to track impact and measure progress made from literacy interventions in Ethiopia since 2010, WFP will, at baseline, midline and endline, commission a third-party evaluator to conduct an Early Grade Reading Assessment." This proved unfeasible at baseline, but a "light touch EGRA" has been conducted as part of the MTE. The EGRA findings are presented in Volume 2 of this report.

Ethiopia's EGRAs measure reading performance for children who have completed Grade 2 and Grade 3, and use a standard set of benchmarks to classify students according to their reading proficiency on the oral reading fluency (ORF) test. "Zero readers" are children who fail to register a positive score on the ORF test. Non-zero scores are graded as *Level 1* (reading with limited fluency and comprehension), *Level 2* (reading with increasing fluency and comprehension) or *Level 3* (reading fluently and with full comprehension). Table 38 below shows the grade-level performance measured by the MTE EGRA. **The data for 2023 that most closely fit the MGD Indicator#1 specification are:**

- For students in Afar, either 13.4% (if all non-zero readers among students who have completed only Grade 2 are counted towards the target) or 9.9% (if only Level 2 and Level 3 readers are counted towards the target).**
- For students in Oromia, either 39.1% (if all non-zero readers among students who have completed only Grade 2 are counted towards the target) or 24.7% (if only Level 2 and Level 3 readers are counted towards the target).**
- For the combined total of Afar and Oromia students, either 23.7% (if all non-zero readers among students who have completed only Grade 2 are counted towards the target) or 15.8%. (if only Level 2 and Level 3 readers are counted towards the target).**

The difference between Oromia and Afar is so great (for perfectly understandable reasons) that the aggregate for both regions is much less meaningful than the separate figures for each region.

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MGD guidelines do not require disaggregations by sex or by language to be reported; nor do they envisage reporting on Grade 3 reading performance. However Ethiopia’s approach to EGRAs facilitates deeper analysis in all these dimensions (as discussed in the Volume 2 EGRA report).

Table 38 Percentage of students at benchmark reading levels by grade (2023)

Language	Grade	Zero Readers	Level 1: Reading with limited fluency and comprehension	Level 2: Reading with increasing fluency and comprehension	Level 3: Reading fluently and with full comprehension	Percentage of non-zero readers	Percentage of readers at Level 2 or Level 3
Afar Af	Grade 2	86.6%	3.5%	5.1%	4.8%	13.4%	9.9%
	Grade 3	78.1%	6.6%	7.6%	7.8%	21.9%	15.4%
	Total	82.3%	5.1%	6.3%	6.3%	27.7%	12.6%
Afaan Oromoo	Grade 2	60.9%	14.4%	20.8%	3.9%	39.1%	24.7%
	Grade 3	46.1%	24.6%	22.5%	6.8%	53.9%	29.3%
	Total	53.5%	19.5%	21.7%	5.3%	46.5%	27.0%
Total	Grade 2	76.3%	7.8%	11.4%	4.4%	23.7%	15.8%
	Grade 3	65.3%	13.8%	13.5%	7.4%	34.7%	20.9%
	Total	70.8%	10.8%	12.5%	5.9%	29.2%	18.4%

Source: MTE EGRA, 2024. Because of the timing of the EGRA survey, students at the beginning of Grades 3 and 4 were taken as proxies for students at the end of Grades 2 and 3 respectively.

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MGD Indicator #2 – Student Attendance rate

MGD 1.3 – Average student attendance rate in USDA supported classrooms/schools

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Average student attendance rate in USDA supported classrooms/schools (Total)	78.07%	75%		92%	76%	90.3%	89.39%	77%	92.17%	92%	78%	81%	83%	83%
Average student attendance rate in USDA supported classrooms/ (female)	77.38%			92.6%			87.45%		93.64%	91%				
Average student attendance rate in USDA supported classrooms/(male)	78.76%			91.4%			91.18%		90.96%	93%				
Average student attendance rate in USDA supported classrooms/schools (Oromia)	81.83%					93.7%	94.55%							
Average student attendance rate in USDA supported classrooms/ (female)	77.36%						92.93%							
Average student attendance rate in USDA supported classrooms/(male)	86.3%						95.93%							
Average student attendance rate in USDA supported classrooms/schools (Afar)	74.3%					87%	84.2%							
Average student attendance rate in USDA supported classrooms/ (female)	77.4%						81.97%							
Average student attendance rate in USDA supported classrooms/(male)	71.2%						86.43%							
Comments from Sept2023 sheet							In Afar, the regular attendance was low compared to previous reporting period due to the continuation of war bordering Tigray. In Oromia, due to the effect of the draught, there is an irregularity of attendance.							

WFP expectation (performance monitoring plan):

- Indicator assumes that at baseline, 70% of children will attend class at least 78% of the time. That average increases slightly over time. The disaggregation by gender is reflective of the targeted gender ratio under the program.

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Data collection so far:

The WFP spreadsheet to September 2023 reports: "According to the report from BOE in both regions an average attendance rate of 91.2% has been achieved. The variant with the last bi-annual report is that, in the first bi-annual report the result is based on the field monitors head count during monitoring which is based on single day head count while the result for this biannual review is an average of the semester".

The **school feeding outcome survey** (Abebe, 2023) reports attendance rates based on two different approaches, with the results reproduced below.

Table 3: Attendance rate- target regions				Table 4: Attendance rate, based on surveyed students' response.						
Regions	Boys	Girls	Total	Region	Non-Program			Program		
Afar	98.40%	98.17%	98.3%	Afar	Female	Male	Total	Female	Male	Total
Amhara	98.13%	98.21%	98.17%	Amhara	92.7%	92.9%	92.8%	96.8%	96.6%	96.7%
Oromia	97.99%	97.89%	97.95%	Oromia	97.2%	99.1%	98.1%	94.8%	99.0%	96.9%
SNNP	99.29%	99.36%	99.32%	SNNP	95.4%	96.1%	95.8%	98.2%	99.2%	98.7%
Somali	99.35%	99.28%	99.32%	Somali	73.3%	90.0%	85.5%	95.1%	95.7%	95.5%
Source: Computed based on school records (2022/23)				Source: Abebe, 2023						

First, school-based data were collected for two calendar months, one assessed as a month when high attendance is expected (October for Afar, November for Oromia), and the second assessed as a month with characteristically low attendance (February for both regions). Teachers were asked to report on total absent days during the months concerned, and an attendance rate was calculated based on total school enrolment and the predicted number of school days in the month. This methodology yielded uniformly very high attendance rates. The author admits "There is doubt over the accuracy of attendance data as teachers and school administrators might take the survey as an exercise to evaluate their school's performance." In any case this estimate gives no trends over time and no comparison with non-programme schools.

The second approach was to use surveyed students' recall about their attendance during the preceding week. This approach might also be susceptible to bias, but yielded somewhat lower attendance estimates. Again there are no trend data, but students from programme schools reported higher attendance than students from non-programme schools.

ET observations:

The McGovern-Dole definition expects reporting of male and female attendance and specifies that: "The indicator goes beyond a one-time measure of attendance collected at a single point in time during the school year and attempts to measure consistent school attendance during a given school year." MGD guidance envisages:

- Data should be collected by recipients in a representative sample of schools that the project is operating in during the reporting period. Data should be collected two or more times during the reporting period and combined when reporting to mitigate the risk of an attendance anomaly on a single day. Recipients should aim to collect data on

“typical” school days where attendance levels are expected to realistically reflect students’ attendance. The attendance rate may rely on school records when those records appear accurate, but should instead rely on headcounts by recipient staff when there is doubt about the accuracy of records.

- External evaluators should replicate the attendance rate data collection and calculation method during each evaluation to triangulate project monitoring data.

It must also be noted that the data being reported appears to be Region-wide rather than specific to the USDA assisted schools in each region. The ability of the endline survey to analyse the possible effects of USDA assistance on attendance rates will depend on the availability of school-level data on attendance, disaggregated by grade, sex and year, for the schools included in the endline sample.

In its review and assessment of monitoring, the MTE has paid due attention to the availability and quality of attendance data. Accordingly, the ET has verified that schools are documenting complete and sex-disaggregated attendance data on a daily basis and are also reporting them to respective bodies on a monthly basis (to SF focal persons at WEOs and then up to the ZEOs). However, this seems mostly paper-based, so there are potentially delays in aggregation of the data (if in fact this is routinely done). Moreover, the data collected by the outcome survey (see above) was also supposed to refer back to records at school level, but the results strongly suggest the possibility of “attendance inflation” in the figures that are reported.

An alternative approach to attendance monitoring is offered by the February 2023 *SMP process monitoring checklist* (WFP, 2023c). This expects the monitor to randomly select three classes from across range of low to high grades. For each selected class a headcount is taken and compared against the teacher’s record of children registered to attend the class. Male and female attendance are separately recorded. Attendance data are crucial for monitoring the delivery as well as the effectiveness of the SFP, and therefore should be prioritised by the FMAs, and any discrepancies between the headcount and the schools’ attendance register should be noted. (This approach would also serve as a data quality check for the numbers of beneficiaries being reported/school meals being served.)

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MGD Indicator #3 – Teaching and learning materials provided

MGD 1.1.2 – Number of teaching and learning materials provided as a result of USDA assistance

Items	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Afar language reading books				32,000										
English reading books				10,000										
Total	0	140,000		42,000	140,000	5,254		0			2,990	0	0	45,450
From Sept2023 sheet:			Procurement is on process for Afar region.	In Afar region, 32,000 Afar reading books and 10,000 English reading materials are printed and it will be distributed in the next reporting period. The planned numbers actually include other school supplies and indoor and outdoor educational materials which will be procured next year.		5254, supplementary reading materials (74 different items distributed to 71 Cluster (Center) schools with 1-8 grades. This indicator counts other school supplies and teaching materials which is pended due to the insecurity in Afar Region	The distribution of literacy materials already completed and reported in previous period.	FY22 total: 5254, supplementary reading materials (74 different items distributed to 71 Cluster (Center) schools with 1-8 grades.		In this reporting period, literacy materials were procured but not yet distributed. They will be distributed and reported on in the next reporting period.				

WFP expectation (performance monitoring plan):

Data collected from program participant records and reports, school administrator/teacher records

Data collection so far:

As tabulated above; not reported in every SAPR.

ET observations:

These are administrative data to be collected by the project management. The USDA guidelines specify that materials should only be counted once, on final delivery. As a global indicator, this inevitably aggregates different types of supplies and materials into a single number. However, for project management and monitoring purposes, it is important to maintain disaggregated records of progress in procuring and delivering items against the specific targets for different types of supplies and materials. Consistent disaggregation between Afar and Oromia would also be useful.

Outdoor play facilities are recorded under Indicator #8.

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MGD Indicator #8 – Educational facilities rehabilitated / constructed

MGD 1.3.3 – Number of educational facilities (i.e. school buildings, classrooms, and latrines) rehabilitated/constructed as a result of USDA assistance

Facilities	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)	
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target				
kitchens	0						7			74					
storerooms	0									7					
latrines	0														
outdoor play areas										18					
Water points										35					
Hand washing stations		530		614 Afar 531 Oromia 83						5 Oromia 5			614		
canteens										4					
Total	0	50		614	173		7	50		132	128	0	0	135	
From Sept 2023 sheet				14 handwashing stations procured and distributed to targeted schools. construction materials distributed to 74 [schools?] In Oromia, construction materials were procured and distributed to improve existing kitchen infrastructure. While the number achieved is over the plan this requires follow up to ensure the construction meets minimum standard.		On progress The construction of these activities was postponed due to the instability in the country and also to develop a design that will meet the minimum standard		7 kitchen and store constructed During the reporting period, 44 infrastructure facilities planned to construct in Oromia region. Seven infrastructures already completed while 37 are partially completed. In Afar, infrastructure activities have not yet started due to the current security situation in the region.		Afar: 46 kitchens, 24 water points, 18 outdoor playing materials Oromia: 7 storerooms, 28 kitchens, 4 canteens, 5 handwashing stations, 11 water access points					
From SAPR narratives:									Infrastructure Construction: 72 kitchens, 6 mini stores, 4 feeding shelters, 35 water points, and 2 handwashing stations were either fully constructed or began construction during the reporting period.		Infrastructure Construction: In Afar, 46 kitchens, 24 water points, and 18 outdoor play infrastructures were constructed. In Oromia, 7 storerooms, 28 kitchens, 4 canteens, 5 handwashing stations, and 11 water access points were constructed. Additional infrastructure construction is planned for the next reporting period, with contracts under way between Bureaus of Education and selected vendors in both regions				

WFP expectation (performance monitoring plan):

Data collected from program participant records and reports.

Data collection so far:

As tabulated above.

ET observations:

This is administrative data to be collected by the project management. This indicator refers specifically to outputs of the McGovern-Dole project itself. As a global indicator, this inevitably aggregates different types of infrastructure into a single number. However, for project management and monitoring purposes, it is important to maintain more granular records that are disaggregated both by geographical area and by the different types of infrastructure and infrastructure improvements, that the McGovern-Dole programme has planned to deliver.

The MGD guidance expects disaggregation by type of facility (e.g. Classrooms; Kitchens/cook areas; improved water sources; Latrines; Other school grounds or school building), but actual reporting has been patchy, and sometimes mixes completed and started infrastructure in the numbers cited.

Handwashing stations are also reported separately under Custom Indicator #4.

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MGD Indicator #9 – Students enrolled in USDA assisted schools

MGD 1.3.4 – Number of students enrolled in school receiving USDA assistance

Students enrolled	Baseline	FY20	FY21			FY22			FY23			FY24 Target	FY25 Target	Final Target
		FY20 Target	SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
female				81,015		61,274	60,983			68,772				
male				105,674		77,675	80,549			100,742				
Total	94,000	187,425		186,689	174,420	138,949	141,532	163,640		169,514	151,762	137,779	137,779	139,000
FY23 spreadsheet										Afar: 96,075 Oromia: 73,439				
										While the plan was to reach 174,419 students. During the reporting period, the number of enrolled students is 19% less than the plan due to the closure of schools in Zone 2 and 4 of Afar as a result of the current conflict. But the enrolment has increased by 2% compared to the last semester.				

WFP expectation (performance monitoring plan):

Indicator expected to be based on school records and sourced from school attendance register or government EMIS. It should be the total enrolment at the schools where MGD is providing school meals. Expected to be reported annually.

As per MGD specifications:

- This is an outcome indicator measuring the number of school-age students or learners formally enrolled in the USDA supported schools in the two regions, Afar and Oromia. Baseline for this indicator is a non-zero number. The baseline should reflect the actual enrollment in project schools before the project begins.
- Reporting should be disaggregated between pre-primary and primary, and between male and female students.

Data collection so far:

As tabulated above.

ET observations:

Because all children in each participating school are expected to receive school meals, the total figures for Indicator #9 and Indicator #17 should be the same. Although the annual targets given are the same for both indicators, the performance figures are not identical.

In line with the MGD guidance, the baseline figure should have matched the actual Year 1 enrolment.

The WFP spreadsheet reports aggregate numbers but does not say how they were calculated. The breakdown between pre-primary and primary is not reported.

The original LoP target was 218,866 (and still appears as such against Indicator #17). Concerning the LoP figure, the PMP says: "Targets take into account an increase in enrollment figures in assisted schools that increases each year. The life of project assumes 5% new entries each year; It is a cumulative of new entries plus the first year beneficiaries. The targets are reflective of the targeted gender ratio throughout the course of the project " However, total enrolments will also be affected by the scheduled departure of some schools from the programme from year to year.

This indicator cannot reliably reflect the influence of the project on enrolment, because the baseline figure is arbitrary (WFP did not have project school lists at the time of preparing the PMP, and early data on participating schools was unreliable, as the baseline evaluation discovered). Also, aggregate numbers are affected by the retirement of schools as the project proceeds.

MGD Indicator #10 – Development of policies, regulations. administrative procedures

MGD 2.7.2 (see MGD specification below the table)

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance	0	1		1	1	1		0			1	0	0	3
Comments from Sept2023 spreadsheet:				National School Feeding Policy endorsed.		National food hygiene protocol for school feeding developed	National School Feeding guideline development in progress.			National School Feeding Guidelines awaiting endorsement. National resource mobilization, partnership, and advocacy strategy at inception phase. National School Feeding Policy and National Food Hygiene Protocol for School Feeding already developed/endorsed.				

MGD specification:

Number of policies, regulations, or administrative procedures in each of the following stages of development as a result of USDA assistance:

- Stage 1: Underwent the first stage of the policy reform process i.e. analysis (review of existing policy/regulation/administrative procedure and/or proposal of new policy/regulations/administrative procedures
- Stage 2: Underwent the second stage of the policy reform process. The second stage includes public debate and/or consultation with stakeholders on the proposed new or revised policy/regulation/administrative procedure
- Stage 3: Underwent the third stage of the policy reform process (policies were presented for legislation/decre to improve the policy environment for education)
- Stage 4: Underwent the fourth stage of the policy reform process [official approval (legislation/decre) of new or revised policy/regulation/administrative procedure by relevant authority]
- Stage 5: Completed the policy reform process (implementation of new or revised policy/regulation/administrative procedure by relevant authority)
- Other: Or were otherwise shaped by the recipient’s direct involvement.

Count the highest stage completed during the reporting year.

Disaggregates will be shown by stages [as above]. [To the extent possible] disaggregate between educational and CHN policies, strategies etc.

Because this indicator tracks individual policies through the disaggregated stages, one should see the disaggregate for each stage change over time in certain ways. One should expect the value of disaggregates measuring the earlier stages to decline and the disaggregates measuring later stages of progress to increase as the enabling environment is strengthened (i.e. move from analysis to adoption and implementation of reforms)

WFP expectation (performance monitoring plan):

The PMP notes: “The SF strategy is at stage two, this project will support the consultation workshops with key stakeholders and the approval process of the strategy. Do not suggest disaggregating this [between school feeding and CHN], because this refers to the national school feeding strategy, which incorporates elements of education, child health, and nutrition policies.”

ET observations:

The notes to the SAPRs indicate that USDA support has contributed to several different documents that constitute relevant, strategy, policy and guidelines linked to school feeding. *To respond coherently to the MGD indicator specifications, the different documents should be listed separately in the first column, and the annual reports should indicate which stage each document has reached at the end of the reporting period.*

MGD Indicator #13 – Number of school governance structures supported as a result of USDA assistance

MGD 1.4.4 Number of Parent-Teacher Associations (PTAs) or similar school governance structures supported as a result of USDA assistance (see MGD definition below the table).

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of Parent-Teacher Associations (PTAs) or similar “school” governance structures supported	0	450	630	658	0		0	395			115	114	114	120
PTA members trained						107				183				
From Sept2023 sheet:				Although 658 schools have PTA actual assistance through MGD project has not been provided in the reporting period due to restriction of movement delaying interaction with the community.		Among the individuals trained in food handling and management, 107 are PTA members.	PTAs are normally provided training during food handling and management training. Unfortunately the training for this period was postponed due to a security problem	Total FY22: 107 PTA trained	PTAs are normally provided training during food handling and management training. Unfortunately the training for this period was postponed due to a security problem	115 PTA members (all male) were supported in Afar with food handling and management training in addition to 68 PTA members in Oromia (42 women, 26 men) trained on prevention of gender-based violence				

MGD definition:

A PTA, School Management Committee (SMC), or other similar governance body for an individual school (or equivalent non-school setting) can be identified as:

- meeting at least four times during the school year
- participating in education activities by meeting with school officials quarterly
- contributing to school governance by reviewing all policies and procedures
- OR in any other way engaging to be more supportive of the school or non-school equivalent education setting.

WFP expectation (performance monitoring plan):

The data are expected to be collected from "project, school, community and/or administrative records" and disaggregation is considered not applicable.

ET observations:

In practice, the MTE fieldwork suggest that support to school feeding by a PTA or Food Management Committee occurs in virtually all schools supported by the MGD programme, as a standard feature of the approach to delivering school feeding. As the SAPR to September 2022 noted:

“At the grassroots level, the project strengthened community participation in school feeding through training of and engaging the Parent-Teachers Association (PTA) and Food Management committee (FMC) in the supervision and monitoring of school feeding. This enhanced the spirit of ownership. The food management committees mobilized the communities to contribute to the monthly payment of cooks, supply of cooking fuel, provision of aprons and contribution for the construction of eating shelters and kitchens.”

If this understanding is correct, it is puzzling that the reported figures are not more closely in line with the total number of schools in the programme.

The LoP target was originally 450 but reduced to 120. The basis for defining the provision of USDA support to a PTA or equivalent remains unclear.

The **SMP process monitoring checklist (WFP, 2023c)** checklist does not use the term PTA but does ask the school director about a “Food Management Committee” and Community Contribution. Questions include:

- A01. Is there a Food Management Committee (FMC) for the activity?
- A02. Are Food Management Committee (FMC) members actively engaged in program implementation?
- A03. What key areas do they engage? [Note: Probe the school director or the School Meal Focal person to list down the engagement areas]
- A04. Does the committee meet on regular intervals?
- A05. Do community contribute for the school feeding program
- A06. What do the community contributes? [Note: Probe the school director or the school meal focal person] Contribution options include For cook's salary, Firewood, Water, infrastructure, complementary food, Donation of materials, Other

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MGD Indicator #14 – Quantity of Take Home Rations (THR)

MGD 1.2.1.1 – Quantity of take-home rations provided as a result of USDA assistance

Quantity of THR (MT)	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Vegetable Oil				169.38			56.183							
CSB+							791.165							
Rice							354.449							
Total	0	100		911.103	140	48	1201.797	140		894	130	120	0	2,430
From Sept2023 sheet:				(Afar:312.231 metric tons, Oromia: 598.872)			FY22 Total: 1,249.797MT CSB+ =719.165mt Rice =402.449 Veg oil =56.183mt			This target is overachieved as USDA authorized take-home ration distributions to distribute stock balance left at schools before summer holiday to avoid risk of loss, as well as to utilize commodities before BUBD. These THRs were in addition to the planned THRs to grade 5 and 6 students in select schools in Afar to incentivize attendance.				
				The THR distributed was above the plan due to expiry date resulted from prolonged stay of CSB+ and Veg. Oil due to delayed opening of schools as a result of school closure due to COVID19 pandemic . While Rice was distributed due to quality deterioration resulting from extended stay and environmental factors.		Less number of students received the THR than planed due to some schools are not accessible and are still under the control of TPLF	The quantity of THR distributed is higher than the plan due to the change in the modality of food distribution from school meals to take-home ration due to short BUB dates and carried-over stocks at the end of the academic year							

MGD specification:

This indicator will collect the total quantity of take-home rations provided during the reporting period, in metric tons.

Disaggregation by commodity type.

WFP expectation (performance monitoring plan):

The data are expected to be collected from the monthly and quarterly distribution report and school administrative records.

Data collection to date and ET observations:

The WFP spreadsheet to September 2023 reports a total of 3,054.9 metric tons. This is similar to the figure provided separately by ETCO in Table 11 of the main text. The ET has not been able to obtain details of the breakdown of THR by commodity and by location of recipients. All the available information from SAPRs is collated in Table 32 in Annex 8.

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MGD Indicator #15 – Recipients of THR

MGD 1.2.1.1 – Number of individuals receiving take-home rations as a result of USDA assistance (see MGD specifications below the table).

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of individuals receiving take-home rations	0	3,976		132,926	3,837	2,711	198,525	3,651		702,033	3,551	3,149	0	198,525
Number of individuals receiving take-home rations (female)	0					1,578	91,809							
Number of individuals receiving take-home rations (male)	0					1,133	106,716							
Number of individuals receiving take-home rations (new)	0													
Number of individuals receiving take-home rations (continuing)	0													
From Sept2023 sheet:				96,792 in Afar Region and 36,134 in Oromia Region The number of individuals who received THR is higher than the planned number due to significant amount of food that was carried over with a short BUB date. The THR distribution has been done to avoid food damage with the approval of the donor.		The THR reached 70% of the target due to the above mentioned reasons	The result showed the number of take-home ration beneficiaries increased. (I) 119,613 (Female 56,590), beneficiaries received THR from school carry-over stock: (II) 75,025 beneficiaries (Female:33,032) received THR from Short BUB of commodities: (III) 3,837 beneficiaries (2187 girls) in Afar received regular take-home ration.			This includes school-age children and their family members.				

MGD specifications:

DEFINITION: Take-home rations transfer food resources to families conditional upon school enrollment and regular attendance of children, especially females. Rations are given to families typically once a month or once a term. They increase school participation and probably learning. Their effect depends on whether the value of the ration offsets some of the costs of sending the child to school.

Expected disaggregation:

- New = this reporting period is the first period the individual received take-home rations
- Continuing = the person first received take-home rations in the previous period and continues to receive them
- Male Students
- Female Students

Individuals should not be double counted in a given fiscal year. The individual should be counted the first time that they receive a take-home ration in that fiscal year. Individuals that receive a take-home ration in multiple fiscal years may be counted once in each fiscal year, but only once in the life-of-project total.

HOW SHOULD IT BE COLLECTED: Participating partners will count the total number of individuals receiving take home rations at the project level, through reports and program data.

WFP expectation (performance monitoring plan):

The data are expected to be collected from the monthly and quarterly distribution report and school attendance records.

Data collection to date and ET observations:

Originally, THR was envisaged as an attendance incentive in Afar only, for Grade 5 and Grade 6 girls and Grade 6 boys. In practice much larger amounts of THR were distributed pragmatically on account of school closures during the Covid-19 pandemic and to avoid wastage of commodities nearing their BUBDs (see Table 11 of the main text). Accordingly, the target figures are far below the actual number of recipients.

WFP has not been able to provide a continuous series of male/female disaggregation. WFP has also not been able to distinguish between new and continuing recipients; this makes it difficult to judge if double-counting is taking place.

The comment for FY23 indicates that family members as well as school children are (sometimes?) being counted under this indicator. Our understanding is that only the school-children directly receiving the THR should be counted under Indicator#15, with family members recorded, if appropriate, under Indicator#19.

Moreover, the MGD guidelines specify that any individual should be counted only once in a give year, even if they benefit more than once. The total for Sept 2022 exceeds the reported enrolment in MGD schools and must therefore involve double-counting.

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MGD Indicator #16 – Number of school meals provided

MGD 102.1.1 – Number of daily school meals (breakfast, snack, lunch) provided to school-age children as a result of USDA assistance (see MGD specifications below the table).

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of daily school meals provided (total)	0	32,986,800	5,699,651	11,024,488	30,697,920	8,565,226	7,217,314	28,800,640		23,911,759	26,710,112	24,249,104	0	143,444,576
male							4,115,136;							
female							3,102,178)							
Afar total				6,291,480		3,742,794	3,356,843			11,017,735				
male							1,885,569			6,329,122				
female							1,471,274			: 4,688,613				
Oromia total				4,733,008		4,822,432	3,860,471			12,894,024				
male							2,229,567			8,049,536				
female							1,630,904			4,844,488				
From Sept2023 sheet:			The result is based on number of feeding days in February and March multiplied by number of beneficiaries	The output result considered number of feeding days (Afar: 65; Oromia: 56). During the reporting period the number of the feeding days are less than planned due to COVID19 and delayed distribution of food . As a result the meals distributed at school are less while the food commodities have been distributed as THR.	The number of meals served in the semester is 59% of what has been planned. The main reason for not achieving the plan was the delayed food distribution in Afar and some children missing food due to the closure of schools in some woredas bordering the Tigray and children dropped out of school due to drought in the Borena zone of the Oromia region	The number of meals served in school was less than planned. The average feeding days in school are lower as a result of the delays in food dispatch resulting from the Tigray conflict and the drought and limited transporters in Oromia.	15,782,540 meals were provided, representing 55% of the original target. This target was underachieved as a result of school closures and security concerns due to the conflict. Additionally, enrolment/attendance was also lower than anticipated.							

MGD specifications

- Participating partners will count the total number of school meals at the project level, through reports and program data. For this indicator, count the number of meals without distinguishing whether the same person received multiple meals. In that case, the person would be counted several times, which is acceptable for this indicator.
- The number of school age children receiving school meals is counted under MGD Indicator 17. The quantity of take home rations is counted under MGD Indicator 14 and the number of individuals receiving take-home rations in counted under Indicator 15.

WFP expectation (performance monitoring plan):

Data collected from the monthly food distribution report/implementation report and school attendance record.

The programme design assumed 176 school feeding days in a year (see Annex 8, ¶15).

ET comments:

MGD does not specify any disaggregation. But WFP has sometimes provided sex-disaggregation and the breakdown between Oromia and Afar (see the table above).

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MGD Indicator #17 – Number of children receiving school meals

MGD 102.1.1 – Number of school-age children receiving daily school meals (breakfast, snack, lunch) as a result of USDA assistance (see MGD specification below the table).

No. of recipients	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Total	0	187,425	171,751	181,310	174,420	138,949	141,532	163,640		162,777	151,762	137,779	0	218,866
female	0		74,146	78,053		61,274	60,983			65,622				
male	0		97,611	103,257		77,675	80,549			97,155				
new	0			181,310										
continuing	0													
Afar total				96,792		69,628	68,507							
female				42,536		29,542	30,026							
male				54,256		40,096	38,481							
Oromia total				84,518		69,311	73,025							
female				35,517		31,732	30,957							
male				49,001		37,579	42,068							
Excel and SAPR comments			School feeding started mid-January, targeting 186,903 children, as the schools re-opened after the ten months of closure due to the COVID-19. Food is still on the way to some of the schools in Afa region bordering Tigray. Reached 92% of planned number.	WFP planned to provide school meals to 186,689 (105,674 boys and 81,015 girls) for 66 feeding days, provided schools meals to 181,310 (97% of the planned number)		Only 79.7 percent of the planned beneficiaries [with reference to second year target of 174,420] due to the effect of the northern conflict that resulted in the closure of some schools and difficulty to transport food on time.	number of students reached through onsite school meals was 141,532 (80,549 boys and 60,983 girls), representing 81% of the target.	The programme reached 141,532 children (81% of the planned target) as targeted children bordering Tigray could not be reached.		This target is overachieved due to revised school coverage targets agreed to with USDA and regional Bureaus of Education. For the 2022/2023 school year, WFP targeted 169,514 school children with daily school meals. Only 162,777 were reached with school meals due to lower enrolment in some target schools.				

MGD specification:

The USDA indicator reference sheet guide suggest the following: “Students should not be double counted in a given fiscal year. The student should be counted the first time that they receive a school meal in that fiscal year. Students that receive a school meal in multiple fiscal years may be counted once in each fiscal year, but only once in the life-of-project total.

Expected disaggregation is pre-primary/primary and male/female,

WFP expectation (performance monitoring plan):

Data collected from the monthly food distribution report/implementation report and school attendance record; to be disaggregated by male/female and new/continuing.

ET observations:

Since the programme aims to feed all children enrolled in each participating school the annual targets for indicators #17 and #9 are the same. However, LoP target numbers given are different. The LoP target shown here was the original LoP target for Indicator #9. The PMP says it assumes 5% of beneficiaries are new each year, but this MGD indicator does not include the new/continuing distinction. In practice, new vs. continuing recipients has not been reported.

Curiously the male/female breakdowns under this indicator are sometimes but not always identical to those under Indicator #9.

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MGD Indicator #18 – Number of social assistance beneficiaries

MGD 1.2.1.1/1.3.1.1/2.5 – Number of social assistance beneficiaries participating in productive safety nets as a result of USDA assistance (see MGD specification below the table).

Social assistance beneficiaries	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Total	0	191,401		181,310	178,257	141,660	141,532	167,291		702,033	153,292	139,309	100	220,406
female	0			78,053		62,812	60,983							
Male	0			103257		78,808	80,549,							
From Sept2023 sheet:				The result includes individuals receiving school meal and THR.		The result includes individuals receiving school meals and take home ration aggregated.	The result includes individuals receiving school meals and take home ration			This target is overachieved due to take-home ration distributions benefiting entire households.			[The 100 figure is in Sept2023 sheet but not explained].	

MGD specifications:

Rationale: School feeding programs build human capital as they are used to encourage children’s attendance in school and help them benefit from the instruction received. School feeding programs as a social safety net provide an explicit or implicit transfer to households of the value of the food distributed.

Students that received school meals and/or take-home rations should be counted as social assistance beneficiaries for this indicator. *If the take-home ration size is calculated taking household requirement into account (i.e. with the objective of providing support to the family rather than the individual) then all family members should be counted as direct beneficiaries under this indicator.*

Disaggregation: male/female; new continuing. (Disaggregation by “type of asset strengthened” is not applicable, since school feeding is all oriented towards human capital,)

WFP expectation (performance monitoring plan):

“This indicator is reflective of all social assistance beneficiaries, which will be equal to the children receiving school meals as well as those receiving take home rations.” “To measure the number of students participating in productive safety nets.”

Data collected from the monthly food distribution report/implementation report and school attendance record.

ET observations

In practice, this indicator aggregates school meal recipients and household beneficiaries from THR. The baseline survey confirmed that the usual estimate of 4 household members per student beneficiary is reasonable for Afar and Oromia. However, it appears that household members of THR recipients were not counted until FY23, so the annual figures are not comparable throughout the series. New vs. continuing has not been reported

MGD Indicators #19 and #20

Indicator Number	Result #	Title in MGD Results Framework	Indicator Type	Indicator	Unit of Measure	Frequency of Reporting	Implications for baseline
19	MGD SO2	Increased Use of Health, Nutrition and Dietary Practices	outcome	Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance	Number	Annual	NA at baseline but see KAPS section
20	MGD SO2	Increased Use of Health, Nutrition and Dietary Practices	outcome	Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance	Number	Annual	NA at baseline

WFP expectation (performance monitoring plan):

Data collected through survey and data from health post (#19); Data collected through annual survey (#20).

ET observations:

These indicators are part of the programme's results framework, but are excluded from the scope of the MTE.

The TOR specify that the MTE will cover all activities and results in the target areas of the programme. However: "The only outcome indicators which will not be tracked by the midterm evaluation are standard indicator #19 MGD SO2 (Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance) and standard indicator #20 MGD SO2 (Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance)" (TOR ¶16).

The rationale for excluding these indicators is given in TOR ¶136:

- "For tracking of two of the outcome indicators i.e. ([1] Number of individuals who demonstrate use of new child health and nutrition practices as a result of USDA assistance and [2] Number of individuals who demonstrate use of new safe food preparation and storage practices as a result of USDA assistance) undertaking KAP survey is necessary. Due to the fact that : [a] KAP survey was conducted recently during the baseline evaluation which was completed in 2022 and we didn't expect significant change in attitude and practice of individual in this short period of time and [b] to avoid survey fatigue among participants and "prioritize" the use of evaluation resources to gather the most useful data, it is planned to postpone undertaking of the KAP survey for final evaluation."

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MGD Indicator #22 – individuals trained in food preparation practices

MGD 2.2 – Number of individuals trained in safe food preparation and storage as a result of USDA assistance (see MGD specification below the table).

Number of individuals trained in safe food preparation and storage	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Total	0	1,500	640	584	350	700	254	322		230	110	0	0	2,391
Female	0		463	413		501	248							
male	0		177	171		199	6							
From Sept2023 sheet/narrative			Narrative: training on food handling and management has been provided to 472 school directors (431 men and 41 women). cooks' training has been provided in 11 & 8 clusters in Oromia Region targeting 599 women cooks	201 [school directors] (Male:171, Female 30) and 383 cooks	overall out of the 1500 individuals planned to be trained , 1224 school management and cooks have been trained in safe food preparation and handling. Additional trainings are planed for the next academic year as there are still unmet demand due to increased coverage of schools than originally planed.	This indicator is overachieved for this reporting period due to postponement of training in Afar last Year.	Afar: 148 (Male: 2 Female: 146) Oromia: 106 (Male: 4 Female 102) Total: 254 (Male: 6 Female : 248)	Total FY22 954 (205 Male and 749 Females trained)		This target was overachieved as more persons were trained than planned to address turnover and need for refresher trainings.				

MGD specification:

This indicator counts the individuals trained through USDA sponsored training, whereas the *application* of new practices is reported under MGD Indicator 20.

Trainings should be counted only if they are at least two working days in duration (16 hours); however trainings may not necessarily occur over consecutive days.

Disaggregation: sex – male, female

WFP expectation (performance monitoring plan):

This is an output indicator measuring the number of individuals (cooks, school administrators, teachers) trained in safe food preparation and storage directly as a result of USDA funding in whole or in part.

ET observations:

Some additional information in the SAPR narrative reports is not easy to reconcile with the figures reported in the SAPR spreadsheets – see comments row above. Sex disaggregation is incomplete.

The ET's impression from fieldwork is that the numbers reported may be more reliable as an indicator of trainings conducted than of the number of unique individuals trained, (as for example, several cooks reported having taken training more than once).

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MGD Indicator #23 – Individuals trained in child health and nutrition

MGD 2.3 – Number of individuals trained in child health and nutrition as a result of USDA assistance (see MGD specification below the table).

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of individuals trained in child health and nutrition as a result of USDA assistance	0	0			300	190	169	300		28	150	150	0	900
Number of individuals trained in child health and nutrition as a result of USDA assistance (female)	0					55	46							
Number of individuals trained in child health and nutrition as a result of USDA assistance (male)	0					135	123							
From Excel sheet Sept2023.			The training is planned following the results of the baseline survey (KAP)	This training will be developed based on the KAP survey outcome to address the knowledge gap. The KAP survey preliminary analysis is done , using this training will be provided in the next reporting period.	This indicator was partially achieved because the training was not provided for woredas bordering Tigray Region due to the conflict.	Target met across both reporting periods	Total FY'''' 359 (258 male and 101 female trained)		More persons planned than original target due to turnover and need for refresher trainings					

MGD specification:

This indicator counts the individuals trained through USDA sponsored training, whereas the application of new practices is reported under MGD Indicator 19. Trainings should be counted only if they are at least two working days in duration (16 hours); however trainings may not necessarily occur over consecutive days.

Disaggregation: sex – male, female

WFP expectation (performance monitoring plan):

This is an output indicator measuring the number of individuals (cooks, school administrators, teachers) trained in child health and nutrition directly as a result of USDA funding in whole or in part.

ET observations:

Much if not all of the training reported against this indicator seems to relate to nutrition screening – see the information collated under Custom Indicator #2. It is not clear whether WFP records are able to track the number of unique individuals trained, as MGD guidance requires. Reported sex-disaggregation is incomplete.

MGD Indicator #27 – school water sources improved

MGD 2.4 – Number of schools using an improved water source (see MGD specification below the table)

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of schools using an improved water source	161	0		237	48	286	374	0		508	416	453	453	453
				Data from process monitoring showed 29% of targeted schools have access to clean water. This are existing water facilities that is not done through the programme.		The water construction is not done but the selection of schools and costing is done. Further monitoring results showed that 40% of schools use pipe water, protected springs, and boreholes.	The monitoring findings showed 374 schools have safe water.			Process monitoring reports 508 schools using improved water sources (147 in Oromia, 361 in Afar)				

MGD specification:

The detailed McGovern-Dole guidance is that the indicator measures the number of project/targeted schools using an improved water source. This includes schools that already had an improved water source prior to the start of this programme. It is therefore not a narrow measure of project outputs.

<p>An improved water source is an infrastructure improvement to a water source, a distribution system, or a delivery point. By nature of its design and construction, the improvement is likely to protect the water source from external contamination, in particular fecal matter.</p>	<p>Improved water sources are:</p> <ul style="list-style-type: none"> • Piped water into dwelling, plot, or yard • Public tap/standpipe • Tube well/borehole • Protected dug well • Protected spring • Rainwater collection 	<p>Unimproved water sources are:</p> <ul style="list-style-type: none"> • Unprotected dug well • Unprotected spring • Cart with small tank/drum • Tanker truck • Surface water (river, dam, lake, pond, stream, canal, or irrigation channel) • Bottled water
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WFP expectation performance monitoring plan):

Data to be collected from regional education bureau EMIS data / implementation report and records.

ET observations:

The baseline sample survey includes data on water sources available to schools in 2021, and the endline survey will be able to assess overall progress on a sample basis. For project monitoring and management, however, it is useful to collect annual data. The indicator can record improvements that are not directly due to USDA inputs.

On the basis of the MGD indicator specification, each year's target should be higher than the baseline and the previous year's target. This rule was not followed prior to the programme amendment in 2023, and the revised targets for FY23 onwards are nevertheless lower than the actual figure recorded for FY23.

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MGD Indicator #30 – Direct beneficiaries of USDA

MGD SO1/ MGD SO2 – Number of individuals participating in USDA food security programs (direct beneficiaries – see specification below the table).

individuals participating (direct beneficiaries)	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Total	0	193,201	172,229	181,894	178,907	139,839	141,955	167,591		705,300	153,016	37,779	0	225,953
male	0	103,885	98,042	103,428	95,087	78,009	80,678	90,930			82,810			
female	0	88,916	74,786	78,466	84,038	61,830	61,277	80,828			75,978			
Age 3-15	0			157,289										
Age 15-59	0			24,605										
Government	0			201										
Civil society	0			0										
Smallholder farmers	0													
Comments from Sept23 sheet			The output result includes children receiving school meals and individuals who received training.	The result includes individuals receiving school meals and training. So this is the sum of 181310 students benefited from the school meal and 584 individuals benefited from the training.		The result includes individuals receiving school meals and trainings. Hence, 138,949 individuals were benefited from school meals and 890 from training)	School meals: 141, 532 (Male 80,549, Female 60,983) Number of Individuals receiving training: 423 (Male: 129, Female: 294) Total: 141, 955 (Male: 80,678, Female: 61,277)	FY22 Activity total 142,845 individuals (141,532 from school feeding and THR) and 1.313 from trainings; [male] 81,114 (80,678 benefited from school meals and 436 from training); [female] 62,680 (61,830 female benefited from school meals and 850 from trainings) [not obvious how this relates to the two six-month numbers)		Includes 730,268 [sic] beneficiaries from school meals and THR, and additional beneficiaries of trainings				

MGD specification:

This indicator counts, with some exceptions listed below, *all the individuals participating in MGD activities*, including:

- School-aged children who are recipients of USG school feeding programs
- Teachers, administrators, government personnel, parents, other community members, and anyone participating in training
- Members of households reached with household-level interventions (households with new access to basic sanitation through our work, *households receiving family-sized rations*)

First level disaggregation is by sex, male and female

WFP expectation (performance monitoring plan):

Specific to the project, beneficiaries are recipients of trainings and school meals.

ET comments:

In effect this indicator aggregates recipients of school meals and THR with those who benefit from training under the programme. The overwhelming majority of the beneficiaries are the school feeding recipients. The reported data are inconsistent as to whether THR family members are included.

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MGD Indicator #31 – Indirect beneficiaries of USDA

MGD SO/MGD SO2 – Number of individuals benefiting indirectly from USDA-funded interventions (see specification below the table).

Individuals benefiting indirectly	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Total	0	15,904		455,004	15,348	16,266	478,452	14,604			303,524	275,558	0	303,524
From Excel sheet Sept 2023				The result assumes family members of individuals receiving take home ration. (Assuming 151,668 individuals receiving take home rations and on the average 3 family members benefit from THR.		This result assumes family members of individuals receiving take home ration, 16,266 household members benefited indirectly from THR.	This indicator has surpassed the plan because of the significant amount of resources provided as a THR in the reporting period. The result showed the number of family members who benefited from THR assuming each THR beneficiary has 4 family members			This indicator typically calculates indirect beneficiaries at household level. However, per USDA guidance these beneficiaries have been included as direct beneficiaries as a household THR ration was provided.				

MGD specifications:

MGD guidance defines this indicator thus: “This is an output indicator measuring the number of individuals indirectly benefitting from USDA-funded interventions. The individuals will not be directly engaged with a project activity or come into direct contact with a set of interventions (goods or services) provided by the project. This may include, for example, family members of students receiving school meals. Participants’ neighbors that, due to spontaneous spill over, apply USDA-promoted improved practices or technologies may also be counted as indirect beneficiaries if Recipients use clearly documented assumptions that are regularly validated through spot surveys or similar methods.”

If an individual is already counted as a direct beneficiary, the individual should not also be counted as an indirect beneficiary if they are indirectly benefitting from other project interventions. For example, if a family receives take home rations, the family members would be counted as direct beneficiaries and should not also be counted as an indirect beneficiary as a family member of a student receiving meals at the school.

No disaggregation is specified.

WFP expectation (performance monitoring plan):

Data collected from partners distribution reports , training records and school administrative records. This assumes members of the household also benefit from THRs. This takes into consideration that 4 family members will benefit per child.

ET observations:

In line with this guidance, it would be legitimate to include family members of children receiving school meals, when there are no THR. However, this approach seems not to have been followed.

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MGD Indicator #32 – Schools reached by USDA assistance

MGD SO1/SO2 – Number of schools reached as a result of USDA assistance (see specification below the table).

Performance Indicator	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of schools reached	0	450	819	815	432	693	581	411		676	693	450	0	715
From Excel sheet Sept 2023			The number of schools is changed from 816 to 819 after school readiness assessment was made.	The actual number of schools targeted and reached by this programme is higher than the original plan . This is because most schools in the pastoralist area contained few number of children , as such to meet the target number the programme has to go beyond number of schools that are originally planned while the number of students remained as planned.		The number of schools is less than last year as some schools are phased out of the programme and handed over to the government plus 134schools currently not accessible in Afar due to the Tigray conflict.	(Afar: 413, Oromia : 168) The number of schools is less than previous reporting period due to inaccessibility of schools in Afar region due to the Tigray conflict.			Afar: 508 Oromia: 158				

MGD specifications:

The indicator tracks the number of schools reached during the reporting period by any project activity. Baseline is zero.

WFP expectation (performance monitoring plan):

This output indicator refers to the number of schools targeted throughout the life of this project.

ET observations:

WFP reported 815 schools involved in the program in FY21, and the LoP target therefore cannot logically be less than this. Numbers of schools were much higher than initially planned because of the small size of schools, especially in Afar (see Table 4 and Table 5 in the main report). (The original LoP target was 450, in line with the FY20 target.)

Table 6 in the body of this report provides a more detailed breakdown obtained from ETCO by the MTE team. This shows the breakdown by zone and depicts the geographical pattern of reductions in the number of participating schools. Table 6 gives a higher total figure (715) for FY22.

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Custom indicator #1 – Gender Parity Index

GPI	Baseline	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Ratio of female : male students	0.85:1	0.87:1	NA	0.76:1	0.89:1	0.79:1	0.76:1	0.91:1		0.71:1	0.93:1	0.93:1	0.93:1	0.93:1
Comments in Sept 2023 sheet:							There is a decline from the last semester. WFP is in the process of planning to conduct a gender gap analysis in Collaboration with UNICEF and MOE to understand the overall gender gap in primary education		The GPI has further decreased from the previous reporting period. The gender gap analysis contracted in partnership with UNICEF will be finalized in the next reporting period and will provide insight into the trends that may be creatin this decrease, followed up by findings from the midterm evaluation.					

WFP expectation (performance monitoring plan):

The PMP provides no detail.

Data collection to date:ET observations:

Table 30 in Annex 8 provides a detailed gender breakdown of enrolments in participating schools, and shows GPI by zone and year. It underpins the GPI graph at Figure 8 in the main text.

The outcome survey (Abebe, 2023) reports as follows:

- According to the records of the Semera SO (Afar Region), currently [mid-2023] there are a total of 96,075 students who are enrolled into the SFP. 53 percent (54,901) and 43 percent (41,174) of them male and female students, respectively. This put the gender parity index (4,174/54,901) at just 0.75, which is the same as regional GPI of primary education, but far less than that of the national average GPI which is 0.91.

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Custom indicator #2 – Nutrition screening

Number of screenings of ECD children conducted as a result of USDA assistance

Nutrition screening	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of screenings of ECD children	0	10	1	3	10	1	3	10		8	10	0		40
Number of schools conducting screening										116				
Number of ECD children screened						Oromia 1,853	Oromia 1,364 (m 789, f 575)		4,690	5,968 Oromia: 5,059 Afar: 909				
Number referred for MAM treatment						Oromia 92	Oromia 154 (m 72, f 82)		NA	92				
Comments from Sept2023 sheet			Screening ongoing and service will start in May 2021.	Screening already conducted for three months (April - June)		During the reporting period one screening was conducted.	3 (screening conducted in Oromia) The screening and referral in Oromia are progressing well, the Afar Region is lagging behind because of the conflict, special attention will be given to Afar to progress in the current academic year.	Total FY22: 4 screening conducted		Screenings are done monthly, with 4 months per semester (8 total months in the reporting period). As a result, 5,059 children were screened in Oromia and 909 children were screened in Afar. This resulted in 92 children referred to health centers.				
Additional comments from SAPR narrative						in collaboration with health extension workers, provided nutrition screening and referral training to a total of 174 pre-school teachers (39 female and 135 male) in Oromia and 18 teachers in Afar have received the training on basic nutritional screening and referral. Following the training, a screening service was conducted in the Oromia region.	: In Oromia Region 1,364 (male 789 and female 575) children aged 3-6 were screened in 105 schools, and out of this, 154 (72 male and 82 female) were diagnosed with moderate acute malnutrition and referred to health facilities for treatment. 151 school directors and teachers were trained on school health and nutrition in Afar Region. Although 18 teachers were trained in nutrition screening and referral during the previous reporting period in the Afar region, screening and referral of children is not yet started because of insecurity.		A total of 81 school directors and teachers were trained on nutrition screenings, referral services, and improved health and hygiene. As a result of ongoing screenings, 4,690 Early Childhood Development (ECD) children were screened during the reporting period	Through these monthly screenings, 5,968 pre-primary school children were screened during the reporting period, resulting in referrals of 92 children to health centers for nutrition treatment				

WFP expectation (performance monitoring plan):

According to the PMP:

- The data would be collected annually by Mobile Health Units
- This indicator will track the number of screenings of ECD children as a result of USDA assistance and the unit of measure would be number of children. However, the target seems to be “number of screenings” at 10 per year, but the draft PMP does not define the target clearly (no notes on indicator and target). The notes to the spreadsheet imply that the indicator is counting the number of months in which screening took place, not capturing either the number of schools doing screening or the number of children screened.

ET observations:

It would be helpful if WFP clearly reported: the number of schools undertaking nutrition screening; the number of children screened during the period; and the number of children referred as a result.

As noted in the table above, such information is provided sporadically but not systematically in the SAPRs.

The outcome survey (Abebe, 2023) reports as follows:

Together with the woreda health office, primary schools, and development partners, the SFP has been facilitating school health and nutrition screening services. The screening is conducted in three woredas including Elidear, Mille and Chifera. During the last quarter of year 2022 (covering October to December 2022), a total of 433 students were screened, from which 9% of them were referred to health centers for further nutritional support and treatment.

Table 23: School children screening for health and nutrition support in Afar region.

Screening	Girls	Boys	Total
Number of screenings conducted in the quarter	209	224	433
Number of children referred to health centers	19	20	39
Number of schools covered by the school screening			11
Number of Woredas covered under screening in Afar region			3
Total	228	244	

Source: Internal report, Afar Region SFP, December 2022

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Custom indicator #3 – Utensils and serving modalities

The number of schools that receive clean utensils and serving modalities as a result of USDA assistance.

Clean utensils and appropriate serving modalities	Base-line	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of schools [draft PMP targets]	0	315			324			329			320	313		405
Number of schools [Sept23 report]	0	354	280	475 (Oromia: 174, Afar 301)	357	60	366	360		385	536	536	536	
				475 schools received different non -food items: Cooking pot (571), Plates(47117), Spoon (43,043), Cups (33,040) Bucket (299), Ladle (360) and basin (331). This achievement is 134% based on the original project plan that intend to reach only 345 schools through provision of NFI , However the actual number of schools targeted are 815 schools creating additional demand than originally planned.		Out of the 136 schools visited during the reporting period, only 60 schools have adequate NFI. More accurate data will be generated when all schools will be visited.	366 schools for this reporting period have sufficient NFI as per the monitoring report According to the WFP monitoring report, 63.4% of the target school have sufficient NFI. Additional NFI is procured and distributed in the reporting period which will improve the number of schools with adequate NFI			Additional non-food items will be distributed in the upcoming reporting period.				

WFP expectation (performance monitoring plan):

- This output indicator will track the number of schools that receive clean utensils and serving modalities as a result of USDA assistance.
- Starting with 70% of schools, ending up with 90%. Cumulative aggregation of annual targets.

ET observations:

It is not easy to reconcile the data presented with the PMP explanation of targets.

The September 2022 SAPR noted the effect of conflict in degrading the availability of NFI:

The effect of the armed conflict is enormous with partial and total damage to schools in Zone-2 and 4. A joint assessment report prepared by the Education Sector Cluster in Afar shows that 44 schools were totally damaged and 141 schools were partially damaged. Specific to school feeding, the damage includes kitchens, food stores, and NFIs.

Custom indicator #4 – Handwashing stations

Number of handwashing stations constructed as a result of USDA assistance

Number of handwashing stations constructed	Base-line	FY20 Target	FY 21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Number of schools with handwashing stations [draft PMP targets]	5	530			0			0			0			530
Number of schools with handwashing stations [Sept23 reports]		530		614 83 (Oromia) and 531 (Afar)					5			614		
Comments Sept 2023 sheet:				614 handwashing stations procured and distributed to targeted schools.	Activity completed in the last quarter					5 handwashing stations were constructed in Oromia.				

WFP expectation (performance monitoring plan):

this output indicator will track the number of schools that have handwashing stations as a result of USDA assistance.

Data collection to date:

See table above (and the table for MGD indicator #8).

ET observations:

The FY25 target (614) is equivalent to LoP target, and has been exceeded by the 5 handwashing stations reported for 2023.

These data also appear under MGD Indicator #8.

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Custom indicator #5 – Attentiveness of students

Percent of students identified as attentive in classrooms during the class or instruction.

Attentive students (%)	Baseline	FY20 Target	FY21			FY22			FY23			FY24 Target	FY25 Target	Target (LoP)
			SAPR-1	SAPR-2	FY21 Target	SAPR-1	SAPR-2	FY22 Target	SAPR-1	SAPR-2	FY23 Target			
Percentage of attentive students [draft PMP targets]	50%	55%			65%			75%			85%	95%		95%
Percentage of attentive students [Sept23 report]	50%: (Afar: Male (51.50%, Female 54.3%) Oromia (Male: 42.25%, Female: 48.52%)	55%	NA	NA	65%	80% (69% girls , 90% boys)		75%		94%	60%	70%	80%	80%
Comments from Sept 2023 sheet:						This result was taken from KAPs survey showing teachers perception on attentiveness, concentration during last academic year. Another survey will be conducted in the next reporting period to show the result for this academic year.				The school feeding outcome survey found 94% of children to be attentive in class (97% of children in Oromia region reported themselves to be attentive all or most of the time; 90% of children in Afar surveyed reported themselves to be attentive all or most of the time)				

WFP expectation (performance monitoring plan):

This is an outcome indicator that will measure teachers' perception of children to concentrate – data collected from focus groups. (Baseline will be decided during baseline survey.)

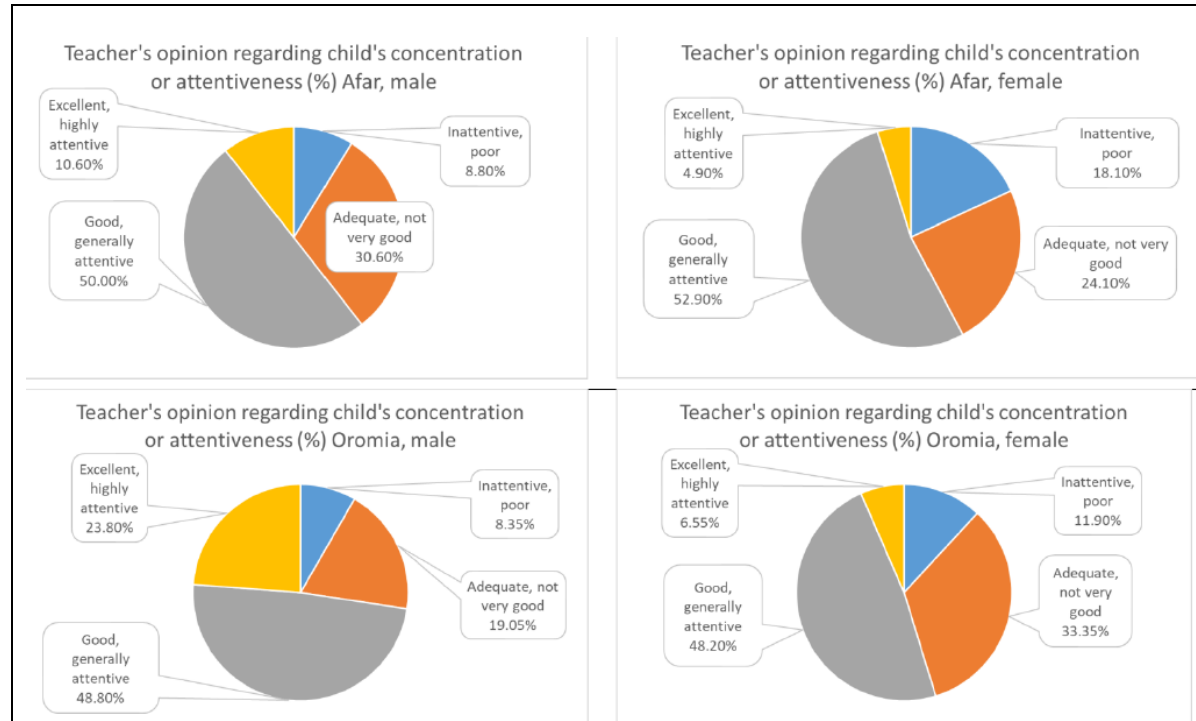
Data reported to date:

The data presented in the SAPRs are not clearly explained.

ET observations

The SAPRs should give the baseline evaluation survey as the source for data on teachers' perceptions of attentiveness. The baseline attentiveness scores are reproduced in Figure 15 below.

Figure 15 Baseline findings on attentiveness (2021)



Source: Baseline Evaluation Report, Figure 15 (Lister et al, 2022a).

The outcome survey (Abebe, 2023) reports data on attentiveness (see the box below) which are based on students' (not teachers') perceptions of attentiveness, and therefore are not comparable with the baseline survey data.

Overall data on attentiveness				Afar region data on attentiveness		
There are no official records about the level of attentiveness of students in the regions. This outcome survey has asked students if they pay attention while they are in the class. The survey result reveals that students from program schools pay better attention than non-program while attending class.				Students were asked about how they feel when they are in class and at school. 65 percent of program schools and 60 percent of non-program schools said they pay attention to the class all the time, respectively, while 32 percent and 34 percent of the students reported they pay attention most of the time.		
% of students who pay attention all the time				Level of attentiveness in the classroom: (Afar schools)		
Region	Non-pro	Program	Total	How often	Program	Non-Program
Afar	60%	65%	64%	All the time	65%	60%
Amhara	70%	73%	72%	Most of the time	32%	34%
Oromia		68%	68%	Some of the time	2%	6%
SNNP	27%	73%	71%	On Occasion	0%	0%
Somali	31%	NA	31%	Total	100%	100%

Annex 15 Background for M&E system

1. This annex provides additional background on monitoring and evaluation issues for the project, linked to EQ2.6.

Overarching M&E frameworks

2. M&E for the McGovern-Dole project in Afar and Oromia is influenced by several overarching frameworks:

- All USDA McGovern-Dole projects are governed by USDA's Food Assistance Division monitoring and evaluation policy (USDA, 2019a). USDA's *Food Assistance Indicators and Definitions* (USDA, 2019b) provided detailed specifications for the McGovern-Dole indicators to be reported..
- WFP's corporate monitoring strategy sets global standards for WFP M&E. Design and commencement of the McGovern-Dole project took place in the context of WFP's Corporate Monitoring Strategy 2018–2021 (WFP, 2018d).
- The M&E system for the McGovern-Dole project in Ethiopia is also governed by country-level M&E strategy and guidance and is integrated into the ETCO M&E structures.

3. The USDA McGovern-Dole indicators are directly linked to the standard McGovern-Dole results framework, as described in Annex 10, where Table 34 maps the project's selected McGovern-Dole indicators onto the McGovern-Dole results framework.

4. WFP's corporate monitoring strategy identified that the scope of monitoring should include outcomes, outputs and processes, including the monitoring of beneficiary satisfaction and WFP accountability to affected populations (as cited in WFP, 2020f), and highlighted workforce planning, financial commitment, and functional capacity as areas for strengthening across WFP.

5. The corporate strategy provided the starting point for the Monitoring Standard Operating Procedure (SOP) issued by ETCO in October 2020 (WFP, 2020f). Subsequently an updated SOP specific to school feeding programmes was issued in August 2022 (WFP, 2022b).

M&E commitments in project design

6. Plans for M&E of the project were set out in a separate 16-page Evaluation Plan (WFP, 2020a). Plans for **monitoring** were described as follows:

- "Once the baseline information for the project is established and informed by the results of the analysis at the inception phase, WFP will tailor its performance monitoring system to fit the project's specific needs. WFP has prepared a detailed Performance Monitoring Plan (PMP) using McGovern-Dole standard indicators and custom indicators that will be used to assess the project's progress. The monitoring system and project database will be adapted to regularly measure the performance indicators specified and described in the PMP [see WFP, 2019b]. Furthermore, this database will allow WFP to track the number of monitoring visits to schools and distribution points against annual targets and it will verify that all beneficiaries meet the established criteria for project targeting." (WFP, 2020a, p3)
- "Regular performance monitoring data will be collected by WFP field monitors through standardized checklists including the following information: record and stock management, food distribution management, community participation, student attendance, and health and sanitation issues. This monitoring data will be entered into WFP M&E database systems and will be analysed in real time. Output and outcome indicators will be collected monthly, quarterly, biannually, and annually and compared with set targets for all relevant McGovern-Dole indicators as per the PMP. This performance monitoring data will support effective project implementation; furthermore, it will be used to review project progress, determine any necessary corrective actions and will also be used as the basis analysis of overall performance

and for the evaluation of the effectiveness and efficiency of the project." (WFP, 2020a, p3)

7. Key elements of **evaluation** would include a baseline study, mid-term review (MTR) and final evaluation to be conducted by independent third-party evaluation teams.

WFP's evolving M&E systems in Ethiopia

ETCO monitoring and reporting strategy

8. Strengthening of M&E has been a concern for ETCO for many years. The Internal Audit Report in February 2020 (WFP, 2020g) noted efforts to strengthen M&E systems linked to the formulation of the Interim CSP. It highlighted staffing challenges in a context of falling ETCO resources. It also noted that Ethiopia was an unusual operating environment for WFP, inasmuch as the Government was its main cooperating partner, and therefore reporting was heavily reliant on government systems. It expressed concerns about the quality of government reporting, and also noted that the federal system meant that government reports travelled through different levels of government, which could affect timeliness. Government reports that followed the Ethiopian calendar could make it difficult to provide monthly reports against the European calendar used internationally.

9. Later in 2020 ETO issued an updated Monitoring SOP (WFP, 2020f) which addressed many of the concerns the Internal Audit had highlighted. It particularly noted that *"Data collection challenges highlighted in the [Internal Audit] report include inadequate staffing, high staff turnover, infrequent and sometimes poor training for data collection and analysis skills, duplication of efforts, delays in data collection and reporting, and limited data verification and validation. As noted in the audit report, these weaknesses constrain programme implementation and may undermine accountability to donors, the Government of Ethiopia and beneficiaries."* Responses to these challenges in the 2020 SOP are reproduced in Box 15 below.

Box 15 M&E improvements embodied in ETCO's 2020 SOP

"the following set of improvements in both monitoring coverage and analysis are required to be implemented to increase WFP's accountability to both the affected population and the donors.

- 1) Every FDP should be visited every month to the extent possible (minimum once every quarter). Multiple visits for high and medium risk FDPs for follow-up are recommended.
- 2) Improved Monthly Monitoring plan format to support robust and informed planning for monthly field visits is recommended.
- 3) Revised process monitoring tools.
- 4) Obligatory use of tablet computers for all monitoring activities.
- 5) CO and FO/SO to use Mobile Operational Data Acquisition (MODA) for production of monitoring maps/dashboards and reports.
- 6) CO MEAL unit to provide training to sub-office M&E focal points and PAs to use the MODA database and generate report locally at SO/FO.
- 7) Establishment of a process for monitoring deliveries, receipts and distributions (using FDP, *woreda* local authorities, cooperating partner [CP] contacts) to record and report on deliveries, receipts and distributions.
- 8) Establishment of Issue tracking and resolution of risks identified through process monitoring
- 9) Field mission narrative reports and monthly reports to include section on corrective measures taken, challenges/issues identified and recommendations."

Source: WFP, 2020f,p5

10. The 2020 SOP also highlighted the importance of process monitoring which should address:

- (i) *Progress of the activities.* What is the progress of the activities being undertaken? Is the implementation of activities on track to achieve the set targets? What improvements are needed? What additional support is required and where?
- (ii) *Risk Identification.* What are the changes in the internal/external environment? What are the risks or potential risks that could affect success of implementation? How should they be handled and what risk mitigation measures are in place?
- (iii) *Learning from the ongoing implementation.* What are the lessons learned from the intervention being monitored? What are the issues arising from the field and at the various levels and how can they be addressed? What is the actionable and implementable learning to incorporate into the on-going or new activity? (WFP, 2020f,p4)

11. The SOP also noted that for school feeding and a number of other WFP activities: “the monitoring should include capacity development activities to support bureaux of education and related government departments. Benchmarks should be established and capacity development should be linked to the intended project outcomes.”

M&E for school feeding

12. The school feeding specific SOP in August 2022 (WFP, 2022b) is too recent to have guided much of the reporting for the ongoing McGovern-Dole project, but it takes account of USDA-specific reporting requirements as well as the general reporting requirements for all WFP school feeding programmes. It includes detailed guidance on the monitoring and reporting expected from WFP staff and cooperating partners (CPs – usually government), and is accompanied by detailed monitoring checklists and reporting templates. The process monitoring checklist for school feeding programmes was updated in February 2023 (WFP, 2023c).

Project monitoring and reporting to date

Evaluation and M&E issues raised at baseline

13. At the time of fieldwork for the Baseline Evaluation Report, the project was still in the process of starting up, and M&E was still hampered by pandemic-related restrictions. Nevertheless, the baseline report included an assessment of data collection for the McGovern-Dole indicators, and concluded that only 9 of the 20 indicators were “on track” to provide the quality of evidence expected; a further 5 were assessed as partly on track, and the remaining 6 as not on track. Weaknesses included the lack of credible baselines, weaknesses in the lists of participating schools, inadequate disaggregation, and obsolete targets. (Lister et al, 2022a, Table 10)

14. In its comments on the baseline report, USDA expressed serious concerns about the findings on monitoring indicators, and agreed that a revision and update of the overall M&E was needed. In response, WFP noted the expectation of a no-cost extension, and that amendments to targets could be “reflected in the baseline amendment and revision of other supporting M&E documents as needed, notably the Evaluation Plan and PMP” (USDA & WFP, 2022). The revised agreement (USDA & WFP, 2023a and USDA & WFP, 2023b) included adjustments to targets, but the original Evaluation Plan and PMP documents have not been revised.

Ongoing reports and related studies

15. Regular reporting to USDA has been provided through Semi-Annual Progress Reports (SAPRs). The SAPRs have been an important documentary source for the MTE.

16. Other reports of note have included:

- A post distribution monitoring survey of the THR distribution conducted in September 2021 (WFP, 2022e).

- Some analytical reports prepared at SO level included: *Monitoring highlights: School Feeding Programme (SFP) in Afar region* (WFP, 2022d), and *Borena Zone MGD SBP 2nd-Year First Semester Monitoring Report* (WFP, undated-k). No similar report for East Hararghe was found.
- The gender analysis for school feeding programmes which followed up some of the gender issues raised in the baseline evaluation report (Includovate, 2023).
- The school feeding outcome survey Abebe, 2023), which was intended as the prototype for an annual exercise.

Annex 16 The EGRA Survey

The EGRA survey conducted as part of the MTE is reported in Volume 2, which fully describes the survey methodology as well as its results. For ease of reference, the Executive Summary from Volume 2 is reproduced below.

Background

S1. The World Food Programme (WFP) in Ethiopia, supported by the McGovern-Dole programme of the United States Department of Agriculture (USDA), is implementing a five-year school feeding initiative with a budget of about USD 28 million. Targeting the Afar Region and two zones in Oromia (Borana and East Hararghe), the project aims to provide school meals to primary students (Grades 1–8) and pre-primary children at the same locations. A key objective is the promotion of literacy, a core element of all McGovern-Dole school feeding projects.

S2. A crucial performance indicator for this project is the proportion of students who, after two years of primary education, demonstrate reading and comprehension skills at their grade level. The Early Grade Reading Assessment (EGRA) is the preferred method for evaluating early grade reading skills. Successive EGRAs are expected to measure literacy skills among school-aged children and to provide feedback on the improvements in early grade reading resulting from the school feeding project's implementation. This first “light touch” EGRA serves as a benchmark for future evaluations, with a repeat assessment planned at the project's conclusion.

Methodology

S3. In practice, the MTE EGRA was “light touch” in using a sub-set of EGRA instruments, focusing only on McGovern-Dole project schools, and using the smallest practical sample to cover the project areas. Oral reading fluency is the focal assessment. The omitted tasks are invented words reading, phonemic awareness and listening comprehension. The first two were considered less important than letter identification and familiar word reading. Listening comprehension typically returns high scores unless the student is unfamiliar with the language concerned.

S4. The assessment encompassed five zones in the Afar Regional State and two in Oromia Regional State, using a semi-longitudinal design. A quantitative survey was conducted among randomly selected students who had completed two or three grades of primary education, and structured questionnaires were administered to school principals/deputy principals and mother-tongue teachers. Due to the timing of the assessment, students in grades 3 and 4 at the time of evaluation (December) were used as proxies for end-of-year grades 2 and 3 students.

S5. The survey instruments were designed to emulate those used by previous national EGRAs, and the evaluation team is grateful for advice received from the National Educational Assessment and Examinations Agency.

S6. The sample included 32 students per school (16 from each grade), across 28 schools (20 in Afar, 8 in Oromia), totalling 896 participants. The sample was equally divided between male and female students and selected using a three-stage stratified cluster sampling method; regions and zones were considered as the strata, while woredas, schools and students were the sampling units chosen in the first, second and third stages of sampling respectively.

S7. Data collection was facilitated by hand-held electronic devices (tablets) using the SurveyCTO platform, conducted by four field teams between November 30 and December 18, 2023.

Findings and conclusions

Performance on EGRA sub-tasks

S8. This MTE EGRA used four basic components or sub-tasks through which students were assessed, namely letter identification, familiar word reading, oral reading fluency (ORF), and reading comprehension. The first three subtasks were time bound while the last one was not. The letter identification subtask gauges a child's aptitude in recognizing the distinctive features of each letter, mapping it accurately to its respective name or sound. Under familiar word reading a list of 50 words—deemed familiar for the child's grade level and which they have probably encountered, including within their curriculum—is presented and the child's proficiency assessed. The ORF is a passage-reading subtask which measures the ability of a student to read a passage with speed, accuracy, and proper expression. Each student was provided with a grade-appropriate short story and given one minute to read aloud. The last subtask –reading comprehension – references the passage from the ORF subtask. After their oral reading, children were asked five comprehension queries, encompassing both explicit and inferential types.

S9. Each student was assessed against all four subtasks of the MTE EGRA. Table A below shows the mean scores recorded in each subtask disaggregated by sex and language.

Table A. Summary of Mean Scores by Subtask and Sex

Language	Sex	Mean Score (letters/words per minute)			Percentage Mean Score
		Letter Name Recognition	Familiar Word Reading	Oral Reading Fluency	Reading Comprehension
Afar Af	Male	28.4	7.4	8.0	10.0%
	Female	29.5	5.6	6.2	7.0%
	Total	28.9	6.5	7.1	8.5%
Afaan Oromoo	Male	62.0	22.0	18.8	23.1%
	Female	40.1	12.3	11.7	5.2%
	Total	51.1	17.1	15.2	14.1%
Total*	Male	41.8	13.2	12.3	15.2%
	Female	33.7	8.3	8.4	6.3%
	Total	37.8	10.7	10.3	10.8%

* Totals are weighted to reflect each region's share in the total number of participating students.

S10. Generally, reading proficiency was found to be low. On average, students were able to read only 37.8 letters per minute. Students' familiar word reading and oral reading fluency were also poor (10.7 & 10.3 words per minute respectively). On reading comprehension, the overall average score was only 10.8 percent. Students from Oromia performed better in reading comprehension (14.1 percent) than students from Afar (8.5 percent).

S11. Average scores by male students on all the three timed subtasks and on the untimed subtask were higher than those by female students except in letter name recognition by Afar Af speaking students, where female students achieved slightly better results (Table A).

Table B. Summary of Mean Scores by Subtask and Grade

Language	Grade	Mean Score (letters/words per minute)			Percentage Mean Score
		Letter Name Recognition	Familiar Word Reading	Oral Reading Fluency	Reading Comprehension
Afar Af	Grade 2	25.4	5.2	5.4	6.1%
	Grade 3	32.5	7.8	8.8	10.9%
	Total	28.9	6.5	7.1	8.5%
Afaan Oromoo	Grade 2	48.1	14.2	11.8	10.4%
	Grade 3	54.0	20.1	18.6	17.9%
	Total	51.1	17.1	15.2	14.1%
Total	Grade 2	34.4	8.8	8.0	7.8%
	Grade 3	41.1	12.7	12.7	13.7%
	Total	37.8	10.7	10.3	10.8%

S12. Comparing results across the two grade levels, Table B above shows that grade 3 students outperformed their grade 2 counterparts across all tasks.

S13. Students learning in Afaan Oromoo showed better performance than their Afar Af counterparts on all the sub-tasks.

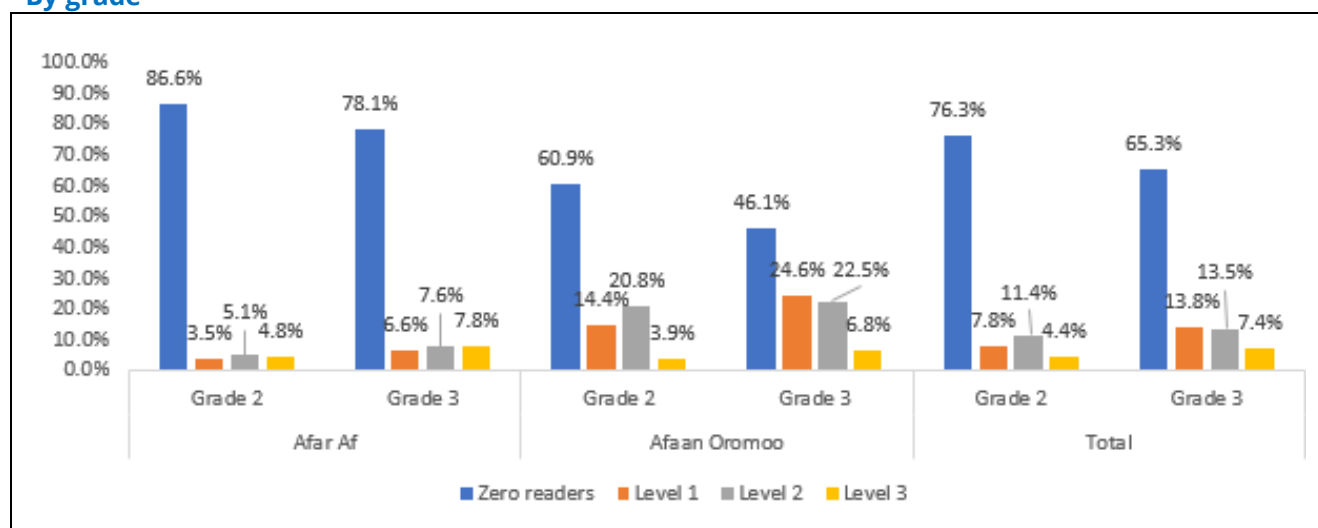
Analysis against benchmarks

S14. EGRAs in Ethiopia use a standard set of benchmarks to classify students according to their reading proficiency on the oral reading fluency test. “Zero readers” are children who fail to register a positive score on the ORF test. Non-zero scores are graded as *Level 1* (reading with limited fluency and comprehension), *Level 2* (reading with increasing fluency and comprehension) or *Level 3* (reading fluently and with full comprehension).

S15. The results by benchmark are illustrated in Figure A. This highlights the high proportions of zero readers, the significantly better performance in Oromia than Afar the higher scores achieved by grade 3 than grade 2, and the higher numbers of female than male zero readers.

Figure A. Percentage of students at benchmark levels by language

By grade



Zero readers by sex



Comparison with 2021 national EGRA

S16. Caution is required in comparing this EGRA with the 2021 national EGRA: the 2021 Afar sample did not focus on the McGovern-Dole schools and its sample for Oromia was Region-wide, whereas the MTE EGRA focused only on the two Zones included in the McGovern-Dole project. However, the two EGRAs follow a similar pattern in reporting low scores for reading proficiency, with high proportions of zero readers and worse scores for female than male students. There are some indications of better (less unsatisfactory) performance in 2023 than 2021.

Factors correlated with reading proficiency

S17. Correlation between two variables does not necessarily imply a causal relationship, but it is useful to identify such correlations as a step towards understanding possible explanatory variables. Statistical tests of correlations between background factors and oral reading fluency showed:

- Students' background characteristics that were found to have significant relationships with ORF included speaking the same language at home as they are speaking at school, going to pre-primary school before first grade, individuals helping students most with their homework, and ability of the student's mother to read and write.
- Among the correlated background factors from principals' responses were: qualifications and relevant training, support to teachers in mother-tongue instruction, availability of mother-tongue textbooks or materials for reading in the school, availability of a library in the school, and frequency of observing teachers in the classroom.
- Correlated background factors from mother-tongue teachers' responses included: being a trained teacher to teach language, qualification, availability of a functional library or reading room, supervising students while they use the library, availability of sufficient learning

materials among students, a functional parent-teacher association, conducting class meetings with students' parents, and frequency of class meetings with students' parents

Annex 17 Findings-conclusions-recommendations mapping

1. Table 39 shows which conclusions and findings support each recommendation.

Table 39 Mapping of recommendations to conclusions and findings

#	Recommendation	Conclusions	Findings
1.	<p>For the remainder of the project WFP and partners should focus on maximising the efficiency of the delivery of school meals and preparing for a smooth transition to successor programmes. This should involve:</p> <p>a. Taking advantage of the WFP role in delivery to ensure that school feeding days are maximised and avoid the need for ad hoc THR.</p> <p>b. Continue efforts to resolve the shortage of NFIs,.</p> <p>c. Address other factors that may also disadvantage girls (e.g. by ensuring that boys are not always served first when children eat separately, avoiding gender stereotypes in the assignment of roles for helping with school feeding).</p> <p>d. Strengthen the roll-out of nutrition screening in schools (if such screening remains age-relevant for children in Year 0).</p> <p>e. Continue to seek partnerships that can provide additional support for the final year of the project and help to avoid a “cliff-edge” termination when USDA commodities have been fully utilised.</p> <p>f. Simultaneously make contingency plans for transferring the project’s schools to the government programmes in Afar and Oromia, while seeking support for a further phase of the project.</p>	<p>Conclusion 1 Conclusion 2 Conclusion 3</p>	<p>Finding 11, Finding 31</p> <p>Finding 7, Finding 8, Finding 26, Finding 36, Finding 38</p> <p>Finding 12, Finding 31</p> <p>Finding 31</p> <p>Finding 15</p> <p>Finding 13</p>
2.	<p>Feed lessons from this project into the design of its successor and into the design and implementation of other school feeding programmes across Ethiopia. Areas for learning include:</p> <p>a. Ensuring programme design is informed by comprehensive gender and equity analyses in programme areas, and incorporating the lessons from recent gender analysis.</p>	<p>Conclusion 4 Conclusion 5 Conclusion 8</p> <p>Conclusion 6</p>	<p>Finding 1, Finding 2, Finding 4, Finding 10, Finding 11, Finding 12, Finding 16, Finding 17, Finding 25, Finding 26, Finding 28, Finding 30, Finding 31, Finding 35, Finding 37</p> <p>Finding 5, Finding 6, Finding 9, Finding 21, Finding 22, Finding 23</p>

#	Recommendation	Conclusions	Findings
	<p>b. The importance of working with broad coalitions across school health and nutrition to maximise school feeding complementarities, and address weaknesses in the current school feeding theory of change.</p> <p>c. The value of community support, but the need to be realistic about the level of resources that can be raised from poor and crisis-stressed communities.</p> <p>d. The need to reinforce capacity strengthening elements of SFPs, while also being realistic about timetables for handover to government programmes.</p> <p>e. The need to strengthen monitoring, evaluation and learning (see Recommendation 3).</p>	Conclusion 7	<p>Finding 3, Finding 14, Finding 15, Finding 22, Finding 24, Finding 27</p> <p>Finding 29, Finding 39</p> <p>Finding 13, Finding 20, Finding 40</p> <p>Finding 32, Finding 33</p>
3.	<p>Take short-term actions to strengthen the project’s monitoring and evaluation. These are important not only to strengthen the evidence base for the endline evaluation and to ensure its timeliness, but also to establish a better foundation for M&E of any future McGovern-Dole programmes in Ethiopia. Priorities should include:</p> <p>a. Update the Performance Monitoring Plan to provide rigorous guidance for the monitoring of MGD indicators in compliance with USDA guidelines. Use this:</p> <ul style="list-style-type: none"> • Retrospectively, where possible, to provide valid time series to feed into the endline. • Prospectively, to strengthen guidelines that accompany the school feeding monitoring SOP. <p>b. Pay particular attention to the sex-disaggregation issues the MTE has highlighted.</p> <p>c. Prepare for the endline evaluation by:</p> <ul style="list-style-type: none"> • Ensuring TOR are issued in good time to allow for inception mission not later than August/September 2024. (This is to allow for the endline survey to be conducted in November/December, with the qualitative fieldwork to follow in early 2025.) • Preparing follow-up KAP survey (assuming the endline contractor will again be asked to administer the KAPS alongside the main survey). • Ensuring an adequate budget to align with the evaluation’s scope (including the incorporation of repeat KAPS and EGRA survey). 	<p>Conclusion 7</p> <p>Conclusion 6</p> <p>Conclusion 7, Conclusion 4</p>	<p>Finding 32, Finding 33</p> <p>Finding 18, Finding 19, Finding 32</p> <p>Finding 23</p> <p>Finding 34</p>

Annex 18 Bibliography

1. In this Annex we provide bibliographical references for documents cited in the Evaluation Report, plus entries for other key documents from the evaluation team's electronic library.
2. "Location" in the listing below refers to folder and document numbers in the evaluation team's electronic library of documents.

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Annex 19 Acronyms and abbreviations

ABE	Alternative Basic Education
AIDS	Acquired Immune Deficiency Syndrome
AIR	American Institutes for Research
ALNAP	Active Learning Network for Accountability and Performance
ATA	Agricultural Transformation Agency
AWP	Annual Work Plan
BoE	Bureau of Education
BOFEC	Bureau of Finance and Economic Cooperation
CHILD	Children in Local Development
CO	Country Office
Covid-19	Coronavirus Disease 2019
CP	Country Programme
CPD	Continuous Professional Development
CRRF	Comprehensive Refugee Response Framework
CSA	Central Statistical Agency
CSB	Corn Soya Blend
CSP	Country Strategic Plan
CSPro	Census and Survey Processing System
CQ	Child questionnaire
DEQAS	Decentralized Evaluation Quality Assurance System
DHS	Demographic and Health Survey
DP	Development Partner
EB	Executive Board
EC	Evaluation Committee / European Commission
ECE	Early Childhood Education
ECCD	Early Childhood Care and Development
ECD	Early Childhood Development
EDC	Education Development Centre
EFA	Education for All
EGRA	Early Grade Reading Assessment
EHRC	Ethiopian Human Rights Commission
EM	Evaluation Manager
EMIS	Educational Management Information System
EP	Evaluation Plan
EQ	Evaluation Question
EQAS	Evaluation Quality Assurance System
ERG	Evaluation Reference Group
ESDP	Education Sector Development Programme
ESFP	Emergency School Feeding Programme
ET	Evaluation team
ETB	Ethiopian Birr (currency)
EthCO	Ethiopia Country Office
FAO	Food and Agriculture Organization
FAS	Foreign Agricultural Service

FCS	Food Consumption Score
FDRE	Federal Democratic Republic of Ethiopia
FFE	Food For Education
FGD	Focus Group Discussion
FGM/C	Female Genital Mutilation/ Cutting
FLA	Field-Level Agreement
FSQ	Food Safety and Quality
GDI	Gender Development Index
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GEEW	Gender Equality and Women’s Empowerment
GEQIP	General Education Quality Improvement Programme
GGGI	Global Gender Gap Index
GIP	Girls Initiative Programme
GIZ	Deutsche Gesellschaft fur Internationale Zusammenarbeit
GLM	General Linear Modelling
GoE	Government of Ethiopia
GPI	Gender Parity Index
GPS	Global Positioning System
GTP	Growth and Transformation Plan
HDI	Human Development Index
HGER	Home Grown Economic Reform
HGSF	Home Grown School Feeding
HH	Household
HIV	Human Immunodeficiency Virus
HRP	Humanitarian Response Plan
HTP	Harmful Traditional Practices
ICSP	Interim Country Strategic Plan
IDP	Internally Displaced Person
IP	In programme
HQ	Headquarters
IEC	Internal Evaluation Committee / Information Education Communication
IMF	International Monetary Fund
IOM	International Organization for Migration
IRC	International Rescue Committee
KAPS	Knowledge, Attitudes and Practices Survey
KII	Key Informant Interviews
LTA	Long-Term Agreement
M&E	Monitoring and Evaluation
MAM	Moderate Acute Malnutrition
MGD	McGovern–Dole
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoFEC	Ministry of Finance and Economic Cooperation
MOFED	Ministry of Finance and Economic Development
MoH	Ministry of Health

MoLSA	Ministry of Labour and Social Affairs
MT	Metric Tons
MTR	Mid-Term Review
NDRMC	National Disaster Risk Management Commission
NER	Net Enrolment Rate
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NSFP	National School Feeding Programme
ODK	Open Data Kit
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OEV	Office of Evaluation
OP	Out programme
OTP	Outpatient Therapeutic Programme
P4P	Purchase for Progress
PCI	Project Concern International
PDM	Post-Distribution Monitoring
PLWD	People living with disabilities
PMP	Performance Monitoring Plan
PRF	Project Results Framework
PSI	Population Services International
PSNP	Productive Safety Net Programme
PTA	Parent Teacher Association
Qno	Question Code
QS	Quality Support
RB	Regional Bureau
RBN	Regional Bureau Nairobi (WFP)
REACH	Renewed Efforts Against Child Hunger
REB	Regional Education Bureau
REO	Regional Evaluation Officer
RNG	Random Number Generator
SABER	Systems Approach for Better Education Results
SAM	Severe Acute Malnutrition
SAPR	Semi-Annual Performance Report
SBCC	Social and Behaviour Change Communication
SCF	Save the Children Fund
SCID	School Identifier
SDG	Sustainable Development Goal
SF	School Feeding
SFP	School Feeding Programme
SHN	School Health and Nutrition
SI	Survey Instrument
SIP	School Improvement Programme
SMP	School Meals Programme
SNNPR	Southern Nations Nationalities and People region

SO	Strategic Objective
SOP	Standard Operating Procedures
SPR	Standard Project Report
SPSS	Statistical Package for Social Sciences
SQ	School questionnaires
ST	Survey Team
TALULAR	Teaching and Learning Using Locally Available Resources
THR	Take Home Ration
TL	Team Leader
TOC	Theory of Change
TOR	Terms of Reference
TOT	Training of Trainers
TSFP	Targeted Supplementary Feeding Programme
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety & Security
UNECA	United Nations Economic Commission for Africa
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN-OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSDCF	United Nations Sustainable Development Cooperation Framework
USAID	United States Agency for International Development
USD	United States dollar
USDA	United States Department of Agriculture
WASH	Water, Sanitation and Hygiene
WEF	World Economic Forum
WFP	World Food Programme

WFP Ethiopia

<http://www1.wfp.org/countries/ethiopia>

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